Urban Governance and Development Management (UGDM)
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Lecture – 06
People & Community-1

Welcome to lecture 6, in this lecture will discuss few fundamental concepts which are required as a foundation of urban governance, in last week that is in the first few 5 lectures we discussed basic terminologies, urbanisation and urban governance and constitutional and legislative provisions. In this week, we are going to discuss few essential concepts which are basically foundation.

For example, the understanding the people and the community, understanding land as a basic resource, understanding the environment as a basic resource, all this concepts, we will discuss one by one in little more details. So, last week was an introductory nature, the discussion, so from today onwards, we will enter into the discussion which will be more descriptive and we will try to show as much as possible some cases, some examples, so that you get the exact idea that how with the practice.

So that you can apply whenever you are in practice, so today we will discuss the element of people and community which is very important as a foundation of the governance.
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- Basics of demography
- Understanding economic and social profile
- Excluded and poor
- Participation and response
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So, under that we will discuss the methods, how governance, how the people and the community can be understood properly, analysed properly, so basics of the demography, understanding of the economic and the social profile and we will also discuss that how to identify the excluded and the poor people in the local bodies and what to do, we will also discuss some amount of participation and response strategy which is required and through some example we will also discuss the concepts.

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People the foundation of governance

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So, let us start with the people, the foundation of governance, now from the early discussions, we have had told you that urban local government is formed through election and when you say election, it is the election elected by the common people that is citizens, so without the common
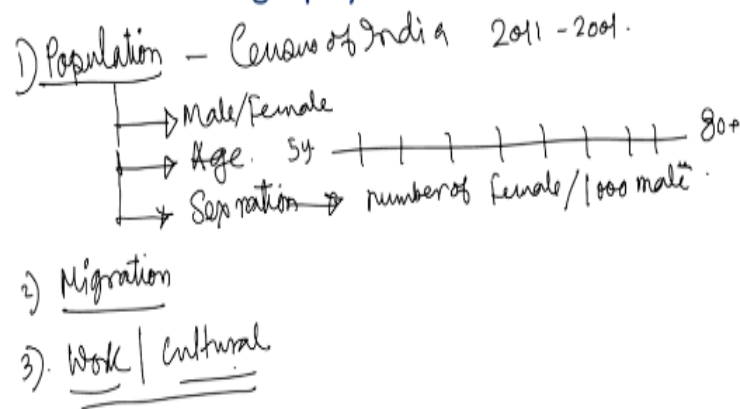
people, the urban local government does not have any existence, so whenever there is a minimum population for some cases, it is 20,000, for some cases it is 30,000.

So, they become eligible to form a urban local government, so people is the foundation or the bottom level of the governments, so they are making the government, they are representing the government, so and you have seen that any government, it can be local level, state level or central level whenever there are some problems or issues at the local level or any level, the government can change, government can face multiple issues.

So, it is very important to understand your own people, your own communities and groups, so that you can plan for them, so that you can make strategy from them and you can develop their areas and develop their basic services and improve their life, so we are telling that is why the people as the foundation of the urban local governance.
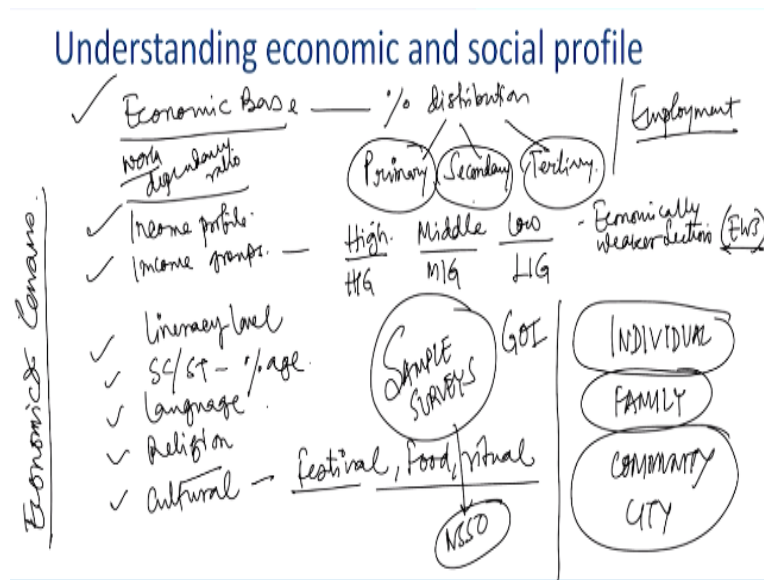
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So, to have a broad idea about the people, we have to know that what are the basic dimensions of the demography, which we need to, know. For example, the first element what we considered to understand the people is the population structure, so as you know that population is always measured by the Census of India, last population was done 2011, 2000 before that 2001, every 10 years, we do the population study.

And within population, the breakup of population between male and female, breakup of age is very important that is starting from 5 year to 80+ year, what is the distribution of the age, these will enable you to understand that what category of the age profile population is predominant at your municipality and then you need to know the sex ratio that is the number of female per 1000 male population, this is important.

And then you need to know your data on migration because every city has the migrated population from the surrounding villages, from the surrounding smaller cities, so migration data is very important. Apart from that you need to now the cross-section of the population in terms of the; their work or cultural background, these are also important, so these are very important dimensions which will guide you to understand at least the basic information about your population.

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Apart from the demography, you need to know the economic and social profile, when you say economic profile, you need to know the economic base; economic base means, the percentage wise distribution of primary, secondary and tertiary, you know that primary section, primary sector is the agricultural sector, secondary is the manufacturing and the industrial sector and tertiary is the business and the commercial sector.

So, distribution; if you see that distribution, you will understand that how much urban is that area, apart from economic base, you need to know factors like income, profile that is the average income profile of the families in terms of income groups also, you need to know income groups, when you say income group, there are usually various kinds of group, we divide the income groups in terms of high, middle, low.

And also economically weaker section, in short we are calling it EWS, so higher income group in short HIG, middle income group in short MIG and low income group in short LIG and EWS, so you can see a percentage wise breakup, so that you can understand the what is the cross-section of your population in terms of the income. So, economic base will give you the data about the employment.

With this another information is very important that is the work participation rate or dependency ratio that means, the percentage of the population who are basically working and nonworking that breakup will give you the level of unemployment in that area and with this, the income profile, income group and also for the social profile and cultural profile, you need to know the literacy; literacy level, then SC/ST percentage, then language and religion.

Even though as a secular country, the religion; do not make a very important, very large impact in the overall development but various religious group might have separate kind of requirement in terms of the development, so it is very important to see religion, language, literacy level, SC/ST proportion etc., and not only that you need to know the cultural dimensions, for example, festival, food, ritual all these element, so that you can have some idea about the population of your municipality.

And what is their expectation and aspirations, so demography, economic and social profile, these are very essential profile, essential elements which you need to know, so at the individual level, you need some data, so family level some data and also as community or city level, you need some data. Now, the fact is that Census of India gives data only as a city or as the ward, so they do not give data family wise.

So, as a counsellor, if you work as an elected representative or functionaries or urban planner or engineer, you need to have some detailed information of your ward, sometimes the municipalities they do their own service, own studies and apart from the Census of India, there are sample service, please take a note of this; by government of India, there are organisations like National Sample Survey Organisation, so they time to time publish some of the information which is not covered in the Census of India.

So this 2 and apart from that government time to time also do, also conduct some Economic Census which gives more details about the economic and the social activities, apart from this Census of India, so this is essential dimension we need to study and you need to understand. So, let us take an example how the cities, they represent the cities, basic dimension, basic data about the population and their cultural profile.

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Let me tell you just one minute about the excluded and poor group, knowing overall profile of the population in terms of demography and social and cultural matters is one aspect you must do but at the end of the day, as a public organisation your focus of the developments is poor and the excluded group, so we have mentioned poor and excluded group, so poor means, the lower income group or economically weaker section.

And excluded are also poor but who are usually outside from the developmental scheme, so please give attention to this kind of people, so that you can identify who are the excluded group, who are the poor group, who are not interested to come to the urban local body or the what committee level to express their need but maybe their; they have some expectation, so you need to identify them, you have to reach to them to identify or know their expectation, then only you can plan for some facilities and services.

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India Smart City Profile

City: Bhubaneswar
State: Orissa

Category: Capital, Tier 2

Bhubaneswar is the capital of Orissa and a regional hub. Part of a larger metropolitan region with former capital Cuttack, the city has a growing IT and education hub. It is known as "Temple City" and is a popular tourist destination along with nearby Puri and Konark, the latter being a UNESCO World Heritage Site. The city is also the cultural hub of the Oriya people, language and cinema.

1. Demographic Profile

Indicator	City (Municipal Corporation)	State (Urban)	India (Urban)
Total Population	840834	7003656	377,106,125
Total Population of UA (if)	885363		
Share of ULB population in District Urban population (%)	77.55		
Population Growth Rate (AEGR) 2001-11	2.6	2.39	2.76
Area (sq. km)*	135		
Share of ULB area in district (%)* #	4.68		
Density of population (person per sq. km)*	6228.4		
Literacy Rate (%)	91.89	85.75	84.11
Schedule Caste (%)	8.27	13.85	12.60
Schedule Tribes (%)	5.04	8.51	2.77
Youth, 15 - 24 years (%)	20.07	19.85	19.68
Slum Population (%)	19.5	7.34	17.36
Working Age Group, 15-59 years (%)	69.65	67.04	65.27

Source: Census of India, 2011
* District Census Handbook, Census of India, 2011
# The ULB is spread in more than one district

So, having said that let us show, let us share an example of the city profile, it is taken from the smart city profile Bhubaneswar from the government website, now you can see that how they represent the demographic profile, so here they are representing the Municipal Corporation population, the State population and Indian population, so that they can have some comparison, so here is the total population; total population of the urban agglomeration, share of urban population in district that is also you can see, if you are interested.

Growth rate; yes, growth rate is very important like from 2001 to 2011 and 2011 to further, what is the percentage growth of the population which the particular city is facing. The area; now area will; area and population these will enable you to have some idea of density that means population density, so density is nothing but population divided by area, so if the area is square kilometre, you can see the area as the square kilometre, so the it will be expressed in people per square kilometre.

That means, if this is 1 square kilometre area, so how many people are living within their square kilometre, so this density factor gives you an idea that how congested your city overall is as a city how congested, so this is very important, also another very important criteria, density is mentioned here, then literacy rate, SC/ST, you can see the slum population breakup and working age group and it is comparison with the State and the urban areas.

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2. Economic Profile

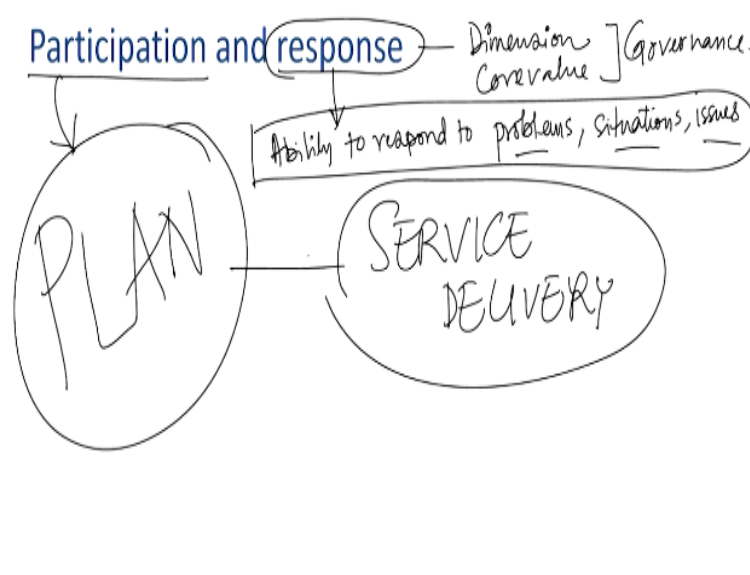| Indicator	City (Municipal Corporation)	State (Urban)	India (Urban)
Per Capita Income (Rs.) at 2004-05 constant price *	33312	23259	Rs. 35, 947 [a]
Urban Poverty Ratio (% of urban population)**	4.79	17.3	13.7
Unemployment Rate, 2011-12***	4.27	3.5	3.4
Work Participation Rate, 2011-12***	35.55	38.1	35.5
Work Status, 2011-12 (%) ***			
Self-employed:	40.34	51.2	42.0
Regular/wage salaried employees:	44.95	34.6	43.4
Casual labour:	14.71	14.2	14.6
Sectoral Distribution of Workers, 2011-12 (%) ***			
Primary	0.79	14.9	7.5
Secondary	27.92	22.3	34.2
Tertiary	71.29	62.8	58.3
Workers Classified by Major Occupation, 2011-12(%) ***			
Legislators, senior officials and managers	14.98	13.2	15.8
Professionals	10.25	7	8.8
Technicians and associate professionals	11.93	7	6.7
Clerks	4.15	3.1	5.0
Service workers and shop and market sales workers	25.08	20.3	14.7
Skilled agricultural and fishery workers	0	13.3	4.6
Craft and related trades workers	28.73	20.8	19.2
Plant and machine operators and assemblers	3.25	5.1	9.2
Elementary occupations	1.63	10.3	16.1
Workers not classified by occupation	0	0	0.1
Primary Commodity Manufactured[f]	Rice Kora khai	NA	

Similarly, if we see the economic and the social profile, you can see that per capita income, urban poverty ratio that is how much percentage of the people are coming under the as an economical weaker section, unemployment rate during 2011 and 12 in terms of the percentage, work participation rate that is 35.55% of people are working, the adult population, the work status, the self-employed, the type of work that is the self-employed, regular wage under and casual labour.

Then, you can see the distribution between primary, secondary and tertiary, you can see that for particular this city, Bhubaneswar, the tertiary sector is the predominant sectors, so from this you can understand that these city depends largely on the business transaction and the commercial establishment for their job generation, followed by the industry and the manufacturing sector and the amount in the primary sector that is agriculture and fishery is very negligible < 1%.

And following that you can see other elements like number of legislators, professional, technician, clerks, a percentage, so from these you will have a cross-section of your municipality or your city, so that you can get some idea and plan for them, so this is how we represent, I have just shown a typical example, very cryptic example but when you practice in your urban areas or for the urban development, this analysis has to be done in much detailed manner.

We will discussed this element whenever we will show some case study during our urban planning module, so please keep a note that we will discuss this how to make the social profile, economic profile and the demographic profile for a city, when we make a plan or we make a plan for a urban services.

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So, after that let me discuss some amount of something regarding the participants and response now, why we are studying the population profile, their economic profile, their social profile, demographic profile; the main reason of studying them in very details is that so that we can reach to them for giving the better services for their (()) (17:04). Now, in the beginning we discussed that response is a very important dimensions and core value of governance, right.

That means your ability, here we mean response as your ability to respond to local problems, situations or a particular issues right, so unless you know the cross-section of your population you cannot respond and apart from this problem situation and issues, we need to plan for urban

local bodies for their future and for this plan, we need their participation, why; because unless we plan appropriately and adequately which is proportional and compliant with their requirement and demand, the plan will not be successful.
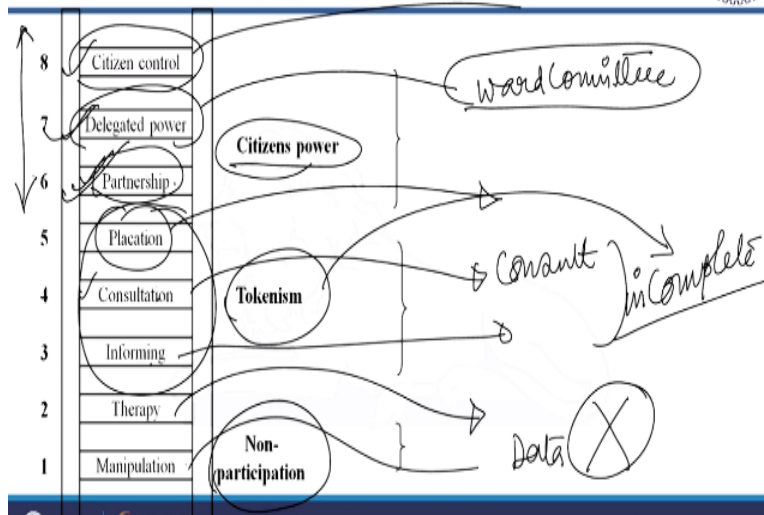
We have seen in history that we have done lot of projects for the poor people and poor people have rejected those projects, we have done housing for the poor people and poor people have rejected those housing because the housing is not designed as per their requirement and their aspirations, for that reason we need their participation, their involvement, their access in our plan making mechanism.

So that participation is very important not only the plan also day to day service delivery, you know that a common citizens depend for their day to day service delivery for example, water supply, sanitation, solid waste management, for every service, they depend on urban local bodies, so for service delivery and for plan making, we need their participation, so that we can understand in better way their requirement and satisfy that.

And if we can do that, the wastage will be less effectiveness and the outcome will be more, the image of the government will be better and you will definitely get a sustainable urban development, so with this, I would like to share a theoretical model of participation that how the urban local bodies and cities can make people involvement and what are the levels of the involvement.

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Ladders of Citizens Participation (by Arnstein)

So, this model is given by one scholar called Arnstein, this is called the ladders of citizen's participation, there are 8 stages of the citizen's participation starting for manipulation, therapy, informing, consultation, placation, partnership, delegated power and citizens control, let me discuss from the bottom, some manipulation is basically, you are not making people participative you are not participating but you are manipulating the data.

So, manipulating just data to show that you are making people participating but it is not actually happening, so it is not actual participation. Therapies that you perceive a problem, you perceive a issue in local areas or you perceive a particular demand but you do not talk to them, you do not listen to them but you call them and then you give some kind of counselling that okay, we will do this later on and you give some kind of false promise.

And so that they understand for time being that okay it will be done, so that those kind of approach is called therapy, so this is basically we called as nonparticipation and that should not be continued or that should not be practised in real form. Second is that informing; you are planning something or you are doing something for the citizen, you are informing them via electronic media, via print media or any media, okay.

But you are not actually involving them in the plan making or the decision making process, you are just informing that we are doing this that is called informing, second is the consultation; here

you call the people, you only consult that means, you ask people what is their requirement but you do not ask what is the solution and what you are doing actually, your decision about the problem, you are not sharing that with the people.

So, you are listening to them but it is not mandatory that you are not, you are addressing or you are complying their requirement or not, so it is just one-way communication between the citizen and the city authority, so informing and consultation is also not complete participation in true sense. Number 5 in this ladder in this situation is the; in this series is the placation; placation is something that for example, there is a huge demand of a road or a school in ward or in a Borogh or in a particular area.

So, placation is you call people, you listen to them and for all the requirements and the demand, you construct or do or implement only some part of the project as a token, so you do not do the every part of the project just to show that you have listened to them you are doing maybe 5%, 10% of a token of a small part of the project that is called placation that means, in place of the whole project you are either misleading them or you are doing only a small part of the project.

So, this 3 element; placation, consultation and information is called Tokenism, so again tokenism is not the complete is basically incomplete participation, okay, so earlier we have seen that manipulation and therapy is a nonparticipation and then informing, consultation and placation is the incomplete participation but after that if you are willing to partner to listen to them to address their problem, you can make partnership with them.

The meaning of partnership is that you make them partner to do some development project for example, I know there are several urban local bodies in India, they make citizens group as a partner and they involve them in the day to day supervision after some essential training, so that municipality and people they have joint responsibility of the quality and the timely construction of some infrastructure, so this is called partnership.

It can be done in social sector, economic sector or any other sector also, so partnership is a very good form of participation and this is giving actually the citizens power, after the partnership

there are also examples of delegation of power, where you delegate some amount of the power to the people for example, we have discussed earlier the concept of ward committee; in the ward committee actually, many municipalities and urban local government they have delegated the power to the ward committee to collect their local taxes.

So, ward committee on behalf of urban local bodies, they collect their local taxes and after keeping as a small amount of share of that taxes for the day to day running of the ward office and the local activities, the remaining amount they transfer to the municipal office, so that is a kind of power delegation and this is very important, so this ensures partnership and delegation of power both.

And the extreme example of the citizen's participation could be citizens control, if a municipal office fails to perform at their expectation, the citizen can take the last call either to continue this municipal office or to discontinue the municipal office through their elections and you can involve them from the very beginning, in the planning and the execution stage of the project by partnership, by delegated power.

In that method, you will find that all the decision making at the urban local bodies will be very smooth because people will participate in the decision making, they will participate in the delegated power and their execution, they will participate in lot of other projects, so this is; please keep this in your mind if you work in urban areas, try to remember these 8 stages of the participation of the citizens.

So, ideally we should practice these 3, so we should avoid the number 1 to 5 and we should practice the citizens, control delegated power and partnership. So, let us summarise today's lecture, so today we discussed the various kinds of people, how to understand the people, basic demographic dimension, socio cultural dimensions, economic dimensions, we have learned that total population, male female breakup, age and sex ratio.

Then the migration data, the work participation rate, the economic profile in terms of the percentage in primary sector, secondary sector, tertiary sector and then the group wise

percentage, higher income group, middle income group, lower income group and the economic reconstruction, these are very important part to study the people and then cultural profile; the literacy rate, the SC/ST population, religion, language etc., is very important to know.

And after that we have also learned few models in the participation, we mentioned that the response and participation both are very important in urban governance and participations can be done at 8 levels starting from the low participation, token participation and the ultimate participation, we have seen that partnership, delegation of the power and the citizens control at the ideal partnership which will enable you to make a stronger local government and to make your urban government very strong for the improvement of the livability.

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Next LECTURE

7. People and Community-2

So, having said that we conclude today's lecture, the next lecture will be on the community group, we will see that apart from the people, how to understand the various community group and what are the inter lying, insights of the community group, so that you can govern the local government in a better way, so thank you very much for today's lecture.