

**ANNOTATED BIBLIOGRAPHY**  
**ON**  
**LOCAL SELF GOVERNANCE**

**COMPILED BY**  
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## **PREFACE**

The purpose in compiling this book on “Annotated Bibliography on Local Self Governance”, is to make available a list of recent relevant and useful national and international resources in the field of Local Self Governance.

The basic intention is to provide a handbook of annotated bibliography for administrators for promoting interest and enhancing the access to information about Local Self Governance in general and Panchayati Raj in particular.

This book is intended to help not only the administrators, but also a

citizen, who is a layman, to find his way or to understand the vast and complex Governmental apparatus.

This annotation is a summary or evaluation, it is a list of citation of books, articles and documents. Each citation is followed by a brief description and evaluation

paragraph. The purpose of this annotation is to inform the reader of the relevance, accuracy and quality of the sources cited. It may serve a number of purposes: a review of the literature on Local Self Governance, illustrate the quality of research that one has done, provide examples of the types of sources available,

describe other items on a topic that may be of interest to the reader and explore the subject for further research.

Last but not the least, this book stresses the place of the common man in all the process of administration, in the sovereignty of the people, in the principles of good Governance and administration as the only way to a stable, peaceful and prosperous way of life for the nation as a whole.

The resources have been drawn from library searches, recent publications, monographs, research reports, conference papers proceedings, fields visits and

information sources from various research institutes.

This research owes so much to so many people that it is difficult to single out those who have helped me in the writing of it. However, I owe a special debt of gratitude to some of them, which I deem it right to acknowledge by name.

First of all I thank our Coordinator, Shri Manoj Ahuja, who constantly guided me and encouraged me to remain dedicated to my work. I express my profound thanks for his inspiration and guidance.

Special thanks are due to the Librarians of II PA Library, New Delhi, ICSSR Library, Delhi, Delhi University Library, JNU Library, Ratan Lal Tata Library, New Delhi, Institute of Social Science Library, New Delhi, Indian Social Institute, New Delhi. All of them gave me special assistance in providing all the books, journals, newspapers, gazetteer, articles, and chronicles.

I am grateful to my colleagues Dr. A.P. Singh and Shri S. Tripathy for their intellectual and emotional support to me. I would like to thank Shri Samar Singh Kashyap, Shri Dalip Singh Bist, Shri Ramesh Kothari, Shri Deepak Kumar, Shri S.S. Kharola,

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## Introduction

This annotated bibliography covers a selection of recent literature on a wide range of issues relating to Local Self-Governance. The purpose is to make available a list of recent relevant and useful national and international resources in the field of Local Self-Governance. The basic intention is to provide a handbook of annotated bibliography for administrators for promoting interest and enhancing the access to information about Local Self-Governance in general and Panchayati Raj Institutions in particular. This bibliography is intended to help not only the administrators, but also a citizen, who is a layman, to find his way or to understand the vast and complex governmental apparatus.

An annotation is a summary or evaluation, it is a list of citation of books, articles and documents. Each citation is followed by a brief description and evaluation paragraph. The purpose of the annotation is to inform the reader of the relevance, accuracy and quality of the sources cited. It may serve a number of purposes: a review of the literature on a particular subject, illustrate the quality of research that one has done, provide examples of the types of sources available, describe other items on a topic that may be of interest to the reader and explore the subject for further research.

Every good research paper is an argument. The purpose of research is to state and support a thesis. So a very important part of research is developing a thesis that is debatable, interesting and current. Writing an annotated bibliography can help one gain a good perspective about one's topic. By reading and responding to a variety of sources on a topic, one will start to see what the issues are, what the people are arguing about and one will then be able to develop one's own point of view.

Writing an annotated bibliography is an excellent preparation for a research project. Collecting sources for a bibliography is useful, but when writing an annotation each source has to be read more

carefully and critically which is a little more than just collecting information.

Creating an annotated bibliography calls for the application of a variety of intellectual skills: concise exposition, succinct analysis and informed library research. First, location and recording the citations of books, periodicals and documents, that may contain useful information and ideas, has to be done. This is followed by citation of the books, articles or documents using the appropriate style and finally writing a concise annotation that summarizes the central theme and the scope of the books or articles. This includes one or more sentences that (a) evaluate the authority and the background of the author, (b) comment on the intended audience, (c) compare or contrast the work with the author one has cited, and (d) explain how this work illuminates one's bibliography topic. The annotation for each source is written in paragraph form. The length of an annotation will depend on the purpose and can vary significantly from a couple of sentences to a couple of pages. Writing either a summary or a critical analysis of each source will determine how much space is taken. There are many different ways to write the annotation:

1. Informative (summary – which tells us what the main findings or arguments are in the source)
2. Evaluative (which tells us what we think of the sources)
3. Indicative (description tells us what is included in the source)
4. Combination (tells us all sorts of stuff).

### Major Focus Area:

This annotated bibliography on Local Self-Governance has been grouped in eight thematic areas for the purpose of convenience.

- (i) **Direct Democracy and Citizen Participation – Concepts and Debates:** It highlights current concepts and

debates about the nature of citizen participation, especially in relationship to decentralization and democracy.

- (ii) **Deliberative Democracy and Citizen Empowerment:** It gives examples of current approaches that have been effective in strengthening citizen voice and participation in Local Governance around the world.
- (iii) **Responsive and Effective Local Government:** It deals with Institutional and Policy Reforms Documentation of Institutional and Policy Reforms that promote responsive and effective Local Government, especially in relation to social justice goals.
- (iv) **Decentralization and Democratic Social Change:** Literature exploring the ways in which decentralization can either encourage democratic social change or reinforce patterns of political and social inequality.
- (v) **Experiments in Empowered Deliberative Democracy in India:** People have aimed to devolve administrative and fiscal power to individual villages in India through creating channels for direct and representative democracy. In this area of bibliography both governance and capacity building concepts are discussed and examples are offered of how local governments have tackled problems such as those relating to decentralization and local accountability, governance structure, leadership and participation of stakeholders. Various impediments to people's participation in local governance are addressed and suggestions are put forward to ensure a more effective and meaningful participation. This area will emphasize literature on:
  1. Panchayati Raj Act
  2. Panchayat Reforms
  3. New Panchayati Raj Institutions and Emerging Trends

4. Panchayat at Work
5. Panchayati Raj, Political Parties and Elections
6. Panchayat and their Finance
7. Panchayati Raj and Decentralized Planning
8. Panchayati Raj and Education
9. Panchayati Raj and Decentralized Justice
10. 50 Years of Panchayati Raj in Rural Development

- (vi) **Gender Sensitive Local Governance:** With reference to Gender, there are four criteria which form the basis of good and Gender Sensitive Governance. This area will emphasize literature on:
  - (a) **Women Participation:** Which deals with equal participation in Government institutes and processes, freedom of Associations and space for an active women's movement.
  - (b) **Transparency:** Transparency and gender equity in the allocation of resources.
  - (c) **Legitimacy:** Legislation for gender equality and the promotion and protection of women's rights.
  - (d) **Effectiveness:** Gender sensitive policies and institutional structures.

It starts with the list of literature which describes the reasons for and the barriers to the participation of women in decision making, followed by a description of action to be taken and the best practices to increase the participation of women in PRI.

- (vii) **Training Module and PRI:** It is a compilation of literature on training modules, which are attempted in different parts of the country. It provides useful guidelines for administrators and NGOs in planning their agenda for training Panchayati Raj Members, women and marginalised section with respect to PRI function and powers.

(viii) **Last but not least – there are some recent acquisition of overseas publication:** This will deal with literatures on:

- (a) Decentralization for participatory planning
- (b) The global research framework of the decentralization and governance programme
- (c) Working from below, techniques to strengthen local governance
  
- (d) Rural district council, capacity building programme
- (e) Principles and practices of good governance

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## Chapter I

### Direct Democracy and Citizen Participation – Concepts and Debates

This portion of the bibliography highlights current concepts and debates about the nature of citizen participation, especially in relationship to decentralization and democracy.

**Beetham, D. (1996), "Theorising democracy and local government" in King, D. and Stoker, G. (eds.) Rethinking Local Democracy. Macmillan, London. 28-49**

There is no universally accepted notion of the proper nature of local democracy and there is much terminological confusion. The author considers the contribution of democratic theory to clarify the relationship between democracy and local government. Starting from the meaning of democracy itself, and an understanding of what kinds of principles and practices it entails, he addresses three questions: (i) What case is there, from a democratic point of view, for an elected system of local, in addition to national, government? (ii) What changes might make it more democratic, and how desirable and practicable would they be? and (iii) How might democracy be realized at the local level, other than through the formal structure of government? Two key democratic principles are identified - political equality and popular control. An extension of participation may therefore be judged 'democratic' to the extent that it secures greater popular control over collective decision-making, and greater equality in its exercise.

**Bucek, J. and Smith, B. (2000), "New approaches to local democracy: direct democracy, participation and the 'third**

**sector". Environment and Planning C-Government and Policy  
18 (1): 3-16**

The paper centres around what is seen as the two themes of particular significance in the changing world of local government: the growing pressures to incorporate participatory and direct forms of democracy into local government; and the varied use of a complex structure of non-governmental organizations as part of local governance. The various dimensions of direct democracy and participatory democracy are analyzed, leading to an examination of their different implications for transitional and established democracies. The different ways in which 'third sector' bodies are involved in local governance are also explored and their contribution to local democratization assessed. It is argued that innovations in participation and the involvement of the third sector can revitalize local democracy.

**Commonwealth Foundation (1999), Citizens and governance: civil society in the new millenium. The Commonwealth Foundation, London**

In 1997 the Commonwealth Foundation initiated the project "Civil Society in the New Millenium". This report is based on the answers given by thousands of ordinary citizens, citizen leaders and citizens in influential positions in 47 Commonwealth countries, to a series of questions about the kind of society they would want future generations to live in, and the role of government and citizens in creating it. The findings reveal the importance given by citizens to the fulfillment of basic needs, the need for association in community life and participation in public arenas. Citizens define a set of roles for the state and a number for themselves. A consensus emerges on the need for a strong state and a strong civil society, for deepened democracy and democratic culture, and for an enlarged role for citizens. On this basis an agenda is proposed for concerted action by political leaders and

public officials as well as by citizens, citizen leaders and their intermediary organizations.

**Cornwall, A. (2000), "Bridging the gap? 'Good governance', citizenship and rights." in Cornwall, A. Beneficiary, customer, citizen: Perspectives on Participation for Poverty Reduction. SIDA studies No.2: 60-68**

The World Development Report of 1997 talks of "bridging the gap between state and citizen". This author discusses the increasing convergence in the late '90s in debates on social and political participation. While social participation was scaling up from the project level into policy, the meaning of political participation was extended within the 'good governance' agenda to include more direct forms of citizen participation, especially at the local level. The chapter reflects in turn on the implications of experiences with participatory policy work, efforts to enhance accountability, and the return to a focus on rights. Strategies to engage citizens more directly in policy negotiation and in holding government accountable are seen in the context of an emerging rights-based approach to development in which new forms of active citizenship are beginning to be articulated.

**Cornwall, A. and Gaventa, J. (2000), From users and choosers to makers and shapers: Repositioning participation in social policy. IDS Bulletin 31 (4): 50-62**

The paper explores approaches to participation in social policy, setting them within broader debates on the rights and responsibilities of citizenship. Drawing on studies of participation in a range of social policy arenas, North and South, it explores the implications of a shift from a focus on clients or consumers of social policies as users and choosers to a more active engagement of citizens as agents in the making and shaping of the social policies that affect their lives.

**Cornwall A. and Gaventa, J. (2001), "Bridging the gap: citizenship, participation and accountability", in *Deliberative Democracy and Citizen Empowerment - PLA Notes 40: 32-35. International Institute for Environment and Development (IIED), London***

The paper explores a range of contemporary participatory mechanisms and strategies that seeks to bridge the gap between citizens and the state. It recognizes that the way forward in bridging the gap is a focus on both a more active and engaged civil society, which can express demands of the citizenry and a more responsive and effective state, which can secure the delivery of needed public services. A strong state and a strong civil society will enable the development of both participatory democracy and responsive government. A more active notion of citizenship is framed which recognizes the agency of citizens as 'makers and shapers' rather than as 'users and choosers' of interventions or services designed by others. Participation is recognized as a human right in itself and as basic for the realization of other human rights.

**Estrella, M. (2001), *Review of Literature on Indicators of Good Local Governance, Institute for Popular Democracy (IPD), Manila***

To measure good governance it is necessary first to be clear about what we mean by it. This literature review examines emerging concepts of good governance and provides a conceptual framework for defining good governance in terms of its context (local or national level), means (the capacity, performance, achievements, attitudes of specific actors) and ends (the goals of good governance). Based on this conceptual framework, five key measures of good local governance are identified: (i) participation, (ii) new styles of leadership, (iii) accountability and transparency, (iv) capable public management, (v) respect for law and human rights. These five key measures are not mutually exclusive, as they

conceptually interrelate and overlap. Based on the five identified measures of good local governance a database of indicators is produced. The literature review also examines who develops and who uses indicators of good local governance and raises some key issues in developing good local governance indicators while discussing how to mediate between different stakeholders' perspectives in defining good local governance. This literature review draws from different areas of academic study, such as governance, democracy, sustainable development, decentralization, participation and human rights.

**Gaventa, J. and Valderrama, C. (1999), *Participation, Citizenship and Local Governance - background paper. Conference: Strengthening Participation in Local Governance, IDS***

Gaventa & Valderrama argue that the good governance agenda draws attention to relations with citizens, and tends to encourage heightened interaction to improve democracy and governance. They point out that this starts to overlap with 'social' or 'project' participation; partly because development projects are key arenas for interactions, or because development is a big issue on the social and political agenda. In consideration of the impacts of scaling up project participation on states they highlight that such approaches hold the potential to produce changes in political awareness, behaviour and expectations. This provides scope to elaborate a notion of citizenship participation, which encompasses rights and civic/social responsibilities, and direct and representative forms of participation.

**International Institute for Environment and Development (IIED) (2001), *"Deliberative Democracy and Citizen Empowerment", Participatory Learning and Action (PLA) Notes 40. IIED, London***

The theme for this issue, deliberative democracy and citizen empowerment, focuses on how to engage 'the public' in policy formulation. There is an increasing interest from civil society in ideas regarding good governance, deepening democracy, and citizen empowerment, particularly, how to bring the public or the 'lay' perspective into the arenas where traditionally, the public had little or no involvement. This issue draws together some key thinking around public participation, using a range of techniques known as Deliberative and Inclusionary Processes (DIPs), including mechanisms such as Citizen juries, Citizen conferences and the like. The majority of experiences with these processes has been in the North, although increasingly, these are being adopted and adapted in the South.

**Lowndes, V. (1995), "Citizenship and Urban Politics", in Judge, D., Stoker, J. and Wolman H. (eds.), Theories of Urban Politics. Sage Publications, London**

The 1990s have witnessed a revival of interest in citizenship, which stems from a renewed concern with the 'triangle' of relationships between individuals, communities and government. Specifically, it reflects a concern that such relationships are breaking down. The first part of this chapter reviews the classical theoretical arguments linking citizenship, community and self-government. The author argues that in today's urban environment the integrity of the 'triangle' is threatened by the limited interest and involvement of individuals in local politics and civic life, the loss of relevance and coherence in local communities, and the inaccessibility and unresponsiveness of local political institutions. The second part considers the current revival of interest - in theoretical and policy terms - in citizenship, distinguishing between an 'individual rights' and a 'community membership' perspective. The author argues that both the theoretical and policy debates have been highly polarized, but despite sharp disagreements these debates reveal surprising areas of overlap and consensus. The author suggests that it is more profitable to see

individual rights and community membership as two 'faces' of citizenship, with the relationship between the two faces embodied in different ways in different historical periods and political systems.

**Pimbert, M. (2000), Transforming bureaucracies: institutional participation and people centred process in natural resource management - an annotated bibliography, International Institute for Environment and Development (IIED), London**

This annotated bibliography includes close to 390 references, which have been selected with the aim of highlighting different strands of the debate on organizational change and the institutionalization of participation in natural resource management. It includes an interdisciplinary range of references with the aim of overcoming the barriers between different traditions of knowledge and experience. It is divided into seven parts, corresponding to seven overlapping themes identified by the authors: (i) conceptual issues and theories of organizational change for participation, (ii) learning organizations, (iii) gender and organizational change, (iv) transforming environmental knowledge and organizational change, (v) nurturing enabling attitudes and behaviour, (vi) policies for participation, and (vii) methods for institutional and impact analysis. Each theme is introduced by a brief overview that points the reader to major issues in the literature and areas where questions remain unanswered.

**Robert J. Haynes, Senior Lecturer in Public Administration, Wolverhampton Polytechnic "Organisation Theory and Local Government", GEORGE ALLEN & UNWIN LTD, 40 Museum Street, London WC1A 1 LU, First Published in 1980], Second impression 1985, © Robert J. Haynes, 1980**

Organisation Theory and Local Government provides, for the first time, an analysis and assessment of recent trends and events in local government management set within an overall conceptual framework of organization theory. The book sets out to fill the gap between theoretical prescription and practical management application. It is essentially a study of 'theory in action' in the context of local government.

The analysis focuses on three areas of organizational design and functioning – the structural, the procedural and the cultural. In each of these areas the interrelationship between broad theoretical prescriptions and the actual management innovations introduced in local authorities is examined. A major portion of the book is devoted to an assessment of the importance of behavioural/cultural factors in the introduction and assimilation (or rejection) of managerial change, an aspect of organizational functioning which has been much neglected in the literature in local government management.

The book utilizes the most up-to-date research finding on management development in the post-reorganisation period and includes a detailed case study as an additional aid to analysis and interpretation. It will be essential reading for students studying local government and public sector management on higher national, degree and professional courses and will be of interest of practitioners who wish to gain and insight into the theoretical foundations of practical management situations in local authorities.

**Tornquist, O. (1998), "Making Democratization Work: From Civil Society and Social Capital to Political Inclusion and Politicization - Theoretical Reflections on Concrete Cases in Indonesia, Kerala, and the Philippines" in Rudebeck, L., Törnquist, O. and V. Rojas (eds.), Democratization in the Third World: Concrete Cases in Theoretical Perspective, Macmillan, London and St. Martin's, New York**

The author argues that the civil society and social capital paradigm used to explain democratization processes is not a useful one. The common thesis on civil society and democracy is that the former is a precondition for the latter and that stronger the civil society better the democracy. The extended proposition regarding social capital is that civil society is not enough: a civic community is also needed. The author disputes the paradigm by firstly examining its theoretical and empirical premises; secondly by questioning its generalization to the third world context; thirdly by arguing that it does not address the most relevant societal problems in these contexts; fourthly by showing how empirical results from comparative studies of civil society/civic community movements which give priority to democratization speak against the thesis. The author maintains that it is both more relevant and analytically fruitful to study the politics of democratization by focusing on three aspects: (i) the space for pro-democratic efforts; (ii) the structures through which people are included into politics; (iii) the politicization of people's interest and issues.

**Valderrama, C. and Hamilton, K. (1999) Strengthening Participation in Local Governance. Report of the workshop held at the Institute of Development Studies (IDS), 21-24 June, 1999**

This report highlights key discussion points that emerged from a workshop on "Strengthening Participation in Local Governance". Conceptual issues around participation, governance, citizenship and decentralization are discussed. Country presentations highlight various experiences in strengthening participation in local governance: these include looking at the context (particularly with respect to existing legal frameworks), the dynamics of participation, strategies and approaches that are employed to overcome barriers, the key lessons and proposed ways put forward for future research. Lessons and challenges from previous research

as well as a summary of action plans for collaboration and future research are also presented.

**Reference:** Logolink, [http://www.ids.ac.uk/logolink/resources/bibliography\\_part\\_1\\_1.html](http://www.ids.ac.uk/logolink/resources/bibliography_part_1_1.html).

## Chapter II

### **Deliberative Democracy and Citizen Empowerment**

It gives examples of current approaches that have been effective in strengthening citizen voice and participation in Local Governance around the world.

**Alvarez, S. E. (1993), "Deepening Democracy: Popular Movement Networks, Constitutional Reform, and Radical Urban Regimes in Contemporary Brazil", in Fisher and Kling (eds.), Mobilizing the Community: Local Politics and the Era of the Global City: 191-219. Sage Publications, California**

This paper examines the role of Brazilian urban social movements (USM) in 'deepening' political democracy, defined as the establishment of political-institutional arrangements that redistribute information about, access to, and influence in the governmental arenas where collectively binding policy decisions are made. The author draws on empirical examples from metropolitan São Paulo and maintains that the practice of 'direct democracy' at the community level to make demands on the state is the core of USM's political methodology. She argues that USM have contributed to deepening Brazilian democracy in three ways. First, they advanced an alternative democratic vision that emphasizes citizen participation as a crucial component of meaningful democracy. Second, movement networks and coalitions were instrumental in promoting constitutional reforms that extend new social rights and potentially expand the opportunities for political participation to subaltern groups and classes. Third, they have formed the core constituency of an innovative democratic party, the Workers' Party, which has worked to democratize the relationship between working-class citizens and the state at local levels, through the implementation of 'popular democratic' municipal administration.

**Ananthpur, K. and Ganesh, P. (2000) Governance and media: use of radio in disseminating information on participatory governance in Mysore district. A Ford Foundation Project with Institute of Development Studies (IDS)**

Report of an action research project that aimed to disseminate information on Panchayati Raj Institutions (or structures and institutions of local governance) to the rural population through the radio in Mysore, India. The authors point out that though the state of Karnataka is involved in decentralization with statutes in place and processes to facilitate local participation in governance, there are still formidable barriers. The report gives an account of the project, assesses its impact and outlines some useful strategies for those interested in using communication creatively to promote grassroots participation in governance.

**Bur, A., Stevens, A. and Young, L. (1999), Include us in: participation for social inclusion in Europe. EISS, University of Kent, Canterbury**

The report presents findings from a 12-month project on participation in local governance in four countries - Ireland, Italy, Spain and the United Kingdom - and evaluates new methods being adopted to promote participation in developing successful, local solutions to problems of social exclusion across Europe. The report will be useful for those working with socially excluded and vulnerable groups. It examines three key issues - 1) innovative approaches by voluntary and public sector in the context of combating social exclusion; 2) the need for change in local government and the community sector to ensure that participatory democracy is effective for socially excluded communities; 3) the potential for the European Union to further its new mandate to combat social exclusion by promoting participatory principles and methods.

**CARET (1999), Building Empowered Sustainable Communities through Effective People's Participation in Governance. Proceedings of the Third Conference on Sustainable Integrated Area Development (SIAD). February 18-19, 1999, Quezon City**

The book brings together the contributions made at the Third Conference on SIAD, where more than 100 representatives of NGOs, funding agencies, government organizations, academia, people's organization (POs) and local government units (LGUs) shared their experiences and ideas. The conference provided a space for: (i) consolidating and enriching experiences in SIAD through democratic participation in governance (DPG), particularly on participatory development planning using PRA tools; (ii) promoting SIAD-DPG at the barangay-bayan level as a project for NGOs, POs, LGUs and ODA-funded programmes; and (iii) identifying new challenges to SIAD-DPG.

**Chaskin, R. J. and Garg, S. (1997), "The issue of governance in neighbourhood-based initiatives". Urban Affairs Review 32 (5): 631-661**

The authors of this issue-mapping article explore the rationale behind, and issues bearing on, the governance of community-based initiatives. They examine three issues relevant to the formation of local governance structures: the relationship between neighbourhood-based governance structures and local government; issues of representation, legitimacy, and connection; and long-term viability. They suggest an agenda for further exploration that includes examining the relative benefits of different governance structures, exploring the issue of capacity in community-building, and investigating the perspective of local governments that have jurisdiction over the areas in which these efforts are being implemented.

**Chavez, E.C. (1999), Barangay development planning through participatory rural appraisal: The KAISAHAN experience. Third SIAD Conference, Innotech, Philippines**

Based on experience in the Philippines, at the barangay (sub-municipal) level, this paper advocates the application of the tools of Participatory Rural Appraisal (PRA) to local development planning, in pursuit of the twin goals of development and democratization. It details 14 key steps in the planning process, from preparation to plan implementation, and summarizes the main issues, concerns and challenges which have arisen from the experience. Potential obstacles include unsupportive local officials, changes of local government administration and weak local resource mobilisation, especially in the context of aid programmes. The timing of the planning process is identified as a critical design issue. Challenges are: to strengthen local capacities, to encourage the multiplication of the experience and to refine the process.

**De Sousa Santos, B. (1998), "Participatory Budgeting in Porto Alegre: Toward a Redistributive Democracy", *Politics and Society* 26 (4): 461-510**

De Sousa Santos analyzes the process of participatory budgeting undertaken in Porto Alegre, Brazil; an urban experiment aimed at redistributing city resources in favour of more vulnerable social groups. It is asserted that the project was an excellent pathway to promoting the participation of the citizens, particularly with regard to the 'transclassist' process it promoted: the middle classes, at first suspicious, began to participate when they saw its effectiveness and lack of corruption, and when it began to enhance the self-esteem of the city as a whole. However, several problems are highlighted. Firstly, it is argued that deep dilemmas are posed by the reliance on federal transfers, and its future depends on its extension to other areas which are now not included in the participatory budgeting and on improved autonomy in order to

consolidate the rupture with old clientelist politics. Secondly, it is argued that a radical destabilizing idea like participatory budgeting risks turning itself into a sustainable practice and thus losing its destabilizing potential. Thirdly, the routine of mobilisation will require the mobilisation of routine: common citizens will be replaced by specialized participatory citizens. Fourthly, radicalization is seen as a weapon against routinisation, yet there is a threshold over which further radicalization will compromise the success of the experiment. While not being able to escape this dilemma, the tension it creates may be sustainable provided the citizens engage in 'reflective self-subversion'. Finally, a dilemma is highlighted between the interpretation of suspicion (initiatives conceived as not working and bound to fail and therefore discarded as foolish utopias) and the interpretation of abbreviation (conceived as working and bound to succeed and adopted by the World Bank, where they are ground, pasteurized, and converted into new appendages of conditionality).

**Gonzalez, Eleanor (1997) Decentralization and political participation in the Philippines: experiences and issues in societal transformation. Paper presented at: Conference on Cooperative Development and Peace in Asia, 7-14 March, 1997, Occasional paper 8 - Work in progress. Institute for Popular Democracy (IDP), Chandigarh, India**

Decentralization and the development of civil society are two key ways of empowering people and communities and changing centralized forms of governance. This paper describes the rise of NGOs in the Philippines and decentralization initiatives of the Aquino administration. Collaboration between NGOs and local government units are critically examined and their impact on governance and community empowerment. Finally, the authors propose a number of policy recommendations.

**Institute of Development Studies (IDS), Participation Group (1999), Reading pack for: Strengthening Participation in Local Governance: the Use of Participatory Research Methods. Workshop, Bangalore, March 16-20, 1999**

List of references on the role of participatory methods in improving citizen participation in local governance. Topics covered include: different types of participatory planning; techniques for participatory monitoring and evaluation of public institutions; methodologies for training representatives in effective performance; and state/citizen relationship-building via citizen education and awareness raising.

**Institute of Politics and Governance (2000), Barangay: an introductory course on Barangay governance. IPG and Friedrich Ebert Stiftung, Quezon City**

This manual reflects the principles of local governance espoused by a group of education and development oriented NGOs in partnership with the Friedrich Ebert Stiftung. The manual had its origins in a pilot training programme for local governance in which the NGO group placed grassroots participation at the centre of local governance. In this manual, the basic orientation course of the barangay (local administrative unit) training programme is outlined. Links are made between grassroots participation in local governance and participatory democracy in national policy.

**International Institute for Environment and Development (IIED) (2001), "Deliberative Democracy and Citizen Empowerment", Participatory Learning and Action (PLA) Notes 40. IIED, London**

The theme for this issue, deliberative democracy and citizen empowerment, focuses on how to engage 'the public' in policy formulation. There is an increasing interest from civil society in

ideas regarding good governance, deepening democracy, and citizen empowerment, particularly how to bring the public or the 'lay' perspective into the arenas where traditionally, the public had little or no involvement. This issue draws together some key thinking around public participation, using a range of techniques known as Deliberative and Inclusionary Processes (DIPs), including mechanisms such as Citizen juries, Citizen conferences and the like. The majority of experiences with these processes has been in the North, although increasingly, these are being adopted and adapted in the South.

**Johnson, H. and Wilson, G. (2000), "Biting the bullet: Civil society, social learning and the transformation of local governance" World Development. 28 (11): 1891-1906**

This paper focuses on how the actors of development interventions negotiate and manage their interrelations, interests, goals and outcomes of action in contexts of social inequality and relative power. The research takes an action-oriented approach to analyzing the structured and active representation of roles and interests in development initiatives. The approach is applied to an intervention on waste management in the mining town of Bindura in Zimbabwe, where a recycling scheme is being set up through a partnership between local government and other state and civil society actors, with the participation of the local community. The key question is how socially hierarchical structures and processes might be managed to create a positive change in the status of hitherto excluded or marginal groups.

**Lingayah, Sanjiv, MacGillivray, A. and Hellqvist, M. (1999), Working from below: techniques to strengthen local governance in India. NEF, London**

This report is about innovative ways of strengthening local governance in India. Drawing from various case studies, the

conceptual underpinnings of participation in local governance are highlighted. In particular, the report explores the potential of community-based indicators and social auditing techniques to help India to work from below. It highlights techniques that enhance local governance through participation, while examining why and where techniques work in encouraging participative local governance. The authors recognise a huge 'scaling-up' challenge and acknowledge the need for robust guidelines to help new practitioners choose and use appropriate participatory techniques that might play a part in changing governance in India.

**Merrifield, J. (2000), Learning Citizenship. Discussion paper prepared for IDS participation group and PRIA - September 2000**

In the analysis of how people learn to be citizens, the paper focuses on citizenship as active participation. It argues that people learn to be citizens, shaped by socialization into a political culture, participation (or lack of it) in political processes and by formal and informal teaching, but what they learn does not, however, always make them more active citizens. In terms of knowledge, people need a broad understanding about political choices (rather than specific facts), in terms of capabilities. Citizenship learning should involve practical activity. Some forms of adult education which focus on linking learning with experience, and emphasises group learning, cultural expression, and reflection, however, seem to be showing encouraging results.

**Montiel, R. P. and Barten, F. (1999), "Urban governance and health development in Leon, Nicaragua". *Environment and Urbanisation* 11 (1): 11-26**

This paper describes the development of a "healthy municipality" initiative in Leon, Nicaragua's second largest city, in 1995, and of the innovations in local governance that preceded it - especially

the partnerships that local government developed with the university, bilateral agencies and the long-established urban social movement. The healthy municipality initiative helped bind and mobilize support for the already established partnerships set up to address poverty, health and environmental problems. The emphasis has been on building the capacity of urban social movements to interact with local government in the process of policy-making. After first discussing why participation and good governance are so central to "healthy cities", the paper describes the specific conditions which fostered the participatory approach in Leon, and the difficulties faced - especially an unresponsive central government. The paper also analyzes the process of citizen participation in policy-making and the contents and results of the programme. Leon and its surrounds were also severely affected by the recent hurricane Mitch - and the paper describes how important the existing local capacity and the healthy municipality initiative proved in addressing the immediate needs of communities during and after the emergency.

**Mukherjee, A. (1996), Report on Peoples' Participation in the Process of Decentralized Planning in India. Government of India, New Delhi**

This report outlines the methodologies and operational approaches to decentralized planning at the grassroots level using a variety of participatory methods including PLA. A number of operational procedures have been suggested as a prerequisite for decentralized planning, for example, assessment of the existing resources, opportunities and access to public services, needs assessment and a detailed list of sectoral activities to be undertaken. A long list of participatory methods that could be used in decentralized planning is included. The report includes tables and charts obtained from field-based PLA exercises, which illustrate different aspects of decentralized planning.

**Mukherjee, N. (1996) The rush to scale: lessons being learnt in Indonesia. Paper presented at: Institutionalization of Participatory Approaches Workshop, 16-17 May 1996, Institute of Development Studies (IDS), Brighton**

This paper describes how the Indonesian government incorporated elements of PRA to launch a nation-wide programme of participatory village planning in 60,000 villages to be completed within the 1995-1996 budget year ending in March 1996. The article analyzes the mistakes committed in attempting to scale up too fast in the face of too many constraints: too few sufficiently experienced trainers resulting in poor quality training, unrealistic budget and time constraints imposed by government, and the pre-existing top-down culture of development planning in Indonesia. The article shows in very clear terms that participatory approaches cannot be tagged on to existing national programmes, and that scaling-up will fail if it is rushed.

**Navarro, Z. (1998), "Participation, democratizing practices and the formation of a modern polity - the case of 'participatory budgeting' in Porto Alegre, Brazil (1989-1998)", *Development* 41 (3): 68-71**

Participatory budgeting (PB) has led to a radical transformation of the local decision-making structure allowing citizens to choose the sectors in which the municipality will invest. Citizens elect the PB Council, which has a final say on any issue related to the budget, counting only on technical assistance provided by the municipality. PB led to three important changes in the city of Porto Alegre: (i) a reduction in corrupt behaviour and administrative malpractice in day-to-day public affairs; (ii) a reduction in clientelistic forms of political operation; and (iii) a reform of municipal tributes and taxes that instituted the principle of progressivity accompanied by a redistributive strategy in the allocation of available resources. The paper concludes that while local social endowments favoured such innovative experiment, PB

can be replicated elsewhere. Strong public institutions and the existence of organized associations are identified as necessary pre-conditions for the emergence of a modern and democratic polity.

**Participatory Research in Asia (PRIA) (2000), *Strengthening Panchayati Raj Institutions - Annual Report 1999-2000*. Centre for Local Self Governance, PRIA, Delhi**

Participatory Research in Asia is a development NGO based in Delhi, India, that promotes participation and democratic governance. Through its Centre for Local Self-Governance it aims to contribute to the effectiveness of Panchayati Raj Institutions and Municipal Bodies as institutions of local self-governance. Its approach gives priority to bottom-up comprehensive planning as the basis of self-governance, to the empowerment of women and other weaker groups and their active participation in decision-making, to the local control of resources, and to improved understanding as a basis for institutional strengthening. This annual report (1999-2000), details its pre-election voter awareness campaign, capacity building of elected representatives and voluntary organizations, facilitation of micro-planning processes, information programmes through Panchayat Resource Centres, and other activities related to direct strengthening, promotion, research, documentation, networking and advocacy. The impact is assessed and some achievements and limitations identified.

**Pimbert, M. (2000), *Transforming bureaucracies: institutional participation and people centred process in natural resource management - an annotated bibliography*, International Institute for Environment and Development, London**

This annotated bibliography includes close to 390 references, which have been selected with the aim of highlighting different strands of the debate on organizational change and the institutionalization of participation in natural resource

management. It includes an interdisciplinary range of references with the aim of overcoming the barriers between different traditions of knowledge and experience. It is divided into seven parts, corresponding to seven overlapping themes identified by the authors: (i) conceptual issues and theories of organizational change for participation, (ii) learning organizations, (iii) gender and organizational change, (iv) transforming environmental knowledge and organizational change, (v) nurturing enabling attitudes and behaviour, (vi) policies for participation, and (vii) methods for institutional and impact analysis. Each theme is introduced by a brief overview that points the reader to major issues in the literature and areas where questions remain unanswered.

**Plein, L. C., Green, K. E. and Williams, D. G. (1998), "Organic planning: A new approach to public participation in local governance". *Social Science Journal* 35 (4): 509-523**

In the past few years, a new form of citizen-oriented policy deliberation has emerged. Often using the concept of "visioning" as a vehicle, efforts have been carried out to foster citizen discussions regarding the desired future of a community, region, or jurisdiction. The future orientation of such deliberations allows for a wide array of issues and concerns to be identified and acted upon in a developmental format. This paper seeks to draw some generalizations from this new phenomenon. We argue that this is a new form of citizen participation that builds upon, but is distinct from, previous citizen participation practices and models. We call this new variant organic planning.

**Rippe, K. P. and Schaber, P. (1999), "Democracy and environmental decision-making". *Environmental Values* 8 (1): 75-88**

It has been argued that environmental decision-making can be improved by introducing citizen panels. The authors argue that citizen panels and other models of citizen participation should only be used as a consulting forum in exceptional cases at the local level and not as a real decision-making procedure. But many problems in the field of environmental policy need non-local, at least regional or national regulation because of their national importance. The authors argue that there are good reasons not to institutionalize national citizen panels. They advocate the view that more reasonable and more competent solutions can be found by introducing forms of direct democracy.

**Rural Integrated Project Support Programme (1998), *Paths for Change: Experiences in Participation and Democratization in Lindi and Mtwara Regions, Tanzania*. Finnagro, Vantaa**

Development cooperation between Finland and the Tanzanian regions of Lindi and Mtwara has a 25 year history, and it has been an open-ended process of mutual learning, beginning with rural water supply and evolving by 1988 into a more comprehensive rural development programme. Participatory methodologies were introduced in 1994 for the planning and implementation of rural development activities, but being part of the democratization on process they were seen as an end in themselves. The programme has been integrated into regional and district government structures, and the projects have increasingly been taken as vehicles for building sustainable institutions, for enhancing community capability and organizational capacity. This publication presents a picture of the last five years of learning, as seen by the stakeholders and facilitators of the process. It addresses aspects of institutional change and practical development initiatives, before analyzing the conditions for institutionalizing participation, and the implications of a participatory decentralization process.

**SEARCH, (1999), Strengthening Participation in Local Governance - The Use of Participatory Methods. SEARCH, Bangalore**

In March 1999, a workshop was held in Bangalore, bringing together key NGOs and training centres working on the use of participatory methods to strengthen participation in local governance in India, other Asian countries, and the United Kingdom. The objectives were: to share experiences, to analyze problems and difficulties, to develop new strategies and to draw out lessons and recommendations for application in the Indian and international context. This publication details the background to the workshop, its proceedings and conclusions. The experiences explored here suggest that the social and political barriers to participation in local governance are beginning to be overcome through active and innovative processes of popular planning, awareness building, training and advocacy. At the same time, appropriate methods must continue to be built, successes and failures should be explored through action research, and further opportunities developed for sharing and learning across borders.

**Smith, M. and Beazley, M. (2000), "Progressive Regimes, Partnerships and the Involvement of Local Communities: a Framework for Evaluation". Public Administration 78(4): 855-878**

This paper examines the nature of community involvement in urban politics as it is played out in the UK through regeneration partnerships. At a theoretical level, it explores the potential for a community dimension to local governance, that is, a strategic influence for communities within local power structures. It is argued that the nature of involvement can be explicated by considering three concepts: power (as expressed by urban regime theory), participation and partnership. The paper explores these three broad themes and then focuses on the particular issues pertaining to community involvement in partnership working.

Building on this framework, the paper develops a model - a 'wheel of involvement' - for analyzing the effectiveness of community involvement in regeneration partnerships. This model enables the effectiveness of involvement to be quantified by the use of a simple questionnaire survey. It provides a tool for academic researchers and practitioners concerned with evaluating partnerships to being to explore the quality and level of community involvement in the process of urban renewal. The results of an analysis of two regeneration partnerships are presented as an illustration of the efficacy of the evaluative technique.

**Society for Participatory Research in Asia (PRIA) (2000), "Pre-Election Voters' Awareness Campaign". Participation and Governance 7 (18): 8-10. PRIA, New Delhi**

The need to facilitate the engagement of citizens in the process of electing Panchayats prompted PRIA and its partners to carry out a Pre-Election Voters' Awareness Campaign (PEVAC). The three basic purposes of campaigning were (i) to make people aware of and interested in a particular issue, (ii) to inform/educate them about it and (iii) to persuade and motivate them to take action at both the personal and community levels. Some of the issues taken up by PEVAC were: voter's rights, participation of women and the weaker sections, and creating an enabling environment for free and fair elections. This article shares the lessons learned from the implementation of PEVAC in three states and provides insights into the challenges that each state faces.

**Songco, D. A. (1997), "Strategic partnerships through people's participation in local governance", Occasional Paper No 97-05. Governance and local democracy project (GOLD), Makati City**

This paper discusses civil society-government relations in the Philippines in the wake of the Local Government Code passed in 1991. It outlines factors that help and hinder the development of partnerships and good governance in a context of historical opposition between state and civil society institutions.

**Valderrama, C. and Hamilton, K. (1999) Strengthening Participation in Local Governance. Report of the workshop held at the Institute of Development Studies (IDS), 21-24 June, 1999**

This report highlights key discussion points that emerged from a workshop on "Strengthening Participation in Local Governance". Conceptual issues around participation, governance, citizenship and decentralization are discussed. Country presentations highlight various experiences in strengthening participation in local governance. These include: looking at the context (particularly with respect to existing legal frameworks), the dynamics of participation, strategies and approaches that are employed to overcome barriers and proposed ways for future research. Lessons and challenges from previous research as well as a summary of action plans for future collaboration and research are also presented.

**Villarin, T. S. (1999), Philippine Experience in Strengthening People's Participation in Local Governance, Strengthening Participation in Local Governance. Participation Group. The Institute of Development Studies (IDS), Brighton**

The paper examines the provisions made by the Local Government Code enacted in 1991. The code, which aimed at curbing the powers of the national government, mandated the transfer of powers, resources, authority and responsibilities from the national to the local government through the process of devolution. The paper analyzes the main obstacles encountered in

strengthening popular participation and discusses the key enabling factors for the latter. The three "I's" strategic approach of engaging local governance - implementation, improvements and interface - is presented. The implementation track promotes direct engagement with local governments and greater accountability among different stakeholders. The improvement track focuses on policy advocacy and amendments to the Code. The interface track engages local governance along with other social reform measures. The paper concludes with drawing the key lessons and challenges presented by the Philippine experience.

**Villarin, T. S. (2000), Democratic Participation in Governance in Multiple Lanes of Engagement Between The State, Social Movements and Civil Society. Work in progress, Institute of Development Studies, Brighton**

This paper looks at participation and local governance in the Philippines. Participation is likened to a multiple-lane highway where the lanes of participation are identified as: political participation, mass movement, democratic participation in local governance, community participation and others. These forms of participation can be combined and used simultaneously. The paper analyzes the experience of the Barangay-Bayan Governance Consortium (Batman), established in 1997 by a consortium of NGOs with the aim of challenging traditional clientelist political culture and empowering local communities. Emphasis is placed on the innovative experience of participatory local development planning at the community level.

**Wates, N. (2000) Community planning handbook. Earthscan, London**

This handbook provides an overview of new methods of community planning within the context of the built environment. It is based on the recognition that local involvement in the

planning and management of the environment is the best way to ensure safe, strong and sustainable communities and that this is applicable throughout the world. It is laid out in a straightforward, jargon-free format that reflects its aim of being of use to individuals and residents as well as policy makers and practitioners. After a general introduction there is an A-Z of general principles, followed by the biggest section, an A-Z of 53 Community Planning Methods that runs from Action Planning Event to Video Soapbox. A selection of scenarios follows, covering some common development situations and illustrating ways in which the different methods can be combined in an overall strategy. It ends with lists of useful formats and checklists, publications and contacts.

**Weeks, E. C. (2000), "The practice of deliberative democracy: Results from four large-scale trials". *Public Administration Review* 60 (4): 360-372**

The goal of deliberative democracy is to revitalize civic culture, improve the nature of public discourse, and generate necessary political will to take effective action on pressing problems. While there exists a fairly substantial amount of literature on the desired features of a deliberative democracy, there is little empirical research on the practical feasibility of convening a large-scale public deliberative process. This article describes a model of deliberative democracy which offers a practical opportunity for all citizens to participate, provides citizens extensive information about the nature of the policy problem, engages citizens in the same problem-solving context as elected officials, and uses rigorous methods. The practical feasibility of this model is assessed through four large-scale implementations, each addressing controversial and politically charged issues in cities ranging in population from 100,000 to 400,000. The conclusion from these trials is that it is possible to convene a large-scale public deliberative process that enables local governments to take effective action on previously intractable issues.

**Young, S. C. (1998), *Promoting participation and community-based partnerships in the context of Local Agenda 21: a report for practitioners*. The University of Manchester, Manchester**

At the Rio Earth summit governments of the world signed up to Agenda 21, an international action plan to promote sustainable development. Local governments agreed to prepare their own local agenda 21 strategies with the involvement of all groups in society, on the basis of consensus. This document is a report of research carried out in the UK, Denmark and The Netherlands to examine the approaches and strategies that have been adopted to ensure this participation. The aim of the report is to promote innovatory approaches to participation.

**Reference: Logolink, [http://www.ids.ac.uk/logolink/resources/bibliography\\_part\\_1\\_1.html](http://www.ids.ac.uk/logolink/resources/bibliography_part_1_1.html).**

## Chapter III

### Responsive and Effective Local Government – Institutional and Policy Reforms

This chapter is the documentation of Institutional and Policy Reforms that promotes responsive and effective Local Government, especially in relation to social justice goals.

**Abers, R. (1998), "From clientelism to cooperation: Local government, participatory policy, and civic organizing in Porto Alegre, Brazil". *Politics and Society* 26 (4): 511-537**

The paper starts with the observation that it is increasingly accepted that improving the quality of life in impoverished urban areas depends on the capacity of local residents to form social networks and civic organizations. While much of the literature calls for a retreat of the state to accomplish this, some recent studies have shown that state actors can actually promote empowerment of civic organizations. The article looks at an example of state-fostered civic organizing: Porto Alegre's "participatory budget", which involves handing over municipal funding decisions on basic capital improvements to neighbourhood-based forums. The analysis looks closely at the Extremo Sul district in terms of mobilizing neighbourhood residents, opening closed neighbourhood associations, building co-operative alliances, and transforming participants' perspectives. It is argued that in response to this policy innovation, innumerable neighbourhood organizations have been formed, whilst at the same time clientelist forms of neighbourhood action have been discouraged and participation and inter-group collaboration promoted. It is concluded that the first step to state-sponsored civic organizing is that the state must be genuinely open to participation and be responsive, and that potential participants must become aware of that responsiveness. In Porto Alegre, this

did not happen straight away, but there was a demonstration effect that helped mobilize groups, and the targeted issues were found to be meaningful to poor neighbourhood residents. Community organizers also acted as external agents helping unorganized neighbourhoods organise themselves. Networks of reciprocity and trust were built and clientelism discouraged as alliances were built up from year to year and people changed the way they perceived their interests. Against the trend for promoting self-financing and cost recovery in infrastructure investments, top priority went to raising revenue through taxation and administrative streamlining. Further, government spending set off, rather than discouraged, a boom in civic action. It is argued that the policy prioritized a different kind of investment: building new relationships between government personnel and citizens. This new type of governing privileges accessibility, flexibility, and negotiation. It is argued that, overall, there has been a fundamental transformation of political life in Porto Alegre as neighbourhood residents have shifted from powerless cogs in clientelist machines to being active participants in public life.

**Abers, R. (2000), *Inventing Local Democracy: Grassroots Politics in Brazil*, Lynne Rienner, London.**

This book seeks to explain why citizen participation in participatory budgeting (PB) in Porto Alegre mobilized and empowered the poor. By showing how this occurred, the author attempts to broaden the understanding of the political possibilities for implementing participatory democracy. The book identifies three main groups of participation problems that can impede the creation of participatory policies that empower the hitherto excluded: (i) implementation, (ii) inequality and (iii) co-optation problems. The book is divided into four parts, with the first providing context and concepts within which to analyze PB and three parts that examine each of the three problems of participation identified. Part one analyzes the setting within which the Porto Alegre administration carried out PB, discussing the

unfavourable circumstances it overcame and the favourable conditions that helped it to do so. Part two examines how the Workers' Party overcame the various problems of implementation, showing how state actors within the party administration made strategic choices that allowed them to take advantage of the limited autonomy they had to transform government structures while at the same time maintaining electoral support. Part three focuses on the problem of inequality and shows how the administration created an enabling environment that fostered the participation of the poor in the process of PB. Part four examines how the policy not only attracted participants but also initiated a developmental process of civic organization and social learning that had implications for both the inequality and the co-optation problems. The concluding chapter outlines how the implementation, inequality and co-optation problems were confronted in Porto Alegre through a complex interplay of state-society relations in which the cumulative effect of participatory political strategy, mobilisation, and social learning was the empowerment of the hitherto excluded.

**Baiocchi, G. (2001), "Participation, Activism, and Politics: The Porto Alegre Experiment and Deliberative Democratic Theory". *Politics and Society* 29 (1): 43-72**

The Empowered Deliberative Democracy (EDD) model of institutional design holds promise for efficient, redistributive, and fair decision making. In light of the Porto Alegre experiment, the author raises three broad central problems in the theoretical model: (i) the problem of inequality that may hinder fair deliberation; (ii) the problem of uneven development of civil society, which concerns the impact of empowered deliberation upon autonomous civil society; and (iii) the 'politics' problem that concerns the type of political context necessary to carry out such an experiment in the real world. Based on a number of indicators about the Porto Alegre experiment, the author examines the implications of these problems and their solution in this case and offers extensions to

the EDD model. The author argues that the Porto Alegre experiment fits the model and confirms its best expectations: large numbers of participants from different strata of Porto Alegre's society have come together to share in a governance structure that has proven efficient and highly distributive. After a brief discussion of the institutions of participatory governance in Porto Alegre, the author argues that the experiment offers a particularly successful resolution to the problems of deliberation among unequals through its didactic functions. On the interfaces with civil society, he argues that the experiment offers a hopeful example of how this relationship might work in a way that fosters new organization in unorganized areas of civil society. Finally, the very success of the experiment necessarily begs the question of the context under which it has thrived. Here the author points to the legitimacy-enhancing features of participatory reforms that may extend the government capacities to carry them out.

**Batley, R. (1999), *Private sector involvement in the supply of public services*. One World Action, London.**

Based on research by the University of Birmingham with collaborators in the study countries, this summary paper examines the arguments for private sector involvement in the supply of services, mostly in the urban context. It also compares the arguments against real experience in Brazil, Mexico, Zimbabwe, Uganda, India, Malaysia and the Philippines. The central question is whether there is any evidence that theories about the relative advantages of the private sector are borne out in practice. The focus is on arguments for effectiveness and for efficiency - both allocative and productive/technical. The risks of introducing private providers are discussed, and alternative ways of importing some of the advantages into public sector management are outlined, through the introduction of competition, consumer choice, decentralized management and civil control to the bureaucracy. Which sector should take on which activity is a matter for analysis in any particular case, but a core of activities

must remain in the public domain, to provide a framework of rules and guarantees.

**Blackburn, J. (2000), *Popular Participation in a Prebendal Society: A Case Study of Participatory Municipal Planning in Sucre, Bolivia*. D.Phil. Thesis. Sussex University, Brighton**

This thesis explores the links between participation, power and political culture. It does so by focusing on the implementation of the Bolivian Law of Popular Participation in a single municipality, Sucre, over the period 1994-1999. The empirical focus is on the law's participatory municipal planning methodology, how it is applied and with what effects. The persistence of prebendal local political cultures in Latin America, in which patrimonial, clientelistic and caudillist features remain prominent, despite the recent wave of decentralization, are considered. This study demonstrates that where social capital is weak and local political culture prebendal, more participatory forms of local public planning will largely fail to empower poor citizens or make local government more accountable to them. It argues that power relations are in large part determined by all-encompassing political cultures, and that the call for more participation may end up 'empowering' those who already have power, more than those who, relatively speaking, do not.

**Blackburn, J. and de Tomà C. (1998), "Scaling-down as the key to scaling-up? The role of participatory municipal planning in Bolivia's law of popular participation", in Blackburn J. and Holland J. (eds.), *Who Changes? Institutionalizing participation in development*, Intermediate Technology Publications, London**

This chapter analyzes the recent spread of participatory methodologies in Bolivia in the context of the profound politico-structural changes set in motion by the Law of Popular

Participation enacted in May 1994. The law offers a unique space for participatory methodologies to spread. Indeed, it endorses the use of such methodologies by requiring that participatory planning be facilitated by local institutions throughout the country. The authors examine the potential political consequences of such spread. They also explore the limitations of PRA and related methodologies as tools for political empowerment. Particular emphasis is placed on the role of participatory methodologies in (i) strengthening the political potential of new local institutions and wider popular movements; (ii) forcing the state to reformulate its more conventional development planning procedures; and (iii) allowing NGOs with expertise in participatory methodologies to exercise greater influence over government at all levels. The Law is seen to provide a context for users of participatory methodologies to move from micro- to macro-influencing strategies.

**Blair, H. (2000), "Participation and accountability at the periphery: Democratic local governance in six countries." *World Development* 28 (1): 21-39**

Democratic local governance (DLG), now a major sub-theme of democratic development, promises that government at the local level can become more responsive to citizen desires and more effective in service delivery. Based on a six-country study by USAID (Bolivia, Honduras, India, Mali, the Philippines and Ukraine), this paper analyzes the two topics of participation and accountability, finding that both show significant potential for promoting DLG, though there seem to be important limitations on how much participation can actually deliver, and accountability covers a much wider range of activity and larger scope for DLG strategy than initially appears.

**Boschi, R. R. (1999), "Decentralization, clientelism, and social capital in urban governing: Comparing Belo Horizonte and Salvador". *Dados - Revista De Ciencias Sociais* 42 (4): 655-690**

In this comparison of Belo Horizonte's and Salvador's experiences within three arenas of local government, the article focuses on the viability of institutional arrangements based on decentralization and citizen participation. It concludes that the relative success, achieved when inaugurating city master plans, participatory budgeting (where civil society has direct input in budget definitions), and sectoral councils (councils for decentralized policy issue areas) is linked to three factors: prior decentralization processes; articulation between different decision-making units; and, above all, the neutralization of clientelistic control mechanisms through the introduction of horizontal loyalty networks and spaces of representation that in the final analysis will foster greater social capital and accountability.

**Bretas, P. and Paixao R. (1996), "Participative budgeting in Belo Horizonte: democratization and citizenship". *Environment and Urbanization* 8 (1): 213-222**

The paper describes how a government introduced participatory budget not only engendered greater involvement of citizens and community organizations in determining priorities, but also a more transparent and accountable form of government. Further, the participatory process effectively shifted priorities in government spending. Five factors are identified as crucial to the success of such initiatives: (1) political will, (2) regionalisation of the city, in order to decentralize it, (3) Definition of transparent technical criteria for a fair allocation of resources, (4) Adaptation of the administration, so as to reduce bureaucracy and improve effectiveness, (5) Legislative involvement - city legislators must participate in the process of 'direct democracy'. It is argued that participatory budgeting can create new ways of thinking; it can educate and lead to cultural changes. It demands a decentralized

form of governance, creating a direct relationship between key government staff and the community. Based on the recognition of a citizen's rights to information and to make demands on the State, state agencies have to consider the feasibility of any request and either demonstrate that its feasible or, if not, why this is so. At the same time the State invests in projects which are needed by the organized communities and which are their priorities. The spread and scaling up of the participatory process depends on the number of public works that are chosen by citizens - the more cases of direct control over government spending, the more the people trust the participatory budget and thus the greater the number of people who participate in it the following year.

**Colin Mellors & Nigel Copperthwaite "Local Government in the Community", Published by ICSA Publishing Limited, Fitzwillaim House, 32 Trumpington Street, Cambridge CB2 IQY, England and 27 South Main Street, Wolfeboro, New Hampshire, 03894-2069, USA, First Published 1987, © Colin Mellors and Nigel Copperthwaite 1987**

Local government is a vital political institution providing a unique opportunity for the local community to determine the way in which services will meet their needs. Colin Mellors and Nigel Copperthwaite's study is a wide-ranging introductory text which approaches the subject from a new angle: it is not simply about institutions but relates them to their physical and social setting. This book will assist all those sitting professional and public examinations in the subject, including students of the ICSA course Local government in the community.

In this book the authors:

- Present an up-to-date review of the operation of local government, firmly setting it in the community it serves;
- Discuss the structure, functions and political make-up of local government;

- Focus attention on the nature of the local community and on contemporary issues now facing local authorities concerning people and the environment;
- Describe the context in which and processes whereby, questions of need versus resources are resolved;
- Consider the evolution of New Towns, the problems of inner-city degeneration and other local authority responsibilities relating to land-use planning;
- Look at how recent changes, such as reorganisation in 1974 and the abolition of the Metropolitan Counties in 1986, have affected local government;
- Assess the effects of the Widdicombe Inquiry into The Conduct of Local Authority Business in 1986 and other reports and new legislation in the field.

**Datta, P. and Sen P. B. (2000), "Participatory Rural Governance in India", Indian Institute of Public Administration XLVI (1): 38-49**

The paper looks at participatory rural governance in India through the institution of gram sabhas. The latter, literally village meeting, is a mechanism through which villagers can express their grievances to Panchayats and monitor their functioning. The paper presents the structure, functioning and evolution of gram sabhas and argues that while these institutions have been established by law, their functions have not been spelt out in detail and as a consequence they continue to function ineffectively. The paper analyzes the case of West Bengal, where gram sansads have been established apart from gram sabhas. The functions of a gram sansad are discussed and a comparative assessment of its efficacy vis-à-vis gram sabhas in other states is presented. Various impediments to people's participation in local governance are addressed and suggestions are put forward to ensure a more effective and meaningful participation.

**De Souza, P. R. (2000), Decentralization and Local Government: the 'second wind' of democracy in India. Paper presented at the conference on Constitutional Ideas and Political Practices: Fifty Years of the Republic. UPIASI, New Delhi**

The paper addresses the question of decentralization and local government in India in the context of the latest phase of decentralization, since the approval of the 73rd Constitutional Amendment (CSAA). The focus is on rural decentralization and hence on Panchayati Raj Institutions (PRI). The paper maintains that CSAA was not a response to pressure from the grassroots, but to an increasing recognition that the institutional initiatives of the preceding decades had not delivered and that the existing structures of government needed to be reformed. Hence the new phase of decentralized democracy, the author argues, begun with a paradox: a very centralized instrument - a constitutional amendment - is used to empower a very decentralized activity - PRI. The author views CSAA as a response to a series of problems: irregular elections, insufficient devolution of powers, bureaucratic resistance, domination by rural elites, unsatisfactory working of gram sabha. While CSAA has successfully addressed some of these, critical concerns have been raised regarding post-CSAA PRI. The author addresses concerns related to legal, administrative, fiscal, planning and political issues, with particular attention to the latter.

**Edralin, J. S. (1996), "The New Local Governance and Capacity-Building: A Strategic Approach - examples from Africa, Asia and Latin America". Regional Development Studies. 3:109-149**

International aid agencies nowadays tend to emphasize good governance as a condition for their investment in developing countries. Putting the concept into practice is a daunting challenge for local governments in these countries. This article points out

that even when good governance is highlighted in government and public administration, it will not occur unless and until local governments are committed to the principle and have improved their capacity for governance. Both governance and capacity-building concepts are discussed and examples are offered of how local governments have tackled problems such as those relating to decentralization and local accountability, governance structures, leadership, and participation of stakeholders. Addressing the concern for local capacity, it argues that strategic planning and management (SP/SM) are potential tools because they hold the key to capacity building for sound governance. Local governments go through a learning process in undertaking SP/SM. SP enables local governments to manage the organization and its future direction in relation to its environment and the demands of external stakeholders. SM guides local governments in developing and managing the organization's capacity to assess and adjust the fit between its mission, environment and operations.

**Fung, A. and Wright, E. O. (2001), "Deepening Democracy: Innovations in Empowered Participatory Governance", *Politics and Society* 29 (1): 5-41**

The paper explores five experiences of redesigning democratic institutions that aspire to deepen the ways in which ordinary people can effectively participate and influence policies that directly affect their lives. These are: neighbourhood governance council in Chicago, Wisconsin Regional Training Partnership, Habitat Conservation Planning, participatory budgeting in Porto Alegre and Panchayat reforms in West Bengal and Kerala. Based on their common features, three central principles are identified: (i) focus on specific and tangible problems, (ii) involvement of ordinary people affected by these problems and officials close to them, (iii) deliberative development of solutions to these problems. The design features that stabilize and deepen the practice of these principles are also identified: (i) the devolution of public decision-making to empowered local units, (ii) the creation

of formal linkages that connect these units to each other and to centralized authorities, (iii) the use and generation of new state institutions to support and guide decentred problem-solving efforts rather than leaving them as informal or voluntary affairs. On the basis of these principles and institutional design features an abstract model of Empowered Deliberative Democracy (EDD) is developed. The authors argue that institutions following EDD might advance democratic values: effective and equitable state action and broad, deep and sustained participation. One primary enabling condition to facilitate the progress of EDD is identified, namely the balance of power between the actors engaged in EDD. Questions are raised as to the fit between the EDD model and the cases examined, and critical concerns regarding EDD are addressed.

**Gerry Stoker "The Politics of Local Government", Published: MACMILLAN EDUCATION LTD., Houndmills, Basingstoke, Hampshire RG 21 2XS and London Companies and representatives throughout the world, © Gerard Stoker 1988, First Published 1988**

Local government has changed over the last decade from a quite backwater of routine administration into a political and ideological battleground. A new polarization has emerged within councils and in central-local relations bringing with it a whole lexicon of new terms and issues from 'rate capping' and 'privatisation' to 'creative accountancy', 'economic development' and 'going local',

The Politics of Local Government aims to describe and interpret this changing world of local politics. It provides a clear, readable and comprehensive introduction to local government in Britain. But it ranges much more widely than traditional textbooks in its coverage of the impact of economic, political and social change in the 1980s and the rise of a complex and fragmented non-directly elected local government alongside local authorities. The author

discusses the key issue which have emerged around expenditure control and accountability and assesses the impact of Thatcherism, the urban left and new local interest groups, the final section of the book provides a critical analysis of theories of local government and politics and an assessment of the future if local government in the light of the reform agenda of central government for Thatcher's third term.

**Goetz, A.M. and Gaventa J. (2001), From Consultation to Influence: Bringing Citizen Voice and Client Focus into Service Delivery. Consultancy report for the Department for International Development (DFID). Institute of Development Studies (IDS), Brighton**

The paper identifies the conditions for enhancing the effectiveness of citizens' efforts to voice their concerns about poor quality services. It also identifies public sector reforms that produce greater responsiveness and accountability to clients, especially to the poor. It reviews 60 case studies of both citizen- and state-initiated efforts to make public services responsive to the needs of their clients. The most successful experiences exhibited some of the following characteristics: (i) legal standing or formal recognition for non-governmental observers within policy-making arenas; (ii) a continuous presence for these observers throughout the process of the agency's work; (iii) structured access for citizens to the flow of official documentary information; and (iv) either the right of observers to issue dissenting reports directly to legislative bodies or the right of service users to demand a formal investigation and seek legal redress for poor or non-delivery of services. The paper maintains that both the extent to which citizens influence the design and delivery of public services and the capability of states to respond will depend upon the interaction of three factors. First, the socio-cultural and economic power of the client group in question. Second, the nature of the political system and the organization of political competition. Third, the nature and power of the state and its bureaucracies.

**Heller, P. (2001), "Moving the State: The Politics of Democratic Decentralization in Kerala, South Africa, and Porto Alegre", *Politics and Society* 29 (1): 131-163**

The article explores the conditions under which a distinctly democratic variant of democratization, defined as an increase in the scope and depth of subordinate group participation in authoritative resource allocation, can be initiated and sustained. Since such a project entails a fundamental transformation of the exercise of state power, it requires an exceptional set of political and institutional opportunities. These are found in South Africa, the Indian state of Kerala and the Brazilian city of Porto Alegre, where the African National Congress, the Communist Party of India-Marxist and the Partido dos Trabalhadores respectively have been associated with the formulation of transformative projects in which the democratization of local government was given a prime role. However, despite the similarity of favourable preconditions - capable states and democratically mobilized societies, the three experiences lead to divergent outcomes. In the case of Kerala and Porto Alegre, initial reforms that increased the scope of local participation have been sustained and have strengthened local democratic institutions and planning capacity. In contrast, in South Africa a negotiated democratic transition and commitments to building democratic developmental local government have given way to concerted political centralization, the expansion of technocratic and managerial authority and a shift from democratic to market modes of accountability. The comparison developed in the article centres around two analytical clusters: (i) the nature of the political project of local government reform; (ii) the dynamic of party-social movement interactions.

**John Gyford, Steve Leach, Chris Game "The Changing Politics of Local Government", Published by the Academic Division of Unwin Hyman Ltd, 15/17 Broadwick Street,**

**London WIV 1 FP, UK, © John Gyford, Steve Leach and Chris Game, 1989, First Published in 1989**

In the last few years local government has claimed an unprecedented amount of public, media and government attention as it has become increasingly politically active and vocal. As a direct result, the Government set up the Widdicombe Committee to investigate the way local government conducts its affairs. The Committee commissioned research into local politics which provides the most comprehensive picture of the topic since the 1960s, and renders most existing accounts obsolete.

This book draws on the authors' research into local politics for the Widdicombe Committee to provide a uniquely authoritative and comprehensive student text. While the Widdicombe research is central to the book, the authors also draw on other recent research material, discuss the fierce debate opened up by Committee's recommendations and consider changes in the period since the research was carried out. The result is an unrivalled and illuminating account of current local government politics-an essential text for students of politics and local government.

**Mander H. (1999), Toward Direct Democracy: Gram Sabhas and the Law. National Society for Promotion of Development Administration, Research and Training, Mussoorie**

This paper documents and analyzes the legal spaces created for direct democracy and self-governance by rural communities through the establishment of gram sabha. Since most state governments have passed separate and vastly differing legislation, the analysis focuses on seven states: Kerala, Karnataka, Andhra Pradesh, Madhya Pradesh, Maharashtra, Rajasthan and West Bengal. The paper concludes that while state legislatures provided for the establishment of gram sabha, the statutes remained vague about procedures and power, resulting in dysfunctional instructions. Although most states have statutorily empowered

gram sabha for development planning and social audit, it is only in Kerala that devolution of state resources, mobilisation and capacity building have allowed the gram sabha to realise their potential. Despite its limitations, however, the law has opened unprecedented spaces for the exercise of direct democracy. Two challenges lay ahead: (i) to persuade the political leadership in various states to vest gram sabha with a wider range of power to exercise direct democracy and (ii) to facilitate the exercise of participatory democracy through the creative use of whatever legal spaces are available.

**Mander, H. (2000), Direct Democracy and Gram Sabhas in India. Forthcoming**

This paper looks at the rationale for direct participatory democracy through the Indian institutional example of the gram sabha. It examines how various states in India have legally empowered gram sabhas and how the procedures laid down for the functioning of this statutory collective effect its impacts on aspects of self-governance. The Gram Sabha is the village level institution within the Panchayati Raj Institutions (PRI), developed as an attempt to establish and develop representative democracy at the village, block and district levels, based on the idea that enhancing the powers of local bodies would increase the probity, accountability and responsiveness of governance. In 1993, Panchayats were incorporated into the Indian constitution as the third tier of government. However, most state legislatures have remained half-hearted and vague about procedures and the powers of gram sabhas, and in the absence of political mobilisation and awareness raising activities about their potential at the village level, they have remained largely dysfunctional and unempowered. It has only been in Kerala, where large-scale devolution of state resources to gram sabhas and enormous mobilisation and capacity building have taken place, that gram sabhas have realized their potential. In other states, gram sabhas are cited to exist as formalized meetings without a clear mandate, and as institutions

which do not include women or other 'weaker sections' of society unless they are identified as beneficiaries under a particular scheme. However, despite the limitations and practical experiences of this institution, the law is seen to have opened unprecedented legal-political spaces for the exercise of direct democracy by rural communities. The challenge is to push the frontiers of these legal spaces both through enlightened political opinion and pressure from below, in order to persuade the political leadership in various states to vest the gram sabhas with a wider range of powers.

**Oldenburg, P. (1999), "Non-Governmental Organizations and Panchayati Raj". Occasional Paper 5. National Resource Centre on Panchayati Raj, PRIA, Delhi**

The paper presents a summary of the discussion between the author and NGO workers, staff from the Ford Foundation in New Delhi, and government officers, on the role of NGOs in the new Panchayati Raj system in the context of participatory micro-planning. The discussion draws on a background note prepared by the author and circulated to the participants before the gathering. In the note, which is also included in the paper, the author presents the difficulties faced by Gram Panchayat in doing participatory micro-planning (PMP) as it is packaged by NGOs. He points to the reluctance on the part of NGOs to empower Gram Panchayat to do PMP, because they see elected representatives of the people as 'politicians', and their attempts to empower the people instead, through the Gram Sabha. The author expresses doubts about the Gram Sabha as a locale of 'real democracy' and suggests ways by which an empowered Gram Panchayat can be held accountable. The note concludes with a brief analysis of the larger political context of Panchayati Raj and the implications for Gram Panchayat-NGO cooperation. In the discussion, participants show commitment to Panchayati Raj as legitimate and permanent locale of democracy in India and to make those institutions work for the empowerment of the people, social justice, and for material

progress. The participants reaffirm the need to work with both the Gram Sabha and Gram Panchayat to ensure effective and accountable planning at the village level.

**Pimbert, M. (2000), Transforming bureaucracies: institutional participation and people centred process in natural resource management - an annotated bibliography, International Institute for Environment and Development (IIED), London**

This annotated bibliography includes close to 390 references, which have been selected with the aim of highlighting different strands of the debate on organizational change and the institutionalization of participation in natural resource management. It includes an interdisciplinary range of references with the aim of overcoming the barriers between different traditions of knowledge and experience. It is divided into seven parts, corresponding to seven overlapping themes identified by the authors: (i) conceptual issues and theories of organizational change for participation, (ii) learning organizations, (iii) gender and organizational change, (iv) transforming environmental knowledge and organizational change, (v) nurturing enabling attitudes and behaviour, (vi) policies for participation, and (vii) methods for institutional and impact analysis. Each theme is introduced by a brief overview that points the reader to major issues in the literature and areas where questions remain unanswered.

**Participatory Research in Asia (PRIA), Functioning of Gram Panchayat and Gram Sabha: Myths or Reality. National Resource Centre on Panchayati Raj. PRIA Publication, Delhi**

This paper assesses the functioning of Gram Panchayat (GP) and Gram Sabhas (GS), based on the study of 195 GP and 155 GS. It points to: (i) the uneven participation of weaker sections of society in both GP and GS; (ii) the lack of clear information about the

date, place and agenda of the meetings, which leads to low levels of attendance; (iii) the absence from the agenda of issues related with social justice, conflicts and disputes in the village, and local planning. The paper maintains that due to the lack of clear guidelines on the devolution of power and authority to GP, these have become mere implementers of government schemes. The poor functioning of GP and GS is mainly due to the absence of clear understanding about their role and to the inadequate financial resources at their disposal. The paper argues that to achieve democratic decentralization and strong grass-roots democracy, the GP and GS need to be strengthened. Greater devolution of power is needed together with a change in attitude of government functionaries towards GP and greater understanding of the importance of GS. Efforts should also be made to develop the competency and skills of Panchayat members to allow them to carry out their functions more effectively.

**Participatory Research in Asia (PRIA), "Women's Leadership in Gram Panchayats", Occasional Paper 3. National Research Centre on Panchayati Raj. PRIA, Delhi**

The enactment of the 73rd Amendment Act in 1992 provides for one third seat reservation for women candidates in Panchayati Raj Institutions with the vision to empower women. This paper explores the extent to which women are able to successfully utilize the empowerment opportunity provided to them, by looking at their experiences in governance and the factors that hinder or promote their participation in the political process. The paper traces historically the leadership and participation of Indian women in the formal and informal political structure and process. It presents the profile of elected women members of Panchayat and their experience in governance. Finally, an account of effective leadership of women representatives is given by drawing on case studies from four states.

**Participatory Research in Asia (PRIA) and Network of Collaborating Regional Support Organizations (NCRSOs) (1999), Status of Finances of Panchayati Raj Institutions: An Overview. PRIA Publication, Delhi**

This paper presents the findings of a national study on the status of finances of Panchayati Raj Institutions (PRIs) in India. It reveals that devolution of financial authority has not been undertaken seriously by either central or state governments, whose schemes often bypass PRIs, even though the subject matter of these schemes falls under the authority of PRIs as established by the constitution. PRIs, which are supposed to be a vital link in the chain of national development, are being viewed by higher levels of government in terms of local service delivery only. The paper argues that to achieve financial autonomy: (i) PRIs should have complete control over their natural and physical resources; (ii) the line department should be under the control of concerned tiers of PRIs; (iii) higher yield taxes should be assigned to PRIs, and PRIs with better tax effort should be provided incentives; (iv) PRI's share in central and state revenue receipts should be enhanced; (v) tied funds should be replaced by united funds and (vi) timely and smooth transfers of funds to PRIs should be ensured. If PRIs fail to gain financial autonomy, the process of devolutionary decentralization that has gained momentum with the 73rd Amendment, will settle down to deconcentration.

**Souza, C. (1996) "Redemocratization and Decentralization in Brazil: The Strength of the Member States" in Development and Change 27:529-555**

With redemocratization and the promulgation of the 1988 Constitution, Brazil became highly decentralized in terms of the distribution of financial revenue and political strength. As a result, sub-national governments, and especially the states, are now at the centre of the political and financial scene. In the absence of party-oriented politics, regional politicians, and particularly the state

governors of the most important states, provide the federal government with ruling coalitions. The central question addressed in this article is what the state governments and their politicians are doing with this political and financial strength. A further point made is the importance of incorporating these states into the framework of analysis of decentralization: at the state level it is possible to identify a number of details about processes which remain too general at the national level and too specific at the local level. Brazil's experience in a decade of political and financial decentralization shows that although decentralization fosters democracy, a variety of other political and economic factors are also of influence, thus exposing the limits of decentralization's impact on policy results.

**Villarin, T. S. (1996) People empowerment: a guide to NGO-PO partnership with local governments. KAISAHAN, Quezon City**

This book provides an insight into the role that Non Governmental Organizations (NGOs) and People's Organizations (POs) play in local governance in the Philippines. It explains the features of the Local Government Code (LGC) of 1991, which serves as the foundation for a new relationship of NGOs and POs with local governments, enabling communities to have a voice in the decision-making processes of government. In addition, it describes modes of NGO and PO partnership with local governments, the principles of the partnership, local initiatives and referendum, the Recall Process, prospects and perspectives for the 1991 LGC. It finishes with a review of the LGC.

**Wampler, B. (2000), A Guide to Participatory Budgeting. Draft**

Participatory Budgeting (PB) programs are innovative policymaking processes. Citizens are directly involved in making

policy decisions in forums held throughout the year, which allows them the opportunity to allocate resources, prioritize broad social policies and monitor public spending. While there is no exact model for PB programmes, as these are structured in response to the particular political, social and economic environment of each city or state, this report presents a synthesis of the most representative cases. The presumption of this guide is that the tools and institutional means developed in Brazil are, in small or large part, applicable elsewhere. This report analyzes the conditions under which PB programs have been implemented and the complex set of rules through which citizens are incorporated into the policy-making process. It explores the motivation for different actors to participate and the types of public works and policies that PB participants select. The reforms of the administrative apparatus to account for new policy-making systems are considered and the limitations and the most promising results of PB are taken into account. Among the latter the following three are highlighted: (i) the promotion of public learning and active citizenship, (ii) increased social justice, through improved policies and resource allocation, and (iii) administrative reforms. The final part of the guide addresses the issues of PB's replicability, by pointing to questions that governments, NGOs and civil society should address while contemplating if PB is an appropriate policy-making process for their political and social environment.

**Reference: Logolink, [http://www.ids.ac.uk/logolink/resources/bibliography\\_part\\_1\\_1.html](http://www.ids.ac.uk/logolink/resources/bibliography_part_1_1.html).**

## Chapter IV

### Decentralization and Democratic Social Change

Literature exploring the ways in which decentralization can either encourage democratic social change or reinforce patterns of political and social inequality.

**Clark M. and Stewart J. (1998), Community governance, community leadership, and the new local government, Joseph Rowntree Foundation, London**

The report defines community governance and analyzes the reasons for change in the role of local authority. It argues that existing structures and ways of working are inadequate for the new circumstances as they are designed mainly for the delivery of services. It elaborates six principles which underlie community governance. First, the local authority should be concerned with the overall welfare of the area rather than merely with service provision. Second, the local authority's role in community governance is only justified if it is close to and empowers the communities within and the citizens who constitute them. Third, the local authority must recognise the contribution of other organizations and enable, rather than control, that contribution. Fourth, the local authority should ensure that the whole range of the resources in the community is used to the full for the good of its area. Fifth, to ensure the best use of those resources the local authority needs to review how needs are best met and act in different ways to meet them. Finally, in showing leadership the local authority must seek to reconcile, balance and judge the diversity of views and interests. The common theme underlying these principles is the need for power to be exercised as close as possible to citizens and local communities. The final part of the report examines the changes, which are needed from the central

government, the Local Government Association and local authorities.

**Cornwall, A and Gaventa, J. (1999), Repositioning participation in social policy. Background paper for the IDS conference on The Future of Social Policy, 28-29 October 1999. Institute of Development Studies (IDS), Brighton**

This paper is centred around several interlocking questions: How do ordinary people, especially poor people, affect social policies which in turn affect their well-being? What is the role of citizen participation in social policy formation and its implementation, especially in a new global era? How do changing contexts and conditions affect the entry points through which actors in civil society, especially the poor or those working with the poor, can exercise voice and influence in critical aspects of social care, be they in the areas of health, education, welfare, social security, programs for the disabled, low-income housing, or other significant social policy arenas? Cornwall and Gaventa use a participation-oriented view to explore these questions and argue that social policy must see citizens not only as users or choosers, but as actors and citizens in shaping and implementing social policy and social provisioning. They argue that to put forth this view is to raise immediately important conceptual issues about the nature of participation, citizenship, universality and difference, and social policy itself, each of which has been widely debated in social policy literature. It is suggested that changing contexts and conditions, including new demographics and understandings of the poor, an increased emphasis on decentralization, privatization of provisioning, and globalization, challenge these traditional approaches to participation in social policy. It is thus asserted that the concept and the approaches must be 're-situated' in the light of current realities, which offer constraints as well as new 'spaces' for participation.

**Fox, J. (1995), "Local Governance and Citizen Participation: Social Capital Formation and Enabling Policy Environment", in Wilson R. H. and R. Cramer (eds.), International Workshop on Local Governance - Second Annual Proceedings, University of Texas**

While in theory the relationship between good local governance and citizen participation is clear, it is difficult in practice to establish a causal relationship between the two processes. Reciprocal causality may be at work: pro-participation forces in civil society encourage more accountable governance, while pro-accountability elements within the state encourage more participation. This approach rejects zero-sum models of state-society relations and maintains that effective governance often depends on partnership between civil society and states that are both strong. The paper analyzes two studies of the role of participation in explaining local governance performance. The first is Putnam's study of Italian decentralization; the second is a cross-national comparison of decentralization and participation in South Asia and West Africa. In spite of dramatically different settings, the two studies agree that effective local governance depends largely on the strength of democratic practices and civil society. The paper presents a conceptual discussion of some characteristics of public environment that can enable effective citizen participation and concludes with some propositions on how to strengthen civil society's capacity to push for more accountable and responsive government.

**Fox, J. (1999), "The Inter-Dependence Between Citizen Participation and Institutional Accountability: Lessons from Mexico's Rural Municipal Funds, in Piester K. (ed.), Thinking out loud: Innovative Case Studies on Participation Instruments. The World Bank, Washington**

This paper examines the processes of interaction between institutional accountability and citizen participation. This

conceptual issue is addressed through an institutional analysis of specific policy issues raised by two large World Bank loans designed to fund social infrastructure through rural local governments. The paper explores the tensions that exist between municipal autonomy and accountability and addresses the relationship between rural local government and social capital – a critical resource for effective community participation. The author maintains that the anti-poverty performance of rural local government has a reciprocal relationship with the nature and density of civil society at the grassroots level. Moreover, he argues that the prospects for participation and accountability within any level of government depend on the dynamics of inter-government relations, i.e. between village, municipal, state and federal levels. Drawing on empirical evidence, the paper analyzes these dynamics and points to analytical tensions revealed in the process and dilemmas that emerged.

**Fox, Jonathan and Aranda, J. (1996), Decentralization and rural development in Mexico: community participation in Oaxaca's Municipal Funds Program. Monograph series 42. The Centre for U.S.-Mexican Studies, University of California, San Diego**

This paper examines the effect of decentralization on community participation, with particular reference to the channeling of funds to municipal level in Oaxaca, Mexico. The study suggests that where local governments are already democratic and responsive to their citizens as was found to be the case in Oaxaca, decentralization can be a positive force increasing participation. However, the report suggests that devolving project-funding decision making to local governments will not necessarily increase participation and indeed may actually reinforce authoritarian rule at the local level in instances where the necessary institutional change has not taken place.

**Goetz, A.M. and Gaventa J. (2001), From Consultation to Influence: Bringing Citizen Voice and Client Focus into Service Delivery. Consultancy report for the Department for International Development (DFID). Institute of Development Studies (IDS), Brighton**

The paper identifies the conditions for enhancing the effectiveness of citizens' efforts to voice their concerns about poor quality services. It also identifies public sector reforms that produce greater responsiveness and accountability to clients, especially the poor. It reviews 60 case studies of both citizen- and state-initiated efforts to make public services responsive to the needs of their clients. The most successful experiences exhibited some of the following characteristics: (i) legal standing or formal recognition for non-governmental observers within policy-making arenas; (ii) a continuous presence for these observers throughout the process of the agency's work; (iii) structured access for citizens to the flow of official documentary information; and (iv) either the right of observers to issue dissenting reports directly to legislative bodies or the right of service users to demand a formal investigation and seek legal redress for poor or non-delivery of services. The paper maintains that both the extent to which citizens influence the design and delivery of public services and the capability of states to respond will depend upon the interaction of three factors. First, the socio-cultural and economic power of the client group in question. Second, the nature of the political system and the organization of political competition. Third, the nature and power of the state and its bureaucracies.

**James H. Svara & Associates, Lessons from Successful Mayors and Chairpersons "Facilitative Leadership in Local Government", Copyright © 1994 by Jossey-Bass Inc., Publishers, 350 Sansome Street San Francisco, California 94104. Copyright under International, Pan American, and Universal Copyright Conventions.**

How will increasingly diverse cities and countries strengthen their political leadership for the 1990s and beyond? How can mayors and other officials become effective leaders in government structures that deny them executive power and diffuse their political leadership? What kind of impact will it have? Facilitative Leadership in Local Government shows how officials can reach beyond the structural limitations of their positions and work within the constraints of fragmented power to build a strong and effective government.

In this book, James H. Svara and expert contributors offer local government officials and those who work with them a guide to a successful new model of leadership-facilitative leadership. The facilitative leader accomplishes objectives by enhancing the efforts of others. Rather than seeking power of them selves, facilitative mayors and chairpersons seek to empower the city council and the city manager by stressing collaboration and collective leadership among all parties so everyone can work effectively together.

The authors use analyses of survey data combined with in-depth case studies on nine facilitative leaders in council-manager cities and counties across the United.

**Martin Laffin, University of Sydney, "Professionalism in Local Government: Change and Challenge", Ken Young, Queen Mary and Westfield College, University of London, Published by Longman Industry and Public Service Management, Longman Group UK Limited, 6<sup>th</sup> Floor, Westgate House, The High, Harlow, Essex CM 20 1 YR, England and Associated Companies throughout the world, © Longman Group UK Limited, 1980**

This book discusses how the professional role of the local government officer is changing in response to new conditions, government legislation and public perceptions and pressures. It is

a topic of importance in local government – embracing such issues as the role and expertise of officers in the context of increased involvement of councilors; the extent of managerial constraint and accountability of officers: and their political neutrality.

**Mohan, G. and Stokke K. (2000), "Participatory development and empowerment: the dangers of localism", *Third World Quarterly* 21 (2): 247-268**

Recent discussions in development have moved away from holistic theorization towards more localized, empirical and inductive approaches. In development practice there has been a parallel move towards local 'participation' and 'empowerment', which has produced, albeit with very different agendas, a high level of agreement between actors and institutions of the 'new' Left and the 'new' Right. This paper examines the manifestations of this move in four key political arenas: decentralized service delivery, participatory development, social capital formation and local development, and collective action for 'radical democracy'. It is argued that, by focusing so heavily on 'the local', these manifestations tend to underplay both local inequalities and power relations as well as national and transnational economic and political forces. Following from this, the authors advocate a stronger emphasis on the politics of the local, i.e. on the political use of 'the local' by hegemonic and counter-hegemonic interests.

**Nickson, A. (1998), *Where is Local Government Going in Latin America? A comparative perspective. Annual Conference of the Society of Latin American Studies, University of Liverpool, Liverpool***

A major process of decentralization has been under way in Latin America since the mid 1980s. However, little attention has been given to the impact of decentralization on the changing role of local government within the overall political system of Latin

America. This paper addresses the question of where local government in Latin America is going by situating the current wave of decentralization in the comparative framework of two ideal types - the 'economic model' and the 'political model', based on opposed positions on the core purpose of local government. The 'economic' model emphasizes efficient service delivery, whereas the 'political' model sees a wider role for local government as a mouthpiece of shared community interests, deriving from a strong citizen identification with local communities. It is in this latter model that mechanisms of citizen accountability and participation take on special importance. Latin American local government displays basic features of the 'political' model, but in reality political autonomy is severely limited, and the current emphasis on liberalization, and the preference of key institutions such as the World Bank and Inter-American Development Bank for the 'economic' model, may lead to the increasing dominance of this model. The long-standing dream of a more participatory local democracy may thus fade away, as an increasingly pragmatic and instrumental perception of local government takes hold. This may be a price worth paying, given the urgency of providing decent basic public services to the citizens of Latin America.

**Osmani, S.R. (2001), "Participatory Governance and Poverty Reduction", in Grinspun A. (ed.), *Choices for the Poor: Lessons from National Poverty Strategies. United Nations Development Programme (UNDP), New York***

The paper focuses on governance at the level of local communities. It explores issues of decentralization, people's empowerment, and the involvement of community-based organizations in local affairs, as well as the relevance of all these reforms for poverty reduction. The paper identifies two main obstacles to the establishment of a truly participatory decentralization. On the one hand, the unwillingness of the centre to relinquish or share power, and on the other, the inability of

weaker sections of the community to participate effectively in the structure of local governance. The paper argues that a crucial precondition for tackling both these problems is the creation of an environment that can empower people, especially the poor, so that they can exercise their voice in the affairs of governance. Two components of a strategy for empowerment are discussed: (i) the improvement of the economic security of the poor as an integral part of the drive towards decentralization; and (ii) the social mobilisation of the poor.

**Osmani S.R. (2001), "Participatory Governance, People's Empowerment and Poverty Reduction". Conference Paper Series #7. Social Development and Poverty Elimination, Division Bureau for Development Policy (BDP), United Nations Development Programme (UNDP)**

Good governance has recently been accorded a central place in the discourse on development. The paper begins by noting the multiplicity of meanings acquired over time by the term 'decentralized governance' and argues for one that incorporates people's participation at the grassroots level as being most appropriate in the context of poverty alleviation. The value of such participatory decentralization is demonstrated by drawing upon various examples, and two obstacles to truly participatory decentralization are identified and explored: those that relate to the devolution of power from the top and those that relate to genuine involvement of the poor from the bottom. It is then argued that a crucial precondition for tackling both these problems is the creation of an environment that can empower people - especially poor people - so that they can exercise their voice in the affairs of governance. Section V of the paper takes up this issue and examines the various approaches to empowerment that have been discussed in UNDP's Poverty Strategy Initiative studies.

**Oyugi, W.O. (2000), "Decentralization for good governance and development: Concepts and Issues." Regional Development Dialogue 21 (1): 3-25**

Based on experience in Africa, this article reviews the assumed advantages and disadvantages of decentralization, understood both in its political (devolution) and administrative (deconcentration) aspects. It concludes that there is more evidence of failure than success, and attributes this to poor design, imitative programmes, a lack of response to specific local conditions and the difficulty of overcoming a lingering culture of central hegemony. Contrary to expectations, the lesson is that decentralization has generally not been much of an instrument of democratization and has also failed to promote development or efficient and effective service delivery. Whatever few scattered cases of success, especially in relation to development, have not been successfully institutionalized. The question remains of how to cope with the demands of decentralization in the face of a prevailing tendency towards the centralization of government in every sphere.

**Oyugi, W.O. (2000), "Decentralization for Good Governance and Development: The Unending Debate", Regional Development Dialogue 21 (1): iii-xix**

The article raises the problems inherent in programmes of decentralization and popular participation with reference to the experience of some African countries. It argues that after many decades of debate, decentralization as a method of organizing government still remains an elusive concept. The article analyzes the relationship between decentralization and good governance and maintains that the contribution of decentralization to good governance depends on the unique circumstances prevailing in the individual country implementing a decentralization programme. The design of decentralization programmes is identified as the key determinant for (i) the success of the programme, and (ii) the extent to which decentralization contributes to a democratization

of society. The relationship between decentralization and development is then analyzed. It is argued that local-level development has not been realized in Africa in spite of the many decentralization schemes put in place. The explanation put forward is that delegation of responsibilities in the field of development has not been matched with resources to support their implementation. The article also explores the relationship between decentralization and participation and maintains that participation, especially by citizens, remains a missing link in the development process. This issue is explored by focusing on popular participation in the political and the development process. It is argued that meaningful participation has been lacking on both fronts. The article concludes with an analysis of appropriate settings for popular participation.

**Panos Institute (2000), *Governing our cities: Will People power work?* The Panos Institute, London**

The solution to sustainable development in cities is for poor people to be allowed to assert their own rights, and increasingly to organise themselves to provide their own services and infrastructure. Successful systems of urban governance depend on people power. This consensus emerged at the Second United Nations Conference on Human Settlements (Habitat II) held in Istanbul in 1996. The type of partnership crucial to good governance and poverty reduction involves poor people participating with government in policy and decision-making as well as in contributing to implementation and costs. But successful privatization of services depends on meeting the needs of the poor, and the role of the government is to ensure and facilitate this. Decentralization of powers from national to municipal governments was endorsed by Habitat II as a means to greater effectiveness, transparency and accountability. However, real ceding of autonomy, including financial power, from national to city governments, is still the exception. In the context of the special session of the UN General Assembly on the successes and

failures of the Habitat Agenda, this report assesses what lies behind the rhetoric of empowerment and examines whether these strategies have led to real improvements in people's lives.

**R.A.W. Rhodes, University of Essex, “The National World of Local Government”, © R.A.W. Rhodes, 1986, First Published in 1986**

Local government is an actor on the national stage. Its representatives live in the village that is Westminster and Whitehall, meeting with ministers and civil servants on a virtually routine basis. The book describes the national world of local government, analyzing the role of local government's representative organizations in central policy making. The past decade has witnessed dramatic changes in local government and, by exploring the role of local government in grant and pay negotiations and in the reallocation of functions between the different types of local authorities, the book charts the transformation in central-local relations from bargaining through incorporation to direction and control.

In spite of the crisis, there has been no study of the national world of local government. This book presents the first detailed analysis of how local government seeks to influence national policy making. And in the process, it illuminates the way in which the centre works. Drawing upon numerous interviews with ministers, civil servants, local politicians and the professions, coupled with extensive access to official files, it documents the twists and turns of policy and provides insights to the nature of British government.

The book is distinctive also because it provides in-depth accounts of British government at work and because it relates this description to wider issues in the analysis of British government. Local government is not abstracted from the larger context but treated as an integral part of central policy making.

**Schneider, H. (1999), "Participatory Governance: The Missing Link for Poverty Reduction", Organization for Economic Co-operation and Development - Policy Brief 17**

The paper shows how participatory approaches to governance (PG) operate as an essential link in the network of causalities which have to be considered in designing and implementing poverty reduction strategies. The paper first elaborates on the rationale of PG and then addresses the question of how it can become a reality in different settings. To answer this question, the author draws on case studies which illustrate a variety of experience from countries in Africa, Asia and Latin America. It is argued that the trilogy of empowerment, accountability and capacity building offers the building blocks of PG and these are seen as interdependent. The paper concludes that the role of PG in poverty reduction is threefold: (i) to base policies on better information; (ii) to ensure that policy-makers and their administration are more committed than they tend to be in non-participatory governance settings; and (iii) to make the implementation of policies more effective and efficient.

**Schonwalder, G. (1997), "New Democratic Spaces at the Grassroots? Popular participation in Latin American Local Governments". *Development and Change* 28(4): 753-770**

This article sounds a note of caution with regard to the idea that political decentralization and increased popular participation, notably at the local level, could help consolidate fragile democratic regimes, and render their institutions both more efficient and more responsive to their constituents. Taking a review of two major strands of the decentralization literature as its starting point, the article shows that political decentralization often runs into bureaucratic obstacles and politically motivated resistance from local and other elites, and that locally based popular movements are frequently co-opted by other actors for their own ends. The author develops an 'inventory' of possible

courses of action for locally based popular movements, arguing that their democratic potential may best be realized not by withdrawing from the institutional space altogether, but by taking advantage of existing possibilities to participate, while maximizing their influence and minimizing the risk of co-optation by striking alliances with a variety of other actors.

**Turner, M. (1997), "Decentralization within the state: good theory but poor practice?" in Turner, M. and Hulme, D. (eds.), *Governance, Administration and Development: 151-174*. Macmillan, London**

The paper reviews different meanings given to the term decentralization by various authors and addresses the justifications for decentralization. The potential advantages and disadvantages are presented. The paper explores the main features of devolution and deconcentration and presents a review of recent practice of decentralization in developing countries with reference to Africa, Asia, Latin America and the South Pacific. The author presents two opposing propositions regarding the results achieved through decentralization policies, both in terms of political impacts and efficiency of service delivery: (i) it has produced very limited or even negative results; and (ii) it has led to significant achievements. The author argues that in many cases different combinations of devolution and deconcentration are found in a variety of bodies in which both public servants and elected representatives share authority, which renders it difficult to determine who actually holds power. The paper concludes that under the banner of decentralization, Third World nations have introduced policies that concentrate power and decision-making and weaken local arenas for political debate. Serious devolution has been rare while deconcentration has been the favoured mode of Third World leaders.

Veltmeyer, H. (1997), "Decentralization as the Institutional Basis for Community-Based Participatory Development: The Latin America Experience". *Canadian Journal of Development Studies* XVIII (2): 303-325

Decentralization of government decision-making and administration has been a salient development in many countries over the past two decades. This paper examines the conflicting dynamics of this process, with particular reference to the emergence of a 'new paradigm' that privileges community-based and participatory forms of development. In the Latin American context, decentralization is essentially a project designed as a means of social control, opening up channels for popular participation at the local level while securing the demise of organizations that might challenge the power structure of national institutions and policies for more effective change.

**Reference:** Logolink, [http://www.ids.ac.uk/logolink/resources/bibliography\\_part\\_1\\_1.html](http://www.ids.ac.uk/logolink/resources/bibliography_part_1_1.html).

## Chapter V

### Experiments in Empowered Deliberative Democracy in India

People have aimed to devolve administrative and fiscal power to individual villages in India through creating channels for direct and representative democracy. In this part of bibliography both governance and capacity building concepts are discussed and examples are offered of how local governments have tackled problems such as those relating to decentralization and local accountability, governance structure, leadership and participation of stakeholders. In this various impediments to people's participation in local governance are addressed and suggestions have been put forward to ensure a more effective and meaningful participation. This area will emphasize literature on:

- a. Panchayati Raj Act
- b. Panchayat Reforms
- c. New Panchayati Raj Institutions and Emerging Trends
- d. Panchayat at Work
- e. Panchayati Raj, Political Parties and Elections
- f. Panchayat and their Finance
- g. Panchayati Raj and Decentralized Planning
- h. Panchayati Raj and Education
- i. Panchayati Raj and Decentralized Justice
- j. 50 Years of Panchayati Raj and Rural Development

#### *Category – 1*

**Name of book: Patterns of Panchayati Raj in India**

Author: G. Ram Reddy

Year 1977

Printed At: Published by S.G. Wasani for The Macmillan Company of the India Limited and printed by V. Varadarjan at Macmillan India Press, Madras- 600 002

**Annotation:** Panchayati Raj has now been introduced in almost all the states in India. While there is some uniformity in the all-India pattern of Rural Local Government, each state has modified the basic system to suit its specific requirements. Consequently, a study of Panchayati Raj institutions as they operate in each state reveal some distinctive features. Surprisingly, however, there has been no comparative study of Panchayati Raj Institutions in India and this book is the first major attempt to fulfil this need.

Consisting of original essays, this book provides a comprehensive overview of the working of Panchayati Raj in fifteen states of India. It traces the history of local self-government from the early days, its fall into disuse during the early part of the British Raj, its revival under Viceroy's like Local Ripon, and its strengthening since independence.

The purpose of the book is to highlight both the diversities and the similarities of Panchayati Raj Institutions as established in various states of India and also to examine the working of these institutions in the socio-economic and political milieu of each state.

**Name of book: Legislative Status of Panchayati Raj in India**

Author: S.S. Singh, Suresh Mishra, Sanjay Pratap  
Indian Institute of Public Administration  
New Delhi- 110002

Year 1997

Printed At: New United Process, A-26 Naraina Industrial Area, Phase-II New Delhi- 110028, P.H. 570 9125

**Annotation:** This book is an outcome of the efforts initiated by the Government of India for democratic decentralization for people's empowerment. The present book is a data based study on salient features of the Panchayati Raj particularly the legislative aspects of Panchayati Raj Acts as enacted in different states in the light of the Constitutions (Seventy-third) Amendment Act, 1992

The book gives a comprehensive picture of legislative status of Panchayati Raj Institutions in different states. With its focus on administrative and financial set-up, and allied aspects of Panchayati Raj, the book distinguishes itself from other studies in the related area as an addition to the literature and data bank on Panchayati Raj Institutions in India and it seeks to fill a long-felt void. As such, it will prove useful to researchers, planners, administrators and all others who are committed to the course of decentralization of power to the people.

**Panchayati Raj in India: From Legislation to Movement**

By George Mathew, 1994, concept Publishing Company, New Delhi for the Institute of Social Sciences, New Delhi. 147p. Hardcover. Hardcover ISBN 81-7022-517-5. Rs. 2000.00/\$ 20.00.

**Annotation:** Presents a perspective of issues relating to Panchayati Raj, Local Government and Decentralization of power. The articles included in this volume have been selected from various books, journals and newspapers and have been revised and presented thematically. A well-documented and very readable volume for those interested in understanding issues like Panchayati Raj, Local Government and decentralization of power.

### **Status of Panchayati Raj In the States of India, 1994**

General Editor George Mathew, 1994. Concept Publishing Company, New Delhi for the Institute of Social Sciences, New Delhi, 232p. Hardcover, ISBN 81-7022—553-1, Rs.400.00/\$40.00 size: 8.9 X 11.6 X 0.9

**Annotation:** Describes the historical evolution of Panchayats in each state, its tradition, structure, and functions that the Panchayati Raj Institutions at various levels have been performing so far. It also focuses on the status of local government institutions in the context of the Panchayati Raj System. A valuable source book for students, teachers, training institutions and government departments.

### **Status of Panchayati Raj in the States and Union Territories of India, 2000**

General Editor by George Mathew 2000. 516p. Concept Publishing Co. New Delhi for Institute of Social Sciences. Rs 1000.00/\$15.00.

**Annotation:** Tracing the history of rural local government bodies from the colonial period to the present day, the book seeks to address the question whether the Panchayat has emerged as an effective institution of self-government at the local level, particularly in the context of the historic 73rd constitutional amendment. Besides giving an overview of the Panchayati Raj System, 35 contributors who are specialists on the subject present a detailed and authentic account of the current status of the Panchayats of all the states and union territories of India issues of women's participation in Panchayats and the extension of Panchayati Raj System in the tribal areas have been elaborately dealt with. A unique feature of the publication is that it provides exhaustive data on Blocks/ Taluka/ Mandals. Each chapter on the States and Union Territories includes socio-economic profiles with

latest statistics on area, demography, economy, education, health, poverty, access to potable water, public distribution system, etc. It includes maps showing district boundaries and other vital information- in brief, all that one wants to know about the Panchayats in India.

### **The State of Panchayats: A Participatory perspective, by Manoj Raj, Malini Nambiar, Sohini Paul, Sangeeta V. Singh and Satender S. Sahni, Publisher Samskriti, C-9020 Vasant Kunj, New Delhi-110070**

**Annotation:** This volume attempts to provide an overview of the past, present and future of Panchayati Raj Institutions (PRIs) by taking a retrospective glance at these institutions, analyzing their present status and articulating the perspective for them to become more vibrant and effect institutions of local self-governance. It is an account of the experiences of PRIA and its partners over the past six years towards strengthening PRIs in about 15 states of the country. The book primarily covers state of Panchayats in the states of Madhya Pradesh, Rajasthan, Gujarat, Uttar Pradesh, Kerala, Haryana, Himachal Pradesh and Orissa.

Different thematic chapters in the book provide insights into various facets of PRI functioning ranging from the provisions in the Constitution (73rd Amendment) Act, 1992, to an assessment of the ground reality in the areas if actual functioning of Panchayats. The assessment covers areas like the extent of devolution of powers and functions, the role played by Gram Sabha and the participation of women and other marginalised sections. This volume attempts to capture participatory local planning in Panchayats, capacity building initiatives undertaken for PRI functionaries, the situation of finances in Panchayats and the process of Panchayat elections. In this context, the role of civil society and the media vis-à-vis PRIs has also been explored in order to provide a comprehensive picture of Panchayati Raj in

India as a whole, information on PRIs in states other than those mentioned has been incorporated largely from secondary sources.

The book also comes out with a set of recommendations, which could help shape Panchayati Raj Institutions as vibrant loci of self-governance.

**Panchayati Raj Institution in Selected States: An analytical study by National Institute of Rural Development, Rajendra Nagar, Hyderabad-500 031.**

**Annotation:** The introduction 73rd Constitution Amendment has opened a new chapter in the process of establishing a strong decentralized administration through Panchayat Raj Institutions at the district level. Considering more comprehensive devolution of power to the PRIs, increasing importance is being given to making their functioning more effective. NIRD has conducted a rapid appraisal in ten states and brought out a publication titled 'PRIs in India- An Appraisal' in the month of August 1995, presenting the existing features of the PRIs in India specifically in those ten states. At the meeting of State Ministers of Panchayat Raj, organized by the Ministry of Rural Areas & Employment, Government of India, New Delhi, the Hon'ble Prime Minister rightly emphasized the urgent need for strengthening and empowering the PRIs at all levels. At the recently held All India Panchayat Adhyakshas Sammelan, almost all speakers stressed the immediate need for devolving more administrative and financial powers on the PRI bodies.

**Historical and Conceptual Development of P.R., Edited by A. K. Majumdar, Bhanwar Singh, published by Radha Publications, 4378/4B, Anwari Road, Darya Ganj, New Delhi – 110 002.**

**Annotation:** This title is a comprehensive and critical study of historico-conceptual evolution of the Panchayati Raj in India from a very ancient time to the present days. This book throws light on various phases of theoretical development and practical penetration of the system of Panchayati Raj in Indian Society. The Panchayat is the pivot of rural administration and real centre of socio-economic and cultural life around which entire structure of the local government revolves with facility and ease.

**Empowering people issues and solution, edited by G. Palanithurai, Published Kanishka Publishers Distributor, 4697/5-21A, Ansari Road, Daryaganj, New Delhi.**

**Annotation:** After the enactment of 73rd Constitutional Amendment Act, activities are beefed up in different parts of the country through the organizations which are interested in the transfer of power to the grassroot institutions. While seeing the articles and news items in the newspapers about the new system one would feel the multiplicity of notions about the new Panchayati Raj system. The new system is neither an independent nor a dependent body but an inter-dependent one. With regard to power, functions, positions and responsibilities, convergence of ideas emerge from the continuous deliberations of the academics, activists, administrators and policy makers through the seminars, symposia workshop and conferences. Views and perceptions are getting cleared stage by stage while operating the system in the society. Still certain perplexing questions continue to daunt the minds of the supporters of Panchayati Raj. To dispel the clouds in the minds of the activists and academics a national workshop was conducted in Gandhigram Rural Institute in May, 1995 with financial support of CAPART. Views aired in the workshop have been shaped into articles issues, solution and recommendations. This edited volume includes vital aspects of Panchayati Raj system. Issues are analyzed deeply and solutions are offered realistically. This book will be an essential reader for Panchayati Raj activists.

**Major Issues in the development -Lessons in Empowerment from India, Prabhat Datta, Kanishka Publishers Distributor, 4697/5-21A, Ansari Road, Daryaganj, New Delhi .**

**Annotation:** The book is a collection of articles on grassroot development in India. It calls for decentralization of powers and functions and empowerment of the people. The discussions have been organized into two sections. The first section contains articles on India as a whole and the second has a micro focus as it incorporates articles on West Bengal alone.

The seventy third amendment which is widely recognized as a significant and mighty effort towards revitalization of Panchayats, has been critically reviewed in the light of developments in rural India. The post-constitutional amendment scenario generates cautious optimism. The same is true in respect of empowerment of the people as is evident from the articles on literacy and universalization of primary education. In this respect the record of West Bengal has been admirable. The Panchayat experiment in West Bengal has been dealt with in detail. The last three articles dwell on the implementation of the empowerment programme through literacy campaigns in West Bengal with special reference to two of her districts.

The ground realities have been reviewed within the framework of conceptualization in the areas of enquiry. The review is conducted critically but constructively, having faith in the power of the people who are the real actors and change-agents.

## **LEGISLATIVE FRAMEWORK OF PANCHAYATI RAJ IN INDIA**

**S.S. Singh & Suresh Misra**

Intellectual Publishing House, 23, Daryaganj, Ansari Road, New Delhi-2,

First Edition: 1993

© S.S. Singh, Rs. 250.00

**Annotation:** This book is an outcome of the efforts initiated at the Indian Institute of Public Administration, New Delhi to have a data based study on different aspects and particularly the legislative aspects of Panchayati Raj Institutions.

The authors have argued that decentralisation in real terms is possible only with appropriate institutions under an organisational and legislative framework responsive to the needs and aspirations of the people. The importance of the nature and type of legislative enactment has increased with the thrust on devolution of responsibilities and power of the local bodies.

This book gives a comprehensive picture of the legislative framework of Panchayati Raj Institutions in India as it exists today. So far studies have concentrated on administrative, financial and allied aspects of Panchayati Raj and this is what distinguishes this book from others.

This book is a timely addition to the literature on Panchayati Raj Institutions in India and fills the void that was left. It will prove useful to researchers, planners, administrators and to all those who are committed to decentralisation and power to the people.

## **Category – 2**

**Name of book: Kerala Panchayats Raj Act, 1994 with Rules**

Author: S. Santhosh Kumar  
Advocate

Distributors  
Swamy Law House  
Kochi-35

Year 1997

Printed At: Sterling Print House Pvt. Ltd. Edappally  
North, Cochin- 682 024

**Annotation:** By the Constitution (Seventy-third Amendment) Act, 1992, the Parliament inserted a new part relating to Panchayats in the Constitution. The State Governments had to enact new law or amend existing laws suitably. Instead of making amendments to the existing Kerala Panchayats Act, 1960, the State of Kerala enacted Kerala Panchayats Raj Act, 1994. Incorporating provisions in accordance with the Constitutions (Seventy-third Amendment) Act, 1992. The Act replaces the Kerala Panchayats Act, 1960 and the Kerala District Administration Act, 1979.

The Kerala Panchayat Raj Act, 1994 has been amended by the Kerala Panchayats Raj (Amendment) Act, 1995 (7 of 1995) and the Kerala Panchayat Raj (Amendment) Act, 1996 (7 of 1996)

Thirty four Rules have so far been made under the Act. One of the Rules has since been repealed and there have been amendments to some of the Rules. Except one, all the Rules made are in Malayalam. English translation of the Rules has not so far been published.

This book incorporates all the new Rules and important decisions under the Panchayati Raj Act. The provisions regarding election in the Act are in parimateria with the provisions of the Representation of the people Act, 1951.

**Name of book: Voluntary Action Network India State Panchayat Acts: A Critical review**

Author: Dr. Rajesh Tondon

Year 1995

**Annotation:** This document, contain a comparative critique from the states Panchayats Raj Acts namely: Haryana, Rajasthan, Assam, Orissa, Madhya Pradesh, Tamil Nadu, Gujarat, Uttar Pradesh, Himachal Pradesh, Punjab, Karnataka, Bihar, Tripura, Maharashtra and West Bengal. We tried to get hold of English version of Kerala Act but failed to get one and therefore Kerala has been left out.

**Name of book: Case Studies in Panchayati Raj**

Author: G. Mukharji  
Director  
Indian Institute of Public Administration  
Indraprastha Estate, Ring Road, New  
Delhi

Year 1972

Printed At: Printed at Kappor Art Press, A 38/3  
Mayapuri, New Delhi-27

**Annotation:** The significance of a Case Study Programme in Public Administration is obvious. A case study in Public Administration is an objective narrative, showing how one or more public officials or elected leaders arrived at a policy decision or implemented such a policy or a programme and dealt with a particular administrative situation. Such a narrative tries to show the environmental context in which an administrative decision or action is taken. This book deals with various factors and

influences leading to the decision or action, the attitudes of the individuals involved, the different alternatives available for the decision and the various considerations which led to the final choice and the after effects of the decision or action-all these are portrayed.

### **The Panchayat Reforms**

**Annotation:** People have aimed to devolve administrative and fiscal power to individual villages in West Bengal, India through creating channels for direct and representative democracy. The Panchayat system is made up of three layers. The first layer is an elected body made up of 15-20 representatives, which is called the Gram Panchayat (GP) and includes from 10-12 villages totaling 10,000 residents. Responsibilities of the GP's typically include administration of public health, sanitation; drinking water; maintenance of public utilities, primary education, agricultural development, irrigation, land reform, poverty alleviation, rural industrialisation, electrification, and housing. The second layer, called the Panchayat Samity (PS), consisting of 20-30 members, governs an area that typically consists of ten GPs. The PS coordinates the activities of the GPs and combines their village plans. Above this is a district governance body called the Zilla Parishad (ZP), which aggregates and coordinates the PS level plans. There has been a significant shift in West Bengal from state administered services to the Panchayat system, which has resulted in much more state money becoming available to the villages (<http://www.ssc.wisc.edu/~wright/deliberative.html>).

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Priya, Darshini. "A government of the women .... (India)" (Adapted from *Depth news Women's Feature*, February 1993) (*Asia: Women Arise*) *Connexions*, Summer 1994 n46 p16(1)

### **Panchayati Raj in Karnataka Today its National Dimensions**

Edited by George Mathew, 1986, Concept Publishing Company, New Delhi for the Institute of Social Sciences, New Delhi. 160 p Hardcover Rs. 100.00/\$ 10.00 Size: 5.9"x9.0"x0.6".

**Annotation:** This book presents a collection of essays that give vivid insight into various aspects of decentralized democratic government and provides an analysis of social political, judicial and economic implications of Karnataka Panchayati Raj, in the national context. The book has a foreword by Ramakrishna Hegde. A useful book for those interested in the transfer of power to the people, and for those who practice it.

### **Panchayati Raj in Jammu and Kashmir**

Edited George Mathew, 1990. Concept Publishing company, New Delhi for the Institute of Social Sciences, New Delhi. 165 p. Hardcover. ISBN 81-7022-315-6 Rs. 150.00/\$15. Size: 5.7"x8.9x0.8"

**Annotation:** An outcome of a yearlong interaction among scholars on Panchayati Raj and specialists on Jammu and Kashmir affairs. It provides insight into philosophical foundations of the goals and working of Panchayati Raj in India, and analyzes the reasons for the failure of the social system. The book has a forward by Farooq Abdullah. An important source book on Panchayati Raj developments at the national level, and its historical unfolding in Jammu and Kashmir prior to 1990.

### **Restoration of Panchayats in Jammu and Kashmir**

Edited by Jaya Roy, 1999. Institute of Social Sciences, New Delhi. 96p. Paperback Rs. 50.00/\$2.00.

**Annotation:** Presents report of the proceedings of the Conference (Srinagar, May 1998) on the status of the Panchayati Raj Act and the Panchayat election in the State of Jammu and Kashmir. The Conference was attended by State leaders, the administration, faculty of the Jammu and Kashmir University, and NGOs.

### **Social Background of Zilla Parishad Members in Karnataka, 1989**

By Sashikala. K.G. Gayatri Devi, Anand Inbanathan and H.M. KempaRaju, 1989. Institute of Social Sciences, New Delhi. 49p. Paperback Rs. 25.00/\$ 3.00.

**Annotation:** This study examines the socio-economic background of 818 members, out of a total 887 Zilla Parishad members elected in the 1987 Panchayat elections in Karnataka, and Places them in the context of social conditions that exist in the State.

### **Karnataka Mandal Panchayat members: Social Background, 1990**

Institute of Social Sciences, New Delhi. 32p. Paperback Rs. 25.00/\$ 3.00

**Annotation:** In this study of the socio-economic background of the elected members of the Mandal Panchayats (below the district level). 58 Mandals out of a total 2469 were selected. The study shows that while the Pradhan occupies the highest position formally in several Mandals he plays a secondary role because some other member controlled the Mandals.

### **Social Background of district council Members in Kerala, 1991.**

1991 Institute of Social Sciences, New Delhi. 12p. Paperback Rs. 10.00/\$ 1.00.

**Annotation:** This study is about the newly elected members of the District Councils in Kerala. It highlights aspects of sociopolitical and economic set up, and some characteristics of the emerging political leadership.

### **Social Background and Role Performance of Village Pradhans: A study of Dhobi Block Jaunpur District, Uttar Pradesh**

1993. Institute of Social Sciences, New Delhi. 43p. Paperback Rs. 25.00/\$ 3.00.

**Annotation:** A micro-level study based on field data that analyzes the various factors influencing the role and performance of elected village Panchayat heads.

### **Local Self Government in Malabar, 1800-1960**

By E.K. Santha, 1993. Institute of Social Sciences, New Delhi. 28p Paperback Rs. 25.00/\$ 3.00.

**Annotation:** Presents an analysis of the Local self-government in Malabar from a historical perspective, and gives a brief account of radical changes made in the area of local self-government and the amendments made in the Acts from 1800 to 1960.

### **Karnataka Panchayats Under Administrators, 1994**

By Anand Inbanathan, 1994. Institute of Social Sciences, New Delhi. 51p Paperback. Rs. 25.00/\$ 3.00.

**Annotation:** Following a five-year period of functioning of the Panchayats under elected representatives, government officials were appointed as administrators of the Zilla Parishads and Mandal Panchayats in Karnataka. This study assesses the role of the administrators and the villagers' response to the path to full-fledged participatory democracy.

### **Panchayati Raj Bill for Kerala, 1993: Suggestive Model (Draft) for Discussion**

Institute of Social Sciences, New Delhi 64p Paperback. Rs. 50.00/\$ 5.00.

**Annotation:** The draft on the subject of the Panchayati Raj Bill for Kerala was put forward for the consideration at the Conference held in 1993. It contains suggestions for democratic decentralization at the District and lower levels.

### **Report of a Panel Discussion on the Constitution 72nd Amendment Bill 1991: The Panchayats.**

Panelists: Nirmala Mukharji, L.C. Jain, Arun Ghosh, 1991, Institute of Social Sciences, New Delhi 23p Paperback. Rs. 25.00/\$ 3.00.

**Annotation:** Critically examines the 72nd Amendment Bill, which proposes setting up Gram Sabha in a group of villages, direct election in all seats in the Panchayats, reservation of seats for scheduled castes, scheduled tribes and women and fixing tenure of five years of Panchayats, etc.

### **Panchayati Raj and Tribals**

By R.K. Roy Buman, 1995. Institute of Social Sciences, New Delhi. 22p. Paperback. Rs. 25.00/\$3.00.

**Annotation:** A critical analysis of the Report of the Committee of Members of Parliament and experts constituted to make recommendations on law concerning extension of provisions of the Constitution (73rd Amendment) Act, 1992 to Scheduled Castes, under the chairmanship of Mr. Dilip Singh Bhuria.

### **Panchayati Raj Factors**

By George Mathew, 1999. Institute of Social Sciences, New Delhi. 13 p. Paperback. Rs. 20.00/\$ 2.00. . (Also available in Hindi version: OPR-009)

**Annotation:** Presents a comparative analysis of the Panchayati Raj scenario in three States- Madhya Pradesh, Rajasthan and Karnataka.

**H.P. Mein Panchayati Raj Sansthaon ki Vittiyeh Sthiti Evam Karya (Hindi).** This is an explicit synthesis of the financial functioning of the Panchayati Raj in Himachal Pradesh. Both qualitative and quantitative data is compiled within this booklet. Price: Rs. 50/- PRIA Local Self Governance

**Non-Governmental Organizations and Panchayati Raj (English/ Hindi).** An occasional paper that provides a conceptual clarity on Micro-planning and its purpose. It analyses through the examples, the roles of NGOs, Government officials and citizens in relation to micro-planning. Price: Rs. 50/- PRIA Local Self Governance

**Panchayat Administration in West Bengal, A.K. Mukhopadhyay, Published by World Press Private Limited, 37-A, College Street, Calcutta-700073.**

**Annotation:** Since this full-scale study on Panchayat administration in West Bengal was first published in January 1977, important political changes have taken place in West Bengal along with in other parts of India. Fresh national thinking on Panchayati Raj began at the national level and also in West Bengal with the change of governments at the centre as well as in West Bengal in 1977. The Left Front government in west Bengal took the Panchayat administration seriously, and held the Panchayat poll under the Panchayat Act of 1973. The Panchayat administration in West Bengal received a new lease of life as a result of this poll and since then quite a few concrete achievements have been made in the field of Panchayat administration. The

previous sub-title of this book has been dropped in this edition as West Bengal's Panchayat administration to-day is no "unhappy utopia". An evaluation of the achievements and shortcomings of the Panchayat administration in the new phase since the mid-1978 has been added in this edition.

**Local self Government System In North-East India: An appraisal Edited by B.P. Maithani, National Institute of Rural Development Rajendra Nagar, Hyderabad 500 030.**

**Annotation:** "North-East India is the home of over 200 tribal groups with diverse ethnic origin and cultural heritage. These tribal communities living in mutual isolation often marked by hostility and intertribal clashes, have evolved their own indigenous self-managing institutions based on the traditions and customs of each community.

The annexation of the region by the British in early nineteenth Century, and subsequent developments after independence have given rise to a variety of local-self government institutions both traditional and modern types co-existing in different states and districts of the region.

So far there have not been many studies unfolding the panorama of diverse institutional scenario of north-east. India. This book tries to fill this gap in the growing literature on north east".

**Panchayats in Scheduled Areas (1999) 80 (70 p.) by K.B.Srivastava**

This study analyses provisions of the Panchayats (extension to the Scheduled Areas) Act, 1996 and extent of its adaptation by the States having Fifth Schedule Areas.

**ENCYCLOPAEDIA OF PUBLIC ADMINISTRATION  
SERIES – 2**

**Local Government Administration Reform**

**Editor Raimann Pattanayak**

Published by Anmol Publications Pvt. Ltd., 4374/4B, Ansari Road, Daryaganj, New Delhi – 110 002

© Reserved

First Edition 1994

**Annotation:** The present compilation of articles, papers, excerpts and notes is intended as supplementary reading material for students and scholars of public administration. The various courses conducted by public administration institutions at the Central and State levels too have been considered in respect of their syllabus, course contents and requirements. Thus the material presented here would be of interest as well as great use to aspirants of the Central and State level commission services. The attempt has been to draw material from as wide a range of national and international sources as possible. The compilation deals with the modern context of public administration, local government administration and reform initiatives, financial management and accountability in public administration, the structure of administration and the development dynamics and country experiences with institutions and organisations for improving administrative performance and efficiency.

***Category – 3***

**The New Panchayati Raj, by Shamsar Singh Malik, By Aaalekh Publisher, Jaipur 302 001, 2002.**

**Annotation:** After its detachment from the bigger state of Panjab, the Haryana economy has sustained a lot of economic dynamism bringing productive prosperity to its villages but this rural transformation lacked the institutional scaffolding of Panchayati Raj, a vital organ of participative democracy in the rest of India. The Haryana Panchayati Raj Act, 1994 has rectified this sorry state of affairs with the regular elections to the new bodies held in April 1995.

This book is the first systematic attempt to study the 'new' PRIs in Haryana. This empirical study fills up a long-standing vacuum in the domain of Panchayati Raj studies in India and presents a comprehensive overview of the organizational structure and democratic functioning of PRIs in Haryana.

The book, thus, provides a first-ever empirical profile of Panchayati Raj leadership in Haryana highlighting not only their socioeconomic background but also projecting their views and perceptions on a very wide gamut of issues ranging from empowerment of women to bureaucracy and prospects and problems of resource mobilisation. The elected PRIs officeholder's perceptions about the 'new' constitutional Panchayati Raj in Haryana have been projected making the study useful for all those interested in making PRIs vibrant institutions of self-government.

The empirical message of the data analyzed is clear. Even in an agriculturally dynamic state like Haryana the institutional transformation wrought by the 73<sup>rd</sup> Amendment has proved insufficient for the PRIs non-officials to carry forward the process of rural transformation: Policy Planners, Political activists and Academic analysts would do well to ponder upon the detailed data-base generated by this first - ever empirical study of 'new' PRIs in Haryana which came to existence in compliance with the Constitution of India.

**The New Panchayati Raj in Karnataka an Evaluation**

By Anand Inbanathan, 1992 Institute of Social Science, New Delhi. 140p. Paperback Rs. 150.00/\$ 15.00.

**Annotation:** Based on primary data collected from all parts of Karnataka State during a two-year period, this pioneering and comprehensive study provides insights into the functioning as well as shortcomings of the Panchayati Raj Institutions in the State, and post-1987 Panchayat elections.

**Panchayati Raj in India: Emerging trends across the states, R. P. Joshi, G. S. Narwani, published by Rawat Publications, Jaipur and New Delhi, Satyam Apartments, Sector 3, Jain Temple Road, Jawahar Nagar, Jaipur, India**

**Annotation:** Panchayati Raj, as a system of Governance at the grassroots level in rural India, has been rightly conceived as the most viable and proper mechanism of realizing goals of democracy and decentralization. The current volume deals with strengthening of Panchayati Raj Institutions by identifying its weakness and taking care of the lacunae that are still there in spite of its constitutionalization through the historical 73<sup>rd</sup> constitution Amendment Act. It is now almost a decade since Panchayati Raj in India was not only constitutionalized in the lower sense of the term but was also given a status which integrated a debate on district governance and creation of the third tier of federal polity in India. Likewise, empowerment of women and weaker sections, through a well devised system of reservation, has not only brought about a change in the socio-political culture of these sections of society but has also led to a virtual transformation of the rural scene where people have increasingly become aware of their rights and have started demanding their share in power. In fact, rural India today has become the embodiment of a new revolution which seeks to provide a much needed direction to the polity and thereby making democracy and decentralization vibrant and feasible for those who deserve it most.

**Name of book: Towards New Panchayati Raj: Critical Perspectives on the Reorganization of Rural Local Government**

Author: P. Satyanarayana  
Regional Director  
Indira Gandhi National Open University  
Hyderabad (A.P.)

Year 1990

Published At: Published by B.S. Uppal for Uppal Publishing House, New Delhi and Laser type setting by H.S. Laser Prints, Printed at Mehra Offset Press, Daryaganj, New Delhi.

**Annotation:** Though Panchayati Raj has been in existence in India for over three decades, except in few States-like Maharashtra, Gujarat, Karnataka and Tripura-it has not proved to be a powerful instrument of democratic decentralization. Panchayati Raj institutions have become weak and ineffective owing to a variety of reasons- prolonged suppressions, inadequate representation to the weaker sections, insufficient financial resources, inadequate devolution of powers and responsibilities, lack of political will, etc. They have a very few achievements to their credit. They have not helped rural people in cultivating a development psyche.

To enable Panchayati Raj institutions to function as units of self-government and as channels of power to people, the Government of India proposed to add a new part to the Constitution of India through 64<sup>th</sup> Constitution Amendment Bill in October 1989. The Bill, described by the ruling party as an epoch making mark in the history of democratic decentralization in the country, failed to

become an Act. The Bill was viewed as a gigantic fraud on the nation by the opposition. Why such divergent opinions and views? The present work is an attempt to answer this question. Different perspectives from scholars, theoreticians and practitioners of politics, media personnel on the Bill are pooled and put together in this book. The book includes important extracts from reports of various Committees and Commission on Panchayati Raj Institutions (Balvantray Mehta Committee, Ashok Mehta Committee, G.V.K. Rao Committee and L.M. Singhvi Committee) and also the text of the Bill.

**Name of book: New Panchayati Raj in Action**

Author: S. N. Mishra, Lokesh Kumar & Chaitali Pal  
Mittal Publications  
New Delhi-110059 (India)

Year 1996

Printed At: Published and Printed by K.M. Rai Mittal Publications, A-110, Mohan Garden, New Delhi- 110059

**Annotation:** The 73<sup>rd</sup> Constitutional Amendment Act brought far reaching changes in existing Panchayati Raj Institutions. Now they have got a constitutional status and new hopes and aspirations of having the power to govern themselves have been generated among the rural masses.

The present volume is based on the new experiment with Panchayati Raj in Madhya Pradesh as it was the first state to bring all the three tiers in action. After giving introductory background the study depicts the genesis of Panchayati Raj Institutions, their present position and the futuristic trends. Subsequently it analyzes the functioning of New Panchayati Raj in Madhya Pradesh and

attempts to measure the success or failure of the system on various empirical parameters.

The finding and recommendation of the present volume will help the policy planners and people’s representatives to shape the things in proper perspective for the effective functioning of Panchayati Raj in near future. Though the analysis of facts and finding are of micro nature but keeping in view the total picture of the country, these may be applicable at the macro level.

A useful book for policy planners, administrators, academicians, researchers and to all those connected with the Panchayati Raj System throughout the country.

**New Perception on Local Government**

By Nirmal Mukarji and Abhijit Datta, 1996. Institute of Social Sciences, New Delhi 66p Paperback. Rs. 50.00/\$ 5.00.

**Annotation:** Discusses the systematic and behavioural issues of the Panchayat bureaucracy, and indicates urgently needed reforms in the Panchayat bureaucracy in India.

**Name of book: Empowering People for Prosperity: A study in New Panchayati Raj System**

Author: G. Palanithurai

Year 1994

Printed At: Madan Sachdeva for Kanishka Publishers, Distributors, 9/2325, Street No. 12, Kailash Nagar, Delhi- 110031, and Printed at Chetna Printers, Delhi- 110053

**Annotation:** Introduction of 73<sup>rd</sup> amendment to the Constitution of India is a breakthrough in Indian federal policy. Even increasing social and political tension among the collectivities for organizational power in democratic policy in Independent India led the policy makers to think of an alternative to centralized political and administrative system. The solution to the existing stalemate is empowering people and reducing the power of the state. The concept of small government has been realized by our political pandits atleast in the last quarter of the 20<sup>th</sup> Century. Generally the new Panchayati Raj System has been received in two dimensions namely to look after the welfare functions of the state and equipping the traditional dominant caste groups in the rural areas in the political process by the opinion makers. Reality is not so. It has to perform a number of functions, especially economic growth in the villages as a government. The new Panchayati system is going to be factor ushering in growth in the rustic rural folk. But it is major question as to what extent the people have realized the importance of the new act? Moreover the new Panchayati Raj system should be visualized properly to gain better understanding about the capacity of the new system in tackling the socio-economic crises of the rural society in India. The present work answers the above-posed question analytically. This gives a comprehensive picture about the historical evolution of the institutions, nature of the new system, operational devices of the new system and its implications in the socio-economic life of the rural people. This book will be an essential reader for both academicians and activists interested in the process of empowering people.

**Major Issues in New Panchayati Raj System, G. Palanithurai and B.R. Dwaraki, S. Narayanaswamy, Kanishka Publishers Distributors, 4697/5-21A, Ansari Road, Darya Ganj, New Delhi, 1997.**

**Annotation:** Decentralization of Power is not a mere incident in the Political History of India. It is a global movement to release

the individual energy for constructive purposes to usher in growth and development. 73<sup>rd</sup> Constitutional Amendment Act is a sequence of the global movement. It is not for local activities of the citizenry. It is meant to globalize the local activities for the benefit of the grass roots. To protect the people and their environment at the grass root level from the exploitation by the "Big", they are given powers.

The problems are varied in nature. It is a power shift which warrants political will and determination on the part of the leaders. Equally it provides heavy responsibility to the grass root level functionaries to take up development activities. To surmount all the problems at all levels, the participants have found out ways and means within the powers assigned to the body. This work touches the Major Issues in New Panchayati Raj System in the Context of Tamil Nadu.

## **TOWARDS NEW PANCHAYATI RAJ**

### **Critical Perspectives on the Reorganization of Rural Local Government**

**P. Satyanarayana**

Uppal Publishing House, New Delhi

First Edition 1990

**Annotation:** Though Panchayati Raj has been in existence in India for over three decades, except in few States- like Maharashtra, Gujarat, Karnataka and Tripura- it has not proved to be a powerful instrument of democratic decentralisation. Panchayati Raj institutions have become weak and ineffective owing to a variety of reasons- prolonged suppressions, inadequate representation to the weaker sections, insufficient financial resources, inadequate devolution of powers and responsibilities,

lack of political will, etc. they have a very few achievements to their credit. They have not helped rural people in cultivating a developmental psyche.

To enable Panchayati Raj institutions to function as units of self government and as channels of power to people, the Government of India proposed to add a new part to the constitution of India through 64<sup>th</sup> constitution Amendment bill in October 1989. The Bill, described by the ruling party as an epoch making mark in the history of democratic decentralisation in the country, failed to become an Act. The Bill was viewed as a gigantic fraud on the nation by the opposition. Why such divergent opinions and views? The present work is an attempt of answer this question. Different perspectives from scholars, theoreticians and practitioners of politics, media personnel on the Bill are pooled and put together in this book. The book includes important extracts from reports of various Committees and Commissions on Panchayati Raj Institutions (Balvantray Mehta Committee, Ashok Mehta Committee, G. V. K. Rao Committee and L. M. Singhvi Committee) and also the text of the Bill.

**Patterns of Decentralised Governance in Rural India (1998)  
Volume I & II each vol (950 p.) Edited by R.C. Choudhury  
and S.P. Jain 400**

This publication is the result of a nationwide study conducted in as many as 19 states by the NIRD during March-May, 1998. It highlights the emerging organisational pattern of Panchayati Raj (Decentralised Governance) in 19 states.

**THE LITTLE LIGHTS IN TINY MUD-POTS  
Defy 50 YEARS OF ANTI-‘PANCHAYAT’ RAJ BY DR. B.  
D. SHARMA**

**Annotation:** The Book brings to life the great debate in the constituent Assembly, with extensive excerpts presented in Part II, about the dreams and aspirations of the countless millions as they were being given a frame and form by the founding fathers. It is imbued with passion and fervour, punctuated with caution and concern as also premonitions about things to come. The focus is on the Solemn Resolve concerning the restoration of the community in the village to its pristine glory following the hoary tradition of Village Republics. It is visualized as the nucleus around which the structural transformation from a centralized to a non-centralized polity would take place. The people of India, which lives in its villages, would not have been able to recognise the Constitution as theirs without this provision concerning village – panchayats in Article 40.

The narration traces the negation of the great ideal not only through acts of omission and commission, but, what is most ominous, lack of trust in the people and the great deception under the cover of words and terms. The resolution of the Select Committee of the Parliament concerning the draft Constitutional Amendment Bill in 1991 that the Gram Sabha cannot exercise any powers and at best it can perform certain functions is anti-podal to the Solemn Resolve. It can be said to be the nadir of democratic spirit. The distrust is so pervasive as revolutionary, bestowed any powers whatsoever on the Gram Sabha notwithstanding the specific provision in the Constitution in its favour.

**PANCHAYATI RAJ IN INDIA  
A NEW THRUST VOL-1**

WRITER: ASHOK BAJPAI & M. S. VERMA

© Writer, Price: Rs.275/-

Published by: Sahitya Prakashan, 1458, Maliwara, Delhi – 110  
006, Edition 1995

**Annotation:** This book is in two separate volumes. Volume I consists of three parts:

Part I includes a brief historical background of the evolution and growth of Panchayati Raj in the pre-independence and post-independence periods of Indian history. This part also deals with the findings of Balwantray Mehta Committee as well as those of Ashok Mehta Committee and salient features of the West Bengal, Karnataka and Andhra Pradesh experiments carried out prior to the Seventy Third Constitution Amendment. In this part an effort has also been made to delineate the socio-economic and political conditions that necessitated the present (1992 Constitution Amendment) Act.

Part II presents the salient features of the Seventy Third Constitution Amendment Act, 1992 as also the State-wise comparative position of the present Acts dealing with the Panchayati Raj Institutions in the State concerned.

Part III provides ten annexures with a view to showing the state-wise comparative picture of the composition, committee system, functions, resources, State Finance Commission, district planning committee and State Control.

Volume II presents the salient features of the Acts passed by the sixteen major States of the country: Andhra Pradesh, Assam, Bihar, Gujarat, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Orissa, Punjab, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal.

The book is a pioneering effort towards disseminating latest information on the comparative position of the models adopted by different States in response to the Seventy Third Constitution Amendment.

## **Category – 4**

### **Panchayats at Work: What it means for The Oppressed?**

By George Mathew and Ramesh C. Nayak, 1996. Institute of Social Sciences, New Delhi. 37p. Paperback. Rs. 40.00/\$ 4.00.

**Annotation:** This publication presents a report of a study undertaken by the Institute to investigate the social forces at work behind the incidents of atrocities perpetrated on members of the Panchayats, Sarpanches, Upasarpaches, and Dalit Panchayat members. The incidents have been cited as case studies of the working of the Panchayats in the villages of India.

### **Panchayati Raj at Work Speech by Digvijay Singh**

By Digvijay Singh, 1995. Institute of Social Sciences, New Delhi 23p Paperback. (Also available in Hindi version: OPR-006H)

**Annotation:** Presents a speech delivered by Mr. Digvijay Singh, Chief Minister of Madhya Pradesh, on the working of the Panchayati Raj with special reference to Madhya Pradesh on the occasion of the release of the Institute's publication 'Status of Panchayati Raj in the States of India, 1994. (New Delhi, January 1995). It also includes comments by S.V. Sharan, M. Arman, K.T. Chacko, P.c. Joshi and Nirmal Joshi.

### **New Panchayati Raj at Work, By S. Nagendra Ambedkar Published by ABD Publishers, B-46, NatRaj Nagar, Imliwala Phatak, Jaipur, 2000.**

**Annotation:** Panchayat Raj Institutions have always been considered as a means to good governance and the 73<sup>rd</sup> Constitutional Amendment was effected in the hope that it would lead to better governance. Consequent to the seventy third

constitutional amendment act, State Government has elected bodies at the village and district levels, with adequate representation from the weaker sections and women. The present work concerns itself with the functioning of new Panchayati Raj system in the western part of the country.

The study covers the origin and growth of Panchayati Raj in India, the structural patterns, elections to Panchayati Raj institutions, socioeconomic and political background of the Panchayati Raj elite and their perceptions and orientations of various issues pertaining to the functioning of Panchayati Raj institutions.

The book will be useful for the policy makers, administrators, scholars and students of political science, public administration, sociology and rural development and all those connected with the Panchayati Raj system in the country.

**Role of Panchayati Raj in India, S. K. Singh, Published by Radha Publications, 4378/4B, Ansari Road Darya Ganj, New Delhi – 110 002.**

**Annotation:** The present study examines the role of Panchayati Raj Institutions vis-à-vis the implementation of one major wage employment programme called the NREP in two major eastern states of India – Bihar and West Bengal. It analyzes the planning mechanism, identification of problems, gaps and organizational constraints in the operational process. Also, it examines the performance of these two states with regard to the National Rural Employment Programmes since its inception findings would hopefully sensitize the policy makers in embarking upon similar implementation management in future. This will be of immense help to academics, researchers, practitioners interested in the field of local Government administration in its quest for improving the implementation of rural development programme.

**Name of book: Functioning of village Panchayats**

Author: N.R. Inamdar  
Bombay Popular Prakashan

Year 1970

Printed At: Printed in India by P.M. Sirur, At Sirur Printing Press, Khetwadi Bombay-4, and Published by G.R. Bhatkal for popular Prakashan 35 C Tardeo Road, Bombay 34 WB.

**Annotation:** Village Panchayat, the basic local government unit in India, has been playing an increasingly significant role in the rural development administration. The four case studies of village Panchayats presented here examine how far the purpose underlying the Village Panchayat Act of 1958 of Maharashtra State are realized in practice. The research work is devoted to the study of the politico-administrative aspects of the functioning of village Panchayats such as elections, functions-civic and developmental, finance, personnel-elected and appointed, meetings, gram sabha, government control and most important: leadership. The case studies enlighten inter alia the factors that play a crucial role in the working of these statutory institutions.

The studies point out the gap between ‘the ideal’ and ‘the real’ and thus contribute to a deeper understanding of the village Panchayats that have now assumed a more significant role in laying the foundation of a socially awake and economically secure democracy. Due attention is focused on the ethos and demeanour of the village people, Panchas and leaders, the twin factors of momentous significance in the functioning of the village Panchayats.

The researchers will provide the students of Public Administration, Politics and allied Social Sciences with valuable

insights into the working of the basic unit of India's rural local government.

India Panchayati Raj Report (2001) Volume I & II (386 p)

It is Published in two volumes. It provides a dispassionate analysis of the working of Panchayat Raj in the country. The report not only gives a holistic picture of the Panchayat Raj System but also places the movement in the correct perspective in relation to its role in the total development of village community.

**Reference: NIRD Publications**

**Strengthening Village Democracy (Proceedings of the National Conference on Gram Sabha) (1999) (397 p.) Edited by : R.C. Choudhury and S.P. Jain 430**

This volume which has been aptly titled "Strengthening Village Democracy" signifying a central place for gram sabha in participatory democracy, is the outcome of Conference proceedings.

**FUNCTIONING LOCAL GOVERNMENT IN SOUTH INDIA**

**U. B. Singh**

© U. B. Singh

Published in 2000 in India by Gyan Publishing House, 5, Ansari Road, New Delhi – 110 002

**Annotation:** This book sincerely attempts to discuss the municipal administration in the Southern states of the country in the past 74-CAA era. The legal structural framework of urban

governance in the four major developed states in the country is highlighted in the book. Separate sections have been devoted to the urban local bodies in the transitional, smaller and larger urban areas. The mandatory provisions enshrined in the constitution regarding the World Committees, District and Metropolitan Planning Committees. Finance Commission and State Election Commission are discussed separately. The consolidated picture in all the four states at a glance is depicted in Annexures appended at the end. This book will definitely prove to be a pioneering work on the subject. It would be of immense help to the academicians, researchers and students in the field of administration in general and urban administration in particular.

**Decentralised Governance by S. N. Mishra and Sweta Mishra, Shipra Publications, New Delhi. Pages 210. Rs. 495.**

**Annotation:** Decentralised Governance by S. N. Mishra and Sweta Mishra, in Decentralised Governance, an attempt is made to systematically analyse the functioning of democratic intuitions at the grassroots level in their historicity, functioning and work of decentralised administrative set-up as also the nuances of development mechanism.

The present study is an attempt towards judging the effectiveness of rural development programmes and whether the benefits of these programmes are reaching the target groups. Besides, the volume also attempts to study as to why the two institutions of decentralised development i.e. Panchayati Raj institutions and decentralised planning, failed in achieving their goals and to what extent they have become capable of overcoming the past problems within the new constitutional framework. To support their findings, the authors have taken into account both the macro and micro picture of the system as it operates.

While the microanalysis deals with the scenario of two districts only, the findings have the scope of generalisation for the whole of

the country as the human nature and political-administrative set up remains almost the same through out the country.

A useful book for those who are interested in the study of functioning of grassroots institutions vis-à-vis development programmes. It may equally be liked by the general readers interested in studying the rural scenario as also the academics, public administrators and practitioners.

**Reference: Books On Panchayati Raj Jai Narain Sharma**

### *Category – 5*

**Scheduled Castes and Panchayat Elections in Haryana, A Study in 73<sup>rd</sup> Amendment Act, Narendra Kumar, Indian Social Institute, New Delhi**

**Annotation:** The focus of the present study is on the political participation of Scheduled Castes (SCs) in the village Panchayat elections in Haryana. As part and parcel of our society SCs also participate in elections at the village level and this study analyzes the extent of their participation and its consequent impact on their life and general welfare. This work is based on the data collected during field work. Here an attempt has been made to look into the perceptions of SCs towards the Gram Panchayats in particular and Panchayati Raj in general.

A sample of one hundred respondents was selected from SC households in the three Gram Panchayats (GPs) namely Hat, Babail and Bal Ranghran of three different districts of Jind, Panipat and Karnal respectively (Haryana). Out of these three GPs, Hat village Sarpanchship is unreserved, Babail has the Sarpanch seat reserved for a woman candidate, whereas Bal Ranghran Sarpanch seat is reserved for SC women under the Haryana Panchayati Raj Act, 1994. This work studies the Panchayat elections held during December 1994. The data and

other related information were collected from primary and secondary sources.

Being an empirical study, it is based on questionnaire, interview, and survey notes, etc. The questionnaire technique was used to collect information about the age, profession, educational status, political socialization of the SCs and the role of caste in Panchayat elections, political affiliation, responses to caste-politics and developmental works at the village level, etc.

**Social Issues and Electoral Process in Punjab Elections 1992: Report of A Seminar 1992.**

Institute of Social Sciences, New Delhi. 36p. Paperback Rs. 25.00/\$ 3.00.

**Annotation:** An analysis of the 'deviant' 1992 elections in Punjab by eminent scholars and academics from universities in Punjab, Haryana, Himachal Pradesh and Rajasthan, at a seminar held in 1992. It discussed the issues of poll boycott, legitimacy of the elected government, the emergence of the Bahujan Samaj Party as the main opposition, and the impact of the election on Hindu-Sikh relations in the State.

**Karnataka High Court Judgement on Zilla Parishad Election**

1992. 36p. Institute of Social Sciences, New Delhi and National Dairy Development Board. Paperback. Rs. 25.00/\$ 3.00.

**Annotation:** Presents a reproduction of the full text of the judgement of the Karnataka high court, for wider public notice and dissemination.

**West Bengal Panchayat Elections 1993, Edited by Girish Kumar, Buddadeb Ghosh, Published by Concept Publishing Company, A/15-16, Commercial Block, Mohan Garden, New Delhi. 110 059.**

**Annotation:** A Study in Participation is based on field survey in West Bengal, during and after the May 1993 Panchayat elections. This study offers a critical analysis of the extent of popular participation in the Panchayat election process and the working of the Panchayat institutions. The authors base their analysis primarily on the state's successful and longstanding experience with local self-government since 1978, when the PRIs were resurrected, almost as it were, from the ashes.

Among other things, the study succinctly points out that the Panchayats have taken deep roots in West Bengal and holding of regular elections together with active participation of political parties have significantly contributed to the institutionalization of local government in rural areas. At the same time, the study has noticed lack of adequate participation of the common people in the activities and programmes of the Panchayats.

**Karnataka Panchayat Elections 1995: Process, Issues and Membership Profile, Edited by K. Subha, Published by Concept Publishing Company A/15-16, Commercial block, Mohan Garden, New Delhi. 110 059**

**Annotation:** Karnataka Panchayat Elections 1995: Process, Issues and Membership Profile critically examines the important issues that influenced the voting pattern in the 1993 and 1995 Panchayat elections in Karnataka and the level of popular participation in the Gram, Taluk and Zilla Panchayats. Another major theme of this book is the new leadership emerging in the Panchayats since 1987, when the state saw the dawn of a new era of local governance.

This study is based on extensive field investigation in all the districts of Karnataka. The research conducted by the Institute of Social Sciences research team covers a wide range of samples from among the rural population and Panchayat elected representatives.

This publication is a valuable source book for the Panchayat elected representatives, functionaries, researchers as well as for the Panchayati Raj training programmes all over the country.

**Panchayati Raj and Political Parties, Dr. Har Bhagwan Bathla, Published by Nirmal Book Agency, Railway Road, Opp. Oriental Bank of Commerce, Kurukshetra.**

**Annotation:** The present book is the first empirical study conducted in Haryana on the working of Panchayati Raj Institutions and the role of political parties. After comparative analysis it has been found that the Panchayati Raj System is hailed with great enthusiasm at all levels. Accordingly the legitimacy of PRIs has been established on sound factual evidence which has been now, substantiated by the 73<sup>rd</sup> Constitutional Amendment Act. Many of the conclusions drawn and suggestions made find their place in the aforesaid Act which further enhances, the significance of the book. The book reflects deeply on the philosophical moaning of great thinkers who initiated the debate on the possibility of partyless democracy. The present study dispels the utopian concepts woven around the PR system so as to make it more appealing and politically viable.

**Name of book: Decentralization and Local Politics**

Author: S.N. Jha & P.C. Mathur  
Sage Publications  
New Delhi. Thousand Oaks. London

Year 1999  
Printed At: Sage Publication Team: Ranu Jain, O.P. Bhasin and Santosh Rawat

**Annotation:** Decentralization and Panchayati Raj have attracted the attention of a large number of writers with different backgrounds who have analyzed the issues from different viewpoints. Out of the vast corpus of literature that is available on democratic decentralization scheme in the last 40 years, we have selected for this volume those papers that refer to the recent proposals and experiences. The selective volume of papers is intended to inform the students and researchers of the current status, problems and issues of decentralization in India, as it results in and is affected by, specific type (s) of local politics.

### **Panchayat Elections in Punjab**

By B.S. Khanna, Harbans Pathak and P.S. Verma, 1993. Institute of Social Sciences, New Delhi. 47p. Paperback. Rs. 25.00/\$3.00.

**Annotation:** This is a study of the electoral trends in selected villages of Punjab. It also analyzes and interprets the results in the context of trends in the entire gram Panchayat elections in the State at a micro level.

### **Panchayati Raj, Parliamentarians and Legislators**

By Biju Patnaik and ShivRaj Patil, 1994. Institute of Social Sciences, New Delhi. 32p. Paperback. Rs. 40.00/\$ 4.00.

**Annotation:** This publication brings together the texts of the inaugural and valedictory addresses by the Chief Minister of Orissa and the Speaker of the Lok Sabha, delivered at a National Conference (April 1994) on the topic It discussed the role of

elected representatives in the States, and in parliament in the functioning of the New Panchayati Raj, subsequent to the enactment of the 73rd and 74th Constitutional Amendments.

### **Voting Behaviour in Assam Elections 1985: Report of A Seminar**

By P.S. Reddy and Anuradha Datta, 1986. Institute of Social Sciences, New Delhi. 28p. Paperback. Rs. 10.00/\$ 1.00.

**Annotation:** This booklet presents proceedings of a one-day Seminar on voting behaviour in the 1985 Assam elections to the Assam Legislative Assembly. It analyzes the trends in voting behaviour and other aspects of the electoral process.

### **Voting Behaviour in Punjab Elections 1985: Report of A Seminar**

By: Surinder Suri, 1985. Institute of Social Sciences, New Delhi. 15p. Paperback. Rs. 10.00/\$ 2.00.

Abstract: Report of a seminar on voting behaviour in the 1985 elections to the Punjab Legislature with a statistical summary. It analyzes the trends in voting behaviour and other aspects of the electoral process.

### **Panchayat - Politics and Community Development, Edited by A. K. Majumdar, Bhanwar Singh Published By Radha Publications 4378/4B, Ansari Road, Darya Gang New Delhi, 110002**

**Annotation:** This title, 'Panchayat Politics and Community Development' is a critical study of rural political institutions in India. The evolution of Panchayat Politics has been described in three phases, viz. Rise and fall of village autonomy in pre-

independent India; reintroduction of village autonomy in post-independent India and remodeling of Panchayat Raj to face modern challenges. This book produces new outlook of Panchayat policies and its impact on the development of rural community in India.

**Panchayati Raj, Gram Swaraj and Federal Polity, Edited by S. L. Verma, Published by Rewal Publications 3-NA-20, Jawahar Nagar, Jaipur 302 004**

**Annotation:** The book looks at the totality of the 'Panchayati Raj' in India, placing it in the proper perspective of Indian federalism and comparing it with the Gandhian concept of 'Gram -Swaraj'. In the wake of corrective measures likely to imbalance the existing Indian polity, a proposal for an alternative model is being suggested.

It is a collection of eleven articles written by eminent scholars and two appendices, dealing with all aspects of the Panchayati Raj - theory, Central and State politics, organization and control, Citizen participation, criminal Justice, and its working both in ruling and opposition party State, in past and present. Therefore, the book is closely concerned with political leaders, policy-makers, citizens, jurists, scholars of Indian Government and State Politics, Federalism, and Panchayati Raj, Social reformers Sarvodaya and Gram-Swaraj workers, and administrators operating at various levels of Indian polity.

**Leadership, factions and Panchayati Raj, Krishna Chakroborty, Swapan Kumar Bhattacharya, published by Rawat Publications, 3-NA-20, Jawahar Nagar, Jaipur – 302 004.**

**Annotation:** In Indian villages factions have often operated along primordial ties of kinship, caste or sub caste. The presence of

factions has so long kept villagers at bay. Power has been wielded by faction leaders. Panchayati Raj with the promise of "Power to the People" having the right to choose their leaders in Panchayats has been an attempt at changing the scenario, particularly in states like West Bengal. The present study is based on field work in the villages in West Bengal to assess whether and how far the promise has been fulfilled.

Anyone interested in an insight into the dynamics of Panchayati Raj based on adult suffrage, operating in the matrix of party politics, will find this analysis worthy of scholarly consideration. Students of political sociology and rural studies will also find relevant discussion on the village community in India and on the methodology of studying rural life in India.

**Name of book: Grass Root Politics and Panchayati Raj**

Author:	Shakuntla Sharma Foreword by Dr. Gopal Singh Chairman, Deptt. Of Political Science Himachl Pradesh University, Summer-Hill, Shimla
Year	1995
Printed At:	Printed in India at Efficient Offset Printers, 215, Shahzada Bagh Industrial Area, Phase-II, Delhi

**Annotation:** The book provides a comprehensive analysis of Grass Root Politics and Panchayati Raj in India. It traces the genesis and growth of the village government from ancient times till today in terms of Panchayats and Panchayat leadership as also its elections and voting behaviour. A unique feature of the book is the interaction of caste, class and power in rural areas. The profile

of rural leadership and analysis of rural power structure throw a new light on the working of Panchayat system. It investigates and analyzes various aspects of grass root democracy and politics in terms of performance of Panchayats, pattern of rural power structure and links of rural leaders with higher political leadership.

**Leadership in Panchayati Raj, Edited by Kailash Chandra Sharma, Printed at Rupa Offset Printers, C-26D, Malviya Industrial Area, Jaipur, 1996.**

**Annotation:** The book is a revised version of a field study of Panchayati Raj Leaders in a typical socio-cultural region in Rajasthan. The state under reference is known for its Rajas and makers of varied statutes. Introduction of popular democratic institutions has got its own significance and worked as a barometer of its achievements and failures. Undoubtedly, there are several studies of PR position holders, but this study tells something more intimately about the emerging profile of formal position holders, their traditional base and role performance. The book is largely reflective in its content and does not hide the dark areas viz. maladjustment of functional relationship between elected representatives on the one hand and the bureaucrats on the other.

### **Panchayati Raj, Gram Swaraj and Federal Polity**

**EDITED BY S L Verma**

© S. L. Verma, 1990

Published by Smt. Prem Rawat, Rawat publications, 3-Na-20, Jawahar Nagar, Jaipur – 302 004, India

Printed by Kaveri Printers Pvt. Ltd., Ansari Road, Darya Ganj, New Delhi – 2

**Annotation:** The book looks at the totality of the ‘Panchayati Raj’ in India, placing it in the proper perspective of Indian federalism, and comparing it with the Gandhian concept of ‘Gram-Swaraj’. In the wake of corrective measures likely to imbalance the existing Indian polity, a proposal for an alternative model is being suggested. The present collection reveals that the Indian Political System, unless it is able to stop this trend, would in future contain, instead of ‘Centre’ and ‘States’; only the all-powerful Central Government playing politics with some hundreds of ‘semi-governmental panchayat units’. Though, there would still be some formally known ‘States’ struggling against ‘Panchayati Raj’ institutions for their survival. All these risks, snags and pitfalls must be looked into before pushing ‘Panchayati Raj’ into the Constitution of India.

It is a collection of eleven articles written by eminent scholars and two appendices, dealing with all aspects of the Panchayati Raj – theory, Central and State politics, organisation and control, citizen participation, criminal justice, and its working both in ruling and opposition party States, in past and present. Therefore, the book is closely concerned with political leaders, policy-makers, citizens, jurists, scholars of Indian Government and State Politics, Federalism, and Panchayati Raj, social reformers, Sarvodaya and Gram-Swaraj workers, and administrators operating at various levels of Indian polity.

### **Category – 6**

**Devolution of Resources to Rural Local Bodies: A Comparative Study of Select State Finance Commission Reports.**

By M.A. Oommen, 1998. Institute of Social Sciences, New Delhi 66p Paperback. Rs. 50.00/\$ 5.00.

**Annotation:** Critically reviews the recommendations of the State Finance Commission reports in five States, namely: Karnataka, Kerala, Punjab, Rajasthan and West Bengal, on Fiscal devolution with reference to Panchayati Raj Institution.

**Panchayati Raj A Study of Rural Local Government in India, By Dr. N.R. Rao, By Uppal Publishing House, 3, Ansari Road, Darya Ganj, New Delhi. 110002**

**Annotation:** The foremost focus of the present study is on the nature and the theoretical issues of local finance and government. A socio-economic study of local government as a constitutional or autonomous units cultivating self-government is attempted. A general theory of local finance is being formulated. The model so developed is applied to the Indian states experimenting in Panchayati Raj Institutions. The development of PRIs since the years of the Constitution is dealt with comprehensively. However, the Karnataka Act of 1987 is examined in the light of the theoretical model in a detailed manner. The transfer of most of the rural development functions to village or gram mandals is critically assessed. The developmental stress on village level organizations and its impact on the rest of the economy is also studied. A new concept of Multi-Pillar State is elaborated. Students of political sociology and fiscal economics will find the work useful.

**Eleventh Finance Commission (EFC) Transfer System and the Local Bodies. A critique.**

By: M.A. Oammen. Institute of Social Sciences, New Delhi. October 2000. 19p Rs. 30.00.

**Annotation:** This publication examines EFC's transfer arrangements with special reference to the local bodies. Viz., the Panchayati Raj Institutions, and the Urban Local Bodies, under

four heads. A) bodies and the decentralization index, and b) the EFCs reform package for local bodies.

**Name of book: Panchayati Raj and Rural Development (A Study in Rural Local Finances in Uttar Pradesh and Andhra Pradesh)**

Author: Dr. B.P.S. Bhadouria  
Dr. V.B. Dubey  
Commonwealth Publishers, New Delhi-110002

Year 1989

Printed At: Commonwealth Publishers, 4378/4B Gali Murari Lal, Ansari Road, New Delhi-110002

**Annotation:** The need and significance of effective rural local government i.e., Panchayati Raj System has been the main focus of our concern in this study. Our data pertaining to rural local finances of two major States of India, namely, Andhra Pradesh and Uttar Pradesh indicate that relative scarcity of local resources inhibits the quality as well as the extent of functioning of Panchayati Raj and thus indirectly as well as directly impedes efforts to promote rural development. In short, in order to make Panchayati Raj organization more meaningful for rural development in our country there have to be opportunities for rural people's involvement in development functions and decisions, the flow of local essential services, and availability of resources. This book lays emphasis on reorientation of the system of rural local finance particularly the grants-in-aid to Panchayati Raj Institution from the State Government.

### **Devolution of Resources from State to Panchayati Raj Institutions**

By M.A. Oommen, 1995. Institute of Social Sciences, New Delhi. 74p. Paperback Rs. 50.00/\$ 5.00.

**Annotation:** Seeks to evolve a normative approach for the devolution of resources from the State to sub-State tiers of government, with special reference to the Panchayati Raj Institutions. It stresses the need for a better understanding, a sense of direction and evolution of objective criteria and norms for inter-governmental transfers and focuses attention on the conceptual and operational problems before State Finance Commissions.

### **Problems and Prospects of Panchayat Finances A study of Common Land Edited by Surat Singh Published by Mittal Publications, A-110, Mohan Garden, New Delhi - 110059**

**Annotation:** The study discusses the concept of common land, how it was started and what the main purpose of having Panchayat lands in the villages was? Encroachment on common land has made the Panchayats to depend on the government grants. Causes of unauthorized occupation of Panchayat lands, existing legal provision and their implementation has also been examined.

The present book has also suggested measures for removing the illegal possession and tapping additional sources of revenue. Issues of enhancing the finance of Panchayati Raj Institutions have also been addressed.

**Panchayats and their Finance, M. A. Oommen and Abhijit Datta, Institute of Social Sciences, Concept Publishing House, Concept Publishing Company, A-15/16, Commercial Block, Mohan Garden, New Delhi – 110 059.**

**Annotation:** Books on Panchayati Raj Finances in the context of the 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments are few. Though the two papers in the volume cannot be considered as efforts to fill the volume, they are expected to stimulate further research and policy action in India. The first paper reviews the existing structure of Panchayat Finance in a historical context, and discusses the important principles and problems of inter Governmental transfers in the Indian federal polity in the context of the Constitutional Amendments and the 10<sup>th</sup> Finance Commission's recommendations. The second paper focuses attention on the conceptual and operational problems before the state Finance Commissions in relation to Panchayat Functions and finance. Both are revised versions of papers submitted at the National Conference on state finance commissions sponsored by the Planning Commission, NIPFP and NIUA.

### **LOCAL FINANCE IN A DEVELOPING ECONOMY**

**G. Karunakaran Pillai**

**B.R. Publishig Corporation, Delhi-52**

© 1996 Govindakurup Karunakaran Pillai (b. 1945-)

**Annotation:** This book attempts to examine the functions and finance of Panchayats in Kerala and identifies the shortcoming in the existing set-up. It also endeavours to develop alternative criteria for fiscal transfers between the State and the Panchayats on the basis of 'need and fiscal capacity'.

There is a plethora of books on the problems of mobilisation of finances of the Central and State Governments but the issue of financial structure, problems and pattern of utilisation of funds involved in the transfer of finances between State and local governments remains a relatively unexplored area.

This study is markedly different from the existing literature on the subject and is, in fact, the first of its kind. There is not a single major economic issue which has not been thoroughly analysed in this empirical study.

## **FINANCING OF PANCHAYATI RAJ INSTITUTIONS**

**Dr. Ram Vinay Prasad Singh**

Deep & Deep Publications, Rajouri Garden, New Delhi- 27.

© 1993 Ram Vinay Prasad Singh

**Annotation:** Panchayati Raj Institutions have come to stay and function in the country. Structure of Panchayati Raj Institutions in India cover a vast range. Sixteen states and Union territories have three tier system, five two tier and eight one tier system. Three states like Meghalaya, Mizoram and Nagaland have traditional council of village elders. Had there been real devolution of power to Panchayati Raj Institution specially in the field of finance to impose and collect taxes, these Institutions might have shown a grand success in implementing the programme of rural development.

For the first time an attempt has been made to analyse the financing of Panchayati Raj Finance Corporation. It would be interesting to note that unless they got their constitutional set up they may not succeed. Sixty-fourth Constitutional Amendment Bill provides some base through which programme of rural upliftment will be implemented through Panchayati Raj Institutions.

**Content includes:** Introduction Concept, Growth and Coverage of Panchayati Raj Institutions; Financing of Panchayati Raj Institutions – Financial Need, Position, Structure, Sources, Financing in different States, Report of different committees;

financial Pattern and Structure of PR Institutions- Gram Panchayat, panchayat Samiti, Zila Parishad; working and performance of Panchayati Raj, Panchayati Raj Finance Corporation; Suggestions; etc.

This book will be of use to all interested in the study of Panchayati Raj, rural development and administration.

## **MODERN TECHNOLOGY IN CADASTRAL REVENUE MAPPING FOR PANCHAYATI ADMINISTRATION**

**Brig. K. G. Behi, Retd.**

Ex-Officer of Survey of India, Secretary, All India cadastral Survey Committee and associated with "Appu Committee" Government of India.

**Annotation:** There is an increasing focus on Local Government rested with the power and resources to plan and act. This became a reality when a notification was issued by the Government of India after the 73rd Amendment Act 1992 on Panchayati Raj. The constitution specifies 29 functions for the Panchayati Raj bodies, which range from Agriculture and Animal Husbandry, to Housing Roads, Rural Electrification and so forth. For all such activities, these local bodies urgently require up to date maps, preferably in digital form, linked to an easy to use, GIS.

The main problem facing these local bodies, is the lack of updated cadastral information, linked to current land use, ownership and so forth. Without such an information base, it is difficult for local or any administration for that matter, to make appropriate plans.

This paper highlights some of the modern techniques of field surveying, using GPS and Laser, which has revolutionized the collection of field data for updating cadastral maps/records today. It also brings out how the traditional field survey data collected

during "chain and offset surveys:, can be input into to CAD system, so as to automate the creation of parcels/plots.

It provides an end-to-end workflow by which the existing cadastral maps can be converted and made intelligent in an easy to use, GIS environment. Updated information, collected in the field, using modern technology, can be smoothly inducted into the data base, thus maintaining the same up to date.

It is felt, that all those involved with Local Government and LIS would benefit from this paper.

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### **Panchayati Raj Finances in West Bengal - A Status Study (1999) 190 (156 p.) by A.C. Jena**

The study covers a broad scenario of panchayat finances in the country, financial resources of panchayats and devolution of resources at various levels besides reviewing the SFC report of West Bengal.

#### **Category – 7**

### **Institutionalizing Panchayati Raj in India, V. Venkatesan, published for Institute of Social Sciences by Concept Publishing Company, New Delhi.**

**Annotation:** The decentralization effects in Maharashtra and Kerala point to the practical difficulties in having a district planning programme which does not entrust planning to the Panchayats along with funds. This work has a lot to say about the present district planning arrangements as well as the centrally sponsored schemes and comes to the conclusion that they fell very much short of expectations. According to the author the

proliferation of the parallel structures that is administrative organizations which are parallel to the constitutional bodies (RZI) are antithetical to decentralization. The concluding chapter gives an account of the future challenges facing Panchayati Raj Institutions.

### **Decentralized Planning and Panchayati Raj**

By Malcolm S. Adiseshiah, Pranab Mukherjee, Ramakrishna Hegde, Ashim Dasgupta and George Fernandes, 1994. Concept Publishing company, New Delhi for the Institute of Social Sciences, New Delhi. 62 p. Hardcover ISBN 81-7022-496-9. Rs. 75.00/\$ 8.00

**Annotation:** Presents lectures by five eminent thinkers, who are actively associated with the planning and process of decentralization in the country, at a symposium on "Decentralized Planning", organized by the Institute. An important addition to the literature on local-self government and decentralized planning.

### **Decentralized Planning and Panchayati Raj, Edited by Malcolms Adiseshiah, Pranab Mukherjee, Ramakrishna Hegde, Geroge Fernandes, Published by Concept Publishing Company, New Delhi.**

**Annotation:** This book 'Decentralized Planning and Panchayati Raj' contains the view and experiences of five outstanding persons actively associated with planning and the process of decentralization in the country. Experiments in decentralized government below the state level in two states- Karnataka and West Bengal are presented by Ramakrishna Hegde and Ashim Dasgupta. Pranab Mukherjee has urged the necessity of switching to a three tier system of elected government backed by constitutional guarantees for any meaningful decentralization, while Malcolm Adiseshiah has warned of the perils of political

decentralization in the absence of agrarian reforms. George Fernandes discusses the various dimensions of decentralization, emphasizing the relevance of Rammanohar Lohia's "four pillar State" model for constructing a new and better India today. With local self-governments having recently gained constitutional status, the views, suggestions, experiences and lessons that form part of the D.T. Lakdawala Memorial Symposium Proceedings will be a valuable addition to the literature on local self-government and decentralized planning.

**Decentralized Planning in India, By Jos C Raphael, By Anmol Publications Pvt. Ltd, 4374/4B, Ansari Road, Darya Ganj, New Delhi 110002, 2000.**

**Annotation:** Decentralized Planning is a system through which planning process is brought close to the people who are the ultimate target for the development. It is multi-level planning system in which planning is attempted at different political, administrative and executive levels, so that there is greater integration between the development needs and priorities of smaller areas (micro-region) and different socio-economic classes at the regional, state and district level.

The present work is an empirical study on decentralized Planning in India. The major chapters are: Introduction; Decentralized Planning in Karnataka; Decentralized Planning in Kerala; Operational Aspects of Decentralization and Planning in Kerala; The Comparison; Synthesis, Findings and Recent Developments; etc.

Besides the academic value, this book will prove of utmost use for policy planners and administrators.

**Decentralized Planning and Panchayati Raj, Edited by S.N.Mishra, Sweta Mishra and Chaitali Pal, Published by**

**Mittal Publications, A-110, Mohan Garden, New Delhi-110059.**

**Annotation:** Decentralization of planning process of late has become a matter of worldwide concern. Decentralization through involvement of local level representative institutions in the formulation of plans for development as well as their implementation is advocated in the interest of efficient utilization of resources and for ensuring more equitable sharing of benefits from development. Accordingly decentralized planning is not a new concept for India. Though introduced in 1951, it was limited to sectoral programmes at lower administrative levels rather than comprehensive planning for units below the centre or states.

After becoming the part of the Constitution (1992), the planning process at district and below has attained added importance. The present volume, after analyzing the concept and strategy of planning and discussing centralized versus decentralized planning, attempts to test empirically the working of District Planning Committees vis-à-vis the role of Panchayati Raj representatives and comes out with some important findings and meaningful recommendations. A useful book recommended to academics, planners and practitioners.

**DECENTRALISATION, PANCHAYATI RAJ AND DISTRICT PLANNING**

**Baldev Singh**

Atlantic Publishers and Distributors, Vishal Enclave, New Delhi-27

© the Author 1996

**Annotation:** Development planning is a dynamic process of desired change in the historical flows of men, materials and

products. The change may be slow but steady or drastic. In decentralised planning, however, drastic changes in historical flows are constrained by regional and national priorities. The work marshals the fundamentals of economics, political science and public administration to develop a conceptualization of Decentralisation, Panchayati Raj institutions and District Planning. Besides, it examines the experiences of Indian States, particularly that of Punjab.

The issues are organized in four broad parts: Part I, on decentralisation, scans through the theoretical foundations and planning experiences in respect of decentralisation. Part II, on Panchayati Raj local self-government institutions, dilates on the Punjab Panchayati Raj Bill, 1994 and Panchayat Finances. Part III, on agro climatic regional planning strategy examines the relevance of agro-climatic rationalisation at district's strengths and weaknesses in terms of population and workforce, income flows, non-agriculture enterprises and agricultural enterprises. In the final round, it develops a development strategy for the district economy.

The work will be useful to policy makers, planners, students of development and institutional economics, public administration and political science, and trainers and trainees of state and district planning institutions.

### *Category – 8*

#### **PANCHAYATI RAJ AND EDUCATION IN INDIA – Vol - II**

**S.R. Sharma**

Mittal Publications, New Delhi- 59

First Edition: 1994

© 1994 by S.R. Sharma

**Annotation:** Panchayat and Panchayati Raj have been very old institution in India. Religious and such social institutions had played a very significant role in the social dynamics in the ancient times. Unfortunately, with the advent of foreign domination, these institutions became weak and their social role declined.

After the advent of Independence the national leadership especially Mahatma Gandhi and Pandit Jawaharlal Nehru laid great stress on the revival and more and more use of these institutions for the social development of the country. A very comprehensive Panchayati Raj Act was passed by the Indian Parliament in 1992 and vast powers have been delegated to the village leaders. Education is one of these area which have been entrusted to village Panchayats. There are critics who apprehend that the cause of education may suffer from this unlimited intervention by illiterate leaders in the field of education.

The present two volumes have devoted to the new relationship of education with the village Panchayats.

### *Category – 9*

#### **Nyaya Panchayat as instruments of Justice**

By S.N. Mathur, 1997 Concept Publishing Company New Delhi for the Institute of Social Sciences, New Delhi 120 p. Hardcover ISBN 81-7022-616-9. Rs. 75.00/\$ 8.00.

**Annotation:** This study takes a fresh look at the Nyaya Panchayats as a System of decentralized justice in relation to the broad objectives of the local governance. It gives a concerned citizen's analysis of the subject, with conclusions and recommendations. The discussion was opened by Mr. Ramakrishna Hegde. The book aims to generate discussion and

debate on the question of entrusting specified civil and criminal matters exclusively to Nyaya Panchayats.

### **Legal Support System and Orissa Khet Mazdoor Kissan Parishad. A Case Study**

By M.C. Mehta and A.C. Panda, 1990. Institute of Social Sciences, New Delhi. 69p. Paperback. Rs. 50.00/\$5.00.

**Annotation:** Presenting the Orissa Khet Mazdoor Kissan Parishad as a case study, this publication examines the potential of legal support system for helping the marginalised and the poorer sections of the society. It also studies their supportive role in bringing about social justice and social change in society.

### **Category – 10**

### **Name of book: Panchayati Raj Bureaucracy and Rural Development**

Author: S.N. Mishra  
Indian Institute of Public Administration  
Indraprastha- Estate, Ring Road, New  
Delhi- 110 002

Year 1986

Printed At: Reprolet, 32-A/1, Govindpuri, Kalkaji,  
New Delhi- 110 019

**Annotation:** Since Rural Development is a preferred condition, the approaches and strategies adopted in various countries to achieve it, depend on the ideological orientation of the elite, the structure of political power and the perception of national needs. Thus, rural development is a strategy for improvement in the

social and political life of the people with special emphasis on the rural poor.

Since independence much emphasis has been laid on decentralization of administrative and democratic institutions to achieve this basic objective. At the grass roots level local level bureaucracy and Panchayati Raj Institutions, the two decentralized agencies, are mainly responsible for successful implementation of development programmes. But the chronic problem of mutual mistrust, lack of proper coordination and absence of motivation have mainly been responsible for shoddy performance of these two institutions.

The present empirical study by Prof. S.N. Mishra Highlights these problems and seeks to provide suitable remedy. The book, in seven chapters, empirically and comparatively examines the functioning of local level bureaucracy and Panchayati Raj Institutions in Bihar and Gujarat. It examines the present structural arrangements of both the institutions on the basis of field experience and attempts to provide a structural framework to meet the future needs. It also highlights the factors which help or hinder in successful implementation of rural development programmes.

A useful book, recommended to the students of political science and administration. It may also be helpful to the policy makers and agencies engaged in the implementation of rural development programmes.

### **Panchayati Raj and Rural Development: A study of Tamil Nadu by C. Harichandran, Published Concept Publishing House, H-13, Bali Nagar, New Delhi-110015.**

**Annotation:** In the early 1960s, Panchayati Raj was a subject of great discussion among academicians, politicians and administrators. Most of the states enacted legislation of a suitable type to make this sector have effective bodies participating in the

rural development process. Contribution to growth and welfare is the core strategy of Panchayati Raj. The cardinal objective is to work more dynamically for development and welfare services in the countryside.

The book is consistently supported by tabular and statistical data, examines the role of Panchayati Raj Institutions in rural development by making a detailed analysis of the income, expenditure and physical achievements of four sample Panchayats and two Panchayat unions for the period 1961-62 through 1973-74. It analyzes in depth the principles of allocation of resources, expenditure norms and trends in expenditure. It also briefly discusses the functions of Panchayati Raj bodies, relationship between different tiers of the system and other important aspects of it.

The findings of the survey on perceptions and attitudes add a new dimension to the book. The various aspects discussed in the book would be of considerable importance to policy makers and academicians.

**PEOPLE'S REPRESENTATIVE AND BUREAUCRACY:  
THE INTERFACE IN PANCHAYATI RAJ**

**Nirmal Mukarji, B.N. Yugandhar, Shiba Prosad Mukherjee,  
S.S. Meenakshisundaram**

Institute of Social Sciences, B-7/18 Safdarjung Enclave, New Delhi-29

First Published 1995

© Institute of Social Sciences, New Delhi.

**Annotation:** The story of Panchayati Raj in independent India is one of brief periods of euphoria followed by long setbacks. Local

bodies both in rural and urban areas did not take roots in the country as a whole. Two reasons identifies, among several, for this state of affairs are the indifference of the bureaucracy towards village/town leadership as well as the near unwillingness of state level political leadership in devolving power to the lower levels.

Even after the Panchayats have become 'institutions of self-government' under the 73<sup>rd</sup> constitution Amendment, the fear of these factors still operating to render the long-awaited legislation a mere formality persists. The four outstanding contributions in this book analyse various aspects of the interface between officials and elected representatives in panchayati raj which will determine the future of local governance in India.

**50 Years of Panchayati Raj & Rural Development**

ISBN: 818656232X - Hardcover - List Price: \$32.00

**Edited by: J. L. Singh**

**Edited by: G. P. Pandey**

Title : Self-governance & citizenship.

Author :BARUAH, Sanjib

Annotation: Discusses why the constitution makers limit the Sixth schedule to a few select areas i.e. North eastern model of tribal self governance. Publication: Statesman,, 23.3.2002 Newspapers

Title : Social relations of organisational activity and the new local governance in the UK.

Author :RACO, Mike Annotation :Examines the ways in which organisational practices impact upon forms and patterns of policy implementation in U.K.

Publication: Urban Studies, Vol.39, No.3,, Mar.2002, pp.437-456  
Magzines & Periodicals

Title : Housing and social inclusion : Democratising the local authority and the tenant community relationship.

Author :CONWAY, Brian

Annotation :Comments on the tenant participation in the management of local authority housing estates aimed at providing a better, more responsive and efficient service to people.

Publication :Administration, Vol.49, No.3,, Autumn 2001, pp.3-19 Magzines & Periodicals

Title : Panchayats, rural development and local autonomy : The West Bengal experience.

Author :DATTA, Prabhat

Publication :Kolkata, Dasgupta & Company,, 2001 Books & Reports

Title : Panchayats in crisis.

Author :VISWANATHAN, S

Annotation :Studies the impact of the economic crisis in Tamil Nadu on the functioning of the local bodies.

Publication :Frontline, Vol.19, No.6,, 29.3.2002, pp.52-53 Magzines & Periodicals

Title : Centralisation crippling people's power.

Author :SINGH, N.K

Annotation :Calls for decentralisation of power for active participation of local leadership.

Publication :National Herald,, 10.3.2002 Newspapers

Title : Role of Panchayati Raj institutions for rural development.

Author :SINGH, K.K , ALLI, S (Eds)

Publication :New Delhi, Sarup & Sons,, 2001 Books & Reports

Title : Saffron triumph.

Author :SWAMI, Praveen

Annotation :Analyses the impact of strained relations between on the Congress (I) and NCP Municipal Corporation elections in Maharashtra.

Publication :Frontline, Vol.19, No.5,, 15.3.2002, pp.48-49 Magzines & Periodicals

Title : Politics in a demolition.

Author :NAUNIDHI KAUR

Annotation :Comments on the demolition of unauthorised constructions in South Delhi by Delhi Municipal Corporation.

Publication :Frontline, Vol.19, No.5,, 15.3.2002, p.40 Magzines & Periodicals

Title : Dilemma of popular democracy.

Author :MADAN, Amman

Annotation :Discusses how the expertise and specialized knowledge is often not understood by the local Government which poses a definite threat to the legitimacy of democracy and decentralization and also for the functioning of a Stable, effective local self Government.

Publication :Central Chronicle,, 26.2.2002 Newspapers

Title : Local Government : Need for realism. -2pts.

Author :CHIB. S.K.B

Publication :Central Chronicle,, 25.2.2002, 26.2.2002 Newspapers

Title : Divided they fall.

Author :AGGARWAL, Yogi

Annotation :Critically comments on the results of Municipal Corporations, Zilla Parishads and Panchayat Samitis in Maharashtra.

Publication :Indian Express,, 25.2.2002 Newspapers

Title : People-oriented Panchayati Raj framework.

Author :MAHI PAL

Annotation :Suggests people friendly legal framework for Panchayati Raj system in Uttaranchal.

Publication :Economic and Political Weekly, Vol.37, No.8,, 23.2.2002, pp.700-704 Magzines & Periodicals

Title : Civic elections : Politics from above.  
Author :THIRUNAVUKKARASU, R  
Annotation :Analyses the outcome of local body elections in Tamil Nadu.  
Publication :Economic and Political Weekly, Vol.37, No.8,, 23.2.2002, pp.698-699 Magzines & Periodicals

Title : Education : Panchayat and decentralisation : Myths and reality.  
Author :ACHARYA, Poromesh  
Annotation :Studies the role of Panchayati Raj in carrying out the task of universal elementary education.  
Publication :Economic and Political Weekly, Vol.37, No.8,, 23.2.2002, pp.788-796 Magzines & Periodicals

Title : Saffron show.  
Author :RABADE, Parag  
Annotation :Examines the outcome of civic polls in Maharashtra.  
Publication :Deccan Herald,, 17.2.2002 Newspapers

Title : Decentralised governance (macro and micro perspective).  
Author :MISRA, S.N , MISHRA, Sweta  
Publication :Delhi, Shipra Publications,, 2002 Books & Reports

Title : Enemies of Panchayati Raj.  
Author :MATHEW, George  
Annotation :Focuses on the politico-economic hurdles in the way of implementation of Panchayati Raj system.  
Publication :Mainstream, Vol.40, No.8,, 9.2.2002, pp.19-21 Magzines & Periodicals

Title : Venkatachalaiah Commission : Plan for the Northeast.  
Author :VENKATESH, S  
Annotation :Emphasizes on empowering and strengthening of Panchayat Raj institutions, Autonomous Districts Council to promote good governance in Northeast.  
Publication :National Herald,, 1.2.2002 Newspapers

Title : Empowering people : Grassroot organisations and rural development.  
Author :MISRA, Yatish  
Publication :New Delhi, Kanishka Publishers, Distributors,, 2002 Books & Reports

Title : Wake up call for parties.  
Author :SYED AMIN JAFRI  
Annotation :Highlights the lessons for political parties from the elections in Municipal Corporation of Hyderabad.  
Publication :Deccan Chronicle,, 29.1.2002 Newspapers

Title : Lessons for Congress from Malegaon riots.  
Author :PHADNIS, N.P  
Annotation :Examines the impact of Malegaon riots on the vote bank of Congress in civic elections held in Maharashtra.  
Publication :Free Press Journal,, 22.1.2002 Newspapers

Title : Recent reforms in the panchayat system in West Bengal : Towards greater participatory governance?  
Author :GHATAK, Maitreesh , GHATAK, Maitreya  
Publication :Economic and Political Weekly, Vol.37, No.1,, 5.1.2002, pp.45-58 Magzines & Periodicals

Title : Local Government conflict of interests and issues of legitimisation.  
Author :LELE, Medha Kotwal  
Annotation :Focuses on the conflict in the functioning of the Gram Sabha and village panchayats in Maharashtra.  
Publication :Economic and Political Weekly, Vol.36, No.51,, 22.12.2001, pp.4702-4704 Magzines & Periodicals

Title : Role of Panchayats in rural reconstruction.  
Author :MAHI PAL  
Annotation :Discusses the role of Panchayati Raj institutions in rural development.

Publication :Yojana, Vol.46,, Jun.2002, pp.61-63, 66 Magzines & Periodicals

Title : Enemies of Panchayati Raj.

Author :MATHEW, George

Annotation :Examines the Panchayati Raj Institutions in India.

Publication :Hindu,, 11.1.2002 Newspapers

Title : Bitter fight over control of BMC.

Author :PHADNIS, N.P

Annotation :Analyses the political equations in Mumbai to capture the power from Brihan-Mumbai Municipal Corporation.

Publication :Free Press Journal,, 1.1.2002 Newspapers

Title : Triangular competition and bipolar politics : Elections to local bodies in Maharashtra.

Author :PALSHIKAR, Suhas

Annotation :Assesses the political influence on the elections of local Government bodies and Zilla Parishad's in Maharashtra.

Publication :Economic and Political Weekly, Vol.37, No.13,, 30.3.2002, pp.1273-1280 Magzines & Periodicals

Title : MCD : Message is clear, deliver : Capital tells the ruling party : Your hot air won't keep you afloat.

Author :GUPTA, Shekhar

Annotation :Examines the election results of Municipal Corporation of Delhi.

Publication :Indian Express,, 29.3.2002 Newspapers

Title : Orissa's cash-rich poll economics.

Author :RAVI, K

Annotation :Laments over the massive spending for Panchayat elections by the Government in view of poor fiscal condition of Orissa.

Publication :Statesman,, 27.3.2002 Newspapers

**References: Indian Parliament –main subject wise|author s.n.misra sweta misra,publiation delhi shipra publication.**

Emerging Institutions for Decentralised Rural Development  
Volume I & II (982 p) Edited by S.P.Jain

Emerging institutions for Decentralised Rural Development (2 vol). The two volumes contains 54 pages contributed by policy makers & practitioners. The papers provide a wholesome insight into the patterns of energising institutions for Decentralised Rural Development.

## **RURAL DEVELOPMENT SYSTEM**

***POLICY ISSUES INSTITUTIONAL DEVELOPMENT AND MANAGEMENT OF RURAL DEVELOPMENT BY D. N. GUPTA, FOREWORD BY PROF. S. R. HASHIM***

**Annotation:** This book on rural development provides an in-depth study on policy, strategy, programme design, planning, delivery system, panchayati raj system and management of programmes. It attempts to address specifically the vital questions as under:

- ◆ How has the investment in anti-poverty programmes helped in poverty alleviation?
- ◆ What are the critical factors that need to be addressed for alleviation of poverty?
- ◆ How is the programme design of various anti-poverty programmes? Also, how are these programmes planned and implemented at the grassroots level?
- ◆ What will it take to achieve the goal of eradication of poverty?

In the present book an endeavour has been made to examine comprehensively all the issues that are vital for sustainable development. It attempts to diagnose the rural development from

the system point of view in order to address the issues in totality. Rightly so, the system approach has been applied to evaluate the rural development system.

It makes an important contribution to the current debates on policy issues for comprehensive rural development, institution building at local levels and management of programmes.

This book is immensely useful for planners, academicians in the field of economics and social sciences, and development agencies at local levels viz., District, Block and Gram Panchayat.

As the issues discussed in the book are of importance to developing countries, this book will prove useful in the developing world, besides India. Price: Rs.550/-

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## Chapter VI

### Gender Sensitive Local Governance

With reference to Gender, there are four criteria, which form the basis of good and Gender Sensitive Governance. This area will emphasize:

- (a) **Women Participation:** Which deals with equal participation in Government institutes and processes, freedom of Associations and space for an active women's movement.
- (b) **Transparency:** Transparency and gender equity in the allocation of resources.
- (c) **Legitimacy:** Legislation for gender equality and the promotion and protection of women's rights.
- (d) **Effectiveness:** Gender sensitive policies and institutional structures.

It starts with the list of literature which describes the reasons for and the barriers to the participation of women in decision making, followed by a description of action to be taken and the best practices to increase the participation of women in PRI.

#### **Women and Political Empowerment Proceedings of the Women's Political empowerment Day celebrations, April 23-24, 1995.**

Edited by Bidyut Mohanty, 1995. Institute of Social Sciences, New Delhi. 106p. Paperback Rs. 50.00/\$ 5.00 (Also available in Hindi version. CPS-002)

**Annotation:** Presents summary of the proceedings of the conference held on the occasion of the Women's Political Empowerment Day Celebrations 1994 on the theme- Panchayati Raj, women and empowerment. It also discusses the social

political and economic factors that inhibit effective participation of women in politics, and gives recommendations.

#### **Women and Political Empowerment: Proceedings of the women's Political Empowerment Day celebrations on Panchayats, women and health, April 23-24, 1996.**

Edited by Bidyut Mohanty, 1996. Institute of Social Sciences, New Delhi, 75p Paperback. Rs. 50.00/\$5.00.

**Annotation:** Summary of the Proceedings of the conference held on the occasion of the women's Political Empowerment Day Celebrations, 1996, on the theme- Panchayats. Women and Health presents a picture of the existing health situation among the population, especially women and children. Emphasizes the need to clearly define the functions assigned to various tiers of the Panchayat in the sphere of community health, social medicine and health care.

#### **Women and Political Empowerment: proceedings of the women's political Empowerment Day Celebrations, 1997.**

Edited by Bidyut Mohanty, Joya Roy and Smita Gupta, 1997. Institute of Social Sciences, New Delhi. 123p. Paperback. Rs. 50.00/\$ 5.00.

**Annotation:** Summary of the proceedings of the Conference held on the occasion of Women's Political Empowerment Day celebrations held on 24-25 April 1997 at new Delhi, on the theme- Panchayats, Women and primary Education. It presents the existing scenario of education in India and emphasizes the need to clearly define the role of the various tiers of the Panchayat in the spheres of education and eradication of illiteracy.

**Women and Political Empowerment 1998. Women's Political Empowerment day Celebrations on Panchayats, Women and Poverty Eradication.**

By Bidyut Mohanty and Saraswati Haider- 2000. 199p. Institute of Social Sciences, New Delhi. Rs. 70.00/\$7.00.

**Annotation:** The 1998 Women's' political Empowerment Day Celebrations was extended to cover the Southern Region as well. The theme of the Conference was Panchayats, Women and Poverty Eradication. This publication presents reports of the inaugural session, keynote address, special session, panel discussion and the valedictory session.

**Political Participation of Women in Panchayati Raj. Haryana, Kerala and Tamil Nadu**

By E. K. Shanta. 1999. 72p. Institute of Social Sciences, New Delhi. Rs. 50.00/\$ 5.00.

**Annotation:** One of the most radical legislations of our times was the reservation of 33 per cent of seats for women in Panchayat Raj Institutions, provided for in the 73rd amendment to the Indian Constitution. It enabled thousands of women to contest elections and enter local government bodies for the first time. This report assesses the performance of elected women representatives and their relative independence in decision making in these local bodies. It gives a comparative overview of women's political participation in three states- Haryana, Kerala and Tamil Nadu and describes the factors that influence the level of their participation.

**The Role of Panchayati Raj in Shaping the Future of Children**

By: Jon E Rohde, 1994. Institute of Social Sciences, New Delhi. 12 p. Paperback. Rs. 15.00/\$ 02.00. (Also available in Hindi version: OP-06 H)

**Annotation:** Presentation at the National conference on Panchayati Raj, Parliamentarians and Legislators (1994), which discussed the role of Gram Panchayats in strengthening the social programmes of primary health care, primary education and environment in rural India, with particular reference to the problems of children and mothers.

**Local Government Women's Committee's, Julia Edwards, Published by Avebury, Ashgate Publishing Company, Gower House, Goff Road Hants, England.**

**Annotation:** This book is about a distinctive and relatively rare form of feminist political action which is being practised in a handful of British local councils. Local Government women's committees are not simply equal opportunity initiatives which promote the recruitment and training of women as employees of local authorities. What distinguishes the women's committees which are the subject of this book is that they are promoting equality per se for all women in their localities. They are concerned with removing barriers which prevent the majority of women in Britain from enjoying a first class citizenship, whether in paid work or in public participation or in leisure pursuits. These barriers, although well defined in feminist literatures, have not been adequately addressed by public policy makers primarily because, as Anne Phillips writes "What goes on in the home" is still considered to be out of concern {Phillips 199b}.

**Women and Panchayati Raj, Susheela Kaushik, Published by HAR-Anand Publications, 364-A, Chirag, New Delhi-110017.**

**Annotation:** The 73rd Constitutional Amendment Act on Panchayati Raj, reserving seats for women and scheduled castes and tribes has sent waves of enthusiasm and hopes among the weaker sections of Indian Society. Women, in particular are taking up the challenge and gearing themselves up to enter politics at the lower level in the spirit of self governance as committed citizens. As they do so, they find the need to educate themselves and others, on the general and gender particular issues confronting the local government and the nation, on the functions and methodology of local government, the intricacies of planning and management and the resolution of public and private challenges and tensions. The gaps need to be identified and a set of training aids and inputs specific to the need of Panchayati Raj Institutions build up. In short, the women and other weaker sections need to EMPOWER themselves.

Towards this the governmental and quasi-governmental, non-governmental and grassroot groups are getting into action, by way of creating new infrastructure for political education and training.

The present volume seeks to meet this urgent imperative if 7.95 lakhs empowered women citizens need to come through proper Panchayat elections in the coming few years all over India. It is in the nature of an information directory of training institutions on Panchayati Raj.

**Women in Panchayati Raj, Ambrose Pinto & Helmut Reifeld, Indian Social Institute, New Delhi**

**Annotation:** The articulation of issues by elected women representatives in Panchayati Raj Institutions has had impacts on their role in both private and public sphere. Women have started to create spaces for themselves though full equality with men still remains a distant dream. In a hierarchical society, local government elections with reservations for women who have been suppressed and SC/ STs who have been subjugated for centuries,

is a new institutional mechanism to recast hierarchies. Of course, transformation of the structures is a process. Participation of women in PRIs is bound to broaden the agenda of the PRIs by including women oriented issues like reproductive health, drinking water, education etc. In the long run such participation will create alternative discourses and power structures. The objective is not to plug women into the existing political structure but transform the present structure to provide equality for both men and women.

This book deals with women's role and empowerment, specially in Panchayati Raj Institutions. The book is the outcome of a two-day seminar held on 27-28 April, 2000 at the Indian Social Institute, New Delhi.

**Panchayati Raj, Emerging New Leadership, Edited by Kokila Vyas and Malti Mehta, Published by Sulekh Graphics Pvt. Ltd., Ahmedabad.**

**Annotation:** The concept of Panchayats in India was the part of the philosophy of Purna Swaraj and Gram Swaraj which inspired our freedom struggle and which was advocated by Late Mahatma Gandhiji. Our constitution makers recognized the importance of democratic institutions at the grass roots level and therefore they enshrined the concept in Article 40 of the constitution, which directs the states to take steps to organise village Panchayats and entrust them with such powers and authority as may be necessary to enable them to function as units of self-government.

The government by providing 33% reservation for women in local self Government bodies, is very keen to extend a rightful status to women in India. This also means that now is women's turn to equip themselves and also acquire capabilities to perform their new role more effectively. The crux of this book is to find out the capable women who have never come out from their routine household duties and make them aware of their rights given by Panchayati Raj Bill.

**Gender Perspective : Participation, Empowerment and Development/edited by Anil Dutta Mishra. 1999, viii, 258 p., ISBN 81-7487-157-8.**

**Annotation:** "The contributions in this book examine the important role of Indian women in the post-Independence era of liberalization, privatisation and globalisation, currently taking place in our society, and the effects these changes have on their economic development, and participation in decision making process. Concrete and well thought out suggestions and complete blueprints for women's empowerment have been offered which have the potential of generating a nationwide debate.

"The contributors to this volume are well known social scientists from different disciplines. This book will serve both professionals and students of political science, women's studies, public administration, and sociology and thereby contribute to a better comprehension of the issue of gender equality and social justice

## Chapter VII

### Training Module and Panchayati Raj Institution

It is a compilation of literature on training modules which were attempted in different parts of the country. It provides useful guidelines for administrators and NGOs in planning their agenda for training Panchayati Raj Members, women and marginalised section with respect to PRI function and powers.

**Training for Self-Rule, In the New Dispensation of the Panchayati Raj System in the Country, Alexis Ekka, Indian Social Institute, New Delhi, 26<sup>th</sup> January, 2003**

**Annotation:** History of Tribals is full of chronological description of the struggles of the Tribals for self-determination, self-actualization and self-rule. The Tribal Self-Rule, or local governance by the Tribals or the village republic of the Tribals would ensure this process of the Tribals to liberate themselves from non-Tribal exploiters, non-Tribal rulers, non-Tribal traders and from all those who are anti-Tribals.

This Training Manual is a Training for Self Rule. In the Dispensation of the Panchayati Raj System in the Country" is a modest attempt to bring to the centre stage of discourse the issues involved in Tribal Self-Rule. It is also a collective effort to provide scope and space for training in Tribal Self-Rule. It is an undeniable fact that the enactment of the Panchayats (Extension to the Scheduled Areas) Act of 1996 was a bold step by the political establishment of the country. This move was in the right direction to ensure the rightful place and role of the Tribal communities in nation building. But there are also deeply disturbing facts like, tribal land alienation, tribal displacement, cultural alienation, political subjugation, and economic deprivation of the Tribals all over the country. This Training Manual opens a new chapter on

the immediacy and expediency of making all the stakeholders aware of the Constitutional provisions made available by this Act.

The author of this Training Manual Dr. Alexius Ekka, has presented the entire matter starting from the perspective of Need for Training, followed by Methodology of Training, the Content and the Clientele for Training and finally Training of Trainers. In the last three chapters Dr. Alexius Ekka has presented the Training Modules for Empowerment. The salient feature of this Training Manual is that it not only deals with the content of the training sessions but also deals with Methods and Objectives, Training Aids and Instructions for the Trainers.

**Kanataka Panchayat Elections 1995: Process, Issues and membership Profile: By K. Subha, 1996 Concept Publishing Company, for the institute of Social Sciences, New Delhi. Hardcover ISBN 81-7022-612-0. Rs. 175.00/\$ 18.00.**

**Annotation:** Critically examines the important issues that influenced the voting pattern in the 1993 and Panchayat, including the new leadership emerging in the Panchayat since 1987. A valuable publication for the Panchayat elected representatives, functionaries, and researchers as well as for the Panchayati Raj training programme in India.

**Panchayati Raj Training in Madhya Pradesh: An evaluation: By S.V. Sharan, 1998 Institute of Social Sciences, New Delhi. 141p. Paperback Rs. 150.00/\$ 15.00**

**Annotation:** The performance of the Panchayat functionaries will shape the character of the Panchayats as an instrument of change for enhancing the quality of life in terms of economic prosperity, social equality and individual dignity and liberty. This evaluation study emphasizes the need for capacity building of the Panchayat functionaries, through appropriate training methods, with

particular reference to Madhya Pradesh. An important source book for improving the quality and content of Panchayati Raj Training in the India.

**New Panchayati Raj & Functional Analysis, Edited by Raj Singh, Published by Anmol Publications Pvt. Ltd., 4374/4B, Ansari Road, Daryaganj, New Delhi-110002, 2000.**

**Annotation:** Substantially based on the research papers presented at a regional seminar on the Functioning of New Panchayati Raj Institution, this book portrays different aspects of the Functioning of the New Panchayati Raj Institution after the Constitutional Amendment Act, 1992. The papers contained in the book may be classified into five categories. One, papers pertaining to Women's Participation in the Panchayati Raj Institutions and Problems encountered by them in discharging their constitutional obligation. Capacity building in Panchayati Raj Institution is another category of papers. Efforts have been made to elaborate about the knowledge level and training needs of functionaries at the grass-root level. Third type of paper pertains to the problems encountered by women's representatives of the Panchayati Raj Institutions in discharging their roles. Fourth category concentrates on perception of voters towards Women's Empowerment, Participation and Problems. A few papers pertain to functioning of New Panchayati Raj Institution in totality. Finally there are also papers which are discussing decentralization of power at gross root levels, participatory development and Gandhian perspective of Panchayati Raj Institutions. The book depicts an all round situation about functioning of new PRIs in the post constitutional amendment era. It will serve as a benchmark for future research on the subject.

In pursuit of Local Self –Governance (Training Module, Panchayati Raj)(English). It is a compilation of training models which were attempted in different parts of the country. It provides useful guidelines for NGOs in planning their agenda for training

Panchayati Raj members, women and marginalised section with respect to Panchayati Raj Institutions (PRIs), powers and functions. Price: Rs. 50/-

### **Empowering Panchayats Handbook for Master Trainers Using Participatory Approach**

**D. Bandyopadhyay, Amitava Mukherjee, Mitali Sen Gavai**

Published for Task Force on Panchayati Raj, Rajiv Gandhi Foundation by Concept Publishing Company, New Delhi – 110 059

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**Annotation:** The vital need for capacity-building of numerous functionaries of Panchayati Raj Institutions is widely acknowledged. However, there has been no systematic approach to building capacities of the functionaries of Panchayati Raj Institutions across the 3-tiers and there is no book which comprehensively deals with training needs of different tiers of PRIs. This book is an attempt to fill in gap. The book provides for 10 modules together with a Base Module, each specially devised to meet the training needs of different functionaries in different tiers of Panchayati Raj system. These modules have been prepared after extensive assessment of training needs and consultations with experts and institutions across the country who are engaged in or are concerned with capacity-building of Panchayati Raj functionaries. The book for the first time provides for a road map to train functionaries of Panchayati Raj Institutions using Participatory Learning and Action methods (PLA methods). It provides for trainers' notes, content flow, diagrams, sketches, posters and games as necessary aids for imparting training to functionaries of PRIs who are adult learners keeping fully in mind

learning theory. The book gives details of different steps to be followed by the trainer in separate modules and outlines an andragogy which is suitable for adult learners. Twenty coloured posters depicting 29 disciplines of Panchayati Raj, as incorporated in eleventh schedule of Indian Constitution, also make part of this book. The book will be an invaluable handbook for administrators, trainers, training institutions and scholars engaged in building capacity of PRI functionaries.

## Chapter VIII

### Recent Acquisition of Overseas Publication

Last but not least – there are some recent acquisition of overseas publication. This deals with literatures on:

- (a) Decentralization for participatory planning
- (b) The global research framework of the decentralization and governance programme
- (c) Working from below, techniques to strengthen local governance.
- (d) Rural district – council, capacity building programme
- (e) Principles and practices of good governance

**Agrawal, Arun, Charla Britt and Keshav Kanel. 1998. Decentralization in Nepal: A Comparative Analysis. A Report on the Participatory Development Program. San Francisco: Institute for Contemporary Studies Press.**

**Annotation:** In the past two decades, decentralization has gained increasing attention as a necessary and valuable instrument for enhancing efficiency and promoting democratic participation – yet progress has been slow. As a detailed analysis of the Participatory Development Program in Nepal, this book identifies conditions vital to the success of decentralization and shows how they may be fostered. At the same time, it skillfully places the program in a comparative perspective: by examining the political economy of previous decentralization efforts, Agrawal and his colleagues identify the impediments that decentralization has faced in so many countries. This even-handed study has important implications for projects of decentralization not only in Nepal, but also in developed and developing countries around the world (ICS Press).

**Brown, D. and Korte, C. 1997. Institutional Development of Local Organizations in the Context of Farmer-Led Extension: the Agroforestry Programme of the Mag`uugmad Foundation. Network Paper No. 68, Agricultural Research and Extension Network, UK Overseas Development Institute (ODI).**

**Annotation:** This paper reviews the attempts of the NGO, World Neighbors, and its indigenous successor, the Mag`uugmad Foundation Inc., to develop the local institutional capacity of farmer organizations on the island of Cebu in the Philippines, building on a highly successful programme of farmer-led extension of agro-forestry technologies. The paper describes the history of the programme from its inception in 1982, and considers the grounds for its success in the transformation of the farming system over a wide area of the Cebu uplands. It then examines progress to date in the area of local institutional development, and assesses the likelihood of the substantial transfer of management functions to the community (authors).

Centre for Economic Development and Administration. 1991. Inventory of Rural Institutions in Rapti Zone Nepal. Kirtipur, Kathmandu, Nepal: Center for Economic Development and Administration, Tribhuvan University.

**Cramb, R. A., and I. R. Wills. 1990. The Role of Traditional Institutions in Rural Development: Community-Based Land Tenure and Government Land Policy in Sarawak, Malaysia. World Development 18(3): 347-360.**

**Annotation:** Traditional local-level institutions are frequently considered obstacles to rural development and so attempts are made by the state to impose "dissonant" institutional forms from above. In contrast, this paper argues that traditional institutions should be viewed as the building blocks of a modern, development-oriented institutional structure. The argument is

applied to the case of the Iban system of community-based land tenure and its relationship with government land policy in the Malaysian state of Sarawak (author).

**Hobley, M. and Shah, K. 1996. What Makes a Local Organization Robust? Evidence From India and Nepal. Natural Resource Perspective, Number 11. London, U.K. Overseas Development Institute (ODI).**

**Annotation:** Authors analyze the factors that contribute to the effectiveness of local organizations as resource managers, using their experience in India and Nepal with the development of local forest management organizations to illustrate their argument. They outline gaps in present knowledge and conclude with a discussion of the implications for policy and practice.

**Leach, M., Mearns, R., Scoones, I. 1997. Institutions, Consensus and Conflict-Implications For Policy And Practice. IDS Bulletin - Institute of Development Studies 28(4): 90**

**Annotation:** This article reflects on the challenges faced when the ideal of consensual communities is questioned. A more complex view of institutional relationships at the local level is envisaged, one which emphasizes conflict as much as consensus. This, in turn, suggests some implications for institutional design and processes of conflict negotiation. A number of alternatives are explored, ranging from targeted, institutional design to more flexible, learning process approaches. Support for effective negotiation processes is highlighted, including the enhancement of claims-making capacity through processes of participation and empowerment. Due to the inherent uncertainties in both ecological and social dynamics, institutional design can never take a blueprint form. Instead, a flexible, adaptive style of dealing with institutional complexity and uncertainty is envisaged. Despite the necessity of disaggregating 'community' imagery for local-level

implementation, such imagery can also be used strategically and effectively by local people and other development actors in struggles to define and direct processes of change (IDS).

**Mosse, D. 1996. Local institutions and farming systems development: Thoughts from a project in tribal western India. Agren Network Paper No. 64. Agricultural Research and Extension Network, UK Overseas Development Institute (ODI).**

**Annotation:** Many rainfed farming and watershed development programmes face problems in ensuring the long-term sustainability of activities. Comparative research into this problem has pointed to the absence of adequate farmer or community participation in activity planning, implementation and management as a critical issue. This need for greater participation is increasingly addressed through the employment of participatory research and planning methods - PRA/PALM. These methods, however, are not sufficient to ensure and sustain farmer involvement. They will only contribute to sustained participation as part of a structured planning process which includes the identification and support of local institutions which can take responsibility for implementation and the long-term management of watershed resources. The difficulty is that new local institutions may themselves be among the least viable and sustainable of project interventions. This is often because participatory ideals overlook the real social costs involved in collective action. This paper discusses the experience of the KRIBP project in evolving an approach to local institutional development in a tribal region in western India. It discusses problems and lessons learned, and suggests ways of improving performance by reducing the demand for and costs of collective action in farming systems development (author).

**North, Douglas C. 1990. *Institutions, Institutional Change and Economic Performance*. Cambridge: Cambridge University Press.**

**Annotation:** Continuing his analysis of economic structures, Douglass North develops an analytical framework for explaining the ways in which institutions and institutional change affect the performance of economies, both at a given time and over time. North first explores the nature of institutions and explains the role of transaction and production costs in their development. The second part of the book deals with institutional change. Institutions create the incentive structure in an economy, and organizations will be created to take advantage of the opportunities provided within a given institutional framework. He then explains how institutional development may lead to a path-dependent pattern of development. In the final part of the book, North explains the implications of this analysis for economic theory and economic history. He indicates how institutional analysis must be incorporated into neo-classical theory and explores the potential for the construction of a dynamic theory of long-term economic change (Cambridge University Press).

**Nugent, J.B. 1993. *Between State, Markets and Households: A Neo-Institutional Analysis of Local Organizations and Institutions*. *World Development* Vol.21 (April) No.4 Pages 623- 632**

**Annotation:** The current and foreseeable trend toward a diminished role of the state in most economic activities, including rural development activities, offers new opportunities for local organizations and institutions (LOIs). At the same time many of the problems and shortcomings to which states and their activities have been vulnerable are also potentially applicable to LOIs. To be successful in themselves as well as in fostering rural economic development, rural LOIs and their activities must be carefully designed and appropriately integrated with markets, other LOIs

and the state. This paper reviews the relevant literature on conditions for success and then goes on to derive from this review (including some relevant experience) some suggestions for policy and practice (author).

**Ostrom, E. 1992. *Crafting Institutions for Self Governing Irrigation Systems*. San Francisco: Institute for Contemporary Studies Press.**

**Annotation:** Many large-scale irrigation projects established in developing countries have failed, despite huge inputs of foreign aid, because the institutions for operating and maintaining the projects proved inadequate. Ostrom counsels planners to look beyond a narrow concern with engineering and to let irrigation consumers involve themselves in the design, operation, and maintenance of water-supply systems (ICS Press).

**Uphoff, N. 1993. *Grassroots Organizations and NGOs in Rural Development: Opportunities with Diminishing States and Expanding Markets*. *World Development* 21 (4): 607-622**

**Annotation:** This article undertakes to deal systematically with non-government organizations (NGOs) and grassroots organizations (GROs), usually treated as a residual category. Ten levels for development decision-making and action are identified in the tradition of central place theory. Three of these are considered "local" or "grassroots" because of their collective action possibilities. Then, three sectors are delineated, instead of the usual two. NGOs are part of the collective action sector which differs from the public and private sectors in theoretically consistent ways. A careful distinction is made between institutions and organizations, usually conflated in the literature. Examples of accelerated rural development through grassroots organizations and NGOs from Asia, Africa and Latin America are discussed (author).

**Uphoff, N. 1986. Local Institutional Development: An Analytical Sourcebook with Cases. West Hartford: Kumarian Press. 421pp.**

**Annotation:** The importance of local institutions for sustainable rural development has until recently been afforded inadequate attention by governments and donor agencies. This analytical sourcebook draws on experiences summarized in mini case-studies from throughout the Third World. Critical concepts and issues are explored in its examination of various sectors of local institutional development (LID) including agriculture, infrastructure, and primary health care. Intended especially for practitioners and researchers seeking a rigorous understanding of LID, the material presented is well-suited for both field and classroom use.

**Reference: IDRC: Research Programme, CBNRM Social Science Resource Kit, Volume 5: Institutional Analyzes Bibliography**

**By Karen Hotra (Editor), Nita Congress (Editor) Series: FDI Publications 207 pages Language: English Subject area: Legislative Issues: Decentralization; Specific Countries and Regions: Central and Eastern Europe; General Local Government Issues: Fiscal Decentralization Published in n/a by World Bank**

**Annotation:** In December 1996 FDI-CEE organized a regional conference in Vienna, Austria on the theme of "The role of Associations of Local Authorities in Decentralization and the Strengthening of Local Government". The purpose of the conference was to help analyze policy options and enhance the capabilities of newly formed local governments throughout Central and Eastern Europe. Associations of both transition countries in CEE as well as more experienced decentralized countries were represented and they made presentations. This

paper contains the presentations made by speakers during the conference.

**By Kenneth Davey (Editor) Series: LGI Studies ISBN 9639419354 ISSN 15864499 135 pages Language: English Subject area: Public Finance: Intergovernmental Fiscal Relations, Public Finance; Specific Countries and Regions: Armenia, Georgia, Russia, Ukraine; General Local Government Issues: Fiscal Decentralization Published in Budapest by Local Government and Public Reform Initiative**

**Annotation:** Fiscal decentralization comprises the financial aspects of devolution to regional and local government, and covers two interrelated issues. The first is the division of spending responsibilities and revenue sources between levels of government. The second is the amount of discretion given to regional and local governments to determine their expenditures and revenues (both in aggregate and detail). These combined dimensions have a significant impact on the reality of decentralization in its broader political and administrative sense. How much power and responsibility regional and local governments actually exercise depends on many factors. This volume combines studies of fiscal decentralization in four countries: Armenia, Georgia, Russia and Ukraine. It describes and compares their diverse approaches and experience in adjusting their public finance systems to the introduction of representative democracy in the lower tiers of government. It offers recommendations regarding spending responsibilities, local taxation, tax sharing, consumer changes, equalization, accountability, and fiscal decentralization.

**Series: FDI Publications 32 pages Language: English, Russian Subject area: General Local Government Issues: Fiscal Decentralization Published in Budapest by Fiscal Decentralization Initiative for Central and Eastern Europe**

**Annotation:** This publication is the first in a series of FDI policy studies prepared within a two-year program for a development of policy proposals and action plans for local government reform in Central Asia. The program, designed as a result of a regional forum “The Modernization of Local Government Finances and Financial Management in Central Asia,” organized in the fall 2000 by FDI, is targeted at participants from Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan. The publication provides in four chapters an overview of the current system of local governance in the Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan. Each chapter, devoted to one of the four countries, deals with legislative framework, fiscal background and perspectives for development of local governance in Central Asia. All chapters are result of work of small national teams comprised of high ranking public administrators, local government actors and independent non-governmental experts and their advisors from Central and Eastern Europe. The publication is recommended for policymakers in the four Central Asian countries, independent experts working in the area of local government reform as well as program staff of development organizations operating in Central Asia.

**Series: FDI Publications Language: English Subject area: Public Finance: Intergovernmental Fiscal Relations; Specific Countries and Regions: Bosnia and Herzegovina; General Local Government Issues: Fiscal Decentralization Published in n/a by Fiscal Decentralization Initiative for Central and Eastern Europe**

**Annotation:** This report is a collection of the papers and proceedings from the Forum on Fiscal Decentralization in Bosnia and Herzegovina that took place in SaRajevo on 14-16 June, 1999. The paper includes the actual fiscal policy and budget of Bosnia and Herzegovina, contains theoretical and practical aspects of fiscal federalism as well as a discussion of the efficiency of public institutions and comparison of fiscal conditions. It gives a review

of revenue mobilization and informs about the international and local perspectives on fiscal decentralization.

**By Rastislav Toth (Author) Series: FDI Publications 9 pages Language: English Subject area: Specific Countries and Regions: Slovakia; General Local Government Issues: Public Administration, Fiscal Decentralization Published in n/a by World Bank**

**Annotation:** This paper examines the present relationship between low level government, the regional and district levels of government and the state administration in Slovakia. It looks at factors that affect the linkages between different levels of governments and discusses the impact of it on the development of the public administration.

**By Ondrej Csanda (Author) Series: FDI Publications 11 pages Language: English Subject area: Specific Countries and Regions: Slovakia; General Local Government Issues: Fiscal Decentralization, Local Governments Published in n/a by Fiscal Decentralization Initiative for Central and Eastern Europe**

**Annotation:** The Vice president of the Association of the Slovak Towns and Communities details the main problems of local governments in the Slovak Republic, outlines the current financing situation of local governments and proposes some ideas of the future perspectives of the Slovak local governments.

**Reference: Bibliography and Index of United Nation Centre for Regional Development Publications**

**Brudney, Jeffery L., Hebert, Ted F., and Wright, Deil S. 1999. “Reinventing Government in the American States: Measuring**

**and Explaining Administrative Reform.” Public Administration Review. (January) v59i1 p.19(1).**

**Annotation:** This study examines whether reinventing government is the state reform wave of the 1990's. Using a mailed survey of more than 1200 agency heads, who represent 93 types of agencies across all 50 states, it examines the extent to which agencies have implemented 11 reinvention reforms. While the results indicate that agencies are selectively adopting specific reinvention reforms--- most notably strategic planning and some reforms addressing customer service--- and that a few states are more active than others, the principal conclusion is that a concerted reinvention movement does not appear to be underway across state government.

**Caiden, Gerald, E. 1999. “Administrative Reform- Proceed With Caution. (Special Issue on Administrative Reform in Global Perspectives)” International Journal of Public Administration. (June) v22i6 p. 815(1).**

**Annotation:** This article offers some perspective on administrative reform in public organizations by highlighting past reengineering efforts around the world. The author imparts a message of caution and warns of unrealistic expectations when embarking on reform efforts.

**Fredrickson, George H. and Johnston, Jocelyn M. Public Management Reform and Innovation: Research, Theory, and Application. Tuscaloosa: University of Alabama Press, 1999.**

**Annotation:** A guide for public administrators who are charged with carrying out the politically popular but often not well thought out programs to reinvent government. Addresses such questions as whether the private sector model is suitable and effective when applied to reforming public and governmental organizations, what

the major political forces affecting reforms are, and how reform can be accomplished in a constitutional democratic government.

**Gabis, Gerald R., Grenell, Keenan, Ihrke, Douglas M., and Kaatz, James. 2000. “Managerial Innovation at the Local Level: Some Effects of Administrative Leadership and Governing Board Behavior.” Public Productivity and Management Review. (June) v23i4 p.486(19).**

**Annotation:** This article considers how perceptions of leadership credibility toward the chief administrative officer within local government settings associate with perceptions toward innovation success and policy board behavior. The authors' preliminary findings suggest that as perceptions of leadership credibility held toward the chief administrative officer increase, so do perceptions of reform success and cooperative board-staff relationships.

**Kettl, Donald F. Reinventing Government: A Fifth Year Report Card. Washington DC: Brookings Institution Press, 1998.**

**Annotation:** This book assesses the contributions of “reinventing government” to date. The author shows that the movement is real and is producing real results, but the movement has missed the most important trend: the transformation of the federal government from direct delivery of services to indirect management of others, from state and local government grantees to private contractors who do most of the work instead. This transformation has created a host of “fuzzy boundaries,” the author concludes, that the federal government must learn to manage if government performance is truly to improve.

Thomson, J.T. 1997. An Institutional Analysis of Local-Level Common Pool Woodstock Governance and Management: Implications for Environmental Policy. In D.W. Brinkerhoff, ed.,

Policy Analysis Concepts and Methods: An Institutional and Implementation Focus, pp. 87-112. Vol. 5 in Policy Studies and Developing Nations (A Multi-Volume Treatise); series editor S.S. Nagel. Greenwich, CN, JAI Press.

Thomson, J.T. & Coulibaly, C. 1994. Decentralization in the Sahel: regional synthesis. SAH/D (94) 427. Paper prepared for the Regional Conference on Land Tenure and Decentralization in the Sahel, June, Praia, Cape Verde. Paris and Ouagadougou, OECD/Club du Sahel and CILSS.

Wunsch, J. S. & Olowu, D. eds. 1990. The failure of the centralized state: institutions and self-governance in Africa. Boulder, Westview Press.

**Reference:** [www.oneworld.org](http://www.oneworld.org)

### **Minnesota E-Democracy Project**

Minnesota E-Democracy was established in 1994 to use information and communications networks to improve citizen participation in democracy in Minnesota. Minnesota E-Democracy created the world's first election-oriented web site and sponsors online partnerships to promote citizen access to election information and interaction during election years.

Minnesota E-Democracy is a non-partisan organization that is entirely volunteer based and runs on a donated information infrastructure. Long-term efforts to expand activities, seek donations and grants, and contract staff support for our fundamentally volunteer-oriented effort is underway (<http://www.e-democracy.org/about.html>).

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(<http://e-democracy.org/do>)

<http://www.dar.cam.ac.uk/gsa1001/Paper2.html>

### **People's Solidarity for Participatory Democracy (PSPD), Korea**

Started in 1994, the PSPD is a non-profit, non-partisan civic organization dedicated to promoting participatory democracy and securing human rights in Korea. The PSPD advocates for social justice, presents alternative policies, encourages participation of the people in politics, and works to prevent the abuse of power by government, judiciary, and business.

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