Chapter 1

1. Introduction:
Decentralization and people driven governance have been core of various administrative reforms in India in last 50 years. The choice and control of people over decisions, which influence their lives, are determined by various factors. The 73rd and 74th amendment of the constitution envisages that local panchayats as well as local councils should be the action point where local solutions to local problems will be solved. However effective participation by people is determined by various factors at local level. Therefore the objective of this analysis is to look at the reasons which influences effective participation of local people in articulating their needs.

This study also attempts to articulate the connection between effectiveness of local elected representatives of municipal bodies and aspiration of people in planning for their needs. There is a need to understand consultative processes in local bodies to ascertain whether people are consulted as stakeholders in the process of decision-making. This study has tried to look at the available process by which opportunities to people are built in democratic decentralization process. In this context the role of urban local body acquires importance for undertaking such actions. At the macro level experiences show the close link between reforms and decentralization of decision-making process. However, experience at micro level does not show similar results. Here bureaucracy and politics have hindered the inclusiveness of people in greater role.

The study also reveals that translation of aspiration of inclusion of people in decentralization of planning process requires greater linkage between peoples' informal group, elected representatives and devolution of functions and functionniers.
The data collected from two urban local bodies namely Delhi and Mysore reveal that though there is high level of awareness about democratic participation there is a low level of awareness about methods to be adapted for such participation. In deed the distinction between the power, function and duty has been found to be blurred, as there is lot of confusion and resentment among elected representatives about sharing of power and growing awareness of people.

The study also analyses the mode of participation in both Delhi and Mysore. It is found that the modes of participation generally consisted of attendance of meeting and participation in discussion. The key issue of course is type of representation at various levels. The study also looks at the transformation of urban participation due to the 74th amendment. The 74th amendment is largely seen as a trigger for larger process of political transformation. The local bodies now no longer can be used by interest groups to decide, plan and give solution for problems. The amendment has also forced emergence of different attitudes and relationships as well as way of working. A critical important issue which emerges is whether the local bodies have been allowed to respond to local problems or whether the urban management has restricted itself to form part of active roles by few NGOs/RWAs.(Resident Welfare Associations)

UNDP discussion paper Series 1 on “Decentralization in India; Challenges and Opportunities”, have summed up that developments is inherently political process shaped by actions of individuals, groups and institutions (Page 48). The study therefore includes the aspect of understanding the impact of 74th amendment to the perspective of good politics. The effective representation of people can influence the decision in non-reactive way and also enhance their bargaining power. It is therefore important that roles of various stakeholders (People, elected representatives and planners) are recognized properly.
1.1 Perspective:

Urbanization in India has many dimensions. One of them is the political processes that shape the basic character of Indian urban life. Urban management under a multiplicity of agencies has generated irresolvable conflicts of interests and responsibilities. There is lot of conflicts between grass root democracy and an administration dominated by bureaucrats.

The research examines the relation between local people, local authorities and bureaucrat in local governance. The research examines the relation between the three key players in two urban local bodies namely Municipal Corporation of Delhi (MCD) and Mysore City Corporation (MCC). It examines the issues of governance and assess the interplay of underline issues of influence in planning and service delivery. It seeks to identity strategies by which local people can extend their influence in betterment of services and governance.

As part of research project, three questions have been administered.

a) A sample of local residents, RWA
b) A sample of elected representatives of both MCD and MCC.
c) A sample of government/municipal functionaries.

The paper discusses the findings of these questionnaires and their relations with each other. It also examines the relation between local authorities and local people and also the strategies which makes non elected people more responsive to local needs. The study was however hampered by the nature and availability of source material and methodology of analysis.

The research also examines the available mechanism promoting dialogues with local people and elected representatives through people’s participation. It also examines the issue of perceived tensions between elected municipal representatives and participating citizens because elected representatives feet
that participative governance may undermine the role of elected representatives.

“We need to reconstitute a public domain based on active citizenship which could be an area for public learning and seeking response to new problems.”
(J. Stwart, “Thinking collectively in the public domain” –1996)

The 74th constitutional amendment has been an initiative in decentralizing power and functions of urban local bodies and also to strengthen democratic process at local level. This amendment has provided Urban Local Bodies with political, functional and fiscal empowerment for good governance. The plans of ULB were earlier prepared in context of centralized planning. This context is changing and this has brought changes in role of actors. People’s participation in preparation of policies has been recognized as desirable. Simultaneously role of elected representatives also has come under scanner.

These are Various Model of Citizen Interaction:

a) Interaction with local authorities.
b) Interest in local public affairs.
c) Willingness and ability of local government to establish direct contact.

**Participation**

1. Based on Constitution/Law

2. Opportunity by Law

**Types**

1. Election
   - Right to organize meetings
   - Legal defense RTI

2. Meeting
   - Discussion
   - Right to complain
3. Offered by local government

3. Information from local body

Question and Advice

Public functions

Citizen willingness to participate in public activities is an important factor in public ability to influence.

1.2 Theoretical Concepts:

Devolution and democratization

The National Commission on Urbanization (NCU), which submitted its recommendations in 1988, observed that the local bodies lived a fragile living, and therefore strongly advocated restoration of all functions and powers to the local governments. It recommended that all citywide services should vest in the city corporation. (Report NCU, Vol II, Part IV). These would include city planning of the city region the overall financial structure of the city, creation and maintenance of services, there should be no separate development authorities or functional organizations. Those, which exist, should be merged into the appropriate town, municipality or city corporation.

Based on the recommendation of the NCU, the Constitution (74th amendment) Act 1992 was enacted. One of the key feature of this act has been to provide a more active role for the democratically elected municipalities/corporations, in urban development and management, so that the people at grass root level could plan for themselves and participate in the decision making process (Subramanian K.P, 1998)
Globalization and new polities of micro movements

“Development is politics and there can be no development without political will.... In fact all acts of social and economical living are determined by the nature of politics”. With the rising globalization, new thinking has given way to old thinking. There is better understanding of problems. People have articulated basic issues of development in the framework of rights.

Participatory democracy and political theory

In contemporary democratic theory the notion of political participation is articulated in terms of political obligations and legal constitutional rights of citizens with respect to electing representative governments and ensuring their democratic functioning. By conceiving participation in passive terms of limiting citizens role and activities to the institutional arena of elections, parties and pressure groups, the theory secures the decision-making procedures of representatives governments from the high intensity politics of mass mobilization and direct action, which the occasionally surfacing popular movements generated in a representative democracy. (D.I. Seth, 2004)

Participatory democracy is seen as a parallel politics of social action, creating and maintaining new spaces for decision making by people on matters affecting their lives directly. As a form of practice, participatory democracy for them is thus a long term political and social process aimed at creating a new system of multiple and overlapping governances, functioning through more direct participation and control of concerned populations. It is envisaged that through such politics the almost total monopoly of power held today by the contemporary state would be dispersed into different self-governing entities. (D.L. Sheth, 2004)
Conceptual Specifications

Meaning of Participation

- The people participation can be voluntary contribution in one or another of the public programmes supposed to contribute to national development but the people are not expected to take part in shaping the programme or in criticizing its contents.

- Participation includes people’s involvement in decision-making process in implementing programmes their sharing in benefits of development programmes and their involvement in efforts to evaluate such programmes.

- Participation is the collective effort by the people concerned to pool their efforts and whatever other resources they decide to pool together to attain objectives they set for themselves. In this regard participation is viewed as an active process in which the participants take initiatives and actions that are stimulated by their own thinking and by deliberations over which they exert effective control.

- Peoples participation is essentially to do with economic and political relationships within the wider society: it is not just a matter of involvement in project activities but rather process by which people are able to organize themselves and, through their own Organization are able to identify their own needs, share in design, implement and evaluate participatory action.

- Community participation is an active process by which groups influence the direction and execution of a development projects with a view to enhancing their well being.
A review of the literature on participation as well as the ways in which participation is operationalized differently. The manner in which participation can be enlisted also varies. Various attempts have been made to develop a typology of participation.

- **Passive participation:** People participate by being told what is going to happen or has already happened.

- **Participation in Information Giving:** People participate by answering questions posted by extractive researchers using questionnaire surveys or similar approaches. People do not have the opportunity to influence proceedings as the findings of the research are not shared.

- **Participation by Consultation:** People participate by being consulted and external people listen to views. Such a consultative process does not concede any share in decision-making.

- **Participation for material Incentives:** People participate by providing resources for example labor, in return for food, cash or other material incentives. Much of on farm research falls in this category, as farmers provide the fields but are not involved in the experimentation or the process of learning.

- **Functional Participation:** People participate by forming groups to meet predetermined objectives related to the project, which can involve the development or promotion of externally initiated social organizations. Such involvement does not tend to occur at early stages of project cycles or planning but rather after major decision have been made.

- **Interactive Participation:** People participate in joint analysis development of action plans, and formation or strengthening of local institutions. Participation is seen as a right not just the means to achieve project goals.
Self-mobilization: People participate by taking initiatives independent of external institutions to change system. They develop contacts with external institutions for resources and the technical advice they need. Thus participation may be viewed along a spectrum with passive participation at one end and self-mobilization at the other end.

**Participation as Means vs End**

Participation as a means or end is an issue, which has bothered both development thinkers and workers.

**Comparative analysis: Participation as means vs end**

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<thead>
<tr>
<th>Participation as means</th>
<th>Participation as End</th>
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<tr>
<td>It implies use of participation to empower achieve some predetermined goal or objective.</td>
<td>Participation as an end attempts to people to participate in their own Development more meaningful.</td>
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<td>It is an attempt to utilize the existing of resources order to achieve the objective of programmes / projects.</td>
<td>The attempts to ensure the increased role of people in development initiatives</td>
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<td>The stress is on achieving the objective of the and not so much on the act of participation itself.</td>
<td>The focus is on improving the ability people to participate rather than Achieving the predetermined objective of the project.</td>
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<td>It is more common in the government with programmes, etc, where the main concern is to mobilize the community viewpoint Participation is generally and Participation is generally short term</td>
<td>This view finds relatively less favor with the government agencies. NGOs principle agree with this viewpoint, Participation as an end is viewed as a long term process.</td>
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Peoples participation: Advantages

The major advantages of participation as enumerated by Oakley et al. (1991) are:

- **Efficiency**: Participation can ensure effective utilization of available resources. The people and other agents work in tandem towards achieving their objectives. Local people take responsibility for various activities. All these improve efficiency and make the project more cost-effective.

- **Effectiveness**: People’s participation makes the projects more effective by granting them a say in deciding the objectives and strategies, and by participating in implementation, thereby ensuring effective utilization of resources.

- **Self-reliance**: With an active involvement of the local people it is possible to increase their awareness, self-confidence, and control of the development process.

- **Coverage**: Development interventions are directed towards better coverage.

- **Sustainability**: The involvement people provider better sustainability to development projects.
Argument against Participation:

- Participation may lead to a delayed start and slow progress.
- An increased requirement of material as well as of human resources to support participation may become necessary.
- Since participation is a process once it is initiated the process has to be allowed to take its own course and hence may not move along the expected lines. Thus governments and other players have to relinquish power and control, which is not easy.
- When peoples or community participate—in the sense of interactive participation or participation lot of expectations are generated.

(Somesh Kumar, 2002)

People’s participation (how and why participation)

M. Ariz Ahamed, in his article, “Good Governance through Transparency”, in management in Government, in December 1999, has strongly advocated participation he says, “ Transparency and people participation in regulatory and development administration is very crucial not only in bridging the gap between the administration and the public but also in nation-building by way of reducing the corruption and complaints against the system. Further, it helps the people to understand the limitation of the administration at different levels”.

Murray G. Ross, defines community as “a process by which a community identifies its needs or objectives, gives priority to them, develops the confidence and will to work at them, finds resources to deal with them, and in doing so, extends and develops co-operative and collaborative attitudes and practices within the community”.

Some of the principles of successful community organization are:

1. Deal with problems which the community recognizes as its problems;
2. Provide for community self-determination;
3. Engage the community in an active way in the solution of problems;
4. Move at a pace that is comfortable for the community;
5. Encourage growth in the community through solving problems; and

The main principle of community organization is to involve in formulating and solving their own problems. P.K. Bajpai, has rightly said that government must understand that conscientisation of the people and their active participation in the development process, on one hand and asserting their rights on the other does not weaken the authority of the state but is the symptom of true and mature democracy. (Somesh Kumar, 2002)
Community Participation

Motivation

Encouragement

Information

Effective and efficient policy

Effective Implementation

Consultation

Discussion

Involvement

Resulting into

Reduction of costs and mobilization of public

Quicken the process of implementation

General favorable public opinion

Realistic monitoring

Development local leadership

Self-motion of the community

Self-motion of the community

Self-motion of the community

(Somesh Kumar, 2002)
Decision Making in Organization

Decision making in organization is dependent on many factors, communication being one of them and information can be other. Allen, Madison, Porter, Renwick and Mayes (1979) identified tactics, information, image building, support building for ideas, power conditions, association with influential and reciprocate influence as important factor of decision making. However they have also suggested that in decision making choice is largely based on goals of the people.

Power and Decision-making

Decisions in organizations are the results of processes of power and conflict between groups. From this perspective as Glenn Morgan argues, 'a particular decision or a particular structure is not an expression of the organization's goals but the ability of particular groups to impose their definition of the situation and their solution onto other groups within the organization'.

There are differences in the power held by each individual or group of individuals within an organization. Dahl defines power as follows: 'A has power over B to the extent that he can get B to do something that B would not otherwise do'. Power relations encompass every aspect of social life, yet they are not always visible even to those who are part of these relations. Certain issues cannot reach the surface not as a result of a powerful group's decision to rally against them but because they are prevented from becoming an issue by the existing and taken for granted framework.

Mary (1996) defined power as the potential ability to influence. Each leader or operative is attempting to manipulate others. Arguing that power is not a unitary concept Richard Hall points to four sources of power in office or structural organization: position, personal characteristics- that is, charisma, expertise- and opportunity, or a combination of these factors. Yet in my opinion, power is a key element because it forms the basis of any negotiation and coalition formation.
There is however a consensus that decisions for policy are based on many influences. Policymaking is a course of action or a web of decisions, rather than a single decision. This means that it is difficult to pinpoint particular instances when policy is made. Meeting often serve as platforms to confirm decisions or formally pass resolutions that have been made elsewhere, rather than actually making those decisions. Thus, policy-making processes are dynamic processes in which decisions are invariably made as a result of differential power relations and of negotiations between coalitions of various parties. Communication process and flows of information are not neutral processes; in fact they are constitutive of human relations. (Tijen Vquiris, 2004)

**Governance**

The process by which Government is carried out through interaction between formal institutions of Government (such as councils and administration) with other agencies that operate ‘at arm’s length’ from Government, and with the private sector and non-governmental organizations such as those in the voluntary sector.

**Negotiation**

Negotiation is a process of reaching consensus by exchanging information, bargaining and compromise that goes on between two or more parties with some shared interests and some conflicting interests. Negotiation is likely to be part of the process of mediation, but can also happen outside of any formal mediation and without the assistance of a neutral person.
Participatory planning –

Participatory planning is a set of processes through which diverse groups and interests engage together in reaching for a consensus on a plan and its implementation. The process is rooted in the recognition that society is pluralist and there are legitimate conflicts of interest that have to be addressed by the application of consensus-building methods. Thus it is a variety of reasons why people participate and what influences their decision. In turn, this affects the whole process of decision making.

1.3 Existing Models:

Participation may be viewed as both means and end. Participation as means implied that some predetermined goal is to be achieved. Where as participation as an end attempts to empower people to participate in their own development more meaningfully. (Somesh Kumar 2002)

Awareness related to holding the government financially and legally accountable and promoting the principles of openness participation and accountability has emerged in developing countries in recent times. Any initiative for bringing the state closer to people will mean giving people a voice, broadening participation and developing power. It is in this context it is important to understand why interface between people and government have been attempted in first place by the government.

During the course of the conference of Chief Minister convened by Prime Minister in May 1997, reforms were suggested and the action plan drawn up focused on:

1. Accountable and citizen-friendly administration.
2. Transparency and right to information and
3. Improving performance and integrity of civil services.
This has led to a shift from the classical bureaucratic model of public organization to a post bureaucratic paradigm characterized by empowerment of customer orientation teamwork. Almost the several issues emerging from the good governance agenda there are two that are relevant. The first is that both in its political and technical forms, good governance places improved public sectors management as a key developmental goal. Secondly, to improve public sectors management it is important to replace the traditional public administration paradigm that underpins their bureaucracies and introduce the new public management.

Good governance empowers people and provides major mechanisms of transformation. Traditionally, public administrators were focused on doing “good” and the definition of doing “good” was usually “adhocism” where governments reacted to public outbursts or pursued unalloyed populism or responded to international pressures. It was basically a “top-down” approach, in which elected and appointed public officials decided what was appropriate and good for the citizens and the society and then proceeded to formulate policies to achieve their goals. In the globalize context, the emphasis on decentralization would mean a “bottom-up” approach required of public officials by citizens. Citizens would need to be involved through a process of inclusion and discussion of public policies, as policies would increasingly be determined by consensus, compromise, involvement and input. This approach would mean loss of control and to some degree of power for the government but people’s involvement in policies will make them better accepted and effective, besides gaining people’s support for the government. In planned economies, the tendency is towards centralization and bureaucratization. As per United Nations Development programme ‘Human development report’ (1993) “Development cooperation is to focus on people and not on nation-states”.

1.4 **Scope for Study:**

This study attempts to articulate the connection between effectiveness of local elected representatives of municipal bodies and aspiration of people in planning for their needs. It is important to understand that in order to decentralize various systems in local bodies there is need to decentralize both from top and below so that the voice of people carry weight in planning and decision making.

The study there fore includes the aspect of understanding the impact of 74th amendment to the perspective of involvement of all stakeholders. The effective representation of people can influence the decision in non-reactive way and also enhance their bargaining power. It is therefore important that roles of various stakeholders are recognized properly.

1.5 **Objectives of the study:**

The broad objective of the research exercise is to study and analyze the two local bodies- Mysore City Corporation (MMC) and Municipal Corporation of Delhi (MCD) with regards to Decentralized Planning Process.

More specifically the Research Objectives are:

i) To ascertain the perceptions of the stakeholders (Viz. Politicians, Bureaucrats and Citizens) regarding utility and usefulness of Decentralized Planning.

ii) To ascertain the perceived extent of success of Decentralized Planning Process, amongst the stakeholders.

iii) To ascertain the reasons for limited success of Decentralized Planning experiment.

iv) To compare and contrast the perceptions of stake holders, between Mysore and Delhi.

v) To make suggestions for improving the efficiency and effectiveness of Decentralized Planning Process.

vi) To propose a new model for superior results.