Bangalore

Citizen Perceptions on Democratic Capital*

Cities of the Future

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About PricewaterhouseCoopers

PricewaterhouseCoopers Pvt. Ltd. (PwC) is one of the largest and most reputed professional services networks in India, providing industry-focused services to public and private clients. PwC specialists from the advisory and assurance teams connect their thinking, experience and solutions to build public trust and enhance value for clients and their stakeholders.

PwC's Government Reforms and Institutional Development (GRID) Practice of PwC in India has been closely working with clients in public sector and all levels of government and key donors such as World Bank, ADB, UN Agencies, JBIC, and DFID. The areas of services include policy development, public-private-partnerships, performance improvement, institutional strengthening & capacity building, accounting & financial management systems, human resource development, etc. Some of the specific sectors of our expertise include Urban Development and Decentralisation, Utilities (Power and Water), Fiscal Reforms, Public Sector Restructuring, Social Sector Development, and Infrastructure.

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Foreword

Context

The Government of India (GoI) has ushered in a new regime of urban governance reforms with the initiation of the Jawaharlal Nehru National Urban Renewal Mission (JNNURM). The Mission aims to create economically productive, efficient, equitable and responsive cities. For this purpose it has mandated states and urban local bodies (ULBs) to implement reforms to improve governance in Indian cities, including Bangalore.

PwC is a leading adviser to city governments around the world on public policy, strategic and management issues. 'Cities of the Future'*, is a pioneering initiative of PwC to network policy makers, academicians, advisors and practitioners of urban management, from within and outside PwC across the world. As part of this initiative, PwC organises visits of urban managers across cities to network and learn from each other. In the backdrop of a visit of urban managers from Sweden, PwC has conducted a survey to assess citizens perceptions on issues of democratic capital in the city of Bangalore. The findings of this survey will set the stage for exchange of experiences and ideas around the theme of urban governance.

In March 2006, PwC published a study on *"Bangalore- City of the Future"* which evaluated the major issues facing the city and its potential for growth. In the course of that study, PwC interviewed 25 "Thought Leaders" of Bangalore. This study revealed that across stakeholder groups there was inadequate understanding of their rights and duties. Also, citizens felt excluded from the democratic processes due to the perception of lack of interactive platforms and procedural hurdles. This study builds on the earlier report and presents the findings of a PwC Survey on 'Citizens perception on democratic capital' in Bangalore.

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Methodology

Governance being a vast domain of study, for convenience in analysis, PwC has categorized issues pertaining to democratic capital under the dimensions of political element, organisational performance and institutional element. A successful model for enhancing the democratic capital in Bangalore would require an in-depth understanding of citizens perception on key factors impacting it. The report identifies the mega-trends concerning democratic capital, and analyses the position of Bangalore along the above mentioned dimensions. A difficulty in studying effectiveness of any aspect of governance through a survey is that people can have varied perceptions based on their personal experiences. It is thus necessary to examine how different representative groups of citizens perceive democracy in urban governance. With this in mind, PwC administered questionnaires to 430 citizens in Bangalore, ensuring a proportionate representation of various demographic groups of the population. Views were also sought from key stakeholders such as elected representatives, bureaucrats and NGOs/ civil society organizations. The findings of the survey are complemented by secondary information on the democratic capital of Bangalore.
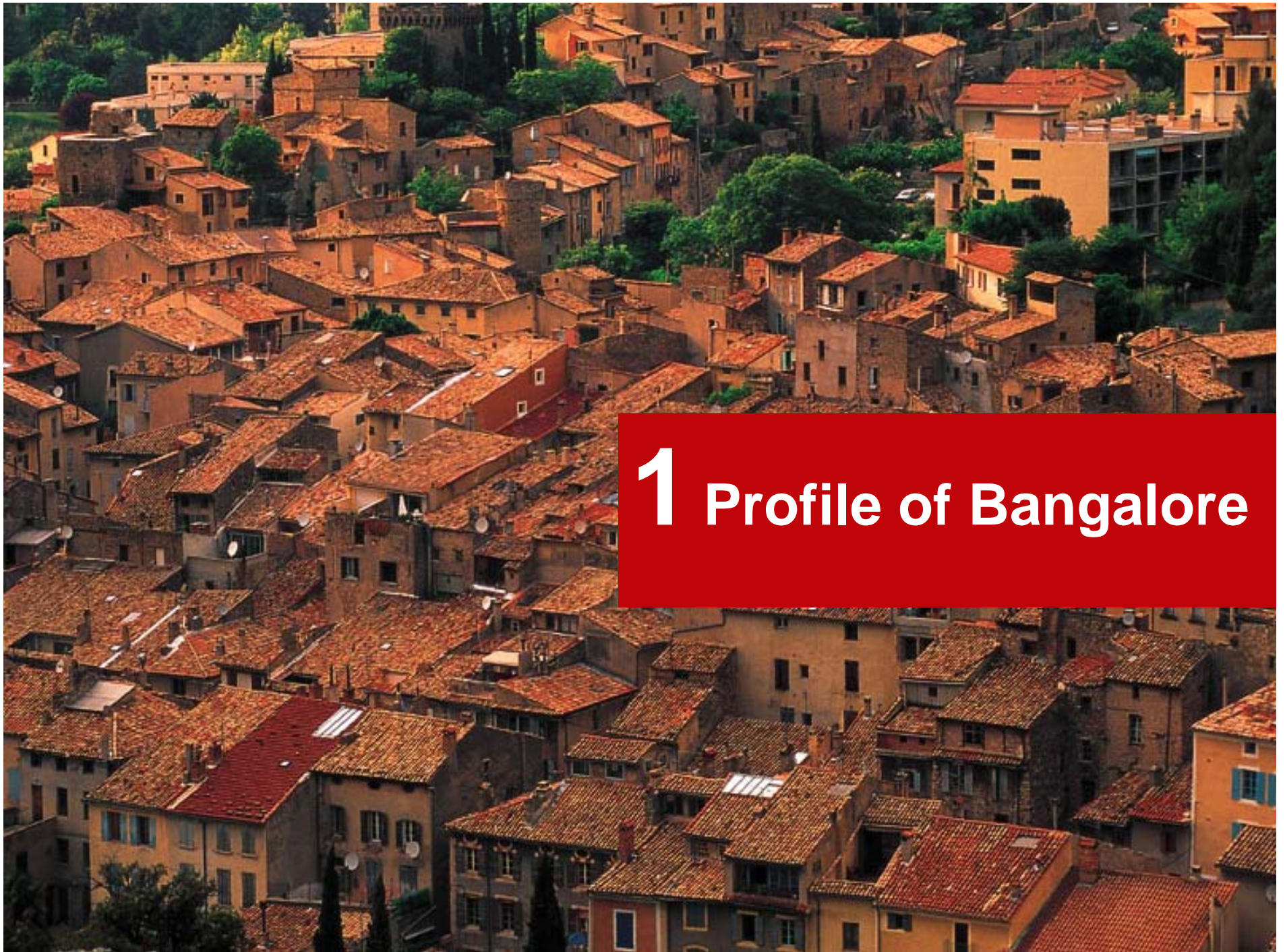
1 Profile of Bangalore

Profile of Bangalore
Demographics

Demographics

The population of Bangalore now renamed as "Bengalooru" has been growing rapidly since the decade of 1941-51 and by 1961 it had become the sixth largest city in the country. The city underwent extraordinary growth post 1971 and as per data of the 2001 census, the population of Bangalore stands at 5.69 million. In more recent times, following the expansion of jurisdiction of the Bangalore Mahanagara Palike (BMP) to constitute Bruhat Bangalore Mahanagara Palike (BBMP) in 2007, the estimated population is around 8 million.

### Population Growth of Bangalore
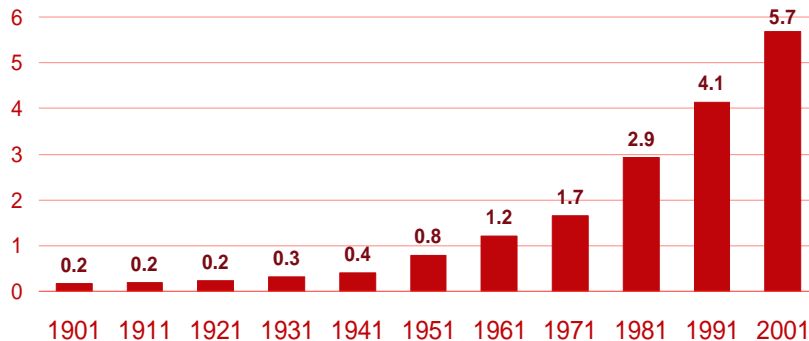
Source: Bangalore City Development Plan for JNNURM

As shown in the graph above, in the decade of 1991-01, the population of Bangalore grew by 37.7% making it one of the fastest growing metropolises, second only to Delhi (51.9%). The increase in population can be attributed to natural increase in population, immigration and change in jurisdiction as shown in the following pie-chart

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Composition of Population Growth from 1991-01
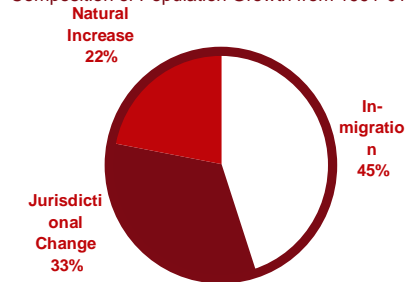
Source: Bangalore City Development Plan for JNNURM

Composition of Population

Bangalore is home to diverse groups of people. Kannadigas form the majority of the population. In addition, Bangalore attracts an equal number of immigrants both from across the state, and from across the country. It is home to around 2 million immigrants born in Tamil Nadu, Andhra Pradesh, Kerala, Rajasthan and Maharashtra.

Birthplace of immigrants
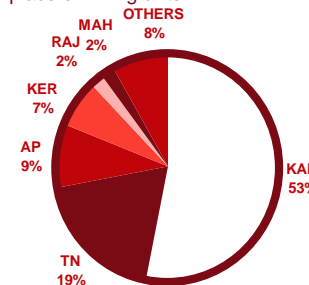
Source: Bangalore City Development Plan for JNNURM

As per the 2001 census of India, 79.4% of the population is Hindu, 13.4% Muslims while Christians and Jains constitute 5.8% and 1.1% of the population respectively. Women comprise 47.5% of the population of Bangalore.

Profile of Bangalore
Governance Structure

To cater to the needs of the large and diverse population, the responsibility for provision of municipal services, city planning, and urban infrastructure services such as urban transport, electricity, and water and sanitation, rests with numerous local governments and parastatal agencies. Governance institutions in Bangalore can be categorised as:

(a) Elected urban local body (ULB)
Bruhat Bangalore Mahanagara Palike (BBMP)

(b) Statutory Authorities
- Bangalore Development Authority (BDA)
- Bangalore Metropolitan Region Development Authority (BMRDA)
- Bangalore Water Supply & Sewerage Board (BWSSB)
- Bangalore Metropolitan Transport Corporation (BMTC)
- Bangalore Metro Rail Corporation Limited (BMRCL)
- Lake Development Authority (LDA)
- Karnataka Slum Clearance Board (KSCB)
- Karnataka Urban Infrastructure Development and Finance Corporation (KUIDFC)
- Bangalore International Airport Area Planning Authority (BIAAPA)
- Bangalore Electricity Supply Company (BESCOM)

(c) State Government Departments
In addition to the elected ULBs and statutory authorities, state government departments perform a number of regulatory and development services. Key among them are the Police Department, Public Works Department, Health Department, Education Department, Revenue Department, Town Planning Department, Horticulture Department and the Motor Vehicles Department.

Bruhat Bangalore Mahanagara Palike (BBMP)
The BBMP, commonly referred to as "Corporation", is the sole elected urban local body for Bangalore City. The city is divided into 150 wards and a councillor is elected as a representative of each ward. The councillors, headed by a mayor, work with corporation officers under the purview of the city commissioner to ensure availability of municipal services to the citizens. In Jan 2007, the area under jurisdiction of the erstwhile BMP was expanded to include 7 City Municipal Councils and 103 villages around Bangalore. The newly constituted BBMP has an area increased from 226 sq km to 696 sq km. The BBMP is responsible for storm water drainage, solid waste management, roads and infrastructural assets, running health services and corporation schools, licensing of trade etc.

Bangalore Development Authority (BDA)
The BDA was formed in 1976 as the Local Planning Authority constituted under the provisions of the Bangalore Development Authority Act, 1976. The mandate of BDA is to control, monitor, and facilitate urban development in Bangalore Metropolitan Area to ensure sustainable and orderly growth. To achieve this objective, BDA develops the Comprehensive Development Plan (CDP) for the city, defines building norms, creates quality infrastructure, creates plotted development for urban extension, and facilitates integrated urban environment improvement.

Bangalore Metropolitan Region Development Authority (BMRDA)
BMRDA is an autonomous body created by the Government of Karnataka under the BMRDA Act 1985 for the purpose of planning, coordinating, and supervising the proper and orderly development of the areas that lie within the Bangalore Metropolitan Region.

Profile of Bangalore
Governance Structure

Bangalore Water Supply & Sewerage Board (BWSSB)
BWSSB was constituted under the Act of the Karnataka State Legislature in 1964. The organization provides drinking water to Bangalore and is also responsible for collection, treatment and disposal of sewerage from the city.

Bangalore Metropolitan Transport Corporation (BMTC)
BMTC was incorporated in 1997 as a separate entity after being bifurcated from the Karnataka State Road Transport Corporation (KSRTC). It operates bus services inside the city and to about 400 villages within 25 kms radius of the city.

Bangalore Metropolitan Rail Corporation Limited (BMRCL)
BMRCL is the agency responsible for the construction and operation of Metro rail and Monorail services in Bangalore city. The first phase of the metro rail envisages a 33 km elevated and underground rail network with 32 stations to be completed by 2011. It will be complemented by the monorail operating on feeder routes.

Lake Development Authority (LDA)
The Lake Development Authority (LDA) is an autonomous regulatory, planning and policy making body for protection, conservation and integrated development of lakes in Bangalore Metropolitan Region.

Karnataka Slum Clearance Board (KSCB)
The KSCB was constituted in 1975 under the provisions of the Karnataka Slum Areas (Improvement and Clearance) Act 1973. The mandate of KSCB includes rehabilitation of all the declared slum areas in the jurisdictions of all City Corporations, City municipalities, Town municipalities, and Town Panchayats in the State.

Karnataka Urban infrastructure Development and Finance Corporation (KUIDFC)
KUIDFC was set up in 1993 to assist the urban agencies in planning, financing, and providing expertise to develop urban infrastructure. It is the nodal agency for externally aided projects funded by ADB and the World Bank, and centrally sponsored schemes such as JNNURM.

Bangalore International Airport Area Planning Authority
BIAAPA is an authority set up for management of the new international airport project at Devanahalli. The organization is responsible to review the construction plans, land-use planning, building plans and ensure safety norms are followed at the airport site.

Bangalore Electricity Supply Company (BESCOM)
BESCOM was constituted in June 2002 following the unbundling of the transmission and distribution business of Karnataka Power Transmission Corporation Limited (KPTCL). It has the responsibility of distribution of electricity to 6 districts and operates in Bangalore Metropolitan Area, Bangalore Rural Area and Chitradurga Zones.

A summary of agencies and their responsibilities is given below

Functions	Agency
Urban Planning/ Town Planning	BDA, BMRDA
Water supply	BWSSB
Roads and Bridges	BDA, BBMP
Public health, Sanitation & Solid Waste Mgmt	BWSSB , BBMP
Fire Services	Fire Department
Slum improvement and upgradation	KSCB, BDA, BMP
Provision of urban amenities and facilities such as parks, gardens, playgrounds	BBMP, BDA (Urban Extensions)
Vital statistics - registration of births/deaths	BBMP
Public amenities including street lighting, parking lots, bus stops and public conveniences.	BMP, BDA (Urban Extensions)

2. Mega Trends

Mega - Trends

Rapid Urbanisation

In India, the urban population has increased from 21% in 1975 to 28% in 2003, and is predicted to reach 32% by 2015. Karnataka is relatively more urbanized with 34% residents living in urban areas. The rural to urban migration is very significant in Karnataka with the decennial growth between 1991-01 being 17.3%. Of this, the urban growth rate was 28.9% and the rural growth rate was just 12.1%.

Urbanisation is related to another trend called "Metropolitanisation", which refers to the increasing influences major cities have on the economic health, development and prosperity of wider regions, within and beyond national boundaries. For instance, although Bangalore covers less than 0.5% of the area of the state, it is home to nearly 10.5% of the state's population, about 30.9% of states urban population and 12.7% of the state's workforce.

Rapid urbanization and immigration has significant implications for governance since governments will have to cater to a larger, more diverse and newer population. This increase in population puts additional pressure on existing infrastructure and increases demand for investments in urban infrastructure.

Towards Decentralization

The GoI passed the 74th Amendment to the Constitution in 1993 which sought to create a common framework for the structure and mandate of ULBs and enable them to function as effective democratic units of local-self government. Following this, to bring in the provisions of the Act, Karnataka made amendments to its state laws particularly the Karnataka Municipal Corporations Act, 1976 and the Karnataka Municipalities Act, 1964. The legislation has facilitated reservation of seats for women and SC/ST communities, appointment of State

Election Commission (SEC) to conduct municipal elections and the constitution of the State Finance Commission (SFC) to recommend the proportion of funds to be devolved to the local bodies.

However, other specifications of the 74th Amendment which could enable more effective decentralization are yet to be put in place. For instance, the Amendment calls for formation of ward level committees to facilitate active involvement of citizens in the development of the ward, which has not been implemented. Another anomaly is that as opposed to the present city planning process done by the parastatal body BDA, the Amendment requires constitution of a Metropolitan Planning Committee comprising 2/3rd elected representatives for city planning.

In the area of decentralisation, JNNURM has prescribed a reform mandatory for cities including Bangalore. It requires the legislation of a 'Community Participation Law' by 2012 that mandates formation of 'Area Sabhas' akin to Gram Sabhas existing in villages. The enactment of this law is expected to empower people and provide a platform for citizens to participate in the governance process.

Enhancing Accountability

Citizens have been actively seeking information on government projects and services. The process of acquiring information is facilitated by legislations such as the Karnataka Transparency in Public Procurement Act, 1999 and the Right to Information (RTI) Act, 2005. The former was conceptualized to provide for ensuring transparency in public procurement of goods and services while the latter gives citizens the right to secure access to information under the control of public authorities. The latest Karnataka Development Report reveals that as a result of the RTI Act, tenders are now being quoted at 15- 20% lower than before.

Mega - Trends

BBMP has been a pioneer in disclosure of municipal budgets and information of financial performance to citizens. In partnership with an independent NGO, PROOF (Public Record of Operations and Finance) the corporation has been engaging with citizens and other interest groups in an open discussion and debate on municipal finances for the last three years.

In recent years GoI has, in various forums, advocated the need to move from the existing input based budgeting to one focused on outcomes and is implementing this at the centre. Such a trend needs to percolate down to the state and local government levels.

A mandatory reform under JNNURM requires the enactment of Public Disclosure Law to ensure preparation of medium-term fiscal plan of ULBs/ Parastatals and release of quarterly performance information to all stakeholders. When implemented this legislation would significantly increase access to ward-level information by citizens.

Reforming Municipal Finance

With increasing decentralisation, while ULBs have been granted significant functional autonomy, they also need to achieve financial autonomy in order to live up to the challenges of managing rapid urbanisation and meeting the expectations of its stakeholders.

While fiscal devolution to ULBs from higher tiers of government will continue, ULBs will need to work towards improved buoyancy and efficiency in administration of taxes and user charges. Domains of taxations for ULBs may not change in the short to medium term. However, ULBs will need to identify and implement taxation/ user charge methods that capture the buoyancy in the urban economy and growth in value of urban space (land and built-up space). For instance, to access funding for capital investment under the JNNURM,
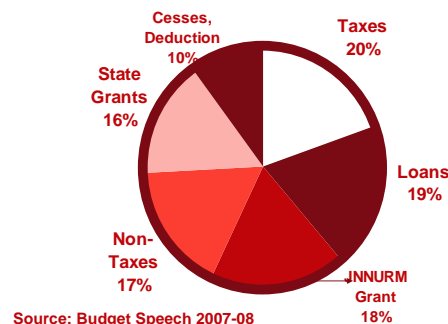
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the ULB needs to raise capital funding to the extent of 50% of the project cost. To attract such funds, local bodies would need to improve efficiencies in operations and collections, strengthen their balance sheets and implement modern accounting practices such as independent audit of statements, accrual accounting systems, deficit and debt management.

The corporation had undertaken many initiatives in implementing modern accounting, budgeting and financial management systems. The 'Saral Khata' Scheme and the 'Self Assessment Scheme' (SAS) property tax, initiatives sought to simplify the procedures and processes for assessment of property taxes. SAS has shown significant success with more than 75% residents opting for it. BBMP has put in place a modern international accounting system called Fund Based Accounting System (FBAS). As a result of this initiative, information flow cycle time has come down from 48 days to 48 hours. Following this the corporation became the pioneer in presenting the first ever Performance Budget by any urban local body in India in 2002-03.

As per the budget of 2006-07, the breakup of receipts (Rs. 330 million) expected by BBMP is shown in the graph.

Composition of Budgeted Receipts of BBMP (2007-08)

Cesses, Deduction 10%
Taxes 20%
State Grants 16%
Loans 19%
Non-Taxes 17%
JNNURM Grant 18%

Source: Budget Speech 2007-08

Mega - Trends

In future, ULBs would need to explore new opportunities to enhance revenues such as by methods to improve collection efficiency or levy of user charges. In this direction, JNNURM has mandated reforms such as implementing GIS for property tax collections and full recovery of Operations and Management (O&M) costs of public assets from citizens.

Empowering citizens through e-Governance

The GoK has recognized the role that Information Technology (IT) can play in improving service delivery. For example, BWSSB has introduced a system for registering complaints online and initiate speedy redressal of customer complaints. Project Nondani, an eGovernance project, is aimed to make land registration simple and easy for the citizens of Bangalore through computerization of processes and reduction of manual operations.

The Nirmal Nagar Programme (NNP) is a GoK initiative that aims to provide optimum delivery of services and change the way people look at service delivery institutions. Along with execution of programmes for urban poverty alleviation, solid waste management and access to toilets, NNP requires implementation of GIS system for improving efficiency of property tax collections and computerization and implementation of fund based accounting system in the ULBs.

Inline with GoK initiatives, the JNNURM reforms advocates introduction of a system for eGovernance using IT applications, GIS and MIS for various urban services. Being situated at the heart of the IT industry in India, Bangalore offers tremendous untapped opportunities for implementation of e-Governance initiatives for the city and the state.

Increasing involvement of civil society and NGOs

A large number of NGOs and Resident Welfare Associations (RWA) in

Bangalore, are actively working on issues related to improving urban governance in the city. NGOs have also executed projects/ services with the government. For instance, under the government sponsored mid-day meal scheme, Akshaya Patra foundation provides lunch to nearly 184,000 children in government schools of Bangalore.

The Bangalore Citizen Report Card (CRC), pioneered by an NGO, the Public Affairs Centre (PAC), in 1994, involves surveys of households in Bangalore to assess their satisfaction levels with the quality of services provided by the governing bodies. The report cards have helped increase awareness of the quality of services among public service providers and influenced officials in understanding the perceptions of citizens.

Encouraging Public Private Partnerships (PPP)

Bangalore Agenda Task Force (BATF) was an innovative initiative in Bangalore, working in partnership with local public agencies for improving the quality and responsiveness of urban services. The Task Force was unique, since it forged a constructive partnership between government agencies and representatives of industry and civil society.

Bangalore is experiencing a wide range of Public-Private Partnership models in creation and management of infrastructure and public services. The upcoming international airport at Devanahalli on one hand and 'Own your parks' scheme of BBMP for renewal of public parks on the other hand, are two diverse examples of such PPPs.

PPP are also being adopted in a big way for development of transport corridors, waste management, and other civic amenities. The JNNURM reforms advocate the need to encourage public private partnerships in the development of cities.

3.Survey on Democratic Capital

Survey on Democratic Capital

Survey Design and Objectives

Introduction

The United Nations defines Urban governance as the sum of the many ways individuals and institutions, public and private, plan and manage the common affairs of the city. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action can be taken. It includes formal institutions as well as informal arrangements and the social capital of citizens.

Democratic capital is a key element of the democratic governance structure. It encompasses drive for greater transparency and better communication; Development of Public-Private partnerships; and Creation of new forms of democratic participation.

In this survey perception of citizens on issues of democratic capital was categorised under the three dimensions of

- Political Factors which looks at aspects of quality and quantity of citizen participation, means to ensure accountability of representatives and empowerment of representatives
- Organisational Performance which concerns itself with performance, transparency and quality of service delivery
- Institutional Elements that encompass mechanisms to protect citizen rights, access to information and means to address inequity in society

In addition to this, the survey also queried the citizens to understand their self-perception on the role of citizens in governance.

Survey Methodology

The respondents of the survey were selected using the demographic variables of gender, income and age. Care was taken to ensure that

respondents were fairly represented across major demographic groups. A total of 430 responses of citizens were collected. All respondents were above 18 years in age. In addition to this, 10 councillors (10% of the last elected body of BMP) were surveyed. The survey was conducted by personally administering questionnaires in either English or Kannada to the respondents. The questionnaires were administered in geographical localities across the city.

The questionnaire administered had 25 statements on various issues of governance. Respondents were asked to respond on a scale of 1 to 5 with 1 being 'strongly disagree' and 5 being 'strongly agree'. Respondents who felt they did not have adequate knowledge of the issue were directed to choose "Unaware".

The profile of respondents along demographic variables is as below

| Demographic Variable	Classification	Proportion of Respondents
Gender	Female	41.6%
	Male	58.4%
Household Income (Rs. per month)	< 3000 (Lower)	17.9%
	3,000- 7,999 (Middle)	30.2%
	8,000- 24,999 (Upper Middle)	36.0%
	> 25,000 (Upper)	15.8%
Age	Less than 20	3.5%
	20-49	74.0%
	40-59	14.7%
	Above 60	7.9%

Survey on Democratic Capital

Political Factors

Political Factors study the processes by which decisions in the city are taken. These would include selection/ election of the governing bodies, their areas of jurisdiction and quality of participation of citizens in taking key decisions.

The PwC study on "Cities of the future" developed a Capital framework for analysis of cities. The findings of the report when applied to Bangalore bring out three major aspects of democratic capital of the city:

- Transparency of the decision making process
- Quality of participation of citizens in selection of governing bodies and key decisions
- Level of empowerment of governing bodies

Disillusionment with political processes leading to poor voter turnout is believed to be a major problem confronting local and national governments across the world. However, on quizzing the citizens of Bangalore we found that an overwhelming 71% (with 58% strongly agreeing) have expressed an intent to vote in the forthcoming municipal corporation elections.

Q: I intend to vote in the forthcoming municipal (ward) elections
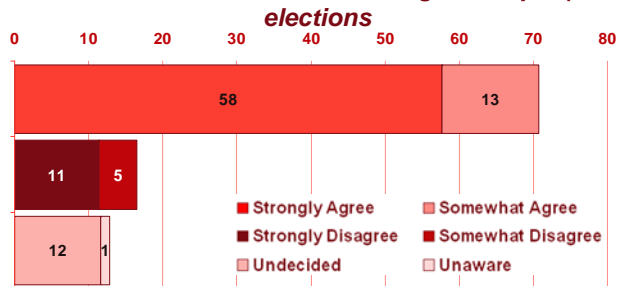
Across income groups, it is observed that a high percentage of lower (71%) and middle income groups (62%) intend to vote whereas this proportion is much less for upper (51%) and upper middle (50%) income groups. A perceptible difference can also be observed between the males and females with 66% of the men strongly intending to vote as opposed to only 46% of women.

The strong desire to participate in the voting process can be interpreted as citizens' urge to have a say in the democratic process. Further, it was observed that 78% felt that selecting a good councillor would make a significant difference to the development of the ward.

Q: Selecting a good councillor will make a significant difference to the development of the ward
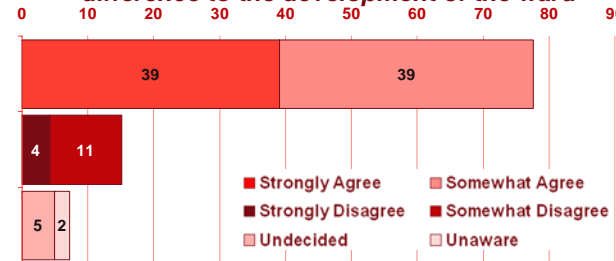

It is interesting to note that 100% of the councillors surveyed felt that selecting a good councillor would make a difference.

Respondents had a mixed view when queried about their level of participation in decisions taken at the ward level. 47% agreed and 41% disagreed that citizens are active participants in the decision making process at the ward level.

Survey on Democratic Capital

Political Factors

Q: Citizens are active participants in the decision making process at the ward level
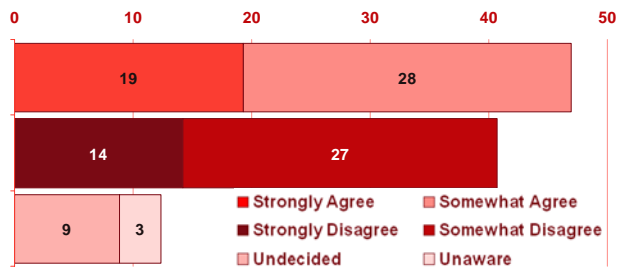
However, an inquiry of processes to ensure accountability of representatives revealed that 51% of the respondents disagreed that there are effective processes functioning to ensure accountability of elected representatives.

Q: There are effective processes functioning to ensure accountability of the elected representatives
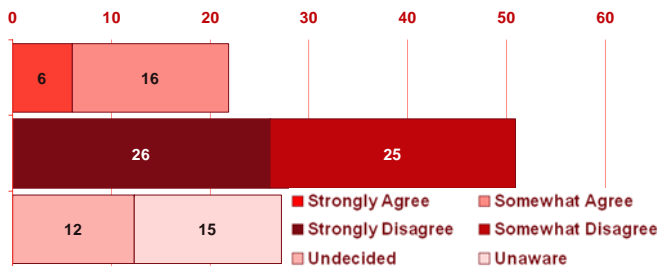
Councillors also had the similar view and were more decisive in their responses as 70% strongly disagreed that there were effective processes to ensure accountability.

46% respondents showed cognizance of the fact that key services were delivered by the administrative leadership.

Q: Key decisions affecting citizens in the city are taken by unelected officials
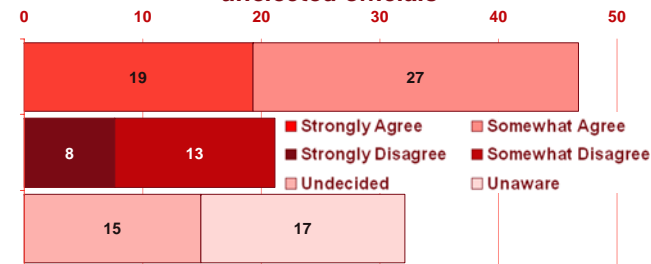
Councillors, as well, gave a mixed response to this statement with 50% in agreement and 30% in disagreement.

From the responses of citizens to this section of the survey, one may conclude that despite their dissatisfaction with prevailing processes for ensuring accountability, citizens are eager and willing to participate in democratic processes, and keen to influence the decision making processes.

These responses draw attention to the need for enhancing people's participation in processes of local self-governance as a means for not just enhancing accountability of local government leadership, but also for making local government institutions a platform for Political ← → Administration ← → People interface.

Survey on Democratic Capital

Organisational Performance

Organisational Performance assesses the outcomes achieved which reflect on the quality of governance processes in place. From the citizens perspective, key outcomes can be judged by:
- Satisfaction of citizens with services
- Delivery of projects/ services within planned budgets/ timeframes
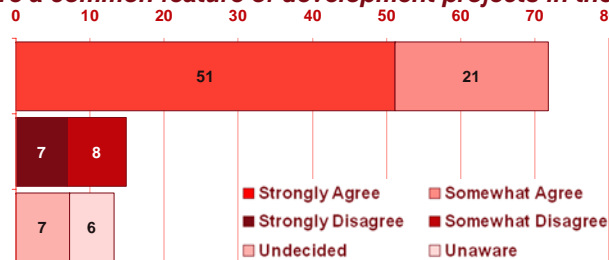- Disclosure of project information

More than 50% of the respondents think that the quality of projects executed in the city was satisfactory.

Q: The quality of executed infrastructure projects in the city is satisfactory
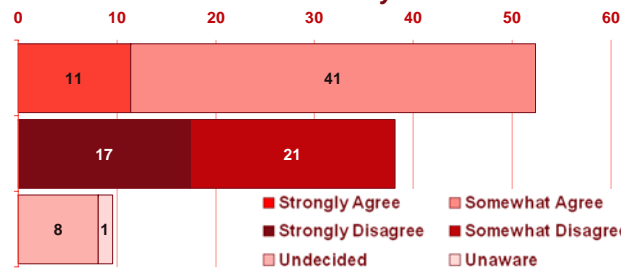
However, when queried about delivery within planned budgets/ timeframes 72% of the respondents interviewed expressed their dissatisfaction.

Q: Delays in project completion and costs exceeding budgets are a common feature of development projects in the city


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100% (70% strongly) of the councillors interviewed also felt that delays and cost overruns were common in execution of development project.

Further, with respect to disclosure of project information, 61% of the respondents disagreed that ward level reports of financial and project information are readily accessible to them.

Q: Ward level financial and project information is readily accessible to all citizens in the ward
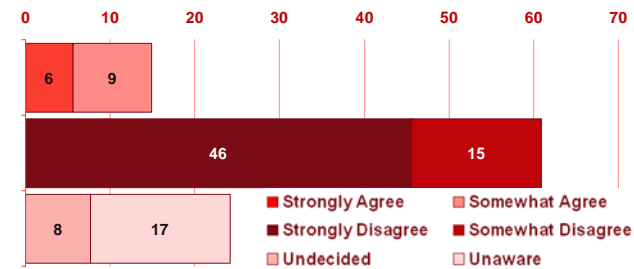
Adequate disclosure of information could work towards increasing transparency. An overwhelming 76% respondents perceived that award of contracts in the implementation of city projects are plagued by corruption. This perception is consistent across gender and income groups.

Citizens are the key trustees of Democratic Capital of a city. Building this trust amongst its trustees is critical to enhancing democratic capital.

Citizens perception on prevalent corruption can also be linked and attributed to lack of information. Proactive disclosure helps build trust, apart from improved accountability of public institutions in delivery of the development mandate.

Survey on Democratic Capital

Institutional Element

The Institutional Elements are essentially frameworks and mechanisms that enhance good governance by:
- Providing access to public information
- Protecting citizen rights
- Improving Citizen- government interface
- Addressing inequities in society

The Right to Information (RTI) Act is a powerful tool that enables citizens to access public information. However, one-third of the respondents in the survey were not aware whether RTI was effective in enabling citizens to access public information. This proportion was particularly high (64%) among the lower income group. A meagre 9% of all income groups strongly agreed to its effectiveness.

Q: The Right to Information (RTI) Act has been effective in enabling citizens to access public information
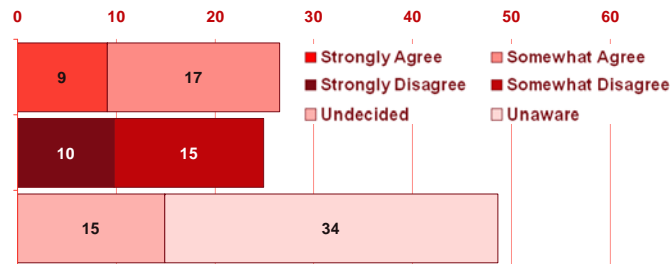

However, none of the councillors claimed unawareness of the RTI Act and 80% perceived it to be effective.

Media is an institution that not only informs citizens but highlights cases of violation of rights. 82% of the respondents perceive that the media plays an important role in highlighting prominent city issues.

Q: The media plays an effective role in highlighting prominent city issues
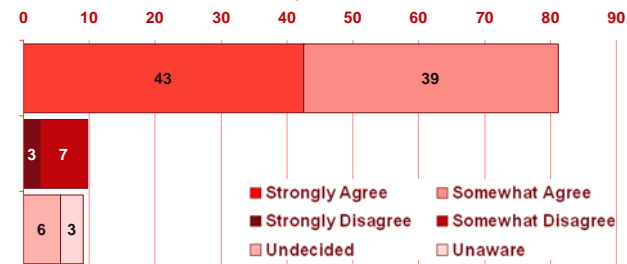
Citizens often find the necessity to interact with government officials to avail of services. However, when queried about accessibility of government officials, a majority of the respondents did not perceive them to be fairly accessible.

Q: Officials in government agencies are fairly accessible to citizens
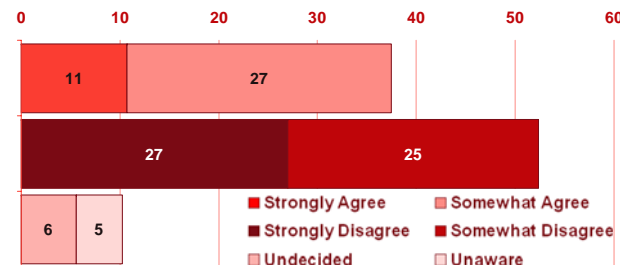
Survey on Democratic Capital

Institutional Element

As per the 2001 census, slums account for 10% of the population of Bangalore. A majority of the respondents felt that government and government agencies were not doing enough to respond to the needs of the poor.

Q: Government and Government agencies in Bangalore effectively respond to the needs of the poorest 20% of the population
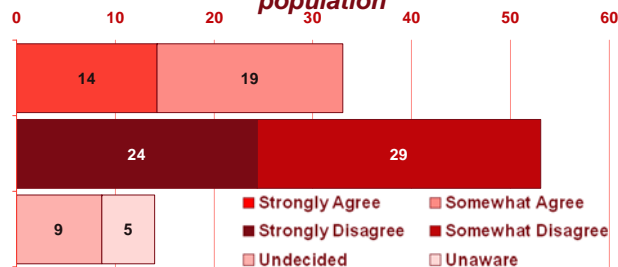
It is interesting to note that 65% of the upper income group think that government is not doing enough for the poor whereas the percentage drops with income as with the upper middle (55%), middle (54%) and lower (38%) income groups. This suggests that the upper and middle income groups are concerned about the needs of the poor in the city.

In the same context, 82% of the respondents replied that there are differences in the manner government officials interface with citizens of difference income groups.

Q: There is clear disparity in the attitude and treatment on the part of the government between the haves and the havenots
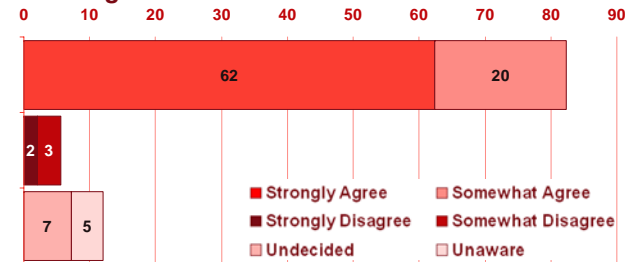
As representatives of the people, 90% (80% strongly) of the councillors admitted that there is unequal attitude and treatment of the rich and the poor.

Most systems in urban institutions are people intensive, and therefore require significant inter-personal interface with citizens.

The responses calls for institutionalization of structures and systems that eases of transaction effort for citizens, proactively discloses information, is free from biases, and equitable in its response to all citizens. Such institutionalisation is critical for enhancing credibility and legitimacy of public institutions.

A free and vibrant media is a pillar of democracy. The response also highlights the potential positive role media can play in urban governance issues.

Survey on Democratic Capital

Citizen Self Perception

The Citizens Self Perception establishes how citizens perceive their role in governance. Further it also ascertains what citizens feel about their performance in these roles.

56% of people interviewed were ready to pay higher user charges to obtain better services in basic amenities. This indicates a disconnect between willingness to pay and user charges and is an untapped opportunity for service providers.

Q: I am willing to pay higher user charges to obtain better services in basic amenities
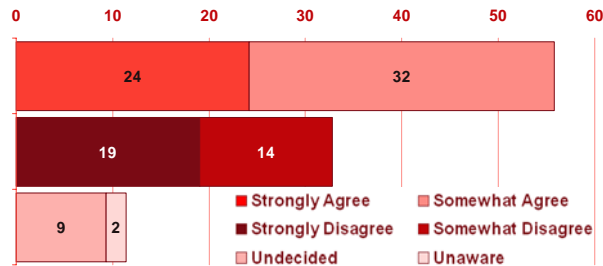

It is heartening to note that citizens show consciousness of their responsibilities towards society. An overwhelming 87% of respondents felt that provision of basic amenities (water, electricity etc) should be subsidised and made available to the poor.

Q: Minimal provision of basic amenities should be subsidised and made available to the poor
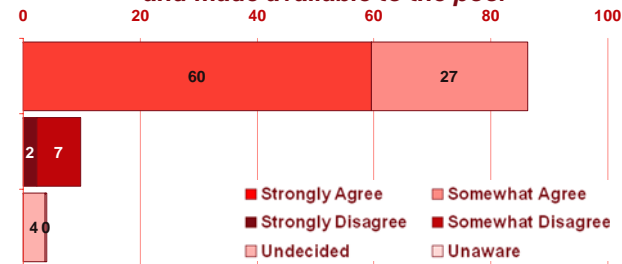
The survey also sought to bring out alternate mechanisms to improve delivery of services presently under the responsibility of the government. Overall, there is much support and acceptance for the involvement of both civil society organisations and private firm participation in urban service delivery. 77% of the citizen respondents and 80% of the councillors supported participation of user groups, Resident Welfare Asssociations (RWAs) and NGOs in managing delivery of services.

Q: The government should encourage participation of user groups, RWAs and NGOs in managing delivery of services such as water, garbage and maintenance of parks.
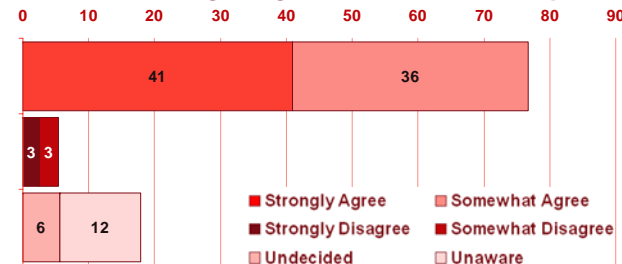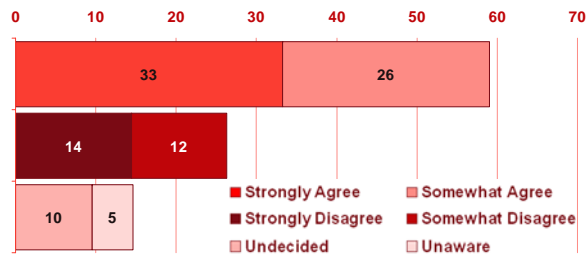
Survey on Democratic Capital
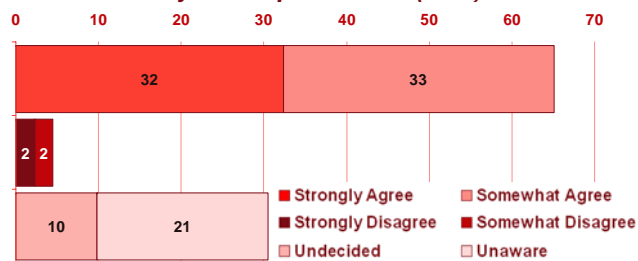
Citizen Self Perception

Also, 59% of the respondents sought to encourage participation of private sector in delivery of basic services. It was felt that private sector can play a more effective role in provision of utilities such as electricity.

Q: Public utilities such as electricity can be more effectively provided by the private sector

It is of some consolation that citizens have admitted to have contributed to the deterioration of governance in the city by not playing their part with complete allegiance. In a surprising admission, 76% of the respondents accepted their lack of civic sense and admitted that they show apathy towards public property.

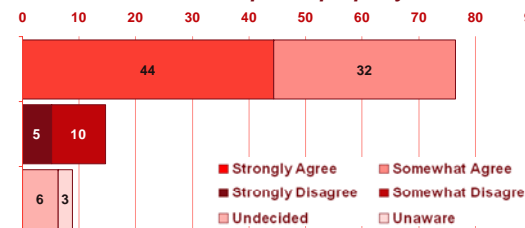**Q: Citizens in general lack civic sense and show apathy towards public property**

Citizens have also indicated readiness to play a part in planning for the city. 65% of the respondents felt that Ward level participation by citizens is critical to develop a City Development Plan. However, currently peoples participation in the ward level planning and budgeting process is not institutionalised.

Q: Ward level participation of people is critical to develop a City Development Plan (CDP)

Further, an overwhelming majority of citizens (80%), across income and gender, have admitted to a disrespectful attitude towards adhering to civic laws (relating to building and traffic violations, water and electricity theft etc.), leading to rampant violations. This clearly indicates the necessity of greater honesty and compliance with laws on the part of citizens.

Q: Citizens have a disrespectful attitude towards civic laws leading to rampant violations
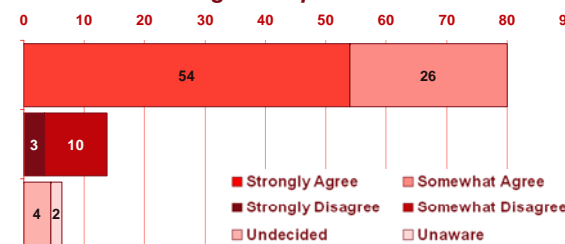
Survey on Democratic Capital

Conclusion

Councillors too were like-minded with citizens about whether the latter were performing their roles well. 80% of them strongly felt that citizens show apathy toward public property. 90% (80% strongly) were of the opinion that citizens are disrespectful towards civic laws.

The citizen self-introspection on civic behavior in public is very insightful. The challenge for urban institutions is to facilitate the mechanisms that channelise citizens positive intentions into desirable public responses. It is also necessary to create disincentives to enforce obedience of the law, and to ensure its proper implementation. The structures and mechanisms for citizens participation are also critical to enable such change.

Conclusion

The findings of the PwC Survey on "Citizens Perceptions on Democratic Capital in Bangalore", provide insightful strategic implications to the leadership of the city's public institutions.

For a city grappling with its growth pangs, infrastructure and service delivery issues typically tend to dominate the mindshare of leadership of urban institutions, and issues of democracy and participation get many a times relegated to the periphery.

This survey highlights the importance accorded by citizens to issues of governance and participation, and the extent to which it guides citizen perception on performance in governance.

While Bangalore strives to enhance its Democratic Capital, the challenge for the city is to be able to leverage its other capitals, viz. Financial, Social, Technology, Physical and Environmental Capital to enhance its Democratic Capital,

The PwC survey serves as a quick 'dipstick' of stakeholder perception. The survey also highlights the importance for public institutions to periodically 'listen to the voice of their citizens', and use the feedback to guide public policy and practice. The survey in fact, further stresses on the need to not just 'listen' to the views of citizens, but to also provide the platform for continuous, meaningful and mutually beneficial interface between elected leadership, administration and citizens.

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