CHAPTER II
REVIEW OF LITERATURE

2.1 Introduction

The concept of civic administration has been discussed by various experts due to its emerging importance. There are many public authorities and representatives of people who have analysed the problems and issues associated with civic authorities and governance. From their point of view developing of an appropriate system of management has become a core issue of our times. As such they have identified many problems associated with civic administration, factors responsible for poor performance, challenges faced by civic body and measures to be taken to improve the quality of civic administration. In this chapter, the researcher has concentrated basically these issues because of practical relevance and importance. The issues discussed by these experts justify the need for systematic and disciplined study of problems faced by civic authority. In this chapter a cursory review of various problems faced by different civic authorities as studied by different experts and researchers is discussed.

2.2 Objectives of writing this chapter

The principal objectives of writing this chapter are as follows:

1. Understand different views expressed by the researchers and experts regarding civic administration.

2. To examine opinions, views and finding of different experts regarding problem issues of civic authority.

3. To bring out a chronological list of views, observations and throwing light on new kind of administration for urban government.
2.3 Order of writing this chapter

This chapter is written by considering the following points;

1. Views of various experts in the form of research study.
2. Articles, papers, ideas and concept of civic authority explained by different experts.
3. Problems of urban administration and civic authority as noticed by different experts.

2.4 Review of literature

1. The book edited by Ramani V.V., ‘Good Governance’ covers various aspects of governance. In the very beginning, the author has rightly quoted by Kofi Annan “good governance is the most important factor in eradicating poverty and promoting development.” The quote clearly indicates the importance of good governance in modern public administration.


3. Sastry K. in his book ‘Human-Centric Governance’ has explained urgent need to develop a new system of human centric governance. The author has explained how the ideals of a civic society can be developed through this approach.

4. Article by Simonis titled, ‘Defining Good Governance’ explains the concept of good governance, its role in socio-economic development

2.1 V.V.Ramani’Good Governance’ Prespective &Experiences,

The Icfai University, Pran Publication, Hyderabad, India - 2007
and how good governance can be instrumental to achieve goals of poverty reduction and establishing meaningful form of civic administration.

5. **Mohapatra Surjit** has written an article titled ‘E-Governance and Sustainable Economic Development’, wherein the author has commented upon right system of governance. In the view of author, functional deficiencies, drawbacks and bottlenecks can be removed to considerable extent only through electronic system of governance.

6. The article ‘Traditional Water Governance and South Africa’s Water Governance’ written by Malzebender Daniel, Goldin Jaqui, Turton Anthony and Earle Anton, is a case study of modern system of governance. This article explains the need for new approach to governance of public resources like water, forestry etc. The article is based on some important fundamentals findings related with system of public resource management.

7. **Gupta Vivek** in his article ‘E – seva’ has thrown light on Andhra government regarding offering of public services through e – portals and digital system.

8. **Goel S. L.** has written a book regarding administration system titled ‘Developing Administration’. This book deals with various issues associated with administration of public services, local authorities and state agencies. The article throws light on how the system of government is structured and controls are executed for implementation of various public projects. The book discusses different contours of developmental administration².

² Goel S.L. Development Administration Deep & Deep Publication, New Delhi, 2012
9. Palekar S. A. has written a book titled ‘Developmental Administration’. This book is also a narrative text in which the author has considered various facets of public administration, their importance and role. The book explains how developmental administration is useful for efficient governance of civic authorities and to enrich people participation.

10. Kalia Shefali has written a book titled ‘Good Governance and Development’. In this book, the author has rightly discussed the following issues:
   a. Historical concept of governance
   b. Features of good governance
   c. Need and importance of good governance in a civic society
   d. Challenges in improving in right kind of system of governance
   e. Challenges faced by Indian Government in implementing good governance practices
   f. Imperatives of good governance and reforms to be made for improving the quality of governance
   g. Role and importance of e- governance

11. The book by N. Bhaskara Rao, ‘Good Governance’ explains:
   - What is the necessity of good governance in a civic society
   - How good governance can improve quality of governance of local authorities and state government
   - What measures to be taken to curb corruption

2.3 Palekar S.A., PHI Learning Pvt. Ltd. New Delhi, 2012

2.4 Kalia Shefali – Good governance & Development, New Century Publication, New Delhi, 2004
Impact of corruption on poor people
Role of ICT and media in eradicating corruption
Public service and corruption
Strategy for corruption free government

12. Baud and Wit have written a book ‘New Forms of Urban Governance in India’. The authors have explained the kind of urban governance in India and problems faced by local authorities. The authors have also identified various shifts in urban governance in India. They have discussed various problems faced by Municipal Corporation & local authorities, and have identified the need of people participation for improving quality of urban governance. The authors have recommended new tools of governance and also identified various reforms to be instituted for effective governance of public authorities.

2.5 The Role of Local Authorities in Promoting Decent Work.
Towards An Applied Research Agenda for the Construction and Urban Development Sector by Jeroen Klink

This paper focus on the role of local authorities in the generation of decent work in construction and related urban development services (water supply and basic sanitation, electricity and access roads among others). It also highlights that there is a growing literature on the role of local governments within the national and international economy and the interface between

2.5 Bhaskar Rao, Good Governance, SAGE Publications, New Delhi, 2013
2.6 I.S.A. Baud & S.DEWIT, New Forms of Urban Governance in India, SAGE Publications, New Delhi, 2008
decent work, local government and construction. As per the analysis of this research paper, missing links between decent work, local government and construction is urgently needed. Analysis of this paper shows that the decent work agenda is predominantly focused on national government issues, while by and large the literature on local government at least until recently has by passed the issue of decent work. Integrated urban upgrading specifically in metropolitan areas is expensive and complex.\(^\text{2.7}\)

2.6 Transparency and Accountability in Municipal Governance: Role of Institution Development performance Management and Citizen Charter by Dr. P. K. Mohanty

Studied the transparency and accountability in Municipal Governance. Researcher found out through this research the effectiveness of Municipal governance depends on how the interaction between various stakeholders are managed to provide the desired goals of providing civic infrastructure and service to the citizens in a transparent and accountable manner.\(^\text{2.8}\)

2.7 JNNURM: Works, Achievements and problems in Pune by Tanvi Kulkarni (CCS working paper No. 199 Summer Research Internship Programme, 2008, centre for civil society)

This paper focused on Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and it's execution at the level of Pune city. The objectives of this research paper are to observe how the mission is being implemented in Pune, to examine whether the projects undertaken by the municipal authority are in sync with the plans for solving the problems of the city, to analyze the implications of the initiative in the city. According to the conclusion of this


\[\text{2.8} \text{ www.cgg.gov.in/.. ../Municipal_Accountability_Transparancy.pdf}\]
Paper much of the infrastructure and service delivering needs of Pune, there is great scope for improvement.\(^2.9\)

2.8 Words and Concepts in urban development and planning in India: An analysis in the context for regional variation and changing policy perspectives by Amitabh Kundu, Somnath Basu

This paper focus on analysis of the types of words used in the North Indian towns and cities of the Hindi belt with emphasis on urban development and planning. It also focuses on process of urbanization, urban economy, physical aspects of urban development and intervention of the state and administration in urban development.\(^2.10\)

2.9 Urban Issues, Reforms and ways forward in India by Chetan Vaidya

This paper focused on analysis of urban trends, projected population, service delivery, institutional arrangements, Municipal finance, innovative financing, etc. It has also described status of JNNURM. JNNURM was launched in December 2005 to meet the challenges of growing urbanization and to enable Indian cities to develop to the level of global standard. According to conclusion of this research paper great progress has been made in developing the framework for reform linked investment in urban infrastructure. As per population projection in 2026, level of urbanization will be different in various states. India's future urban strategy should recognize these differences and plan accordingly. To improve urban governance and delivery of services there should be constitutional amendment as well administrative action; most importantly inter-government transfer should have built in incentives.

\(^2.9\) http://www.oalib.com/paper/2475433

\(^2.10\) http://sa.indiaenvironmentalportal.org.in/files/basudha_paper.pdf
To improve performance and capacity building should be an important component of the future urban programme.211

2.10 A study on factors related to urban growth of a Municipal Corporation and Emerging Challenges: A Case of Silliguri Municipal Corporation, West Bengal, India by Tamal Basu Roy and Sanjay Saha

The objectives of this paper are to analyze the subsequent growth of Silliguri Municipal Corporation, impetus behind the growth and to highlight the allied problems related to growth of the Corporation. According to the conclusion of this research paper the rate of urbanization is rapid in the developing countries due to lack of proper planning strategy for the development of urban centres contemporarily, various socio-economic and environmental problems are imposed on the concerned area. Modern techniques for the provision of urban amenities are not sufficient to sustain huge population in the urban centres. Management system to sustain the urban amenities and administration is highly affected by the political conspiracy.212

2.11 Challenges of financing physical Infrastructure and Services in Brihan-Mumbai Municipal Corporation by Sanjay Rode

In this research paper researcher focused on challenges of Municipal Corporation. Given the global demographic trends, it's inevitable that local government will have greater responsibilities in the preparation of long term strategies for investment in Health, Education and Infrastructure to reduce poverty and achieve the millennium development Goods. According to conclusion of this research paper the resource gap is continuously increasing with rise in population of city.

2.11 http://www.delog.org/cms/nl/pdf13/MunicipalFinance_CLGF.pdf

2.12 http://www.prathamdelhi.org/pdf/Role%20ofOIo220Muncipal%20Corporation%20and%207%20%4th%20Amendment.pdf
Government of Maharashtra has raised some doubts about the financing pattern of infrastructure, irregularities in municipal corporation budgets. There should be tight norms as far as the expenditure pattern is concerned. It is public money and money should get utilized in a most efficient and effective manner. The local government needs central government permission to borrow money and funds. Government of India must give freedom to Municipal Corporations to raise the various tax rates. Municipal Corporation do the close supervision in PPP programs. It will improve the financial condition and reduce the fiscal imbalance of Municipal Corporations. Good preparation and delivery of urban infrastructure and services by Municipal Corporation can enhance livability for resident and productivity for business. But Municipal Corporation needs desire and ambition to provide the municipal services at grass root level. 2.13

2.12 In its report, "Governance for Sustainable Human Development", the UNDP acknowledges the following as core characteristics of good governance.

1) Participation.
2) Rule of law.
3) Transparency.
4) Responsiveness.
5) Consensus orientation.
6) Equity.
7) Effectiveness and efficiency.
8) Accountability.
9) Strategic vision

2.13 The General Assembly adopted its first explicit resolution on "Promoting and Consolidating Democracy" to provide means for consolidating democracy through:

(a) Promoting pluralism.
(b) Promoting, protecting and respecting all human rights.

2.13 http://www.academicjournals.org/journal/JGRP/artical-abstract1744B56040904
(c) Strengthening the rule of law.
(d) Developing, nurturing and maintaining a new electoral system that provides for the free and fair expression of the people's will through genuine and periodic elections.
(e) Creating and improving the legal framework and necessary mechanisms for enabling the participation of all members of civil society in the promotion and consolidation of democracy.
(f) Strengthening democracy through good governance.
(g) Strengthening democracy by promoting sustainable development.
(h) Enhancing social cohesion and solidarity.

2.14 **Commission on Global Governance**: Governance is the sum of the many ways individuals and institutions, public and private, manage their common affairs. It is a continuing process through which conflicting or diverse interests may be accommodated and co-operative action may be taken. It includes formal institutions and regimes empowered to enforce compliance, as well as informal arrangements that people and institutions either have agreed to or perceive to be in their interest (Commission on good governance, 1995)\(^{2.14}\).

2.15 **Asian Development Bank**: The definition of governance that is adopted by the ADB is that, which is provided by the World Bank. Accordingly, the Bank regards good governance as synonymous with sound development management. It involves both the public and the private sectors. It is related to the effectiveness with which development assistance is used, the impact of development programs and projects (including those financed by the Bank). Thus, irrespective of the precise set of economic policies that find favor with a government, good governance is required to ensure that those policies have their desired effect.

2.14 http://www.futureproofingcities.com/about_the_project-partners.html
In essence, it concerns norms of behavior that help to ensure that governments actually deliver to their citizens what they say they will deliver.2.15

2.16 **In the opinion of Gilbert and Braat (1991)**, sustainable development, can be described as a "pattern of social and structural transformation which optimises the economic and social benefits available in the present without jeopardising the likely potential for similar benefits on the future". Furthermore, Gladwin, Kennelly and Krause (1995) have examined the concept as "a process of achieving human development-in an inclusive, connected, equitable, prudent and secure manner.

2.17 **O.P. Dwivedi in his article, "India in a Globalized World: Transforming Bureaucracy for the Well-being and Prosperity of All"** in the IJPA, Oct.-Dec. 2007, Vol. LIII, No.4 quoted that Robert Prescott-Allen published a report, "The Well-being of Nation: A Country-by-country Index of Quality of Life and the Environment", with the central argument that a society or a nation can be well and sustainable provided both its people and the ecosystem are healthy. His contention is that human well-being and the health of the ecosystem are closely linked because the ecosystem surrounds people much in the same manner as the white of an egg surrounds and supports the yolk.” WCD denotes sustainable development as “a process of change in which the exploitation of resources, the direction of investments, the orientation of technological development and institutional change are made consistent with future as well as present needs.”

2.18 **The Stockholm Declaration (1972)** on the human environment, said to be the "Magnacharta" on human environment proclaimed: "The natural resources of the earth, including air, water, land, flora and fauna are especially representative samples of natural eco-system, must be safeguarded for the

---

benefit of present and future generation through careful planning and management, as appropriate. The state should take all possible steps to prevent pollution of seas by substances that are liable to create hazards to human health, to harm living sources and marine life, to damage amenities or to interfere with other legitimate uses of the seas. The man and his environment must be spared against the nuclear weapons and all other means of mass destruction.

2.19 T. N. Chturvedi in his editorial remarks: A single comprehensive theory of development does not exist. The contemporary theoretical approaches to development are: (1) pluralistic, recognising many pathways to development, and (2) less Western in their cultural assumptions. Key elements in contemporary development approaches, reflected in the thinking of Rogers," Korten" and Klaus," Bjur Bryant and White," include: (1) greater equality in distribution of development benefits, (2) popular participation, knowledge-sharing, and empowerment to facilitate self-development efforts by individuals, groups, and communities, (3) self-reliance and independence in development, emphasizing the potential of local resources, (4) limiting growth of population15, and (5) integration of “appropriate” technology with "big" modern technologies in order to facilitate development2.16.

2.20 According to Edward W. Weidner, "development administration is concerned with maximizing innovation for development."? He defines innovation for development as "the process of planned or intended change in the direction of modernity or nation-building and socio-economic change. In the same voice, John Montgomery defines the development administration as, "carrying out planned change in the economy in agriculture or industry or the capital infrastructure supporting either of these, and to a lesser extent, in the social service of the state (especially education and public health).

2.16 www.shodhganga.com
2.21 Development of administration and administration of development are thus two facets of the concept of 'development administration'. These are two sides of one coin in this context, Fred W. Riggs very aptly remarks: "The reciprocal relatedness of these two sides involves a chicken and egg type of causation. Administration cannot normally be improved very much without changes in the environmental constraints (the infrastructure) that hamper its effectiveness; and the environment itself cannot be changed unless the administration of developmental programmes is strengthened." Unless the administrative effectiveness of government is increased, the developmental objectives which a developing country may aspire for fulfilment cannot be realised.

2.22 J.N. Khosla divides the functions of development administration into the following six categories:

1. Formulation of development goals and policies;
2. Programme formulation and programme/project management;
3. Reorganization of administrative structures and procedures;
4. Evaluation of results;
5. People's participation in the development effort; and
6. Promotion growth of social and political infrastructure.

We may, however, broadly divide the functions of development administration into two categories:

1. Functions concerned with development of administration, and
2. Functions concerned with administration of development.2.17

2.23 David Shand points out the tests for efficient development ideals of the Welfare State viz. progress, prosperity and protection to the common man, can be secured only through impartial, honest and efficient development administration.

2.17 http://www.unescap.org
In the words of **Prof. Charles Bernard**, "The future of civilized government and even, I think of civilization itself rests upon our ability to develop a science, philosophy and a practice of administration, competent to discharge the functions of civilized society." Thus, there is a need that Public Administration must be modernized, i.e. recreated, renewed and revitalized to produce the pre-designed changes and output necessary to provide goods and services to the people at the minimum cost. This needs a different trend and magnitude of Administrative Management, culture and capability. We are living in a period of momentous changes, which have far-reaching Implications for not only the world-at-large, but specifically for the developing countries.

**2.24 Dr. K. Kasturirangan**, Chairman, Indian Space Research Organisation/Secretary, Department of Space, Government of India, has rightly said that "There are no short cuts or magic in the nation-building task. We have to learn to work effectively in a network, extending mutual faith and goodwill and achieve excellence as a team. In the knowledge-based society of the future, success comes to those who can organize networks of multi-function and multi-disciplinary systems which can deliver complex products or services, with increasing efficiency and productivity."  

**2.25 Keith Henderson and O.P. Dwivedi** in his article "Administered Development: The Fifth Decade-1990" in IJPA, 1992 defined that given the acute shortage of qualified human resources to manage the public service, innovations often originated with expatriates and foreign experts, or were simply cosmetic structural changes that brought no real alternation in the status quo. Also, over-planning and over-administration tended to have the same nefarious results (or lack of results) as lack of planning and under-administration. Confronted with an ineffectual developmental bureaucracy, the Western solution was more administrative development.

2.18 ccsenet.org/journal/index/phd/ass/article/view/3431
Technical solutions about means were more palatable than much-needed substantive political decisions to bring about real socio-economic change.

2.26 **A. Ranghchari,** "Austerity in government, yet another routine exercise" in The Hindu, Dec. 29, 2008 observes in the wake of the latest concern of the Reserve Bank of India Governor over the fiscal situation and inflation, the Prime Minister has called for cuts in expenditure by different ministries. This is a welcome development. Fiscal correctives to fight inflation have so far been confined to tax reductions. It is now recognised that cutting down unproductive expenditure to tackle the budget deficit is also a necessary anti-inflationary fiscal measure\textsuperscript{2.19}.

2.27 **Good Public Administration,**" writes Leif H. Share, Director of the Government Institution of Organization and Management, Oslo, Norway, "could serve as a major instrument for promoting economic and social development and for introducing needed advances in science and technology; but major reforms in the organizations and operations of government and in the knowledge, skills and attitudes of public employees at all levels were often necessary for it to do so; deficiencies in administration had been a major reason for past failures in the implementation of national development plans\textsuperscript{2.20}.

2.28 **Paul Appleby's** observations are worth our quota lion:

"A clearer understanding of the present reality with respect to policy-making and administration is needed by many political scientists and by many students and practitioners of public administration. It is needed by newspaper correspondents who report on 'bureaucracy' and government in general. It is badly needed by members of congress suffering from a sense of inadequacy

\begin{footnotes}
\item[2.19] www.shodhganga.com
\item[2.20] collections.infocollections.org/ukedu/en/d/JS0753e/13.html
\end{footnotes}
before extravagant popular expectations that congress will function as the policy-making branch, and that individual members of congress will be able to control specific administrative actions. They need better to understand their own actual practice, and to make it more consciously and thoughtfully a movement of role upward in levels of importance. Most of all, a clearer understanding is needed by citizens, confused by the complexity of government in complex society, they need to know how to make democratic, citizen concerns central to that government."

2.29 A.D. Gorewala remarks: "In a democracy there can be no successful planning without a clear, efficient and impartial administration."

According to one school, development exists in societies:

1. that have relatively equal distributions of benefits;
2. that utilize modern technology;
3. that assign rewards according to personal achievement and not according to family, caste or tribal background;
4. that use specialisits in economic and governmental roles, instead of generalists who must provide leadership in a full range of activities;
and
5. that have governmental units that can adjust to social or economic change and acquire new capabilities to meet new demands."

---

2.21 http://gpc.stanford.edu/sites/default/files/wp035_0.pdf

2.22 http://finmin.nic.in/workingpaper/urbanissues_reforms.pdf
2.30 Research Gap identified

After the review of literature the researcher has identified following research gaps:

i. Most of the survey and studies conducted has focused on overall functioning of Municipal Corporation.

ii. A large number of study are conducted regarding corporation. However, very few are conducted regarding functioning of a particular Corporation.

iii. There are good number of research conducted regarding financial analysis and financial performance.

iv. However, study regarding budget and budgeting process are not conducted.

v. Analysis of service or facilities of project on the parameters of performance, utility and implementation.

vi. There is a dearth of study regarding functioning analysis of budgeting process.

vii. A small number of researches are conducted regarding budgeting system.

viii. Few number of researches are conducted regarding impact of budget system.

ix. Very limited researches are conducted regarding utility and benefits to different stakeholder.

Thus the study has very limited information in term of its uniqueness, different nature of analysis and contribution to policy making.
References

1. V.V.Ramani ‘Good Governance’ Perspective & Experiences, The Icfai University, Pran Publication, Hyderabad, India - 2007
6. I.S.A. Baud & S.DEWIT, New Forms of Urban Governance in India, SAGE Publications, New Delhi, 2008
16. www.shodhganga.com
17. http://www.unescap.org
18. ccsenet.org/journal/index/phd/ass/article/view/3431
19. www.shodhganga.com
27. www.verenigingvanbouwkunst.nl/...india/india-urban-planning_in_india.pdf
29. collections.infocollections.org/ukedu/en/d/Js0753e/13.html
31. rdarc.itakura.toyo.ac.jp/webdav/ask/public/ACP2010/2.pdf
32. ccsenet.org/journal/index.php/ass/article/view/3431
34. www.academia.edu/..Urban_growth_management_as_an_approach_for_livable_and_sustainable_communities

31
42. http://www.prathamdelhi.org/pdf/Role%20of%20Municipal%20Corporations%20and%2074th%20Amendment.pdf
44. http://mpra.ub.uni-muenchen.de/30017/