



Re-Imagining Inclusive Urbanisation - People Building Better Cities

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How inclusive are processes for delivering services to urban local communities? Insights from urban governance in two Indian Cities

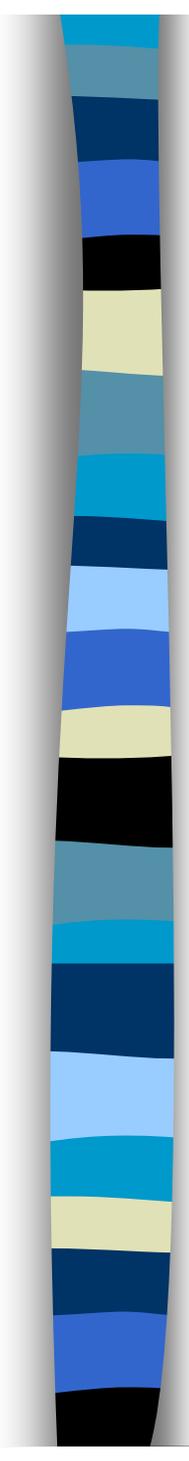


RE-IMAGINING INCLUSIVE URBANIZATION: PEOPLE BUILDING BETTER CITIES

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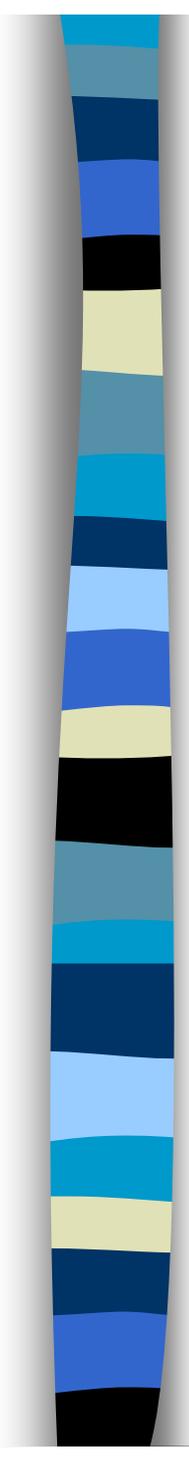
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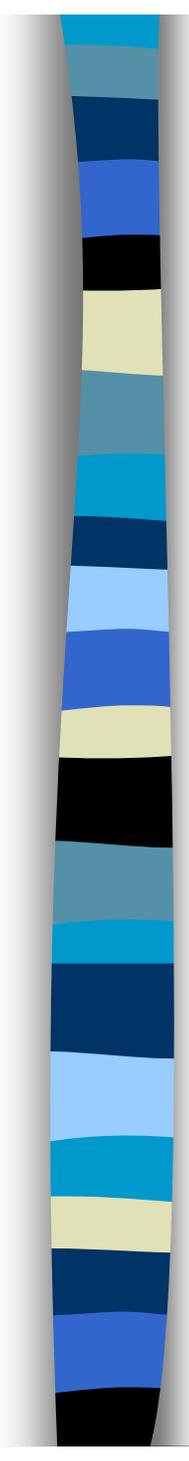
‘Inclusive Urbanization’- *the concerns*

- Growing recognition that citizen (as ‘clients’ of public services) need to be given a voice through participatory partnerships.
- Thrust on institutional restructuring that determine
 - how citizen’s, as individuals, interact with the government,
 - how a variety of non-state organizations form networks of participatory interface with the government, and
 - how the patterns of interrelationships influence policy making and service delivery
- Unlike early institutionalism when the design of the institutional system was the key consideration for governments, now institutional reforms seen –
 - in the context of policy outcomes (involving policy formulation and implementation),
 - State - society interrelationships, and
 - government capabilities to deliver services



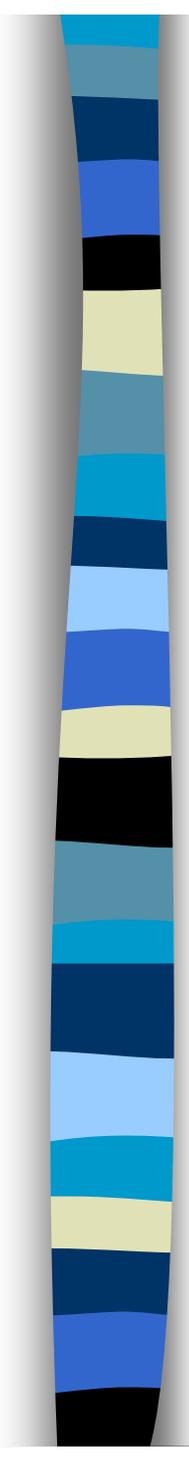
The underlying assumptions are...

- The reform of governance systems will produce more efficiency in terms of
 - cost effectiveness in delivery systems, and
 - greater inclusion in the delivery of the objectives of urban development policy, and
 - more participatory processes in decision-making and implementation of programmes
- But, performance of governance systems has been dysfunctional and slow in pace
 - The brunt of inefficient and inappropriate governance systems and processes are mainly borne by the poor, women, and children.
 - Contestations in claims and interests structured by unequal power and resources
- **So – ‘How inclusive are processes for delivering public services to urban local communities ?’**



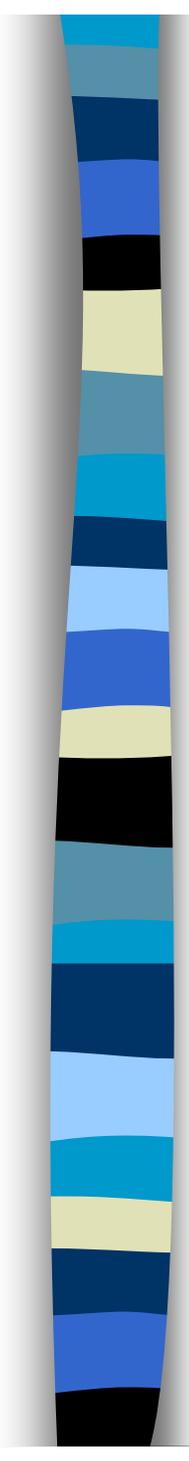
Research focus ...

- Present paper discusses the institutional reforms and shifts in governance of urban local communities in India,
- Focus on -
 - *service provisioning* and the *services focused on* by the service providers,
 - describing, the *contrasting* and often *competing pressures* that bear on the city-government machinery and, in turn, influence the *type, nature and manner services are provided* within the city precincts.
- The paper looks at
 - how public services are reached to the people, and
 - how the municipal reforms have facilitated in amplifying and structuring governance agenda around community needs and demands



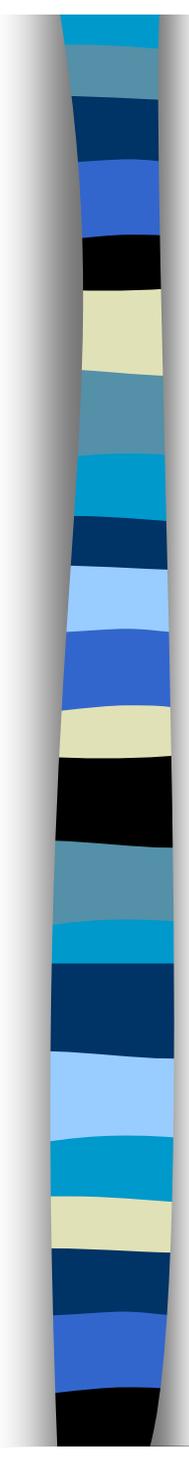
Research approach...

- This paper looks at governance in our cities from the position of the Urban Local Bodies (ULBs) –
 - how these locally embedded and democratically controlled institutional arrangements support the development process, and
 - how they actually impact governance of urban communities.
- The paper analyses these issues by studying
 - the municipalities in Bhubaneswar and Berhampur, two cities in Orissa.
- This type of city-level study will help to understand
 - the contestations that exist in the demands for services, and
 - what services the governance machinery in cities make available – *‘what gets delivered’*.



The Research Areas...

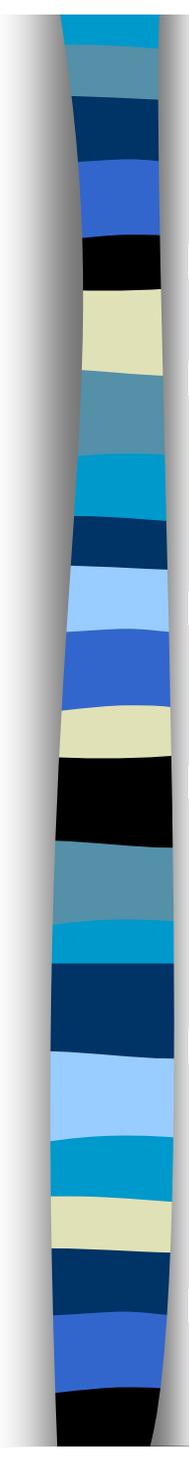
- Bhubaneswar and Berhampur were purposely selected as
 - both cities are Municipal Corporations and present two interesting contexts for city governance in the State.
 - Bhubaneswar –
 - the capital of Orissa state.
 - The city was first declared a Notified Area Committee in February 1948 under the provision of Bihar and Orissa Municipal Act, 1922, and was declared a Municipality in March 1979, becoming a Municipal Corporation in the 1994.
 - Berhampur –
 - the oldest municipality in Orissa, constituted in 1867, and
 - is the most important business centre of Southern Orissa, as well as an important educational and cultural centre.
- The empirical focus on
 - health, and sanitation (including Solid Waste Management services).
 - a household survey covering 100 randomly selected households from each study city, including households located in slums



Orissa – *a case of interesting transition*

■ Very low attainments in human development

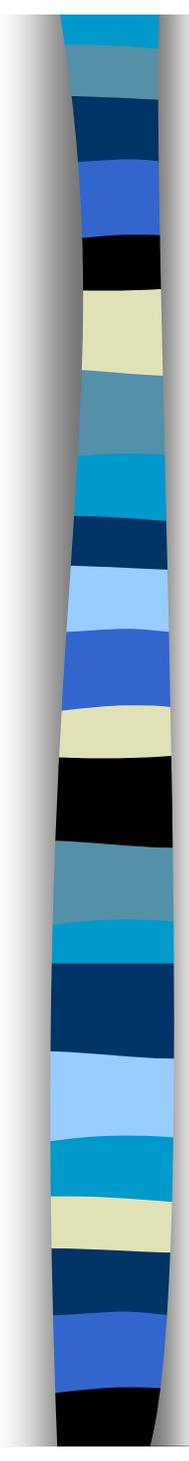
- Among the poorer states of India – a per capita income average of Rs. 5648 in 2001, much lower than the all-India average of Rs. 9660
- Human Development Index of 0.404, amongst the lowest in the country
- 5th least urbanized state in India with urban population of 14.97 percent compared to national average of 27.82 percent
- However, urban decadal growth rate of the state for 1991-2001 at 32.28 *per cent* high, almost matching the country's urban decadal growth rate.



Shifts in the Institutional Framework

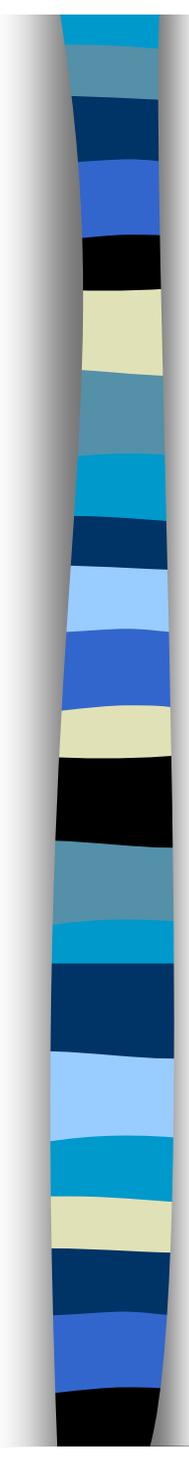
Post-74th CAA Governance Regime

- Move towards statutory status of elected ULB
- ULBs with elected & nominated representation (*5 residents of the city with knowledge and experience in municipal administration*)
- State-driven initiatives to link reforms with developing urban localities – *JNNURM* driven reforms
- Service mandates for municipal body – shift in emphasis on **process** to **program achievement** (eg., provision of public services like infrastructure development, sewerage, piped water supply, SWM, etc)
- Move towards PPPs and partnerships with civil society groups) (eg., *privatization of solid waste collection services, presence of resident welfare associations, ward-level citizen self-help groups, etc.*)
- Municipal revenue reforms – (annual value of land and building for property tax; user charges, etc)



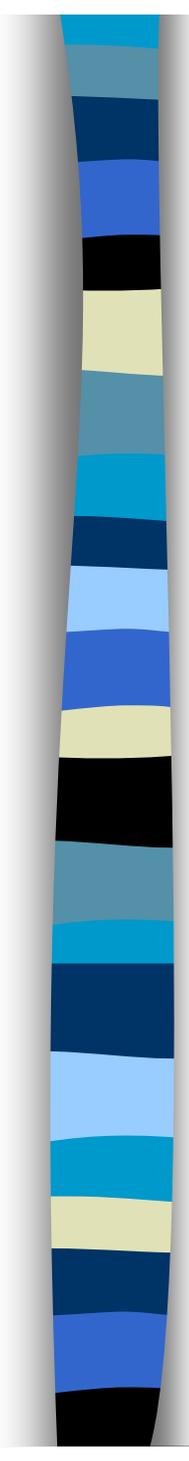
Provider Mandates- '*coordination*' concerns

- Generally, service coordination with Housing & Urban Development Dept at state level – Municipal Corporations under administrative jurisdiction of the dept
- Coordination of city planning and land use under the City Development Authority
- Aspects of service delivery privatized
- The two Municipal Corporations – main providers of sanitation services
- The Health Department/ CHO was the main provider of health services in the cities
- Parastatal bodies like the Water Supply and Sewerage Board, or the Pollution Control Board, responsible for undertaking construction of water supply/sewerage lines, or taking up environmental control and planning related activities, but giving to the Municipal body the overall supervisory and monitoring authority



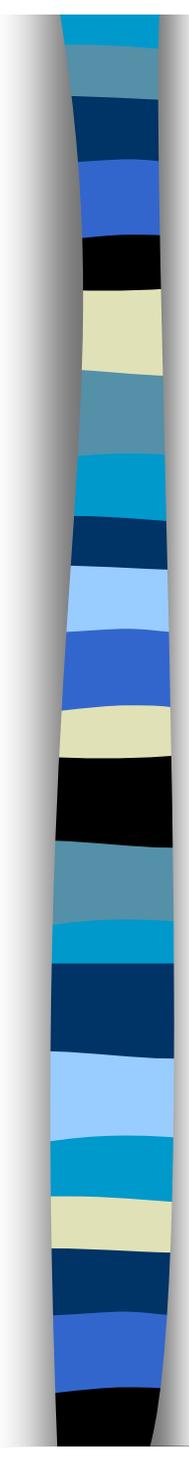
Practices in the service delivery system

- ULBs' dependency on state governments for funds, which are tied-grants and limited the autonomy of the ULBs
- The assignment of responsibilities to parastatal (statutory) agencies –
 - several state level institutions/parastatals for the governance of service provision (SWM, water supply, sewerage and public toilets) in the municipality area.
 - the presence of parastatal organizations as specialized bodies continues to hold precedence in the mind-set of the citizens in comparison to the position of the ULBs.
- Service delivery plagued by a multiplicity of players (agencies) with overlapping functional jurisdiction



ULBs as ‘*peoples*’ institutions?

- The focus of reforms set in motion by the 74th CAA has been on
 - designing ‘*alternatives*’ to empower the ULBs both administratively and financially, and
 - to improve its delivery of civic services within city limits through better citizen involvement.
- But, the reform process has not created a shift towards an ‘*integrated approach*’. This has an impact on civic service delivery, which continues to be dismal
- The reforms primarily propelled by JNNURM in the wake of the 74th CAA – This institutional restructuring reflects a high absorption of the idea of urban local governance ensconced in the 74th CAA, **but**
- Whether the services provided are
 - people-centric in implementation, but also in planning and decision-making through citizen involvement – **STILL A QUESTION**



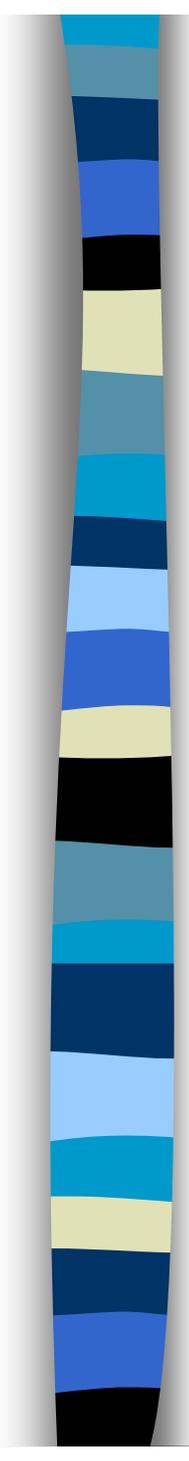
Public Sector Service Provisioning

- Orissa falls short of the national average in providing services like safe drinking water, sanitation, health facility and housing
- NFHS-3, 2005-06, shows that – 15% of urban households did not have access to improved/safe drinking water source (*national figures – 4.8 %*)
 - 22 % urban households depended on public sources (public taps/stand pips)
- 52 % urban households did not have access to improved sanitation facilities, with 40.9% having no facility at all (*national figures – 16.8%*)



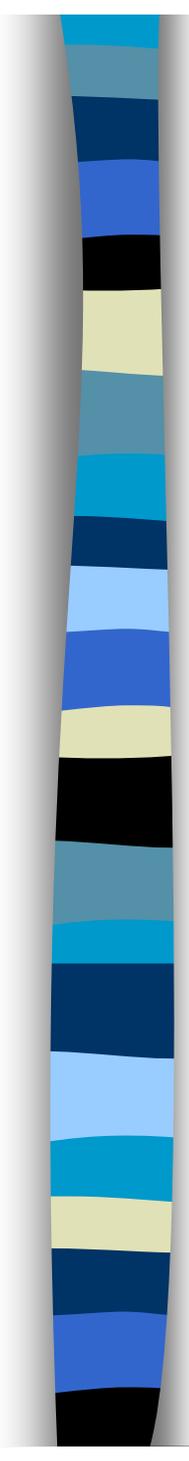
Urban citizenship in Orissa

- Urban citizenship claimed by locals by –
 - Making demands for services/amenities - *takes the form of protests and complaints*
 - Laying claims over properties – *through tenure-security, land allotments, or regularization; and*
 - Partnering with the ULB in service provisioning activities, or even building infrastructures in the city like flyovers, etc.
- Three types of institutional strategies observed –
 - (1) cases of civic engagements - *direct community-based engagements with ULBs;*
 - (2) the involvement of NGOs - dealing with social issues such as education and health of rag-pickers; undertaking awareness building/training activities under schemes like the Urban Self-Employment Program
 - (3) partnership of the ULBs with private players – observed in privatization of some aspects of urban solid waste collection, recovery and disposal



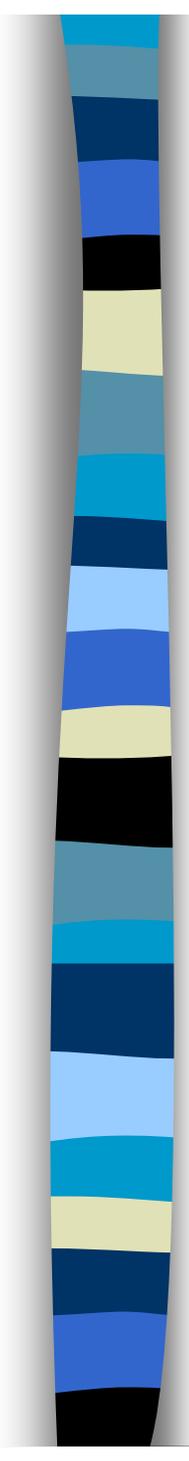
Service delivery scenario- *urban water and sanitation, and health services*

- In Bhubaneswar city,
 - 63 percent of water supply from taps at home, and
 - 33 percent by own sources;
- In Berhampur city,
 - 25 water tanks renovated under the JNNURM/Urban Infrastructural Development Scheme for Small and Medium Towns (UIDSSMT),
- Marked change in the sanitation sector, following privatization of service delivery
 - Improvement in the responsiveness of the Municipal Corporation to local complaints to clear solid waste (garbage) regularly.
 - However, the conservancy workers (sweepers) – because of the privatization - now contractually recruited with a nominal salary of Rs.2500/- per month - *Now suffered from service insecurity and irregularity*



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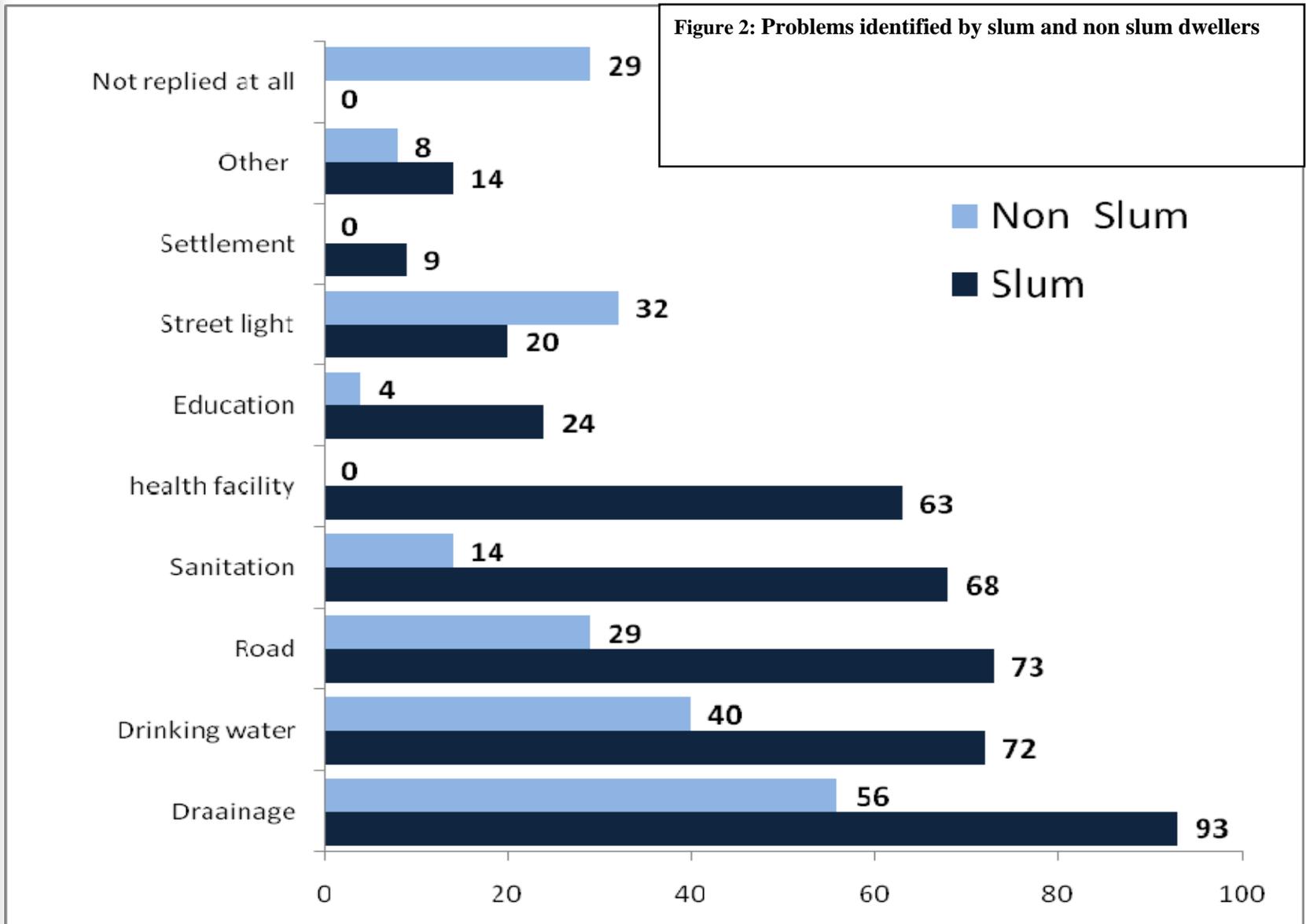
- Public health care services - a dismal picture –
- Poor physical access to health facilities and
- Higher health expenditure for households as percentage of their total income
 - Under the new economic measures after liberalization and with increasing private players in the field, the poor worst suffers
 - While ‘health’ is one of the subjects to be devolved to the ULBs under 74th CAA, the service delivery still remains administration-centric, coming directly under the jurisdiction of the state Health Department
 - The responsibilities of the ULBs in this regard are currently limited to mainly sanitation and public health related activities such as waste management, provision of public vaccination, etc.



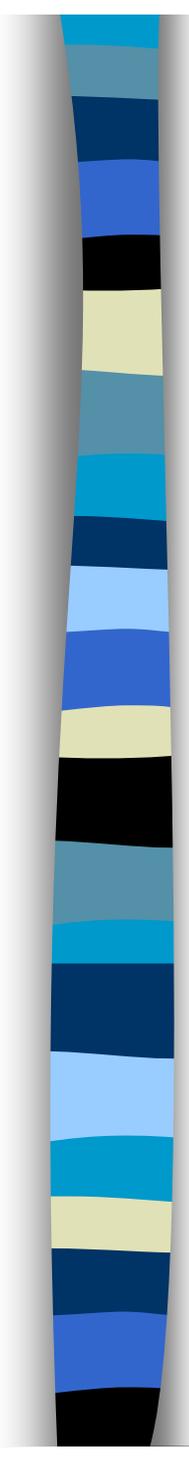
Shifts in demands on public sector service provisioning- *Some observations*

- A transition from state-run monopolies to public-private partnerships and other forms of co-production observed
- The thrusts (on user participation) are inadequately defined and poorly specified, even at the policy level
- The reforms deploy strategies of **demand management** as proxies for **user involvement**, or adopt **public relations-style measures** for improving communications at the service interface
 - e.g. 24-hour complaint cells in the Corporation Office, and press/publicity releases.

Citizen's Perceptions

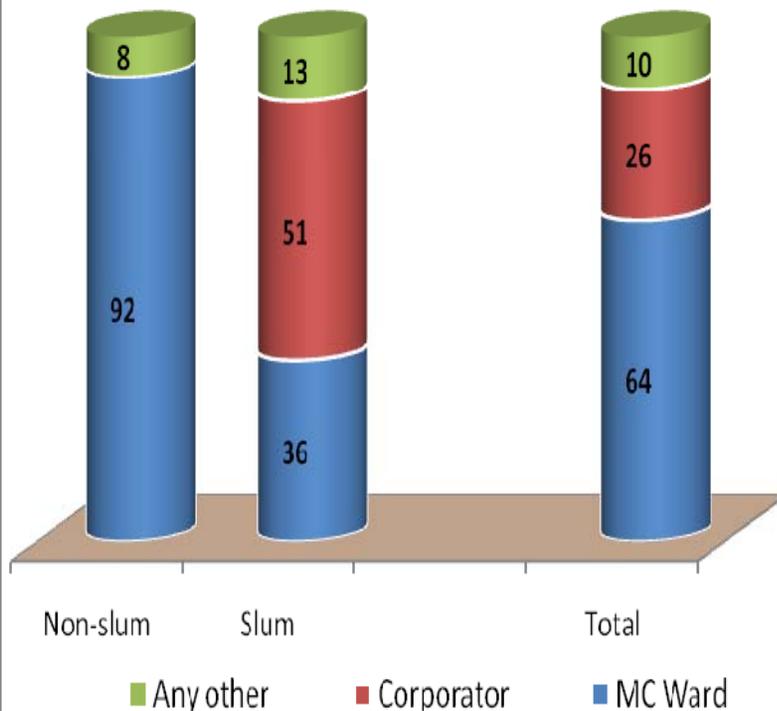


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- Regarding prioritizing problems needing attention of ULBs, the following differences were observed among different neighborhoods
 - High income areas indicate poor quality of service to be a problem (*19 per cent*);
 - No maintenance and non-availability of the facilities is the problem in slum areas (*30 per cent*), and
 - Slow response to complaints is experienced by households in all neighborhood types.

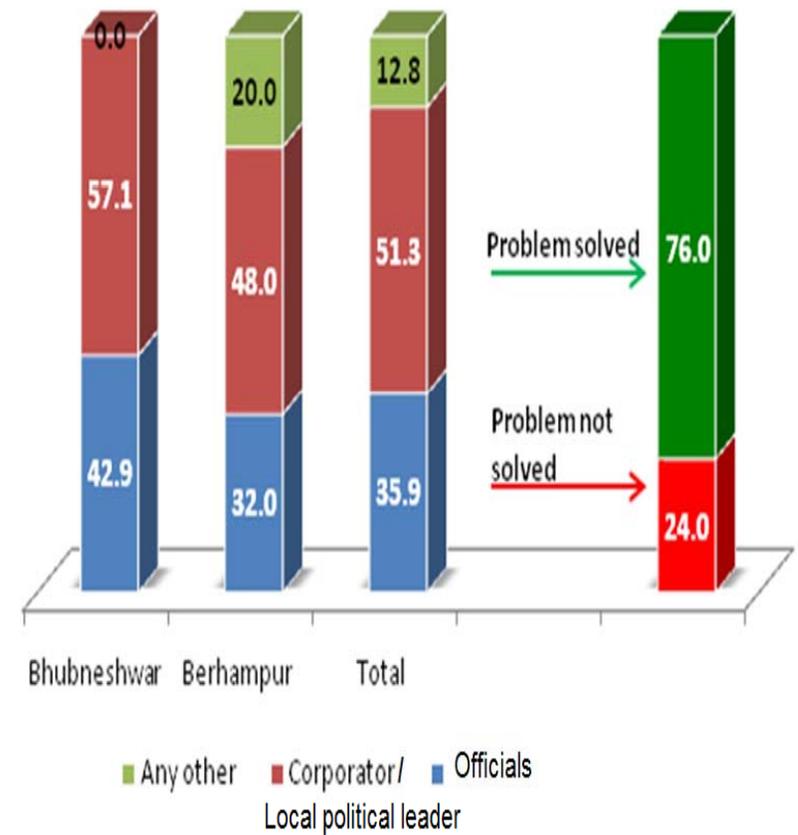
Complained to whom about their locality problemes?

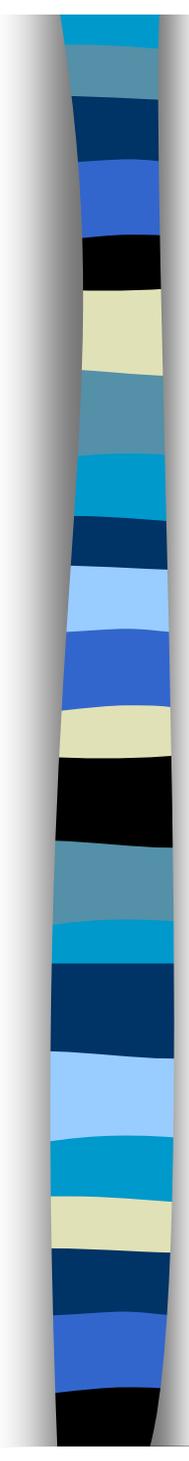
Percent distribution of the respondents according to their complaint about problems of their locality to municipal corporation or any other persons



Complained to whom? And status of Complaint

Percent distribution of the respondents according to their complaint

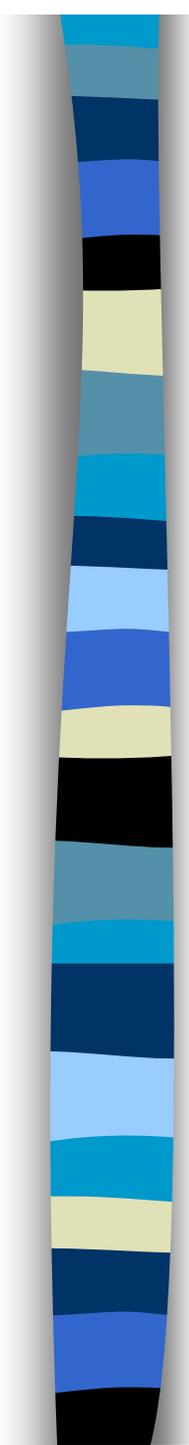




Some observations

- Though expected objectives of decentralized urban local government (*inclusive urbanization*) not yet achieved, this case study of the two cities shows that
 - the institutional reforms and initiatives pursuant to reaching basic services to the people have had some impact.
- The process of people voicing their needs (*demand side*) and the process of making available public services to the citizens (*supply side*) are important focus of governance of local communities,
- But, the agenda in terms of ‘what’ and ‘how’ specific services are demanded and provided are instances of ***applied phenomenology***
 - a response based on perceived experience about what is ‘workable / will yield a result

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- The governance mechanism articulate developmental concerns keeping in view –
 - the pressures from the city's networks with a globalizing world
 - what can be done, and its balance with citizen/popular demands.
 - *Competing pressures* on the city-government machinery
 - Often government institutions move in a direction that tends to bypass issues of human development
 - Livelihood issues of those in the fringes of the economy are not properly understood in this larger vision of '**elite policy**' resulting in ***development-driven exclusion***
 - Multi-stakeholder partnerships - a continuum of the understanding and acknowledgement of the competing pressures, of *what needs to be delivered* and *what can be delivered*