

ANALYSIS OF LEVEL OF PARTICIPATION AS INDICATOR OF URBAN GOVERNANCE IN DELIVERY OF URBAN SERVICES: A CASE STUDY OF PATNA CITY, BIHAR (SELECTED SERVICES & ZONES)

Bipul Kumar Tripathi & Pawan Kumar

Department of Geography, Delhi School of Economics,
University of Delhi, Delhi-110007

ABSTRACT

This study examines the level of participation of different stakeholders in delivery of urban services in Patna metropolitan city. Various agencies state as well as non-state actors are engaged in delivery of urban services and state actors involved in decision making process in Patna Municipal Area. The representation of women in empowered committee is ensured but it is less than half. Along with state actors private sector and NGO are engaged in delivery of urban basic services but in terms of area and services their involvement is limited.

Keywords: Urban Governance, Good Governance, Participation, Stakeholders, Transparency

INTRODUCTION

Metropolitan cities being an economic hub are gaining utmost importance in terms economic, social and political aspect (Das & Mukhopadhyay, 1999). Patna city among them needs to be better management. Degree of management is determined by quality of urban governance prevailing in the city. Quality of urban governance has certain criteria namely participation, transparency, efficiency, equity etc. though which it can be achieved and be decided better management of city (Bagchi & Chattopadhyay, 2000). In this study participation, transparency, efficiency and equity criteria of good urban governance have been taken to analyze the quality of urban governance in Patna city. Among those criteria here the role of participation and transparency are discussed in the management of Patna city. Here participation means involvement of all stakeholders including state government agencies in provision of delivery of civic basic amenities as whole and in water supply and solid waste management as particular. Besides, participation by both men and women is a key corner stone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives in the decision making process. Role of key groups in planning, decision making, implementation, monitoring and evaluation, freedom of media and existence of local media,

percentage of people voting by sex and social groups, process of public discussion on key issues, use of referendum on key issues, right of establishing association determine the extent of participation (Bharat, Alka & Chawla, 2001). Only two among other services have been taken for this study. These are water supply & solid waste management. Involvement of actors outside the state in delivery of water supply and solid waste management, contribution by appointed authorities and elected, nominated and ex-officio member in municipal proceedings, contribution by members elected against reserved seats in municipal proceedings, level of awareness among municipal authorities and members on Municipal Act provisions indicators have been analyzed to assess the extent of participation for finding the information related to these indicators components such as actors engaged in service delivery and their roles, reservation of seats in urban local body, political profile of councilors, perceptions of actors on their contribution in the decision making process.

STUDY AREA

Patna is located between latitude: 25° 37' North and longitude: 85° 12' east, and lies on the south bank of the Ganga River. Patna has a very long river line, and it is surrounded on three sides by rivers—Ganga, Sone, and Poon pun. Just to the north of Patna the river Ganga flows into the river Gandak making it a unique place having four largish rivers in its vicinity. The bridge over the river Ganga, named after Mohandas Gandhi, is 5850 m long is said to be the longest single river bridge in the world.

The temperature of Patna varies from 43 °C – 30 °C during the summers and 21.4 °C – 5 °C during the winters . The precipitation in Patna is 1,100 mm during the months of June to September. It receives medium to heavy rainfall in the monsoon. Relative humidity can go up to 100% during summer (Sinha, Nazim and Ahmad, 2012).

Administratively Patna city has been divided into four zones i.e., NCC zone, Bankipore Zone, Kankarbagh, Patna city, in order to maintain better and effective governance and smooth functioning of local government machinery. The wards fall in two zones namely NCC zone, Bankipore zone have been taken into consideration as study area for analysing the level of governance in city as whole and have done comparative study between two zones in terms of level of urban governance. NCC zone comprising of ward number 1 to 28 and 37 is largest zone in terms of area and population while Bankipore zone consisting of 12 wards (ward number 36, 38, 39, 40 to 43, 47 to 51) bearing smallest area in the city (Census, 2001). NCC zone covered western part of city with 49.69 Km² and 5.56 lakh populations where as Bankipore zone situating northern part and covering 8.61 Km² with population of 2.3 lakh (Census, 2001). Former on northern and western side is bounded by Ganga River and Sone canal respectively and later bounded by Ganga River on northern side (Figure 1).

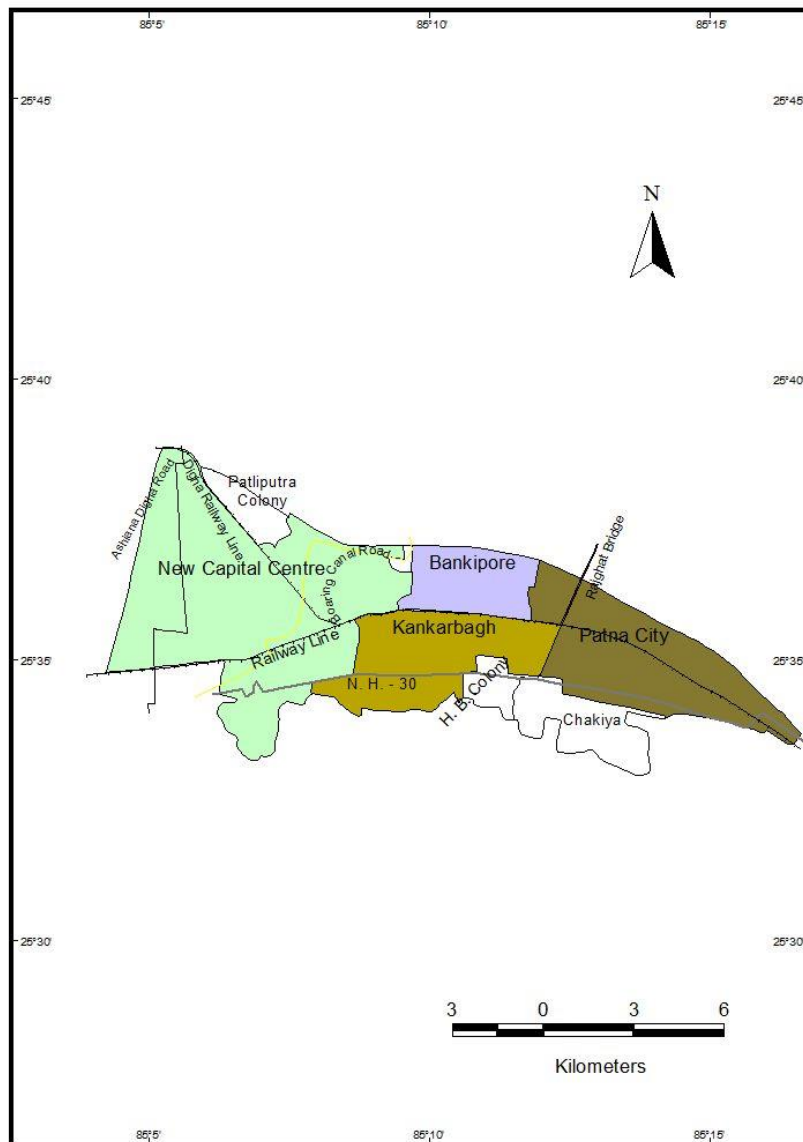


Figure 1: Location Map of Study Area

MATERIALS AND METHODS

Data for this study is collected from various secondary and primary sources and by direct observation. Secondary data has been collected from Directorate of Local bodies, Bihar Rajya Jal Parishad, Urban Local Government, Water Supply Branch of Patna Municipal Corporation (PMC), Health Department of Patna Municipal Corporation, Patna Health Engineering

Department, Patna Regional Development Agency, District Election Office, City Development Plan, District Gazetteers, Census Atlas of Bihar, and Bihar State Pollution Control Board.

In order to generate primary data sampling households have been taken on the basis of stratified random sampling. To generate data from primary sources, various types of surveys have been conducted. (i) Interview with actors engaged in governance of water supply and sanitation services to examine the participation of actors their role and performance, co-ordination among them and their constraints in respect of civic services. Those actors identified for this survey are appointed authorities and elected members associated with the urban local government, Municipal staff engaged in water supply, solid waste management service and accounts related activities, personnel employed in autonomous organization e.g.- Bihar Rajya Jal Parishad, Public Health Engineering Department , members of NGOs engaged in Solid waste management and officials of health services. (ii) Survey of urban local government institutions to assess their performance on various management and financial aspects and constraints in the operation of services. (iii) Interview with elected ward representatives who gave the information relating to knowledge on social, economic and political aspects, level of development etc.

A representative sample of councilors has been selected on the basis of gender (M/F), elected status (general/reserved), their association with local politics(newly elected/reelected), location of ward (planned/ unplanned/ old/ new/ core/ fringe), type of locality (low/ middle/ high income), party to which they belong.

RESULTS AND DISCUSSION

Actors Engaged in Delivery of Basic Services

Level of participation of actors in providing of urban services is determined by number of stakeholders engaged in and quality of involvement in provision of service delivery. With respect of solid waste service in New Capital Circle zone (NCC zone), besides involvement of urban local government & NGO private agency namely A to Z infrastructure Pvt. Ltd. is also engaged in management of same. There is no involvement of private agency & NGO in delivery of water supply in both zones. Water Branch of Patna Municipal Corporation (PMC) owns and monitors the water supply service in study area along with Bihar Rajya Jal Parishad (BRJP) and with little contribution by Public Health Engineering Department. Earlier the responsibility of collection, transportation & disposal of solid waste in all zones of city was in the hand of PMC. Due to inefficient & ineffective collection & disposal of solid waste by municipality it has given contract to the private company in NCC zone along with main roads i.e. Bailey road, Exhibition road, Fraser road, Station road, Buddha Marg, Boring road, Ashok Rajpath, Virchandra Dev Patel path as contract basis. It is noted that greater participation takes place in NCC zone rather

than in Bakipur zone and in water supply sector participation is low level rather than that in solid waste sector (Table 1& 2). In city urban local government, parastatal agencies (Bihar Rajya Jal Parishad, Patna Regional Development Authority, and Patna Health Engineering Department), Private Agency, NGOs (Nidan, Clean India, Clean Deep, Swakshdhara) are the main actors involved in supply of drinking water & management of solid waste.

PMC has contracted out the responsibility of solid waste management to private actors in NCC zone. The private agency a to z infrastructure pvt. Ltd. has the responsibility to develop the infrastructure relating to solid waste management along with door to door collection transportation and disposal of solid waste at the dumping site and receiving charge for that at the rate of Rs. 728 per metric ton from PMC authority. It covers the wards of NCC along with major roads namely Bailey Road, Exhibition Road, Fraser Road, Station Road, Buddha Marg, Boring Road, Boring Canal road, Ashok Rajpath, Virchandra Dev Patel path as a pilot basis initiated by PMC. It collects waste door to door as well as launching awareness compaigning among masses about managing the solid waste in right manner with the help of sophisticated technology.

Many NGOs are involved in solid waste management service in Patna city, namely Clean India, Taru Mira, Nidan, Clean deep, Swakshadhara working in NCC and Bankipur zones. They collect waste from door to door in the HIG colony of the zones brings cash from trash and beautification of the area. They raise awareness among local people about benefit of the solid waste management and conducting cleanliness drives.

Table 1: Presence of Actors in Delivery of Water Supply & Solid Waste Management

Actors	Case Study Area & Type of Urban Services			
	New Capital Circle		Bankipur	
	Water Supply	Solid Waste	Water Supply	Solid Waste
Parastatal Agency				
Urban Local Government				
Private Agency				
NGO				

Source- Field Survey conducted during Oct. - Nov. 2010

Note - Shade indicates presence of specific actor

Table 2: Involvement of Various Institutions in Delivery of Urban Services

Urban Services	PMC Area
Water Supply	
Supply of Water	PMC
Maintenance of network	PMC & BRJP
Up gradation and laying of Network	BRJP & PHED
Collection of Water Charges	PMC
Solid Waste Management	
Collection of Waste	PMC
Transportation and Disposal of Waste	PMC

Source- Urban Local Body and Line Departments Survey Formats, Patna

Note: PMC –Patna Municipal Corporation, BRJP- Bihar Rajya Jal Parishad, PHED- Public Health Engineering Department.

Participation of Actors in Decision Making Process

According to the analysis of field survey all the actors who are engaged in delivery of civic services to people most of them do not participate in decision making process. In decision making process elected councillors from each ward, ex-officio members and appointed authority participate and take decision regarding water supply and solid waste management and other activities. The municipal acts prepared by the state government in India for the constitution and governance of urban local governments have outlined such an arrangement for ensuring better municipal administration. Mayor of City, elected councillors, MLAs, MP, MLC (Member of Legislative Council), Municipal Commissioner are main actors who participate in decision making process (Table 3). The rule book Bihar Municipal Act 2007 has been made by Bihar government for ensuring the better administration. According to this there is provision to ensure the participation of elected member such as mayor, deputy mayor, ex-officio members such as

MP, MLA & MLC and appointed authorities such as Chief Municipal officer of Patna. But in the case study area it has been observed that ex-officio members do not participate even though meeting letters are sent to them. Among the councillors all do not participate regularly. Husband of Women councillors also participate with them in meeting on the request of respective women councillors. It experiences as wardpati system in local level of democracy at grass root level.

Table 3: Participation of Stakeholders

Participating Actors in Decision Making Process		
Elected Members	Ex-officio Members	Appointed Authorities
Mayor Dy. Mayor Councillors	MP MLA MLC	Chief Municipal Officer Subordinate Staff

Source – Patna Municipal Corporation, 2010

Reservation of Seats in Urban Local Government

As per Bihar Municipal act 2007 fifty percent of the total seats of member of municipalities have been reserved for scheduled caste, scheduled tribes and backward classes. Among total seats fifty percent of seats have been reserved for women candidate including within seats reserved for scheduled castes, the scheduled tribes and backward class. The number of seats so reserved for scheduled castes and scheduled tribes are as nearly as possible the same proportion to the total number of seats to be filled up by direct election in that municipality as the population of the scheduled castes and scheduled tribes bears to the total population of the area and such seats are allotted by rotation to different constituencies in a municipality under the direction, control and supervision of state election commission in the prescribed manner (Table 4).

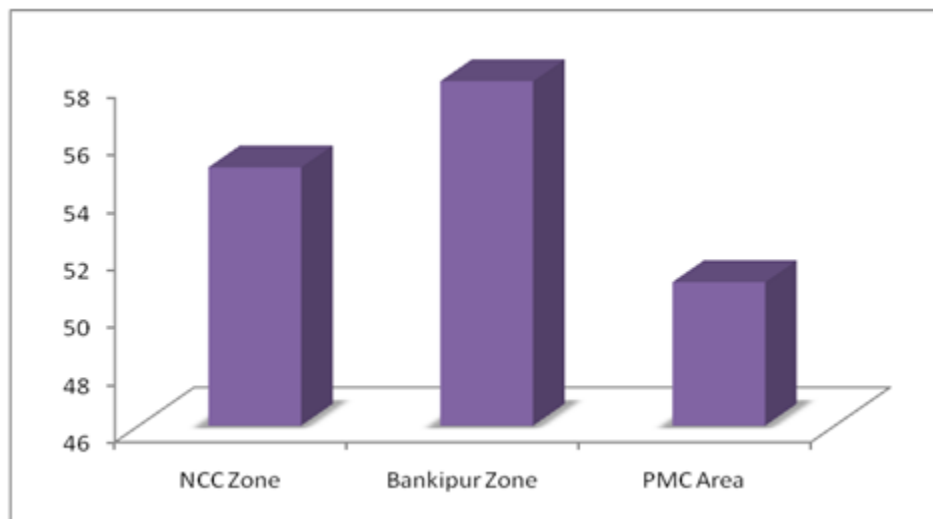
In the Patna city 51 percent of total seats has been occupied by the female candidate which is more than seats go to male person. This figure shows the greater participation of women candidate in decision making process. The participation is increasing in Bankipur zone which is greater than NCC zone and even in PMC area (Fig. 1). These figures are indicating towards the greater space for considering the voice of women as good sign for good urban governance.

Table 4: Reservation of Seats in Urban Local Government

Category	Proportion of seats reserved
Scheduled Caste (SC) Scheduled Tribes (ST)	In the same percentage to total number of seats as percentage of SC & ST population to total population of that area
Backward Class	Twenty percent of total seats
Women	Fifty percent of total seat including within the seats reserved for SC & ST

Source – Bihar Municipal Act, 2007

Fig 1: Percentage of Women Councillors in Case Study Area



Source – Patna Municipal Corporation, 2010

Participation in Meeting of Urban Local Body

Patna Municipal Corporation has four important municipal authorities namely Municipal Corporation, Empowered Standing Committee, Mayor, and Municipal Commissioner; they take part in meeting procedure. Above mentioned four authorities participate in Municipal meeting but authority accepting or rejecting the resolution is only in the hand of elected members indicating towards participative democracy at local level. Meeting is not open to general public. The frequency of meeting of Municipal Corporation and Empowered Standing Committee is

once and twice in a month respectively. According to primary survey meeting of corporation is not fix and depends upon discretion of mayor. Sometimes it takes more than two months for calling even one meeting. The quorum for transaction of business in meeting of the Municipality is one fifth of the total number of councillors. Basis for accepting or rejecting resolution is in accordance with manner of hand up or voting system by elected members.

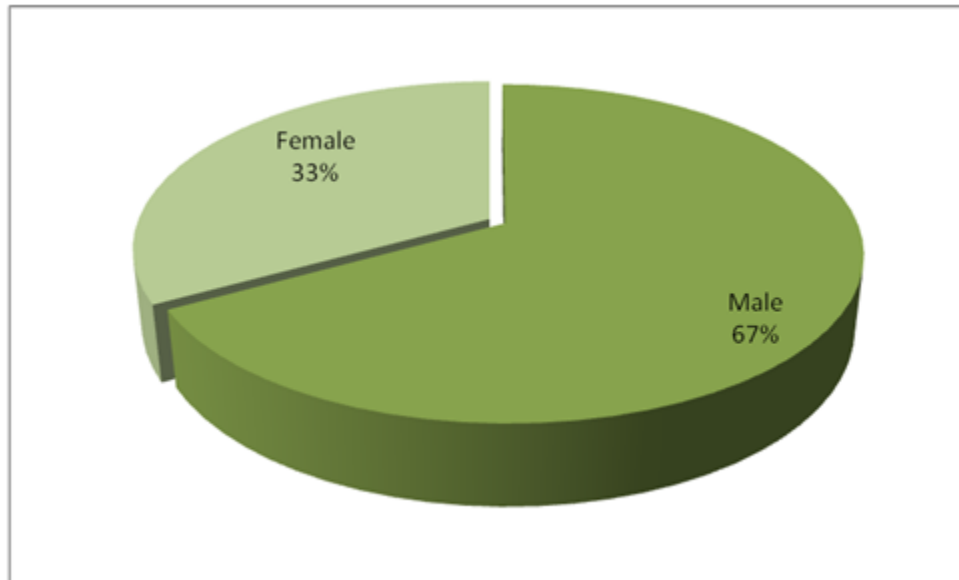
With analysis of political status and educational qualification of Empowered Standing Committee it has been observed that most of the members in Empowered Standing Committee affiliated to BJP and JD (U) due to mayor belongs to JD (U) having authority of nominating them. It tends to facilitation of decision making process easily. Among members of Empowered Standing Committee most of the members have qualified higher education making decision making process effectively (Table 5). But drawback is in the sense that even though the participation of women in Municipal Corporation is more than 50 per cent, but women member in this committee is only 33 percent indicating towards percentage share of women's voice is less at participation level in real decision making body (Fig 2). Empowered Standing Committee is dominating body in Municipal Corporation in which women empowerment is less indicating that low awareness among women.

Table 5: Political & Educational Status of Member of Empowered Standing Committee

Empowered Standing Committee Member	Political Status	Educational Qualification
Mayor Deputy Mayor	Janta Dal – United Congress	Post Graduation Graduation
Councillors	Bhartiya Janta Dal Party (4) Janta Dal - United (2) No political Status (1)	Graduation (3) Higher Secondary (1) Secondary (3)

Source- Field Survey conducted during Oct. - Nov. 2010

Fig 2: Percentage of Women Councillors in Empowered Standing Committee



Source- Field Survey conducted during Oct. - Nov. 2010

Quality of Participation in Operation of Urban Services

As per definition of urban governance given by UN-Habitat, World Bank and other agencies it is analysed that the responsibility of providing urban basic services should not be only in the hand of state or government but it also involves non-state actors such as private agencies, civil society, Community Based Organization, Non Profit Organization, NGOs and other voluntary organization for effective and efficient management in the operation of urban services. It shows full fledged enjoying good urban governance in the city. Here two zones have been selected for analyzing the quality of urban governance within the city. In NCC zone private agency and non governmental agencies participate in operation of urban services but limited coverage. It is limited in terms of covering area and also in providing number of services. Non state players participate only in operation of solid waste management but not in the operation of water supply. In terms of coverage area private agency a to z infrastructure private limited is working only in the wards of NCC zone and covering some major roads as pilot basis and nongovernmental organizations such as clean India, Nidan, clean Deep, Swakshdhara employing in some HIGs colony to bring cash from managing solid waste.

In Bankipur zone the responsibility of operation of urban civic services is in the hand of government and its parastatal agencies and autonomous organizations. There is no involvement of private agency and non government organization except NGO Nidan working in ward number

41. It indicates towards the major hindrance in the way of providing civic basic services with respect of water supply and solid waste service. It is observed that although both zones situating in Patna city but the level or quality of urban governance is different from one another looking at NCC zone involving private agency and NGOs in solid waste service, while Bankipur does not employ the nonstate actors in the operation of urban civic services.. Also non state players don't participate in operation of water supply. Responsibility of providing water supply is in the jurisdiction of water supply branch of PMC. Thus Bankipur zone don't enjoy participation of nonstate actors in delivery of both services. Besides it, in both zones other non-state actors such as civil society, Community Based Organization (CBO), and Residential Welfare Association (RWA) don't participate because the lack of awareness among masses as well as lack of will power of government. But recently government has taken initiative involving private agency and non government agency as it has been seen in NCC Zone, participation of Private agency as systematic approach undertaken by government. Although central government and state government promotes privatization and community participation in infrastructure development and maintenance of projects, a serious effort to involve other actors in operation of urban services is not visible in the case study areas.

Quality of Participation in the Decision Making Process

As per primary survey conducted in the study area taking perceptions, views of actors who are involved in decision making process. It has been observed that elected members including Mayor, ex-officio members and appointed authorities participate in meeting. Generally ex-officio member such as MLA and MP do not participate in meeting. There are many constraints against participation and taking decision regarding urban services.

The perceptions, views from respondents regarding participation in decision making process have been summarized in the form of various issues of participation at local level. In era of new public management India is going through the transition phase there are many constraints against enjoying good urban governance, one of them is social and economic factors related to caste, religion and economic status affect decision making process. The councillors who are economically well off and belonging to higher caste dominate in meeting and are often successful in getting their decisions accepted. Analysis reveals that a high proportion of elected members of both zones favour that social and economic factors still exist in the time of meeting of PMC. It indicates that the grievances of others are often not heard and decisions tendering towards only a particular section of the population benefits.

Another constraint is ineffective Women's participation in decision making process. On the basis of interview conducted with selected women it has been analysed that in both zones high proportion of woman do not participate effectively. The reason of ineffective participation

doesn't exist due to lack of educational qualification and awareness can't be accepted as valid reasons for the ineffective participation of women members. On the basis of assessment of educational qualification of male and female councillors. It has been noted that women members are not much different from male counterpart (Table 7). The prominent reason lies behind the dominating role played by the male members and presence of their husbands in Municipal meetings. The decision on major issues regarding municipal proceeding is taken by husbands instead of women councillors. Husbands dominating system over women's voice is also known as Parshad Pati system. Presence of their husband in meeting and domination role played by male counterparts nullifies the possibility of effective women participation in local governance in spirit although it has been present in letters.

Ignorance among members on Municipal act provisions and dissatisfaction among members are other constraints that inhibit them from performing and participating effectively especially during the municipal meeting. But councillors who are familiar with act provisions take advantages. In both zones data reveals that high proportion of members are ignorant about the provisions specified in the act and having general feeling of dissatisfaction among members on their performance and participation in municipal matters (Table 6).

Table 6: Issues / Constraints against Participation in Study Area

Issues/Constraints	NCC zone	Bankipore zone
Influence of Social and Economic Factors on Decision making		
Ineffective Women's Participation in Decision making		
Absence of Adequate Participation in Service Delivery		
Ignorance among Councillors on Municipal act provisions		
Dissatisfaction among Councillors		

Source- Field Survey conducted during Oct. - Nov. 2010

Note – Shade indicates specific issue

- Issue more effective
- Issue less effective

Table 7: Educational Qualification of Councillors

Educational Qualification	NCC zone		Bankipur zone		PMC area	
	Female	Male	Female	Male	Female	Male
Post Graduate	1	2	1	0	5	3
Graduate	4	9	2	2	7	18
Higher Secondary	3	1	2	3	7	7
Secondary	4	1	2	0	13	5
Primary	4	0	0	0	5	1
Informal	0	0	0	0	0	1

Source- Field Survey conducted during Oct. - Nov. 2010

CONCLUSIONS

In Patna city Mayor- in- council form of local government is being practiced giving greater power to elected representatives (councilor) and appointed authorities play a subordinate role. It is noted that Empowered Standing Committee has been authorized to take major decision regarding urban services and consequently it undermines the role of councilor. With respect to composition of urban local government reservation is given to scheduled caste, scheduled tribes, backward class and women. The representation of women in Empowered Standing Committee is low, instead of provision of 50 percent reservation to women in local body. Along with many times decision is taken by husband of the female councilor and municipal meetings are also attended by respective husband. It violates the spirit of 74th constitutional amendment act.

Further it is observed that there is growing emphasis on private sector and NGO participation along with parastatal and government organisations in delivery of urban services. But the role played by private agencies and NGO are limited in terms of area and services. Private agencies have been authorized to take responsibility of solid waste management in MCC zone only.

Even though private agency, nongovernmental organizations and civil society are involved in the service delivery to limited extent and with low level of participation and their participation in decision making process is totally absent. In some Indian cities it is open to the general public to participate in meeting, but in case study area such type of provision is not availed.

REFERENCES

- Bagchi S, and Soumyadeep Chattopadhyay. 2000. *Decentralised urban governance in India: Implication for financing of urban infrastructure*. Economic and Political weekly. Vol 39, No. 49.
- Bharat, Alka & Chandan Chawala. 2001. *Urban Governance for Sustainable Development*. <http://www.commonwealth-planners.org/papers.org/papers/governance.pdf>.
- Bihar Municipal Act*. 2007. Government of Bihar.
- Census of India, 2001. Series 11, Paper 1, *Bihar Provisional Population Totals*.
- Census of India, 2001. Series 11, Volume 1, *Bihar Primary Census Abstract*.
- City Development Plan (2010-30), Patna. Urban Development & Housing Department, Government of Bihar.
- Das, Jyanti, and S.C. Mukhopadyay. 1999. *Indian cities towards next millennium*. Ed. R. Ram Mohan Rao and S. Simhadri. Jaipur and New Delhi: Rawat Publication.
- Sinha, V. N. P., M. Nazim & P. Firoz Ahmad. 2012. *Bihar Land, People and Economy*. New Delhi: Rajesh Publication.
- Tripathi, B. K. 2012. *Role of Urban Governance in Development of Basic Civic Services in Patna City*. Unpublished Thesis.