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## UNIT 2 CITIZEN PARTICIPATION IN URBAN DEVELOPMENT

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### 2.1 INTRODUCTION

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Citizens' participation can be understood as a forum wherein people can participate in the decision-making process and are involved in local affairs. According to United Nations definition, it is the creation of opportunities to enable all members of a community to actively contribute to and influence the development process and to share equitably the fruits of development. This theory of governance is in certain ways like revisiting the reasons of community like wherein the community participation in fact shows that when people are given the chance to participate in the decision making process, the resulting policies are often the best possible solutions to any local problem.

Community participation when first heralded as the new method of promoting development in the 1960's was seen as a method to promote sustainable and long-term development. Community participation thus may seem like an equitable approach towards governance. Community participation if used rightly can pave the road to development.. It is an empowering tool whereby a community is empowered to decide furtherance of self-reliant community. Empowering people leads to giving them necessary rights, which they can use for their own betterment. It has been seen that an empowered community or group can flourish even when bureaucratic set up of the country fails.

Thus, citizen participation in urban governance in India requires enabling policy environment, trained human resources, modern institutional designs and most importantly, open mind-sets among urban planners and managers who consider citizen participation as a building block of accountable and transparent urban governance.

After reading this unit, you would be able to:

- explain the meaning of citizen participation and its related concepts;

- describe benefits and methods of citizen participation;
- discuss stages and levels of citizen participation;
- explain tools/techniques of citizen participation.

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## 2.2 THE IMPORTANCE OF CITIZEN PARTICIPATION

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Citizen participation can be viewed from the perspective of benefits to be gained and costs to be borne. Implicit in this “penchant for getting involved” is the notion of the relationship between self and society.

Citizen’s participation is both an end in itself, and a means to an end. Citizen participation is a long promised but elusive goal, limited by access to information and by an incomplete understanding of as to how government works. Men and women have a right to take part in making decisions that affect their community. This is because it affects their own development and future. In mainstream models of local government, citizens delegate community management and development to politicians and specialists. Direct participation can be seen as an aspect of citizenship, a matter of people having access to information and policymaking processes, as well as to the full range of their society’s decision-making processes.

The purpose of citizen participation is to:

- i) To be heard in a meaningful way, to be treated as if their opinions and information mattered;
- ii) To influence problem definition as well as proposed policies;
- iii) To work with administrators and policy makers to find solutions to public problems;
- iv) To have an equal force in the policy process.

### 2.2.1 A Means to an End

People’s participation can improve governance by making it more:

- Transparent
- Coherent , accountable
- Effective
- Efficient

Citizen Governance is about responding to people’s needs and demands. Involving the people themselves in identifying these needs and demands, and in designing policies and programmes to meet them, is an excellent way of doing this. Citizens’ participation can be considered as a means of achieving better governance.

### 2.2.2 Concept of Citizen Governance

Democracies are weak without citizen governance. Citizen governance is value based and thus must be construed within civil society organisations and leaders should examine their own political context and vision for change. The concept of citizen governance is young and to sustain it government at all levels needs to

learn to work in different ways within a new culture. This will require the removal of walls that have divided the bureaucracies of the government and the citizens. Civic engagement is defined as active participation and collaboration among individuals, government and the private sector to influence and determine decisions that affect the citizens. The mere existence of civil society organizations or a formal dialogue with them will not ensure citizen governance. Unless the government is open to listen to the citizen groups and involve them in the governance process no tangible benefits will flow to the society from citizen governance.

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## 2.3 BENEFITS OF PARTICIPATION

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What are the benefits to the average citizen? There are five advantages to be gained from active participation in community affairs:

- i) The citizen can bring about desired change by expressing one's desire, either individually or through a community group.
- ii) The individual learns how to make desired changes.
- iii) The citizen learns to understand and appreciate the individual needs and interests of all community groups.
- iv) The citizen learns how to resolve conflicting interests for the general welfare of the group.
- v) The individual begins to understand group dynamics as it applies to mixed groups.

Active participation includes citizens and stakeholders in the task of identifying, planning implementing and evaluating programs and projects executed by the agency. Passive participation implies voluntary or other forms of contribution by the people to predetermined programs and projects, in return for some perceived expected results.

It is argued that community decisions that involve citizens are more likely to be acceptable to the local people. Better community decisions, by definition, should be beneficial to the average citizen.

Citizen participation in community affairs serves to check and balance political activities. Participation allows fuller access to benefits of a democratic society. A cross section of citizen participation in the decision-making process reduces the likelihood of community leaders making self-serving decisions.

There are three rationales for citizen participation. First, it suggest that merely knowing that one can participate promotes dignity and self-sufficiency within the individual. Second, it taps the energies and resources of individual citizens within the community. Finally, citizen participation provides a source of special insight, information, knowledge, and experience, which contributes to the soundness of community solutions. The result is an emphasis on problem solving to eliminate deficiencies in the community.

Citizen participation can legitimize a program, its plans, actions, and leadership. To legitimize can often mean the difference between success and failure of community efforts. Community betterment is a product of citizen involvement.

After reading this section, you would have gained some idea about citizenship participation. Now you should be able to answer the questions given in *Check Your Progress 1*.

**Check Your Progress 1**

**Note:** a) Write your answer in the space given below.

b) Compare your answer with those given at the end of the unit.

1) What are the requirements of citizen’s participation in Urban Governance?

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2) Define Civic Engagement?

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3) What is the purpose of citizens participation?

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4) Name any three benefits of citizens participation?

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## 2.4 FACILITATING CITIZEN PARTICIPATION

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Citizen participation can be facilitated by stressing the benefits to be gained. This will work only so long then the benefits must become obvious. The intangible benefits as well as the tangible should be emphasized. These are frequently omitted and are, by far, the true gains of community action.

Citizen participation can be facilitated with an appropriate organizational structure available for expressing interest. This may require organizing a more neutral group than may be in existence in a community. However, in some situations, existing groups are adequate. Situation judgment is required by persons with appropriate experience and competency.

Citizen participation can be facilitated by helping citizens find positive ways to respond when their way-of life is threatened. Most people want to act responsibly. Use these situations to help people find positive ways to deal with threatening predicaments.

Citizen participation can be facilitated by stressing the commitment or obligation each of us has toward improving the community. However, people will not continue to participate unless the experience is rewarding, or at least not too distasteful.

Crisis situations have long been successfully used as a basis for gaining citizen participation. Crises should not be invented but, if they exist, they become powerful motivation. The closing of a major plant, closing of a school, loss of train service, and a major drug problem are examples of threats to a people's way-of-life that have served as rallying points for citizen participation.

The most positive of all approaches to facilitate greater participation is to provide citizens with better knowledge. Obviously, the knowledge has to be in their value system. When it is, experience shows they usually act accordingly. Adequate time and means of diffusing the new knowledge must be employed for satisfactory results.

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## 2.5 STAGES AND LEVELS OF PARTICIPATION

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### 2.5.1 Stages

One way to characterize participation is to identify the stage or phase of the process in which citizen participation is sought. The following stages have been identified:

- a) *Problem identification*: investigation and discussion aimed at identifying the root cause or the most important aspect of a problem or issue.
- b) *Problem analysis*: analysis of the context and factors influencing the issue or problem, followed by the development of possible interventions and/or policies.
- c) *Policy preparation*: examining the feasibility of various policy options and identifying potential.

- d) *Policy design*: choosing the optimal policy option, followed by refining and concretization, so that it can be put into practice.
- e) *Policy implementation*: putting the chosen policy into practice.
- f) *Monitoring, evaluation and follow-up*: supervising implementation, gathering feedback on the effectiveness and efficiency of the chosen measures, and adjusting policies, plans and implementation in accordance with the feedback, in order to ensure sustainability.

## 2.5.2 Levels

During any of the above stages, different levels of citizens' participation are possible. The lowest level is that of merely being informed. At the other end of the scale, the highest level is being fully responsible for managing a process. These are the levels that have been identified:

- a) *Resistance*: active opposition from the people concerned.
- b) *Opposition*: this can mean several things. First, the formal role played by political parties that are not in government in controlling and influencing the parties and policies of these governments. Second, the actions that citizens and/or civil organisations take to protest against and change policy decisions and other governmental measures. Lastly and more generally, the term can also refer to all processes and mobilizations of people / factions / parties to protest, question and try to change decisions or measures inside or outside organisations.
- c) *Information*: understood here as a one-way communication to stakeholders.
- d) *Consultation*: This is a two-way communication. Stakeholders have the opportunity to express suggestions and concerns, but without any assurance that their input will be used, or used in the way they intended.
- e) *Consensus-building*: stakeholders interact with one another and discuss various options, with the objective of agreeing negotiated positions that are acceptable to all.
- f) *Decision-making*: citizens are directly involved in making decisions and share responsibility for the resulting outcomes.
- g) *Risk-sharing*: participating citizens are personally implicated in the outcomes, and share the risk that the outcomes might be different from what was intended. In this way, they share accountability.
- h) *Partnership*: this level builds on the two preceding ones. Here, citizens do not only take part in decision-making and accountability, but also participate in implementing decisions on a basis of equality with other stakeholders.
- i) *Self-management*: citizens autonomously manage the matter at hand, thus carrying full responsibility and accountability. This is the highest level of participation.

After reading this section, you would have gained some idea about participation. Now you should be able to answer the questions given in *Check Your Progress 2*.



**Check Your Progress 2**

**Note:** a) Write your answer in the space given below.  
b) Compare your answer with those given at the end of the unit.

1) What are the methods of participation?

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2) What are the stages of participation?

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3) Name any four tools of active participation?

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**2.6 EMERGENCE AND DEVELOPMENT OF COMMUNITY PARTICIPATION IN URBAN INDIA**

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Historically speaking, urban India started experimenting with community participation as early as in the 1950s. In the face of inequitable distribution of the fruits of development resulting in widening disparities, the involvement of communities in the implementation of pro- poor programmes began to be widely acknowledged as an effective weapon of poverty reduction. As such, in 1958 the scheme known as the Urban Community Development (UCD) was launched with assistance from the Ford Foundation, the purpose being to improve the quality of life of the poor in urban areas with the active involvement of the community.

The twin ideas of community building and people’s participation received a new impetus with the Seventh Five year plan which laid stress on improving the living conditions of the slum dwellers. Then came the Urban Basic Services for

the Poor (UBSP) in 1985 which was a step ahead in the direction. The programme for the first time emphasized the idea of participation of the poor in the amelioration of their poverty. The programme aimed at improving and upgrading the quality of life of the urban poor, especially women and children by providing them better access to the basic services. The ULBs were given the overall responsibility for implementation of the programme.

### **2.6.1 Community Networking in the SJSRY Programme**

The Swarna Jayanti Sahari Rozgar Yojana (SJSRY) launched in the 50th year of India's independence in all urban local bodies, was the first to seriously consider how to involve the community. The ULBs are the designated nodal agencies for implementing the programme through a three-tiered community structures comprising women members belonging to below-the-poverty line families. The guidelines envisage that families residing in a specific locality and living below -the -poverty line will form a committee called the Neighbourhood Group (NHG) and select their own representative who is known as the Resident Community Volunteer (RCV). All the RCVs from different localities will form a ward-level body called Neighbourhood Committee (NHC) with four office bearers, namely, chairman, vice-chairman, secretary and treasurer. At the town level there is a body called Community Development Society (CDS), which will also have councillors of the Ward. The CDS being the federation of the community-based organisations is the focal point for purposes of identification of beneficiaries, screening of applications, monitoring of recovery, identification of viable projects. It may also set itself up as the Thrift and Credit Society. The NHGs will report to the NHC and the NHC to the CDS. The association of women is expected to empower women and engender development by enabling them to play the role of planners and achievers within their own surroundings.

### **2.6.2 The Growing Significance of Community in Urban Renewal Programmes**

The new initiative of urban renewal through Jawaharlal Nehru Urban Renewal Mission (JNNURM) in 2005 has attached a lot of importance to community participation for the implementation of all urban renewal programmes in India. For accessing the benefits of the programme under JNNURM, each of the cities is required to prepare City Development Plan (CDP) for which community consultation has been made mandatory. The guidelines provide for the formation of the National Technical Advisory Group and the State Level Technical Advisory Groups to advise national and state level steering committees and urban local bodies on enlisting community participation, securing transparency and accountability, ways and means of involving citizens in service delivery and governance. The other important terms of reference of these Groups include: helping setting up of voluntary technical corps in each mission city, mobilizing civil society support and enlisting citizens' involvement through ward committees, area sabhas and voluntary technical corps.

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## **2.7 INDIA'S COMMUNITY PARTICIPATION LAW: THE MODEL NAGARA RAJ BILL, 2008**

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The Model Nagara Raj Bill, 2008 (hereinafter 'the Bill') is India's first community participation legislation and creates a new tier of decision making in each



municipality called the *Area Sabha*. The Bill is a mandatory reform under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM), which means that the various states in India must enact a community participation law to be eligible for funds under the JNNURM programme.

The fundamental purpose of the Bill is to establish appropriate political and accountability *spaces* to link urban governance with the people by institutionalizing citizen participation. This is crucial because the Bill has the potential to empower people by ensuring regular citizen participation in decision-making that affects the conditions of their lives. The Bill has been circulated by the central government and states are mandated to either enact a separate law or make appropriate amendments to their existing municipal laws. With the objective to integrate the involvement of citizens in municipal functioning in urban areas, the Bill is distinctive because it creates the institution of an Area Sabha which shall be the third and foundational tier of government within the municipality and ensure decentralization from below. An Area Sabha will elect members into the ward committees and shall start the process of political engagement by an election of an Area Sabha representative. By creating an additional platform, the Bill also assigns the role, functions, duties and responsibilities which are essential for the development of these institutions as institutions of self-government.

### 2.7.1 Highlights of the Bill

The Bill suggests a three-tier model of decentralization starting with the municipality on top followed by ward committees and Area Sabhas. This is done at two levels. *First*, it details the process of selection of a representative of an Area Sabha as well as its functions, rights, power, and duties and *secondly*, it puts forth the mechanism of electing members into the Ward Committees and the scope of its functioning and activities. What follows is a brief examination of the key provisions of the legislation.

#### a) *Constitution of Area Sabha*

An Area Sabha shall include all persons *registered in the electoral rolls* in that area and the representatives of each Area Sabha shall be elected by the *registered voters*. In this context, reliance must be placed on the fact that the Bill excludes migrants, traders, squatters, pavement dwellers and other temporary residents and may therefore have a social exclusionary fall-out. While the Bill requires that an election be normally conducted by the State Election Commission to select the representatives, this is *not a mandatory requirement*. Thus, the Bill does not put forth an entirely democratic method of decentralization by allowing the possibility of nomination by members of the Sabha or the State Government without conducting elections. However, the 2008 Bill is relatively progressive as the original 2004 draft of the Bill did not even provide for an election process and only provided for a nomination process where the ward councillor was to select a nominee with the highest number of registered voter nominations.

#### b) *Area Sabha Representatives – Their Role, Rights, Duties and Responsibilities*

The Bill lays down a broad array of functions and duties of an Area Sabha Representative which include among others, the determination of the priority of welfare and the identification of the most eligible persons, assistance to the public health centres, tax mapping and mobilize voluntary labour. The representative of an Area Sabha also has a duty to suggest the location of public amenities

within the area and point out the problems of deficiency in the water supply and street lighting arrangements in the Area Sabha jurisdiction. These are complex and varied responsibilities and there are concerns on the enormity of responsibility entrusted upon one representative.

c) *Constitution of Ward Committees*

At the second tier of government, the Bill envisages the creation of a ward committee in which 2/3<sup>rd</sup> of the total members would be the Area Sabha representatives resident in that ward. The elected councillor of the ward shall be the chairman of the ward committee, and continue to represent the ward in the municipal council. The Bill provides for automatic variations in the size of a municipality or ward depending upon the population of an area and the number of polling booths. The provision which provides for the inclusion of ten persons nominated by the municipality and representing 'civil society' in undemocratic and has been criticized with the alternative suggestion of using the domain expertise of such members in separate committees.

d) *Functions, Rights and Duties of Ward Committees*

The ward committees are given wide ranging functions which are similar to the responsibilities entrusted upon the Area Sabha representatives. They are given to right to obtain information regarding matters pertaining to the ward. Productions of ward plans, preparation of the budget, encouraging local level alternatives for implementation are some of the duties of the ward committees under the Act.

e) *Activities of Ward Committees and Constitution of Sub-Committees*

The activities of a ward committee can be categorized under the broad heads of planning, budgeting and maintenance of accounts. The Bill also calls for the constitution of a *Ward Finance Committee* to prepare the annual budget and a report on the financial transactions and a *Ward Information and Statistics Committee* to compile, maintain and update information pertaining to the economic scenario, land use and infrastructural developments and requirements.

## 2.7.2 Process of Community Participation in Planning and Budgeting

The bill recommended eleven steps in the process of community participation in planning and budgeting. These steps are given in Table 2.1.

**Table 2.1: Process of Community Planning and Budgeting**

Step 1	Preparation of database
Step 20	Publishing and sharing of CDP with ward and area sabha
Step 2	Information on current schemes and programmes
Step 19	Finalization of city development plan and budget
Step 3	Mobilization of citizens on preparation of area development plan
Step 18	Expression of approval/disapproval of the CDP by the WC and AS
Step 4	Informal interactions within the area/locality to identify felt needs
Step 17	Discussion of city development plans

Step 5	Listing out of felt needs for area development planning
Step 16	Sharing of city development plan to the ward committees and area sabha
Step 6	Prioritizing of listed out felt needs in area sabha meeting
Step 15	Preparation of city development plans consistent with the medium-term FP
Step 14	Municipal meeting for prioritizing and finalizing city development plan
Step 7	Preparation of area plan and budget
Step 8	Submission of area plan and budget to the ward committee
Step 13	Compilation of ward level plans to prepare city development plan
Step 9	Compilation of area plans and budget at the ward level
Step 12	Submission of the ward level plan and budget to the municipality
Step 10	Ward Committee meeting for finalizing the ward level plan
Step 11	Discussion and review of ward plan at the area sabha level

## 2.8 CITIZEN'S PARTICIPATION INITIATIVES

At the outset, let us discuss some of the citizen's participation initiatives undertaken by the bilateral and multilateral agencies, central and state governments as well as by the ULBs are discussed here. Driven by the successes of the DFID funded Calcutta Slum Improvement Projects (SIPs) of the 1990s implemented in the territorial jurisdiction of the Kolkata Municipal area the Government of West Bengal and the Department for International Development (DFID) agreed to collaborate on devising the Kolkata Urban Services for the Poor (KUSP) programme launched in March 2004 for the Kolkata Metropolitan Area which spreads over 1785.04 square kilometres and covers 41 urban local bodies including 3 municipal corporations and 33 per cent slum population.

KUSP takes a three-pronged approach towards urban poverty reduction through: (i) strengthening of policy and institutional structures in the urban sector towards promoting inclusive planning and poor-focused governance and accountability systems, (ii) creating and strengthening community organisations and based on their inputs, providing basic services (piped water, sanitation, sewerage, street lights, access roads) to the urban poor, and (iii) supporting local economic development by capacitating municipal governments and undertaking local livelihood-based demonstration projects involving the poor (especially women).

The programme is oriented towards making the ULBs performance-based by encouraging ULBs to consider innovative ways to enhance their financial sustainability and to improve their service delivery capabilities. The programme intends to promote the use of public-private partnerships as a mechanism for improving service delivery by making an exhaustive use of private sector expertise and resources. Another distinguishing component of the programme is the establishment of an Incentive Fund that aims at creating a competitive milieu within the ULBs by financially rewarding them on the basis of their performance. The programme provides for what is called the Innovative Challenge Fund which

would be given to the Community based Organizations (CBOs) for the improvement of their quality of life.

### 2.8.1 Implementation Strategy

KUSP is being implemented through a specially designed body called Change Management Unit (CMU) which has been created as a registered society to work under the overall administrative guidance and supervision of the Municipal Affairs Department, Government of West Bengal for a period of four years. The CMU is expected to play a twofold role while working with the support agencies such as Directorate of Urban Local Bodies, Municipal Engineering Directorate, Institute of Local Government and Urban Studies and the concerned ULBs: *as programme manager* and *as facilitator of change*. The programme stipulates active involvement of the community in the creation and provision of basic services to the poor for which it seeks to utilize the existing community structures in the slums known as the Community Development Services (CDS) and create new community structures to be known as the Slums Works Management Committee (SWMC) for the maintenance of assets to be create out of the programme.

KUSP programme thus recognizes the potential role that civil society groups can play in building infrastructures and maintaining them. It is supposed to enable civil society organizations to take up pioneering initiatives for the poor and access funds for implementing innovative pilot projects on health, education, livelihood generation, vulnerability and social security especially for the poor in the ULBs under the programme.

### 2.8.2 Role of CDS in the Preparation of the DDP

One of the important objectives of the KUSP programme is to facilitate preparation of development plan with the active involvement of the community. This work was undertaken with a lot of fanfare. In West Bengal the Ward Committee at the level of the ward is statutorily required to prepare draft plan and in this body there is representation of the CDS. The WC is a constitutional body. All the ULBs have prepared voluminous glossy DDPs as we found in the office of the CMU. A close and careful reading of the plans beautifully drafted does not show real footprint of the community. The professional skill is there everywhere in the document. But what about the reflection of the will of the community?

The empirical investigations reveal that quite a large number of the respondents have not heard about DDP, not to speak of their participation in the processes. The interaction with the municipal functionaries indicates that they have failed to make the members of the CDS realize the need for their participation. Their immediate gain in community contracting kept them more absorbed. Secondly, the KUSP officials engaged in organizing training for the DDP did not take special care for the CDS. The emphasis on technical dimension of planning diluted the social significance of planning. One may conclude that the DDPs prepared by the ULBs under the KUSP programme could not successfully incorporate the voices of the poor. This factor is very important because lack of involvement in planning will not ensure participation of the poor in the processes of implementation. It is significant to note that in some ULBs the members of the CDS raised their voices to include their agenda in the DDP but the document does not include them. It implies that the draft document has not been placed before the community for their endorsement.



The inability of the wards committees, institutionalised through 74th CAA, to usher in decentralised governance has led to the growth of middle class activism through the resident welfare associations (RWAs). The municipal responsibility of provision of services is being increasingly passed on to the RWAs. Their involvement has been broadly in areas of operation and management of civic services, capital investment in infrastructural projects, planning and participatory budgeting, and maintenance of neighbourhood security. In fact, efforts have been made to institutionalise them as partners in the development process, through government-led programmes like the *Bhagidari* in Delhi. The RWAs have been supported not only by the government but also by private agencies and other civil societies. Importantly, their functioning has been restricted largely in the middle income and posh colonies. Correspondingly, the informal settlements, which house the urban poor, are unable to exercise their voice through the same form of activism.

RWAs are emerging in almost all big cities and are effective as people in a locality or belonging to a group can see their interest being served by these organisations. The participatory model helps the people to get involved to voice their concern by building local pressure groups. RWAs found in middle class areas serve their interests as consumer-citizens. Participation in associational activities is skewed quite heavily towards those with higher levels of education and income. It is found that in Delhi, the poorer and sometimes also less well educated people are more active in political life, and that poorer people, especially those with some education are more active in solving public problems. He noted that the same is not true of associational activity as there is a strong tendency for wealthier and particularly for more educated people to be involved in associational activity, which questions the notion in the current development discourse that poor people are able to secure effective representation or “empowerment” through participation in associations in civil society.

The NGOs, the government and the private sector are supporting the participatory governance through RWAs in a big way. Asian Centre for Organisation, Research and Development, an NGO, has been assisting the Delhi government with the *Bhagidari* scheme. A similar involvement is witnessed in Mumbai. Further, the state has in a way sponsored the RWAs. Many state and local governments have signed memoranda of understanding with the RWAs with the latter being accountable to them. In the National Capital Territory of Delhi a majority of the RWAs are registered with Delhi government as their “*Bhagidars*” (partners) in the *Bhagidari* or Citizen-Government Partnership Scheme.

The RWAs are required to coordinate with a number of government departments and parastatal and civic agencies to address their day-to-day problems. As an illustration, the RWAs in Delhi need to coordinate with the Delhi Jal Board (DJB) to resolve their problems related to drinking water and sanitation. The RWAs also help the DJB to collect water bills, to distribute water through tankers, replace old/leaking pipelines, in water harvesting, etc.

Neighbourhood security is already being maintained by many of the RWAs. The Municipal Corporation of Delhi (MCD) has allowed them to construct gates for security purpose after obtaining necessary clearance from the police, fire department and the MCD itself. Several RWAs have come forward to take up the responsibility of cleaning the roads, maintaining street lights, community

parcs and roads, and managing community halls as well. The RWAs are trying to sanitise their neighbourhood by trying to remove encroachments and petty commercial establishments from their “gated” colonies. Importantly, in Delhi, the Delhi Development Authority (DDA) has been brought under the participatory framework as the RWAs have joined hands with the authority for prevention of encroachment, maintenance of community parks, other common areas and parking facilities inside the colony. The RWAs are also coordinating with the Delhi Police for crime prevention and regulation of traffic in their respective colonies. In Mumbai too, residents are trying to ward off the unauthorised encroachments from their immediate neighbourhood as a part of the Advance Locality Management Programme.

Importantly, as per the new land use notification of DDA (2006), the provision for consulting RWAs has been reintroduced. In residential areas where mix land use is permitted, the Local Area Plan (LAP) would be formulated and implemented only after seeking the approval of the RWAs. The appointment of court commissioners by the Delhi High Court to monitor illegal constructions is not new in Delhi. However, appointment of RWA members in the committee in place of lawyers is definitely a departure from the previous organisational structure.

In many cities, e g, in Gurgaon, Delhi and Chennai, the RWAs have formed political parties and federations to make their voices felt. In Delhi, the 10% increase in power tariffs was withdrawn with the efforts of the RWAs. The RWAs voiced their concerns about the ambitious 24x7 project. Presently, the RWAs are being encouraged to get involved in selection of projects that are to be implemented by the government departments. The government calls this participatory budgeting for including citizens group in budget formulation and resource allocation. The MCD, for example, would release payment to the contractor only if the concerned RWA has given clearance. Payment to the contractor would also be based on the quality of the works, as determined by the RWAs.

The Delhi government is also making efforts to involve the RWAs in preparation and implementation of development plans at the local level. It is envisaged that the RWAs would be able to take decisions with regard to construction of roads, drains, parks, water pipelines and other civic works within their colony. Many of these have asked the government to strengthen the Bhagidari system through legislation, giving RWAs a legal status or giving them control over a part of the budget so that their participation in developmental activities becomes real.

Importantly, a new fund “My Delhi I Care” has been created for meeting the infrastructural needs of the community, which is likely to increase the role of RWAs in development planning. The role and responsibility of RWAs have, therefore, been extended from maintenance of services to making capital expenditures for infrastructural development. Encouraged by the success of the initiatives mentioned above, the residents in several other colonies are also proposing capital projects like building of roads, footpaths, drainage system, water connections and other amenities. They have expressed their willingness to pay for it provided the MCD helps in fixing a reasonable rate for a part of the project cost.



In Tamil Nadu, RWAs are effective in large cities and in small towns as well. In some cities RWAs have also been able to collect funds from the residents to launch major capital investment projects in their localities. In some projects, the RWAs are not only active partners in capital investment but also act as intermediary monitoring agencies.

### **2.8.3 A Citizen Participation Model in Hubli Dharwad, Karnataka**

The citizen participation model in Hubli Dharwad has been developed by the active urban local body in the twin city and under the able leadership of the Commissioner. With this model, citizen participation is ensured by establishing a forum called Citizen Committee at every polling booth across the city. Citizen Committee comprises nine members who must be registered voters from different age groups with one-third being women and another one-third being at least PUC qualified.

In the pilot phase of the Ahmadabad Slum Networking Project (SNP), a partnership was established with poor communities which included a 33% financial contribution from each neighbourhood group. This amounted to a household contribution of Rs. 2000-2500/- for the cost of the physical works and a contribution of Rs.100/household to a maintenance fund. Once the community had deposited 60% of their contribution, the AMC agreed to carry out a survey in the slum area. When 90% of the households had deposited their contribution, the AMC began construction of the agreed improvements. It is thought that the financial commitment of the community led to their involvement in monitoring the work and a sense of ownership of the services installed.

### **2.8.4 People's Planning Campaign of Kerala: A model of Participatory Planning**

The People's Planning Campaign of Kerala has succeeded in providing a concrete methodology for participatory planning for local level development. The steps involved in this methodology are: 1) Needs identification 2) Situation analysis 3) Strategy setting 4) Projectisation 5) Plan finalization 6) Plan vetting 7) Plan approval

### **2.8.5 People's Estimate: Experience in Andhra Pradesh**

Under the leadership of the district collector, the administration in East Godavari, Andhra Pradesh, along with the Panchayat Raj Engineering Department initiated a large number of works with people's participation in 2001. The concept of people's estimate is aimed at fostering greater accountability by enhancing people's participation in developmental works. Usually, for undertaking an engineering work, government estimates are prepared in English, based on the standard schedule of rates. Preparation of estimates is followed by technical approval by the authority concerned, tendering an entrustment to successful contractors.

The participatory process starts with public meeting and creating works and vigilance committee. The former committee carries out the works and the latter ensures quality and timely completion of the work. On completion of 50% of the work, a working estimate as per government process and also under the people's

estimate is prepared by the engineers and the differences and possible extra works, fund utilization etc are discussed in the public meeting. And final public meeting is organized on completion of the work.

### 2.8.6 Citizen Report Card as a Tool for Participatory Monitoring and Evaluation: Mangalore Case

Inspired by a private sector practice of conducting client satisfaction surveys, a small group of people in Bangalore led by Dr. Samuel Paul, concerned about the city's deteriorating standards of public services, initiated an exercise in 1993 to collect feedback from users. User perceptions on the quality, efficiency, and adequacy of the various services were aggregated to create a 'report card' that rated the performance of all major service providers in the city.

This exercise was repeated in 1999, and has been replicated in at least five other Indian cities. By systematically gathering and disseminating public feedback, report cards may serve as a "surrogate for competition" for monopolies – usually government owned –that lack the incentive to be as responsive as the private enterprises to their client's needs. They are a useful medium through which citizens can credibly and collectively 'signal' to agencies about their performance and pressure for change.

After reading this section, you would have gained some idea about participatory development. Now you should be able to answer the questions given in *Check Your Progress 3*.

#### Check Your Progress 3

**Note:** a) Write your answer in the space given below.

b) Compare your answer with those given at the end of the unit.

1) Give examples of citizens centric reforms?

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2) What are the enabling factors of citizens' governance?

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## 2.9 LET US SUM UP

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In this unit you have read about the concept of citizen governance. The importance and benefits of citizen's participation have been largely discussed. The unit has also thrown light on the methods of people's participation and the stages of participation. The unit later discusses the emergence of community participation in urban India. India's community participation law has also been discussed. Towards the end, the unit discusses about the Citizen's participation initiatives, various citizen centric reforms and enabling factors for citizen governance.

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## 2.11 CHECK YOUR PROGRESS - POSSIBLE ANSWERS

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### Check for Your Progress 1

- 1) What are the requirements of citizens participation in Urban Governance?

Citizen Participation in urban governance in India requires enabling policy environment, trained human resources, modern institutional designs and most importantly, open mind-sets among urban planners and managers who consider citizen participation as a building block of accountable and transparent urban governance.

- 2) Define Civic Engagement?

Civic engagement is defined as active participation and collaboration among individuals, government and the private sector to influence and determine decisions that affect the citizens.

- 3) What is the purpose of citizens participation?

The purpose of citizen participation is to:

- 1) To be heard in a meaningful way, to be treated as if their opinions and information mattered;
  - 2) To influence problem definition as well as proposed policies;
  - 3) To work with administrators and policy makers to find solutions to public problems;
  - 4) To have an equal force in the policy process.
- 4) Name any three benefits of citizens participation?
- 1) The citizen can bring about desired change by expressing one's desire, either individually or through a community group.
  - 2) The individual learns how to make desired changes.
  - 3) The citizen learns to understand and appreciate the individual needs and interests of all community groups.

### Check Your Progress 2

- 1) What are the methods of participation?

Voice, Choice, Representation and Information are four methods of participation.

- 2) What are the stages of participation?

- 1) Problem identification
- 2) Problem analysis
- 3) Policy preparation
- 4) Policy design.
- 5) Policy implementation
- 6) *Monitoring, evaluation and follow-up*

3) Name any four tools of active participation?

Newspapers, Local Cable TV, Radio, etc., Public Hearings, Public Festivals  
Student Forums and Seminars

**Check Your Progress 3**

1) Give examples of citizens centric reforms?

Community Participation Law, Public Disclosure Law. Right to Information  
Act.e-governance etc.

2) What are the enabling factors of citizens governance?

Ensuring public access to government information, transparency, conducting  
public hearing and referenda and involving civil society to monitor  
government's performance in areas such as accountability, cost effectiveness  
an information sharing enable citizen governance.

