

My City Project

An Endeavour for Improving the Quality of Urban Service Delivery in the City of Jaipur, India through Enhanced Civic Engagement



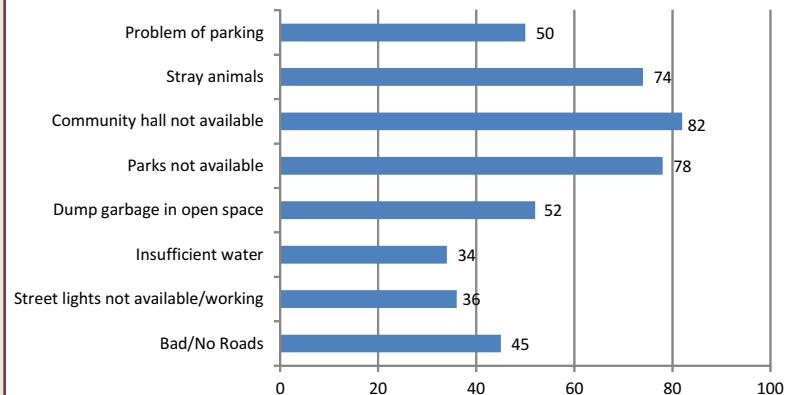
The Asia Foundation

During August 2012-July 2013, the Governance team at Consumer Unity & Trust Society (CUTS) in partnership with The Asia Foundation (TAF) intervened in eight selected wards of Jaipur City and made an attempt to improve services and amenities which comes under the purview of Jaipur Municipal Corporation (JMC), by enhancing accountability of administrative and electoral bodies. This intervention utilised social accountability tools and specific advocacy strategies. The services and amenities targeted under the intervention were water supply, sewerage, solid waste collection, street roads, street lights, parks and community hall. This advocacy document briefly capture the unique process of the intervention, key issues emerged out and the recommendations.

Key Findings

- 45 percent people either face bad roads or have no roads in their colonies
- 36 percent says that street lights are either not available or not working
- 52 percent dump their garbage in open space
- 34 percent face the problem of insufficient water
- 50 percent face the problem of parking
- 74 percent face the problem of stray animals
- 78 percent people do not have park in their vicinity
- 82 percent do not have the facility of community halls

Overall status of municipal services in Jaipur



Overall Score of PSI for Jaipur City for Various Services

Services	Overall Score	Services	Overall Score	Services	Overall Score
Water Supply	7.95	Solid Waste Collection	4.61	Parks	1.66
Sewerage	6.53	Street roads	5.67	Community Hall	0.4
Solid Waste Collection	4.61	Street lights	7.87		

Context

The quality of life in a locality or a city to a large extent depends upon the availability of suitable infrastructure and services. This becomes particularly important in urban areas where the demand for infrastructure and services is high and often does not in sync with the pace of rapid migration, urbanisation, and development.

India has also witnessed rapid urbanisation over the past two decades and nearly a third of its people, about 350 million, now live in urban centres. Urban governments

have been unable to keep pace with this rapid expansion and lack of access to basic services and poor service delivery are increasingly affecting lives of citizens.

It is true that urban local governments (Municipal Corporation/Municipality) have been unable to meet expectations of the public to a large extent. There may be a number of issues concerning poor functioning of local governments. One of the major reasons for their poor performance is low civic engagement in the decision making process.

Major Recommendations		
1. Accountability framework of urban local bodies (ULBs) and other civic agencies requires strengthening and people should be made part of it. There is a growing realisation that citizens' engagement is an effective tool for ensuring accountability and thus at the level of service delivery, citizens should be given proper space for engagement in the accountability framework	2. Actions should be taken to bring ULBs out from financial trap. It is evident that there is severe lack of funds among ULBs for development work. It was also found that the power to ULBs to generate revenue through taxes is not transferred and hence they completely depend on allocations by the government	3. The money allocated to wards should be based on requirements of the particular ward. Already developed wards which are lesser in size too are provided with larger budgets than wards which includes relatively new, less developed and large are provided less budget
4. Budget allocated and spent for each ward should be made open and transparent so that citizens and CSOs can judge their value for money and councillors can raise voice for equivalent money	5. The service providers should create platforms for citizens' engagement and also utilise these for resident welfare societies. As per current scenario of JMC, there is no space for people's participation. Ward committees are not constituted in any of the ward and citizens are not aware about these	6. The service providers at zone level of JMC should make immediate arrangements for establishing garbage depot for each colony and ensure regular collection of garbage from depots. They can make use of resident welfare committees
7. Garbage accumulation in open spaces and dirty water in streets let mosquito borne and other diseases can easily spread. The department should take preventive measures, such as fogging etc. on regular basis	8. Money should also be allocated to generate awareness on various new developments done by the department so that citizens can take maximum advantages out of it	9. The officials should take corrective measures to resolve complaints made by citizens on priority basis. There should also be action against people who break rules and litter on the road, throw garbage at inappropriate places etc.

The ability of citizens, CSOs, and other non-state actors to hold the state accountable and make it responsive to their needs comes from the consistent involvement of citizens in the processes of governance.

In urban areas, while citizen charters, etc. were formulated with the engagement of citizens and community-based organisations (CBOs), service delivery remains an area where citizen engagement continues to be limited. Citizens participation in municipal or urban governance is almost non-existent.

While the 74th Constitutional Amendment made provisions for setting up of ward committees in cities, which is a novel addition for ensuring people-centric governance but it has not been implemented effectively. States have not constituted the ward committees, nor made functional or have interpreted the provisions differently.

Jaipur, the capital and the biggest city of Rajasthan is one of the well-planned cities of its time. Now it is the 10th most populated city in the country, in terms of population and population density with 3.1 million people. Jaipur city has seen rapid economic growth and expansion at a much faster pace than anticipated because of many reasons. The population for Jaipur is projected to be doubled by 2025.

Vision of Master Development Plan (MDP) of Jaipur is to make the city a global metropolis and a world class city, where all the people would be engaged in productive work with a better quality of life, living in a sustainable environment. Jaipur needs to be prepared and positioned for a mega city generator of economic momentum for global exchange through quality services and infrastructure.

MDP is drawn within a framework of sustainable development, public, private and community participation and a spirit of ownership and sense of belongingness among its citizens. It was interesting to know the status of services and amenities against the vision adopted in MDP and contributing towards achieving the vision by enhancing civic engagement and providing feedback to service providers responsible for delivery of quality services.

Project Design and Process

The project begun with three rounds of consultation meetings, one each with CBOs, officials of JMC and councillors in order to gather information for creating a strategic intervention. Thereafter, scoping visits to each of the identified wards to meet with local citizens, elected representatives (councillors), and other

Innovative Civic Engagement Tools Utilised Under the Intervention

1. Citizen Report Card	2. Public Service Index	3. Interface Meetings
Collection and consolidation of feedback from 600 citizens from eight selected wards representing each zone of Jaipur city and dissemination of findings using specific strategies to signal the service providers. This tool produced significant increase in accountability	The status of seven major services and amenities in each selected ward was physically verified and scored. The scores were put for various indicators developed to assess the status and benchmark set for those indicators. Local citizens, CSOs and its members were consulted before putting final scores	To bridge the communication gap between service providers and recipients; resolve issues in service delivery; and also to advocate with local administration & elected representatives by disseminating ward level findings, a number of interface meetings were organised in each ward
4. Community Meetings	5. Citizen Action Groups	
Community meetings to create an environment that can enhance the opportunity of community members to discuss critical issues in delivery of urban services and amenities was created by the partner CSOs and active citizens in wards under the project. These meetings proved to be very effective/helpful for a number of reasons, such as awareness generation, resolving issues, trust building etc.	Citizen Action Group (CAG) of eight or more members was created in each ward as a representative with task of providing continuous feedback about the quality of services and amenities; working as a link between service providers, elected representatives and citizens; and mobilising community for community and interface meetings	

stakeholders in the project area to build rapport and take them on board.

Eight wards (one ward from each of eight zones) were chosen from 77 wards of the JMC and used as an action lab to gather feedback on quality of services. A local CBO from each ward was identified in each zone of the JMC to get support in coordinating ward-level activities. An Inception Meeting was organised to inform stakeholders about the project and to bring key policymakers, JMC officials, local authorities and officials on board.

Citizen Action Groups (CAGs) in each ward were also created for community mobilisation. The members of CAGs proved to be a link between service providers, elected representatives and citizens. They also played an important role in mobilising community for developing PSI, conducting community and interface meetings.

The project uses CRC to collect feedback on quality of services, PSI for physically verifying the status of services & amenities, interface meetings for direct interaction among service providers and recipients and community meetings for civic engagement in eight selected wards of Jaipur city. Use of all these social accountability approaches helped generating awareness among community as well as service providers, generating feedback on the status of services and engaging citizens in the implementation process of various services.

The findings of CRC were presented before citizens and service providers through interface meetings and feedbacks were collected. The feedbacks were incorporated into findings, and final dissemination and advocacy meeting was organised. Media including

newsletter was utilised for better outreach and advocacy.

CRC Findings

CRC is a participatory survey that solicits user feedback on the performance of public services. The methodology involved both qualitative (group discussions) and quantitative (survey) tools. The survey sought to examine citizens' satisfaction and experiences in case of services, such as water supply, sewerage facility, street lights, street roads and solid waste collection and amenities like parks, community halls etc. The questionnaire developed for CRC covered a wide range of questions. The data was collected by trained surveyors during January–February 2013. The findings from the group discussion helped analysing the quantitative data.

Condition of Street Roads

The present condition of street roads provides a dismal picture. A staggering 29 percent of the surveyed population is living in areas with no road connectivity. Only one percent of the people are satisfied with the condition of the existing street roads in their areas while 16 percent complain about bad roads.

Street Lights

The condition of street lights received a comparative positive response from respondents with 62 percent reported that lights work properly, however 36 percent reported that they walk in dark streets because lights are either dysfunctional or unavailable.

Water

In 82 percent of the surveyed households, the government supply drinking water. 65 percent are

satisfied with the quantity of water while 34 percent are not.

71 percent respondents of ward number 11 have insufficient water supply. 32 and 52 percent people respectively find the water to be of good and satisfactory quality while other 14 percent find the quality to be poor.

Solid Waste Collection

When asked about the facility of solid waste collection in their areas, only 43 percent have their garbage collected from the depot or their houses. 52 percent of the people dump their garbage in open places.

More than three quarters of the surveyed population of ward number 36 (95 percent), 11 (87 percent) and 75 (81 percent) dump their waste in open areas (e.g. empty plots) respectively. Ward number 50 showed a positive response, with only 9 percent dumping their garbage out in the open. When asked about the cleanliness facility, more than half of the population of five wards found it to be bad; with 93 percent in ward number 36; 75 percent in ward number 11; and 65 percent in ward number 68 were found dissatisfied respectively.

Parks

Parks are an important requirement of any colony; but only 21 percent of the people have parks in their areas. The situation is similar in all wards, with 99 percent in ward number 64 and 93 percent in ward number 36 and 56 reported the unavailability of a park in their locality respectively.

Community Hall

Only 12 percent people reported availability of community halls. The predicament of the community hall is in all wards. In five wards out of eight, more than 90 percent of the people denied the presence of community hall.

Stray Animals

Stray animals are a nuisance for the entire community. 74 percent of the people admit that they face problems with stray animals. It is a problem faced equally by all the wards. Ward number 11 is the most affected with 92 percent, followed by ward number 75 with 89 percent of the people agreeing to the problem respectively. The least affected ward number 68 with 56 percent does not present a good picture.

Parking

Overall 50 percent people are facing parking problems in their areas. The residents of ward number 23 face the maximum problem with 80 percent, followed by ward number 56 (65 percent), ward number 75 (64 percent) and ward number 64 (59 percent) respectively. The problem is found to be

associated with the city areas. At present, it is not a concern for open lying areas like ward number 36 (17 percent); but might become an issue in the near future. Hence, proper planning and preventive steps should be adopted by officials.

Resident Welfare Committees

Resident welfare committees have been found to be active only in 30 percent areas. 80 percent of the people have been benefited by these committees and their problems addressed.

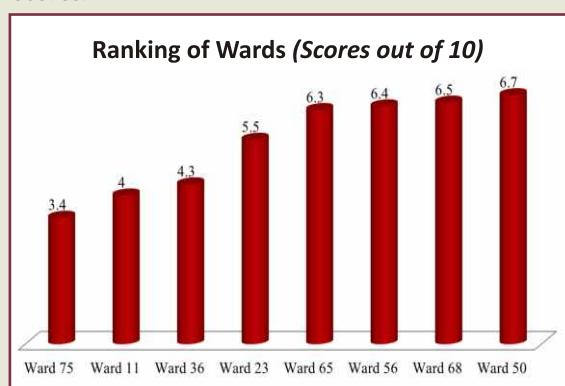
Redressal of Complaints

Proper functioning of complaint redressal mechanism generates trust among service recipients for service providers and the system. The responses of people towards redressal of complaints were not found positive. Only 21 percent of people were satisfied with the timely redressal of complaints whereas 67 percent complained either about no solution of the problem or delayed redressal.

PSI Findings

Ranking of Wards

Based on the final score obtained by each ward, ranking of wards was done. It was found that the wards 75, 11 & 36 respectively were having scores below average of 5.38. The wards 65, 56, 68 & 50 were having score between 6.3 - 6.7 that indicates less variation in terms of overall status of services and amenities. It is evident from the map of JMC that the poor performing wards are comparatively bigger in size. The smaller wards are comparatively better scores.



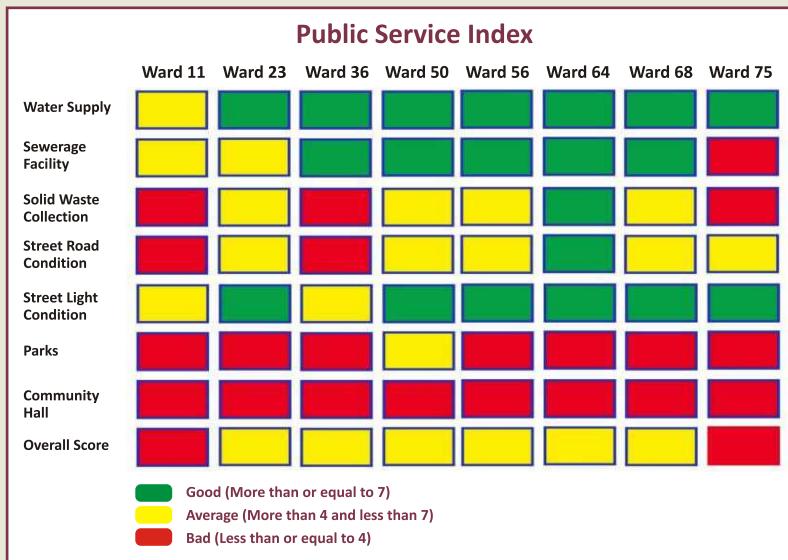
Based on scores obtained by various wards with respect to various services, the PSI is prepared.

Other Findings

- Transfer of powers to ULBs is blocked against the spirit of 12th schedule of 74th Amendment to the Constitution which emphasises on strengthening municipalities. Ward committees are not formulated at the ward level that is one of the vital mechanisms for citizens' participation. There is serious resource crunch on the part of several councillors. The distribution of resources is not as

per the requirement of wards but is based on the power enjoyed by councillors. In most of the cases, councillors do not have any fix place to sit and staff under them to execute any activity.

- The number of staffs available for delivery of various services under the purview of JMC is insufficient to cater to the needs for rapidly increasing population of the city. There is prevalence of strong union among sanitation workers and they do not execute the task as required or directed.



Most of the proposals are rejected in the General Assembly due to lack of majority.

- There is very low civic engagement among citizens due to absence of mechanisms, low level of awareness about the functioning of JMC/LSGs and mechanism of service delivery and low civic sense as well.
- The budget allocated by the state government to JMC, the revenue generated and the amount spent in various wards and services should be made open and transparent for public through so that citizens and CSOs can judge their value for money.

Challenges

- The working environment of JMC is highly politicised. There were incidents of frequent confrontations among JMC officials, Mayor, councillors which created a kind of political environment for the project where initiation of activities in a successful manner was a challenge.
- The project envisages improvement in service delivery through enhanced coordination among citizens, elected representatives and JMC officials without being involved in any kind of party politics. It was difficult to maintain political environment during community, interface and other meetings.
- There are challenges in finding out local CSOs who have interest and experience in working on urban governance issues and who are willing to collaborate in the project.
- The present Mayor has been elected through direct elections as per the amendment made by the State Government in the Municipal Act. As a result, the elected Mayor along with 26 councillors is from Congress party whereas *Bhartiya Janta Party* is in majority with 46 councillors. This imbalance also leads to frequent confrontations.

• Geographical spread of the Jaipur city is huge which is divided into 77 wards and eight administrative zones of the JMC. It was difficult to represent the whole city with eight selected wards and scheduling of activities and their quality implementation in all wards remained difficult in one-year project and with limited resources.

• Media also showed more interest in providing coverage to stories of confrontations taking place among elected representatives and officials than the issues related to poor service delivery.

• Bringing service providers on a common platform for interface meetings was a challenge as service providers were afraid of facing citizens and their questions initially.

Problems Encountered

- It appears that JMC is a conundrum with regard to its functions. The officials and elected representatives are not able to perform effectively because the role and functions is not at all defined. The power to function is not delegated to elected representatives. This is a difficult situation in order to hit at appropriate place to improve the service delivery.
- The habitation in various wards is immensely different thus formulating an universal sampling plan or an strategy will not work. Hence, area-specific strategy and plan is formulated.

Progress Markers

Enhanced Engagement and Awareness Among Citizens

Community meetings and interface meetings during the project influenced the citizens to engage and make them aware. Several members of the

community became members of CAGs and took initiatives in order to improve situations even without being dependent on service providers. They remain connected with the project without any payment of honorarium and extended their support throughout.

Resolving Grievances

Service providers were sensitised about problems of community through community and interface meetings. This helped the community in getting their grievances resolved. In case of complex problems, they coordinated with the citizens in order to find out solutions with their support.

Improved Relationship Among Service Providers and Recipients

The continuous community meetings led to create better understanding about the limitations of each other and to improve relationship between service providers and recipients. The service providers were sensitised and started attending meetings without hesitation and solved problems. The members of the CAG have now access to service providers and elected representatives and they take up issues of citizens to them.

Media Monitoring

Media also started playing important role by being vigilant on the delivery of services and performance of JMC. Media published several reports on project findings and also interviewed the Chief Executive Officer of JMC on issues which were raised during advocacy meetings.

Issuance of Several Orders by JMC

Dissemination of findings and other specific advocacy meetings led to the issuance of several orders and frequent monitoring visits to check the status of services. JMC is now involved in necessary arrangements for door-to-door garbage collection in all 77 wards of Jaipur city. The corrective measures to solve problems of stray animals and other are also being taken up quickly by JMC.

Capacity Building of a Cadre of People

The activities under the project helped building the capacity of a cadre of people who started raising the relevant questions before service providers and also bringing issues of citizens for rectification.

Increased Civic Sense Among Citizens

The project also helped creating better civic sense among citizens through discussions held during various meetings. There are also evidences of more responsible behaviour on the part of citizens in various wards.

Councillors Got a Platform

Elected representatives got a platform to interact with citizens as well as government officials, present their problems and perspectives.

Project Got Buy-in from the Government

The Government of Rajasthan appreciated CUTS' initiative towards urban governance and requested the organisation to continue such similar endeavours in other wards. The Jaipur Development Authority indicated possibilities of collaboration with CUTS in such community-intensive endeavours.

In Media

SERVICES	OVERALL SCORE
Water Supply	7.95
Sewerage	6.53
Solid Waste Collection	4.61
Street roads	5.67
Street lights	7.87
Parks	1.66
Community Hall	0.4

This document has been prepared by Om Prakash Arya, Amar Deep Singh and George Cherian and for CUTS Centre for Consumer Action, Research & Training (CART) under the project entitled "Improving Service Delivery by Urban Local Government in the City of Jaipur through Enhanced Civic Engagement (MyCity)" with support from The Asia Foundation, New Delhi.



CUTS Centre for Consumer Action, Research & Training (CART)

D-217, Bhaskar Marg, Bani Park, Jaipur 302 016, India, Ph: 91.141.2282062, 2282821, Fax: 91.141.4015395, 2282485

Email: cart@cuts.org, Website: www.cuts-international.org/CART