

Citizen's Participation in Governance

LEARNING OBJECTIVES

In this Chapter, you will learn about:

- Civil Society
- People's Participation
- Why Citizen's Participation Has to Be Strengthened
- Theories of Management Related to Good Governance Linking Public Participation
- Contextualizing People's Participation
- Use of Tools for People's Participation
- Relationship Between People's Participation and Good Governance
- Models of Good Governance on the Basis of Participation Levels
- Effective Participation for Good Governance
- Citizen and Administration: An Accountability Perspective

“Success of democracy is impossible without participation of the people”.

—Hon'ble Prime Minister Shri Narendra Modi

As per the UN World Public Sector Report (2008), citizen participation implies the involvement of citizens in a wide range of policymaking activities, which includes the determination of levels of service, budget priorities and the acceptability of physical construction projects in order to orient government programs towards community needs, build public support and encourage a sense of cohesiveness within neighbourhoods.

The working definition for citizen engagement as per the United Nations Public Administration Country Studies (UNPACS) is:

Citizen engagement in public administration implies the involvement of citizens in decision-making process of the State—through measures and/or institutional arrangements—so as to increase their influence of public policies and programmes ensuring a more positive impact on their social and economic lives.

6.1 CIVIL SOCIETY

The World Bank in its report defines civil society as follows:

Civil society refers to the wide array of non-governmental and not-for-profit organizations that have a presence in public life, expressing the interests and values of their members or others, based on ethical, cultural, political, scientific, religious or philanthropic considerations. Civil Society Organizations (CSOs) therefore refer to a wide of array of organizations: community groups, non-governmental organizations (NGOs), labour unions, indigenous groups, charitable organizations, faith-based organizations, professional associations, and foundations.

The term *civil society* has come to enjoy political, intellectual and administrative importance in the recent years. But the concept has been in existence for a long time. Traditionally the terms civil society and state have been used interchangeably, and treated as synonyms.

Hegel was the first philosopher to separate civil society and the State, and this was followed by a number of other scholars.

6.1.1 Definitions of Civil Society

The following are the various definitions given to the civil society; from this we can come to understand the concept and principle behind establishment and existence of the civil society.

The *Concise Oxford Dictionary of Politics* defined civil society as *the set of intermediate associations which are neither the state nor the (extended) family; civil society therefore includes voluntary associations and firms and other corporate bodies.*

The definition for civil society as given by various scholars is as follows:

The realm of spontaneously created social structures separate from the state that underlie democratic political institutions.

—Fukuyama (1995:8)

[c]ivil society is broadly regarded as the domain of relationships which falls between the private realm of the family on the one hand and the state on the other

(Dunn 1996:27).

Charles Taylor defined civil society as *a web of autonomous associations independent of the state, which bind citizens together in matters of common concern, and by their existence or actions could have an effect on public policy*

(Kligman 1990:420).

Schmitter defined civil society as *[a] set or system of self-organized intermediary groups*

(Schmitter 1995:1).

Civil society is *the social relationships which involve the voluntary association and participation of individuals acting in their private capacities. In a simple and simplistic formula, civil society can be said to equal the milieu of private contractual relationships*

(Tester 1992:8).

According to Andrew Heywood, civil society refers to *a realm of associations, business, interest groups, classes, families and so on.*

According to Jan Aart Scholte, *civil society can be understood to be a political space where voluntary associations deliberately seek to shape the rules that govern aspects of social life.*

6.1.2 Features of Civil Society

The following are the features of Civil Society:

1. It refers to an organised form of society.
2. It covers a large space in the society.
3. Even though it is an autonomous entity, it is still subject to control by the state.
4. It is in pursuit of common good of the people.
5. It helps in the formulation of public opinion and sets up demand which are general in nature.
6. It is an advocate of pluralism in order to reduce the domination of the state.
7. It serves as a moral compass in the community value system.
8. It is a non-state institution.
9. Its existence implies that there is freedom of expression, freedom of thought and other fundamental rights of the people.
10. It is in opposition to authoritarianism and totalitarianism.
11. By educating the people, it promotes citizenship.
12. It covers all the intermediary groups which is present between the state and the family.
13. It facilitates participation of the citizens in administrative matters.
14. It does not coerce, rather it encourages voluntarism.

The current positive thinking is civil society is an arena of freedom which correctly identifies its basic value as a condition for democracy; there can be no effective citizens where there is no democracy, the capacity of the citizens to choose their identities, duties, entitlements within the legal-political framework is not possible without the development and role played by the civil society in a democracy.

Public organisation is a necessary requirement in a liberal democracy, and for developing such values and norms, the role played by civil society is essential. Larger interests of the population, common civic ends can only be achieved through existence of a vibrant civil society.

6.1.3 Components

The following organisations and groups are included under the ambit of civil society:

- Community- based organisations
- Cooperative societies
- Youth groups
- Farmers organisations
- Religious associations
- Trade unions
- Non-governmental organisations

- Indigenous people's organisations
- Women's groups
- Other similar organised groups in the society

In countries like the United States, civil societies are well established, while in developing countries like India, it is still under-developed. It can be understood by the case in India that, here the civil society groups in opposition to the government are well developed, but civil society as an associational group representing interests of wide segments of the society is not fully functional yet.

In India, the civil society groups are apart from voluntary associations, seen as fluid associations of social groupings based on caste, kinship, religious ties, etc.

The civil society organisation in India can be classified into the following five categories:

1. Religious associations such as Deobandi movement, Sikh Khalsa groups, Ramakrishna mission, other Church missionaries, etc.
2. Membership associations of various types, such as,
 - Professional associations (viz., lawyers, doctors, etc.).
 - Self-help groups (viz., ward committees, women's organised self-help groups and community-based organisations in the villages, etc.).
 - Representational institutions (viz., farmers organisation, trade unions, etc.)
 - Sociocultural groups based on sports, other recreational activities, etc.
3. Social movements of different kinds, such as,
 - Movements to reform particular social evils (e.g., dowry, alcoholism, etc.).
 - Movements focussing on process of governance (e.g., anti-corruption campaign, civil liberties movement etc.).
 - Movements focusing on need of particular vulnerable groups (viz., women, tribal groups etc.)
 - Movements of protest against disruptions and displacement due to developmental activities.
4. Intermediary associations of various kinds, such as:
 - Philanthropic groups (e.g., Child Relief and You [CRY], GATE foundation, and other associations, etc.
 - Mobilisation-based groups which help to fight for and mobilise the marginalised groups in the society.
 - Service delivery groups (viz., schools, old age homes, etc.).
 - Advocacy groups which give voice for particular cause.
 - Other networks, which extend the collective voice of the people.
 - Supportive groups, which provide support to the community-based groups in the society.
5. Traditional associations formed based on caste, tribe and ethnicity.

6.1.4 Role

The civil society organisations play a very important role in the welfare and development of people in the society. The various dimensions of their role are as follows:

1. They help in the facilitation of people's participation in governance.
2. They help the administration by identifying the target groups.

3. They help create political consciousness among the people by discussing various political issues with them.
4. They help strengthen the principle of self-help.
5. They act as the watchdog of public interest.
6. They make the administrative machinery more responsible and responsive to the needs and aspirations of the people.
7. They mobilise and organise the poor for the purpose of socioeconomic development.
8. They help in identifying and using the local resources for the purpose of development and thereby make the communities self-reliant.
9. They disseminate information and help make people aware of the various schemes, programs, and activities, developed by the government for their welfare.
10. They try to reduce the scope of corruption, by imposing a community system of accountability on the administration at lower levels.

It must be said here that the role of voluntary agencies is not to compete with the government, rather complement its activities.

Apart from this, the advantages of involving voluntary agencies in the development process is as follows:

- It creates a sense of solidarity among the people;
- It gives opportunity for the governing agencies to interact with the people directly for implementation of the development goals and
- It strives for participation in decision-making process.

The voluntary agencies also have other advantages over the governmental bodies. They are as follows:

1. They can have better rapport with the local people than that by the government officials;
2. They can be very flexible and act in such a manner as they are not bound by rigid bureaucratic rules, regulations and procedures;
3. The volunteers involved are more sincere and dedicated to the task of reducing the sufferings of the poor than the governmental staffs;
4. They can motivate the public to participate more effectively than the governmental agencies; and
5. The efforts carried out by such agencies are more economical than that of the governmental bodies.

6.1.5 Limitations

Though there are numerous advantages of the civil society, they do suffer from a number of limitations as follows:

1. Interference and involvement of the political parties.
2. Lack of qualified and trained professionals.
3. Presence of diverse socioeconomic environment in the country, such as casteism, poverty, communalism, etc.
4. Noncooperation and even resistance by the bureaucrats.
5. No holistic perspective, rather they have a limited narrow perspective.

6. They do not have sufficient financial resources.
7. They lack adequate and proper information base.
8. The resistance offered by local landlords, moneylenders, etc.

Assessing both the merits and other disadvantages of the voluntary sector, the World Development Report in 1997 gave the following observation: *The voluntary sector not only brings its own strengths to the table, but also its own weakness. It does a lot of good work in increasing public awareness, voicing citizens' concerns, and delivering services. Local self-help organisations are sometimes the preferred providers of local public goods and services, because of their closeness to local concerns. But their concern is often for certain religious or ethnic groups and not the society as a whole. Their accountability is limited and their resources are often constrained.*

6.2 PEOPLE'S PARTICIPATION

People's participation implies the participation of people in the administrative process. It means that citizens' control over the administration or the influence of the public on the machinery of administration. This is essential for smooth and effective functioning of the administration. It makes the administration more responsive to the needs of the people. The support of the people is secured, thereby making the policies and programs of the government a success. It is an important mean to secure and enforce the administrative accountability.

The basis of democratic government is the 'doctrine of popular sovereignty', which essentially means that the people are supreme in a democracy, or the final authority in a democracy is vested with its people. Hence, the administration functioning in a democracy is ultimately responsible to its people. And hence in this context, the participation of people in administration assumes significance. It transforms the representative democracy into a participatory democracy. It lays stress on the concept of 'bottom-up approach'.

The participation of people in administration can be studied under two heads as follows:

1. Participation in General Administration and
2. Participation in Development Administration.

6.2.1 Participation in General Administration

The people do not have knowledge about the administrative process, and they are unorganised; hence, they cannot have a definite and effective influence on the administration. Therefore the public influence on the administrative process is generally informal and indirect. However there are certain formal modes of participation of the people in administration. They are as follows:

1. Election

The representative form of democracy is classified into two kinds: one is the presidential form and the other parliamentary form. The Presidential form of government is carried out in the United States, where the President is directly elected by the people. He is the Chief Executive and enjoys all the powers of the executive under the government. He is not responsible to the Congress—the legislature but, to the people ultimately. Thus there is direct control by the people over the administration in such systems.

In the Parliamentary form, which is prevalent in India and Britain, the real executive—the Cabinet, is drawn from the legislature, and hence they remain responsible to it for its

actions and functions. And the legislature in turn is responsible to the people. Thus there is indirect popular control over the administration by the people, in Parliamentary form of democracy.

In any form of democratic governmental systems, whether Presidential or Parliamentary, when the government becomes corrupt, inefficient, unresponsive and irresponsible, it can be removed from the government by way of periodic elections. The elections are means and medium of expression of people's confidence over the elected popular government.

2. **Recall**

It is a device used in direct democracy. It is seen used in Switzerland and 13 states of the United States where the administrative officials are directly elected by the people. This system of recall helps the people to remove the elected officials before the end of their tenure, when they fail to represent the popular will of the people. In other words, the official has to vacate his/her office before end of his/her term if he/she is defeated in a recall poll.

This device is used when the people are dissatisfied with the performance of the elected official while in office, and this process does not require any charges of illegal actions against them. The important aspect of this device is that it enables the people to hold the public administrators continuously responsible for their official acts and duties.

3. **Pressure Groups**

This term originated in the United States. It is a group of people who are voluntarily actively organised for the purpose of promoting interest common to them. Some examples of such groups are: trade unions, voluntary organisations, professional associations, student unions, etc.

These groups are also known as interest groups or vested groups. They exert pressure on the administration through legitimate and legal methods, such as petitioning, propagandising, publicity, public debating and maintaining contact with the legislators and the administrators, etc.

They act as the bridge between the administration and its members. However, these groups resort to some illegal or illegitimate methods, such as violent acts, corruption and strikes which damages the integrity of the administration and cause public disruption.

4. **Advisory Committees**

These are otherwise known as Advisory Councils or Boards. They are attached to the administrative system all the way from the bottom to the top. They consist of expert members, citizens and other representatives of special interest. They act as the link between the administration and the public. They provide advice to the agencies on how to formulate acts, policies, etc., and on how to implement them effectively.

But these recommendations made by these agencies are only advisory in nature and not binding on the administration. However, they act as effective instrument identifying defects in the department and make the administration more democratic in character.

5. **Public Opinion**

This is an informal mode of public participation in administration. This is the opinion of the public regarding the policies of the government. It is expressed through various agencies, such as the public platform, radio, political parties, press, cinema, pressure groups,

educational institutions and television, etc. And among these, independent press is the most effective agency, which acts as a mirror of public opinion. Therefore it is known as the 'fourth estate' of democracy.

The importance of public opinion, as a mode of participation by the people, is highlighted in the following points:

- It keeps the administration responsive and acts as a watchdog over it.
- It safeguards the liberty of the individual, by keeping check on the unpopular and undemocratic acts and functions of the government.
- It also acts as a source of law, and it facilitates implementation of the governmental policies.
- It mainly influences the policies and programmes of the government.

6.2.2 Participation in Development Administration

People's participation in development administration means that the people are directly involved in the process of administering development programmes meant for bringing socioeconomic changes in the society. It has the following dimensions:

- (i) Participation in decision-making process.
- (ii) Participation in implementation process.
- (iii) Participation in the evaluation and monitoring of the program.
- (iv) Participation in sharing of the developmental benefits.

People participate in development administration through various agencies, such as the Panchayati raj institutions, farmers associations, mahila mandals, cooperative institutions, yuva kendras and other voluntary/nonvoluntary organisations.

The benefits of people's participation in administration are as follows:

1. It helps in selection of project, which is directly relevant to the people.
2. It reduces the financial burden on the government by making the program function even after the removal of its support, with help of local resources provided by the beneficiary people themselves.
3. It acts as a safeguard against the abuse of authority of administration and thus reduces the scope of corruption.
4. It makes the local people bear and accept the developmental change and other issues associated with such change.
5. It promotes the concept of *esprit de corps* among the people in the community and thus strengthens the democracy at the grass root level.
6. A wealth of information is provided to the administration regarding the local economic, sociocultural, ecological and technical conditions. This information is highly useful in the process of programming, planning and implementation of the development programmes.
7. It increases the capability and competence of the people to take up responsibility and solve the problems on their own. It develops the spirit of self-reliance, leadership and initiative among the people.

8. It helps in the facilitation of mobilisation of local resources in the form of labour, cash, and materials, etc., which are essential for the successful implementation of the program.
9. It helps in prevention of hijacking of the projects by the richer and powerful sections of the society, as there is involvement of all section, especially the poor and weaker section in the development process. Thus it leads to equitable sharing and distribution of the benefits in the society.

However, there are number of factors which act as impediment for effective participation of the people in the administration. These are as follows:

- (i) Negative political involvement and interference
- (ii) Improper administrative procedure
- (iii) Lack of culture of participation
- (iv) Aristocratic and mechanical bureaucracy
- (v) Role played by the middle men
- (vi) Time constraints, that is, time-bound nature of the activities
- (vii) Unfavourable socioeconomic environment like presence of communalism, casteism, regionalism, illiteracy and poverty, etc.
- (viii) Presence of corruption and low standards of conduct in administration.

6.3 WHY CITIZENS' PARTICIPATION HAS TO BE STRENGTHENED

Citizen participation in local governance means involvement of the common man in assessing their own needs and also participating in local project planning and budget monitoring. This is important as it improves the public resource management and reduces corruption, by making the public administrators and the politicians accountable to the people.

In order for the citizens' participation to work, transparency in providing the government information is needed. Those people whose needs are assessed and for whom the policies are formulated should be involved in the decision-making process. Exclusion of such weak and powerless from this process is one of the cause of poverty as it denies them rights and creates unequal power relationships in the system.

The human rights include civil and political rights, including access to information and freedom of expression. These also form basis for political participation of the people. The citizen participation requires the following:

- Trust: Trust in their co-participants and others.
- Belief: Belief that such participation can make some difference.
- Wholeness: To feel the social inclusiveness.

In order to make a strong impact and better participation of the citizens in local governance, they need to understand and involve themselves and participate in local political issues. They should be confident and should have information on where and how to participate. And the local institutions should also be prepared to facilitate such engagement of citizens.

Engaging and involving the citizens in local governance can:

- Improve accountability.
- Improve ability of the local authority to solve problems.
- Create more inclusive and cohesive communities.

There is growth in number and quality of initiatives made by the communities.

One of the means to improve such participation and empowerment of citizen is through increasing their access to technology and in particular the social media. Number of grassroots-level application has shown the potential of social media in improving and widening the participation of citizens in governance.

6.4 THEORIES OF MANAGEMENT RELATED TO GOOD GOVERNANCE

A number of theories have been suggested linking management and economics with that of good governance centring on people's participation. Some of the most important theories suggesting this are as follows:

- New Public Management (NPM)
- Total Quality Management (TQM)
- Public Choice theory (PCT)
- Public value theory (PVT)

All these theories have had impact on the introduction and implementation of the good governance strategies. These theories are explained in brief in the succeeding paragraphs.

6.4.1 Theory of New Public Management

The theory of New Public Management (NPM) emerged around late 1970s and 1980s as the key reform agenda in the OECD countries. The initial aim was to improve the efficiency and effectiveness of the public sector institutions. The philosophical foundation of NPM laid emphasis on local's participation through the private sector. This has led to emergence of new organisational economics and managerialism, which is sponsoring new professional management and self-motivation in the centre to improved institutional performance. This is regarded as a paradigm shift as the old rules-driven and highly processed management style is replaced by a new strategy 'which attempts to combine modern management practices with the logic of economics, while retaining the core public values'. Researchers generally recognise eight core elements of NPM, which are as follows:

- Cost effectiveness
- Greater transparency in service delivery resource allocation
- Traditional institutions are to be decentralised
- Management efficiency within public sector agencies
- Disaggregating public service functions from their purchase
- Introducing stakeholder approaches
- Performance-based management system
- Contractual services and performance-based appraisal
- Increasing the emphasis on service quality, standard setting and public responsiveness

Thus all these elements have transformed the role of the local government into a more active, independent and economic organisation. It has also been said that the present traditional public administration will, in the future, inevitably be managerial, both in theory and in practice.

Thus all these aspects of NPM drive the public management to the doors of the local stakeholder and use their local knowledge and expertise to make more effective and sustainable development. In the traditional bureaucratic system, the people were considered to be *clients*. And now NPM has changed this view by considering them to be *customers*, and thus use their knowledge to bring about effective development. The client was considered to a passive recipient who obtained services without any exchange, while the customer is understood be an active recipient who obtains services by exchanging local knowledge. Therefore the customer poses more rights than the client. Hence NPM creates an environment that is more transparent, accountable and predictable, and this in consequence leads to promote and develop good governance at local levels. Other important and essential foundations for NPM in practice as identified by the researchers are as follows:

- Establishing democratic political governance frameworks
- Bottom-up accountability
- Local stakeholders acceptable performance

And today the public value is the principle of NPM which is in forefront of political agendas of many developed countries. There is also an alternate view that NPM is a threat to participatory work and it obstructs good governance. This is because this approach in improving performance creates a silo mentality which works against networking and partnership. On the other hand, there are other scholars who argue that NPM helps in good governance.

- In developing countries, the international development agencies (IDAs) included this NPM as on the vital preconditions for obtaining the foreign assistance.
- These IDAs have argued that NPM-based reforms in the country will increase the accountability and efficiency in public service delivery, which will therefore result in reaping maximum benefits out of the aid assistance.
- Several other scholars have also argued that traditional bureaucratic system has to be replaced by people-oriented NPM to make such reforms effective.
- Some scholars view good governance and NPM as mutually supportive, since both reinforce each other to enhance accountability and efficiency in public institutions.
- In order for establishment of good governance, the mentality and attitude of the government officials and the people's representatives should be changed, and NPM can help change the management style to foster good governance.

Some of the other scholars indicated that the scope of application of NPM in the developing countries is less encouraging because of inadequate economic, technical and sociopolitical institutions. But indeed, NPM has brought quite some changes and reforms in the Western countries. The reforms which were carried out under NPM can be broadly classified into the following heads: marketization, accountability, decentralisation and efficiency. By contrasting the main features of good governance and NPM, a shared dimension between them can be drawn. This can be seen from the following diagram:

Efficiency Managerialism Business process reengineering Local based strategy Locally sustainable programmes		
Accountability and Transparency Performance management Program budgeting Local business focused	Shared Dimension with Good Governance Performance based management Sharing local knowledge Reinventing government Enhancing accountability Customer focus management	Decentralisation Reallocation of responsibilities from central to local authorities Being local Devolution Sharing views with local stakeholders
Marketisation Competitive and best practice Contracting local partners Participatory monitoring Risk sharing Local market based decision		

- Some scholars do call for training of the sustainable development managers to effectively survey and engage local people, collect data and translate those findings into meaningful statements which can be used to support informed discussion which is possible by introducing NPM.
- World Bank calls for the government and the elected officials to be transformed as 'change agent' for the implementation of good governance.
- The World Bank also viewed the public managers as 'agents of development'.
- They must be resourced and equipped for such role. When governments move beyond NPM, new avenues involving community and local knowledge enter the public administration with consequences of changes in skills needed for the administrators.

From the above analysis, it can be seen that NPM envisions rule *for* the people while good governance calls for rule *with* the people. While NPM helps bring the officers themselves to open the door, good governance equips and empowers the local communities to open the door for the officials. This means that NPM teaches the officials to treat people as customers and open the door to invite them in, in contrast, good governance is for empowering the people as citizens of the society to open the door. Hence both these acts are required at the same time for creating a congenial and non-conflicting situation for establishing good governance.

NPM has indeed brought in potential for changing the traditional governing process. Through implementation of NPM, the governing process has become multifunctional opposed to the traditional uni-factorial state that runs services to the people. This might open up new avenues for the local people to envision governance process at local levels.

6.4.2 Total Quality Management

The fundamental philosophy of Total Quality Management (TQM) is to—in all activities concerned in an institution—maintain professionalism and perfection in them. It gained prominence among the scholars and practitioners during the 1990s. Since then, this theory has got established itself as a system for improving the performance of the institutions and raising the satisfaction of the customers. TQM is said to have both internal and external focus on an institution's business management. The core values of TQM identified by the scholars are as follows:

- Management commitment
- Local-based decision
- Customer focus
- Process focus
- Continuous improvement in delivering of services

Though the concept of TQM is generally exercised within the enterprises, it can also be used in public sector as well. The important suggestion of the TQM experts is knowing and understanding the local people first for improving quality of services in the public sector. According to the external customers, the management activities related to the delivering of the public services should be improved. And today, the aim of a good public management is to effectively design the services that makes sense to citizens, business and international clients.

TQM has internal focus too; as in, it is focused on improving the internal management to effectively deliver customer service. Today both customers and employees are central to the governance phenomena. And hence any strategy to improve the service delivery should read the society and local places. The TQM is focused on its internal employees, as it believes that if the quality of employees is improved, then customers automatically receive quality service. And hence when performance of employees are improved, the performance of service delivery is also simultaneously improved.

Hence the common element of TQM and good governance are to recognise the importance of the local people for the development of the institution. The important elements are as follows:

- Overcome barriers in networking with the external customers, that is, local people;
- Improve relationship between the institution and its beneficiaries;
- Restructuring of the administrative functions and process and
- Motoring the performance of the officials, making them accountable to the beneficiaries.

Thus, idea underlying the concept of TQM influence is good governance.

6.4.3 Public Choice Theory

This theory originated within the economics arena. It basically focused on people's choice in selecting the public service. This theory considers the public as buyer of the best product and hence conceptualises market-like competition in public service delivery. The public choice

theorists argue that monopolistic production of goods by both private and public sector leads to inefficiency in service delivery management.

The application of strategies elaborated by the Public Choice Theory (PCT) makes the institutions provide innovative, cost effective, and locally sustainable products. In order to follow this strategy, the public institutions have undergone more decentralisation and the public service delivery has been outsourced. It is suggested based on evidence that better efficiency comes from competition rather than public or private nature of the organisation. Implementation of this theory thus is advantageous to the local people and other beneficiaries over that delivered by the public officials. PCT has also introduced participatory implementation and monitoring of the local public service delivery mechanisms. Thus the core concept of good governance matches with the central element of participation in PCT.

Therefore it can be seen clearly that PCT matches with the concept of good governance because of having the following characteristics:

- Management functions has to be decentralised to local levels, and it has to be shared with the local stakeholders to provide services according to choice of the local people.
- The role of central government in providing public service has to be reduced and local people should be influenced to create best innovative local institution.
- The traditional management has to be re-engineered to make it more people focussed.
- Civil, private and the NGOs should be increasingly involved to make the service delivery locally sustainable and more efficient.
- Local knowledge and resources should be used to get cost effective and best alternative choices for service deliberation.

6.4.4 Public Value Theory

The basic and fundamental assumption of the Public Value Theory (PVT) is to provide services according to the interest of the public. Public interest is defined as what people would choose 'if they thought sensibly, saw clearly and acted generously and disinterestedly'. Thus this theory calls for desired outcomes of public programs and participation of the expected beneficiaries to see the outcome of the public services when delivered by the government bodies. The concept of PVT operates at the highest levels, such as in the philosophical discourses about the public interest, or at the operational levels, whereby focus is on the desired outcomes. Thus this theory persuades the public institutions to recognise the public value of goods, resources and services and to effectuate the procedure under what 'is the public best served'.

- The concept of public interest was seen a few decades ago as too vague, too value loaded, too conflicting and too ambitious with the policies of group accommodation; but today, even in the developing countries, the public programs and policies are labelled as 'for the public interest'.
- This idea of embracing the people and their interests makes the government to introduce good governance, which is transparent and conceivable by the people especially when such program is introduced by the development agencies.
- Recently researchers have suggested to move beyond the NPM's framework towards new and alternative paradigms, such as Public Value Management—'a way of thinking which is both post-competitive and post-bureaucratic'.

'Theory of public value' states that public sector can stay alive and effective by creating public value through proper and successful practice of public management. It is also said that this concept turned the old bureaucratic practice of service delivery towards a new way of thinking, by incorporating people's interest and choice for the services rendered. PVT envisages a more proactive and political role for the public sector managers. The role of public sector managers included managing up to authorising level and also managing to the citizen level.

Thus this theory included that public officials and other representatives should include people at the centre of making decisions for service delivery. And, thus, it also pursues the ideal of good governance as it both focuses on the people.

6.5 CONTEXTUALISING PEOPLE'S PARTICIPATION

Traditionally, people in a democracy use their right to elect their representatives who then hold the public administrators accountable for implementing any decisions that affect the people. This is the common practice followed in any representative democracy or representative local governance, where the people elect those who rule them. This means that people should participate in the governing process through their representatives to get services from the government. This scenario is changing as people do want themselves to be considered as clients in the representative form of democracy. Today, especially in developed societies, the citizens want to put forth their opinion regarding any decision that has effect over them in the future.

- It is identified by many scholars that representative democracy is not working as expected to meet the needs and aspirations of the people.
- They call for direct democracy, where the people will be directly consulted to recognize and implement their desired programs.
- This form of direct democracy is in consonance with the concept of good governance, which supports the view that involved citizens become more informed and eager to dedicate their time in pursuit of finding a solution.

Hence today, many academicians, politicians, civil societies and donor agencies call for direct participation of the people in the governing process. It is believed that people are entitled to participate in all such public affairs which have effect on their lives, and such participation will remain at the heart of today's governance. Presently there is also increasing awareness among the people in matters of public affairs which, therefore, has forced the government to share their authority with the people. Hence the best outcome of this process has forced all concerned institutions to place the people at the centre of governance. Thus the term governance has been defined as not only working with the people but also

- being accountable to the people;
- being transparent to the people and
- following laws of the local people.

The attributes of good governance, as pointed out by the international development agencies, indicate a growing emphasis on economic development through effective people-oriented government process, that is, governance. The governance indicators, such as the *accountability, efficiency, transparency, participation, effectiveness*, etc., need to meet the public belief of good governance.

Even though all the four elements of good governance are mutually supportive of each other, we can find that people's participation is central element among these. That is a people-participatory government ensures more transparency is more accountable and ensures predictability governance to its people. Therefore good governance is considered to be 'not just pro-people of people-centred; it has to be owned by the people themselves'.

Good governance is also otherwise described as 'government for the people, transparent to the people, accountable to the people, stand by rule of people and for the betterment of the people'. This is similar to the Gettysburg address by Abraham Lincoln where he called the democratic government as, *government of the people, by the people and for the people*. This means that the people are at the heart of true democracy. Thus a true democracy should ensure the participation of its citizens not just at the central level, but also at the local level.

- In 1989, the Organisation for Economic Cooperation and Development (OECD) released a 'Policy Statement on Development Cooperation in the 1990s', which stated that the participatory development is the most important issue on development aid agenda for the years to come.
- Governance means that involvement of number of actors in the decision-making process brings together multiple actors, for example, state, corporate, private sector and the civil society.
- In process of governance, the State is only one of the actor, and the others being the civil society, which is the people, the beneficiaries of the decisions.
- This is understood that, people become inseparable part of the decision-making process and in the implementation of the decided programs.

Through proper and effective policies and regulations, government can open the door to let people in to take part in the decision-making process that has an effect on them. And this does not mean that people will come forward immediately to take part in such processes. What needs to be done is that the people have to be empowered enough to make them come forward and take active control to make decisions for themselves. And when people are empowered, even if the government is unwilling to let the people in, they themselves will force it to open the doors for them.

Empowered people will come forward and participate and protest against any anti-people decisions. Hence, particularly in developing societies, where people are illiterate, not united and not aware about their rights, they need to be empowered more with more participation. In fact, in developing countries, good governance would not be attained unless participation of the people is ensured at the local level. It is argued that 'it is logical that development should start with people as development is about improving the lives of the people'.

- World Bank defines participation as a process through which people share and effect control over the development initiatives and the decisions and resources which affect them.
- It is also defined as the process by which the members of the society share power with the public officials in taking important decisions and actions related to the community.
- Most scholars consider participation as central to sustainable development programmes, even though it might cause some delay, or increase in cost or raise some conflicts.
- Participation is considered to be a social transformation mechanism, where the power is transferred from the implementing agency to the civil society.

The following is the World Bank report, which described four categories of people's participation for different kinds of programs. There four categories are follows:

1. **Information sharing:** Service providers like the project designers and managers inform the local people in order to facilitate action by them. Information helps the locals to understand and perform their tasks better. In family planning and nutritional programs, such information sharing works better.
2. **Consultation:** The local people are consulted at every or key stage in a project cycle. There is opportunity for the people here to interact and provide feedback to the service providers which could be included in the design and implementation stages. If the farmers are consulted during the extension programs and arrangements, the project outcomes are likely to be better than that when they were merely informed.
3. **Decision-making:** This happens when the beneficiaries have a decision-making role in matters of program design and implementation. Decisions can be made jointly with the service providers on certain issues related to the project. Thus slum dwellers may be involved in the process of upgrading their house together with the project staff on the design.
4. **Initiating action:** In this category, the beneficiaries are able to take initiative in terms of actions/decisions pertaining to the project. This implies a proactive capacity and confidence to get the services on their own. The beneficiary group identifies a new need and decides to respond on its own; they are thus taking initiative for their own development.

However other researchers argue that people's participation is a continuous process, and it passes through a number of stages. Accordingly, people are first informed, and then they reach control position of a decision through continuous participation process. People therefore should participate from or before the beginning of a project so that they can take effective control over the project for the sustainable use of the outcomes.

The following are the various stages of people's participation as identified by number of studies and scholars:

1. As per the International Association of People's Participation:
 - a. Inform: One-way communication
 - b. Consult: Two-way communication
 - c. Involve: Participatory process
 - d. Collaborate: Partnership
 - e. Empower: Implementing what public decides
2. A metaphoric eight-rung ladder of participation as developed by Arnstein:
 - a. Manipulation
 - b. Therapy
 - c. Informing
 - d. Consultation
 - e. Placation
 - f. Partnership
 - g. Delegated power
 - h. Citizen control

3. A study carried out by Wilcox identified the following five stages:
 - a. Informing
 - b. Consulting
 - c. Deciding together
 - d. Acting together
 - e. Supporting independent community interests

6.6 USE OF TOOLS FOR PEOPLE'S PARTICIPATION

Governments use different type of instruments to create awareness for different levels of engagement to develop awareness in the local community. Here the term *instrument* means the device used by the organisations to sustain and organise people's participation. In the World Bank report in 1987, Samuel Paul described the following three instruments used for people's participation:

1. **Field workers of the project agency:** A project may use its field staff to mobilize and interact with beneficiary groups. They operate at the grassroots level and yet are part of the project agency. In agricultural and irrigation projects, field workers are often used to organize and interact with farmer groups. Field workers' orientation and commitment to Citizen Participation are key determinants of their effectiveness as instruments of Citizen Participation. Training can be used to influence their community mobilization skills and attitudes. If they see themselves primarily as agents of the government or donor, their ability to promote and sustain Citizen Participation is likely to suffer. If this perception is also shared by beneficiaries, the chances are that field workers will not be able to facilitate Citizen Participation except at a relatively low level of intensity.
2. **Community workers/committees:** A project agency may draw upon workers or volunteers from among beneficiaries to act as community mobilizers. Such persons may or may not be paid by the agency. However, in all cases, the community may have had a say in their selection and the roles they play. If they are selected through a community consensus or a consultative process, they are likely to identify better with the community's problems and feelings and facilitate Citizen Participation more effectively. Instead of community workers, committees which represent beneficiaries may be organized as an instrument of Citizen Participation. Where large numbers of people are involved, committees are a useful device for beneficiaries to reach higher levels of Citizen Participation intensity, provided they truly represent the community's interests. Committees have acted as a Citizen Participation instrument in several primary healthcare projects.
3. **User groups:** Where the number of beneficiaries is manageable either because of the local nature of a project or the specialized nature of the group (farmers, mothers with small children, etc.), it is possible to organize viable groups of users as an instrument of Citizen Participation. This instrument has the potential to reach the highest level of Citizen Participation though its creation and sustenance are the most complex. User groups may operate at any level of intensity and, over time, may rise from one level to another. Of all the instruments, user groups are likely to involve the maximum number of relevant beneficiaries in a given project context. The use of one instrument, however, does not preclude the use of others. User groups may coexist with community volunteers or committees.

Unlike field workers, who by definition can be organized only through external intervention (e.g., by the project agency), it is conceivable that user groups could be created through the medium of internal leadership or external intervention. Where user groups are energized by local leadership, the intensity of Citizen Participation is likely to be high. Intermediary organizations, such as NGOs can also be a medium for the use of any of these instruments. Needless to say, it will take a highly committed NGO to create and sustain user groups at a high level of Citizen Participation intensity.

6.7 RELATIONSHIP BETWEEN PEOPLE'S PARTICIPATION AND GOOD GOVERNANCE

The level of good governance increase through effective participation by the people in development programs. The Japan International Cooperation Agency in 1995 reported that good governance is the foundation for the participatory development inasmuch as it provides the government methods needed to encourage the people's participation and create environment where they can participate effectively. Such effective participation by the people can enhance the transparency of the developmental works, increase the accountability of the implementing authority, compliance with the local law and which therefore consequently establishes good governance. Thus, this indicates that people's participation and good governance are inseparable from each other.

The Japan International Cooperation Agency (JICA) in 1995 developed a diagram showing the link between the participatory development and good governance, which thereby can enhance democracy in the country. This is presented as in Fig. 6.1:

There are various other models of governance developed by number of scholars, on the basis of interaction between the citizen and the government. They can be seen as follows:

1. Managerial Model

The people here are seen as passive recipients of information. The governing bodies unilaterally deliver message to the people. This is a top-down approach of implementation.

2. Consultative Model

This model is direct contrast to the managerial model. In this, the governing body uses information to inform people, which therefore facilitates communication between the government and the people. This model is also called as the 'pull' model as it reduces the gap between the citizens and the government.

3. Participatory Model

In this model, the proper information is provided to the people, which facilitates their involvement in the government programs. There are no practical barriers to the involvement of the people. The power of this information helps people to form civil society. Almost all section of the society are involved in the decision-making process. Mutual understanding and assistance helps to achieve the goal.

4. Disciplinary Model

In this model, people—when they are fully empowered—may initiate collective social programs. This model imposes responsibility the local governing bodies to provide for better policy to the people.

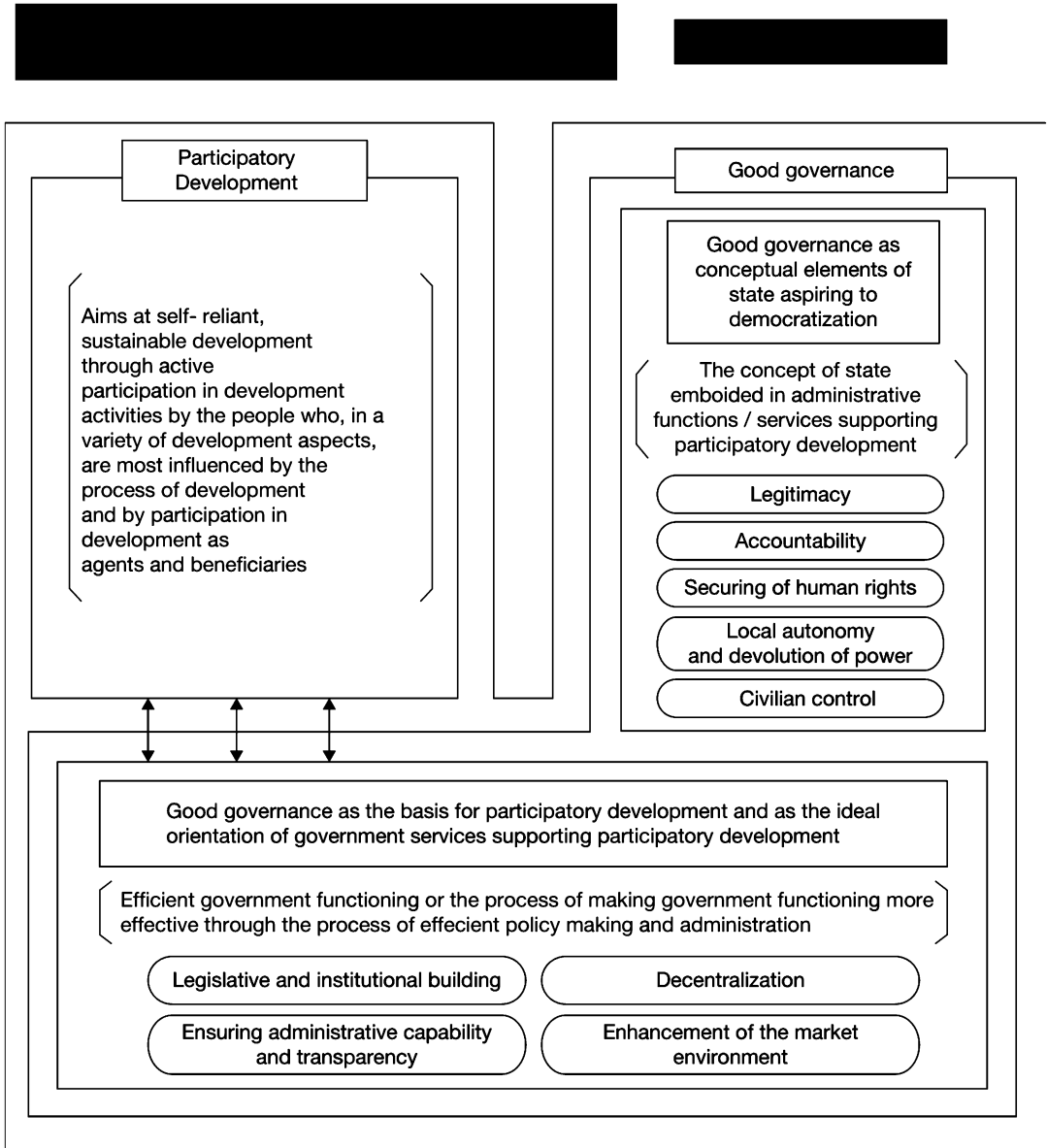


FIGURE 6.1 Relationship Between Participatory Development and Good Governance

5. Network Model

In this model, the reciprocal communication between the parties develop trust in each other. The collaboration and networking between the service providers and the receivers evolve in a friendly environment.

6. Community Empowerment Model

It is a bottom-up approach. It happens because of extensive participation from the community.

From the above we can draw the correlation between the various stages of participation and the model of governance associated with it. This is depicted in the table below:

Stage of Participation	Model of Governance
Stage 1: Inform: It is a one-way process, where the governing agency tells the people the decision it takes before or during the implementation of programs.	Authoritarian Model: In this model, the decision is taken from the top and it trickles down. It is mostly implemented by the bureaucrats. This program process is not transparent, predictable or accountable.
State 2: Consult: It is a two-way communication; but, here the engagement of the people is limited in the decision-making process. The feedback is got from the people, but the governing agency unilaterally makes decisions and implements them.	Bureaucratic Model: In this model, people's participation is not enough to transfer of the power. The program process is less transparent and less predictable. The implementing agency is accountable not to the people but to its superiors.
State 3: Involve: In this model, the view of the participants are not only listened, but they are also engaged during the implementation stage. They are also engaged during the budget discussion and program implementation. But the entire community is not involved in this process.	Political Model: In this model, the people's participation is sought and they are engaged. But here the participation is carried out only by certain segment in the society, which leads to raise in tension and conflicts between different interest groups. The governing body is transparent and accountable not to the whole community, but rather to a section of the populace.
Stage 4: Empower: At this stage, the governing body allows the people themselves to directly get involved in the decision-making process. They are encouraged to come up with their own decisions and resources to implement the development programs together. Here the governing body works as a facilitator.	Democratic Model: This model allows for developing partnerships between people and the governing body. The authority is delegated to the people to take decisions and to implement program by sharing of local knowledge. The entire process is completely transparent, predictable and accountable.

6.8 MODELS OF GOOD GOVERNANCE ON THE BASIS OF PARTICIPATION LEVELS

The following are the models of good governance based on the basis of people's participation:

1. Authoritarian Model

This model evolves when the people's participation is at the information level. Here the decisions and the resources come from the top. The implementation of the project is carried out by the bureaucrats of the local agency, by following traditional, rigid processes and where the people are treated as passive recipients of the services. Authorities use local representatives or some display board or snail mail to inform the people regarding the development programs. The entire process is not transparent or accountable. It therefore has:

- Low accountability
- Low transparency
- Low predictability
- Low participation

2. **Bureaucratic Model**

This is the model which develops when the people's participation is at consultation level. In this model, the governing agencies consult with the people and use resources of the people. But they do not share power with them in making decisions or policy. The participation is not complete/full enough to allow people have knowledge about the resources; hence, this leave scope for corruption. A public meeting is usually conducted for consultation. The authorities treat the people here as either customer or clients as they do not share the whole process of project implementation. Despite the governing body remaining accountable to the people, it is still less transparent and less predictable. Therefore this has,

- Accountability
- Less transparency
- Less predictable
- Participation

3. **Political Model**

This model evolves when the participation is at the stage of involvement. Here the governing agency shares knowledge, authority and resources with the local people in order to take decision to implement the project. Moreover, the important aspect of this model is that the people and the governing body jointly form a kind of coalition where both these parties share histories, values, rituals and other common interests, and thereby establish a more cooperative network to develop any program. And the problem arises when only a particular faction of people are engaged in such consultation process. The people here are treated as partners, players, but the trust between the governing body and the locals remain weak as the only a segment of population is involved in consultation process. Thus predictability, transparency and accountability are high in this model, albeit only for a section of the society. Therefore this has:

- High accountability
- High transparency
- High predictability
- Segmented participation

4. **Democratic Model**

This model evolves gradually as people attain empowerment. This model calls for developing partnership with people, implementing programs, delegating authority to make decision, by sharing the local knowledge, resources and values. Participatory planning and strategic decision-making, which enable the development of a common vision, effective, efficient and transparent management which create a positive joint-working environment. Predictability, transparency and accountability are relatively high. This is the most rational model, as the people here are considered as stewards or navigators. But the authorities here should be open, flexible and encourage the development of such a model. Therefore this has:

- High accountability
- High transparency
- High predictability
- High participation

Hence democratic good governance can be achieved by proper cooperation between governing agencies and the local people. On the one hand, the governing agencies should come closer to the local people by extending and smoothening the pro-people systems and approaches. On the other hand, to make effective joint decisions, the local people have to be empowered enough. Only through such reciprocal activities, people's participation can be made effective enough to achieve good governance.

6.9 EFFECTIVE PARTICIPATION FOR GOOD GOVERNANCE

World Bank defines, 'Effective Participation', as a process through which people influence and share control over the development initiatives. Thus the word 'effective' means situations where the participation of the people makes a difference within the decision-making process or the policy outcome of the government. Thus it means more empowerment of the local people, and when people are more empowered, there is more accountable, more predictable and transparent government. And this makes the people's participation in the local development more effective. But empowering people alone will not be enough to achieve good governance. The governing agents at the local level, the officials have to change their attitudes to welcome people to the decision-making process.

As the term good governance means, creating a bridge between the governed and the government, hence both officials and the local people need to cooperate with each other to uphold the value of direct people's participation. On the one hand, an effective, robust participatory system and laws complementing them should be made to build the capacity of the local governing agencies. And on the other hand, high social capital and strong civil society groups are required for the empowerment of the local people. Thus the effective network between the governed and the governing bodies depend on fulfilment of some normative elements in the society, such as the equity, empowerment and power-balance and social capital.

- The two major aspects of developing social capital are social norms and trust, which help people in networking with each other.
- People share values, concerns with help of such networks, and this consequently transforms into group energy.
- This group energy then helps to hold the local authority accountable for delivering of services and development.
- In this way, social capital can be used to achieve good governance.
- Both the people and the governing agencies should act mutually to develop trust and norms, that is, social capital.
- Effective participation in a society is not possible if its normative values are not adhered to.
- Local stakeholders, those who are in networks with the social capital, have to be included in consultations for the development of policies of the government that can ensure effective participation of the people.

For a long time, governments in various countries have been following 'technocratic policy analyses' for making the public management systems more effective. This meant that the governmental agencies did not include the local people, or did not use the knowledge of the local people, for making decision that would have effect on the local people. In contrast to this approach, scholars have suggested that local elements and knowledge have to be considered

in making a public system sustainable. The 'Participatory policy analysis' helps to find out the actual problem and identifies ways to overcome them. Therefore local knowledge and normative elements should be considered when planning on how to make local government more sustainable by warranting effective people's participation.

6.10 CITIZEN AND ADMINISTRATION

Welfare orientation is the characteristic of a modern democratic state. Hence the government has come to play a significant role in socioeconomic development of the nation. This has resulted in the expansion and growth of the bureaucracy and multiplication of the administrative process, which has resulted in increased administrative discretion and power enjoyed by the civil servants at various levels of government. Such discretionary power might result in harassment, malpractices, maladministration and corruption.

Hence such a situation gives rise to citizens' grievances against the administration. The success of a democracy and realisation of socioeconomic development lies in the fact that grievances of the citizens are effectively addressed. Hence the following institutions have been created across the world in order to effectively address the citizens' grievances:

- The Ombudsman System
- The Administrative Courts System
- The Procurator System

The Scandinavian Ombudsman is the earliest of the institution in the world, which was created to address the grievance of the citizens. Ombudsman is called to be a unique institution which is appropriate for dealing with the complaints of ordinary citizens about the unfair actions taken by the administration.

6.10.1 Ombudsman System

The first institution of ombudsman was created in Sweden in 1809. The term 'Ombud' is of Swedish origin, which refer to a person who acts as a representative of another person. The Ombudsman also refers to an officer who is appointed by the legislature to handle complaints against the administrators and the judiciary.

The following matters are dealt by the Swedish Ombudsman:

- Maladministration, that is, inefficiency in achieving the targets;
- Nepotism, supporting one's own kith and kin for employment and various other purposes;
- Administrative discretion is abused, official power and authority is misused;
- Discourtesy, use of abusive language and misbehaving with the people and
- Corruption in administration, asking for bribe for doing official work.

The Ombudsman is appointed for a term of 4 years by the Parliament. He/she can only be removed by the Parliament on the grounds of loss of confidence in him/her. The annual report is submitted to the Parliament; hence he/she is also termed as 'Parliamentary Ombudsman'. But he/she is independent of all the three institutions: legislature, executive and the judiciary.

It is a constitutional authority, which enjoys power to supervise the compliance of rules and regulations, by the administrators, and verify whether they are performing their job properly. Hence, in other words, we can say that the Ombudsman keeps a watch over the civil,

judicial, military officials so that they function objectively, impartially and legally in accordance with the law of the land. But he/she does not have the power to reverse or quash a decision and he/she has no direct control over the administration and the judiciary.

The Ombudsman acts either on the complaints received from the citizen or on his/her own, that is, *suo moto*. He/she has the power to persecute any official, including the judges. But he/she has no power to impose any punishment. He/she can report to the higher authorities to take necessary action against the erring officials. The following are the characteristics of the Swedish Ombudsman:

- Impartial and unbiased inquiry into the complaints received;
- Unlimited and uninterrupted to all files related to administration;
- A very wide publicity is given for its functioning in the media;
- It has *suo moto* power to initiate investigation;
- It is a very direct, cheap, informal and speedy method of handling the complaints;
- Its action is independent from the executive and
- The report is submitted to the Parliament and not the executive. The institution of Ombudsman is based on doctrine of administrative accountability to the legislature.

From Sweden, this institution spread to other Scandinavian Countries, such as Finland (1919), Denmark (1955) and finally Norway (1962). The country of New Zealand was the first from the Commonwealth nations to adopt this system in the form of appointment of a Parliamentary Commissioner for Administration in 1967. And nearly 40 countries have adopted this system of ombudsman in one form or the other with different nomenclature and functions. In India, this system is called as Lokpal and Lokayukta.

The system of Ombudsman is the bulwark against the official tyranny by the democratic government. It is considered to be institutionalized form of public conscience.

The administrative court which was first developed in France, also acts as an important instrument for redressal of grievances of the citizens. Because of its successful functioning in France, this system has been adopted in a number of countries around the world, such as in European countries like Belgium, Greece, etc., and other African countries.

The procurator system operated in socialist countries like former USSR, Hungary, Poland, China, Czechoslovakia and Romania, etc. This was the system used to address the grievances of the citizens. The office or Procurator General is still operational in Russia. He/she is appointed to office for a tenure of 7 years.

6.10.2 Institutions in India

The following are the existing legal and institutional framework to address the grievances of citizens in India:

- Special Police Establishment, 1941
- Delhi Police Establishment Act, 1946
- Central Bureau of Investigation, 1963
- State Vigilance Commission, 1964
- Lokayukta in States
- Divisional Vigilance Boards
- National Consumer Disputes Redressal Commission
- Commission for SCs and STs

- Directorate of Public Grievances in the Cabinet Secretariat, 1988
- Anti-Corruption Bureau in States
- Public Servants (Enquiries) Act, 1850
- All-India Services (Conduct) Rules, 1954
- Prevention of Corruption Act, 1947
- Supreme Court and High Courts in States
- Central Civil Services (Conduct) Rules, 1954
- Administrative Tribunals
- Parliament and its committees
- Vigilance organisations in the ministries/departments, attached, subordinate offices and public undertakings
- Indian Penal Code, 1860
- Railway Services Conduct Rules, 1956
- 'File to Field' innovative programs operate in some States (e.g., Kerala), where administration goes to the village and hears the grievances of the people directly in the field, and take immediate action.