Urban Governance and Development Management (UGDM)
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Lecture – 07
People & Community - 2

Welcome to lecture 7, in the last lecture we discussed few elements of the people and community, in this lecture also we will continue that discussion, especially in this lecture we will discuss the dimensions and the few concepts of the community organisations and how to involve the community organisations in the municipal governance and planning.

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So, let us start, in this lecture we will discuss types of community and the public organisations, self-help group, community based organisations, non-governmental organisations and apart from that any organisations were working in the urban local bodies and what are the styles and strategies to working with this community and people that also we discuss and today we will show one case example, how municipalities can involve all this kind of organisations.

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Types of community organisations

So, let us start with the discussion, so there are various kinds of community organisations which are working within the ULB, so one could be that various NGOs who are working, you know the full form of NGO's non-governmental organisations, these are basically some society or organisations which is registered in government department and basically, the NGO's work in the social sector.

And obviously, it will be non-profit organisations, so since they are registered in the government department, they run and they work in the social sector and they are non-profit organisations, so they run on the funding of the government, so when you say government, they can get funding from the central government, state government or urban local bodies, so NGO's will be working at the local level with the municipalities.

Apart from the NGOs, there are various community based organisations for example, you know, you might have heard about the scheme, Swarna Jayanti Shahari Rozgar Yojana, in short we call it as a SJSRY, so under that scheme, there are various neighbourhood group or neighbourhood committee and community development society, so this kind of structures are there which works along with the urban local bodies to perform particular function.

The objective of this neighbourhood level groups are to improve the livelihood condition of the poor people, apart from this organisation, there are clubs which are working at the (()) (03:26)

level or working level, continuous people organisation, resident's associations could be there and as I discussed in the last few lectures that there could be organisations like professional organisation, businessman, shopkeeper and other, there are many actually.

Actually, there are many organisations were working at the community level or they are working at the ULB's which need to be involved or participated in the course of planning and the urban governance.

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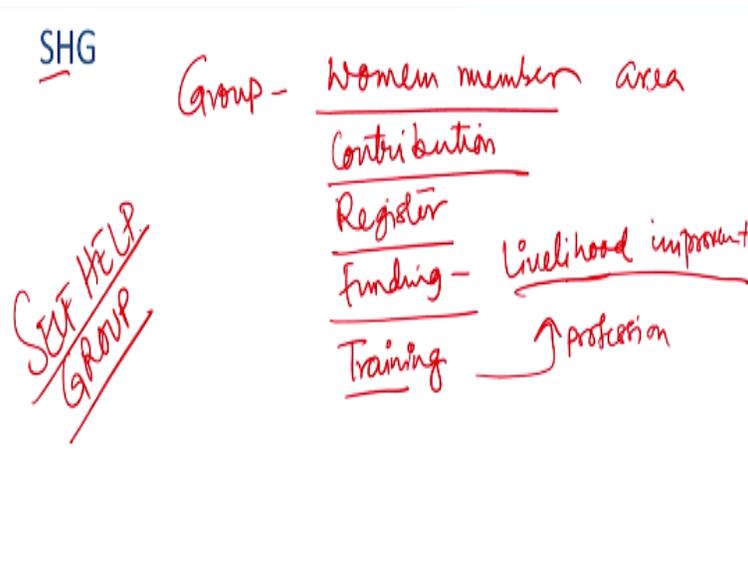
In the self-help group, we have discuss the self-help group is the group consisting the women member of a particular area and they survive on contribution, they register in the urban local bodies, register and they also get some amount of funding for particular purpose that is livelihood improvement. Apart from that they get training, so that they can improve their performance and profession towards the same objective livelihood improvement, okay.

So, this is the concept of the self-help group, they; for this reason, it is called; and in India, in the urban local bodies there are a particular structure of self-help group, let me explain that for the better understanding.

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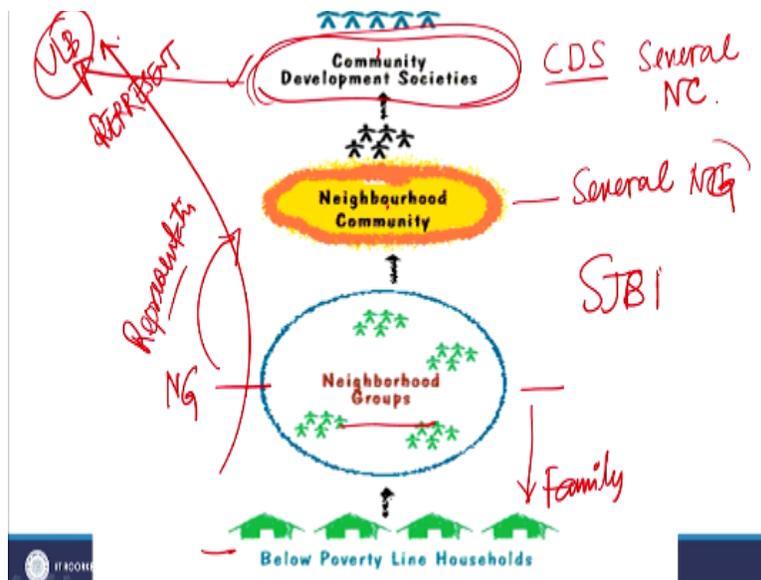
The bottom most self-help group is called as neighbourhood group, so neighbourhood group is a very small group which may consist 8 to 10 member of the women participants from various families, so they contribute the money or the finance and make a group, registered the group in municipality and they perform a particular work, they may do, may be involved in some kind of small-scale industry, they may be involved in some other kind of industries, at times they need training, they need exposure and also they need some kind of facilitation.

So, neighbourhood group is the bottom most group which is having connection with the family, the next level of group is neighbourhood community, it consists of several neighbourhood group, so if we call neighbourhood group as NG, so several NG's will form a neighbourhood community, so from the NG, there will be representation similarly, 8 to 10 or more neighbourhood group can represent one neighbourhood community.

And ideally, at every ward, there could be one or two neighbourhood community because number of neighbourhood groups will be large enough but at local level, at the city level, at the city level handling or managing so many neighbourhood groups and neighbourhood community will be difficult that means, there is for that reason, another higher level of structure is created that is called community development society, in short we are calling it as CDS.

So, CDS is formed with several neighbourhood committee, so in CDS, there will be number of neighbourhood committee, so in a city like say, city of 2 lakh to 3 lakh population, there could be 3 to 4 CDS, so this CDS will represent in ULB that means, those who are working at the neighbourhood group or at the family level, they have a channel of communication via neighbourhood community and community development group to send some communication to the urban local bodies and vice versa.

So, this kind of structure is present in India under the; this scheme, Swarna Jayanti Shahari Rozgar Yojana, so this scheme is very older scheme and out of this scheme, various community development society, neighbourhood; community neighbourhood group they are working and most importantly, many community development societies are there who are very importantly involved in development work of the municipality.

So that is an outcome; good outcome of this activity, apart from the SHG, the self-help group, there could be other community based organisations as I discussed like shopkeeper's association, the local organisations, clubs, etc., they also very important part of the decision making and the people's governance, so apart from the self-help group, CBO is another very important part that need to be consulted.

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Non Governmental Organizations (NGO)

Non-governmental organisation, I have already discussed about it, so non-governmental organisation work in collaboration with the municipal body and they also need to be consulted time to time.

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Other Public/Private organisations

So, apart from these, there are other public and private organisations or community, there could be local panchayats, there could be surrounding municipalities or the Gramsabha, they can be also interacted during the development work because some of the works in the municipalities or the urban areas are there which may not be limited within the geographical profile within the municipality.

They may be required to extend beyond the geographical boundary that is why all those consultations will be required. So, having said that I tell you; I will share some case example, which happen during 2004 to 2008 in India, you know that a flagship program called Jawaharlal Nehru National Urban Renewal Mission which came 2004 and it continued till 2014 and later on it was replaced by Amrut.

And when the Jawaharlal Nehru National Urban Renewal Mission came in 2004 and that time another few more projects came in India for example, one project I am going to show that is Kolkata Urban Services for the poor, it is basically DFID funded program, the basic objective of

this all the programs were to have some reforms in terms of change in urban local bodies and objective of the reform was to make urban local bodies functioning in a better way.

So, one of the reform was to planning function that is urban local bodies will do the city planning for the first time and with the city planning, the city planning will be done through completely apart through the participation process, participations of the individual, participation with the families, participation with the community organisation, so that is what I am going to show right now.

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Ladders of Citizens Participation (by Arnstein)
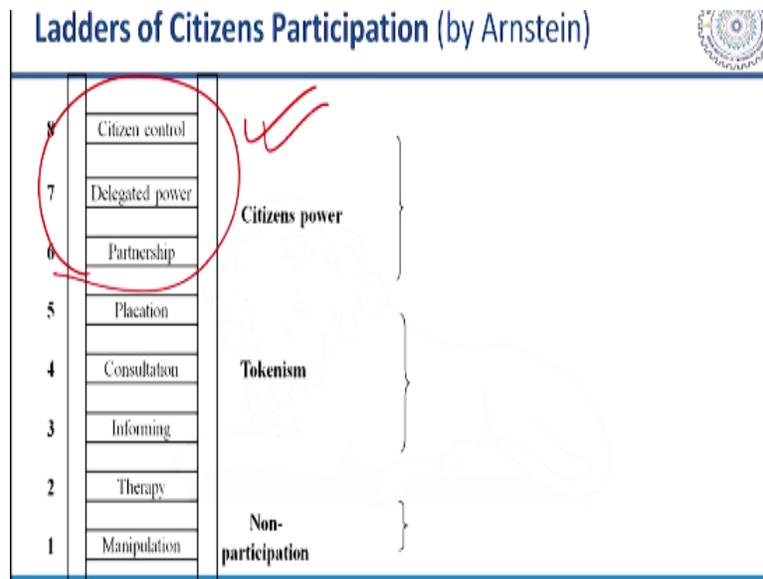
So, this ladders of citizen's participations I have shown in the last lecture, I have just showing this just to relate this with our case study, in this diagram we told you that partnership, delegated power and citizens control is the actual participations, not the other one; other 5.

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So, let us see how this all practices happened during that time, so it is called KUSP experience of draft development plan, this example is taken from West Bengal for the city of Kolkata, so the full form is Kolkata Urban Services for the poor, in shot it is KUSP. So, as per the municipal act, preparation of the draft development plan which was mandatory, it is a DFID funded project government of UK and under the DDP; the urban planning assistance was given to ULB.

So that they can execute the urban planning function, third party agency internal appraisal as a part of the process to maintain the quality, they are also have provision that another third party mostly those third parties were institutions are appointed to see the quality of the development plans and to give time to time inputs on that planning, even though, the plan has been done by the internal planning group and with the consultation with the all the community groups.

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Case Study areas
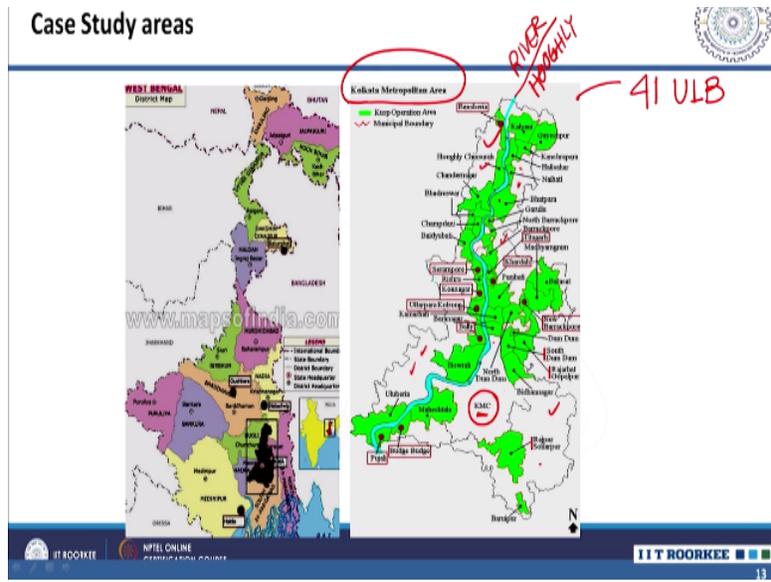
So, this is the map of state of West Bengal, we have taken the city of Kolkata as an example, so this is called Kolkata Metropolitan area, I hope that you remember the meaning of metropolitan area, we discussed in the few first few lectures, the metropolitan areas are basically contiguous development of the many urban areas, many cities, here we can see that there are 41 urban local bodies.

So, in this diagram, this is river Hooghly, which is a part of river Ganga and the green areas, these are the urban local bodies and the white areas, these white areas I am just marking the white areas, these white areas are panchayat areas or the village areas and this is the largest municipal corporation that is Kolkata Municipal corporation which is in metropolitan area. Now, as a part of development planning process, the draft development plan was mandated for each and every urban local bodies.

So, out of all this 41 urban local bodies, all of them were mandated and all of them they prefer the urban; the draft development plan in a participatory method, so we will see that what was the method and how they have involved the citizens in this whole process.

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There are 3 component in DDP; component 1, 2 and 3, largely component 1 was involved in physical development of the city, the second component was largely involved with economic development, you can see the subcomponents for the better understanding and component 3 was involved with the organisation. So, in the first component, the subcomponents are slum, infrastructure, intra municipal infrastructure, trans municipal infrastructure and land use development and environment development.

In component 2, there are livelihood, economic social that means, health and education development, so it is economic and social both and in component 3, it is the organisation development, process development, citizens interface plan and financial plan.

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So, this 3 components were designed to be done in 3 stages, the stage 1 consisting 1 month, stage 2 consisting 9 months, stage 3 consisting 6 months. So, stage 1 involves the initial part, stage 2 involve the major analysis and formulation of the plan and stage 3 involves the formulation of the writing of the report and the validation part, out of these, I have highlighted few stages or few steps which involves intensive public participation, citizen's participation and community participation.

For example, stage 1; it is introducing the DDP to the population, in this stage, they used to call each and every citizen by electronic media, by print media in a common large gathering or large hall in ward and also in the municipalities and they use to make PowerPoint presentation, they used to explain the concept of DDP, what is the planning and what will be the process of the planning, what is expected from the citizens.

And out of that they used to give time to the citizens, so that they can come up with a pre thought and about their expectation in the later stage like step 4. In this step, you can see that this stage is written as conducting planning workshop, in this workshop the citizens will be asked to mention their requirement in terms of physical, social, economic requirement for the development, so this step 1 and step 4, the step 1 gives the sensitisation and step 4 gives the actual requirement of the population.

In the stage 2, you can see the formulation of the vision and the objective again, the planning team will visit the wards and the community groups and they will talk about the municipal vision and objective for each and every category, what will be the development objectives they will form and accordingly, they will refined the objective based on the suggestions of the citizens group and the community organisations.

In the third stage, you can see that this step, which is called DDP quality review and the public validation that means, after doing all the stages here that means, formulation of the report and submission of the report, they will place the report to the citizen for some time in this case, at least one month was a mandatory time which was given to the citizen for their checking and for their validation.

If any citizen or citizen's groups or community group find any problem or any shortcomings, they can immediately informed to the planning group or the planning authority, so that they can incorporate the corrections and they can incorporate the suggestions in the further revisions, so that was the method and after that it will be adopted by the Council and it will be same for the approval to the higher authority like District authority or the Metropolitan authority.

In this case, it was sent to Kolkata Metropolitan planning committee which is a higher authority in terms of planning and decision making for the whole metropolitan area; now let us see how it happened.

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Modalities for public participation

- Public meeting at the ward level (sensitisation)
- Public meeting & FGD at different community level (problem identification)
- Meeting with councillors (vision and objectives)
- Formulation of plan (with the help of third party agency)
- Priority framework based on technical ground.
- Internal appraisal (with the help of third party agency)
- Open Public validation meeting (third party and public)

So, public participations happen in various stages, the first stage was the sensitisation, then the public meeting, focused group discussion of the community level that is the problem identification, what is a problem at the local level, then meeting with the counsellor to frame the vision and the objective, then formulation of the plan with the help of a third party agency, so taking the input here in the first stages, the plan were made at this stage.

Next is the priority framework, please see this, this is very important priority framework based on the technical ground and then internal appraisal, so this priority framework is done based on the citizens input, you have seen that in urban governance earlier the priorities are set by the politicians, priorities were set by the administrators but now in this framework, the priorities were set by the people.

So, in a particular framework, so that I will share with you how that was done and then internal appraisal that is the plan is given to some third party agency for their quality check and then it will come back and in the last, it will be kept for open public validation for third party and the public and the community group for some period of time for the corrections and the suggestions.

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Priority Framework

Sr. No.	Criteria	Score 3	Score 2	Score 1
1	Number of beneficiaries	Very large number (residents / consumers across more than half the wards in the ULB)	Large number (residents / consumers across more than one ward in the ULB)	Small number (residents / consumers within one ward of the ULB)
2	Priority for the sector / criticality of the project	Highest priority to project that has a direct impact on public health and therefore related to basic service delivery Projects which prevent direct damage to land, water, and other natural resources	Medium priority to projects which deals with sustainability of natural resources such as water, soil, wetland etc	Low priority to projects which are essentially preventive measures to protect the environment and may have a long term impact
3	Conformity with other plans (Intra Municipal Plan, land-use, master plan, trans-municipal infrastructure plans, Slum Infrastructure Plan)	In complete conformity with Intra municipal Plan and land use plans, links into ongoing / planned trans-municipal infrastructure projects	In conformity with Slum Infrastructure Plan and land use plans	Deviates from existing plans
4	Current levels of commitment to the project	Project initiated / approved both technically and administratively	Project technically approved	Technical work not commenced, not yet technically approved
5	Sustainable in terms of operational cost and capacity of agency to maintain	User charges can be levied, part of capital costs can be recovered. ULB has capacity to maintain	Cost recovery is partly possible. ULB to finance O & M from own sources. ULB has staff / can contract staff for O & M	Project not sustainable financially on standalone basis. ULB does not have human resources to maintain
6	Time required for project completion / commissioning	Short gestation – upto 6 months	Medium gestation – 6 months to one year	Long gestation – 1-2 years
7	Land availability and approvals	Land allocated for project, in possession free of all encumbrances. All approvals are routine. Have right of way	Land identified, but not in possession / has some encumbrances. Approvals are routine.	Land not identified / do not have approval on right of way. Some approvals are permissions for exceptions to normal
8	Per capita cost [total costs ÷ no. of beneficiaries], where total cost = capital cost + recurring cost over project life	Per capita cost is lowest amongst other intra-municipal projects	Per capita cost is at average levels amongst other intra-municipal projects	Per capita cost is highest amongst other intra-municipal projects
9	Rehabilitation / leveraging of existing assets and capacities	Largely rehabilitation of existing assets, links to existing capacities	Partly involves rehabilitation, partly leverages existing capacities	Almost entirely Greenfield project

Now, I told you about priority framework, so this is the framework for the priority, so in the left side you can see the criterias, I am very sorry that the font size is very small but I will read for you, so that you can understand, so criteria 1 is the number of beneficiary, criteria 2 is the priority for the sector that is the if the sector is very much priority area, suppose some municipalities are having disaster regarding flood, regarding landslide etc., so that becomes the priority set by the municipality.

Then conformity with their plan that is with their overall plan that is the intra municipal plan, land use plan, master plan, some municipalities failed to maintain the conformity with the higher level plan, so that has to be checked and given the score, current level of commitment to the project, so the project which is proposed either for that project is there current commitment, commitment means whether there is a financial commitment by the government, whether there is a commitment by the municipality or the community group in terms of the manpower.

So, those will be seen under the criteria 4, sustainable in terms of the operational cost and the capacity of the agency, any proposed can be suggested but we have to see that whether the project is sustainable or not, if the project has sufficient manpower and the financial support to sustain over the time period then that project gets higher score in terms of this framework, so that is very important part.

Then, time required, time is very important for any project, so say time is given very important thing, land availability; whether you have land in the municipality or not because land is a very important resource. In the next lecture, we will discuss on the land matter, then per capita cost that is if a project cost is X, so X divided by the population, what is the cost incurred for that project for that per capita.

Then, if that project includes any cost related to rehabilitation, leveraging of existing assets and capacity that also has to be seen and based on that there are scores like 3, 2, 1 and the criteria for this scores are also written in this chart.

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Priority- an example.

Sl. No.	Project	Score with respect to the criteria as per DDP Guideline in priority matrix									Total Score	Final Priority No.
		1	2	3	4	5	6	7	8	9		
1.	Green Recycling of Waste Plastics.	1,50,363 / 3	3	3	1	3	2	2	19.2 / 3	1	21	1
2.	Fencing & beautification of trenching Ground	45,000 / 2	2	2	3	2	3	3	62.2 / 2	1	20	2
3.	Shifting of Kanthal Bagan Market.	15,753 / 2	2	2	3	2	2	3	3.6 / 3	1	20	3
4.	Park & Play Ground	1,22,871 / 3	2	2	2	2	1	3	34.09 / 2	2	19	4
5.	Afforestation	11,068 / 2	2	3	1	1	2	2	36.14 / 2	1	16	5
6.	Disaster management	2	2	3	2	1	1	1	2	1	15	6
									<30-3 30-70-2 >70-1			

And based on this criteria's, I will show you one example how this scores are calculated and given the priorities, from a particular municipality, you can see a projects, I just read for you, green recycling of waste plastics, fencing and beautification of the trenching ground, shifting of some market, park and playground, afforestation, disaster management. Now, you can see that these are the criteria, earlier slide you have seen, let me show you again that criteria, there are 9 criteria's total.

So, out of this 9 criteria they have given the scores and this is the total score, so based on the total score, the highest score gets the priority number 1, so that project would be done first in that municipality, so let me tell you that this scoring mechanism is dependent on the people's

feedback also, so in this mechanism through the participations and involvement, not only the suggestions came to the municipal level and it got some place in the municipal plan.

But also the relative priority of the projects got reflected from the current situation and it is not dependent on a particular person, it is dependent on the requirement of the community at large that is what reflected in this particular slide. So, having said that let me summarise today's lecturer. In today's lecture, we have discussed various dimensions of the community groups; we have told you that apart from the people and the families, they are all community groups or the organisations who are working in the urban local bodies.

For example, NGO's, self-help groups and then other community-based organisations, neighbouring panchayats, there could be financial institutions like banks etc., so for the planning and day to day service delivery, a municipality and urban local government must involve them in the development process and they must include them in the participation and with that I have shown you one example of the Kolkata Urban Services for the poor, how they have in every stage, they have involve population, people.

And the public organisation starting from the inception stage to the problem identification stage to the priority; prioritisation stage and the public validation also. So, this method or the process shows that it is possible to involve people in the plan making and the decision making process, when in some module, in the later in this course, we will discuss the urban and the regional planning that time I will discuss few more cases related to concurrent practices in India via the municipal authorities and corporation.

They have involved community in a better way to mobilise the land to mobilise the finance, to mobilise the decisions everything.

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Next LECTURE

8. Land as Basic Resource

So, with this I would like to conclude this lecture, the next lecture as I mention would be on the land as a basic resource, every municipal authority must understand land as a basic resource, so if the population becomes or people becomes one pillar of the governance, the land became the second pillar of the urban governance, so that is what we are going to discuss in the next lecture, so with this I thank you very much for attending this lecture.