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DEMOCRATIC GOVERNANCE, NATURE OF ACCOUNTABILITY OF THE ELECTED REPRESENTATIVES IN LOCAL GOVERNMENT INSTITUTIONS IN SRI LANKA.

(A CASE STUDY ON PRADESHIYA SABHA)



K.B.G.S.K.Gamlath (Ph.D.) Department of Political Science Faculty of Humanities & Social Sciences University of Sri Jayewaradnepura shantha.gamlath@sjp.ac.lk

Abstract

The main objective of this paper is to explore the real situation of the elective local representatives in Sri Lankan local authorities regarding public accountability in service delivery for the local society. Local government institutions are one of the key political organs of every democratic or non-democratic country with regard to delivering services and enhancing public well-being on the grass root. As a democratic country, Sri Lanka has a long historical timeline of the local government system and public accountability regarding people's well-being. There are three tire local institutions systems as Municipal councils, Urban Councils, and Pradeshiya Saba which have been established from the center to the periphery. Most grass-root local institutions have been established in the countryside to carry out public services for the people's well-being at the grassroots. Local government institutions and their elective people are more significant in the socio, economic and political development of the grassroots society. The social well-being of the general public has to be assured by the representatives of the local authorities. This paper especially has been focused on public accountability of elective representatives in Pradeshiya Saba which has been established in most grass root areas in the countryside. These institutions are most significant because it has been doing multiple crucial functions for the local society. These institutions are appearing as a foundation of the primary policy-making and implementations, strengthening democracy, recruiting leaders, providing political training for future leaders, etc. In a democratic society, Most Sri Lankan citizens who are living at the grassroots are well experienced in enjoying voting rights at the local election for the selection of their representatives for the local authorities. As primary political institutions, their representatives have a significant role concerning concern for the people's necessity in the grass-root society. People of the grassroots are selecting their representatives through the democratic electoral process to the local institutions under the popular electoral campaign. It is observed many times and on occasions of the local electoral process that after the establishment of Pradeshiya Saba, the main objective of the elected representatives has not been fulfilled for the local society why? The factors of this problem have been examined through qualitative research carried out at the field level with selected grassroots local institutions in Sri Lanka. Mainly, field observations, opinion surveys, group discussions, and in-depth discussions with expert people were applied as the main methods in this qualitative approach. Data and information have been analyzed through statistical analysis using (SPSS) and descriptive analysis done by using the multiple cross-date analysis approach in this paper. Data has shown that most grassroots local authorities and their elective people have declined or given up their main objectives and responsibilities once they assumed duties in the local institutions. On the other hand, lack of confidence and education, and poverty have been discouraging the general public quest such a situation at the local level institutions in Sri Lanka. The important point of this paper is it has declared the reality of the local authorities and their elective people

on service accountability beyond the theoretical and conceptual meaning. The outcome of the research ideas can be used for further examination of the local representatives and their role at the grassroots.

Key Words: Grassroots local institutions, Elective Representatives, Service responsibilities, Social well-being, Lack of democracy

Introduction

The local government system of Sri Lanka has a long historical timeline with different experiences. But, it was most significantly tracked in the post-independence period. It has a dynamic evaluation process on service delivery and democratic enhancement at the grass-root politics and administration. The establishment of Pradeshiya Sabha was a turning point in the timeline of local government history. It appeared as a democratic designee in the modern local government system in the country. As a universal concept, the main objective and purpose of the local government are to enhance and improve social development and people's well-being as well as a democratic enhancement at the global as well local level in the 21 century. Enhancement of the Rapid social and economic development of the peripheral societies and improvement of the people's participation in the decision-making process was one of the main objectives of the modern local government establishment. Following these objectives, Pradeshiya Sabha was established in keeping with various expectations of the local administration and governance in Sri Lanka. Mainly, the enhancement of public utility service and social welfare, as well as the promotion of democratic practices positively impact the elaboration of democratic culture at the grass root, which are the main given targets of the Pradeshiya Sabha system in Sri Lanka. As an institutional establishment, it has given legitimacy to passing acts through the parliament on Pradeshiya Sabha Act No. 15 1987. All the decision-making, implementation power, authorities and functions, and activities have been legally given through this Act. Finally, securing and sustain of the system and achieving the targets and objectives of given powers and responsibilities were the main responsibilities on behalf of the parliament and general public of the country.

After three decades of the establishment of these local government units (Pradeshiya Sabha) that scientific follow-up has to be done to the assess duty and functions of these institutions on behalf of the ordinary mass on the grass root. The establishment of Pradeshiya Sabha was a result of the modernization of democracy in the local democratic process. Every Local unit will be given representatives through the democratic electoral process. Therefore, finally, those who are appointed for the local government units

by the general mass must be responsible for their duty and responsibility with regard enhancement of social well-being and democratic enhancement of their electorate. The main purpose of the establishment of Pradeshiya Sabha is to elaborate and rapidly enhance the people's participation in the development process and rapid development of the social well-being of people who are living in peripheral society through giving enough power and authority at the grass root in the countryside. The preamble of the constitutions of the Pradeshiya Sabha has said, An act to provide for the establishment of Pradeshiya Sabha to provide greater opportunities for the people to participate effectively in the decision-making process related to administration and development activities at a local level ;(Pradeshiya Sabha Act 1987). According to the constitution, it is clear that the main purpose of the Pradeshiya Sabha is to promote people's well-being and social development in the grass root society. That is unavoidable duty and responsibility which has been confirmed through Pradeshiya Sabha Act 1987. Article 2 of the Act of Pradeshiya Sabha has mentioned, The Pradeshiya Sabha constituted for each Pradeshiya Sabha area shall be the local authority within the such area and be charged with the regulation, control, and implementation of all matters relating to public health, public utility services, and public thoroughfares and generally with the protection and promotion of the comfort, convenience and welfare of the people and all amenities within such area (Pradeshiya Sabha Act 198). It is the main duty and responsibility of each local government institution regarding the social well-being of the people who are living in rural society. There are 275 totals Pradeshiya Saba has been established in the countryside with 7000 locally elective members in those institutions. They have to assure the social well-being of rural society by delivering services.

Research Problem:

It has been observed there occurred a denegation of democracy at the micro level. People of the grass root also have experienced how to utilize their democratic choice in the electoral process regarding electing suitable people for the local government body and their governing process, Yet, Recent trends in the electoral democracy and governance of the local government institutions have not reflected elected people have not provided sufficient service for their people with accountable manner Why?

The main objective of the Research:

The main objective of this research is to find out the main factors behind the backward nature of the efficiency and effectiveness of the elected representatives of the local institutions in Sri Lanka.

Research Hypothesis:

The lack of political literacy of the ordinary people has been enhancing political ignorance regarding selecting suitable people for the local governing bodies on the grass root.

Research Methodology & Methods:

As a case study, the main approaches of the implementation of the research based on qualitative techniques such as opinion surveys, in-depth interviews, group discussions, and field observation are mainly dominant regarding gathering information in this research.

1.1 Democratic Governance and Nature of Accountability of the Elected Representatives in Pradeshiya Sabha (Grass root local institutions)

Existing local government institutions (Pradeshiya Sabha) have not functioned correctly and are suitable representatives in the local governance process. Due to the many complexities of the electoral system and society, the most suitable and capable people could not come for politics and participate in the policymaking process in the Pradeshiya Sabha. Democracy or the nature or quality of the governance process directly depends on the people appointed for the governing body. Their actions, thinking, and decisions crucially impact positively or negatively on the democracy and governance of the relaxant political institution. Therefore, one of the important factors with regard sustains and maintaining the quality of democracy and governance is the elective people of the institution. This responsibility is coming to the people of the relevant electorate. The following ground data shows the reality of the representatives in local government institutions (Pradeshiya Sabha) in the above-selected areas.

Local Government Division	Yes	No	No Idea	Total
Thambalagamuwa	72.0%	24.0%	4.0%	100%
Uhana	12.05	88.0%	-	100%
Hambantota	24.0%	72.0%	4.0%	100%

Table 01: Choosing the Correct Representatives through the Election

70.8%	8.0%	100%
(0.00/		1000/
60.0%	-	100%
76.0%	-	100%
54.9%	2.6%	100%

(Source: Primary Data Table 2016)

According to the chart shows, there are no suitable people were appointed for the Pradeshiya Sabha. Chronologically, People's opinion on the suitability people for the local government is that Thambalagamuwa has 72% out of valid data, Uhana 12% out of valid data, Ruwanwalla 61.9% out of valid data, Laggala Pallegama is 29.2 out of valid data Gogakawela by 80.0% out of valid data and Dimbulagala indicating 32.0% out of valid data. This is the worst situation with regard local government system in Sri Lanka. Except for three Pradeshiya Sabha such as Thambalagamuwa, Ruwanwalla, and Gogakawela, other local government areas people saying there are unsuitable people have elected for the Pradeshiya Sabha.



Figure 01: Choosing the Correct Representatives

The above three areas only have indicated above 50% of people's idea that there are suitable people have elected for their existing Pradeshiya Sabha. Even those areas also reflect people's opinions concerning unsuitable people in local government institutions. It has shown, Thambalagamuwa by 24%, Ruwanwalla at 33.33%, and Gogakawela by 8% of total valid data. Mainly majority of areas have been reflecting the negative nature of appointed people for the Pradeshiya Sabha. With the reward data table it can be identified as follow,



This is the reality of the nature of elected people of Local Government Institutions in grass-root governance. The general nature of the entire country is no different from this situation. On the other hand, the entire countryside nature of the elective people of Pradeshiya Sabha is similar to this result. This is not a good or positive sign for good governance or better democracy in local politics. The nature of democracy and Democratic governance are depending on the people who are carrying out that nature by their actions on the surface of the society. In this context, elected people for the legislator have a crucial role with regard protect and sustain of the democracy and social well-being of the society. This trend has brought the worst situation for the local government institutions in grass root society. One of the main negative results was the backward nature of people's well-being and the decline of the democratic nature of local politics is emphasized. The problem is why the people are appointed these representatives for their local institutions that even demonstrate their unsuitability for governance.

There are considerable reasons behind the people's opinion of the unsuitability of these elected people. The general opinion of the ground people is once they appointed these representatives that they have

forgotten their main objectives. After being elected, those elected people are working avoiding their commitments to social well-being and democratic accountability of the people's relevant area. Their attitude towards working for society has been changed negatively and it has an impact on socio, the economic, and political development of the local government area. The following data table well shows the real picture of the actions and thinking of the elected people by the people of relevant local government areas.

1.2 Social Behaviors and Service accountability the Representatives

Local Government Division	Very satisfied	Satisfied	Somewhat satisfied	Dissatisfied	Very dissatisfied	Total
Thambalagamuwa	-	44.0%	52.0%	4.0%	-	100%
Uhana	-	28.0	32.0	32.0	8.0	100%
Hambantota	-	32.0%	56.0%	12.0%	-	100%
Ruwanwalla		47.6	47.6	4.8		100%
Laggala Pallegama		37.5%	50.0%	12.5%		100%
Gogakawela	16.0%	36.0%	36.0%	12.0%		100%
Dimbulagala	-	32.0%	64.0%	4.0%		100%
Madawachchiya	-	12.0%	76.0%	8.0%	4.0%	100%
Total	2.1%%	33.3%	51.8%	11.3%	1.5%	100%

Table 02: Social Behaviors and Service Delivering of the Representatives

(Source: Primary Data Table 2016)

Disappointment of the people with their elected members was indicated earlier in data table 07. This data shows why people are dissatisfied with their elected members. How elected people actions after being elected for the Pradeshiya Sabha. As earlier mentioned, politicians should act as both social and political leaders for society. Especially rural society highly respects its politicians. Therefore, they are the first citizens of local society. But the problem is in Sri Lankan local government sector has been reflecting a different perspective on this matter.

After being elected, the social and political behavior of those politicians is displayed as irresponsible pictures. Social well-being and democratic accountability both can maintain and sustained by the elected people of the local legislator. But these elected people openly have been engaged in illegal and unethical,

activities in the rural society. Due to the high-cost electoral campaign, suitable people cannot come forward in politics. Therefore, the richest but unsuitable people are coming to politics by using their money and resources against democratic free voting rights. That is a kind of robes of the votes by the candidates. The recent trend of the local government members have been engaged in illegal, activities and anti-social functions in the



Figure 02: Social Behavior and Accountability of Representatives (Uhana)

Grassroots. Many anti-social activities such as producing illegal alcohol, cutting jungles, and encroaching on government lands by using their political power and authority have been utilized by them. Not only that but also they have an unnecessary intervention in other public institutions' activities such as the police. Sometimes these elected members are forcefully influencing to police to release their supporters who have custody due to conducting illegal and wrongful activities in society. This also directly impacts democratic governance in society. They do not respect the rule of law, therefore other public institutions and their office cannot carry out their duty properly. This table shows a clear picture of people's desire or satisfaction with existing elected members.



Figure 02: Social Behavior and Accountability of Representatives

Look like the picture is crucially negative. 50% of People in every local government electorate have said dissatisfaction with their elected members. In satisfaction, for example, Thambalagamuwa electorates indicate 44% out of total valid data, Uhana 28% out of total valid data, Hambantota 32% out of total valid

data, Ruwanwalla by 47.6% out of total valid data, 37.5% for Laggala-Pallegama from out of valid data, Gogakawela by 16% is most laws percentage of satisfaction from out of total valid data and Dimbulagala was 22% out of total valid data. This trend says thousands of meaning local democracy and governance of the above areas. According to these trends, the majority of electorate people are extremely dissatisfied with the social behavior and service-delivering activities of their elected people in Pradeshiya Sabha. People have been disappointed in their social and economic and political well-being. Ordinary people openly blamed and challenge those who were appointed to their local government institutions. The general situation is not a huge difference in the entire Sri Lankan local government sector. Because other rural areas also have been suffering the same issues likewise these local government areas faced. Elected members are not giving enough attention to the people's aspirations and demands. They are working not on a proper plan or common objectives. They have forgiven their social and political responsibility after being appointed to the Pradeshiya Sabha. Elected members discontinued their mutual relationship with their people of the electorates. The main reason behind this trend is that those elected people do not come from ordinary backgrounds. They have expended large amounts of money and resources on the electoral campaign. They have built artificial relationships such as patron-client relationships with the people of the area. Candidates are taking support from the richest people therefore they have to give back to them after

coming to power. Therefore, after becoming in power, elected representatives seek to build up their businesses and give support to their client sponsors. On the other hand, some appointed members are not well educated therefore their behavior is not suited for a public character.

There are many anti-social and illegal activities have been done by members of local government institutions in other electorates. Some incidents have been reported on rape cases and murder cases by the leader of the Pradeshiya Council in other areas of the country. This kind of nature directly impacts democracy and governance of the local government electorate. Social and political accountability has been functioning in two approaches in society. One is Vertical accountability other one is horizontal accountability. Regard local government sector in Sri Lanka is quite different from this conceptual reality. Those two accountability matters directly come to politicians who are engaged in carrying out policy and policy implementation processes for society. It is significant for the local government institutions because the Initial stage of policymaking and implementation is ground politics. The locality is the core foundation of democracy and democratic accountability because the relationship between voters and representatives is most close to the national level. Representatives can be directly involved in people's aspirations and they can bring those issues to local legislators. The problem concerning the Local Government sector in Sri Lanka has created a puzzle in this regard. There is doubt about whether elected members are working responsible or irresponsible manner. This research has focused mainly on this political and social accountability aspect as well. Responsible and committed representation is essential

and significant for the democratic enhancement of the grass root. The following data shows a picture in this regard.

Local Government Division	Yes	No	No Idea	Total
Thambalagamuwa	24.05	76.0%	-	100%
Uhana	20.0%	80.0%	-	100%
Hambantota	28.05	72.0%	-	100%
Ruwanwalla	81.0%	14.3%	4.8%	100%
Laggala Pallegama	33.3%	62.5%	4.2%	100%
Gogakawela	60.0%	20.0%	20.0%	100%
Dimbulagala	16.0%	84.0%	-	100%
Madawachchiya	24.0%	72.0%	4.0%	100%
Total	34.9%	61.0%	4.1%	100%

Table 03: Activities of the Elected Representatives as Responsible Citizens

(Source: Primary Data Table 2016)

Responsible of the elected members have been investigated in this field research. Judgment of the Political and social accountability of the members of Pradeshiya Sabha has been given by the people of the relevant local government electorates. The best judiciary of the elected members of the local institutions is the general public of such local government electorates. What do people say about accountability or weak accountability of their elected members about democracy or social well-being? According to this data table, it shows the overall picture of the commitment and responsibility of the elected members is seriously negative. Except for two local electorates, people's opinions of responsibility and commitment are more than 50% below the chart. For example, Ruwanwalla has indicated 81% of total valid data. Gogakawela is by 605 out of total valid data.



Figure 03: Representatives act as Accountable members

In these two electorates, considerable amounts of people have said that their existing elected members are working responsibly in their areas. Even above situation, that there is considerable percentage have given negative opinions regarding their elected members. For example, people of Ruwanwalla local electorate indicated 14.29% negative opinion regarding the responsibility of the elected members. Also, in Gogakawela 20% of total valid data has indicated bad expression by the people regarding their elected members. At the field observation, it was confirmed that the activities and functions of the Chairman and members of Ruwanwalla Pradeshiya Sabha are better than other electorates. Chairmen of the Pradeshiya Sabha were young gentlemen who has good educational backgrounds. He comes to politics from an ordinary family background. He has enough support from the people area. Even in such a situation, there are bad impressions also highlighted in this Pradeshiya Sabha. Gogakawela Pradeshiya Sabha also has some kind of sustainability because the Chairman of the Pradeshiya Sabha has demonstrated considerable commitment to the service delivery and political sustainability of the area. It has indicated 20% of the total valid data have negative opinions. Gogakawela Pradeshiya Sabha has covered a huge geopolitical area.

Gogakawela Pradeshiya Sabha has been divided into two parts on the geopolitical boundary as Gogakawela and Rakwana. There are two local governments Boundary is a too huge one. People are blaming their representatives due to less contribution to the development and other activities in their areas. Especially, the People of Rakwana local division has been blamed for the members on this matter. The reason behind this trend is the main center of the Pradeshiya Sabha has located in Gogakawela. Chairmen of the Pradeshiya Sabha have lived in Gogakawela. Most of the representatives also occupied in Gogakawela area. Therefore, representatives are not properly treated for the Rakwana electorate side. Every activity has been concentrated on the Gogakawela side but not on the Rakwana. On the other hand Location of the Pradeshiya Sabha is also located in the Gogakawela electorate side. This kind of geopolitical demarcation harms the service delivery and responsibility of the elected members in some local government areas. However, a common feature is majority electorates have indicated a negative signal on the responsibility of elected members in the above electorates.





Figure 04: Representatives act as Accountable members

Compare with other areas the real picture of the responsibility of the elected members in Pradeshiya Sabha in the country has not created a huge difference in this situation. The political and social culture of the entire country as it is the same. Also, the aspirations and behavior of the elected members as it is the same. Therefore, the general idea of the other Pradeshiya Sabha in the countryside does not create a big difference with this analysis. This data shows, that there is a trend that could be identified which is people saying somewhat satisfied with their elected members. In this data table, there is an opinion on somewhat satisfaction on elected people's responsibility. People who live on the grass-root have been attached to the local council's members personally. Therefore, they are not like to openly declare their unpleasant idea concerning their members and their responsibility. A considerable amount of people in those electorates had said somewhat satisfaction but they very well know their elected members are useless. On the other hand, people are fearful of openly declaring their ideas against politicians. The political culture of some electorates is un-polite or un-democratic. Political thugs and domination by the powerful politicos that it has brought society with silence mode of the people. Sometimes, powerful political families have been dominating of electorate's areas. Therefore, people of such areas are not willing to openly declare their dissatisfaction with regard to their elected members. Meanwhile, a segment of people has said satisfy with the members in their roles. As a percentage that is less than satisfied people. Some elected members are properly working in their electorates. Especially, young educated people who were appointed to the Pradeshiva Sabha has been performed their duty well. Mostly old and stagnation people who continuously engaged in politics on the grass-root that they are not giving well perform their duty and responsibility in terms of accountability. Therefore, many conditions have to be completed for a better and more advanced democratic society. In the Sri Lankan case, that is still struggling to fulfill pre-requirements for a better democratic environment in the local politics. Specially, issues related electoral process and culture of politics on the grass root has been crucially impacted by political practices in local government institutions. A Strongest civil society will be positively impacted for enhancement of the democratic governance in local society. But, the reality is, Still, Sri Lankan grass root society does not show a mature, rich full, and active civil society environment. For a better democratic environment, that

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necessarily, strongest civil society is required. Political manipulation and many extraordinary factors such as wealth, power, social prestigious, family, and cast have influenced the designer of the shape of the democracy on the grass root. It is contradiction matters with modern democratic principles. Those factors directly impact better Citizen Civil Society. Strong civil society always raised its voice against bribery corruption and illegal activities of the political authority. Further, It helps full for the accountable government on the grass root. But, the reality of the ground-level picture in Sri Lankan grassroots is a completely different one. People and society have been divided by Party Politics. Therefore, there is no space for the independent civil society movement. There is a barrier to a better relationship between citizens and civil society in grass root. Al those factors have a crucial impact on democratic governance in local government institutions in grass root. Therefore, Democratic accountability which is the main objective of grass-root local government institutions (Pradeshiya Sabha) has been challenged. Opinion of the general public of the local area has clearly shown that they have been suffering from their local representatives. People are complaining that after the election most of their representatives are not looking back at their aspirations. Those elective members are not concerning the common necessity of the general mass at the locality. Mostly nepotism, friendship, and favors are highly impacted on the role and functions of the elective people at the grassroots authorities in Sri Lanka.

Conclusion

As primary political institutions that local government institutions are significant in the enhancement of participatory democracy, and the economic and social well-being of the community. It has been delegated power and authority from the center to the periphery to carry out service-delivering activities to the demands and aspirations of the general public. In this context, the role of the local representatives is important in this regard. In Sri Lankan case studies that Pradeshiya Saba is the most grassroots level local authority to carry out service delivery for the ordinary people who are living at the Local level. The nature of the society in the countryside is as same everywhere in the grassroots in Sri Lanka. A considerable segment of the people is suffering various aspirations such as lack of education, wealth, food, sanitary facilities, shelter, etc. Therefore, the role of the local institutions is important for the rural communities. Citizens of the grassroots are choosing their representatives through the democratic electoral process for the local authorities. But, evidence has proved that those elected representatives have not provided considerable attention to fulfill the aspirations of the general public. There're various reasons have been recovered behind this nature of the local governance. Elective representatives are pre-dominated by the upper-level politicians who are handling politics at provincial and central levels. Due to these reasons, local representatives are working on upper political direction rather than local people's requirements. The

existing electoral system is also complicated and corrupted. High-level electoral expenditure has encouraged local representatives to do business and personal benefits than people necessity once they are appointed to the local bodies. Personal favors, nepotism, and sponsorship have an impact on the role of the representatives at the grassroots local authorities.

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