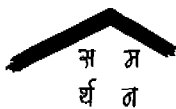


PEOPLE'S PERSPECTIVE ON PUBLIC AMENITIES in URBAN LOCAL BODIES

**A
Report Card
of
Panna Municipality
Madhya Pradesh**



Samarthan-Centre for Development Support
Plot No.- 36, Green Avenue,
Behind Sagar Campus
Ram Mandir, Chuna Bhatti, Kolar Road
Bhopal - 462016
Phone (0755) 2420918, 5293147
email:samarth_bpl@sancharnet.in

822 INMP00-19114

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This document has been prepared for wider dissemination. Individuals and organizations may refer to or make use of the document or any of its section giving due acknowledgement to the organization

It is an analytical report based on the findings and observations made in eight wards of Panna Municipality, Madhya Pradesh

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PREFACE

74th Constitutional Amendment Act of 1993 was a milestone in the history of Constitutional Amendments in the country. It was a major step towards decentralizing the power structure in the institutions of Urban Local Governance. It was envisioned that provisions of the Amendment would enable these institutions to work effectively and efficiently. Powers and responsibilities were delegated to local bodies to enable them to formulate people centered policies, favoring the weaker sections of the society.

However in the past years, after the adoption of amendment, not much has changed in the status of these local bodies. Institutions of Local Governance especially Urban have not been able to perform as was anticipated. Efforts undertaken have fallen short of empowering them in the true sense and urban local bodies largely continue to work as earlier.

Samarthan works towards making institutions of local governance more effective units by providing information to elected representatives on their rights and duties, conducting training programmes/orientation of workshops, which in turn lead to enhancement of their capacities. It also undertakes research studies on development issues for bringing about policy change.

Samarthan has started working intensively in two wards of Panna under its Urban Governance programme. Understanding the significance of local bodies in providing basic services to the people, research work titled 'People's Perspective on Public Amenities in Urban Local Bodies: A Report Card of Panna Municipality, Madhya Pradesh' was carried out by Samarthan in selected 8 wards of Panna. 4 major departments that are entrusted with providing basic services to the people have also been taken up in the study. These service providers' are- Nagar Palika, Electricity Board, Health Services and Public Distribution System. The study tries to analyze the functioning of these departments from the point of view of service users. Issue of people's participation in Local Urban Governance constitutes another important component of the study.

It is anticipated that Report card survey would contribute in strengthening the Urban Local Governance Bodies. We sincerely hope that the findings of the survey would be of assistance to the Government and its functionaries in formulating people centred policies and ensuring their effective implementation.

Report card survey undertaken in Panna gave us an opportunity to interact with large number of people residing in different wards of Panna and to get first hand account of the state of services provided by the Government agencies namely, Nagar Palika, Government Hospital, Food and Civil Supplies and Electricity Department in Panna. We take this opportunity to thank all the residents of Panna who extended cooperation during the fieldwork of the study.

We are sincerely appreciative of the efforts of the team of field investigators - Ms Lakshmi Lakheray, Ms Nisha Sen, Mr Hariom Srivastava, Ms Rakjumari Gupta, Mr Harsh Vardhan and Mr Ashok Sen during the survey. We also thank team members of Regional Office of Samarthan, Ajaygarh - Mr Hariom Soni, Mr Pradeep, Mr Prabhudutt, Mr Shankar and team members of Regional Office of Samarthan, Panna whose support led to fruition of the study.

We are deeply appreciative of ' Society for Participatory Research In Asia' (PRIA), New Delhi for its ongoing institutional support and for extending financial support for the Reforming Governance Institutions programme in Madhya Pradesh, under which, this Report Card study has been carried out.

Special acknowledgments are due to Ms. Neha Chaturvedi who led from the front in organising the data collection process, its analysis and consolidation of the findings, and Mr. Hemant Joshi who gave final shape to the document.

Yogesh Kumar

EXECUTIVE SUMMARY

In order to analyse the status of basic services provided by service providing Government agencies in Panna, Samarthan carried out Report Card Survey in eight wards of Panna during January – February 2004. Four essential service providers surveyed were Nagar Palika, Government Health Service, Madhya Pradesh Electricity Board (M.P.E.B) and Public Distribution System (PDS).

Report card technique attempts to assess the status/quality of basic services available to the service users and functions on the premise that people who are availing the services are its best judge. In relation to the basic services, Report Card technique mainly takes up such issues as are related to the availability, utilization, satisfaction from the services, problems encountered in availing the service, problem resolution and speed money besides other. Another important component of the study focuses on people's participation and their role in the institution of urban governance.

Out of the total of twenty-two wards (22), eight wards (8) were chosen for conducting the survey. Sample of the survey comprised of 520 household. Sample size varied from ward to ward (21% to 23% of the total households in the surveyed wards) and was determined on the basis of household records of the Nagar Palika. Out of the eight wards identified, two (2) were High Income category wards while three (3) each were Middle and Low Income category wards.

The rationale guiding selection of wards was that people from all income categories should find representation in the sample of the study. This approach would enable us to carry out Inter- Income category analysis of the services - to understand the status of services provided amongst the three (3) different income category wards.

Major Findings of the Survey

A. Nagar Palika

I. Findings related to Availability and Utilization of Services

1. Availability of Water supply (personal connection) has been found to be 52% and its utilization, 90%.
2. Garbage *bins / waste disposal site were available to 16 % respondents*. 95% of these were found to be utilizing the service.
3. *Drainage facility is available to 45% respondents and their utilization is as high as 96%.*
4. 68% respondents have street light facility available to them but their utilization has been found to be low at 47%.
5. Public Toilets are available to 6% respondents and their utilization has been as low as 23%.
6. A rough estimate suggests that about 28% respondents have Katchha roads (temporary roads) in and around their locality.

II. Findings related to Satisfaction with the Services of Nagar Palika (For those who have the services available and are utilizing them)

- 63% respondents interviewed are satisfied with the service and quality of water supply.
- Satisfaction with the service of Garbage bins has been found to be 71%. However, **satisfaction from the service of garbage management has been found to be a little over 16%.**
- For those respondents who have the service of Drains available and are utilizing them, 53% respondents are satisfied.
- About 81% respondents expressed satisfaction with the service of Street lighting.
- With 6% having access to Public toilets and 23% utilizing the service, about 71% stated satisfaction with its service.
- Out of the 505 people who were interviewed, about 44 % respondents are satisfied with the services of road.

III. Level of Contact and Satisfaction with the Action taken by Officials of the Department Concerned

Service	Problem Incidence %	People to contact %	Satisfied with action %
Community Water supply	37	23	0
Garbage management	84	4	0
Drains	47	14	5
Street Light	19	3	0
Public Toilet	24	0	0
Road	56	4	0

- Despite high rate of problem incidence for most of the services, people who have approached officials for problem resolution have been significantly low.**
- Except for the service of street light where 5% respondents expressed satisfaction with the action taken by the officials,** satisfaction with action taken has been nil for rest of the services provided by Nagar Palika.

IV. Prevalence of Speed Money in Nagar Palika

- About 41% respondents visited Nagar Palika out of which 5% respondents paid for one or the other work.**
- Speed money payments were made for water related service/ work and for miscellaneous works that fall under the purview of Nagar Palika besides the above-mentioned basic services.
- 40% of the speed money payments in Nagar Palika have been made for water related service/work while the remaining for miscellaneous functions that Nagar Palika performs like Birth certificate/ Death certificate, No Objection Certificates, Ration card etc.**
- No involvement of Broker was found in water related service/ work while in 67% speed money payments under miscellaneous head, brokers were involved.**
- For water related work, tasks was accomplished in 75% cases where speed money payments were made while in 83% such payments made under miscellaneous head, tasks were achieved.

B. Other Services (Public Distribution System, Electricity Board and Health Department)

I. Findings Related to Availability and Utilization of Services

1. Total availability of ration cards has been 76% while its utilization was only 50%.
2. Services of Hospital are available to all but have been availed by only 62% respondents in the past 6 months.
3. 86% respondents have electricity connections while electricity meters have been found in about 99% cases. **Thus about 1% illegal connections could be found.** Utilization has been found to be 100%.

II. Findings Related to Satisfaction from the Services (For those who have the services available to them and are utilizing them too)

1. 52% of the respondents availing the service of Public Distribution System (Control facility) have expressed satisfaction with the service available to them.
2. **Level of satisfaction from government health service has been found to be only 47%**
3. 53% of the respondents are satisfied with the services provided by electricity department.

III. Level of Contact and Satisfaction from Action taken by Officials

1. **Only 4% respondent dissatisfied with the Public Distribution system contacted the officials but none reported satisfaction with action taken by officials.**
2. Though problem incidence was as high as 47% in government hospital **but only 5% respondents contacted the officials but none reported satisfaction from action taken by the official concerned.**
3. Out of 47% respondents not satisfied with the services provided by electricity department, **only about 20% contacted officials while only 12% respondents from amongst these reported satisfaction with action taken.**

IV. Prevalence of Speed Money in different Departments

1. Under **Public Distribution System, 4% respondents stated making such payments.** In 26% of these payments, brokers were involved. All speed money payments resulted in accomplishment of work.
2. **16% respondents made speed money payments in the hospital** (total visited-62%). **92% of these payments were made through the brokers** while in 96% cases of payments, task / work was accomplished.
3. 7 persons were found who had made speed money payments in electricity department. In 29% cases, brokers were involved in the payments. Work was done in 86% of these cases.

C. Findings on Participation in Local Governance Election

1. **89% respondents reportedly participated in the local elections.**
2. **None of the respondent in any of the Income categories cast vote on the basis of castes** while maximum respondents cast vote on the basis of leadership quality.
3. About 82% respondents know their ward members.

4. 14% respondents stated that the ward member takes their opinion while carrying out development work in their respective wards.
5. 7% respondents agreed that the ward member shares information about work carried out in the wards.
6. **Only 3% stated that the wards member shares information about Development fund while about 1% opined that the ward member shares information about where development fund is spent.**

Conclusion

Certain conclusions have been drawn on the basis of information furnished by the respondents that comprise the findings of the survey. They have been stated below:

A. About Availability, Utilization and Satisfaction from the Services

1. For the services of Nagar Palika, availability of services has been found to range from as low as 6% (in the case of Public toilets) to 68% (in the case of street lighting). Utilization of these services has been high for most of the services primarily because these are basic services.
2. Water supply is a major problem facing the people in Panna. Community is mainly dependent upon wells for water supply. Hand pumps and community water taps are available in very limited numbers and that too are not satisfactory in service.
3. Utilization of the service of Street lighting and Public toilets has been found to be low. ***In case of street lighting, rods and bulbs are either not provided or are dysfunctional. Utilization has been low in case of public toilets because they are not available to those who require the service.***
4. Due to unavailability of Public toilets, open defecation is a major problem in the city as a result of unavailability of the service to people who need it most.
5. Ineffective garbage management has led to widespread dissatisfaction amongst the people.
6. Besides the services of Nagar Palika, the remaining three services under study are satisfactorily available. Rate of utilization for these services though varies and in case of ration card, utilization has been found to be mere 50%.
7. Few cases of illegal electricity connections have been found in the survey. Thus prevalence of such phenomenon cannot be denied.
8. General cleanliness of the hospital leaves much to be desired.

B. About People Contacting the Officials and Problem Resolution

1. Despite high levels of dissatisfaction with the service providers, number of people approaching officials for problem resolution is less in case of services provided by Nagar Palika as well as the other departments that are being assessed.
2. Satisfaction from the action taken by the officials of the concerned department has been low for all the services. Accordingly, the rate of problem resolution has been very dissatisfactory in case of all the services. In case of most of the services provided by Nagar Palika, rate of problem resolution has been nil.

C. About Speed Money Payments

1. Speed money is prevalent in all the departments and services that have been taken up under the report card study. Though it has been found to be prevalent in all the departments, it has been reported to be very high in the Government hospital.
2. Brokers / Middlemen have been found to be actively present in all the service providing agencies. In all the services / departments where respondents stated paying speed money, brokers have been found to be involved in significant proportion.

D. About People's Participation in Urban Governance

1. People actively participated in the last municipal elections held in Panna.
2. There is lack of communication between the ward members and the people. There is no sharing of information regarding development work in the ward. People are dissatisfied with the role and functioning of ward members.
3. Public hearing is not organized with Nagar Palika officials in the city to raise people's issues and problems.
4. Mohalla Samitis do not exist in the wards/ Mohallas and people have vehemently supported formation of such setups to raise their voice and concerns.

Recommendations

I. For Nagar Palika

- a. For the purpose of more effective garbage management, new waste disposal sites need to be constructed/ developed. However, this in itself would not ease the problem of garbage management. Regular cleaning of these sites is equally important. In absence of regular cleaning of these waste disposal sites, these sites turn defunct.
- b. Attempts should be made by Nagar Palika to remove encroachments that have come up over drains (temporary shops), leading to blockage of drains.
- c. Open drains are often used as waste disposal sites, resulting in choking of drains. Open drains need to be permanently covered in order to do away with this recurrent problem.
- d. Nagar Palika needs to enforce its different tax collections strictly. Legal action should be initiated against people availing the services of Nagar Palika but not paying taxes.

II. For Government Health Services/ Hospital

- a. Supervisory committee should be created in order to monitor the activities / functioning of various departments in the hospital. It would monitor medicine quota available in the hospital and its disbursement. Strict vigil needs to be maintained over Maternity section where large number of speed money payment occurs. Such a committee should be empowered to deal with reported cases of speed money.
- b. Strict monitoring of Rogi Kalyan Samiti needs to be carried out by the supervisory committee especially of the funds that it receives and how it utilizes the funds it receives.
- c. Another suggestion that has come up during discussions with people is regarding nominal increase in the tax charged by Rogi Kalyan Samiti. The extra fund thus generated can be utilized for maintaining cleanliness and for providing medicines to poor visiting the hospital.

- d. Panna being a District hospital should have the infrastructure to cater to the large inflow of patients. New rooms and wards need to be constructed as large number of in-patients are not able to get beds and are thus put in the corridors of the hospital.

III. For Electricity Department

- a. Billing system of electricity needs to be monitored as excess billing has been reported by majority of people.

IV. For Public Distribution System

- a. At least two public distribution shops should be opened in each ward in order to ensure maximum good of maximum people. In Panna, one shop is catering to the needs of 2 – 3 wards, which means that beneficiaries have to go another ward in order to get their due quota of supply.
- b. Also, some monitoring mechanism need to be put in place in order to check the quality of food articles made available to the people in the ration shops as well as to monitor the disbursement of quota. Towards this, government should disseminate information related to quantity of supplies of different goods to each control shop and provisions for quota for each household for each commodity.

V. For the People

- a. Awareness needs to be generated amongst the people in order to cooperate with the Nagar Palika in maintenance of general cleanliness especially of waste disposal. People should be asked not to throw household waste especially polybags into the drains.
- b. Attempts should be made at making people aware of the alternative uses to which the household waste can be put. This in turn, would lessen the overall burden of garbage management on the Nagar Palika.
- c. Awareness needs to be generated amongst the people on water conservation and how people can prevent wastage of water in their respective mohallas and wards through community participation.
- d. People need to be sensitized towards payment of taxes due to Nagar Palika for the services availed by the residents.

CHAPTER - I

INTRODUCTION

Since independence, development agenda has been the focus of all Government policies and interventions. Over the years, it was realized that policy formulation at central level has not been effective in achieving its objective. This manifested in inappropriate and ineffective implementation of Government policies, thus hampering the course of development.

In the year 1992-1993, 73rd and 74th Constitutional Amendment Act was passed with the objective of delegating powers to institutions of Local Governance, both in the rural and the urban context (Panchayats and Municipal Corporation). Direct elections in Municipal corporations are the most important feature in context of Urban Governance whereby people's participation has been ensured. Absence of people's participation (direct/ indirect) at policymaking level was felt to be a vital factor leading policies ineffective.

The 74th amendment is thus a milestone in the constitutional history of India in the context of Urban local self-governance. It was viewed as the radical change agent having potential to alter the contemporary state of affairs in the institutions of governance. Unfortunately, not much has changed in terms of working of these institutions and likewise delegation of powers has not shown positive results. Condition of local governance institutions is more or less same as it was earlier. These institutions are still facing resource crisis due to availability of inadequate funds vis-à-vis their sphere of work and also because they are not able to generate funds from available avenues (sources) effectively. Not only this but also there is mismanagement of available funds; departments are overstaffed, in some cases, to the extent that it is unable to pay its employees. This sums up the scenario in all institutions of urban local governance.

Living condition in urban areas (cities/towns) reflect the level of functioning in such institutions. Status of services provided by Nagar Palika like roads, street light facility, drainage, community water supply are the most crucial indicators, pointing towards the state of affairs in these institutions. Officials state resource crunch as the most important contributing factor, which in turn has a direct consequence on the quality of services being provided. However, unavailability or inadequate funds does not appear to be the primary cause but indifference and lack of commitment and accountability amongst the officials. This manifests in Nagar Palikas losing a substantial amount of revenue from different taxes as a result of leniency in collecting taxes from people for services they are availing.

Nagar Palika is not the only Government institution that fails to meet its standards. Other public services department like Health Services, Electricity, Public Distribution System etc. are no better. Inefficiency in these departments has a direct impact on the way people view government departments and its agencies. A considerable section of population pays taxes for different services availed by them. These taxes are mainly charged as water tax, house tax, and property tax. It has been generally observed that Nagar Palika is unable to tap its available resources due to its failure to recover taxes from people. Cases of people availing services but evading taxation or not paying due to Nagar Palika's indifference abound. This has emerged as a major issue of concern in the institution of urban governance.

1.1 Report Card Survey

With the objective of analyzing the status of services provided by basic services providing government agencies, Samarthan along with Public Affairs Centre, Bangalore had undertaken a project titled Report Card Study in Sehore in July 2001. The study focused on the availability, usage and quality of services made available to people of Sehore by Nagar Palika and three other Government agencies, namely Madhya Pradesh Electricity Board, Public Distribution System and Health / Medical Services and the extent to which people are satisfied with them. This was Phase I of Report Card study. Findings of the study were shared with the concerned officials.

Phase II of the study was carried out in the same wards of Sehore in March 2002, generating findings on changed behaviour of service providers and users.

In April 2003, Samarthan started its intervention in Panna and under its 'Joint Action Programme' on Governance, focused it as its District Resource Center. This programme has the component of both Urban and Rural Governance. Report Card study was envisaged under the urban component of Governance programme.

1.1a What is Report Card Study?

A Report Card study is an attempt at measuring the availability/ accessibility, utilization of basic services provided by different departments of the Government and local institutions and satisfaction that people are able to attain from these services. It can be defined as aggregation of people's feedback on the functioning of various Government agencies. The Report Card aims to highlight how a common man perceives the services made available to him by various agencies. A report card study provides an estimate on the availability and quality of public services as experienced and reported by the citizens. It takes into consideration views of the common man on the quality of service provided, problems faced by him in availing these services and conduct of the officials approached in case of problem incidence. A Report card works on the premise that those who avail a particular service are in a better position to express their views on the various aspects of the service under question and can be its best judge.

1.1b How Report Card Technique came into Existence?

Public Affairs Centre (PAC) Bangalore was the first organisation in the country to have made use of the Report Card technique in the early nineties. Dr. Samuel Paul, the Chairman of PAC had carried out the first Report Card Survey in Bangalore to assess and evaluate the level of satisfaction expressed by the citizens towards various basic services provided by the Government – their availability and quality. Thereafter similar Report Card Surveys were carried out in Pune and Ahmedabad in 1993-94. Since 1994 Report Card Surveys have been undertaken in almost all the major cities of the country.

Taking into consideration, the experiences that PAC has had with Report Card Surveys, a decision to carry out a similar survey in Sehore was taken by Samarthan and PAC in two phases in the year 2001 and 2002.

Samarthan under its urban governance programme then decided to carry out a similar study in selected wards of Panna with the objective of obtaining comprehensive information on status of services available to the people. This in turn would help Samarthan in streamlining its own area and strategies of intervention in Panna. It was envisioned that the survey would contribute in generating awareness amongst the officials about the issues that needs to be addressed in the urban area, thereby improving the quality of the services available.

1.1c Utility of the Report Card

The Report Card Study follows the approach of taking citizens' feedback for assessing the performance of Government service providers. Service providers need to be in close contact with its users. Improvement in the quality of services offered can come about only when these government agencies are aware of the issues and problems (in their various dimensions) encountered by people in availing these services. The Report Card Study aims to highlight the conditions of services provided by different government agencies based on the information provided by the respondents. It aims at highlighting areas wherein there is scope for improvement in the working of these agencies. It substantiates information gathered on diverse issues in relation to basic services with facts and figures. It attempts to bring forth true picture of the prevailing condition in government departments, thus acting as a tool of self-analysis for the service providers. Findings from the study could be of great help to these agencies in deciding their future course of action and in monitoring the working in their respective departments.

1.1d Why the Need for Report Card in Panna?

Samarthan – Center for Development Support, a Madhya Pradesh based support organisation, working towards strengthening the processes of Local Self Governance, has started its intervention in Panna with the purpose of building the capacities of urban bodies in self-governance. To influence the issues of Local Self Governance through participatory processes, attempts are underway to make people aware towards ensuring their active participation while at the same time, making units of local self governance more transparent and accountable.

The Report Card Survey in Panna is an important element of this approach. It is envisaged that the findings obtained from the Report Card Study would be shared with urban bodies that are involved in providing these basic services to the people and that these findings would indirectly contribute towards betterment in the quality of services under study.

1.2 Methodology of Report Card Survey

Fieldwork of Report card survey was undertaken towards the end of January and continued till the 1st week of February 04. The wards chosen for the survey have been mentioned below.

1.2a Selection of Sample and Wards for Report Card Study

Out of the total of 22 wards in Panna, 8 were identified for the purpose of survey. These wards were selected on the basis of prevailing economic conditions. Out of the 8 wards that were identified, 2 were High Income wards- ward no. 15 and 19; ward no. 11, 13 and 14 were Middle Income wards while the remaining wards - ward no. 17, 9 and 4 belonged to the Low Income category as per Nagar Palika data. For the purpose of the survey, sample was determined on the basis of the total households in a particular ward. Attempt was made to ensure that all the selected wards had equal representation in the sample. Sample selected from each ward was in proportion to total households. Thus from each ward, selected sample of households varied from 20%- 23% of the total households in that ward. These households were selected on the basis of random sampling in each ward.

List of wards selected for Report Card study

S.No.	Name of the ward	Ward No.	Total no. of household in the ward	Sample size of Households	Status of the ward
1	Baldev Ward	15	270	55 (20% appx)	H. Income
2	Mahavir ward	19	209	45 (22% appx)	H. Income
3	Raghvendra ward	11	345	70 (20% appx)	M. Income
4	Chatrasaal ward	13	307	65 (21% appx)	M. Income
5	Lal Bahadur Shastri Ward	14	474	100 (21% appx)	M. Income
6	Madaar takri Ward	17	290	60 (21% appx)	L. Income
7	Viyogi Hari Ward	09	320	70 (22% appx)	L. Income
8	Bhagat Singh Ward	04	171	40 (23 % appx)	L. Income

Total respondents interviewed in 8 wards = 505

1.2b Tools/ Techniques used in Report Card Study

Questionnaire was framed for gathering information from respondents. Format of report card used in Sehore provided the guidelines for framing this questionnaire. New version of report card was modified, keeping in mind the local context in which the survey was to be conducted. Newly developed format of the survey was pretested in ward no. 14, Lal Bahadur Shastri ward. Certain modifications were made in regard to the format, which were duly incorporated before the format was finalized for the survey.

The questionnaire used in the survey comprises of 7 sections in all. Section I of the questionnaire deals with the Demographic profile of the respondents. Section II deals with the availability and the usage of the basic services and the degree to which these services are able to satisfy the respondents (who are availing the respective service). The following four sections, deal with the different departments under study, which includes -Nagar Palika, Public distribution system, Public health service and the Electricity board. The VIIIth and the last section in the questionnaire cover the issues of local Governance.

Besides using questionnaires for collecting data, informal group discussions were also conducted in order to understand the issues and problems facing people in a wider perspective. Data entry was carried out in the month of March -April 04 and data analyzed using the Statistical Package for Social Sciences (SPSS), an advanced software package specially designed for social research purposes. Work of data processing, data analysis and report writing was carried out in April – May 04.

1.2c Limitation of the Report Card Approach

- A. An element of subjectivity acts as one of the limitations in a Report Card study. What could be satisfactory for one person may not be so for another. Different income levels and differences in social status contribute to differences in the way people perceive the quality of services provided. To bring the element of subjectivity to the minimum possible, respondents were put into three categories on the basis of the economic status of the ward to which the respondent belongs, on the assumption that people from one income category would have more or less similar level of expectations and opinions about the services available to them.

- B.** Political overtones colouring the responses was also one factor that has had its effect on the response pattern of the respondents. It was observed during the survey that political biases based on political alliances made people take extreme stands, especially on the issues of Local Governance and Participation.
- C.** Paucity of time with the respondents was also a hindrance in the survey. Completion of the Questionnaire takes time and the respondents were found to lose interest towards the end of the interview, which could have some impact on the responses.
- D.** Lack of clarity amongst respondents about their respective ward numbers also posed some problems. This problem was experienced especially in adjacent wards (E.g.- ward no 13 and 14) where there is no clear division between the wards and people are also not sure as to which ward they reside in. This generated uncertainty amongst the field workers involved in the survey.



CHAPTER II

OVERVIEW OF PANNA AND DEMOGRAPHIC PROFILE OF THE RESPONDENTS

Panna – Geographical Location and Profile

Panna is one of the oldest and most backward districts of Madhya Pradesh. It is located in the northern part of the state. It forms the northern district of Sagar Commissioners division. The district has District Banda of UP in the north, Satna in the east, Jabalpur in the south, and Damoh and Chattarpur in the west. Total area of the district is 7135 sq Km. There are seven Tehsils in the district and seven administrative blocks. There are five towns and 1399 villages, out of which only, 1205 villages are inhabited. (Source: Third Human Development report, 2002).

According to the 2001 census report, the district of Panna has a population of 854235 people. It forms 1.41% of Madhya Pradesh's population. The population density of the district is 120 people per square Km, according to 2001 census. Scheduled Castes constitute 20.4% of the total population while scheduled Tribes, share 14.9%.

The economy of District Panna is chiefly dependent on agriculture. Main cereals grown in Panna are wheat, rice and Jowar; Gram is the most grown crop among the pulses. Soyabean is the most grown oilseed. Wheat followed by rice is the most grown crop. Panna is an industrially backward district. The district has natural resources in abundance but its resources have not been exploited for industrial development as yet.

Selection of Wards and Respondents for the Survey

Out of the 22 wards of Panna, 8 wards had been chosen for carrying out the study. Wards were selected on the basis of their economic and financial status. 8 wards that were surveyed were - ward no. 4, 9, 11, 13, 14, 15, 17, and 19. Ward number 15 and 19 belonged to the category of High Income wards while ward no. 11, 13, and 14 to the Middle Income category. Remaining wards - ward no. 17, 09 and 04 belonged to the Low Income category.

Table 2.a – Selection of Wards and Respondents

S. No.	Name of the ward	Ward No.	Total sampled Households
1	Baldev Ward	15	55
2	Mahavir ward	19	45
3	Raghvendra ward	11	70
4	Chatrasaal ward	13	65
5	Lal Bahadur Shastri Ward	14	100
6	Madaar takri Ward	17	60
7	Viyogi Hari Ward	09	70
8	Bhagat Singh Ward	04	40

Total respondents interviewed in 8 wards = 505

Demographic Profile of the Respondents

(Note: Findings in the report depict approximate values)

1 Distribution of the Respondents on the Basis of Sex

1a. Inter Income Category Wise

During the survey, 505 people/ households were interviewed. Out of these 505 persons, 58% were male respondents while the remaining, females. Out of the total respondents interviewed, maximum proportion of respondents were from Middle Income ward, about 46% while 20% belonged to the High Income Category and 34% to the Low Income category respondents. Amongst the total male population interviewed, maximum proportion has been in the Middle Income Category, about 47%, followed by 31% in the Low Income Category and 22% in the High Income category. Amongst the Female population interviewed, largest proportion has been of women from Middle Income Category, about 46% followed by Low Income category and lastly, High Income Category.

Table 2. 1a- Distribution of the Respondents

S. No.	Sex	Total Population	High Income Ward %	Middle Income Ward %	Low Income Ward %	Total %age
1	Males	293	22	47	31	100
2	Female	212	17	46	37	100
3	Total	505	20	46	34	100

1b. Intra Income Category Wise

Out of the total respondents interviewed, 58% were males while 42% respondents were females. In terms of percentage within the different income categories, maximum proportion of male respondents belonged to the High Income ward, 67 % of total High Income category population interviewed while 54% male respondents from the Low Income Ward comprised minimum proportion of male population in that category.

Maximum proportion of female representation was found in the Low Income ward. It is 46% of the total population interviewed in this category. Minimum proportion has been found in the High Income ward, at 36%.

Table 2.1b- Distribution of the Respondents on the Basis of Sex in Different Income Categories

S. No.	Sex	Total %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Male	58	64	58	54
2	Female	42	36	42	46
	Total	100	100	100	100

2. Age Distribution of the Respondents

Out of the 505 respondents randomly chosen, **maximum percentage belonged to the age group of 31- 40 years. This is 38% of the total respondents interviewed.** 22% respondents belonged to the age category 21- 30 years. 70% of the population has been found in the age categories above 51-60 years and 8% of the population falls in the 60 years and above category.

Table 2. 2- Age Distribution of the Respondents

S. No.	Age category	Total %	High Income Group Ward %	Middle Income Group Ward %	Low Income Group Ward %
1	21 - 30	26	22	47	31
2	31 - 40	38	18	46	36
3	41 - 50	21	18	46	36
4	51 - 60	7	32	41	27
5	60 - Above	8	17	54	29

3. Religion of the Respondents

Vast majority of the respondents have been found to be followers of Hinduism, about 74% while followers of Islam are 24%. Christians and people from other religion (like Sikhs, Jains etc) found 1% representation each amongst the respondents. Maximum followers of Hinduism and Islam have been found in the Middle Income Category ward. Christians have not been found in High Income Category ward while respondents from other religion have not been found in the Low Income category wards.

Table 2. 3 - Religion of the Respondents

S. No.	Religion	Total %	High Income Ward %	Middle Income Wards %	Low Income Wards %
1	Hinduism	74	17	48	35
2	Islam	24	27	44	29
3	Christianity	1	0	67	33
4	Others	1	83	17	0

4. Caste Break up of the Respondents

Out of the 505 respondents interviewed, majority of the respondents belong to the General category to be followed by Other Backward Classes. **46% of the respondents belong to the General category while Other Backward Classes and Scheduled Castes comprise 39% and 13% respectively. Only 2% of the respondents belong to the Scheduled Tribes.** Maximum proportion of General category population has been found in the Middle Income Category, 54% and minimum in the High Income Category, which is 21%. Percentage of respondents from the Other Backward Classes has been found to be highest in the Middle Income Category, at 40%. **Maximum percentage of people hailing from Scheduled Castes communities has been found in the Low Income category, 52% while minimum in the High Income Category, at 6%.** Scheduled tribe respondents have been found in insignificant number, only 2% of the total respondents. These 2% have been found largely in the Low Income category.

Table 2. 4 –Castes Break up of the Respondents

S.No.	Caste	Total %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	General	46	21	54	25
2	Schedule Caste	13	6	42	52
3	Schedule Tribe	2	0	27	73
4	Other Backward Classes	39	24	40	36

5. Educational Status of the Respondents

As can be observed from the figures below, significant 26% respondents are illiterate while 4% are found to be literate. 12% respondents are graduates and about 7% respondents hold post graduation degree and above. However, literacy levels are more or less evenly distributed across different Income Category wards. Status of Middle Income category wards has been found to be most favorable in terms of level of literacy.

Significant 46% respondents who are illiterate have been found in the Low Income category. However 16% of the illiterates have been found in the High Income category wards. Maximum percent of graduates and postgraduates have been found to be hailing from the Middle Income category ward, 64% and 62% respectively.

Table 2. 5 – Educational Status of the Respondents

S. No.	Qualification	Total %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Illiterate	26	16	38	46
2	Literate	4	28	44	28
3	Till 5 std	13	14	39	47
4	Till 8 std	15	22	42	36
5	Till 10 std	8	33	41	26
6	Till 12 std	15	17	55	28
7	Graduate	12	20	64	16
8	Post Graduation & others	7	24	62	14

6. Occupation of the Respondents

The figures obtained show that 31% of the respondents were those who are not working or engaged in any economic activity. Largest section of population surveyed, belongs to this category. This was followed by 24% people who are labourers while 21% respondents are self-employed. People not employed consist mainly of housewives while people who have retired from service have been considered in the category of 'others'.

Respondents belonging to Labourer class have been found mainly in Middle Income category and Low Income category wards – 38% and 43% respectively.

Significant 63% respondents in services sector belong to the Middle Income category wards. At the same time, 52% of respondents not engaged in work have also been found in the same category wards.

Table 2. 6 –Occupation of the Respondents

S. No.	Occupation	Total %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Labourer	24	19	38	43
2	Services	19	13	63	24
3	Self Employed	21	30	34	36
4	Others	5	33	45	22
5	Not Applicable	31	16	52	32

7. Monthly Family Income of the Respondents

Majority of people, 53%, fall in the income category 'Up to 2000' while 27% respondents belong to the income category '2001 to 4000'. About 40% and 41% respondents falling in income category 'upto 2000' have been found in the Middle and Low Income category ward. Only about 6% belong to 8000 and above income category. No household with monthly income in the category 6001- 8000 has been found in the High Income category ward. But 60% and 79% households with income in the category 6001- 8000 and 8001 and above range have been found in the Middle Income category ward.

Table 2. 7 –Monthly Family Income of the Respondents

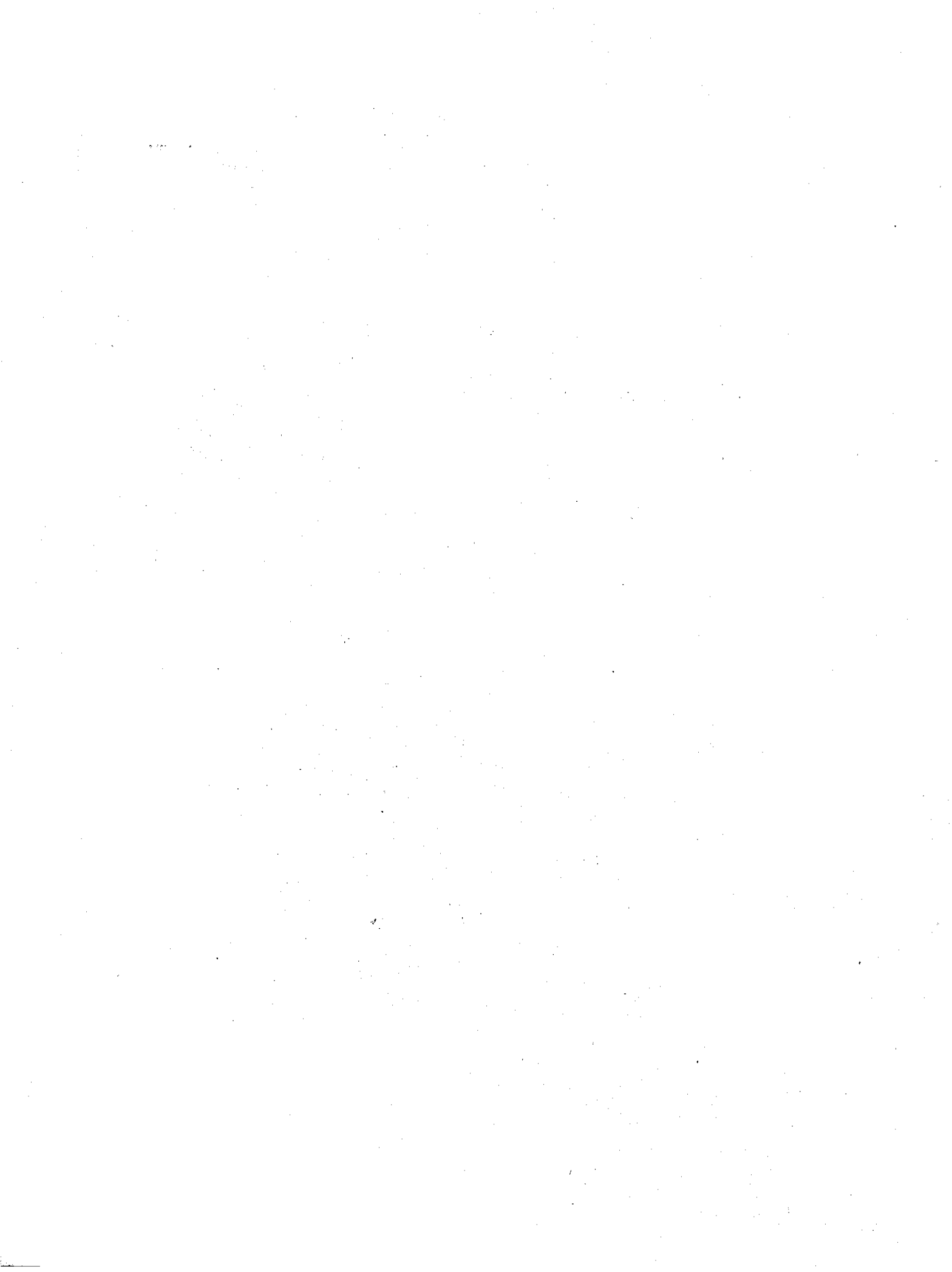
S. No.	Monthly Income	Total %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Up to 2000	53	19	40	41
2	2001 to 4000	27	22	50	28
3	4001 to 6000	13	22	52	26
4	6001 to 8000	1	0	60	40
5	8001 and Above	6	14	79	7

8. Family Structure

As the above data shows, the percentage of nuclear families is more than that of joint families, 62% of the households interviewed are nuclear households. Both forms of households have been found across the three income category wards under study.

Table 2. 8 –Family Structure

S. No.	Type of family	Total %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Nuclear Family	62	21	46	33
2	Joint Family	38	17	48	35



CHAPTER - III

GOVERNMENT SERVICE PROVIDERS AND STATUS OF SERVICES DELIVERED: 'PEOPLE'S PERSPECTIVE'

Background

74th constitutional amendment has in some measure, granted autonomy and power to the institutions of local self-governance. These institutions of governance have been entrusted with the task of managing those services that are most basic in nature such as water supply, drainage, maintenance of roads etc. Services as these fall under the category of essential services and are welfare oriented in nature. Local self-governance institutions in other words provide an extensive range of services to the people and perform various functions that are essentially basic in nature, providing quality life to the people. In urban areas, it is the Nagar Palika, which is the functional unit of local self-governance and has been entrusted, with the task of providing basic services like street lighting, roads, water services etc to the people.

Report Card study deals with 4 essential service providers namely- Nagar Palika, Public Distribution System, Government Health services and Electricity Board. In the ensuing section, we would deal with the status of different services that are being provided by the Nagar Palika in the urban area of Panna. In order to develop wider understanding on the status of these services, user satisfaction has been analyzed on various dimensions related to the service providing agency besides availability and satisfaction from the services made available to people.

A. Availability of Services Provided by the Nagar Palika

Five essential services provided by the Nagar Palika that were studied under the Report Card Survey were water supply, garbage management, drainage, street lighting and roads. However, for the purpose of data analysis, service of road has been taken up separately. In this section, an attempt is made to know the extent to which different services are available to the people on the basis of the randomly drawn sample.

Table 3.1 –Availability of Services

S.No.	Services made available	Total % Available	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Water Supply (personal connection)	52	67	53	41
2	Garbage bins / waste disposal site	16	19	14	15
3	Drainage	45	69	34	45
4	Street Lighting	68	87	68	58
5	Public Toilets	6	6	8	4

1. Water Supply (Personal Water Connection)

It has been found that out of the 505 respondents interviewed; about 52% respondents were such, who have personal Nagar Palika water connection in their homes. Income category wise, **67% respondents in the High Income category ward** have water connection while 53% respondents in the Middle and **41% respondents in the Low Income Category wards have personal water connections.**

2. Garbage Bins/Waste Disposal Sites

Figures obtained on the availability of garbage bins / waste disposal sites are very discouraging. Dust bins / waste disposal sites are available to only about 16% of the total respondents. **19% respondents in the High Income ward, 14% in Middle Income ward while 15% respondents in the low-income group have garbage disposal sites / garbage bins available to them.**

3. Drains

Approximately, about 45% respondents have drainage facility available to them. **69% respondents in the High Income ward had the facility of drains** available to them, which is the highest in comparison with the other two categories of wards. **Only 34% respondents in the Middle Income category ward have the service of drain, which is the lowest.** 45% respondents from the Low Income category ward have drainage service available to them.

4. Street Lighting

The figures obtained on the availability of street light facilities are positive. This facility is available to about 68% respondent in total. **This facility is available to 87% respondents in the High Income category ward,** to about 68% respondents in the Middle Income wards and **58% respondents in the Low Income Category ward.**

A significant section of Chattrasal ward (Middle Income ward) and Madar Tekari (Low Income ward) lives in darkness as no arrangement for street lighting has been made. There are no electricity poles installed. People are facing much difficulty as these wards are spread on slopes and the terrain is somewhat hilly. In this area, majority of houses do not have electricity connections, also due to absence of electricity poles.

5. Public Toilets

Providing the service of Public toilets also falls under the purview of Nagar Palika. However, this facility is found available to insignificant number of respondents. On the whole, **public toilets are available to approximately 6% respondents.** In the High Income category wards, 6% respondents have stated that they have the service in question available to them while in the Middle and Low Income Group, this service is available to about 8% and 4% respectively.

Construction of public toilets is greatly desired considering the fact that a significant proportion of households in the city do not have toilets at home, leading to open defecation in the area. The worst affected are the Low Income category wards where the situation is grave.

B. Utilization of Services Provided by Nagar Palika

Taking into consideration the importance and indispensability of these services in the life of common men, the next important aspect of the service that needs to be analyzed is the extent to which people are able to utilize the services that have been made available (whom they are available to).

Table 3. 2 - Utilization of Services

S.No.	Services	Total % Available	Total Usage %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Water supply	52	90	100	88	86
2	Garbage Bins	15	95	100	88	100
3	Drains	45	96	93	100	95
4	Street Light	68	47	52	50	38
5	Public Toilets	6	23	0	28	33

1. With regard to the extent to which people are utilizing water supply (personal connection), 90% of the respondents stated so. **Despite having water connection, 10% respondents are unable to make use of it mainly because of absence of water supply. These people depend upon other sources of water supply. This problem has been encountered in the Middle and Low Income category wards**
1. Though availability of Garbage bins / waste disposal sites is a mere 15%, its usage has been found to be high. 95% respondents to whom this service is available are availing it. **Those who are not using the bins have reasoned that these bins are not regularly cleaned and overflow with garbage most of the time. They do not serve their purpose as the garbage is strewn all over the place. Also, bins are sparsely placed and rather than going some distance to throw the garbage, it is thrown anywhere. Open drains and nallahs are generally used for dumping garbage which in turn adversely affects the drainage system.** Demands have been raised for providing this service to a larger number of people.
3. Availability of Drains has been found to be low, about 45%, but its usage by those to whom they are available is high, about 96%. It is only in the Middle Income category wards that all the respondents who have the service of drains available are able to use it. **Illegal construction over the drains, lack of maintenance and repair has made these drains dysfunctional in those cases where people are not able to use them.**
4. **Street light facility is available to 68% of the respondents but its usage was found to be only 47%.** Its utilization has been found to range in between 38% - 52% in the different income categories, **being 38% in the Low Income category ward while 52% in High Income ward.**

The reason for utilization of street light service being low despite greater availability is that rods and bulbs are dysfunctional and have been so since months and years but have not been replaced. This has meant that though electricity poles have been installed in a good number, they are of no use to people.
5. Public toilets are available to only 6% respondents and are being made use of by only 23%. **None in the High Income category ward is using them** while only 28% and 33% in Middle and Low Income category ward have been found to be using them. **Those who are not using them despite their availability are those who have their personal toilets at home.**

C. Level of Satisfaction with the Services provided by Nagar Palika

Though the **availability** and usage of various services by and large has been found to be quite satisfactory, the satisfaction level with regard to the **quality** of these services has been found to be very low for all the services. It is not just the availability and usage of the services that holds importance but their ability to satisfy the users, given that, the acid test for the utility of these services is the satisfaction of people. As can be observed from the figures given above, **roads** are the only facility provided by the Nagar Palika for which the satisfaction level **exceeds 50%**. For all the other services, satisfaction level has been found to vary from 19% for drains to 32% for streetlights. For garbage bins and waste disposal sites, satisfaction level was found to be 22% while for **community water supply**, level of satisfaction was found to be round 14%.

Table 3.3 – Satisfaction with the Services

S.No	Services	Total availability %	Total usage %	Total satisfaction %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Water supply	52	90	63	66	61	63
2	Garbage bins	15	95	71	58	82	68
3	Drains	45	96	53	50	63	51
4	Street lighting	68	47	81	91	81	70
5	Public toilet	6	23	71	NA	60	100

(N.A- Not Applicable)

1. Level of Satisfaction with Water Supply (personal connection)

Out of 52% respondents to whom this service is available and 90% out of these who are utilizing it, 63% have expressed satisfaction with the quality of service that is being provided to them. Minimal variation has been found in the level of satisfaction experienced in the different income wards. **Highest level of satisfaction is 63% in the High Income to be followed by 63% in Low Income and 61% in the middle Income category wards.**

Untreated and dirty water supply, scanty supply and that too, for a very short duration have been cited as the major factors affecting the level of satisfaction experienced. Water supply has been stated to be erratic. It is generally supplied once a day but many respondents have stated that there is no set time when it would be supplied which has added to their misery. During summers, situation turns for worse with taps going dry for 3-4 days at a stretch. **Usage of water pumps further aggravates the situation. As supply pressure is low, people use water pumps due to which, others who do not have these pumps do not get any water supply.**

However, dissatisfaction with the supply of water is not confined to those who have personal water connections at home. Significant population of the city faces water scarcity all round the year with the situation turning for worse in the summers. People who do not have water connections at home are dependent upon Nagar Palika's community water supply, mainly community water taps, hand pumps and wells. However, community water taps are inadequate in resolving water crisis. Firstly, their availability has been found to be low and secondly, water supply in these community taps is dissatisfactory with erratic and irregular supply. People have complained that for days together there is no supply in these taps. **In many parts of the city, water supply line has not been laid while the pipelines that are in function, were laid about 4-5 decades back. There is an urgent need to replace these water pipelines as the old ones are now in dilapidated state due to years of neglect. These water lines have cracked and water that is supplied contains impurities. People have complained that water that is supplied is muddy and smells of sewage.**

As regards Hand pumps, situation is more or less the same as community water taps. Availability has been low and their maintenance, nil. In most of the cases, these hand pumps are out of use. In one of the wards, 'Viyogihari', hand pump has been installed in the garbage dumping area. People have stated that during rainy season, the water that they use from the hand pump gets infested with worms and other insects. Despite, they use this water for consumption.

People are mainly dependent upon wells for meeting their water requirement. However, it has been told that in summers, these wells dry up and then people travel kilometers to fetch water everyday. It has been found in some section of Chattrasal ward (Jagaat Chowki) and also in Madda Takeri ward, people do not have any source of community water supply in their area. From Jagaat Chowki, people go upto 1 kms to get water supply. **There is heavy dependency on ponds mainly Benisagar and Dharam sagar for meeting water requirement but in peak summers, it is only Dharam sagar pond that caters to the needs of the people.**

1. Level of Satisfaction with Garbage Bins/Waste Disposal sites & Garbage Management

As far as the satisfaction level with the facility of waste bins and disposal sites was concerned, 71% of the respondents who have bins and are making use of have expressed satisfaction with them. However, the fact that dustbins are available to only 15% respondents is a cause of grave concern. Out of the 71% respondents who appeared to be satisfied with the service, minimum satisfied were respondents belonging to the High Income ward, 58% and maximum 82%, in the Middle Income Category ward.

One of the primary reasons for dissatisfaction has been near absence of cleaning of these bins. This results in the entire area where the bin is installed, turning into garbage dumping site. Besides satisfaction with the facility of garbage bins, satisfaction with garbage management needs to be analyzed in order to understand the overall status of waste management in the city. **Little over 16% respondents have expressed satisfaction with the system of garbage management** on the whole, with mere 15% respondents in the High Income category ward stating so. About 17% respondents in the Middle Income and 16% respondents in the Low Income category ward have expressed satisfaction. Issues taken into consideration under Garbage management include mainly cleaning of roads, waste disposal, clearing of garbage from waste disposal sites / garbage bins.

3. Level of Satisfaction with Drains

Overall satisfaction with the services of drain has been found to be lowest, at 53%. Though drains were available to maximum respondents in the High Income ward, 65% respondents, satisfaction has been found lowest, at 50%. In the Middle Income ward, 63% respondents have expressed satisfaction, which is the highest. However, in the Middle Income category wards, availability of drains has been lowest but their utilization maximum, at 100%. In low Income category ward, only 51% respondents appear satisfied with the service in question.

One of the most important reasons for dissatisfaction is related to improper garbage management system. Waste that goes into the drains chokes it, leading to overflowing of drains. In city area, encroachment has also added to the problem. Shops have been constructed over the drains, blocking the flow of water. Drains in most parts were constructed over 3 decades back and are proving to be inadequate now. In many parts of the city, people themselves have dug temporary drains with no proper outlet for wastewater. **On the whole, no or minimal drain repair work has been taken by the Nagar Palika.** All these factors combined together have resulted in dissatisfaction amongst people. However, people

themselves have also contributed in their dissatisfaction. Mostly poly bags and other household wastes that gets dumped into these drains results in blockages in the drains. If it is prevented, the problem of over flowing drains would decrease to a considerable extent.

4. Level of Satisfaction with Street Light Facility

On the whole, the level of satisfaction with street light facility has been found to be 81%. But taking into consideration that streetlight is available to about 68% of the respondents out of which only about 47% are able to avail the service, the picture is not very positive.

A very interesting picture that has emerged in the study about the Street light service is that level of availability, utilization and satisfaction experienced from the service is highest in High Income category ward to be followed by Middle and Low Income category ward in the same sequence. Satisfaction with the service has been found to be 91% in High Income, 81% in Middle Income while 70% in Low Income category wards. ***Low voltage, voltage fluctuations and lack of timely repair are the main reasons for dissatisfaction expressed by the respondents.***

5. Level of Satisfaction with Public Toilets

As far as satisfaction with the service of Public toilets is concerned, out of 6% respondents to whom this service is available and 23% from amongst it who are availing the service, about 71% have expressed satisfaction. This service is not availed by anyone in the High Income category wards. 60% respondents in the Middle Income category wards availing the service are satisfied with it while all the users in the Low Income ward have expressed satisfaction with the service.

6. Service of Road: Its Status

Nagar Palika has also been assigned another very important service of road construction and maintenance in urban areas. In order to avoid uncertainty, the question of availability of roads was not framed. However, a rough estimate suggests that in the High Income category ward, about 18% have temporary or 'Kutchha road'. Likewise, 28% respondents in the Middle and 32% in the Low Income category ward have such roads. The question of how many people or what proportion of people use roads is meaningless. Whatever be the type and quality of road, it is made use of by one and all.

What is important in the context of roads is the level of satisfaction that people have with the type of road that is available. Out of the 505 people who were interviewed, about 44 % respondents are satisfied with the available roads. In the High Income category ward, 61% respondents expressed this opinion while in Middle and Low Income category wards, 43% and 34% respondents respectively are satisfied with the quality of road available to them.

Causes of dissatisfaction are mainly lack of repair and maintenance leading to accumulation of water on roads. In areas where roads are Kutchha (temporary/have not been made), problem of water logging abound.

D. People to Contact Nagar Palika: Its Extent

In this section, we attempt to see the level/extent to which people who have expressed their dissatisfaction with the state of services (who are facing problems in availing these services) have approached the Nagar Palika. Out of the total respondents interviewed, 41% had visited the Nagar Palika in the past 6 months. **From amongst these 41% respondents to visit, 40% had visited in regard to some problem.**

Table 3. 4- Extent of Contact

S. No.	Services	Problem Incidence %	People who contact %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Community Water supply	37	23	4	35	18
2	Garbage management	84	4	7	5	1
3	Drains	47	14	13	29	0
4	Street Light	19	3	0	0	9
5	Public Toilet	24	0	0	0	0
6	Road	56	4	3	7	1

On the whole, despite high level of dissatisfaction with the state of services, people to contact or approach Nagar Palika when facing problems has been found to be very low, nil, in case of some services. **General apathy has been found amongst people about the status of services provided to them. Respondents in large number stated that they do not visit or approach government departments with problems because no action is ever taken by them. In such a situation it is meaningless to keep complaining.**

1. As regards community water supply, out of the 37% respondents who are not satisfied with the quality of water supplied, about 23% contacted the officials of Nagar Palika. 35% respondents to contact were from the Middle Income category ward, which is the highest while only 4% respondents to contact were from the High Income Ward.
2. For problems related with Garbage management, out of the total of 84% respondents who had stated problems with the service, only 4% respondents contacted the officials seeking solution. 7% respondents from the High Income category wards while 5% from the Middle Income category ward and only 1% from Low Income category ward approached Nagar Palika seeking solution to their Garbage service related problems.
3. Out of 47% people who faced problems related with drains, only 14% respondents contacted Nagar Palika. Maximum percentage of respondents to contact was from the Middle Income Category ward, 29%. None of the respondents from the Low Income category ward who faced problem approached Nagar Palika.
4. Despite 19% respondents to whom street light facility is available and who are making use of it, only 3% respondents approached the Nagar Palika with related problems. None of the respondents from the High Income and Middle Income category approached Nagar Palika. It was only from the Low Income category ward that respondents had approached and that too, only 9%. However, out of the total 68% respondents who have streetlight available, only 47% are able to use it. From the remaining 53% who are not able to use this facility, about 4% respondents have also approached Nagar Palika, seeking solution to their problems. About 8% such respondents were from the High Income category ward while about 5% and 3% were from Middle and Low Income category wards respectively.

5. From amongst those respondents who used the service of Public toilets, 24% have expressed dissatisfaction with the service but none of the respondents from any of the income category approached or complained to any official in the Nagar Palika.
6. In case of problems related with roads, though 56% respondents are not satisfied but only about 4% people approached the Nagar Palika. A mere 1% from the Low Income category while 7% from the Middle Income category ward approached Nagar Palika.

E. Satisfaction with Action and Problem Resolution

In the earlier segments, we tried to understand issues like availability proportions of different services, rate of their utilization, satisfaction/ dissatisfaction level and cases where people have contacted Nagar Palika with the objective of seeking solution. As has been mentioned earlier, though problem incidence is higher but very few people have approached Nagar Palika.

The next important aspect that needs to be looked into with regard to Nagar Palika is the rate of satisfaction experienced - how many people who have approached Nagar Palika with their problems have expressed satisfaction with the action taken. In other words, in how many cases, problems have been resolved.

Table 3.5 – Satisfaction with Action taken/ Problem Resolution

S. No	Services	Contacted %	Satisfied with action %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Water Supply	23	0	0	0	0
2	Garbage management	4	0	0	0	0
3	Drains	14	5	0	0	0
4	Street Light	3	0	0	0	0
5	Public Toilet	0	0	0	0	0
6	Road	4	0	0	0	0

For none of the services under question, any case of satisfaction with regard to the problems has been found. **Not only has the rate at which people contacted Nagar Palika low, rate of satisfaction and that of problem resolution has been found to be nil.** Taking into consideration that these services are the basic services and should be made available/ accessible to largest number of people, the situation is grim.

F. Conduct of Officials at the Nagar Palika

The essential services that have been taken up in the study are all public relation services. Hence conduct of the officials becomes an important aspect that could affect people's perception about the service provider. An attempt was made in the survey to know the perception of the people who had approached the officials with problems and about the responsiveness of those officials towards them.

Two variables that have been taken up under conduct of officials is- availability of officials in Nagar Palika and their behaviour with the people approaching Nagar Palika in relation to work and their problems.

G. Availability of the Official Concerned

Out of the 505 respondents interviewed, about 41% had visited Nagar Palika in the past six (6) months. People have mainly visited Nagar Palika for depositing bills, for taking water connection or for other works like ration card making, no objection certificate for house construction besides in relation to problem resolution, some of which have been stated in the earlier section.

Table 3.6 - Availability of the Official

S.No.	% of people to have visited Nagar Palika	% Availability of officials	% High Income category	% Middle Income category	% Low Income category
1.	41	91	92	90	93

Out of these 41% respondents, about 91% respondents could meet the concerned official. In the High Income category ward, 92%, in the Middle Income category ward, 90% while in the Low Income category 93% respondents could find the concerned person.

1. Behaviour of the Official Concerned

The next important question is how was the behaviour of person in question, satisfactory/dissatisfactory? Figures that have emerged in relation to behaviour of the officials are positive as can be seen in the table below.

Table 3.7 - Behaviour of the Official

S.No.	% of people to have visited Nagar Palika	% Availability of officials	% Satisfactory Behaviour	% High Income category	% Middle Income category	% Low Income category
1	41	91	87	87	90	83

Out of the 41% respondents who had visited Nagar Palika, 91% could meet the person concerned. Out of these 91% respondents, about 87% found the behaviour/ conduct of the official satisfactory. On the whole, satisfaction with the behaviour of the officials concerned has been reported to be satisfactory across all the income categories.

H. Prevalence of Speed Money in the Nagar Palika

In this study, an attempt was made at finding out the prevalence of the phenomenon of speed money (bribe) in the different government departments under study, including the Nagar Palika. Under prevalence of bribery, information was gathered on the following - if they had paid a bribe in Nagar Palika, how much they paid, if a mediator/ broker was involved in the deal, if the money was demanded and whether the work was done after such payments were made.

I. Extent of corruption

Total respondents to have visited the Nagar Palika were 41%. Out of these respondents who visited Nagar Palika, only about 5% respondents stated that they made payments in order to ensure their work was done. Payment of speed money cuts across income categories and respondents from all the 3 income category wards have reportedly paid at the Nagar Palika.

Table 3.8- Extent of Corruption

S.No.	Respondents to visit %	Money paid %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	41	5	2	5	7

2% respondents visiting Nagar Palika from the High Income category ward paid money while from the Middle Income category and Low Income category wards, respondents who paid money were about 5% and 7% respectively. Thus, maximum respondents who paid belonged to the Low Income Category ward.

1. Payment of Speed Money for Various Services Provided by Nagar Palika

Out of the 5% respondents who had paid in the Nagar Palika, about 40% respondents had paid in relation with water supply while remaining 60% had paid for other miscellaneous services under the purview of Nagar Palika (these services are besides the 6 services that have been taken up in the study).

Table 3.9 - Payment of Speed Money for Various Services provided by the Nagar Palika

S.No.	Services	Total Paid %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Water supply	40	25	50	25
2	Garbage Management	0	NA	NA	NA
3	Drains	0	NA	NA	NA
4	Street light	0	NA	NA	NA
5	Roads	0	NA	NA	NA
6.	Others	60	0	50	50

As has been stated, only 40% (out of the total 5% who paid) had paid for work related to water supply service. **These people had paid mainly for getting a new water connection.** Out of these, 25% belonged to High Income category ward; another 25% to the Low Income category ward while remaining were from the Middle Income category ward.

Speed money has not been paid for any of the other basic services that falls under the purview of Nagar Palika (and that has been covered under Report Card study). **Maximum speed money payments have been made for other services like ration card, Birth certificate, NOC for house construction, Pension etc. These payments have been made by respondents from the Middle Income category ward and Low Income category ward, 50% each. But none of the respondents from the High Income ward have paid for miscellaneous services in the Nagar Palika.**

2. Involvement of Broker

On the issue of involvement of a middleman/broker for making speed money payments, **approximately 40% respondents who had paid, reported having made the payment through a broker.**

Table 3.10 – Involvement of Broker

S.No.	Services	Total Paid %	Presence of broker %	High Income Ward %	Middle income ward %	Low Income Ward %
1	Water supply	40	0	0	0	0
2	Garbage Management	0	NA	0	0	0
3	Drains	0	NA	0	0	100
4	Street Light	0	NA	-	-	-
5	Road	0	NA	0	0	0
6	Others	60	67	NA	25	75

None of the respondents who had paid money for water related work, paid through a middleman/ broker. All payments have been directly made to the person concerned.

However, speed money payments made under miscellaneous head have largely been made through middlemen. 67% of the speed money payments made here have been through brokers. Out of these 67% payments made through brokers, 75% have been made by respondents in the Low Income category wards while the remaining from the Middle Income category wards.

3. Money Demanded

From amongst those who paid a bribe, **70% respondents pronounced having been asked to pay** while 30% respondents stated having made the payment on their own. In cases of speed money payments made for water related service, 25% respondents had made the payment when it was demanded. For speed money payments made under miscellaneous head, all the payments were made when demanded so.

Table 3.11 – Money Demanded

S.No.	Services	Total paid %	Money Demanded %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Water supply	40	25	0	50	0
2	Garbage Management	0	NA	0	100	0
3	Drains	0	NA	0	80	100
4	Street light	0	N.A	-	-	-
5	Road	0	NA	0	100	0
6	Others	60	100	NA	100	100

25% respondents who paid for water supply and related work, paid when it was demanded. None of the respondents from the High Income and Low Income category paid on demanded but 50% of the respondents who paid from the Middle Income category, paid when money was asked for. For speed money payments made for miscellaneous work/ services under Nagar Palikas jurisdiction, all respondents in the Middle and Low Income category wards who paid were those who were asked to pay. **No respondent from the High Income category ward has paid speed money, thus this question does not apply to these respondents.**

4. Problem Resolution

Speed money payments have been made in Nagar Palika in anticipation that the purpose for making such payments would be fulfilled, that their work would be done. Therefore, information was obtained from the respondents if their work for which speed money was paid was done after the payment was made.

It has been found that in 75% of the cases where payments were made for water related work, the purpose for which payments were made, was achieved. In those cases where payments were made for miscellaneous work, 83% respondents expressed satisfaction with completion of the work for which they had paid.

Table 3.12 – Problem Resolution

S.No.	Services	Respondents who Paid %	Work Done %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	Water supply	40	75	100	50	100
2.	Garbage Management	0	NA	0	100	0
3.	Drains	0	NA	0	100	80
4.	Street Light	0	NA	-	-	-
5.	Road	0	NA	0	100	0
6.	Others	60	83	NA	100	67

J. Status of Tax Payment to the Nagar Palika

So far in the survey, attempt was made to understand the quality of services that are made available to the people by the Nagar Palika. For the different services that the Nagar Palika provides to the people, people pay money in the form of taxes in order to ensure that they are provided satisfactory services.

Taxes that people pay to Nagar Palika are mainly **Water tax, House tax, Samekit Kar** besides other. Water tax is charged from people who have personal connections for Nagar Palika's water supply. Samekit kar in other words are charged for providing the basic services that we have discussed except for water supply. The money so charged is for the maintenance of these services. It thus becomes necessary to understand the extent to which people are satisfied with those services for which they are duly charged.

1. Tax Payment to Nagar Palika

Out of the 505 people who were interviewed, 75% pay tax (one or more) to the Nagar Palika 7% respondents are those who only pay water tax, 46% respondents are those who pay House tax only, 25% are such who only pay Samekit Kar while, and 28% are such who pay all the taxes that is – Water tax, House tax as well as Samekit Kar.

Table 3.13- Taxes paid to the Nagar Palika

S.No.	Taxes	Respondents who Paid %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	Water tax	7%	41	52	7
2.	House tax	46	25	34	41
3.	Samekit kar	25	11	51	38
4.	All the three above	28	26	56	18

Water Tax – 7% respondents have been those who only pay water tax. These 7% comprise of 41% respondent from High Income category ward while 52% from the Middle Income and 7% from Low Income category ward.

House Tax – 46% respondents have been found who only pay House tax. These 46% includes 25% respondents from the High Income category ward while from the Middle and Low Income Category ward the figures stand at 34% and 41% respectively.

Samekit Kar – 25% respondents stated that they only pay Samekit Kar. 11% such respondents are from High Income category ward, while 51% respondents are from Middle Income category ward and 38% are from the Low Income category ward.

All the above three – Respondents paying all the taxes have been found to be 28%. Maximum respondents belong to the Middle Income category ward, 56% while 26% respondents from the High Income category and 18% from Low Income category ward belonged to the Low Income category ward.

2. Samekit Kar and Level of Satisfaction

It becomes important to assess the level of satisfaction from Samekit Kar levied on people, as it is the payment that people make to Nagar Palika in order to get good quality basic services. Nagar palika charges about Rs.150 for these services. Out of the 505 respondents interviewed, about 35% respondents interviewed stated paying Samekit Kar. This is 47% of the total respondents who pay tax in the Nagar Palika.

Table 3.14 Satisfaction from Services made Available on Payment of Samekit Kar

S.No.	% Paying Samekit kar	% Total satisfaction	% High Income category	% Middle Income category	% Low Income category
1.	35%	24%	31	25	16

Out of the 35% respondents who pay Samekit kar, 24% have expressed satisfaction with the quality of services provided in return of the tax paid. About 31% from the High Income category ward who pay tax are satisfied while 25% respondents from the Middle Income category ward and 16% from the Low Income category ward have expressed satisfaction with the same.



CHAPTER - IV

THE PUBLIC DISTRIBUTION SYSTEM

Background

It is pertinent in a Report Card process to individually assess the performance of some basic services as the Public Distribution System, the Health and Electricity Services etc. in order to reveal data and information to the minutest detail. Analysis of provision and utilization of these services has been proved to be extremely useful especially from the point of view of the consumers, to understand the status quo of basic amenities available to the citizens of a particular town.

One of the basic service-providing agencies that have been taken up in the survey is the Public Distribution System. Public Distribution System is guided by the welfare principles of the constitution. It aims to provide food grain support to the people, mainly to the underprivileged, at subsidized rates.

Issues that have been taken up under the Public Distribution System range from availability of the service to others as the level of corruption in the Public Distribution System.

1. Availability of Ration Card

Out of the total of 505 respondents, **76% respondents have ration cards**. An interesting observation that has been made with regard to availability of ration card is that maximum people in the High Income category ward have ration cards and respondents in the Low Income category hold minimum ration cards.

Table 4.1 – Availability of Ration Card

S.No	Total Availability %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	76	85	77	70

These 75% respondents who possess ration card include 85% respondent from the High Income category ward while the figure stands about 77% and **70% for the Middle and Low Income category wards respectively. Thus minimum ration cardholders have been found in the Low Income category ward.**

2. Categories of Ration Card

Ration cards are distributed under 3 different categories- very poor, poor and general. Under each of the category of ration card, different quota of food grain is due to the cardholder. Out of total 76% respondents who own ration cards, about 3% had Below Poverty Line cards (BPL). Respondents holding Poverty Line card (poor) were found to be 12%. About 3% respondents didn't know which category card they owned. Remaining all the respondents stated having General Category ration cards.

Table 4.2 – Categories of Ration Card

S.No.	Category of cards	Total %	High Ward %	Middle Income Ward %	Low Income Ward %
1.	BPL	3	0	2	6
2.	Poverty line	12	15	6	18
3.	General	82	82	88	75
4.	Don't Know	3	2	3	2

None of the respondents in the High Income category ward owned Below Poverty Line ration card while 6% respondents in the Low Income category ward had these ration cards. 15% respondents in the High Income category ward stated having Poverty Line cards while 6% in the Middle Income and 18% in the Low Income category ward approved so. Across all the 3 Income category wards, respondents in significant numbers own General category ration card.

3. Utilization of Ration Card

Out of the 76% respondents who have ration cards, about 50% availed the facilities on their cards. The remaining 50% respondents who did not use their card stated that they do not get any commodity from the Ration shop. They therefore do not go the shop.

Table 4.3 – Utilization of Ration Card

S.No	Total availability of cards %	Total utilization %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	76	50	56	52	55

About 50% respondents are availing the services of ration shop. The rate of utilization of ration card is found to vary in between 52% to 56% - 52% in the Middle Income category ward and 56% in the High Income category ward.

4. Level of Satisfaction with the Public Distribution System

Out of the 50% respondents (from amongst 76% who have ration cards) who make use of their cards, 52 % appeared satisfied with the services of ration shop. Remaining have expressed dissatisfaction for the reasons listed below.

Table 4.4 – Level of Satisfaction

S.No.	Total availability %	Total utilization %	Level of Satisfaction %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	76	50	52	38	52	62

Highest percentage of respondents, who appeared satisfied with the services of control, belonged to the Low Income category wards, about 62%. Satisfaction was found to be lowest amongst respondents from the High Income ward, where only 38% of the respondents expressed satisfaction. Distant location of the shops appears to be an important factor behind it. In the 22 wards of Panna, there are only 8 ration/ control shops. Thus 1 shop is catering to the needs of almost 3 wards. **There appears to be no fixed time for opening and closing of**

shops, black marketing of commodities also leads to shortage of supply to eligible people. People have also complained about false weighing system along with the full quota not being supplied, in addition to the above stated problems. Kerosene is generally black-marketed and thus doesn't reach the intended consumers.

5. Extent of Contact

Out of the 48% respondents who expressed dissatisfaction with the Public Distribution System, insignificant number from amongst these approached officials with their problems. Only about 4% respondents approached the officials concerned. As compared with the level of dissatisfaction/ problem encountered, percentage of people contacting officials is very low.

Table 4.5 – Extent of Contact

S.No.	Problem Incidence %	Person Contacted %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	48	4	0	8	4

Although about 63% respondent belonging to the **High Income category ward** (and using ration card) expressed dissatisfaction with the service of ration/ Public Distribution system **but none approached the officials in regard to their problem.** Likewise, only about 8% respondents from the Middle Income category ward **and 4% respondents from the Low Income category ward approached despite high levels of dissatisfaction rate amongst those availing the services of Public Distribution System.**

6. Satisfaction with Action

Not only is the rate of contact with the officials low, rate of satisfaction with action taken has been found to be nil. **For the 4% respondents who contacted the authorities, none expressed satisfaction with the officials and their problems remain unresolved.**

Table 4.6 -- Satisfaction with Action

S. No.	Problem Incidence %	Person contacted %	Satisfied with action %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	48	4	0	0	0	0

7. Prevalence of Speed Money

Under this section of Public Distribution System, an attempt was made to gain an insight into the prevalence of the phenomenon of speed money through the service of ration/ control shops. Following findings have been obtained.

A. Extent of Corruption

Out of the 76% respondents who own ration cards, 50% have been found to be utilizing them. From amongst these 50%, **about 4% respondents reported having paid money in the ration shop.**

Table 4.7 – Extent of Corruption

S.No.	Total availability of cards %	Total utilization %	Total Paid %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	76	50	4	2	3	6

These 4% respondents, who made speed money payments included 6% who belonged to the Low Income Category ward while another 2% and 3% were from the High and Middle Income category ward, respectively. About 29% respondents paid in order to get their regular quota of food supplies while remaining for other causes like getting more than permissible limit or for getting those items for which they are not entitled under the ration card that they hold.

B. Involvement of Broker

On the issue of presence of brokers, out of the 4% respondents who paid speed money, 29% respondents made use of the services of a broker, paid through broker while the rest had directly paid the amount.

Table 4.8 – Involvement of Broker

S.No.	Total Paid %	Presence of broker %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	4	26	0	0	50

None of the respondent belonging to the High and Middle Income category wards paid through the broker while 50% respondents from the Low Income category ward who paid, made the payment through a middleman.

C. Money Demanded

Money was reportedly demanded from about 71% respondents (out of those who paid) while remaining had paid on their own.

Table 4.9 – Money Demanded

S.No.	Total paid %	Total demanded %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	4	71	100	100	50%

All the respondents who paid in the High and Middle Income category ward, paid when money was demanded of them while in the Low Income category ward, about 50% such respondents were found, who paid on demand.

D. Problem Resolution

In case of all the 4% respondents who had made speed money payments, the purpose for which speed money payments were made was served.

Table 4.10 – Problem Resolution

S.No.	Total paid %	Work done %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	4	100	100	100	100

CHAPTER - V

PUBLIC HEALTH SERVICES

Amongst the category of most essential and important services falls the Public Health Service provided by Government Hospitals. Panna being one of the most backward regions in Madhya Pradesh, people are heavily dependent upon the only Government Hospital in the city. This hospital caters to the entire block of Panna district. Besides the government hospital, there is no other alternative available to people. Though, there do exist private practitioners who people refer to in case of minor ailments but in severe cases, it is the Government Hospital that they refer to.

In this section, we attempt to assess the extent of utilization of government hospital and its services, level of satisfaction of people who have availed the services of the hospital, problems the respondents have encountered, and the process of problem resolution. Prevalence of speed money (bribe) in the government hospital was another important issue taken up in the survey.

1. Utilization of Government Hospital

Out of 505 respondents interviewed, **62% have visited the government hospital** and availed its services in the last six-months.

Table 5.1 – Utilization of Govt. Hospital

S.No.	Total respondents	Total availing service	% the	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	650	62		61	67	56

From amongst those who visited the hospital, 67% belonging to the Middle Income wards while 56% from the Low Income wards and 61% of the respondents from the High Income ward visited the hospital regularly.

2. Level of Satisfaction

Despite hospital services being available to all, and a large number of people availing this service, the level of satisfaction with it remains low. Out of the total 62% people who availed the services of the hospital, 47% expressed satisfaction with its services.

Table 5.2 – Level of Satisfaction

S.No.	Total respondents	Total availing service	% the	Level of satisfaction %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	650	62		47	61	49	35

Level of satisfaction has been found to be highest in the High Income category ward where 61% respondents stated satisfaction while it has been found to be lowest in the Low Income category ward, with only 35% expressing so.

One of the main reasons for level of satisfaction being low is unavailability of medicines. Medicines are not provided from the hospitals, which the people feel they should get. Majority

of people stated that they prefer government hospital to private because it is cheaper, thus their discontent. **Another major reason is that people have to pay speed money in the hospital. For every thing and anything, people are demanded money. This is the commonly shared opinion. People have also complained about inappropriate behaviour of nurses and other health personnel. Significant numbers of people have stated that treatment facility available in the hospital is not good. If possible, they prefer to take the patient to Satna or Jabalpur for treatment. Unavailability of beds in the hospital has been another problem and it is common to find patients managing on the floors due to paucity of beds.** Also, the inflow of patients in the hospital is very high due to it being district hospital but the hospital does not have the capacity to handle them. Wards are crowded to the extent that patients can be found in the corridors also.

Apathy in Government Hospital: A Glaring Example

For one Shakil Ahmad, vegetable vendor, residing in ward no 11 (Raghvendra ward), experience with the government hospital was a nightmare. He and his wife who is a Bidi worker were expecting their 4th child and his wife was in great pain when taken to the hospital. She was admitted at 9.00 in the morning and at the time of admitting, he was asked to get medicines, which cost him, Rs.600/-.

Though his wife was admitted at 11.00 in the morning, she was attended to only at 2 p.m. when the lady doctor visited. Till then, no proper care was taken and by the time doctor arrived, it was too late. The child had died inside the womb but his wife survived and was admitted for 11 days in the hospital. In all, he had to pay medicine bills amounting to Rs.11000/-. He took loan from people for the treatment and till date he is repaying the amount.

3. Availability of Medicines

One of the reasons for dissatisfaction with government hospital is that medicines are not given to the people. Thus, it becomes imperative to ask how many people received medicines from the hospital. **About 27% respondents stated that some medicines were provided to them.**

Table 5.3- Availability of Medicines

S.No.	Total % availing the service	Medicines provided %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	62	27	25	28	26

Out of the 27% respondents who were provided medicines, 25% belonged to the High Income category ward while from the Middle and Low Income category wards; the figure stands at 28% and 26% respectively.

4. Admittance in the Hospital and Availability of Medicines

An attempt was made to analyze how many respondents who were interviewed had been admitted to the hospital in the last 6 months (from amongst those who had visited the hospital) and if medicines were given to them from the hospital.

Out of the total 62% respondents who visited the hospital, about 37% respondents were those who were admitted to the hospital.

Table 5.4- Admittance in the Hospital

S.No.	Total % availing the service	Admittance in hospital %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	62	37	25	41	38

From amongst respondents visiting the hospital from the High Income category ward, about 25% were those who were admitted to the hospital for treatment while 41% respondents from the Middle and 38% respondents from the Low Income category ward had remained admitted in the hospital. **From amongst these 37% respondents who were admitted, about 18% respondents were those who had been provided medicine by the hospital itself.**

Table 5.5- Admittance in the Hospital and Availability of Medicines

S.No.	Total % availing the service	Admittance in hospital %	Medicines provided %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	62	37	18	7	18	22

From amongst those respondents of High Income category ward, who were admitted to the hospital, about 7% respondents were provided medicine while 18% such respondents from the Middle Income category ward and 22% respondents from the Low Income category ward stated that medicines were provided to them. **Minimum percentage of respondents who were given medicines on admittance to hospital belonged to the High Income category ward while maximum were from Low Income category ward.**

5. General Cleanliness in the Hospital

Another factor that has been taken up in the study deals with general cleanliness in the hospital and wards. It is believed that cleanliness is detrimental to the satisfaction from the government hospital and has been stated so by respondents too. People have however stated that over the years, cleanliness in hospital has improved but it still leaves a lot to desired.

Table 5.6- General Cleanliness in the Hospital

S.No.	Total % availing the service	Satisfaction from cleanliness %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	62	47	51	43	50

Though 62% respondents have visited the hospital in the past 6 months, only 47% from amongst these have expressed satisfaction with its services. **Maximum respondents to have stated satisfaction from the level of cleanliness belonged to the High Income category ward, about 51%, while minimum satisfaction 43%, was reported by respondents from the Middle Income category.**

6. Extent of Contact

Though the problem incidence rate for the respondents was as high as 53%, only 5% respondents contacted the service provider in order to raise the issue and seek adequate solution.

Table 5.7- Extent of Contact

S.No.	Total availing the service %	Problem incidence %	People who contacted %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	62	53	5	4	5	5

5% respondents, who contacted the officials concerned, comprised of 4% respondent from the High Income category ward while 5% each were from the middle and Low Income category wards.

7- Satisfaction with Action

Though in all, 5% of the respondents had contacted the authorities with their problems, not even a single instance of satisfaction was reported. Thus, not only is the number of persons contacting the service providers for resolution of their problems low, the response of the departments has also been discouraging.

Table 5.8 – Satisfaction with Action

S.No.	People who visited %	Satisfaction with action %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	5	0	0	0	0

8. Behaviour of the Hospital Staff

An important component of the service delivery departments is the conduct of the officials with whom people come in contact with. In cases of government hospitals, such contacts are probably the highest. Amongst the hospital staff that these people approach includes mainly the Doctors, Nurses and the Ward boys. In this section we have tried to analyze the level of satisfaction that people have with the above mentioned health personnel

9a. Availability of Nurse and Ward boys

About 62% respondents have visited the Nagar Palika in the past 6 months. Out of these respondents who visited, about 69% found the nurse/ ward boys on duty while another 25% did not. Another 6% did not have any work with these personnel and thus could not comment.

Table 5.9a- Availability of Nurse and Ward Boys

S.No.	People who visited %	People come in contact %	Satisfaction with availability %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	62	94	73	81	71	72

Out of the 62% respondents, about 94% respondents had work / approached these hospital staff members. From amongst those who approached them from the High Income category

ward, about 81% could find them on duty while 71% from the Middle Income category ward and 72% respondents from the Low Income category ward stated so.

9b. Conduct of Health Workers (Nurse/ Ward Boy)

On the conduct and behaviour of the hospital staff under question, from amongst the 73% respondents who could find the staff members, about 88% were satisfied with the behaviour of the staff.

Table 5.9b- Conduct of Health Workers (Nurse/ Ward Boy)

S.No.	People who visited %	People who approached the above %	Satisfaction with conduct %	Satisfaction with conduct %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	62	94	73	88	87	90	84

Those respondents from the different category ward, who had approached these staff members and could find them on duty, about 88% such respondents were from the High Income category wards while 90% respondents were from the Middle Income category ward and minimum 84% were from the Low Income category wards.

9c. Availability of Doctors

Availability of Doctors on duty is another parameter on which satisfaction of the people visiting the hospital has been judged. It has been found in the survey that out of the 62% respondents visiting the hospital, about 84% found the doctors on duty.

Table 5.9c- Availability of Doctors

S.No.	People who visited %	Satisfaction with availability of doctors %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	62	84	85	82	85

Satisfaction with availability of doctors has been found to be high, at 84%. In both High Income category ward and Low Income category ward, respondents in high number stated that they met the doctor when approached him for treatment, 85% in each of the categories. In the Middle Income category ward, about 82% respondents stated so.

9d. Doctor's Behaviour

Another issue in relation with Doctors relates to their general conduct and behaviour with the patients. The findings obtained on this parameter are again satisfactory where on the whole, from amongst the 84% respondents who could see the doctor, about 95% respondents stated satisfaction with their behaviour.

Table 5.9d- Doctor's Behaviour

S.No.	People who visited %	Satisfaction with availability of doctors %	Satisfaction with conduct of doctors %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	62	84	95	85	82	85

Satisfaction has been found to be high in all the Income categories where about 85% respondent in each of the High and Low Income categories income category wards were satisfied with the conduct of the doctor while 82% respondent stated so from the Middle Income category ward.

10. Prevalence of Speed Money

Prevalence of speed money has been found to be high in the government hospital at Panna. Out of the 62% respondents who visited the hospital, **16% respondents on the whole, stated having made speed money payments in the last 6 months in the Government Hospital.**

A. Extent of Corruption

For one purpose or the other 16% respondents have stated making speed money payments in the hospital. It comprised of 21% respondents from the High Income ward while 15% respondents each were from the Middle Income and Low Income category ward.

Table 5.10a – Extent of Corruption

S.No.	Total % availing the service	Money Paid %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	62	16	21	15	15

B. Involvement of Broker

On the issue of the existence of a broker / middleman for payment of speed money, 92% of the respondents stated having made the payment under question through middleman / broker. Involvement of middlemen has been found to be very high for all the three Income categories. There involvement has found to be maximum in the High Income category ward All the respondents from the High Income Category ward who paid, made use of the services of middle men.

Table 5.10b – Involvement of Broker

S.No.	Money Paid %	Presence of broker %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	16%	92	100	92	86

C Money Demanded

On the issue of whether the money had been demanded, 94% of those who had paid, stated that the money had been paid on demand. All the respondents from the Low Income ward had been asked for money while 92% in the Middle Income wards and 77% respondents from the High Income wards were asked to make payments. Minimum respondents who were demanded money belonged to the High Income category ward.

Table 5.10c – Money Demanded

S.No	Money Paid %	Money demanded %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	16	94	77	92	100

D Problem Resolution

When the respondents were asked if the purpose of making such payments was achieved, 96% of those who had paid stated that the work was done, once money had been paid. All the respondents from the Low and High-income category wards who had paid money could get the work done while a good 92% from the Middle Income category ward stated so.

Table 5.10.d – Problem Resolution

S.No	Money Paid %	Work done %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	16	96	100	92	100

CHAPTER - VI

MADHYA PRADESH ELECTRICITY BOARD

Another service providing government agency that had been studied in the survey is the Madhya Pradesh Electricity board, Panna. In this section, attempt has been made to assess the overall status of the services provided by the Electricity Board. Issues that have been taken up have been the same as those for Nagar Palika, Public Distribution System and services of Government Hospital in Panna.

1. Availability of Electricity Connections

Out of the 505 respondents interviewed, about 86% respondents have electricity connections. It includes few respondents who have not taken electricity connection from the Department but from their neighbours and are paying some fixed amount to them on a regular basis. Approximately, 1% respondents stated having such connections.

Table 6.1 – Availability of Electricity Connections

S.No	Availability of connections %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	86	91	89	80

In the High Income ward, 91% respondents had electricity connections, while in the Middle Income wards, 89% and in Low Income category group, 80% respondents had electricity connections. Availability of electricity connections has been found to be lowest in the Low Income wards.

2. Availability of Electricity Meter

In relation to availability of electricity connections, it becomes essential to know how many people have electricity meter in their houses. Availability of electricity meter also proves the legality of the electricity connection. Instance of illegal connection have been found amongst the 505 respondents who were interviewed. Figures obtained confirm that **illegal connections are prevalent** in the city. People have directly accessed electricity from electricity poles or have taken electricity from their neighbours whom they pay a fixed amount. Also, cases have been found where one electricity meter is shared amongst the landlord and tenants who pay certain amount to the landlord. From amongst the 86% respondents who have electricity connections, about 1% have stated that they do not have electricity meter.

Table 6.2 – Availability of Electricity Meter

S.No.	Availability of connections %	Availability of Meter %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	86	99	99	100	98

Out of the total 86% respondents who have electricity connections, 99% have stated having electricity meters at their place. All the respondents in the Middle Income category ward have stated having electricity meters in their home **while 99% respondents in the High Income and 98% in the Low Income category ward stated so.**

3. Utilization of Electricity

All the respondents who have electricity connections, legal / illegal, are found to be using it. The extent to which they are satisfied with the service provided by the electricity department is a different issue.

Table 6.3 – Utilization of Electricity

S.No.	Availability of connections%	Utilization %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	86	100	100	100	100

4. Level of satisfaction

Level of satisfaction amongst the service users has been found to be low. Out of the 96% respondents who have electricity connections and are utilizing the service, about 53% expressed satisfaction with the services of the electricity department.

Table 6.4 – Level of Satisfaction

S.No.	Availability of connections %	Utilization%	Level of satisfaction %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	86	100	53	74	48	48

Level of satisfaction from the service has been highest amongst respondents from the High Income category ward. 74% respondents expressed satisfaction while satisfied respondents in the Middle and Low Income category ward have been 48% each. Excess billing for electricity has been the single most important cause of widespread dissatisfaction amongst the service users. Besides it, people have also complained about low voltage in the city. This problem is more pronounced in some areas of the city like Raniganj Mohalla of Panna.

4a. Satisfaction with Voltage

As has been stated above, one of the factors leading to dissatisfaction from electricity department and its services is the quality of voltage. Low voltage and voltage fluctuation have both created discontent amongst the respondents. Out of those respondents who have electricity connection as well as electricity meter, about 67% respondents stated that they get proper voltage at home.

Table 6.4a- Satisfaction with Voltage

S.No	Availability of connections and meter %	Availability of Meter %	Satisfaction with voltage %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	85	99	67	82	67	55

On the whole, about 67% respondents have stated satisfaction with the voltage. **Maximum respondent to have expressed satisfaction were from the High Income category ward, about 82%** while in the remaining two categories of ward, satisfaction level has been found to be low- 67% in the Middle Income category ward **and 55% in the Low Income category ward, which is the lowest amongst the three Income category wards.**

4b. Satisfaction with Electricity Bill

Excess electricity bill has been stated by the respondents to be the other cause of dissatisfaction with the service of electricity department. As compared with voltage, more people have complained about electricity bill. Timely meter reading is not carried out which results in exorbitant billing. About 44% respondents have stated satisfaction with the bill that they receive for using electricity.

Table 6.4b- Satisfaction with Electricity Bill

S.No.	Availability of connections and meter %	Availability of Meter %	Satisfaction with Bill %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	85	99	44	50	44	40

On the whole 44% respondents expressed satisfaction with the bill they receive. *Maximum level of satisfaction has been expressed by the respondent from the High Income category ward while it has been low for the respondents from the Middle and Low Income categories. It has been found to be lowest for the Low Income category.*

5. Extent of Contact for Problem Resolution

A significant population in the city is dissatisfied with the service of electricity department. But the percentage of people who approached officials with their problems is not encouraging. Not many have taken the initiative to contact the officials for resolution of their problems. Out of the 86 % respondents who have electricity connection, 47% respondents were not satisfied with the services of electricity department. About 20% respondents from amongst these visited the electricity department.

Table 6.5 – Extent Of Contact For Problem Resolution

S. No.	Problem Incidence %	Contacted %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	47	20	38	21	13

Out of the total respondents who faced problems in the *High Income category ward, about 38% contacted the officials, which is the highest for all the 3 income categories. Only 13% contacted the officials from the Low Income category ward (which is the lowest).*

6. Satisfaction with Action and Problem Resolution

Out of the 20% respondents who contacted the electricity department, about 12% expressed satisfaction with the action taken by the officials on the whole.

Table 6.6 – Satisfaction with Action and Problem Resolution

S. No.	Contacted %	Satisfaction with action %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	20	12	11	13	11

As compared with the percentage of respondents who approached officials seeking solution to their problems, lowest satisfaction has been found amongst the High and Low Income category respondents where out of the total 38% who contacted, only 11% expressed satisfaction with the action taken. In the Middle Income category ward, respondents who were satisfied with action taken have been about 13%.

7. Extent Of People Visiting Electricity Board Office

In the study, attempt is made to analyze the extent to which people contact Electricity Boards and the reasons guiding their visit. Two other important issues that affect the level of satisfaction experienced by the service users relates to the conduct of the officials that the person came in contact with during his visit to the electricity department and the other, to the availability of the officials concerned. Therefore, it becomes important to know how many people visited electricity office first.

Table 6.7a- Extent of People Visiting Electricity Office

S. No.	People to visit Electricity office %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	66	63	72	59

Out of the 505 respondents who were interviewed, 66% had visited electricity office. Maximum respondents to visit the office were from the Middle Income category while 63% were from the High Income category ward while 59% were from Low Income category ward.

7a. Purpose for Visiting Electricity Office

Obtained data shows that maximum proportion of respondents visited electricity office for payment of bills. Significant number of respondents also visited in relation to other works mainly problems affecting electricity supply. 75% of those who visited electricity department had gone for payment of electricity bills, which also included people who had gone in order to complain about problems due to fault in electricity supply. Some had also gone for getting new electricity meter and for meter correction too.

7b. Availability of Concerned Person

An essential factor determining consumer satisfaction is the availability of the concerned official when approached especially if the person has approached seeking solution for some problem. Figures obtained are very encouraging. It was found that about 97% respondents stated that they could meet the person concerned.

Table 6.7b- Availability of Concerned Person

S. No.	People to visit Electricity office %	Availability of official %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	66	97	98	96	98

For the three Income categories, percentage of respondents who could find the official concerned is very high, lowest being 96% in the Middle Income category ward while highest is 98% from both Low and High Income category group.

8. Behaviour of the Official

Out of the 97% respondents who could meet the official on duty, about 96% were satisfied with the behaviour of the official concerned.

Table 6.8- Behaviour of the Official

S. No.	People to visit Electricity office %	Availability of official %	Satisfaction with Behaviour of official %	High Income Ward%	Middle Income Ward %	Low Income Ward %
1.	66	97	96	92	98	96

9. People Visiting Electricity Office for Specific Problem Resolution

In addition to the above issues determining consumer satisfaction, data was collected in order to know how many people had visited the electricity office to file complaint or to seek solution to some problem. It includes those respondents who have contacted the electricity office in relation to problems experienced in availing electricity besides such other problems like those related to electricity meter (meter correction/ meter dysfunctional etc), problem with electricity supply line besides those that have been already mentioned in the earlier section. Out of the 66% respondents who visited electricity office, about 17% respondents had visited in reference to some problem / complaint. .

Table 6.9- People Visiting Electricity Office for Specific Problem Resolution

S. No.	People to visit Electricity office %	People visiting in reference to problem %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	66	17	19	16	15

17% respondents had visited electricity office seeking solution to some problem. From amongst the High Income category ward, 19% respondents had visited in relation to problem resolution while from the Middle and Low Income category ward; the figure stands at 16% and 15% respectively.

10. Status of Problem resolution

Though 17% respondent had visited the electricity department in order to seek solution to some problem, about 33% respondents were satisfied with the action taken.

Table 6.10- Satisfaction with Problem Resolution

S. No.	People to visit Electricity office %	People visiting in reference to problem %	Problem resolved %	High Income Ward%	Middle Income Ward%	Low Income Ward%
1.	66	17	33	39	26	40

33% respondents (from amongst those who had visited electricity office with problem), expressed satisfaction. Their purpose of visit was fulfilled. From the High Income category ward, it was 39% respondents whose problem was resolved while from the Middle and Low Income category ward, such respondents were 26% and 40% respectively.

11. Prevalence of Speed Money

Last issue that has been taken up under the services of electricity department deals with the phenomenon of speed money. As in the previous section, information under this head is gathered around such aspects- why it was paid, how much, role of mediator, was the task accomplished after payment etc.

A. Extent of Corruption

Out of the 505 respondents interviewed, approximately 1.5 % (7) respondents stated making speed money payments in order to ensure their work was done.

Table 6.11 – Extent of Corruption

S. No.	Total Respondents	Money paid %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	505	1.5	2	1.2	1

In the High Income ward, 2% reported paying money to the officials in the electricity department while in the Middle Income wards, 1.2% and another 1% respondents belonging to the Low Income wards reported making such payments for getting their work done in the electricity department. Mainly, speed money payments have been made for getting electricity repair works done and for rectifying overcharged electricity bill. However, in one or two cases, payments have also been reportedly made for getting a new electricity connection.

B. Involvement of Broker

From amongst the 1.5% who paid a bribe in the electricity department, 29% of them reported having made use of the services of a broker/ mediator while making such payments.

Table 6.12 – Involvement of Broker

S.No.	Money paid %	Broker involvement %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	1.5	29	0	33	50

From amongst those who paid, 33% from the Middle Income category *while 50% from the Low Income category ward paid through a broker. None of the respondent from the High Income category ward paid through a broker.*

C. Money Demanded

On the issue of whether speed money was demanded from those who paid, 86% of the respondents who paid speed money stated that such money was demanded of them.

Table 6.13 – Money Demanded

S.No.	Money paid %	Money Demanded %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	1.5	87	100	100	50

All the respondents in the High Income and Middle Income category ward stated that money was demanded of them while 50% in the Low Income category ward said they had paid on their own, without anyone asking for the same.

D. Problem Resolution

86% of the respondents who had paid speed money stated that the purpose for which speed money payment had been made was served, once the payment was made.

Table 6.14 – Problem Resolution

S.No	Money Paid %	Problem resolution %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	1.5	86	50	100	100

From amongst those respondents from the Middle and Low Income category who paid, all reported completion of their work on payment of money. It was only in the High Income category ward that 50% respondent stated their work was not done despite making speed money payment.

CHAPTER - VII

URBAN LOCAL SELF- GOVERNANCE IN PANNA: CRITICAL REVIEW BY THE PEOPLE

The last section of the Report card study attempts to assess the nature and extent of people's participation in the institutions of Local governance in the wards of Panna. Issues like people's participation in urban body of governance namely the Nagar Palika through elections, Mohalla Samiti and its role, the working of ward members (performance and their style of functioning) have been taken up in this section.

The ward members in the Nagar Palika have a very crucial role to play in carrying out developmental work in their respective wards. Ward members are directly elected to the Nagar Palika by the people of the ward who have reposed faith in their abilities. In this context, it becomes essential to understand people's opinion, on issues of governance that need to be addressed, so that people's representation in Nagar Palika can be strengthened.

1. Participation in Elections

In order to understand the degree of people's involvement in the affairs of local governance, it is imperative to know if and to what extent people participated in the Nagar Palika elections.

Table 7.1 – Proportion of People Participating in Elections

S.No	Response	Total respondents %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Yes	89	92	86	91
2	No	11	18	14	9

The figures obtained indicate that out of the 505 respondents interviewed, 89% had actively participated in the elections. **The voting pattern has been more or less the same across all three categories of wards under study.** Participation **has been high in all the 3 income categories.** Maximum participation was found in the High Income ward category ward to be followed closely by the Low Income category. Minimum participation has been found in the Middle Income category ward, which is 86% of the total respondent falling in this income category.

2. Issues Guiding Voter Behaviour

The basis on which people cast their vote has serious implications on the overall functioning of the Nagar Palika. Thus, an attempt was made to know what has been the guiding force behind casting votes. Interestingly, caste factor did not emerge as the basis for casting votes in any of the income category wards.

Table 7.2 – Issues Guiding Voting Behaviour

S.No	Issues	Total respondents %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Caste	0	NA	NA	NA
2	Religion	4	4	3	5
3	Political Party	15	9	13	21
4	Personal relation	27	36	24	25
5	Leadership Qualities	35	41	23	30
6	Education	1	0	2	0
7	Others	18	10	20	19

NA- Not Applicable

Maximum respondents cast vote on the basis of leadership quality, about 35% while personal relationship formed the basis on which 27% respondents cast votes. **Maximum respondents across all the income categories cast vote on the basis of Leadership qualities, to be followed by personal relations. Religion and education have guided insignificant percentage of respondents in casting vote.** None of the respondents in the High and Low Income categories voted on the basis of educational qualifications of the contestants. Only 4% respondents cast vote on the basis of Religion while 15% on the basis of political lines/party.

3. Knowledge About Ward Representative

Another natural corollary to the above-enquired issue is 'Do the residents of the ward know who their ward member is'? Ward member is the elected representative of the residents of the ward. Therefore, it becomes essential to assess how many respondents know who their elected representative in the Nagar Palika is? It was found that about 82% respondents knew their respective ward member.

Table 7.3 – Know the Ward Member

S.No	Response Category	Total respondents %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1	Yes	82	85	78	84
2	No	18	15	22	16

Percentage of respondents who knew their respective ward members has been found to be high across all the three income category wards but it is highest in the High Income category ward where 85% knew their ward members. Percentage has been equally high in the Low Income category wards too.

4. Mode of Functioning of the Ward Representative

During the survey, attempt was made to know people's perception on the mode of functioning of ward members. Information on different aspects and issues related to the functioning of ward members were taken up. One such crucial issue relates to the keenness of the ward member to know people's views and opinion.

The figures obtained are not encouraging. **Only, 14% respondents expressed the opinion that the ward member attempts to know their views and problems while another 8% did not comment.**

Table 7.4 – Keenness of Ward Member to Know People's Opinion

S.No.	Response	Total respondents %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	Yes	14	7	22	9
2.	No	78	88	74	90
3.	Don't Know	8	5	4	1

Out of the 78% respondents who stated that the ward member does not make any attempt to know/share their opinion, **maximum respondents (90%) were found in the Low Income category ward** while 88% respondents from the High Income category ward shared similar opinion. Maximum respondents who expressed that ward members tries to know their opinion, belonged to the middle Income category wards. **People on the whole have opined that it is**

only during election times that candidates make promises but after election, they forget the people who supported them and whom the ward member represent.

5a. Sharing of Information by the Ward Member

Another related issue, crucial from the point of view of accountability of ward members is 'Do the ward member shares information about the work in the ward with the people'? Only 7% respondents stated that the ward member shares information about the work done in the ward. The remaining stated that no information about work done is shared nor information about proposed work or the work that needs to be carried out in the ward is shared with the residents of the ward. It is only when some work is initiated in the wards that people get to know about it.

Table 7.5 – Sharing of Information about Work Done

S.No.	Response	Total respondents %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	Yes	7	13	6	5
2.	No	87	82	85	93
3.	Don't Know	6	5	9	2

From amongst those respondents who stated that no such information is provided by the ward member, 93% belonged to the Low Income category ward. Response in the other two income categories has been comparatively positive. Though ward members have not been found to be sharing information with the residents, residents too have also never tried to enquire the ward member about the same. By and large, residents have turned indifferent towards the ward members.

5b. Sharing of Information about Funds Received

Certain queries related to financial issues were also put to the respondents. Ward members are given development fund to carry out development works in their respective ward. Residents of the wards were asked 'if the ward member shared information about the fund/money that they receive under this head'.

Table 7.6 – Sharing of Information about Development Fund

S.No.	Response	Total respondents %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	Yes	3	8	2	0
2.	No	91	86	90	96
3.	Don't Know	6	6	8	4

Only 3% respondents stated that the ward member provides such information. None of the respondents in the Low Income category ward stated that such information was ever shared. Another 6% did not comment on the question. Such respondents were found in all the income categories. A very commonly expressed opinion to this question posed was that neither such information is shared nor the people know what fund is given to the ward members and what right they have to ask the ward members regarding the money received by them for development work in the ward. Why would the ward members share information about money received?

5c. Sharing of Information about Utilization of Funds

A natural derivative of the above question is- 'Do the ward member share information about the heads / activities under which the amount they receive is spent'? Not only is the information about the development fund received negligible, information on the heads under which this money is spent is even low. Only 1% respondent respondents stated that the ward member shares such information with the people.

Table 7.7 – Sharing of Information about Money Spent

S.No.	Response	Total respondents %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	Yes	1	5	0	0
2.	No	91	86	89	97
3.	Don't Know	8	9	11	3

None of the respondents from the Middle and Low Income category stated that such information was ever shared with the residents of the ward. Amongst those who did not comment, majority of respondents belonged to the High Income and Low Income category ward.

6. Organization of Public Meetings

From the point of view of gaining insight into the efforts made to raise people's issues and problem before Nagar Palika officials and the ward members, respondents were asked if public hearings were organized in their respective wards and if not, do they feel the need for organizing public hearings.

Table 7.8– Are Public Meetings Organized

S.No.	Response	Total respondents %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	Yes	0	0	0	0
2.	No	86	76	84	95
3.	Don't Know	14	14	16	5

None of the respondents stated that any public meeting/ hearing is organized to raise their problems before Nagar Palika officials, while another 14% did not comment on whether such meetings were held. The need for holding such meetings has been expressed by an overwhelming majority of respondents from all the three (3) income categories. Those respondents, who did not comment about whether such meetings were held, also supported organizing such meetings.

7a. Existence of Mohalla Samitis

In the absence of public hearing between residents and Nagar palika officials, it is difficult to bring to the knowledge of Nagar Palika officials various problems facing common residents in the wards. Mohalla samitis is an effective medium for raising collective voice of the people. These Mohalla samitis can act as a constructive, collective pressure group in the wards. Therefore, it becomes necessary to analyze the status of Mohalla samitis in the wards that were taken up in the survey.

About 2% respondents stated that Mohalla Samitis have been formed while another 15% did not comment. These respondents did not know if Mohalla Samitis have been formed.

Table 7.13 – Existence of Mohalla Samitis

S.No.	Response	Total respondents %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	Yes	2	2	1	4
2.	No	83	68	82	92
3.	Don't Know	15	30	17	4

From amongst the 83% respondents who stated that Mohalla Samitis have not been formed, maximum respondents belonged to the Low Income category ward while 4% from the same wards stated that such samitis existed.

7b. Need for Mohalla Samitis

The last issue, to be discussed under the section of people's participation in the institution of Local Governance takes into consideration opinion of respondents about the relevance of Mohalla samitis in their respective wards. Respondents were asked if they were in favour of setting up Mohalla samiti in their respective ward.

Table 7.14 – Need for Mohalla Samitis

S.No.	Response	Total respondents %	High Income Ward %	Middle Income Ward %	Low Income Ward %
1.	Yes	78	93	98	97
2.	No	22	7	2	3

Apart from the 2% respondents who stated that Mohalla Samitis exists in their ward, remaining 98% were asked if they felt the need for Mohalla Samiti. About **78% of the respondents expressed desire/ willingness** for setting up of such a Samiti to take up issues that concern one and all. Residents from across all the income category wards in overwhelming majority favoured setting up of Mohalla Samitis in their respective wards. However, **remaining 22% were not sure** about the benefit of a Mohalla Samiti and expressed so. Majority of these respondents **belonged to the High Income category wards.**



CHAPTER - VIII

MAJOR FINDINGS OF THE SURVEY

The chapter attempts to summarise major findings of the Report Card Survey, for ready reference to the readers.

I. Nagar Palika

A. Findings Related to Availability and Utilization of Services

1. Availability of Water supply (personal connection) has been found to be 52% and its utilization, 90%.
2. Garbage bins / waste disposal site were available to 16 % respondents while its utilization 95%.
3. Drainage facility was available to 45% respondents and their utilization was as high as 96%.
4. 68% respondents had Street Light facility available to them but its utilization has been found to be as low as 47%.
5. Public Toilets were available to 6% respondents and their utilization had been as low as 23%.
6. A rough estimate suggests that about 28% respondents had *Kutchha* roads (temporary roads) in and around their locality.

B. Findings Related to Satisfaction from the Services (Amongst those who have the services available to them and are utilizing them too)

1. Satisfaction with water supply had been found in 63% cases interviewed.
2. Satisfaction with the service of Garbage bins has been found to be 71%. However, satisfaction from the service of garbage management has been found to be a little over 16%.
3. From amongst those who have Drains available and are utilizing them, 53% respondents are satisfied.
4. In case of the service of Street lighting, about 81% respondents reported satisfaction with it.
5. With the service of Public toilets, about 71% who have the service available and are utilizing it, about 71% stated satisfaction with its service.
6. Out of the 505 people who were interviewed, about 44 % respondents are satisfied with the services of road.

C. Findings Related to Level of Contact and Satisfaction from Action taken by Officials

1. 84% of the cases interviewed faced problems with the garbage management facility in their locality, but glaringly only 4% of them contacted the service provider for its remedy.
2. Approximately 56% of the citizens contacted were concerned about the situation of roads available for their commutation. Again, a meagre 4% had contacted the relevant authorities for its redress.

3. The drainage service came third in the order of severity, when about 47% of the citizens faced problems. 14% of these, made it a point to bring it in the notice of the Nagar Palika officials.
4. Ironically, near to nil percentage of respondents reported satisfaction from the action taken by the relevant authority after complaint.

D. Prevalence of Speed Money in Different Departments

1. About 41% respondents visited Nagar Palika out of which 5% respondents paid for one or the other work.
2. Speed money payments were made for water related service/ work and under the miscellaneous head that involved such other works as under the purview of Nagar Palika besides the above-mentioned services.
3. 40% of the speed money payments in Nagar Palika had been made under water related service/work while the remaining under miscellaneous head (Birth certificate/ Death certificate, NOCs, Ration card etc)
4. No involvement of Broker in water related service/ work was found while in 67% speed money payments under miscellaneous head, brokers were involved.
5. In 75% cases of speed money payments for water related work, purpose was achieved while in the case of payments under miscellaneous head, 83% respondent's tasks were accomplished.

II. Other Services (Public Distribution System, Electricity Board and Health Department)

A. Findings Related to Availability and Utilization of Services

1. Total availability of ration cards was 76% while utilization had been 50%.
2. Services of Hospital were available to all but had been availed by 62% respondents in the past 6 months.
3. Electricity connections had been found in 86% cases but electricity meters were found in about 99% cases. Thus about 1% illegal connections could be found. Utilization was reported at 100%.

B. Findings Related to Satisfaction from the Services (Amongst those who have the services available to them and are utilizing them too)

1. Level of Satisfaction with control facility was found to be 52%
2. Level of satisfaction from government health service was reported at 57%.
3. Level of satisfaction with electricity service was 53%.

C. Level of Contact and Satisfaction from Action taken by Officials

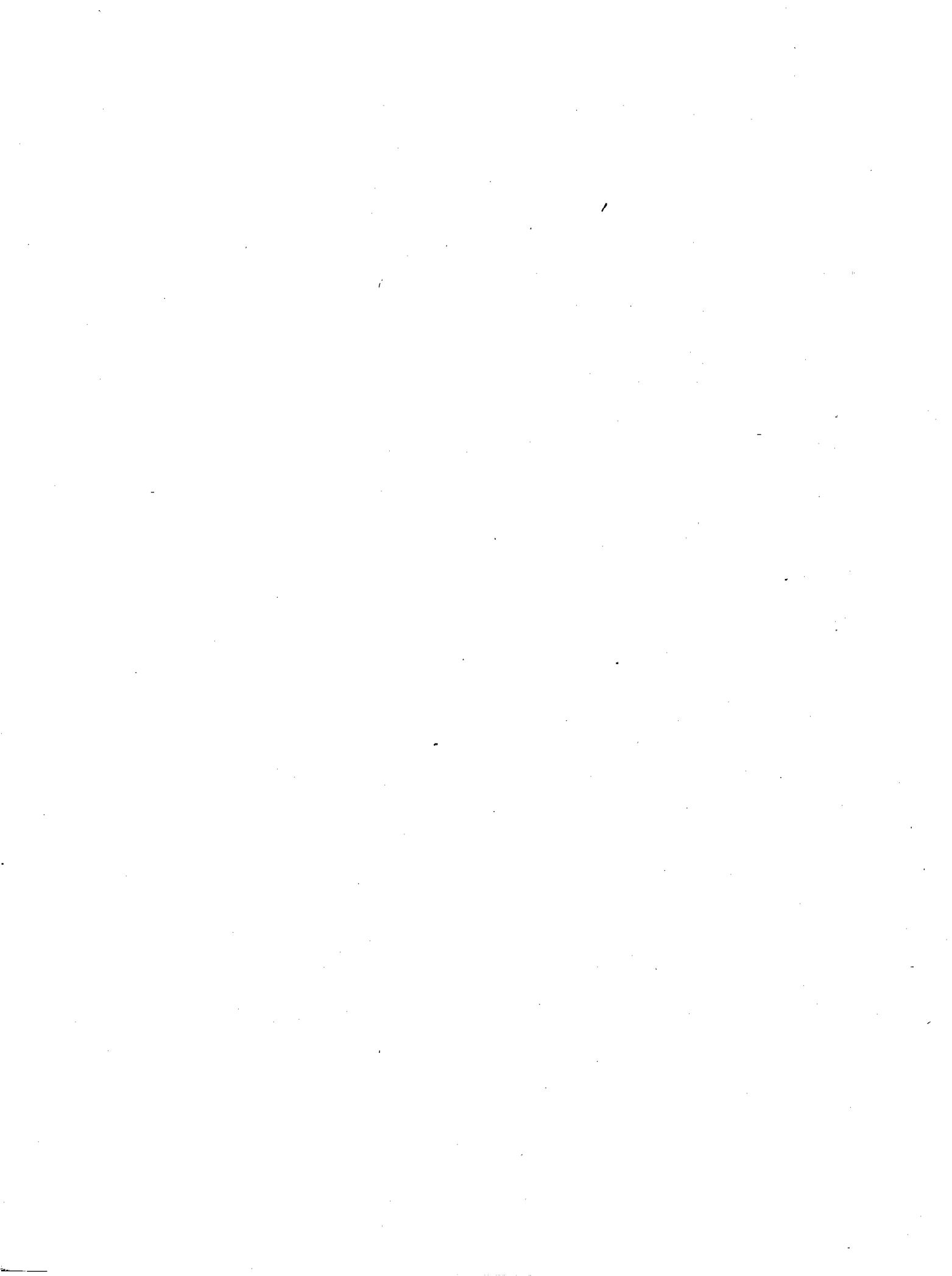
1. About 4% respondent dissatisfied with the Public Distribution system contacted the officials but none reported satisfaction with action taken by officials.
2. Though problem incidence was as high as 47% in government hospital but only 5% officials contacted the officials amongst whom none reported satisfaction from action taken by the official concerned.
3. Out of those 47% respondents not satisfied with the service provided by electricity department, about 20% contacted officials, while only 12% respondents from amongst these reported satisfaction with action taken.

D. Prevalence of Speed Money in Different Departments

1. Under Public Distribution System, 4% respondents (from amongst those availing the service) made speed money payments. In 26% such payments, brokers were involved. In all speed money payments, work was accomplished.
2. Out of the 62% respondents who visited the hospital, about 16% respondents paid speed money in the hospital and in 92% cases, brokers were present. In 96% cases of speed money payments, task / work was accomplished.
3. 1.5% (7) respondents were reported who had made speed money payments in electricity office. In 29% cases, brokers were involved in the payments. In 86% cases of speed money payments, task was accomplished.

III. Urban Local-Self Governance in Panna

1. 89% respondents participated in the local elections.
2. None of the respondent in any of the income categories cast vote on the basis of castes while maximum respondents cast vote on the basis of leadership quality.
3. About 82% respondents knew their ward members.
4. 14% respondents stated that the ward members took their opinion while carrying out development work in their respective wards.
5. 7% respondents agreed that the ward members shared information about work carried out in the wards.
6. Sharing of information about Development fund was found to be 3% while 1% citizens stated that the ward member shared information about where development fund is spent.
7. No public hearing with Nagar Palika officials was organized in the city to raise people's issues and problems.



CHAPTER - IX

CONCLUSIONS AND RECOMMENDATIONS

I. Conclusions

A. Availability of Services and their Utilization

1. For the services of Nagar Palika, availability of services has been found to range from low (as in the case of Public toilets) to significantly high as has been found in the case of street lighting.
2. Rate of Utilization of these available services has been high for most of the services.
3. In case of street lighting, rods and bulbs are either not provided or are dysfunctional. Thus the rate of utilization of the service has been low on the whole.
4. Water supply is a major problem facing the people in Panna. Community is mainly dependent upon wells for water supply. Hand pumps and community water taps are available in very limited numbers and that too are not satisfactory in service. Wells dry up in summers thereby aggravating the problem of water shortage.
5. Ineffective garbage management has led to widespread dissatisfaction amongst the people. Dustbins/garbage disposal sites are scarce, thus compounding the problem of waste management.
6. People are facing problems accessing the Public Distribution System (PDS) due to irregular timings of the shops and the fact that one shop caters to the needs of residents of 2-3 wards. People stated that they are not able to get their due quota due to the above.
7. Due to unavailability of Public toilets, Open defecation is a major problem in the city as a result of unavailability of the service to people who need it the most.
8. Evidently there is widespread dissatisfaction with government hospitals as medicines are not made available to people. Also doctors prefer to see the patients at home and not at hospital, as has been told by majority of the people.
9. Illegal electricity connections have been found in the survey, though in less number. However, prevalence of such phenomenon can't be denied.

B. Approach made to the Service Provider and the Resultant Problem Resolution

1. Rate of problem resolution has been found to be very low, almost negligible in most of the cases.
2. Speed money payments are being made in all the Departments and brokers have been found to be active in all the departments under study.
3. Prevalence of speed money cannot be denied in any of the departments but has been found to be significantly high in Government hospitals. Even those respondents who have not visited the hospitals stated its pervasiveness in the hospital.
4. Despite levels of dissatisfaction being high, number of people to approach officials for problem resolution is less. This is primarily due to lack of faith in the departments concerned and also due to lack of initiative and widespread indifference amongst the service users.
5. Excess billing has been reported to be the main cause of discontent with electricity department in Panna. This is a commonly shared problem across all wards and income categories.

C. Urban Local-Self Governance in Panna

1. People's participation in the Nagar Palika elections has been high but they are not found to be satisfied with the functioning of their respective ward members.
2. There appears to be complete lack of communication between the ward members and the residents. No information is shared on the development works that are carried out in the wards or proposed to be taken up. People have no access to information related to funds meant for development works in the wards.
3. Mohalla Samitis are non-existent in the urban areas but people have vehemently supported setting up these Samitis in their Mohallas and wards in order to lend collective voice to their issues and concerns.
4. As opposed to the prevalent belief that caste and religious identity play a major role in guiding voter behaviour during elections, it was found that community looks forward to leadership qualities in a candidate and keeps personal relationship at the forefront during such a process.
5. Apathy of the officialdom as well as the political representation to gain insight into people's perception on issues and assess the problems faced by them, can be gauged from the fact that not a single respondent affirmed to organisation of public meetings/hearings. As evident this trend has hazardous consequences for the effectiveness of urban local self-governance in the municipality.

II. Recommendations

A. Availability of Services and their Utilization

1. For the purpose of more effective garbage management, new waste disposal sites should be constructed. Majority of respondents interviewed have demanded waste /garbage bins to be constructed in their wards, depending upon the population and size of the ward in question. As regards the cleaning up of roads and lanes, it should be done at least on a weekly basis. Lifting up of garbage and cleaning up of drains should also be done on a regular basis.
2. But this alone would not ease the problem. Awareness campaigns on the issue of effective waste disposal and management should be undertaken. Attempts should be made at making people aware of the alternative uses to which the household waste can be put. This in turn, would lessen the overall burden of garbage management on the Nagar Palika, and lead to better utilization of available services.
3. Adequate means of water supply should be made available especially hand pumps and community water supply in appropriate numbers. There have been areas in Panna where there are no water pipelines. In such areas, water pipelines should be laid and their maintenance should be handed over to an empowered Mohalla Samiti.
4. Although drains are available, they are mostly temporary. Hence they do not serve the purpose. Permanent drains have been found to be in a state of neglect. Maintenance and repairs need to be carried out at least once a year. Existing drains need to be made permanent. Also, the drains are not deep enough which leads to water logging and overflowing, which turns worse in the monsoons. This needs urgent attention.
5. Availability of rods and bulbs is a major problem in Panna. People are dissatisfied with the street light service despite the availability of electricity poles as no bulbs are provided on the poles. A routine check should be made of the wards on a monthly / two monthly basis to monitor the situation. People can also be asked to make some contribution towards this, which would make them more responsible. Also, new poles need to be erected, as instances of 60-70 electricity connections being drawn from a single electricity pole have been reported in few of the wards which disrupts the regular supply of light service.

6. Maximum cases of dissatisfaction have been reported in the Hospital due to unavailability of medicines. Medicines should be made available on a priority basis to the poor / needy who need such assistance. Also, visitors' tax of Rs.2 every time a person visits the patients has led to dissatisfaction amongst people especially the poor who rely most on hospital for treatment. These people do not even have the money to buy medicines from the market. But this policy cannot be done away with as it adds to the hospital fund, which is utilized for running the hospital efficiently. A more rational policy needs to be framed. Effective machinery to monitor the activities/ functioning of various departments in the hospital, especially in the Maternity section where maximum instances of speed money are reported to occur, is required.
7. Need for a viable system of monitoring in the electricity department to look into cases of electricity theft and over billing, two commonly faced problems in Panna. The officials should do unannounced checks on a weekly basis for illegal connections as well as checking of personal meters once in two years. Cases of tampering with the meters need to be handled strictly and people found guilty should be heavily penalized.
8. People have raised demands for opening up of at least two public distribution shops in each ward in order to ensure maximum good of maximum people. A considerable section of respondents have alleged that they have to visit another ward in order to get ration. Also, an effectual monitoring mechanism should be created in order to check the quality of food articles made available to the people in the ration shops. Officials from Department of civil supplies should make unannounced inspection of these shops for the quality of goods distributed amongst the people. A number of people have complained about the weights and other measuring devices that are used in these shops for measurement especially in case of kerosene Oil. A proper check on these devices needs to be maintained.
9. In Panna, people have raised a demand for construction of public toilets. Largely respondents in the Low Income wards have raised this demand. Services as these are best run when a local mechanism of management is promoted in the area.
10. A lot needs to be done on the demand side of the services as well. Awareness campaigns and measures to educate the primary stakeholders i.e. the user community needs to be launched on a war front. Services once made available in their most effective form, can be best made use of by an aware and sensitized community. All this, it is hoped, would eventually lead to efficient utilization of available services.

B. Approach made to the Service Provider and the Resultant Problem Resolution

1. Evidently there is very little or negligible interface between the service providing agency and its users. An effort needs to be put to organize such interface meetings at the local sites on a regular basis. Such meetings may be organized under the facilitation of the ward representative, where presence of the representatives of the various service providers should be made essential.
2. The municipal body, a committee of it, or a representative group from the body should have definite say in problem resolution incidences for the community. The marginalized section of the community in most of the cases finds itself incapable of setting their problems resolved without paying speed money or without the involvement of a broker in the process. Such instances may get substantially reduced, once the representative body at the Municipality is empowered to intervene under a legalized intermediation process.
3. There seems to be a lack of sensitization initiatives for the municipality officials and personnel of other service-providing agency. Involvement of proven civil society groups in sensitization of front line Government functionaries by way of customized workshops and on site facilitation should go a long way forward in speedy and intended problem resolution for the community.

C. Urban Local- Self Governance in Panna

1. People's participation in high numbers during the Nagar Palika elections is a healthy sign. However, stringent initiatives both at the level of the elected people's representatives and at the level of the community need to be launched to keep the interest sustained resulting into higher effectiveness and efficiency of service provision and its utilization.
2. A body of active residents of the ward (may be named a 'Mohalla Samiti') needs to be formed and their skills upgraded through customized training on various issues by Government as well as the civil society groups. This body should take a lead in identifying consensus at the ward/mohalla level, collectivizing people's participation in the process (promoting participatory planning). Further, they would take on the role of putting pressure on the service providers for enunciating suitable response to their problems.
3. Exercises as that of social audit/*Jan Sunwai* especially for construction works taken up in the ward, should bring in the necessary transparency in the development processes at this level.
4. A mechanism needs to be sorted out and legalized for better coordination between coordination between the constituted Mohalla Samiti, the elected people's representatives from the area, the Municipal body as a whole, the relevant Government Department and the interested Civil Society Groups, all working towards improved local self-governance in the locality/town.
5. Lastly, civil society action especially in the domain of Urban Local-Self Governance needs to be promoted. Diversified constituency of such groups represented by local voluntary organizations, personnel from the media and the academia, prominent citizens of the town should start the process of identifying their roles in such a process. Such a concentrated and unified action would only bring desired changes in the status quo.