Chapter 9
Conclusions and Proposed Model:

9.1 CONCLUSIONS AND FINDINGS

1) The unwillingness and inability of local people to get involved in community governance, the intervention of state/central government in local governance and role of local authorities with local governance are important factors which affects effective participation by key players. Any move to get local people more involved in local governance are perceived as threats to dominant positions of councilors and officers within local government.

2) By forging closer relation between key players (people, people’s representatives and bureaucrats) there can be significant reductions in people’s problem as is evident in Bhagidari system of MCD. There, by democratic innovations (customer panels, consultation, citizens committees and meetings) closer relation have been forged between local body and local people.

3) There is a perceived tension between participative governance (people) and elected representatives. They are afraid that the role of counselors may be undermined in case of enhanced participation by people. They feel that decision making should be totally in their domain. They do not feel that their role will be more energized by giving more opportunity to people to express their views.

4) While the bureaucracy and political power in general offers some resistance to change, there are some elements in this segment who have positive attitude. A much more active role by this segment would be necessary to bring change.
5) The ultimate objective of decentralization and all this process is the empowerment of people. Such empowerment is perceived to result in empowerment of existing power structure (H. Ramachandra, Vision 20-20, government and people participation)

6) People are not just interested in product howsoever it is provided, they very much wish to be a part of process of decision making (P.K. Chaubey, 2003).

7) There are dilemmas at political, economic and managerial level. While the political dilemma/problem relate to fear and unwillingness to share power, the economic dilemma is more concrete. The capacity of urban bodies to perform is limited and also there is a pressure and cost of capacity building. The management dilemma includes problem of appropriate design to respond adequately to problems.

8) The urban local government system comprises two sets of officials who interface is problematic: a popularly elected council responsible for approving developing policies, plans and budget and team of bureaucrats/technocrats responsible for implementing policies, providing technical guidance. Relation between them is strained due to confusion of rule, attempts by elected councils to exceed their authority and interference in day to day work.

The research has shown that the local leaders play a critical role but how they go about it needs to be understood. The development context differs significantly from one sector to another (health, education, planning) and therefore generalization has its limitations.

9) Impact of local leaders and citizens can be substantially enhanced if they are given proper exposure in management and their roles are more precisely informed.
The participatory involvement could also lead to interference. Thus there need to be
total understanding of context by all concerned.

10) Most citizen groups (including Bhagidari) initiative have functioned as a forum
and not as planning body. It did not have power to decide or oversee municipal
priorities. It has limited functions and usage. It also could not influence policy. Citizen
groups are unable to convert their views into planned projects.

11) The citizen groups are unable to function without government support. This
weakness has limited their contribution to planning efforts. Their participation is
limited to programme implementations.

12) Elected representatives do not recognize people's contribution. They view their
initiative as limited and do not expect them to bring any change in administration.
Sometimes they are not keen on their continuance. It thus limits the role of people's
participation. They are therefore not consulted for major policy decision.

13) There are certain advantages of involving people.
   a) It multiples development efforts of local body.
   b) It fills up the gap of programme implementation.
   c) It represents the interest of community at large.

However with these advantages they seek to influence policy and priority of
government.

The challenge the urban local bodies both Delhi and Mysore face is the challenge
of sustainability. The creation of governance environment where people and elected
representatives interact dynamically is very difficult. There is challenge of genuine
local democracy where interests of people and politicians, governed and governing
need to merge.
Participation of Citizenry in planning and decision making have been cherished goal of better urban governance. The objective of good governance is to enlarge citizen's role, access and participation. This study has looked at interface of people with planners and politicians in decentralized planning process. The process of research has studied the 3 stakeholders separately so as to ascertain their views on their role and influence in decision making and planning process. The respondents in Delhi have emphasized upon establishment of "Partnership Scheme" (Bhagidari) which they agree to be an effective citizen government partnership. People in Mysore have no such experience but they feel that more involvement would be necessary for more decentralized decision making. The survey has also included response from municipal officers and elected representatives in both the cities. The survey of Counselors has thrown interesting conclusions. Political persons have blamed bureaucracy for slow program and poor governance. The analysis of data has thrown strong conclusion that people's participation is need based.

There are different perceptions of participation. The most interesting outcome of this research is that the interface between three stakeholders suggest different roles people play and the desire to influence each other. In both cities bureaucrats have a desire to improve the co-ordination between various stakeholders. However the most important aspect of Study is not the admission of people in influence tactics of politicians but recognition of the fact that local level planning and development require engagement with all stakeholders equally. The change due to empowerment of citizen (Governance, Citizen, Globalization and 74th amendment) is both palatable and dramatic. Citizen are not passive participators but increasingly testing abilities of both officials and elected representative. This magnitude of change about ability to question is the most important aspect of interface. The changing the rule of game is present now for everyone to see.
The 74th constitutional amendment aims at fundamental shift in the nature of governance. However, by creating structures government can not guarantee effective democratization, decentralization and local empowerment in decision making process. Power in the local bodies are largely limited to patronage system and top down approach. People still do not have control over decisions, which influence their live in critical areas. The interaction local citizens with their elected representatives should be easy and interactive. For this there is need for broad based participatory arrangement. The provision of ward committee in 74th amendment needs to be vigorously implemented.

**Formation of Ward Committees**

It is suggested that ward committees may be formed in each municipal councilor’s division for guaranting effective citizen participation. The elected councilors from that ward may be may be chairman of this committee. The committee may include NGOs, Social Workers, Gender Groups etc thus making it more effective.

The ward committee may widely publicize their meeting for ensuring maximum citizens participation. The employees in respect of function of that ward (road maintenance, sanitation, maintenance of market, parks, play grounds etc) shall be accountable to the committee for their work.

Setting up of Ward Committees would be critical in decentralization of decision making at local level. In addition local bodies have to be responsive to the citizen’s complaints in order to have good credibility. Appropriate mechanism of redressal of complaints must be put in place if objectives of good governance are to be achieved. Any feeling among that local bodies is not responsive or sensitive
to their genuine grievances, would not facilitate making them partners in the overall process of governance.

In Karnataka ward committees have been formed but the members of the committees are nominated by state governments. However this may be changed and members of the ward committee may be nominated jointly by Municipal Chairman, Ward counselor and Municipal commissioner. They can also devise the system of social audit of their work.

1. The empowerment is a slow and evolutionary process. The citizens charters can be more effective through review by social audits.

2. The periodic review of functioning of plans in urban local bodies is a must for evaluating development and planning process. This will put process on urban local bodies to prepare plans after considering local needs and aspirations.

3. The local bodies can be made available certain untied funds by the state governments. This will strengthen decentralized planning and avoid clash of interest among politicians due to people paucity of fund at local levels.

4. The study has revealed that people’s participation is vital in developing and mobilizing interest of community.

**Engagement Through Regular Participation**

There is need for vigorous discussion not only in delivery of service but also in planning itself. The study of working of Bhagidari System in Delhi has revealed that the system has encouraged the people to meet and discuss the services required.

Further

a) Citizen groups to be identified as stakeholders and invited to discuss city development issues.

b) They need to be given opportunity to participate in discussions and planning. This would trigger the bargaining power.
c) These forums to be allowed to have an opportunity for direct access to officers.

There is continuous change in responses and environment. A coordinated mechanisms to identify the needs to the people is a must. Empowerment is the main theme of development. Citizens and people are more convinced that local body alone can not solve their problem and there is need for vigorous partnership involving people, elected representative and community as a whole. There is need for "Two way channel" for information and communication

**CAPACITY BUILDING**

Equipping the public agencies with urban management specialists for application of modern management science principles in their activities will help them function more effectively with more stress on their enabling, facilitating, coordinating and managing roles and less on direct production/supply of services, so that most efficient actors produce and supply adequate and affordable housing urban services/facilities to all.

Keeping in view the growing size of population and complex cities, problems and challenges posed by the urban areas the task appears to be much more difficult. If good urban governance through local bodies is to be ensured, their capacity to govern has to be improved by providing them necessary skills in terms of institutional, technical, administrative and political capacities. State must make available appropriate level of skilled manpower to enable local bodies to discharge their role and functions in good governance. Personnel management at local level also needs to be improved. Performance based incentives should be provided to encourage local bodies to ensure good performance. State must review legal
framework and remove all bottleneck which hinder the process of good governance and provide a legal setup that creates enabling environment. All local bodies should put in place an appropriate mechanism of involving community and people in decision-making, which would help in ensuring good governance in urban areas. (J.K. Gupta, 2004)

**Engaging Both Politicians And Citizen**

The four broad imperatives for policy makers should be:

1. To initiate broad-based public discussion of key policy directions and priorities.
2. To promote where feasible, the direct participation of users and other beneficiaries in the design, implementation, and monitoring of local public goods and services.
3. To decentralization is to be accompanied by the adoption of carefully staged and/or sectoral approach in priority areas.
4. To focus on mechanisms- and horizontal incentives for accountability and competition.

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<tr>
<th>S. No.</th>
<th>Phase</th>
<th>Objective</th>
<th>Activity suggested</th>
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<tbody>
<tr>
<td>1.</td>
<td>Meeting of ward committee</td>
<td>Identify needs of people</td>
<td>Ward convention</td>
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<td>2.</td>
<td>Development seminar</td>
<td>Amendment of resources, problems, formalities of local division perspective</td>
<td>Participation/preparation of report</td>
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<td>3.</td>
<td>Plan at grass root</td>
<td>Formulation of plan at ward level</td>
<td>Plan meeting with elected representative</td>
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165
9.3 Conclusion Recommendation Model - 1:

Increased Citizen Participation:
- Substantial participation creating a more rational basis for local decision making key activities of citizen participation should be included.
- Citizen participation in Municipal planning (Medium term development, land use management and local action) to be attempted.
- Participating process for co-ordination to be institutionalized.

Capacity Building:
- Training to develop knowledge and expertise developing capacities for dialogues between all stakeholders.
- Improving co-operation with media for better publicity.

Increase in number of formalized mechanism:
Like Bhagidari System in Delhi, Citizens groups may be formed in urban local bodies.

Building Capacity to Institutionalize Best Practices:
There is need to develop people’s engagement in fostering of co-operation relation between urban local bodies and people and its organizations.
The goals for this finally should be

Governance - To develop “voice” of the people to participate in decision making process and hence increase accountability of ULB.

Service Delivery – To increase capacity of people, individuals and groups to get involved.

Social Capital – To help people influence service delivering and participate in the same.
Social Inclusion  To develop empowered communities capable of common vision.

Conclusion Recommendation Model 2:

Increase Accountability:
The role of citizen should not be passive. To improve public understanding of policy and planning issues. Better information be provided which is accurate, clear and understandable. System of citizen charter and governance can be brought in.

Mobilization of local resources for planning
The planning process in urban local bodies may be strengthened. There is need for articulating needs through easy interaction of citizen. The citizen may be asked to give suggestions through Ward Committees.

Model

Council

Planning Committee

Ward Committee

Citizen  Group  Meeting

- Decision

- Discussion

- Suggestion

Bureaucrat
Creating an Enabling Climate:

Restrictive practice to be curbed. Developing linkage between all stake holders would be necessary. The counselors sometimes feel that they do not have real opportunity to influence decision even if they have a legitimate point of view. They sometimes feel more devolution and participation by people would mean marginalisation of their power. It is in this background, effective and empowered ward committee is going to be useful with more decentralization they have gather more information, identify problems and propose solution.

Institutional Development for both capacity and credibility for performance, service, delivery and citizen participation:

Authentic decision making power can prompt involvement of local persons. Absence of actual participation can create local demands for change.

Concluding Remarks
There is no “right” model for interface of three stakeholders. Continuous Constructive Review (CCR) as a process need to be introduced with both top down and bottom up participation by politician, officers and citizen. The demonstration of working of Bhagidari System in Delhi suggest that localized service delivery is easy to achieve than involving citizen in local planning and management. Overall citizen want good service delivery and a means for occasional participation without bothering too much about structures of Local Government. It also reinforces the view that elected local politicians and active citizen should not be in conflict but ought to reinforce one another.
One of the biggest complaints which comes out in the study is the local Government participation is no more than consulting citizens on decisions already taken. Early involvement of people is few and far between. People feel that Governments are not serious about their involvement. In “Governance and people participation”, H. Ramachandran (2005) has noted that:

a) Decision making at level have becomes complex and dependent on a whole range of factors, which are outside the control of decision makers

b) A system of Governance should pertain to long term view, system of Governance need to change due to change due to both within and outside.

It is important that the ordinary people feel that they can express their view and see them translated into future policy. However, the process, pressure and expectation should not be seen as an attempt to create new framework outside the system.