# Governance and Citizens in Urban India: Evidence from Jalandhar

March 2025

## Content

1. Urban India	3
2. The Urban Governance Project	6
3. Research Design	7
4. City in Focus: Jalandhar	9
5. Governance	13
6. Citizenship	21
7. Citizen Participation	25
8. Basic Service Delivery	30
9. Relationship between Participation and Service Delivery	36
10. Way Forward	
11. Appendix 1- Methodology	43
12. Appendix 2- Construction of Citizen Participation Index	46
13. Appendix 3- Construction of Basic Service Delivery and Infrastructure Inc	dex 47

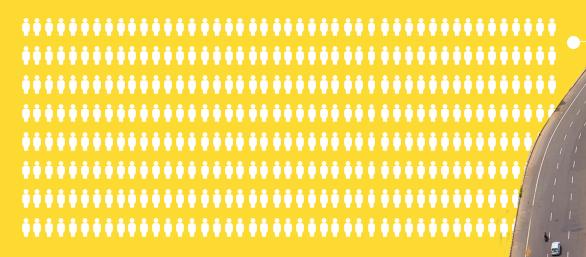
# INTRODUCTION

### **Urban India**

One of the greatest challenges that India faces in the 21st century is the governance of its cities. Cities are centers of innovation, opportunity, and growth, and are home to a steady flow of migrants. In 2011, Mumbai, Delhi, and Kolkata were the only three cities with more than ten million people each, and 53 cities had populations of more than one million each.<sup>1</sup>

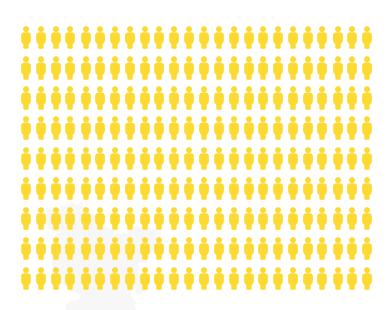
#### As of 2022,

India stands at almost 400 cities with populations between 0.1 to 1 million.



1 chromeextension://efaidnbmnnnibpcajpcglclefindmkaj/https://www.janaagraha.org/files/pub lications/Citizen-Index-Book-Dec-2014.pdf





A UN report has estimated that urban population in India, will stand at



## 675 million people by 2035

and the percentage of India's urban population will be 43.2 percent.<sup>2</sup> However, the physical growth of cities has paced much ahead of our ability to govern them, which has put huge pressure on the existing development infrastructure, resources, and governance systems.

With recent studies suggesting a stabilization of population growth in the top-tier cities, it is believed that the future expansion of India's urban population is likely to be primarily driven by the smaller statutory towns (those with less than 0.1 million population) and Census Towns. These segments together accounted for a significant 50% of India's urban population in 2011. The narrative of India's urbanization is, therefore, becoming less top-heavy. Instead, there is a strong indication of more balanced urbanization, with small and medium cities poised to play a significant role. Understanding and addressing the specific needs and opportunities of these areas is fundamental for achieving inclusive urban development.

### **City-Systems**

Our work collects and presents data on the state of basic services and infrastructure in Indian cities to highlight the extent of these challenges. At the same time, relating the delivery of such services to mechanisms of governance. The ability of a city to deliver good quality of life (e.g.at a minimum, good quality of basic services and infrastructure) depends to a large extent on the complex, mostly-invisible factors (such as laws, policies, institutions, institutional processes) that underpin urban governance. To conceptualize these factors, diagnose urban problems and - more importantly - solve them, we need to view them in a systems framework. The "City-Systems" framework is a framework created by Janaagraha that helps us identify the root causes of our urban challenges. This City-Systems framework comprises four components:



1. Urban Planning & Design



2. Urban Capacities & Resources



3. Empowered & Legitimate Political Representation



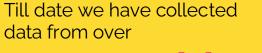
4. Transparency, Accountability & Participation

Janaagraha undertakes regular reviews of the laws, policies, institutions and institutional processes that lie within each of these four components. Entitled 'Annual Survey of India's City-Systems',<sup>3</sup> this work has identified significant challenges with urban India's City-Systems.

The work in this project focuses particularly on the fourth component. With such large populations living in smaller geographical areas, it is crucial to deepen citizen participation in all governance systems, in order to improve quality of life. Citizens should not only be aware, but empowered to have a say in how their cities and neighbourhoods are planned and managed. In any democracy, the quality of governance is inextricably tied to the quality of citizenship. Our work ,therefore, also collects data on the current status quo of citizen participation and considers its relationship to service delivery in urban India.

## The Urban Governance Project

The Urban Governance project aims to gather systematic and robust data on the relationship between citizenship, basic services, and infrastructure delivery in cities across India. We argue that effective citizenship means essentially being able to use one's rights, that is to effectively participate in public life and engage in public activities across social boundaries. Second, effective citizenship means being able to claim and obtain public goods, basic services, and infrastructure from the local state.

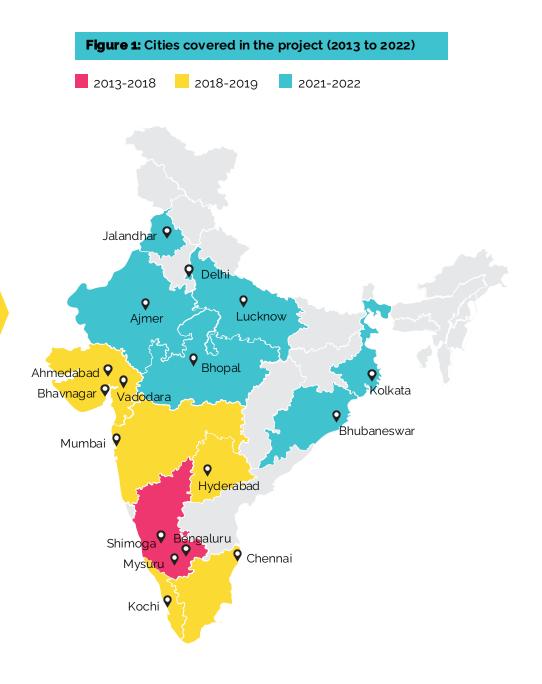


## 38,000 citizens

in 17 cities across India.

## 





### **Research design**

#### **O1 Key respondent interviews**

City commissioners, police commissioners, corporators, heads of departments, prominent academics in the city/ state, and civil society activists were interviewed in each city to understand local context on service provision, issues, reference terms and inform the nuance for each city's survey instrument.





#### 02 Focus Group Discussions (FGDs)

- 2 FGDs per city.
- Male and female citizens participated who were from marginalised communities, typically from very low-income neighbourhoods, especially in shack settlements and informal slums.
- Goals:
  - To collect qualitative data on how citizens access services, how they engage with politicians and the state, how communities are organized and how maginalised communities understand their rights
  - b. To use responses to adapt and fine tune our survey instrument to actual conditions and practices in these communities.

#### 03 Large, quantitative, representative household surveys

Systematic random sampling that stratified polling parts to generate a representative sample of polling parts across each city taking care to ensure citizens from marginalised communities were included.

Manual counting, listing, and classification, of all residential buildings within the sampled polling parts in each city. Classification into one of five housing type categories: HT-1 (informal shacks), HT-2 (informal slums), HT-3 (lower middle class), HT-4 (middle class) and HT-5 (upper class housing).

Manual counting of number of households within each listed residential building.

Systematic sampling of households across polling parts.

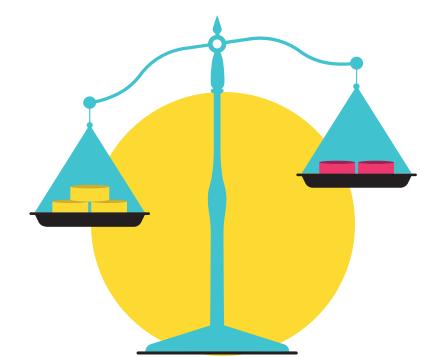
Quantitative household surveys with 1,000-3,000<sup>4</sup> citizens per city.

Top-up sampling to ensure sample match to listings (by housing type) and to account (and increase in the sample) for low numbers of certain housing types to allow for adequate 'within housing type' analysis.

#### 04 Weighting

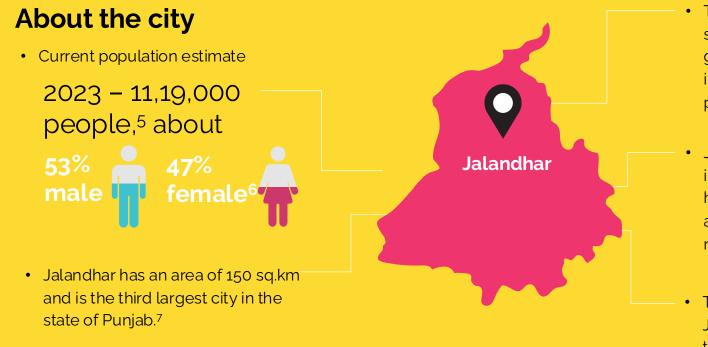
Rake weighting (or iterative proportional fitting) was used to create weights that are unique to each city. For the seven cities, each response was assigned a weight according to housing type of each housing structure, which is unique for each city according to the difference between the sample margins and the population distributions of the five housing types in the city (as determined by the listing data).

For more details on the methodology, please refer to Appendix 1.



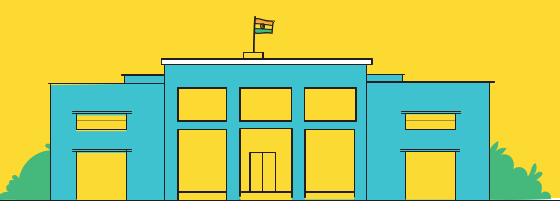
# **CITY IN FOCUS: JALANDHAR**

In this report, we provide a comprehensive overview of our quantitative findings from Jalandhar. Where appropriate, we compare our findings to six other cities from the most recent phase, for which our data analysis is completed.



- 5 https://population.un.org/wup/DataQuery/
- 6 https://censusindia.gov.in/nada/index.php/catalog/999, pp-32.
- 7 https://www.mcjalandhar.in/indexbc9ebc9e.html?page\_id=37
- 8 https://www.jalandharonline.in/city-guide/industries-in-jalandhar

- The city is famous for production of sports equipment, rubber and leather goods, automobile parts, surgical instruments, as well as handloom products.<sup>8</sup>
- Jalandhar is also known for its printing industry, and publishing houses, which house more than 12 vernacular dailies, along with fortnightly, and monthly newspapers.
- These industries have helped Jalandhar grow economically in the region and contributed to the state's economy.



#### About Jalandhar Municipal Corporation (MCJ) and local governance:

- Under the Punjab Municipal Corporation Act, 1976, Jalandhar was elevated to the status of Municipal Corporation in 1977.9
- The Act enlists the general powers of the corporation, along with the obligatory and discretionary functions. The obligatory functions include sanitation and drainage, registration of births and deaths, maintenance of public places and others. The discretionary functions of the corporation, among others, are furtherance of education including cultural and physical education, census of population, land and buildings survey, construction and maintenance of veterinary hospitals, public health and general welfare.
- The MCJ constitutes of 80 wards.
- List of agencies providing basic services to citizens:



1. Water and Sewerage:

State government through a statutory body Punjab Water Supply and Sewerage Board.<sup>10</sup>

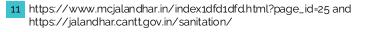


2. Garbage and Waste Disposal Service:

City local government i.e., Jalandhar Municipal Corporation (MCJ.) and the Jalandhar Cantonment Board<sup>11</sup>

9 https://www.mcjalandhar.in/indexbc9ebc9e.html?page\_id=37

10 https://pwssb.punjab.gov.in/





#### 3. Electricity:

State government through Punjab State Power Company Ltd. (PSPCL).<sup>12</sup>

#### 4. Public transport:



Aa combination of state and local government agencies, along with private operators. These include the City local government under Jalandhar City Transport Services Ltd. And Punjab Municipal Infrastructure Development Company (PMIDC) to enhance bus infrastructure.<sup>13</sup>



#### 5. Road construction, repairs, and maintenance :

City local government i.e., Jalandhar Municipal Corporation (MCJ).<sup>14</sup>

https://www.pspcl.in/About-us.

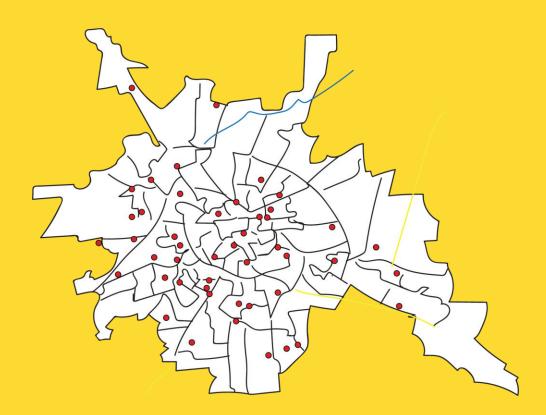
https://economictimes.indiatimes.com/company/jalandhar-city-transport-services-limited/U63031PB2006PLC030775. And https://www.ceew.in/careers/improving-urban-bus-transport-ecosystem-

punjab#:~:text=As%20part%20of%20the%20PM,Amritsar%2C%20Jalandhar%2C%20Ludhiana%20and%20Patiala

https://www.mcjalandhar.in/index1dfd1dfd.html?page\_id=25.

### Achieved sample for Jalandhar survey

Figure 2: The sampled polling parts for urban Jalandhar survey



#### Dates of Survey- July to October 2022

Total achieved sample for Jalandhar- 1133 citizens across 51 polling parts as shown in Figure 2.

The achieved raw sample broadly reflects the population data for Jalandhar city (see Table 1) with a slight over-representation of women and Hindus. The Housing Type (HT) distribution of the achieved sample also broadly reflects the HT distribution of the listing data in Ajmer. However, in Jalandhar, all housing types except HT3s were low in number during the listing. Therefore, there has been over-representation of all HTs except HT3. This was done deliberately through top-up sampling throughout the survey period to ensure adequate coverage of these HTs for 'within HT comparisons' (see Table 2). To adjust for this, weighted data (using Housing type listing proportions 1-5) is used throughout the report when not doing within HT type analysis. The listing data proportion of HT1 and HT2 (which in combination represents all slum-type housing in our work), at 6.5% appears as an underrepresentation of the slum proportions from Census 2011 which stands at 16.7%.15

5 Census slum population data: https://censusindia.gov.in/nada/index.php/catalog/6190

	Tota	l populatior	ı	Literacy %	Religion %			Caste %	
	Total (n)	Male %	Female %		Hindu	Muslim	others	SC	ST
Census <sup>16</sup>	868821	53	47	77	64	1	35	27	O 17
Raw Sample	1133	44	56	80	77	2	21	36	3
Weighted data	1133	41	59	88	75	2	23	29	3

#### **Table 2:** Housing Type structure listing and Achieved Sample data for Jalandhar

Data	HT1	HT1	HT1	HT1	HT1	HT1
Housing type listing (structures)	4.8	1.7	72.6	12.3	8.6	5638
Achieved (raw) sample (%)	9.1	8.5	54.0	14.0	14.4	1133

16 Actual population 2011- https://censusindia.gov.in/nada/index.php/catalog/999, pp-32. Figures for religion- https://www.census2011co.in/data/religion/district/590-jalandhar.html.

17 There is no scheduled tribe notified in 2011 census for Jalandhar district in the District Census Abstract Handbook XIFB, pp 109. https://censusindia.gov.in/nada/index.php/catalog/999.

# GOVERNANCE

### **Key findings**

As per Jalandhar citizens, education and water should be the top priorities for the local government.

Jalandhar citizens have a high regard for their elected representatives and consider that the latter takes care of everyone in their constituency.

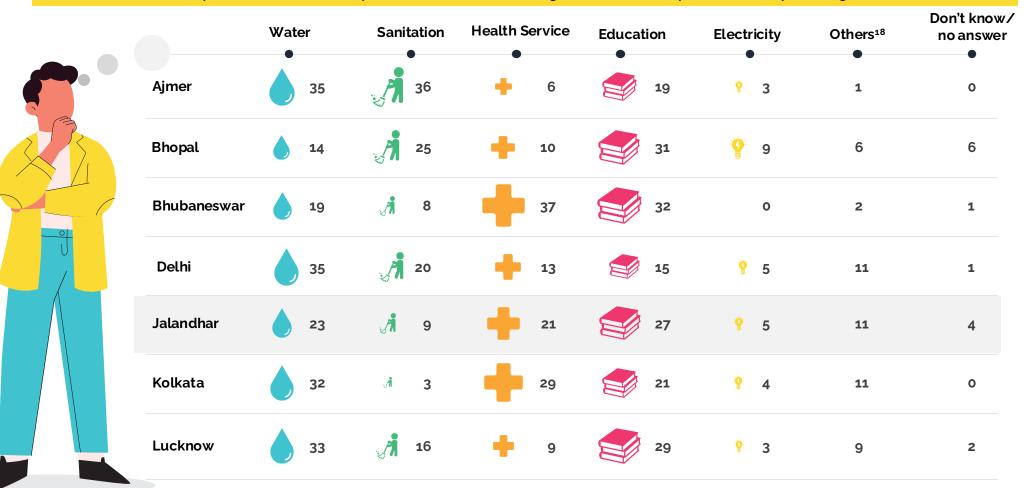
Since COVID-19, about half of Jalandhar residents indicate that their opinions of their corporator, and the MLAs are more positive than before the pandemic.

Just about one-third of the residents of Jalandhar city feel that it is their local corporator who is the most important resource in ensuring basic services to the **neighbourhood**, with reliance on the MLA also, particularly in HT4s and HT5s.

### Citizens' opinions about delivery of basic services

The awareness, involvement, and opinions of citizens on what the municipal governments should be doing and how are they doing it is integral to understanding urban governance.

Table 3: Urban citizens' opinion about the most important service that the local government should provide (data in percentage)

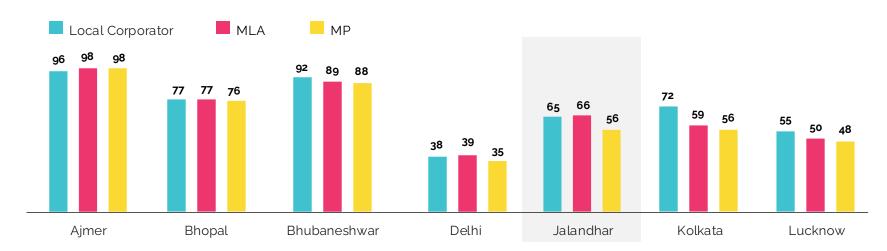


• The citizens of Jalandhar feel that the top priority of the local government should be provision of education, closely followed by provision of water. Together, both services garner fifty percent responses from the citizens. The two other cities which feel education should be the priority of the local government are Bhubaneswar and Bhopal.

• Provision of health services is the third priority for the citizens of Jalandhar, while it features as a top priority only for Bhubaneswar.

### Citizens' perceptions of key stakeholders in society

- The residents of Jalandhar city regard their corporators and other elected representatives quite highly, and about twothirds of them are of the opinion that the corporator and MLA care about the well-being of everyone in the constituency.
- In Jalandhar, the HT1s are the least likely to have a positive opinion about their elected representatives. While about onethird of HT1s feel that their elected representatives care about the well-being of everyone in the constituency, this opinion increases to around 70 percent in HT4s and HT5s.
- Close to fifty percent respondents in Jalandhar have a more positive opinion about their elected representatives, after the Covid-19 pandemic. The responses are almost similar or lower (Delhi, Ajmer) in other cities as well.
- The most positive change in perspective after the pandemic, has come for the police in Jalandhar, which is the case with most of the other cities, except Kolkata where opinion of the corporator and people's neighbours have seen the largest positive shift.



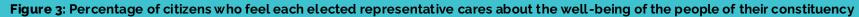


Figure 4: Percentage of Jalandhar citizens who feel each elected representative cares about the well-being of all the people of their constituency

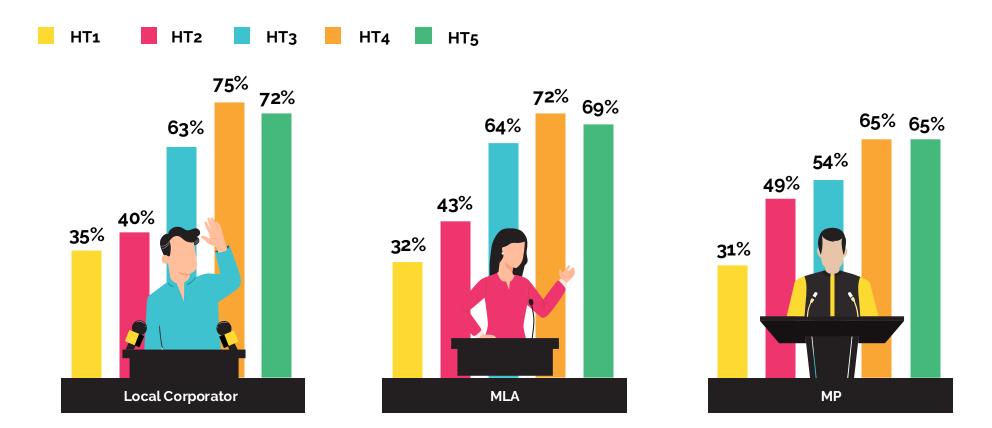
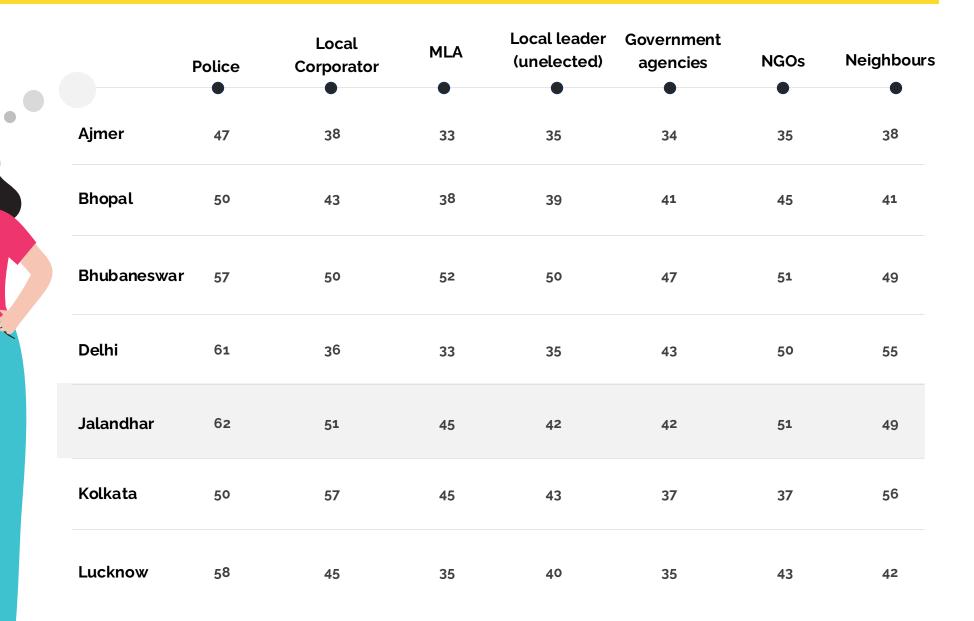




 Table 4: Percentage of citizens who feel more positive about specific stakeholders since the COVID-19 pandemic (data in percentage)



# Citizens' opinions about the role of key governance stakeholders in service delivery

Jalandhar citizens' opinions about local and elected representatives

In Jalandhar, about one-third of the respondents feel that the local corporator is the most important person in ensuring that the neighbourhood receives basic services. This is lower than in all cities except Delhi, though still the plurality of responses in the city, followed by the MLA and then other people of influence.

Just 5 percent of Jalandhar citizens feel that the government agency actually responsible for the services is actually the most important resource in ensuring basic services. This surprising sentiment is similar across all cities.

It is interesting to note that as we go up the housing ladder in Jalandhar, from HT1s and HT2s, to HT4s, a larger proportion of people answer that the local corporator is the most important person in ensuring basic services in the neighbourhood. This opinion dips a little as we go from HT4 to HT5 who seem to find greater reliance on the MLA than those in other housing types.

Fifty percent of the HT1 and HT2 respondents say that they do not know who is important to ensure basic services to the neighbourhood. This is the highest among all housing types

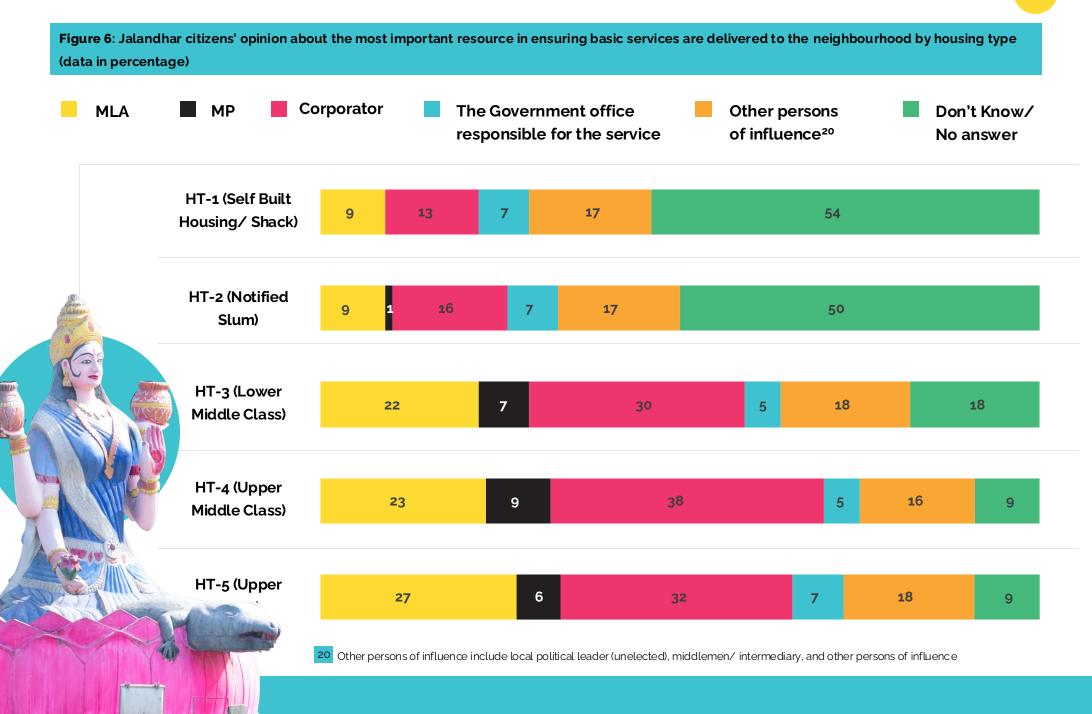


Figure 5: Urban citizens' opinion about the most important resource in ensuring basic services are delivered to the neighbourhood (data in percentage)

MLA	MP	Corporat		Government offi consible for the se		Other pe of influe		Don't Know/ No answer
Ajmer	4 2				91			112
Bhopal	10	1		65			3 4	16
Bhubaneswar	5 <mark>&lt;</mark>			77			2	3 12
Delhi	16	1	25	3 14			41	
Jalandhar	23		7	31	5		18	17
Kolkata	16	1			73			1 6 2
Lucknow	5 2		57			12	10	15
19 Other persons of infl	uence include los	cal political loador (uno	lected) middlemen/					

19 Other persons of influence include local political leader (unelected), middlemen/ intermediary, and other persons of influence





# **CITIZENSHIP**

## **Key findings**



As in all cities, in Jalandhar, citizens feel voting is the topmost responsibility of a citizen in a democracy. However, the proportion of citizens who think this in Jalandhar is the lowest among all sampled cities, along with Delhi.

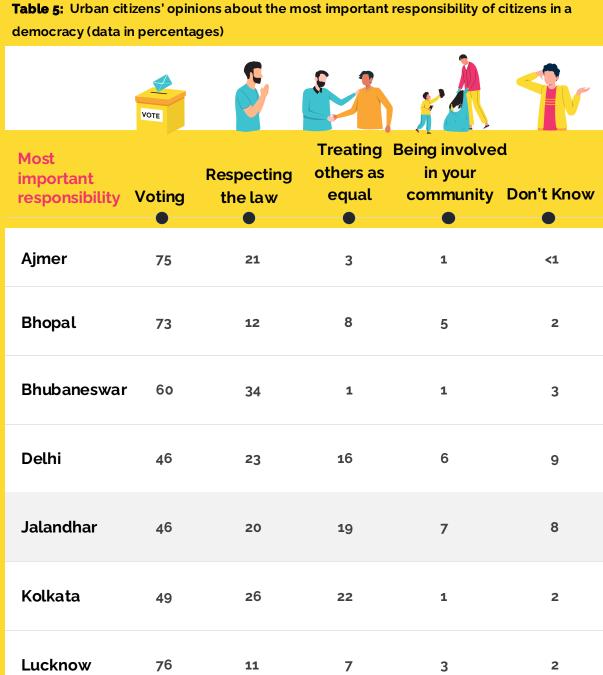
Vertical citizenship of respecting processes and institutions is higher in Jalandhar, than horizontal citizenship, of respecting fellow citizens, and the community.

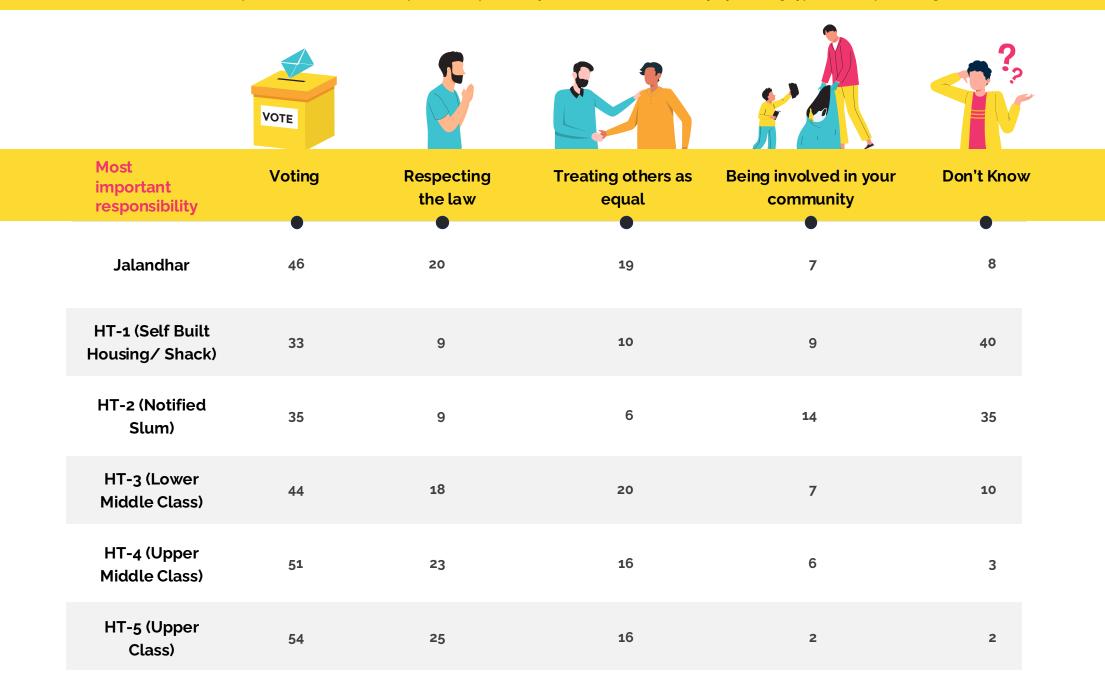
There is a huge variation among housing types reporting voter registration, with the responses more than tripling from HT1s to HT3s.



# Citizens' opinions about their responsibilities in a democracy

- Overall, urban residents in our sample have more vertical citizenship than horizontal. By vertical citizenship, we mean how citizens view their rights and obligations vis-a-vis the state, and by horizontal citizenship we mean how citizens view their obligations and rights vis-a-vis fellow citizens.
- Although a plurality of Jalandhar citizens view their most important responsibility as voting, this response is the lowest among all other cities along with citizens in Delhi. Additionally, only just less than 50 percent Jalandhar citizens self-report their registration to vote in all elections.
- The second most important responsibility reported by Jalandhar citizens is respecting the law. This is the most common second response to the question, among all the sampled cities. In Jalandhar this is closely followed by treating others as equals.
- Though all housing types report that voting is the most important responsibility of a citizen in a democracy, there is an increase in responses with every subsequent housing type. Where close to one-third of HT1s and HT2s have this response, it increases to more than 50 percent in HT4s and HT5s.
- More than one-third of HT1 and HT2 residents report that they do not know what is the most important responsibility of citizens in a democracy.

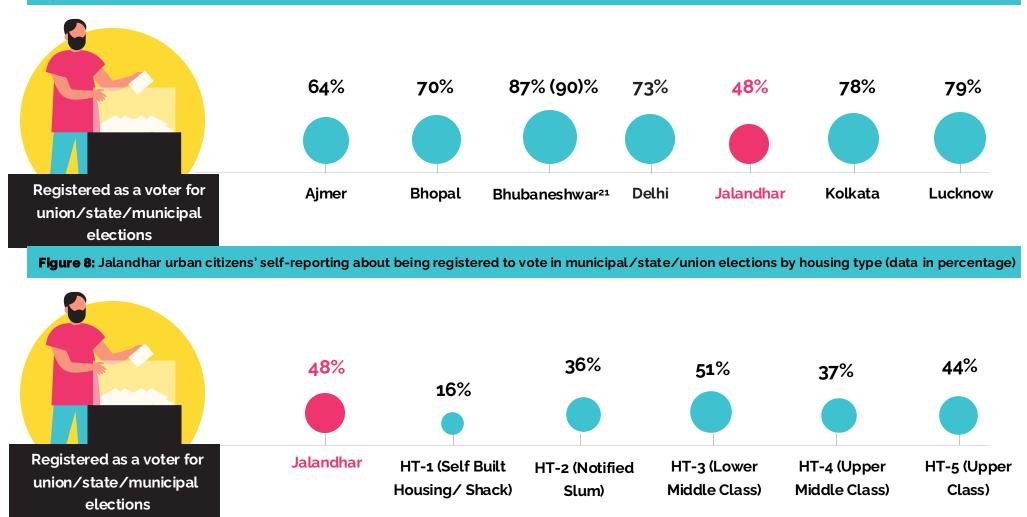




#### Table 6: Urban Jalandhar citizens' opinions about the most important responsibility of citizens in a democracy by housing type (data in percentages)

### Citizens' self-reporting about being registered to vote

Figure 7: Urban citizens' self-reporting about being registered to vote in municipal/state/union elections (data in percentage)



• In Jalandhar, just below 50 percent citizens report that they are registered to vote for all layers of government. We observe a huge variation among housing types, where the increase from HT1s to HT2s is 20 percentage points, and this dips for HT3 to HT5. HT3s report the highest voter registration at 51 percent. HT3s report more than triple self-reported voter registrations than HT1s.

<sup>1</sup> In an unstarred question (no.1516) asked in Lok Sabha on 10th February 2021, the Minister of Law and Justice clarified that all states and union territories are sharing the voter list. Hence, the same electoral rolls are used for national, state, municipal, and panchayat elections. However, in Bhubanes war local knowledge suggested the separate electoral lists may still be in use, so separate questions were asked about municipal elections. Self-reported voter registration for municipal elections is given in brackets.

# **CITIZEN PARTICIPATION**

## **Key findings**

Jalandhar fares worst in terms of citizen participation scores, across all sample cities.

As for most urban citizens, Jalandhar citizens participate most by voting.

Jalandhar citizens have low awareness about ward committees in the city. This is not surprising given no formal ward committees have been constituted in any of the ULBs in the state.

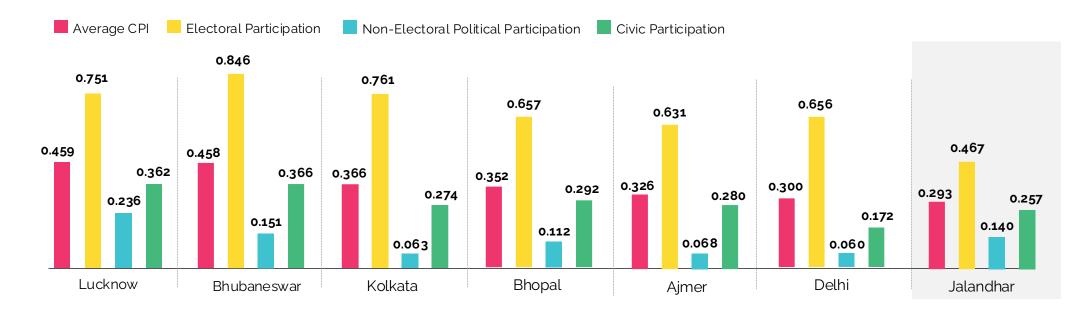
The majority of Jalandhar residents do not know how to contact the ward corporator.



## **Citizen participation**

To create a holistic picture of citizen participation, we created a citizen participation index (CPI). The index comprises of three components including political participation (electoral), non-electoral political participation and civic participation. The index is created from the responses to multiple questions. The index calculates a score between 0 and 1, which means that a score closer to zero would signify low participation, and a score of one would mean that the citizen participated in all activities.<sup>22</sup>

#### Figure 9: Average citizen participation index and components' score by city



02

#### Key findings

K

01

The CPI scores of all sampled cities is on the lower end of the range. Jalandhar scores the lowest among all sampled cities. As for most urban citizens, Jalandhar citizens participate most by voting, but while in most cities this is in 2 out of 3 of the last elections, in Jalandhar this is in an average of 1 out of the last 3 elections of different tiers of government. 03

As is the case in all cities, in Jalandhar, citizens participate least in non-electoral political activities such as political rallies or as members of political parties. Table 7: CPI scores by Housing Type

	HT-1 (Self Built Housing/ Shack)	HT-2 (Notified Slum)	HT-3 (Lower Middle Class)	HT-4 (Upper Middle Class)	HT-5 (Upper Class)
		•			•
Ajmer	0.195	0.323	0.325	0.325	0.369
Bhopal	0.362	0.368	0.347	0.343	0.425
Bhubaneswar	0.267	0.443	0.476	0.461	0.438
Delhi	0.198	0.280	0.299	0.327	0.311
Jalandhar	0.102	0.187	0.309	0.238	0.260
Kolkata	0.353	0.387	0.363	0.343	0.326
Lucknow	0.245	0.403	0.460	0.483	0.448

#### Key findings

- Among the urban Jalandhar residents, participation is the least in HT1s, and jumps most as we move from HT2s to HT3s. From there on, participation dips to HT4, and slightly increases to HT5.
- Among the tier-II cities of Jalandhar and Ajmer, the latter scores better in comparison to Jalandhar. Jalandhar scores lowest in participation for all housing types except HT3, where it scores a marginally over Delhi.

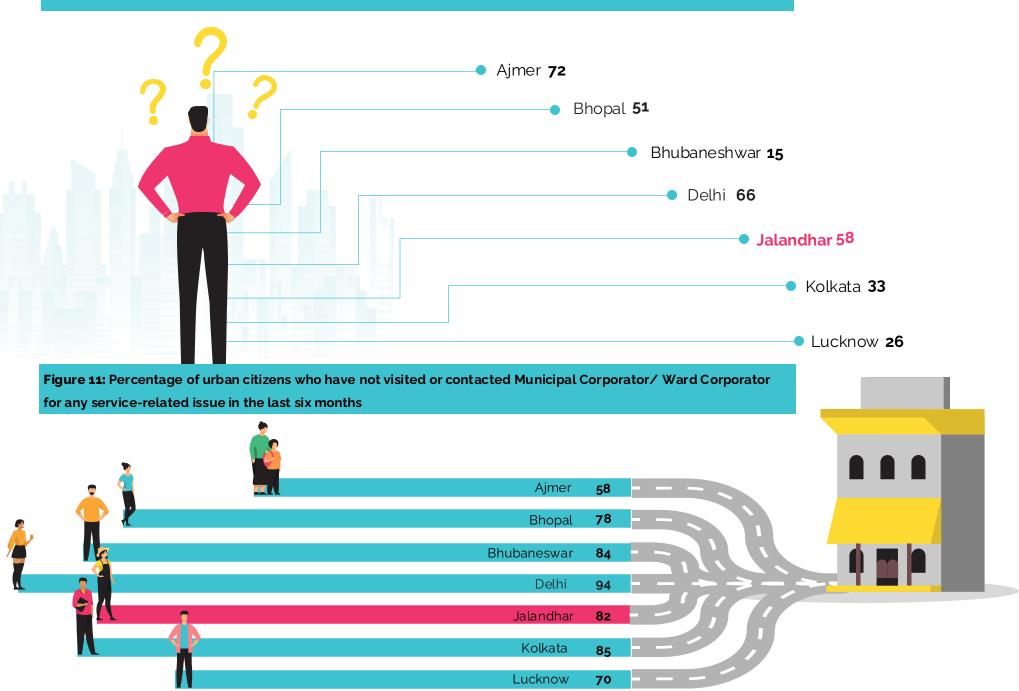
### Citizens' awareness of ward committees and engagement with corporators

**Table 8:** Urban citizen's awareness and attendance in ward committeemeetings (data in percentages)

Aware about	t ward	If yes, attended ward committee			
committee	s (yes)	meetings in the last year			
Ajmer	4	67			
Bhopal	10	68			
Bhubaneswar	42	62			
Delhi	6	41			
Jalandhar	14	53			
Kolkata	37	11			
Lucknow	25	83			



- A small proportion of Jalandhar residents are aware of ward committees. This small amount is not surprising since no formal ward committees are constituted anywhere in the state. It was recommended in the Comptroller and Auditor General report of 2021<sup>23</sup> that the state should take requisite action to constitute the ward committees in order to uphold the participation of the people.
- Among those who are aware of ward committees, about 50 percent of them reported having attended meetings in the last year.
- Among all other sampled cities, Bhubaneswar and Kolkata report much higher percentages of citizen awareness about ward committees.<sup>24</sup>
- Close to 60 percent of Jalandhar residents do not know how to contact their ward corporator. This is the third highest among all the sampled cities. Moreover, over 80 percent residents have not visited municipal corporator/ward corporator for any servicerelated issue in the last six months. This is not surprising since only just about 30 percent citizens report that the corporator is most important in ensuring basic service provision.
- 23 https://cag.gov.in/webroot/uploads/download\_audit\_report/2021/Report%20No. %204%200f%202021%20Govt.%200f%20Punjab\_CA-062e77ee6b95750.20819070.pdf pp 22
- 24 In Bhubaneswar, though the ward committees (in the strictest sense of what ward committees are) are not that active, it is the slum development associations (SDAs), that are very active, and have been constituted through government intervention. In Kolkata as well, while the area sabhas or ward committees are not very active (in each ward), there are borough committees (constituted for a few wards together) that are much more active.



#### Figure 10: Percentage of urban citizens who don't know how to contact their ward corporator (data in percentages)

# **BASIC SERVICE DELIVERY**

### **Key findings**

Urban Jalandhar fares average among all cities with regard to the BSDII scores

As we move from the lowest housing type HT1, to HT2, there is considerable improvement in service delivery for Jalandhar residents.

Piped water connections are present for more than 80 percent of HT1s, though most of them do not have a direct water connection at home. However, the main challenge faced by the households is the duration of daily water supply.

Reporting of compromised sanitation is the highest among HT1s, and it drastically reduces for HT2s. However, HT3 and beyond, almost no one reports compromised sanitation

Most of the HT1 residents are practicing open defecation, since only a small number have access to a piped sewerage system.



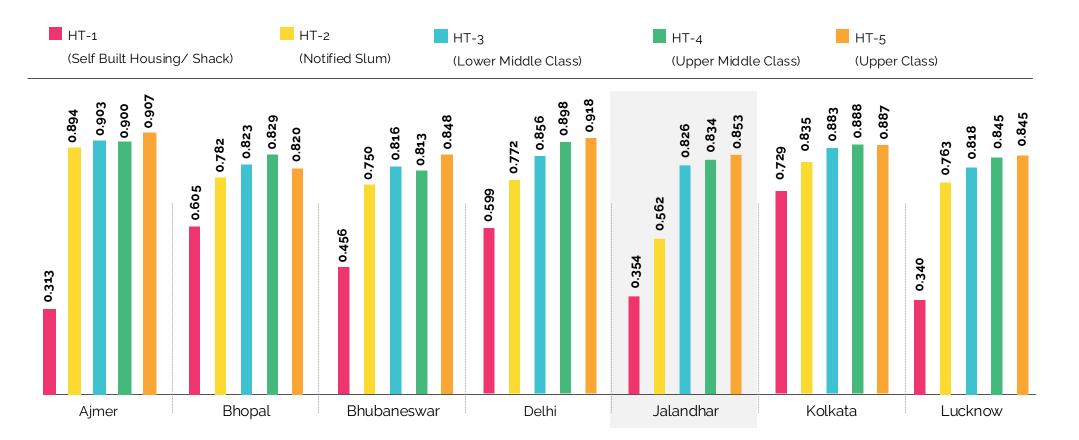
### **Basic Service Delivery Index (BSDII)**

To provide a composite picture of the quality of basic services, we created an index which was a comprehensive measure of access to services including drinking water, sanitation, electricity, condition of roads in front of the house, and the likelihood of the house getting flooded The index goes from 0 to 1, with :

o- meaning that a household gets no services and is often subject to flooding,

**1-** meaning continuous 24/7 delivery of water and electricity, a flush toilet that is connected to a sewer line (or septic tank) and does not get clogged, and good roads, and no flooding in the house or neighbourhood (see Appendix 3 for more details).





Key Findings

01



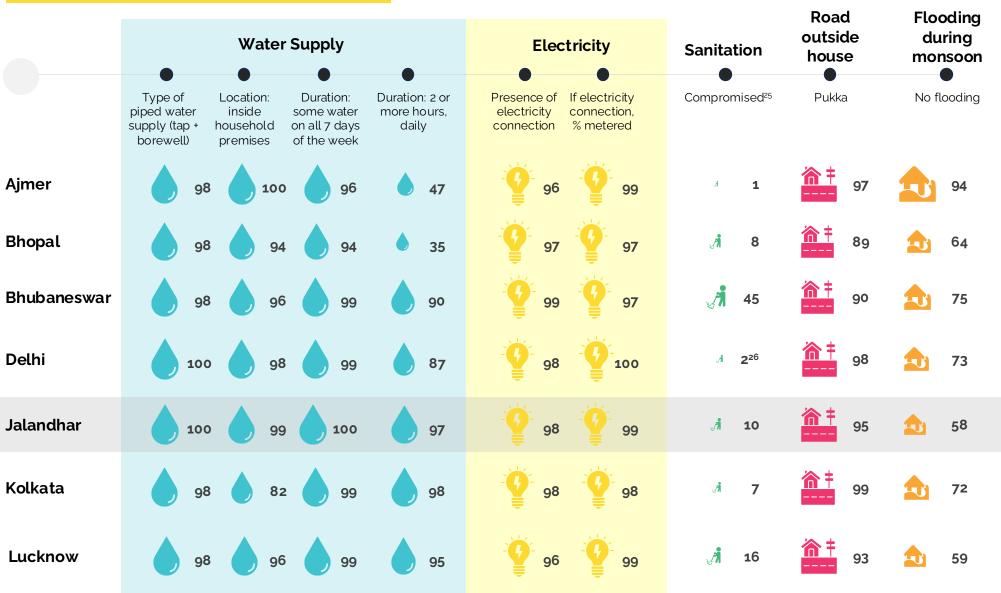
02

Most cities overall report aJalandhar farelatively high BSDII score butWhile the BSthese scores are highlylowest scoredifferentiated by socio-sampled citieseconomic class.than in other

#### Jalandhar fares average among all cities in the BSDII scores. While the BSDII scores are relatively high for HT3s to HT5s, the HT1s have the lowest scores for services, compared to the other HTs, as also true in other sampled cities. In Jalandhar however, HT2s have a substantially lower score than in other cities. The jump in BDSII score from HT2 to HT3 is considerable and something not seen in other cities

## Breakdown of basic service provision

#### **Table 9:** Availability of basic services (data in percentage)



25 Compromised Sanitation: (1) No Latrine within Premises: (1) Open Defecation (2) Public Latrine (3) Pit Latrine (Open) (4) not connected to any Other System (not connected to a sewer line): Open drainage into the ground or into water body through a covered drain or uncovered drain.

26 This figure is counter-intuitive from our understanding of the ground realities. There may have been some mis-interpretation of the question when translated into Hindi and this is being explored.

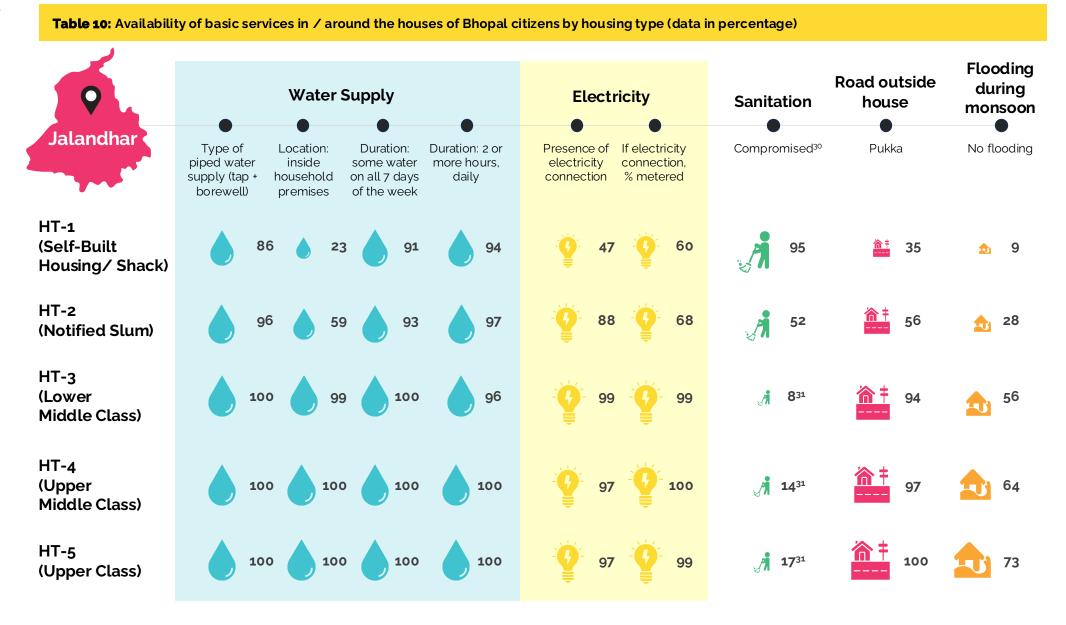
- Jalandhar city has very high overall scores for piped water connections, presence of metered electricity as well as having pakka roads in front of the house.
- HT1s face a disadvantage in provision of water, sanitation, as well as electricity. Less than 50 percent of the HT1 residents say that they have electricity connections, out of which about 40 percent are not metered.<sup>27</sup>
- Most of the HT1 residents in Jalandhar have a piped water connection, though HT1s and HT2s rely on community taps to a large extent.<sup>28</sup>
- For Jalandhar, almost all HT1s and about 50 percent HT2s reported compromised sanitation.<sup>29</sup>
- We observe a big positive shift from HT1s to HT2s in provision of services and again from HT2 to HT3. For HT3 and beyond, there is almost universal coverage of services for water, electricity, and roads. However, larger proportions of HT3- HT5s note there is flooding of premises during monsoons. Additionally, there are a few outliers for compromised sanitation for HT3, HT4 and HT5 which are being explored.

During the FGDs, it was reported that all participants had a metered electricity connection, without any issues. However, they did not know which agency provides electricity, but said that it is provided by a private company, not the government.

28 Within the two group FGD, there were similarities in water availability, and storage, where most of the participants reported receiving water through their household piped connections for 3 to 7 hours a day. The water was reported as not potable in summers, and they all have filters and RO connection installed. They all use overhead tanks for storage of water, and there are no water charges levied.

During the focus group discussions, both neighbourhoods reported that they had piped toilet connections in their houses, which were connected to a sewage line. The problem was that whenever the sewage line was choked (mostly during monsoon), the water/ waste overflowed and the whole area stunk. While all toilets were privately built, the cleaning of the choked pipes was done by municipality workers, for about Rs.20 per house.





30 Compromised Sanitation: (1) No Latrine within Premises: (1) Open Defecation (2) Public Latrine (3) Pit Latrine (Open) (4) not connected to any Other System (not connected to a sewer line): Open drainage into the ground or into water body through a covered drain or uncovered drain.

31 Use of compromised sanitation is counter-intuitive for these housing type groupings. There may have been some mis-interpretation of the question when translated into Hindi and this is being explored.

### **Relationship between citizen participation and service delivery**

For assessing the potential impact of participation on service delivery we begin by comparing the citizen participation index scores with the basic service delivery and infrastructure index scores for all cities.

#### **Table 11:** Comparison of CPI and BSDII scores by city





Jalandhar city stands last in terms of CPI score, among all cities but has an average BSDII score among all. We also notice that Lucknow tops the list for CPI scores but is third from last in the BSDII scores. However, when we look specifically within cities, we see a much more nuanced and clearer picture emerge. As can be seen in Figure 14, in all cities, except Kolkata, those citizens who have above average participation score s, also have higher BSDII scores.

#### Figure 14: Above and Below average CPI scores, and corresponding BSDII scores

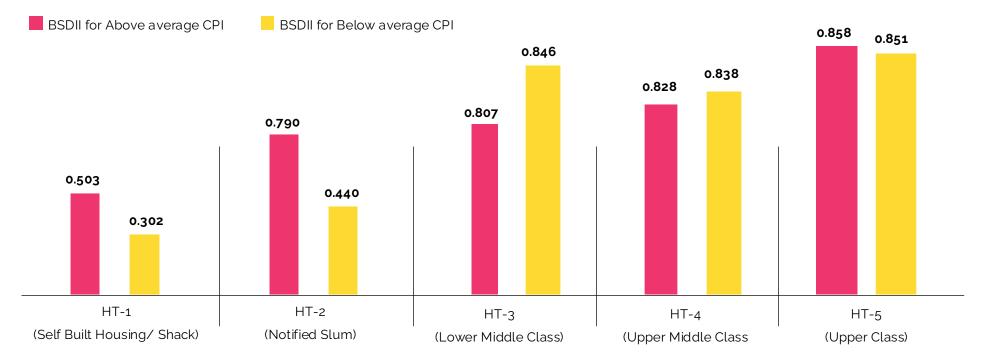
BSDII for above average CPI BSDII for below average CPI

0



In Jalandhar, the difference between service and infrastructure scores for those who participate an above -average amount and those who participate a below average amount appears pronounced in favor of participation for better services (Figure 15). Additionally, when we look at the same distinction of high/low participation within different housing types in Jalandhar city, we see some particular differentiation of service and infrastructure delivery, notably by those residing in HT1s and HT2s. Those residing in HT1 and 2 who participate more, tend to have a greater service delivery score, than those who have a below-average participation. In HT3 and 4, this trend is reversed though the magnitude of score difference is less. In HT5s, both scores are almost similar, though citizens with above-average participation have a marginally better service delivery score. Moreover, the service and infrastructure scores have a huge jump from HT1s to HT2, which shows differentiation in services provided in lowest levels of housing in Jalandhar.

Generally speaking, across cities, as we have seen, the BSDII scores improve as we go up the housing ladder. In all cities, the largest jump in improved services is from HT1 to HT2. What is particularly interesting however, is that in HT1s in all cities, except Bhopal, those who participate more, have better services. This differentiation that participation makes is seen most strongly in HT1s as compared with other HTs, regardless of city. It is important to note that the findings in this section describe the overall relationships found within the data. These need further exploration and context on a city-by-city basis.



#### Figure 15: BSDII scores split by high/low participation and housing type in Jalandhar

# WAY FORWARD

Urban Jalandhar residents have an average score in basic service delivery, as compared to all other sampled cities. Service delivery is lowest for those residing in shacks (HT1s), as is the case across cities, with a marked improvement even as you move to those residing in slums (HT2s). At the same time, citizen participation is the lowest in Jalandhar, compared with other cities and character ized mostly by voting and civic and community activities, rather than non-electoral, political activities. Participation is greatest in Jalandhar among those in HT3s, while there is hardly any difference in participation scores of HT2 – HT4. However, the relationship between participation and service delivery needs further exploration.



### Improve transparency, accountability and participation

While citizen participation is extremely low in Jalandhar, to enhance it there are a series of innovations that can be brought in from the policy perspective as well as implementation of already existing regulations. These include

- Mandating the constitution of ward committees and area sabhas and notifying the rules for the same.
- Amending the Punjab Municipal Corporation Act, 1976 to mandate:
  - i. **Participatory budgeting/public consultation** as part of municipal budgeting, and notify corresponding rules to institutionalise the same and ensure continuity.
  - The Municipal Corporation Jalandhar (MCJ) to conduct an annual internal audit of processes and internal controls and mandate the publication of the internal report in the public domain.
  - iii. The MCJ to adopt open data standards and publish key financial and operational data in open data format on the city government websites at regular intervals.
  - iv. Formulate a citizen charter providing for target levels of services, with time-bound service delivery and penal consequences and compensation for non-adherence along with other such relevant information,
  - v. The MCJ to have a **digital governance policy/roadmap**, as a tool of accountability and grievance redressal.
- Amend Punjab Municipal Corporation Act, 1976 to provide for a **Municipal Ombudsman**, to redress citizen grievances related to service delivery and failure of civic agencies and empower the Ombudsman to **investigate corruption suo motu and resolve inter-agency disputes**.
- Amend Punjab Municipality Compulsory Disclosure Rules, 2012 to be compliant with the model public disclosure law, that mandates **disclosure of minutes of meetings**



### **Fix other City-Systems**

As described in the introduction of this report, the ability of a city to deliver good quality of life depends on the laws, policies, institutions and institutional processes that underpin urban governance. To conceptualize these factors, diagnose urban problems and - more importantly - solve them, we need to view them in a systems framework. The "City-Systems" framework is a framework created by Janaagraha that helps us identify the root causes of our urban challenges and its components are regularly reviewed through the Annual Survey of India's City Systems (ASICS)<sup>32</sup>. 'Transparency, Accountability and Participation' is a key component of the City-Systems framework. However, there are three other key areas under which reforms and amends need to be considered which would help to strengthen the governance system to deliver good quality of life to citizens in Delhi. These include urban planning and design, urban capacities and resources - finance and human resources, and empowered and legitimate political representation.

Janaagraha Centre for Citizenship and Democracy (2017): Annual Survey of India's City-Systems – Shaping India's Urban Agenda. Available: https://www.janaagraha.org/asics/report/ASICS-report-2017-fin.pdf [accessed 15-05-2023].

## Urban planning and design

As mentioned in ASICS (2017, p. 8),<sup>33</sup> 'well-made and wellexecuted Spatial Development Plans (SDP) lie at the heart of economically vibrant, equitable, environmentally sustainable and democratically engaged cities. India's cities suffer from acute lack of planning.'

Relevant to Jalandhar therefore, the Punjab Regional and Town Planning and Development Act, 1995 can be amended to mandate decentralized planning at all three levels of region, municipal and ward. In addition, it can include the participation of parastatals, civic agencies and the public in the planning process through formal platforms like ward committees and area sabhas. In addition, to ensure plan enforcement, the Act can be amended to prevent approval of plans not in conformity with the spatial plan, ensure effective monitoring systems for ongoing projects and strengthen penalization provisions for plan violations. A technical cell can be constituted to implement spatial development plan, and may also assist with sector specific and design specific planning, for sanitation, roads, footpaths, public utilities etc. Rules should also be notified for Punjab's land titling policy to secure land titles.



Janaagraha Centre for Citizenship and Democracy (2017): Annual Survey of India's City-Systems – Shaping India's Urban Agenda. Available: https://www.janaagraha.org/asics/report/ASICS-report-2017-fin.pdf [accessed 15-05-2023].

### Urban capacities and resources – finance and human resources

ASICS (2017) also highlights the need for large amounts of capital to be available for cities to invest. These investments need to be in bridging the gaps in current infrastructure as well as new developments. Additionally, it's needed for revenue expenditure such as operations and maintenance (including HR) and hiring of talent to deliver the same.

Pertinent to Jalandhar, amendments can be made to the Punjab Municipal Corporation Act, 1976 to empower the MCJ to levy and collect profession and advertisement tax, raise borrowings without prior approval from the state/union government and mandate the creation of medium-term fiscal plans to ensure fiscal prudence. Furthermore, the Punjab Municipal Corporation Act, 1976 should mandate medium-term and annual workforce plans that align with the fiscal plans put forth by the State Finance Commissions; and should be underpinned by a Performance Management System (PMS) with quantitative performance metrics at the staff and department level. There should be proper induction and periodic training of municipal officials.

### **Empowered and legitimate political representation**

Mayors and Councilors in Indian cities don't have full decision-making authority over critical functions and services such as planning, housing, water, environment, fire and emergency services etc.'(ASICS, 2017, p. 14),<sup>34</sup> As per Comptroller and Auditor General's performance audit report,<sup>35</sup> city governments are solely responsible for five functions, have overlapping jurisdiction with other civic agencies/state departments over four functions, have minimal role in six functions and are mere implementing agencies of two functions. The Punjab Municipal Corporation Act, 1976 should be amended to **devolve all 18 functions as per the 12th schedule**.

The Act can also be amended to empower city governments to assess their own staff requirement and in particular empower the Mayor/Council with the authority to appoint the Municipal Commissioner. It is recommended to amend the Punjab Municipal Corporation Act, 1976 to mandate a directly elected Mayor with a term of 5 years. The MCJ should also be empowered with the final budget approving authority. Since the State Election Commission (SEC) is responsible for conducting the municipal elections, and the ward delimitation is a political exercise, it is suggested that the SEC could be empowered further on ward delimitation as well, as the exercise should be undertaken by an independent and autonomous body.

35 Audit Reports | Comptroller and Auditor General of India. (n.d.). https://cag.gov.in/en/audit-report/details/116554

<sup>34</sup> Janaagraha Centre for Citizenship and Democracy (2017): Annual Survey of India's City-Systems – Shaping India's Urban Agenda. Available: https://www.janaagraha.org/asics/report/ASICS-report-2017-fin.pdf [accessed 15-05-2023].

# **APPENDIX 1**

# Methodology

#### Key respondent interviews

Key respondents were interviewed in each city, before the start of the formal quantitative survey, to understand the local context on service provision, municipal and urban issues faced by the city, and also to get specific information on wards and neighbourhoods for sampling purposes.

In Jalandhar, the key respondents' interviews were conducted in March 2021. As mentioned earlier, we spoke to Municipal Commissioners, Mayors in each city, and some local and state level elected representatives as well.

#### **Focus group discussions**

In Jalandhar, the focus group discussions took place on 30th and 31st March 2021. The two discussions were held in neighbourhoods with marginalised communities. As part of the discussions, the respondents were asked questions on basic services such as water, electricity, sanitation, health and education etc., in their neighbourhood. A few points on their local corporator, as well as the access to BPL cards, Aadhaar cards, etc. were also noted during the discussions. These FGDs took place after the first wave of the Covid-19 pandemic hence, questions related to Covid were asked. Questions related to the pandemic were also included in the quantitative survey.





#### Large, quantitative, representative household surveys

*Sampling:* We employed a multi-stage stratified systematic random sampling strategy that stratified polling parts to generate a representative sample of polling parts across each city taking care to ensure citizens from marginalised communities were included. After identifying the wards and assembly constituencies falling within the city municipal corporation area, and all polling parts within each of these political-administrative units, the polling parts were stratified.

*Household listing and classification:* Listing and categorization of all houses within a sampled polling part was done by a field team which literally walked through the entire area identified in the base maps and drew the buildings onto the base maps and assigned the housing type. The listed data thus provided a full inventory of all the households located in our geographically delineated sections of our randomly selected polling parts giving us a complete distribution of residential structures by housing type classification and formed the sampling frame from which we ultimately selected households.

Each sampled polling part in the city was mapped in a spatial manner, and each building was allocated a Housing Type (HT Category- HT1 are un-notified slums/ shacks, HT2 are informal settlements or slums, HT3 are the lower middle-class housing, apartments, mostly single floor, made of only concrete, HT4 include middle-class housing of independent houses or apartment buildings, and HT5 are upper class Housing, including apartment complexes/gated communities with amenities.)

*Survey*: The quantitative survey in Jalandhar was conducted after the second phase of the COVID-19 pandemic. Face-to-face interviews were conducted in Hindi, and through CAPI method (computer-assisted personal interviews). Since Jalandhar was a smaller tier-II city, the targeted sample was 1000 respondents. However, we achieved a total sample of 1133 respondents at the end of the survey.



#### Weighting and index creation:

Rake weighting (or iterative proportional fitting) was used to create weights that are unique to each city. We have chosen to reweight the sample data according to the respondents' housing type (at the structure level from our household listings). From our previous work, we know that our housing type measure is the biggest predictor among all our socio-economic variables for levels of service delivery and citizenship. As a principle, weighting necessitates that there are reliable population margins for all categories of a variable upon which one seeks to adjust one's data.<sup>36</sup> Since we lack reliable population counts for OBCs and General/Forward Castes (the census only reports SC/ST), we cannot adjust our data using Census data. Given the relatively poor economic conditions of many individuals belonging to SC/ST groups, we expect that weighting along the housing type will reduce bias and make our sample more representative. Note that our household listing data, collected between 2021-2022 in 7 project cities, provides a comprehensive, census-like account of the distribution of dwelling types in each city at the structure and unit/household level.

We did not weight on gender because the focus of the survey is on the household, rather than individual level, and so should not greatly affect results. Empirically, religion and gender weights were shown not to significantly affect the reported results for a representative subset of the questionnaire. We have reason to believe that reweighting along housing type mitigates the effect of higher proportions of Dalits and Adivasis. From a theoretical perspective, housing type serves as a reasonable proxy for socioeconomic status. Given the relatively poor economic condition of many individuals belonging to SC/ST groups, we expect that weighting along housing type will reduce bias introduced through larger proportions of this subpopulation.<sup>37</sup>

Solon, Gary; Steven J. Haider, and Jeffrey M. Wooldridge. 2015. "What Are We Weighting For?," Journal of Human Resources, 50(2): 301-316.

There is evidence emerging in the literature on segregation and housing type. For more, read Bharathi, Naveen, Deepak Malghan and Andaleeb Rahman (2019), "Neighbourhood-scale Residential Segregation in Indian Metros", Economic and Political Weekly, 54(30):64-70. Thorat, Sukhadeo, Anuradha Banerjee, Vinod K Mishra and Firdaus Rizvi (2015), "Urban Rental Housing Market", Economic and Political Weekly, 27:47-53. and Vithayathil, Trina and Gayatri Singh (2012), "Spaces of Discrimination", Economic and Political Weekly, 47(37):60-66



# **APPENDIX 2**

#### **Construction of the Citizen Participation Index (CPI)**

The CPI has three components:

- (1) Electoral participation
- (2) Non-electoral participation and
- (3) Civic participation.
- **1. Electoral participation** Voting in national, state, and municipal elections is coded 1 if a respondent voted in an election and 0 otherwise;
- 2. Non-voting participation includes whether a respondent is a party member, contributes time during election campaigns, attends political rallies and meetings between elections, and discusses specific candidates among family, friends, and others within the community. Each of these elements takes the form of a dummy variable and is coded 1 for "yes" and 0 if "no".
- 3. Civic participation that includes whether a respondent attends ward committee meetings, holds membership in non-political, non-government organizations and associations, and perceptions of community participation in preventing harassment of women in the neighbourhood. Each of these is coded 1 if "yes" and 0 if "no". While the end-points of the index mark the two extremes of citizen participation no participation to full participation, and are clear to understand, the values in-between represent different combinations of the three components of participation.



# **APPENDIX 3**

Construction of Basic Service Delivery and Infrastructure Index (BSDII)



The BSDII is based on 5 dimensions of household infrastructure:

- 1. Water Infrastructure component of BSDII comprises of:
  - . Access to water,
  - ii. Convenience in accessing water,
  - iii. The usability of the water a household receives,
  - iv. The ability (and methods) of households to store water, and
  - v. The frequency of water supply for a household.

# 2. The electricity infrastructure dimension is based on three elements of electricity supply.

- i. Does a household have power?,
- ii. How often are there power outages in a week?, and
- iii. How many hours does a household go without power during such outages?.

- 3. In order to measure sanitation infrastructure in a household we consider the following elements,
  - i. The type of toilet a household has and (among those with a modern sanitation system connected to a main sewer line), and
  - ii. Whether, and how often, the line connecting the household to the main sewer gets blocked?
- 4. In order to measure the vulnerability of households to flooding and water logging during monsoon we asked:
  - i. Does the ground floor of the building you live in get flooded during monsoon?
- 5. We measure the type of road by classifying it into: paved (pucca) or unpaved (kuccha).

BSDII assigns equal weights to the three components that are directly connected to household infrastructure - water, power, and sanitation, and half-weights to flooding and roads. Implicit is the notion that the first three components "count" more for a household than the latter two. Our index equation is therefore: BSDII = [(Water) + (Power) + (Sanitation) + 0.5\*(Flooding) + 0.5\*(Road)]/4

#### About Janaagraha Centre for Citizenship and Democracy

Janaagraha is a non-profit trust working towards the mission of transforming the quality of life in India's cities and towns. It works with citizens to catalyze active citizenship in city neighbourhoods and with governments to institute reforms to city governance (what we call "City-Systems"). Civic Participation, City Finance, and Urban Policy & Research are Janaagraha's three major strands of work to accomplish its mission.

The interpretation of the survey and results as presented are entirely those of Janaagraha Centre for Citizenship and Democracy.



