

# Integrated Local Development Plan

DEVELOPEMNT INTERFACE BETWEEN  
LOCAL GOVERNMENTS AND MLAs  
(VISION 2030)

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## **Introduction**

According to Richard D. Bingham and Robert Mier development indicates bringing of equality between regions and different segments of the society. They also feel that in order to bring balancing conditions between localities and population there is the need to design development programmes specific to each area. They are of the opinion that many decentralised systems have arrangements for providing poorer areas with better access to facilities, services and resources.

The term local development refers to change in local productivity as measured by population, employment, and income and manufacture of value added commodities. It also means social development such as the quality of public health and welfare, environmental quality and reactivity. The basic objectives of local area development are to identify local potentialities for the purpose of reducing regional inequalities.

## **Thinking about local development**

Local development largely depends on the range of developmental issues of a locality. It is high time that Kerala starts thinking about local development differently in the context of new development paradoxes in the socio-economic front i.e. high growth rate with low productivity and high unemployment. The major development concerns that need to be addressed today as stated in Kerala Perspective Plan 2030 could be prioritized as below:

- Aging population
- Unemployment
- Inequality
- Food security

- Urbanization
- Low productivity
- Inflation
- Stress related behavior
- High debt

### **Local Government and local development**

With the enactment of 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments, local development has become the constitutional responsibility of local governments. Local Governments are to plan activities with the twin fold objectives of local economic development and social justice.

Government of Kerala enacted the Kerala Panchayat and Municipality Act in 1994 in conformity with the 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendment and launched the People's Plan Campaign in 1996 to strengthen local governments to enable them to function as true independent local governments. The members of Kerala Legislative Assembly acted in accordance with the spirit of decentralization, not only by passing the Panchayat Raj Bill, but also rendering support to the newly formed local governments, both rural and urban. As a result Kerala's Local governments are devolved with strong Fund, Function and Functionaries. Experience has indicated that Local Governments of Kerala has exhibited their strong presence in Social justice front.

One of the formidable challenges that decentralization of power faces in the country is the reluctance of higher tiers of governments to devolve the powers vested with them to local governments. It is in the States where there is less reluctance on the part of the higher tiers of government that the degree of devolution of powers is higher. It was in 1993-94 that the Local Area Development Fund of Members of Parliament was

introduced by the Union Government. This decision invited a lot of criticism because it went against the ongoing process of power devolution.

Several of the challenges that the local governments of Kerala face are of second generation in nature. Less public participation in governance, dual control of officials, prominence of parallel bodies, lack of convergence plan, duplication of interventions and plan allocations, lack of perspective development plan are some of them. Interface of local governments with significant actors for development interventions has been now identified as one of solutions to these problems.

## **Context of the Programme**

### **1. M.L.A Local Area Development Scheme (MLA LADS)**

MLA LADS was announced in the Kerala Budget Speech on 13th of July 2001 and constituted **Special Development Fund** in the State on the pattern of M.P. Local Area Development Scheme for the MLAs'. Each MLA is allotted Rs.25 lakhs per year. 'The projects taken up under this scheme shall be developmental in nature based on locally felt needs. The emphasis will be on creation of durable assets. Funds provided under the scheme shall not be used for revenue expenditure. "The funds can also be used for purposes such as provision of service support facilities. However, they will not include any recurring expenditure like expenditure on staff and to maintain such facilities. Since the projects under this scheme is implemented by different State Government agencies such as PWD, Rural Development, Irrigation, Agriculture, Health, Education, Area Development Authorities, Water Authority, Housing Board etc. the Finance Department is made responsible for the co-ordination and overall supervision of the projects under this scheme. An illustrative list of projects that can be taken up under 'MLA Special Development Fund' is given as annex one.

Again in 2012-13 Budget Speech, the Government announced the launching of a new scheme namely “**Legislative Assembly Constituency Asset Development Fund**”(LAC-ADF).The scheme aims at creating durable assets for which each MLA will be allocated 5 Crore during a particular financial year for undertaking capital works in his/her constituency so as to improve infrastructural facilities in all the Assembly Constituencies. Major works of the choice of the MLA concerned will be taken up subject to the condition that the cost of works proposed during a year shall not exceed `5 Crore. The LAC-ADF Scheme aims at the upliftment of infrastructure facilities under various Legislative Constituencies by creating durable physical infrastructure of capital nature.

Both the Special Development Fund and Legislative Assembly Constituency Asset Development Fund together constitutes 5.25 crores for each MLA. It is a paradox that the MLAs of Kerala who were the advocates of decentralization of power, clamored for Local Area Development Fund for their constituency and their demand was approved. Being a highly politically polarised State, there is a tendency to select development projects using MLA Fund in consultation with the concerned political party. There could also be a tendency to utilize most of the fund to areas where the political party has majority of voters. In such a scenario integrated area development, comprehensive development and inclusive development will remain just jargons in development documents. This may lead the Local Governments, the higher tiers of governments, MLAs and MPs to formulate their own projects and schemes that are independent of each other leaving gaps in development and sometimes resulting in uneven development.

There are 141 MLAs in Kerala, including the nominated member. The total amount earmarked per year for local area development is 740.25 crores. This constitutes roughly 11% of the plan fund

earmarked by the state government for 1211 local governments of Kerala.

## **2.Kerala Perspective Plan 2030**

The Kerala Perspective Plan 2030 (KPP) is a State Planning Board's initiative that will serve as the basis for implementation of a series of initiatives aimed at fostering sustained growth of the economy. It is expected that these initiatives will facilitate the Kerala economy to leapfrog and catch up with high income countries.

Creating a 'prosperous, dynamic, knowledge-driven, competitive and eco-efficient economy with a spirit of entrepreneurship, innovation, tolerance and diversity' is the vision statement of Kerala Perspective Plan 2030. The perspective plan envisages for a sustainable economic prosperity ensuring economic, human, social and green prosperity. Keeping in view of macroeconomic challenges it focuses for planned investment in sectoral plans viz: education, health, ICT, agriculture, rural and urban development, industries, water and energy and transport. It proposes to see in place by 2030, global education and health hub, high quality of life, just and equitable society and clean and safe environment.

The vision document aims at ensuring knowledge driven sustainable development by 2030. Knowledge creation and dissemination, creating conducive business environment, enhancing natural capital, integrating social development dimensions by way of employment generation, sanitation facilities, health care facilities, drinking water, social security network, gender empowerment and comprehensive social security systems.

Local government, being a significant actor in local development should know how to operationalise the Perspective Plan 2030 in interface with other actors like MLAs.

### **3. Local Government's Interfaces for Development**

Development is multi –dimensional. A region or locality may have several unresolved needs and issues. There are also new issues and new needs emerging every day. No singular and isolated approach will be proficient of addressing these issues. Multi –dimensional and inter-sectoral approach, bringing various actors across the table is very much needed. It is now widely believed that modern governance should be spread across many levels and across 'multiple centers of authority'. The move towards decentralized forms of governance is based on an implicit assumption that the process of democratic decentralization creates spaces for increased participation and wider representation by various citizen groups.

With the introduction of Panchayati Raj Institutions in India, new spaces and initiatives have been designed to deepen democracy at the local level and to make it more inclusive. Local Governments being powerful agents of local development, the development synergy between different tiers of local governments and other higher level elected leaders like MLAs and MPs can lead to comprehensive development.

There have been some development interface models in Kerala wherein the MLAs and MPs and other actors closely work on tandem with local governments for local development. Largely the Assembly Constituency or Block Panchayat is considered as development units of such interface. The interface models exhibited by Block Panchayats of Kodakara (Thrissur district), Kanjikuzhy (Alappuzha district) and Perambra (Calicut district) in interface with MLAs, MPs, Government agencies and civil society groups is worth studying.

#### **Interface between Local Governments and MLAs**

On the context of the above mentioned development interventions namely i.M.L.A Local Area Development Scheme, ii. Kerala Perspective Plan 2030 and iii. Local Government's



Interfaces for Development, Kerala Institute of Local Administration came forward with an initiative towards a comprehensive development plan for each Assembly Constituency. In this development interface, a platform is created wherein the local governments and the MLAs come face to face to formulate an integrated plan for the development of the locality. The aim is effective interface between MLAs and Local governments for local area development fixing standards in selected sectors for keeping in view of how a Legislative Assembly Constituency should be by 2030.

There are 141 MLAs in Kerala including the one nominated member. Among them 93 have attended this development interface programme and are in various stages of implementation. The development interface of Local Governments with MLAs aims at:

- Creating a common platform for the people of the constituency for thinking about local development
- Evolving a collective visioning and thinking for the locality
- Understanding the development gaps and priorities
- Analyzing the opportunities and possibilities in relation to existing development priorities and chart out solutions both short term and long term
- Understanding and identifying the specific roles that various actors like MLA, local Governments, various government agencies and civil society groups can play for responding to the development priorities

### **Major Stakeholders of the Interface Programme**

The major stakeholders responsible for leading this development interface could be the following:

1. All elected heads, standing committee chairpersons and implementing officials of local governments of the assembly constituency
2. All district level officials of major departments like social welfare, health, education, public works, roads, irrigation, water authority, agriculture, veterinary etc.
3. Representatives of major educational/research institutions, non-government agencies functioning in the area
4. Few experts who can involve in identified focus areas of local development
5. Representatives of GramaSabha/Ward Sabha

### **Programme Highlights**

The following are the highlights of the programme that is gradually emerging as another “Kerala model” worthy of adoption or adaptation by other States.

#### **1. Legislative Assembly Constituency as Development Unit**

Under the decentralized planning system the three tier Panchayats and Urban Local Governments are viable development units and the planning process leaves ample scope for spatial and resource integration. But because of political differences and lack of long term development perspective no serious attempt is made to formulate a comprehensive area development plan by integrating projects of the local governments, MLAs and MPs. KILA put forth an unconventional approach by treating Legislative Assembly constituency as a development unit. If by some mechanism the MLA, the Elected Members of local governments within the constituency and officials of line departments are brought together and decide a collective action for comprehensive development, it would be an integration effort in the true sense. Most of the MLAs of

Kerala have close association with the elected leaders of local governments and they can play a crucial role in building a bond between local governments and the State government and also between governments and officials.

## **2. Convergence and Integration**

In spite of the directions from the State Government about integrated development there is no proper consolidation, convergence or integration of schemes of local government, State government, Central government and the schemes proposed by MPs and MLAs. Such a state of affairs is not conducive to comprehensive and inclusive development. At present each of these development agencies make plans without proper consultation among them. The MLA can be the most effective link who can bring together all the development agencies on one platform and formulate a development plan with vision and clearly defined strategies. Spatial planning with people's participation becomes easy and effective, when the MLA takes a lead role to initiate a collective effort.

The local governments of Kerala formulate their annual development plan with people's participation and the annual plans of GramaPanchayats are first consolidated at the Block Panchayat level and then at the District Panchayat level. They are approved by the District Planning Committee which is a Committee of elected members of local governments chaired by the President of the District Panchayat assisted by district level officials. This planning process has been institutionalized over the last two decades; but consolidation and integration of local development plants has been limited to a chapter on the subject in the plan document. It is mainly because of the lack of an effective Coordinator who can overcome the resistance of political leaders who control local governments and bureaucrats who try to retain powers that integration is not effected. The role of leader or coordinator

can be effectively played by the MLA, at least at the legislative Assembly constituency level in the prevailing political and administrative system of the State.

### **3. Filling Gaps in Development**

As a result of the lack of coordination and integration, long term planning and integration of resources do not happen. Thus gaps are seen in development. While all development initiators like different tiers of government, MLAs, MPs and various organizations set up by the government; address certain developmental issues that gain popular attention some issues are totally ignored by all the agencies. Another problem arising from the situation is that while all the agencies are very much concerned about spending funds in a time bound manner it leaves little space for evolving a long term development perspective. The constituency development approach with the cooperation of all local governments within the constituency led by the MLA, affords ample scope for convergence and integration of schemes at the constituency level. It also helps in identifying the development gaps and adopt measures to fill the gaps.

### **4. Area Development Approach.**

The State government has directed all local governments to formulate a Five Year Plan and an Annual Plan but unfortunately it is not done properly Five Year Plans are neglected by most local governments. Even in the case of the few local governments that prepare Five Year Plan, it is just an aggregate of the Five Annual Plans and not a long term development plan. The Area Development Approach initiative aims at total development of an area and the area is the Legislative Assembly Constituency represented by MLA. After launching the initiative many MLAs have completed two to three phase of the Action Plan.

In the preliminary consultation meetings, the schemes proposed by the MLA are discussed and new schemes are proposed by the local government functionaries. Zero barren land, Waste free constituency, self-sufficiency in milk and egg, total housing, child and women friendly constituency total bio-cultivation are examples of proposals that come up in the consultation meetings. The local governments have their own development priorities and they are free to make plans according to them. At the same time when there is consensus among the MLA and local governments regarding intervention area an integrated effort becomes possible to achieve the common objective. So, the area development approach is gaining ground and it is expected that in a few years it will be incorporated in the planning process of the State.

## **The Process**

**There are seven stages in this programme**

<b>I</b>	<b>ONE-DAY WORKSHOP ON LOCAL AREA DEVELOPMENT PROGRAMME (AT KILA)</b>
<b>II</b>	<b>JANASABHA</b>
<b>III</b>	<b>WORKING GROUP CONSTITUTION</b>
<b>IV</b>	<b>STATUS REPORT AND DEVELOPMENT REPORT PREPARATION</b>
<b>V</b>	<b>DEVELOPMENT SEMINAR FOR FINALISING THE DEVELOPMENT REPORT</b>
<b>VI</b>	<b>PREPARATION OF ACTION PLAN</b>
<b>VII</b>	<b>IMPLEMENTATION BASED ON ACTION PLAN</b>

## **Stage 1:Initial Consultation Workshop**

The first step of the programme is organizing of one-day consultation workshop at KILA. Presidents, Standing Committee Chairpersons and Heads of transferred institutions of local governments will attend the workshop under the leadership of Member of Legislative Assembly Constituency.Each assembly constituency will have on an average 8 GramaPanchayats, one Block Panchayat, two to three districtpanchayat divisions and one Urban Local Government. On an average 8 to 10 persons will be representing the workshop from each local government. The workshop will have a tentative agenda as detailed below:

### **i. Introductory session**

This session will introduce the workshop formalities and will give an overview of ongoing development priorities of the assemblyconstituency.

### **ii.Group discussion**

The participants are grouped into six and each group discusses on various development issues and gaps faced by assembly constituency in the particular development sector in general and each local government in particular. The intervention suggestions for each issue are also discussed. Legislative assembly area is taken as a development unit. Based on the discussion, the group prepares a draft report. The possibilities of convergence of various schemes and programmes in different sectors by central, state and local governments as well as MLA and MP funds can be done through this process.

Six groups will discuss the matter in detail as given below:

Discussion groups	Development Sector	Sub-sectors
1.	Agriculture and Allied Sector	<ul style="list-style-type: none"> <li>• Agriculture</li> <li>• Irrigation</li> <li>• Soil-Water Preservation</li> <li>• Suggestion for policy level intervention</li> </ul>
2.	Animal Husbandry & Dairy Development	<ul style="list-style-type: none"> <li>• Animal Husbandry</li> <li>• Dairy Development</li> <li>• Fishing</li> <li>• Industrial–Energy production</li> <li>• Suggestion for policy level intervention</li> </ul>
3.	Education & Youth Welfare	<ul style="list-style-type: none"> <li>• Education</li> <li>• Arts and Sports</li> <li>• Youth Welfare</li> <li>• Suggestion for policy level intervention</li> </ul>
4.	Health & Sanitation	<ul style="list-style-type: none"> <li>• Health</li> <li>• Drinking Water</li> <li>• Sanitation</li> <li>• Suggestion for policy level intervention</li> </ul>
5.	Social Welfare	<ul style="list-style-type: none"> <li>• Waste management</li> <li>• Women and child welfare, welfare of disabled, mentally challenged, elderly, permanently ill, welfare of scheduled castes and scheduled tribes, etc</li> <li>• Housing</li> <li>• Suggestion for policy level intervention</li> </ul>
6.	Infrastructure Development	<ul style="list-style-type: none"> <li>• Road-bridge, waiting shed, shopping complex</li> <li>• Infrastructure</li> <li>• Electrification</li> <li>• Side wall protection (ponds, lakes, canal)</li> <li>• Suggestion for policy level intervention</li> </ul>

### **iii. Presenting of discussion points**

Report of each group will be presented in the plenary session

### **iv. General discussion**

Based on the plenary session, general discussion will be done based on which MLA will give his/her comments for achieving total development.

### **v. Discussion on core development targets**

Not all the suggestions which come out of the discussion can be intervened. Prioritization of the needs is to be done sooner or later. The plan can be either short term or long term, involving the whole constituency. The MLA can intervene and sort out the policy issues faced by the assembly constituency in general and local government in particular.

### **vi. Formation of Steering Committee**

A steering committee will be constituted with MLA as the chairman and all the chairpersons of local governments as its members. This committee will give a final shape to the development goals. Normally 8 to 10 core development goals are finalised.

### **Stage 2: JanaSabha**

Conducting Janasabha for wider discussion will be the next step. Janasabha has been visualized as the assembly of all elected members and officials in the constituency. Two each representatives from ward development committee of Sevagram-Grama Kendra will also attend Janasabha. The draft development goals finalized by the steering committee will be discussed in subject wise and proposals will be sent to working groups.

### **Stage 3: Working Group Constitution**

The working groups are constituted on the basis of development goals finalized by the constituency level Janasabha. Working groups are formed for each development goal. The chairperson of the working group will be the president of a local government



and convener will be the official from concerned department. They will collect the data on concerned subject and by analyzing these data, a status report is prepared based on the development vision, mission and strategies.

**Ten Point development goals by Muvattupuzha Legislative Assembly Constituency**

- Zero Waste Land Constituency
- Housing for All
- Production and Self Sufficiency in Milk and Egg
- Availability of Safe Drinking water for all
- Energy Security
- Comprehensive Education Programme.
- Child Friendly Constituency
- Zero Waste Constituency
- Constituency without diseases
- Infrastructure development.

**Stage 4: Preparation of Status Report and Development Report**

A status report and comprehensive assembly constituency level development report is prepared by the working group by consolidating all development proposals. The working group will also formulate draft action plan for intervention.

**Stage 5: Development Seminar**

A development seminar is conducted at constituency level to discuss and finalize draft development report prepared by the working group. An action plan for the implementation of the programme will be chalked out, discussed and approved by the development seminar. Elected representatives and officials of local governments, district, block/regional level officers of concerned sector, working group members, 5 each expert on the identified subjects, political party leaders and representatives of voluntary organizations in the constituency will be participating in the development seminar.

## Stage 6:Annual Action Plan

After the development seminar, the steering committee will meet and prepare an annual action plan in consultation with the concerned working group. The chairperson of each working group along with the convener formulates plan for the development based on the status report analysis. Exclusive training support is given by KILA in the selected development sectors.

## Stage 7: Implementation based on Action Plan

The steering committee meeting will be held bi-monthly for monitoring and evaluation of the activities under taken in the constituency.

Based on the action plan one or two core areas will be identified for immediate action based on their priority. Out of the ten- point focused development goals proposed by Muvattupuzha Legislative Assembly Constituency, implementation is begun with child friendly constituency with the technical support of UNICEF Supported Child Resource Centre, KILA An action scheme identified Muvattupuzha Legislative Assembly Constituency towards Child Friendly Constituency is given below:

Child Right Area	Action Points
<b>Survival</b>	<ul style="list-style-type: none"><li>• Complete registration of births</li><li>• 100% of Immunization to all children</li><li>• Providing hygiene water and good sanitation in all schools and Anganwadis.</li><li>• Complete registration of pregnant women</li><li>• Providing child and women - friendly toilets in schools</li></ul>
<b>Development</b>	<ul style="list-style-type: none"><li>• Complete development of infrastructure facilities in Anganwadis and schools and ensure to build a Model Anganwadi</li><li>• Ensuring Right To Education under 18 years of all children.</li></ul>

	<ul style="list-style-type: none"> <li>• Providing child and women friendly toilets in the locality</li> <li>• Ensuring healthy noon feeding program in all UP/LP school.</li> <li>• Green initiatives in schools</li> </ul>
<b>Protection</b>	<ul style="list-style-type: none"> <li>• Exhibiting child protection right posters in all schools with 'child help line' number.</li> <li>• Conducting career guidance and life skill education programmes for children who have completed tenth standard.</li> <li>• Total scholarship coverage for all disabled children</li> <li>• Building up BUDS rehabilitation centre.</li> <li>• Giving guidelines on road safety for students.</li> </ul>
<b>Participation</b>	<ul style="list-style-type: none"> <li>• Empowering adolescent clubs, BalaSabha</li> <li>• Formation of science club, health clubs etc. in schools.</li> <li>• Celebrating children's day, Keralolsavam(Kerala day festival)etc.</li> <li>• Children's library in all Local Governments</li> <li>• Children's Park in all Local Governments</li> </ul>

### **Child friendly Moovatupuzha Assembly Constituency**

(Fund integration needed upto three years)

1	Child friendly primary health centre
2	100 % immunization
3	Own building for anganwadi
4	New building for anganwadi
5	Building site for anganwadi
6	Electrification of anganwadi
7	Extension/repair of buildings
8	Compound wall, water and sanitation facilities , child friendly toilets in anganwadi

9	Building of kitchen in anganwadi and schools
10	Standardisation of school noon meal programmes
11	Children's library
12	Bio gas plants for schools
13	Computer lab in all Higher Secondary and High Schools
14	Sanitary napkin wending machine
15	Early diagnostic centre and intervention centre
16	BUDS school and Rehabilitation Centre
17	Education for all children of migrant laborers
18	Zebra crossing for roads
19	Safety sign boards in schools
20	School libraries
21	Playground for children
22	Children's park
23	Swimming pool for children

**Illustrative list of projects that can be taken up under 'MLA Special Development Fund'**

1. Construction of buildings for schools, hostels, libraries and other buildings of educational institutions belonging to government or local bodies.
2. Construction of tube-wells and water tanks for providing water to the people in villages, towns or cities or execution of other works, which may help in this respect.
3. Construction of roads including part roads, approach roads, link roads etc. in villages, towns and cities.
4. Construction of culverts/bridges on the roads of above description and of open cut or
5. tube wells.
6. Construction of common shelters for the old or handicapped,
7. Construction of buildings for local bodies or recognised District/ State Sports Associations and for cultural and sports activities or for hospitals.
8. Provision of multi-gym facilities in gymnastic centres, sports associations, physical education training institutions etc
9. Desalting of ponds in villages, towns and cities.
10. Construction of public irrigation and public drainage facilities.
11. Construction of common Gobar gas plants, non-conventional energy system/devices for community use and related activities.
12. Construction of irrigation embankments, or lift irrigation or water table recharging facilities.
13. Construction of Public libraries and Reading rooms
14. Construction of Creches and Anganwadis.
15. Construction of public health care buildings, including family welfare sub centres together with ANM residential quarters.
16. Construction of Crematoriums and structures on burial/ cremation grounds.

17. Construction of public toilets and bathrooms.
18. Construction of drains and gutters.
19. Construction of footpaths, pathways and footbridges.
20. Provision of civic amenities like electricity, water, pathways, public toilets etc. in slum areas of cities, towns and villages and in SC/ST habitations, provision of common work sheds in slums and for artisans.
21. Construction of Residential schools in tribal areas.
22. Construction of Bus sheds/ stops for public transport passengers.
23. Construction of Veterinary aid centres, artificial insemination centres and breeding centres.
24. Procurement of hospital equipments like X-ray machines ambulances for Government
25. hospitals, and setting up of mobile dispensaries in rural areas by Government/ Panchayat institutions.
26. Electronic Projects : Computer in education project of High School/ College. Information footpath.
27. Purchase of Audio- Visual aids of educational nature for Government institutions
28. Purchase of Night Soil Disposal System for Local bodies.