Chapter 4
Review of Literature:

“Policy design and People Centeredness in People Centered Governance” by Manoj Dixit and Jaya Chaturvedi, highlights the need for policy design and analysis for directions given to a system. They have suggested that people centeredness and public interest shapes citizen politics. In other words, content of a policy is important. They have highlighted the three categories of public policies highlighted by Theodore Lous –

a) Regulatory - Citizen politics incited in pacificatory.

b) Distributive -- politics incited in contentious.

c) Redistributive - politics incited in contentious.

They have concluded that applied in Indian context, redistribute policy are indispensable. In other words they say that only thought policy design can solve various problems. If a public policy conveys an integrative message, it would encourage modernity.

Shri S.L.Goel and Shri S.S.Dhaliwal in their book “ Slum Improvement through participatory management, 1993” have discussed the technique of people’s participation. They have suggested that purpose of public relation is not only to supply information but also to encourage understanding co-operation between citizens and public servants. They have also suggested that the first step is to understand public needs and values of the community through discussion and information sharing. They have concluded that success of development tasks depends upon harmonious relationship between the citizen and administrator. Citizen should provide meaningful co-operation and local body should be alert to aspiration of the people. Empowerment of people is central to commitment of development.
M. Aziz Ahamed in his article "Governance through transparency in management of Government in December 1999 has argued for transparency and people’s participation. He has advocated people’s participation for people to understand limitations of administrators at different levels. The main principle thus should be involving people in formulating and solving their problem.

Transformation in Governance since 1990’s an article in EPU June 5, 2004, Vol XXXIX23, Vinod Vaysalu says that 74th amendment opens an opportunity to change governance to local governance but the same has not happened because of the lack of interest of politicians in governance. Both elected representatives and permanent civil servants use public resources for their narrow interest. The debate has always focused on how people could be made to participate in development schemes and not about functioning of local bodies. The rigid administrative structure and the top down approach results in corruption and inefficiency. The gulf between expectation and reality in local administration leads to tension. The writer has further argued that for a change a three dimensional change is required – the political, the administrative and fiscal. He has argued for devolution of function. He has advocated to shut down parallel institutional setup. He has also suggested to engage citizen in governance.

He feels that it is important that citizen get together with local government and civil servants and partner in building systems to deliver good. For bringing change active and energetic citizenry is a must. Pressure from citizen results in dialogues a pre-requisite for change. Another necessary condition is to engage with elected representation.
"Methods of Community Participations" by Somesh Kumar, 2002 deals with concepts of community participation, its advantages and obstacles. He has discussed Rapid Rural Appraisal (RPA) crucial in rural context in certain development schemes. A review of the book reveals the way in which participation is understood and the manner in which it can be enlisted. He has given various types including passive information giving, participation consultation and functional participation. He has cautioned to distinguish between participatory development and participation in development. He has highlighted a number of advantages of participation as efficiency, effectiveness and self-reliance.

"Urbanization in India – Need for a Development Management Approach" by B.K. Chakraborty, Nagarlok Vol XXVIII, January-March 1996, Vol 1. The author has advocated for new approach for planning as development are multi disciplinary process. All problems have many actors (with conflicting interest and demand) and decision, action should be able to link and manage them at different points in process. He has suggested a bottom up approach with adequate manpower at municipalities. He has advocated for equipping public agencies with management specialists for application of modern management.

"Urbanization in India : Basic Services and People’s Participation" by K.C. Shivaramkrishnan, Biplab Das Gupta and M.N. Buch, 1993 have critically examined the poor state of municipal bodies. They have blamed the poor quality of elected representative for not thinking out of the box. They have advocated for rationalized structure of local government beginning with people’s participation and their active interest. Their study is based on Report NCU. They have also suggested for system of community management of local services. They feel that municipal bodies can be freed from pressure with active community participation only.

"Agenda for improving Governance" edited by Bibek Debroy, RGICS, New Delhi, 2004 have looked at citizen concern for improving governance. There is a need to move from procedural to result oriented accountability.
He hopes that if municipal bodies work well then that would promote accountability. This book makes a diagnostic analysis of problems in governance due to apathy and lack of concern on the part of bureaucracy.

“Urban India in Crisis” edited by Kulwant Singh and Florian Steenberg. New age International Limited, New Delhi, 2002

In this book the authors have studied the impact of 74th amendment on Urban Management. They have however concluded that impact would depend on the spirit and manner in which state government would follow to rationalize their urban management system. The amendment has definitely provided a platform for states to strengthen their system. They however caution that effective decentralization would need capacity building through series of initiatives in technical, managerial and fiscal capacities. The author has argued that constitutional amendment itself is not sufficient. Efforts must be backed by actual devolution of power and responsibility. The management capacity of these bodies need to be strengthened. City administration must shoulder responsibility in capacity building.


He has examined the issues of decision making in local bodies. He has noted that local authorities are heterogeneous institutions and have competing interest. He has suggested that communication plays an important role in decision making in local bodies. He has argued that decision in organization are results of the processes of power and conflict between groups. He has concluded that policy making is not a single decision. Policy making process is a dynamic process and is a result of different power relations and negotiations between various parties. Because of the involvement of multiple actors and conflicting values of participants the planning or decision making in local bodies become a complex issue.
The study has identified the existing practices and systems in planning and also analyses the defects in the system. The study analyses the role contribution of elected representatives. It has also looked at participatory method of management. The study aims to answer whether greater say of people or politicians will lead to better decisions.

While addressing the public participatory approach Avasthi(1972) opines “An increasing measure of participation by citizens has been recognized as essential for the success of the city governance everywhere. It is matter of regret that our citizens do not fully participate in wise administration. They neither feel enthusiastic nor take pride in it. There is general attitude of apathy, indifference and or helplessness.” The other aspect which was studied was why people respond in a particular way and what factors influence their decision.

French and Raven (1959) defined power as the ability to exercise influence and influence is the ability to bring about change (i.e. change in behaviour, opinion, attitude, goals, needs, values and all other aspects of people’s psychological field). Power therefore can be seen as the ability to induce change in the environment.

The study has highlighted influence tactics used by people for fulfilling their objective.

Yuki and Falbe C.M (1990) in their article “Influence tactics in upward, downward and lateral”, have described two dimensions of influencing strategies i.e. Rational/Irrational and Direct/Indirect. Rational strategies include method such as reasoning, bargaining and compromise. Non-rational include emotional method such as evasion, deceit and emotional alteration.