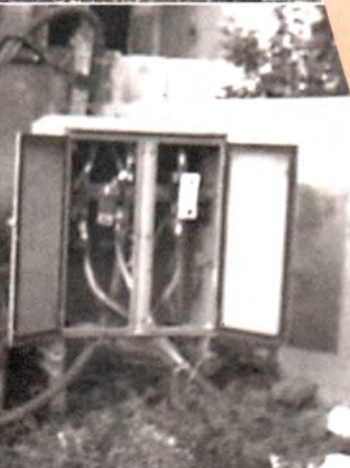




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ABBREVIATIONS

BDA	Bhubaneswar Development Authority
BMC	Bhubaneswar Municipal Corporation
CESCO	Central Electricity Supply Company
CYSD	Centre for Youth and Social Development
FIR	First Information Report
MLA	Member of Legislative Assembly
MP	Member of Parliament
PAC	Public Affairs Centre
PDS	Public Distribution System
PHED	Public Health Engineering Department
PPRS	Probability Proportional Random Sampling
SHG	Self-Help Group
WHO	World Health Organisation

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PREFACE

Of late, Orissa has been finding it difficult to adequately invest in public services and related infrastructure due to financial constraints. In such a situation, it is imperative that whatever scant resources are available, are strategically and optimally utilized through efficient and equitable delivery of the services. This will be possible only when responsive citizen's forums come together and initiate concerted action to create civic pressure on the governance system for greater transparency and accountability in the functioning of the delivering agencies.

In this context, the 74th Constitutional Amendment Act of 1993 assumes considerable importance as it not only envisages a significant widening of responsibilities for the urban local bodies, it also seeks to ensure their autonomy in execution of developmental activities with participation of local people in the urban areas. It is being suggested that delivery of basic services to the poor can be significantly improved by placing people at the centre of service provision. This will not only enable the poor to sensitise the policy makers to their needs and concerns, it would empower them to monitor and improve the functioning of the service providers.

Keeping this in view, CYSD has conducted this study titled *Setting a Benchmark: Citizen Report Card on Public Services in Bhubaneswar* with an aim to assess the state of major public services in the city from a users' perspective, build a set of benchmarks for the future, create public awareness, and influence the urban governance system to improve the quality of services. Nine basic services namely, road, streetlight, PDS (ration shop), public transport, police, primary education, health care, anganwadi and housing (BDA) in general and three basic services in particular such as drinking water, waste management and supply of electricity have been analysed. The study covers both the slum and non-slum areas under the jurisdiction of the Bhubaneswar Municipal Corporation (BMC).

It is hoped that policy makers, civil society actors, development practitioners, and researchers will find this report useful.

Executive Summary

The present Citizen Report Card is an assessment of the public services in Bhubaneswar city from a citizen's perspective. Citizen Report Cards, a methodology developed by Bangalore based Public Affairs Centre (PAC), is an instrument to ensure public accountability. A Citizen Report Card solicits user perspectives on different dimensions such as the quality, efficiency, and adequacy of the various public services. Qualitative user opinions are aggregated to create a 'score card' that rates the performance of the service providers. The findings present a quantitative measure of overall satisfaction and levels of corruption among an array of other indicators. By systematically gathering and disseminating public feedback, citizen report cards can bring about accountability and responsiveness among the service providers.

The basic objective of the study was to get feedback from the users of public services and the problems encountered in accessing such services. The specific objectives of the study were to

- assess the state of major public services from a user's perspective
- build a set of benchmarks for future comparisons, and
- create public awareness, and influence the urban government to improve the quality of public services and to expand outreach to benefit the poor.

The study covered a sample of 1552 users both from the non-slum areas (918) and the slums (634) of the Bhubaneswar Municipal Corporation (BMC) area. Feedback of the users were collected on various dimensions such as access, usage, efficiency, responsiveness, corruption, overall satisfaction of the quality of services and suggestions to improve the quality of services, namely, roads, streetlights, ration shops, police, primary education, health care, child care (anganwadi), drinking water, waste management and electricity.

Major Findings

Non-Slum Households

Drinking Water

- Water supply is mostly received from taps at home (63%) followed by own source (33%).
- Most of the users of water supply at home found the water clear and the taste sweet.
- The most problematic source of water are open wells, bore wells (83%).

- Major problems are inadequate and irregular supply, inconvenient timing of supply, scarcity during summer season, inconvenient location of water source, and low quality of water.
- Problem resolution is very low - taps at home (20%), public taps (none).
- (86% have interacted with the officials to report their problems.
- The level of satisfaction with responsiveness of officials when contacted for routine work is high, but this drops considerably when interacted for specific problems.
- Corruption is found to be very low in drinking water (3%).
- Over two-fifths of the users were dissatisfied with the overall quality of drinking water service. A large proportion of users of drinking water from East Bhubaneswar (56%) were dissatisfied with the overall quality of service than those of West Bhubaneswar (38%).
- Major reasons for dissatisfaction were inadequate supply, low water pressure, acute scarcity during summer and unsuitable timing.

Waste Management

Garbage

- Nearly two-third of the non-slum households dispose their garbage in front or back of their house, and close to one-third of the households dispose it in the designated place for the purpose.
- 64% respondents are dissatisfied with the garbage clearance system in their locality.

Drainage

- BMC is the main provider (89%) for drainage service with two-third of the households disposing wastewater from their kitchen/ bathroom into its drain.
- Frequency of drainage clearance service by the agencies is low (10% reporting frequent clearance).
- Problem incidence is high (64% and 56%) and problem resolution is low (9% and 15%) for garbage and drains respectively.
- Irregular clearance and overflow of wastewater on road are the major problems, especially during rainy season.
- Satisfaction with the efficiency of the officials is quite low for routine work with few exceptions. Satisfaction for a specific problem is even lower.

- Satisfaction with overall quality of the service provided by BMC is very low for garbage (18%) and drains (12%).
- Irregular clearance of garbage and drains, lack of designated place for garbage disposal, lack of system for drain cleaning, overflow of drain water on road and stinking smell from waste materials are the major reasons of dissatisfaction among the non-slum citizens.

Electricity

- Almost all households have an electricity connection (94%), predominantly from CESCO (98%).
- Power cut is experienced mainly during summer though the voltage remains stable (90%).
- More than 95% respondents have electricity meter, get electricity bills in time that are accurate and lastly find the timing for bill payment counter convenient. Resultantly, a large proportion of the users of electricity are completely satisfied with the overall quality of electricity supply (69%).
- Of the 18% users who had a problem in the last one year, 51% got their problem resolved, which could be identified as an area of improvement for CESCO.
- Major problem with electricity are voltage fluctuations, wrong electricity bill, delay in getting reconnection of electricity and unscheduled power cuts.
- Satisfaction ratings on aspects of service go down dramatically when users visit and interact with the CESCO office in connection with a specific problem.
- Payment of bribe is negligible in case of getting work done in connection with electricity.
- Two-third users of CESCO were completely satisfied with the quality of its service. The reasons for satisfaction are stable voltage, accurate bills, timely service and limited power cuts; and reasons for dissatisfaction are voltage fluctuation, inaccurate bills, unscheduled power cuts, delay in work in the office and delay in attending to the complaint.
- Awareness among the citizens of non-slum areas on regular holding of adalats by CESCO in the locality is low and their attendance in such adalats is very low.

Other Basic Public Services

- There is high access to primary schools (95%), streetlights (93%), pucca roads (79%) though it is not so high in the case of ration

shops (55%). In terms of usage there is high usage of ration shops and government hospitals and low usage of BDA (15%), which is expected, police services (17%) and government primary schools (18%), the reason for the latter probably being higher usage of private schools.

- Households expressed high satisfaction with the behaviour of the doctor (82%) and other staff (70%), and the police (61%).
- Respondents rate the quality of the public services such as streetlights (64%) and government hospitals (74%) at high levels. Users of government primary schools (75%) have also rated them highly despite the fact that the proportion of users is low. Road service has been rated at low levels (46%).
- In terms of interaction at the personal level, satisfaction levels dropped drastically in case of all the agencies when rated by the respondents who had a problem and interacted with the service providers.
- 42% respondents report problems with roads. The major problems faced in receiving the service from the agencies are maintenance in case of road and streetlight service, bribery in case of police service, and poor quality of service in case of ration shop, police, government hospital and government primary school for those who interacted with the respective service providers.
- Dissatisfaction expressed by respondents with the behaviour of staff is very high for all the public agencies (ranging from 50% for hospitals to 80% in ration shop and primary school).
- Corruption is widely prevalent in most agencies with few exceptions. Bribes are paid more at government hospitals (57%) and police (53%). The largest amount paid as bribe is to the police (Rs. 2,067).

Slum Households

Drinking Water

- Drinking water is mostly availed from tube wells (50%) and open wells or private bore wells (26%), with the former being managed by BMC (86%).
- Public taps are more accessible than tube wells.
- Availability of water is found to be quite inadequate during summer seasons.
- Quality and taste of water is clear and sweet respectively.
- Problem incidence is found to be more in case of tube well (84%) as compared to public tap (64%).

- Resolution of problem is very low in proportion to their incidence.
- Inadequate supply of water is the major problem reported in case of public taps and frequent breakdown of sources is the major problem in case of tube wells.
- Satisfaction with interaction with officials stemming from both routine work as well as specific problem is very low.
- Corruption is low in drinking water (17%). However, this is more than the other two services (waste management and electricity) covered.
- 82% recorded their dissatisfaction with the water supplying agencies.
- Reason for dissatisfaction is mainly inadequate water supply.

Waste Management

Garbage

- Most of the people in slum areas (58%) dispose their waste material either in front or back of their residence, with BMC mostly clearing it once in week from only the designated place.

Drainage

- In most of the cases the bathroom and kitchen water either flows to the back of the residence or overflows to the road in the slum areas.
- Problem incidence in relation to the garbage clearance (65%) and drain cleaning (73%) is considerably high whereas resolution is substantially low (9% and 5% respectively).
- Most of the respondents are dissatisfied with aspects of service, related to routine work as well as specific problems.
- Satisfaction with overall quality of the services is very low; most of the respondents expressed their dissatisfaction in clearance of garbage and cleaning of drains in the slum locality of the city.

Electricity

- Over half of the slum respondents (53%) are users of electricity; almost all slum users of electricity access it from CESCO..
- Power cut takes place once a day during the summer season, though voltage remains stable during both seasons.
- A majority of the slum users have installed electricity meters at their residence (97%). Almost all (97%) receive accurate electricity bill in time and most of the users (87%) find the existing timetable for payment of bill convenient.

- A high proportion of the respondents (60%) are completely satisfied with overall quality of the service provided by CESCO.
- Problem incidence is found to be low (31%) and problem resolution also remains low (40%), the main problems being fluctuation in the voltage and wrong billing by CESCO.
- The respondents rated their satisfaction at high levels with various aspects of the service of CESCO in connection with routine work.
- Satisfaction levels with aspects of service dropped down when they interacted with the CESCO officials in connection with a specific problem.
- The level of corruption is low (12%) in the services provided by CESCO.
- The overall satisfaction with the quality of electricity services is as high as 54%.
- Timely services provided by CESCO seems to be the major reason of satisfaction and voltage fluctuation as the major factor for dissatisfaction.
- The slum dwellers are not well informed about the holding of regular adalat by CESCO.

Other Basic Public Services

- Quality of services provided by the government primary schools (70%) and hospitals (64%) is reported to be quite high and that of road services is the worst compared to the other services.
- Problem incidence is quite high in road services (55%) and low in primary education (12%). Problem incidence is high in services such as streetlight; ration shop, police and government hospitals in the authorised slums. Problem incidence is high in road services in the unauthorised slums.
- Major problems are rough roads (51%), frequent out of order streetlights (44%), irregular supply of rations (59%), misbehaviour of police (34%), non-availability of free medicine in Government hospitals (44%) and lack of proper teaching in Government primary schools (56%).
- The most contacted agency is the police (64%) and the least contacted one is the ration shop (23%) in terms of complaints.
- The level of dissatisfaction is quite high towards the behaviour of the staff of almost all agencies. The striking one is the BMC for streetlights (83%) in authorized slums and the police (83%) in unauthorized slums.

- Majority of the respondents paid a bribe to the police and government hospitals (50% each) and the least percentage paid a bribe for streetlights (7%). The largest amount paid as bribe is to the police (Rs. 536) and the smallest amount is paid to ration shops (Rs. 95).
- All respondents reported bribe being demanded in ration shops for various reasons. More proportion of people in the unauthorized slums reported bribes being demanded by officials compared to the people from authorized slums.
- Most of the users of government hospitals (76%) got their work done after payment of bribe and the least proportion of the users of streetlights got their work done (46%). The people of unauthorized slums were successful in getting their work done after payment of bribe than those of authorized slums.

Conclusions

The above findings indicate that quality of public services in Bhubaneswar is quite an interesting mix of similarities and variations as reported by the users, living in different geographical areas of the city and belonging to different sections of the society.

Among the three specific services that were studied in detail, i.e., drinking water, waste management and electricity, the last has been rated highly by respondents across all types of users. It is interesting to note that electricity is also one of the public services that has recently been privatized, whether this has pushed up the efficiency levels of this service provider is a point to be explored further.

Findings with regard to drinking water among non-slum and slum households, show that usage of sources is different with the latter using more public sources. However, at the same time, feedback on interaction indicates that satisfaction levels drop considerably when these interactions are related to specific problems as compared to routine work.

One major aspect that comes across in waste management, comprising of garbage disposal as well as drainage is the low accessibility to the users. Practices with regard to garbage disposal are similar between the two respondent types with infrequent garbage collection practices being observed in similar proportions. In the same manner, dissatisfaction with the overall quality of services with regard to both waste management components has been expressed by high proportions of both slum and non-slum households.

Electricity is one service that has been given good ratings by all respondents of Bhubaneswar, with substantial proportion expressing

complete satisfaction with the overall quality of service and ratings on other aspects of the services provided also being high.

Finally, with regard to the geographical distribution of slum and non-slum respondents, what has come across from the findings is that in general, the respondents of East Bhubaneswar have indicated better access and higher satisfaction levels with the various service providers as against those living in West Bhubaneswar.

Policy Implications

The conclusions summarised above have some important implications for both policy and action. The Citizen Report Card on Bhubaneswar points an urgent need to improve the basic services. The study found low access and low usage of certain public services, low responsiveness, poor behaviour and high levels of corruption as major areas of concerns. Some of the policy implications are presented below for necessary action.

Responsiveness and Efficiency

The citizen feedback on public services in the city indicates low responsiveness, poor behaviour of the staff of the service providers and low efficiency in delivering the services with the exception of CESCO. In addition, the level of satisfaction with the quality of all services taken into account dropped considerably when the citizens had a problem and consequently interacted with the respective service providers.

There is availability of a great deal of knowledge today about efficient administration systems, transparent procedures, and incentive structures. Steps now need to be taken to modernise the system at the municipal level to reap the benefits of efficient and transparent administration.

The concept of decentralisation of the 74th Constitutional Amendment is yet to become a reality at the municipal level in Orissa.

Thus, there is necessity of thorough review of flaws in the systems and practices and overhaul or reform of the systems that are no longer relevant to the changing needs of a modern urban society. The present municipal administration should be modernised for making urban governance more responsive and efficient.

Expand Outreach of Services in the City

The study found that the slum localities lag behind in all kinds of public services taken into consideration in terms of their access, usage and quality compared to the non-slum localities. Thus, it calls for service providers to expand their outreach focussing on slum localities.

Formulation of Slum Policy

So far the State Government does not have a *Slum Policy*. Thus, in the absence of any such policy many problems arise before the urban government such as new slums coming up in the urban areas of the state on a regular basis, addition of population to the existing urban slums and government has little control/restriction on the creation of urban slums. In the absence of the slum policy, there is no clear-cut guideline about the resettlement of the slum dwellers after their eviction from the urban slums and government also faces difficulty to resettle the slum dwellers. Lack of a slum policy has been an issue for slum dwellers as well because most of the slum dwellers are deprived of basic amenities and facilities provided by the government and their basic entitlements as the citizens of the country are not clear.

Bhubaneswar, the state capital has been the worst affected by the growth of slums and its associated problems compared to other urban areas of the state. Due to its employment potential and other advantages, the city has attracted poor people from different parts of the state as well as from other states. The poor people mostly engage in low paid jobs and wage labour and land in the slums because the meagre income is not enough to have a better house. However, increasing slum populations have posed challenges before the urban government to provide the necessary basic amenities and infrastructures. In the absence of a slum policy, the slum dwellers are deprived of the basic amenities and infrastructure provided by the urban government and public agencies as have been provided to the non-slum people of the city.

Thus, the state government should soon formulate a slum policy clarifying the entitlements of the slum dwellers to benefits from amenities, infrastructure and development programmes of the government and other agencies. The slum policy should pay attention to check the growth of the existing slums and coming up of new slums in the urban areas and it should also have guidelines for the resettlement of the slum dwellers keeping the aspects of restoring their livelihoods and providing the basic amenities in mind.

Curb Corruption in Service Delivery

The study has revealed that corruption is high in several public agencies. Thus, the public agencies should take steps to curb corruption at various levels in accessing public services. Strong measures in terms of high penalty; recovery of money, imprisonment and loss of job should be used against those who are corrupt. Also, changes in systems such as clear procedures for activities, computerisation etc would lead to the scope for reducing corruption.

Resource Constraints and Public Services

Like many of the urban governments in the country, Bhubaneswar Municipal Corporation faces resource constraints, which have posed challenges before the BMC to provide public services to the citizens of the city. The State Government may think of revision of holding/property tax in Bhubaneswar city drawing lessons from other cities in the country that have implemented it successfully. Introduction of user charges can also be considered for other services, which can lead to better streamlining of processes.

Privatise or Outsource some of the Basic Public Services

Electricity distribution has been privatised in the city. The study reveals that CESCO has performed much better than other service providers like BMC, PHED providing drinking water and waste management services in the city. This indicates that, for certain aspects of services, privatisation may work more efficiently. BMC has recently initiated processes to privatise the waste management services in Bhubaneswar city. The Urban Development Department of the State Government, Bhubaneswar Municipal Corporation, Bhubaneswar Development Authority, the citizen's groups and forums, local NGOs, other civil society organisations and other stakeholders should work together towards identifying the basic services for privatisation and devising the modalities for privatising the basic services in the city. While the service providers carry out their work more efficiently, civil society organisations as mentioned above can provide monitoring services for better public accountability.

Citizen Action

Although the level of satisfaction of the citizens of Bhubaneswar city with the quality of basic public services is quite low, there is almost no demand from the users of the city for improving the quality of public services. Awareness campaigns, dissemination of information and steps to educate the users' community should be the priority for citizen action for responsive and efficient service from the public agencies that provides the services. In this regard ward committees, citizen groups or forum should be formed in each municipal ward of the city involving the active residents of the respective wards and their skills need to be upgraded for demanding better service from the public agencies providing the basic services in the city. CYSD and other NGOs can take a lead role in this effort.

CHAPTER - I

INTRODUCTION

1.1 Background

Urbanisation has taken a rapid pace in the developing countries in recent years. This process has brought in a plethora of problems of seemingly unmanageable proportions such as urban poverty, insufficient shelter, inadequate sanitation and water supply, serious air pollution, difficulty in managing urban environmental degradation, congested streets, overloaded public transportation systems and municipal budget crises (Dogan and Kasarda, 1988a, 1988b). Further, the rural-urban migration has resulted in an increase in unplanned settlements or urban slums, which have posed a variety of challenges to the urban planners as well as the public service providers. More over, increasing urban populations, strains on inadequate and deteriorating physical facilities and social pressures to expand service coverage are mounting the demand for public services in such urban locations.

1.2 Problem Statement

According to the latest Planning Commission estimates (1999-00), Orissa is the poorest State in the country with 47.15% of its population living below the poverty line. There are also differences in the incidence of rural and urban poverty as 48% of the rural population and 42.83% of the urban population of the State live below the poverty line. The Government of Orissa is the major player in providing most of the essential services in the State and the poor people heavily depend on the State for such services because of poverty.

The State faced difficulty in recent years to allocate fully the required budget to invest in public services and their infrastructure due to financial constraints. Hence, whatever resources are being used need an efficient and equitable delivery of the public services so as to ensure its optimum utilisation. However, the state government's monopoly over the delivery of public services has given rise to lack of accountability in the functioning of various agencies delivering the services. Also there is almost lack of monitoring of quality of such services.

The World Development Report 2004, pointed out clearly that to meet the challenge of poverty on a scale of a country like India, requires optimal and effective use of public resources as one of the fundamental instruments (World Bank, 2003b). Devrajan and Shah (2004) mentioned that poor people fail to access services provided by the state or other service providers in quantity and quality due to their voicelessness. Service delivery to the poor can be improved by placing the poor people

at the centre of service provision, by enabling them to monitor and discipline service providers, by amplifying their voice in policymaking and by strengthening the incentives for providers to serve the poor.

A benchmark study conducted on the state of basic services in India known as 'Citizen Report Card' by Public Affairs Centre, Bangalore, asserted that citizens' feedback on the basic service delivery would be the most effective and systematic way of articulating the voice of the people. It is the collective voice of the users, which can exert pressure on the existing delivery systems to improve the service in quantitative and qualitative terms via optimal utilisation of public resources, redesigning services and rectifying the problems always complained by the users of these services both in the short run as well as in the long run (Paul et al., 2004).

The Citizen Report Card is an instrument to exact public accountability. It solicits user perceptions on different dimensions such as the quality, efficiency, and adequacy of the various public services. Qualitative user opinions are aggregated to create a 'score card' that rates the performance of service providers. The findings of the Citizen Report Card present a quantitative measure of overall satisfaction and levels of corruption among an array of other indicators. By systematically gathering and disseminating public feedback, Citizen Report Cards can bring competition among the public agencies to be more accountable and responsive in providing the services.

Bhubaneswar, the state capital was originally planned for a population of mere 40,000 in the 1960s has a population of 6,47,302 in 2001 census. As per the Bhubaneswar Municipal Corporation estimates in 2000, there were 46 authorised slums with total families of 6,085 and a total population of 30,363; and 99 unauthorised slums with total families of 22,482 and a total population of 1,03,829. The slum population of the city then constituted 10.19% of the total population. The growth rate of the total population of the city was 88% during 1981-91 while that of the slum population was a zooming 244.4%. The State plays a major role in providing services like health, education, drinking water, waste management, road, streetlight, ration shop, law and order and safety service through police, house construction and housing plan approval, child care through anganwadis, various social security schemes etc in the city. Due to very limited transport service by Government, the city dwellers mostly depend on private service. Electricity supply has been privatised in the city.

1.3 Objectives of the Study

The 74th constitutional amendment envisages a significant widening of responsibilities for the urban local bodies. An important criterion of

success of the civic authorities is the extent to which they are able to provide basic services to their citizens. Keeping this in view, CYSD implemented a Citizen Report Card on Public Services in Bhubaneswar City". An attempt has been made to study users' feedback on public provisioning of urban basic services in the city under the jurisdiction of Bhubaneswar Municipal Corporation (BMC). In the process, nine basic services namely, road, streetlight, PDS (ration shop), public transport, police, primary education, health care, anganwadi and housing (BDA) in general and three basic services in particular comprising of drinking water, waste management and supply of electricity were put under public scrutiny. The basic objectives of the study were to:

- a) provide an independent assessment of major basic services based on users' feedback;
- b) build an independent database and set benchmarks for future comparisons; and
- c) create public awareness and influence the urban government to improve and outreach the basic services for greater benefit of the poor.

1.4 Methodology

1.4.1 Data base

The study is highly based on primary data, where the data has been collected from both slum and non-slum areas by administering interview schedules. Nonetheless, it has also used secondary sources of information both from published and non-published sources in designing the study and at the time of writing the report, findings of the other studies have been supplemented and complemented so as to strengthen the findings of the study.

1.4.2 Sampling Design

Sampling Design for Non-Slum Areas: In the first stage, the households of the city were divided on the basis of their living in non-slum and slum localities. The railway line passing from the north to the south divides the non-slum areas into two regions, i.e. eastern and western. Seventeen wards come under eastern region and 30 wards under western region. 20% of the wards of each region i.e. 4* wards from the eastern region and 6 wards from the western region were chosen. By adopting the probability proportional random sampling (PPRS) a total of 918 sample households (335 households from East Bhubaneswar and 583

* 20 per cent wards out of a total of 17 wards in eastern Bhubaneswar does not account to exactly 4 wards but to have sufficient coverage and representation, we have chosen 4 wards in eastern Bhubaneswar.

households from West Bhubaneswar) were selected across the regions on the basis of 5% of total number of households in each selected ward. While selecting the sample wards, a series of steps have been followed and the details of these steps are furnished hereunder.

- Firstly, the list of wards supplied by BMC was arranged in descending order based on the number of households in them.
- Secondly the cumulative frequency of households of each ward was obtained so as to locate the position of sample wards for the study.
- Thirdly, the total of households in all the wards of each independent region was divided by the required number of households from that region thereby obtaining the reference household number (let's say 'r' th number). Now we select the ward that has 'r' th

Table 1.1: Details of Sampling Plan for Non-slum Component of the Study

Description	Non-slum						
Area	Eastern Bhubaneswar				Western Bhubaneswar		
Total wards	17				30		
Total HHs	30596				60870		
Sample wards (20% of total wards in each area)	4				6		
Detailed description of sample wards	Name of sample wards		Total HHs	Sample HHs	Name of sample wards		Total HHs
	Name	No			Name	No	
	Baragada Village	38	2152	108	Sahid Nagar	20	3073
	Bhim Tangi	38	2152	99	Unit-8, Krushi Vihar	30	2540
	Jharpada Village	22	1613	81	Chandra-sekharpur Ph-I & Ph -II	2	2059
	Linga raj Nagar	43	946	47	OUAT, Basic Science College	34	1717
	Total		6700	335	Acharya Vihar	18	1516
					Dumduma	33	743
					Total		11648
	Total samples in Non slum areas = 335 + 583 = 918						

- * Sum of the 5% of the sample households in each sample ward of eastern and western Bhubaneswar

household and the second ward with the 2nd and third ward with 3rd household and so on and so forth in order of preference and obviously the last ward would be the last and smallest ward in the respective regions.

- Then in order to calculate the number of households to be selected from each ward PPRS was used. This sample includes more households from larger wards and lesser households from the smaller wards.
- Finally the sample households were equally selected at random across the different blocks of each ward where a random start was made from an important location in each of the blocks of all the wards. The details of sampling plan are given in table 1.1.

Sampling Design for the Slum Areas: On the other hand in locating the sample households from the slum areas of the city, the slum households were divided into two categories i.e. authorised and unauthorised slums as listed by BMC. Out of the total of 145 slums, 46 slums were authorised and 99 unauthorised. The study covered 10 per cent of slums from each of the categories resulting in 5 authorised slums and 10 unauthorised slums selected for the study. By applying the principle of PPRS a total of 634 sample households (274 households from authorised slum and 360 households from unauthorised slum) were selected from the slum locations of the city. The details of the sampling procedure have been furnished in table 1.2. Therefore, including both slum and non-slum/general households, the study covered 1552 households.

Table 1.2: Details of Sampling Plan for Slum Component of the Study

Description	Slum					
Slum type	Authorised			Unauthorised		
No of slums	46			99		
Total HHs	6085			22482		
Total HH members	30363			103829		
No of sample slums (10% of total slums)	5			10		
Sample slum details	Name of sample slums	Total HHs	Sample HHs	Name of sample slums	Total HHs	Sample HHs
	1. Jokalandi Bharatpur	1301	163	1. Saliasahi Nilachakra Nagar	827	103
	2. Sekharchandi	673	84	2. Pathabandha South	526	66

Description	Slum					
Slum type	Authorised			Unauthorised		
	3. Kapileswar Bhoi Sahi	119	15	3. Regional Science Centre Basti	388	49
	4. Nuagoan Upper Sahi	72	9	4. Salia sahi Janata Nagar	312	39
	5. Ghatikia Tala Sahi	28	3	5. Nayapalli Sitapur Basti	258	32
				6. Sahidinagar Rickshaw Colony(A)	197	25
				7. Unit-6 Banadurga Basti	153	19
				8. Ramakrishna Leprosy Colony	112	14
				9. Jadumani Vihar, Barmunda	74	9
				10. Lingaraj Leprosy Colony	30	4
	Total	2193	12.5% of total authorised sample households = 274*	Total	2877	12.5% of total un-authorised sample HHs=360*
	Total sample slum Households = 274+360 = 634					

* Sum of the 5% of the sample slum households in each sample authorised and un-authorised slums

1.4.3 Tools used

Two structured bilingual (English and Oriya) interview schedules, i.e. one for slum households and the other for the non-slum households were used for gathering primary information from the study locations. The contents of the questionnaire have been put under two different sections. The first section of the schedule covers questions on household level information along with questions on problems faced with each service and overall satisfaction levels with basic services delivered by the civic authorities. The second part of the schedule deals extensively with different aspects of the three important services delivered by civic authorities comprising of drinking water, waste management and electricity supply.

1.5 Outcomes of the Study

The findings of the study will be strategically used in advocating and influencing the civic authorities in improving basic services in the city through constant civic engagement. Further, the findings will also be used to initiate the campaign in favour of the poor and the marginalised gaining access to civic amenities with greater satisfaction and more transparency.

1.6 Chapterisation

The second chapter analyses various aspects of public basic services such as access, usage, satisfaction with quality of service, problems of access, responsiveness and efficiency of the public agencies to attend such problems, corruption and awareness of people about civic issues etc on six public services, namely, roads, streetlight, ration cards, police, government hospital and government primary school in general and three specific services such as drinking water, waste management and electricity in particular provided by public agencies in the city. The third chapter provides major findings of the study on slum households in a similar manner. The fourth chapter makes a comparison of non-slum and slum findings. The fifth chapter focuses on conclusions drawn from field findings and policy implications based on the findings.

CHAPTER - II

MAJOR FINDINGS: NON-SLUM HOUSEHOLDS

2.1 Introduction

This chapter analyses the data collected from the non-slum households of Bhubaneswar city on various aspects of the quality of basic public services, such as access, usage, satisfaction with quality of service, problems of access, responsiveness and efficiency of the public agencies to attend to such problems, corruption and awareness of people about civic issues. Six basic services such as road, streetlight, ration card, police, government hospital and government primary school are covered in the study in general. In addition, three specific services such as drinking water, waste management and electricity provided by the public agencies in the city have been specially dealt with here.

2.2 Profile of the Respondents

The survey covered a sample of 918 non-slum households. Out of the total respondents, 72% are males and the rest are females. The highest proportion of the respondents belongs to the age group of more than 45 years (33%). Most of the respondents are married (78%). Almost all of the non-slum households belong to the Hindu community (96.3%). Graduation is the highest level of education among a large proportion of the respondents (54%). For other details see table 2.1.

An analysis of the primary occupation of the respondents reveals that 21% are government service holders, 18% are in trade and commerce, 12% are retired persons and 24% are housewives or doing household work and the rest in other occupations. Only 31% of the spouses of the respondents are working.

Over three-fifth of the non-slum households have their own house and the rest are staying in a rented house. While three-fourth of the households of East Bhubaneswar have their own house, over half of the households of West Bhubaneswar have their own house (55%). The non-slum households have been staying in the city on an average of 25 years. Almost all of the non-slum households are natives of Orissa (98%). People have migrated from all parts of the state. The highest proportion of the non-slum households belong to Khurda district (29%) followed by Cuttack district (16%), Puri district (8%) and Ganjam district (8%). Bhubaneswar city comes under Khurda district and Cuttack is its neighbouring district.

The approximate size of the house of the non-slum households is 1172 sq. ft. The average size of the house in West Bhubaneswar (1242 sq. ft.) is larger than that of East Bhubaneswar (1049 sq. ft.). The average

household size in the non-slum areas is 6. Average number of adults is 4 and average number of children is two (For details see table 2.1).

Table 2.1: Profile of Non-Slum Respondents

Profile	Categories	Percentage of respondents		
		East Bhubaneswar	West Bhubaneswar	Total
Gender	Male	75	70	72
	Female	25	30	28
Age in years	18 - 25	19	12	15
	26 - 35	28	24	25
	36 - 45	24	28	27
	> 45	29	36	33
Marital status	Married	74.9	79.6	77.9
	Unmarried	22.1	17.7	19.3
	Widow	1.8	2.1	2
	Widower	1.2	0.5	0.8
	Divorced	0	0.2	0.1
Religion	Hindu	96.4	96.2	96.3
	Islam	3.6	3.1	3.3
	Christianity	0	0.5	0.3
	Others	0	0.2	0.1
Educational level	Can read & write	11.6	3.3	6.3
	Primary	13.7	6	8.8
	Secondary	26	15.8	19.5
	Higher secondary	12.8	10.8	11.5
	Graduation	21.8	35	30.2
	Above graduation	13.7	29.2	23.5
	Others	0.3	0	0.1
Occupation	Government service	15.5	24.4	21.1
	Trade & Commerce	24.2	13.9	17.6
	Retired Person	10.7	12.9	12.1
	Housewife/ household work	20.9	25.6	23.9
	Private service	6.9	8.6	8
	Skilled/Unskilled worker	4.8	1	2.4
	Professional	2.1	1.4	1.6
	Cultivator	1.2	0.3	0.7
	Traditional occupation	0.3	0.2	0.2
	Transport	0	0.2	0.1
	Social worker	0	0.2	0.1
	Student	7.2	9.3	8.5
	Dependants	6	2.2	3.6
	Unemployed	0.3	0	0.1

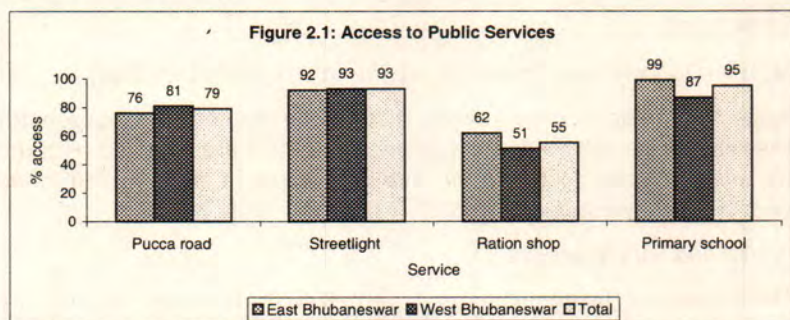
Profile	Categories	Percentage of respondents		
		East Bhubaneswar	West Bhubaneswar	Total
Native state	Orissa	98	98	98
	Other state	2	2	2
Native districts	Khurda	47	19	29
	Cuttack	12	19	16
	Puri	6	9	8
	Gunjam	8	8	8
Ownership of house	Own house	75	55	62
	Rented house	25	45	38
Approximate size of house		1049 sq. ft.	1242 sq. ft.	1172 sq. ft.
Avg. no. of yrs living in the city		37 years	18 years	25 years
Average number of people living in the house	Adults	4	4	4
	Children	2	2	2
	Total	6	6	6
Household assets	Bicycle	92	82	86
	Two wheeler	64	85	77
	Four wheeler	8	26	19
	Radio	66	84	78
	TV	81	95	90
	Computer	10	22	17
	Steel almirah	62	83	75
	Washing machine	20	51	40
	Refrigerator	44	72	62
	Major household furniture	53	75	67
	Kerosene stove	76	62	67
	Pressure cooker	80	94	89
	Sewing machine	30	53	44
	Gas connection	68	94	84

Most of the respondents of the non-slum areas of the city own major household assets such as two-wheelers, radios, TVs, steel almirahs, refrigerators, major household furniture, pressure cookers and gas connections (See table 2.1).

2.3 Basic Public Services

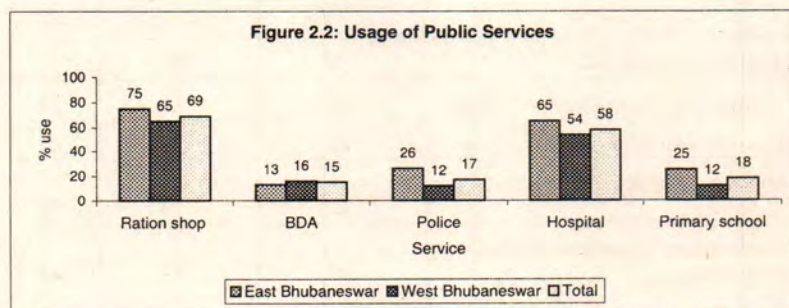
2.3.1 Access to Basic Public Services

This section presents the findings on the access to public services/agencies such as roads, streetlights, ration shops, Bhubaneswar Development Authority (BDA), police, primary schools and hospitals for the citizens of the non-slum areas of Bhubaneswar city. Figure 2.1 on access to public services shows that the non-slum households have access to streetlight (93%), pucca road (79%) and government primary school (95%) to a great extent. Only over half of the non-slum households have access to ration shops (55%).



2.3.2 Usage of Public Services

Figure 2.2 shows the usage of public services by the non-slum households. Ration shop and government hospital have high usage levels. Most of the people travel by private transport service. BDA, police and government primary school have low usage levels. BDA provides services such as selling land, built-up house and plan approval to construct house, etc., which are not essential to many citizens. Similarly, unless one has necessity with police, he/she need not meet them.



Government Primary School Service

Although the non-slum households have high access to government primary school, however, the usage level is relatively low as only 41% of the households having access to government primary school send their children to such schools. A higher percentage of male children (54%) among non-slum citizens of the city are attending primary school than female children (46%) (See table A 2.1 in annexure 1).

Government Health Service

Out of the household members who visited the government hospital in the last one year; almost all reported availability of doctor in the hospital during the last visit (98%). Average waiting time to see the doctor was 22 minutes.

Satisfaction with the Behaviour of the Doctor and other Staff

Table A 2.2 in annexure II reveals that among the non-slum households that visited the doctor in the last one year, most are satisfied with the behaviour of the doctor (82%). Similarly, most of them are satisfied with the behaviour of other staff (73%).

Police and Safety Service

The citizens of the non-slum areas perceived theft in their locality as a problem as have been reported by little more than half of the respondents. In addition, only 44% of the respondents reported that police come for regular rounds in their locality, which may be one of the reasons of theft in the locality. The respondents perceived their locality safe from illegal activities to a great extent (64%). Over three-fourth of the respondents perceived that police help citizens at the time of need (76%). Over four-fifth of the respondents perceived their locality safe for women/children (81%) (See table 2.2).

Table 2.2: Safety of Non-Slum Areas

Police and safety services	% East Bhubaneswar	% West Bhubaneswar	% Total
	N = 335	N = 583	N = 918
Thefts in locality 42	58	52	
Locality safe from illegal activities	64	63	64
Locality safe for women/children	83	80	81
Police help citizens at the time of need	80	73	76
Police come for regular rounds in locality	47	42	44

Table A 2.3 in annexure I reveals the reasons of the respondents of non-slum areas thinking their locality safe for women/children. It shows that out of the respondents who found the locality to be safe for women/children, 45% said that there is good relationship among the people in the neighbourhood, 27% reported that well behaved people reside in the neighbourhood, 25% found that people are educated and hence do not create any problem etc. Similarly, among the respondents who perceived that their locality is not safe for women/children, 53% said that people get drunk and misbehave with them, 30% said anti-social people live in the locality, 23% said some young people misbehave with the girls etc.

Satisfaction with the Behaviour of Police

Over three-fifth of the non-slum respondents are satisfied with the behaviour of the police in dealing with the cases in the locality (61%) (See table A 2.4 in annexure I).

Reasons of Dissatisfaction and Satisfaction with the Behaviour of Police

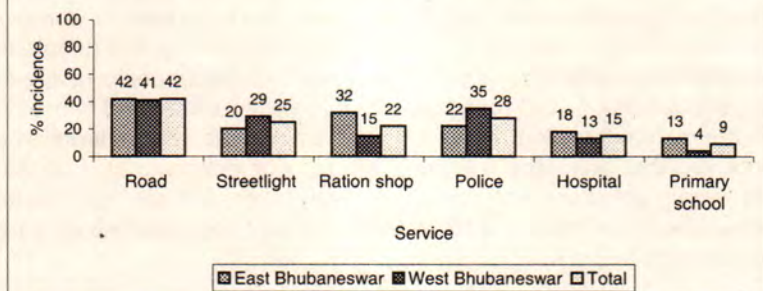
Among the respondents dissatisfied with the behaviour of the police, 31% complained that police do not provide service at the time of need, 30% also complained that police are corrupt and demand speed money, 18% said that the police are irregular in patrolling etc. The reasons for satisfaction with the behaviour of the police among the respondents varied - 55% of them perceived that the police are helpful to them at the time of need, 44% said that police solve their problems appropriately, 25% said that police behave well etc (see table A 2.5 in annexure 1).

2.4 Problem Incidence and Process of Contact with Service Provider

An insight into the kind of problems faced frequently by citizens in the course of using public services would be useful for understanding agency effectiveness. Figure 2.5 below presents problem incidence with the public services. It shows that the citizens of non-slum areas had the least problem with government primary school (9%) in the last one year. Road service was found to be more problematic with 42% of the respondents reporting having faced problems in the last one year.

"The general condition of roads is pitiable in most areas. The road network is also poor and only a few lanes are connected to the main road. The main roads too are not maintained well. In Sahid Nagar, an upmarket locality, which houses swanky corporate offices and government staff quarters, the metal roads are in a pathetic condition with potholes and ditches all over. In other areas roads are left unattended as the local counsellor or the civic bodies pay little heed to this problem."

Figure 2.3: Problems with Public Services



Nature of Problems in receiving the Public Services: Table 2.3 below shows the major problems faced by non-slum households in receiving the service from the agencies. It shows that most of the problems relate to their maintenance in the case of services like roads and streetlights. The problem of bribery was reported in case of police service. The respondents highlighted quality of services as a problem in case of ration shops, police, government hospitals and government primary schools.

Table 2.3: Nature of Problems in Public Services

Public Services	Major problems	% East Bhubaneswar	% West Bhubaneswar	% Total
Road	N = 140	N = 241	N = 381	
	Rough road	47	58	54
	Road muddy during rainy season	39	27	32
	Water logging on the road	6	14	11
Streetlight		N = 60	N = 156	N = 216
	Streetlight defunct	43	46	45
	Frequently out of order/not functional	22	42	37
Ration shop		N = 67	N = 45	N = 112
	Irregular supply of ration	61	40	53
	Full quota not given	33	11	24
	Ration not available	13	40	24
Police		N = 19	N = 25	N = 44
	Did not accept FIR	47	40	43
	Asked for speed money	37	28	32
	Did not get justice /no timely action	16	16	16

Public Services	Major problems	% East Bhubaneswar	% West Bhubaneswar	% Total
Hospital		N = 40	N = 39	N = 79
	Treatment is not satisfactory	43	26	34
	Free medicines not available	15	31	23
	Non-availability of doctor	13	23	18
Primary school		N = 11	N = 3	N = 14
	Study not proper	36	67	43
	Quality teaching not imparted	46	33	43

Contact with Public Agencies for Problem Resolution: In order to address the problems faced, citizens contacted service providers for resolving the problems. The largest number of respondents contacted for problems with streetlight (41%) and the lowest for ration shops (9%) (see table 2.4).

Table 2.4: Contacted the Agency to resolve the Problem

Public Services	% contacted the agency		
	East Bhubaneswar	West Bhubaneswar	Total
Road	N = 140	N = 241	N = 381
	44	32	37
Streetlight	N = 60	N = 156	N = 216
	48	39	41
Ration shop	N = 67	N = 45	N = 112
	9	9	9
Police	N = 19	N = 25	N = 44
	47	32	39
Hospital	N = 40	N = 39	N = 79
	8	28	18
Primary school	N = 11	N = 3	N = 14
	36	33	36

2.4.1 Responsiveness of Service Providers

The responsiveness by the service providers can be judged by the number of visits the citizens have to make to get a problem solved, and the way they are treated by agency staff. Table 2.5 provides information on the number of visits made by the respondents of the non-slum areas to each agency and their dissatisfaction with the behaviour of staff. The agencies that required the non-slum households to make three or more visits to get their problems solved were road and streetlight. The

agency that required the least number of visits from residents was primary schools. The table shows that there is no clear pattern on the average number of visit by the non-slum citizens. The average number of visit to the agencies varies from 1 to 4. The behaviour of the staff of service providers was a major issue for the citizens of the non-slum areas. The dissatisfaction expressed with the behaviour of the staff is very high for all the public agencies. The highest level of dissatisfaction was expressed against ration shops (80%) and government primary schools (80%).

Table 2.5: Key Dimensions of Agency Responsiveness

Public Services	Made three or more visits to agency		Average number of visits	Dissatisfaction with behaviour of staff	
	N	%		N	%
Road	139	58	5	139	53
Streetlight	89	57	4	89	62
Ration shop	10	30	3	10	80
Police	17	31	3	17	76
Hospital	14	17	3	14	50
Primary school	5	0	1	5	80

2.4.2 Corruption

Users of public services have to cope with the inefficiencies of service providers in many ways. There are some that pay bribes to speed up the process, and some who stay firm even if services are delayed. Findings on the incidence of bribery, quantum of bribes paid, whether they were demanded and whether work got done in non-slums are presented in table 2.6. The table reveals that corruption is widely prevalent in most agencies with few exceptions. There is no incidence of bribe in case of road and government primary school because there is very little scope for monetary corruption. But the users of public services who had contacted with the officials in other agencies paid bribes. The public agencies for which higher proportions of the respondents who paid bribes among those contacted the agencies were police and government hospital (53% and 57% respectively). The largest amount paid as bribe is to the police (Rs. 2,067). In contrast, the smallest amount is paid to government hospitals (Rs. 349). The amount of bribe paid to police ranges from Rs. 100 to Rs. 9,000. The respondents had no response for the amount of bribe paid for ration shop service. Most of the users of services such as streetlight, ration shop, police, government hospital and government primary school got their work done.

Table 2.6: Speed Money Payments

Public services	% of those who paid bribe	Average amount paid as bribe in Rs.	% whose work got done
Streetlight	N = 89		N = 850
	7	512.00	73
Ration shop	N = 10		N = 507
	20	*	71
Police	N = 17		N = 158
	53	2067.00	69
Hospital	N = 14		N = 532
	57	349.00	88

*No response

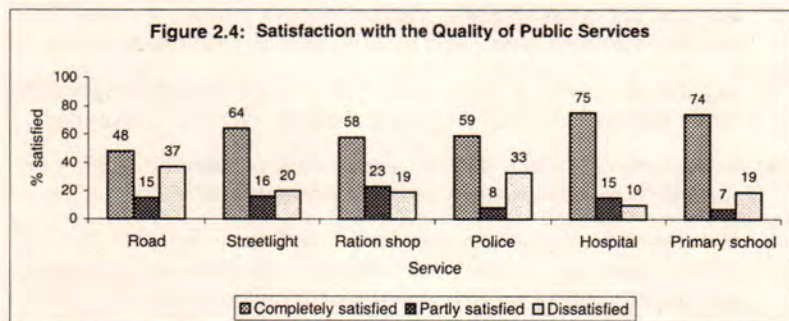
- High access to primary schools (95%), streetlights (93%), pucca roads (79%) and ration shops (55%)
- Ration shops and government hospital have high usage levels. BDA, police and government primary school have low usage levels.
- The quality of public services such as streetlights (64%), government hospitals (74%) and government primary schools (75%) are rated at high levels and road service at low levels (46%).
- Satisfaction levels dropped drastically for all the public agencies when rated by the non-slum respondents who had a problem.
- Government primary schools were least problematic (9%) and road service was found to be more problematic (42%).
- Maintenance of public services is cited as major problems in case of road and streetlight, bribery in the case of the police, and poor quality of service in the case of ration shops, the police, government hospitals and government primary schools.
- The agencies that required a large percentage of people to make three or more visits to get their problems solved were roads (58%) and streetlights (57%).
- The dissatisfaction with the behaviour of staff is very high for all the public agencies. The highest level of dissatisfaction was for ration shops (80%) and government primary schools (80%).
- In corruption, government hospitals lead with 57% of the respondents among those who contacted the agency with a problem paid bribe. The smallest proportion pay bribes in connection with streetlight (7%).

- The largest amount paid as bribe is to the police (Rs. 2067) and the smallest amount is paid to government hospitals (Rs. 319).
- Most of the users of services such as streetlight, ration shop, police, government hospital and government primary school got their work done.

2.4.3 Satisfaction with Quality of Public Services

How Satisfied are the Citizens with the Quality of Services provided

Based on their experiences with using public services such as roads, streetlights, ration shops, police, government hospitals and government primary schools, respondents were asked to rate the services in terms of overall satisfaction. Figure 2.3 below shows that the citizens of the non-slum areas have rated the quality of the services such as streetlight, government hospitals and government primary schools at high levels. The highest satisfaction was with government primary schools and government hospitals (74% and 75% respectively). The least satisfaction was with the road services (48%). The highest level of dissatisfaction among non-slum households is also with the road service (37%).



However, East and West Bhubaneswar differ in terms of levels of satisfaction with the quality of the public services. The respondents of East Bhubaneswar rated the quality of all the six public services at high levels whereas the respondents of West Bhubaneswar rated the quality of one public service like road at low level. The highest level of satisfaction of the respondents of East Bhubaneswar is with the government primary school (76%) and that of West Bhubaneswar is with the government hospital service (77%). The highest level of dissatisfaction of the respondents of East Bhubaneswar is with the road service (34%) whereas that of the respondents of West Bhubaneswar is with the police (40%). The least dissatisfaction of the respondents of East Bhubaneswar is with government primary school (13%) whereas

the least dissatisfaction of the respondents of West Bhubaneswar is with government hospitals (6%) (For other details see table A 2.6 in annexure I).

How Satisfied are those who had a Problem

The satisfaction ratings described in the previous section were obtained from those who were users of the public services but not necessarily those who had a problem. When those who had a problem were asked to rate the agency, it was found that the satisfaction levels dropped drastically in case of all the agencies. This can be observed in Figure 2.4 and from table A 2.7 in annexure 1 where satisfaction ratings given by all users and by those who had a problem are compared.

2.5 Drinking Water

2.5.1 Usage Pattern

Sources of Drinking Water: The citizens of the non-slum areas get water supply mostly from taps at home (62.6%) followed by own source (32.7%). The pattern is the same for both the citizens of East and West Bhubaneswar of the city (for details, see table 2.8 in annexure 1).

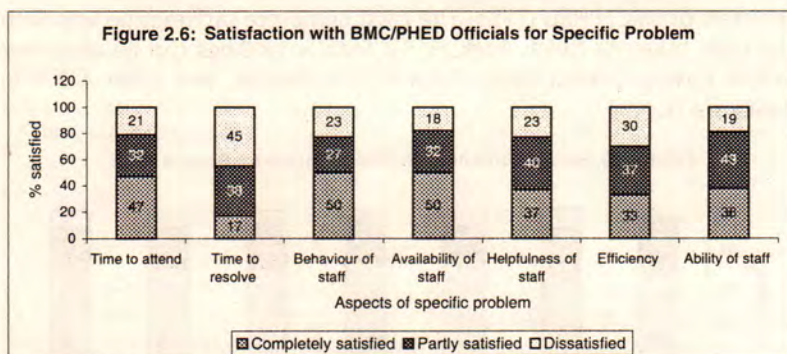
2.5.2 Service Quality

Users of Tap at Home: Table 2.7 shows frequency of getting water from tap at home by the citizens of the non-slum areas of the city both during rainy as well as summer seasons. It reveals that most of the users of water supply at home get water twice a day. It further shows that there is not much difference in getting tap water at home both during rainy as well as summer season. While almost all the users of East Bhubaneswar get water twice a day during both rainy and summer seasons (92% and 90% respectively), 70% of the users of West Bhubaneswar get water twice a day both during rainy and summer seasons.

Table 2.7: Frequency of getting Water - Tap at Home

Frequency	Getting water during rainy season (%)			Getting water during summer (%)		
	East Bhubaneswar	West Bhubaneswar	Total	East Bhubaneswar	West Bhubaneswar	Total
Once a day	3	25	20	5	25	20
Twice a day	92	70	75	90	70	75
More than twice a day	5	5	5	5	5	5

In response to the question on how often the users of water supply through taps at home would like to get water both during rainy and summer seasons, the citizens of non-slum areas would like more



2.5.5 Corruption

Table 2.13 reveals the spread of the speed money phenomenon in the case of drinking water. It shows that 3% of the users of water from public source that visited the agency paid bribe to get their work done. Out of those who paid bribe, 38% of them used agent or middlemen for paying the same. Out of those who paid bribe, 88% of them paid bribe for the purpose of getting some repair work done and the rest paid for getting new water connection. Half of them paid the extra or bribe as per the demand of the BMC/PHED officials. The average amount of bribe paid is Rs. 225. All of them reported that their work was completed after paying bribe.

Table 2.13: Speed Money Phenomenon: Drinking Water

Details of bribes paid	East Bhubaneswar	West Bhubaneswar	Total
	N = 58	N = 209	N = 267
% paid bribe	5	2	3
	N = 3	N = 5	N = 8
% used agent/middlemen for paying bribe	67	20	38
% paid bribe to get new water connection	33	0	13
% paid bribe to get some repair work done	67	100	87
% from whom bribe was demanded	67	40	50
% whose work got completed	100	100	100
Average amount paid as bribe	Rs. 380	Rs. 132	Rs. 225

2.5.6 Satisfaction with Overall Quality of Services

Taking everything into consideration, the users of drinking water from BMC/PHED in the non-slum areas were asked their satisfaction with the

overall quality of drinking water service provided by the public agencies. Figure 2.8 below reveals that over two-fifths of the users were dissatisfied with the overall quality of the service of BMC/PHED. A larger proportion of the users from East Bhubaneswar (56%) were dissatisfied with the overall quality of service of BMC/PHED than that of West Bhubaneswar (38%).

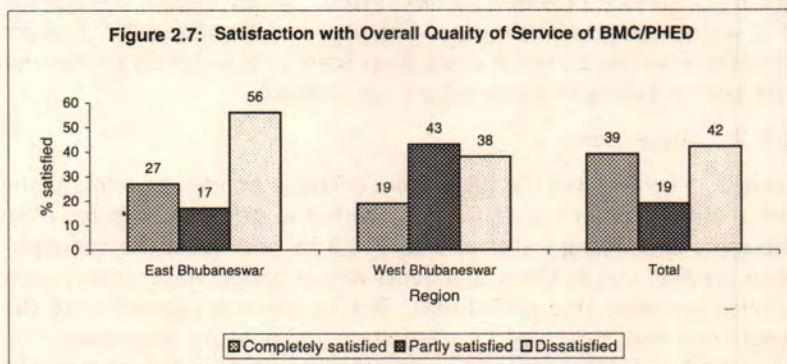


Table 2.14: Reasons of Satisfaction and Dissatisfaction with Quality of Service

	Major reasons	% East Bhubaneswar	% West Bhubaneswar	% Total
Reasons of satisfaction		N = 70	N =288	N =358
	Supply of water is sufficient and timely	87	85	85
	Pressure of water is satisfactory	19	18	18
	Quality of water is good	16	15	15
	Timing of water supply is suitable	10	10	10
Reasons of dissatisfaction		N = 87	N =173	N =260
	Inadequate water supply	38	61	54
	Pressure/flow of water is low	33	44	40
	Acute scarcity of water during summer	22	19	20
	Timing of water supply is not suitable	21	8	12

Table 2.14 above provides the reasons for satisfaction and dissatisfaction with the overall quality of services of BMC/PHED. It shows that out of those satisfied with the overall service of BMC/PHED, 85% say so because of sufficient and timely supply of water, 18% for satisfactory pressure of water, 15% for good quality water and 10% suitable time of water supply. It further shows that out of those dissatisfied with the quality of service provided by BMC/PHED, 54% expressed the opinion that water supply is inadequate, two-fifth of them found the pressure of water to be low, one-fifth about acute scarcity of water during summer and 12% for timing of water supply not suitable.

2.5.7 Suggestions

Table 2.15 below gives the suggestions of the respondents for improving the quality of service of BMC/PHED. Varied suggestions emerged from the users of drinking water of BMC/PHED for improving the quality of their service. Out of the respondents who accessed water from public service provider like BMC/PHED, 30% of them suggested that the frequency and duration of water supply should be increased, 16% suggested that adequate water supply to home should be ensured, 14% suggested that purified water should be supplied, and 9% suggested that pressure of water should be constant.

Table 2.15: Suggestions for improving the Quality of Service of BMC/PHED

Major suggestions for improving service	% East Bhubaneswar	% West Bhubaneswar	% Total
	N =157	N =461	N =618
Frequency and duration of supply should be increased	29	30	30
Adequate water supply to home should be ensured	17	15	16
Purified water should be supplied	12	14	14
Pressure of water should be constant	12	8	9

- Piped water (62.6%) is major source of water supply in non-slum areas.
- The users of piped water supply mostly get water twice a day at present. However, they prefer to get water supply more than twice a day.
- A large proportion of the users of piped water opined that pressure is enough for water to rise to overhead tank (66% and 75% during summer and rainy season respectively).

- Over four-fifth of the users expressed that the time of piped water supply is convenient during summer and rainy season).
- Most of the users of water supply at home said that quality of water supply is clear.
- Almost all of the users of water supply at home perceived the taste of water as sweet.
- The most problematic source of water in non-slums is other sources like open well, bore well etc (83%).
- Major problems of piped water supply are inadequate supply (33%), low water pressure (22%) and water scarcity during summer (16%).
- No resolution was provided for users of public taps and the problem resolution is also very low for the users of piped water supply (20%).
- Most of the users (86%) of water supply by public agencies have interacted with the officials to report their problems.
- The level of satisfaction with the officials of the public agencies for routine work is high for various interactions.
- The level of satisfaction has dropped considerably for specific problems.
- Corruption is found to be very low in drinking water.
- Over two-fifth of the users were dissatisfied with the overall quality of drinking water service. A large proportion of users of drinking water from East Bhubaneswar (56%) were dissatisfied with the overall quality of service than that of West Bhubaneswar (38%).
- Major reasons of dissatisfaction with the overall quality of drinking water service were inadequate supply, low water pressure, acute scarcity of water during summer and unsuitable timing of water supply.
- Major suggestions to improve the quality of services are frequency and duration of water supply (30%) be increased, ensuring adequate water supply (16%), supply of purified water (14%) and maintain constant water pressure (9%).

2.6 Waste Management

2.6.1 Usage Pattern

Usage Pattern of Garbage System: Garbage disposal and waste water discharge through drains have been taken for in-depth analysis of the usage pattern, satisfaction of the service, efficiency of the service provider in resolving the problems and suggestions of the citizens of

Table 2.19: Disposal of Pattern of Waste Water

Where does waste water go	% East Bhubaneswar	% West Bhubaneswar	% Total
BMC drain	53	73	66
Own septic tank	22	16	18
Overflows to the road	9	4	6
Overflows to the back of residence	16	7	10

Frequency of drainage clearance service by the agencies is very low in non-slum areas because 79% of the households that have connection to the drain get occasional service, 8% do not get any such service and 3% do not even know about the service (see table 2.20).

Table 2.20: Frequency of Drain Clearance

Frequency	% East Bhubaneswar	% West Bhubaneswar	% Total
Frequently	16	8	10
Occasionally	73	82	79
Never	8	7	8
Don't know	3	3	3

BMC mostly provides drainage cleaning service (89%) in the non-slum areas followed by private agency (5%). A higher proportion of the citizens of East Bhubaneswar (93%) than those of West Bhubaneswar (86%) get drainage clearance service from BMC (see table 2.21).

Table 2.21: Who Cleans Drains

Who cleans drains	% East Bhubaneswar	% West Bhubaneswar	% Total
BMC	93	86	89
Private agency	2	6	5
None	4	6	5
Don't know	1	2	1

Over half of the respondents complained that the drain overflows during the rainy season. A higher percentage of the respondents of East Bhubaneswar found drain overflows in the rainy season (61%) as compared to West Bhubaneswar (49%). Very few non-slum households (21%) having a drain connection pay for the service.

2.6.3 Problem Incidence and Resolution

Table 2.22 reveals that both garbage and drain clearance services have been problematic in the last one year with high incidence of problems in case of both garbage clearance (64%) and drain clearance (56%). Garbage disposal is more problematic for the households of East Bhubaneswar (70%) than West Bhubaneswar (61%). Also, drain is more

problematic for the households of East Bhubaneswar (61%) than of West Bhubaneswar (53%).

Table 2.22: Problem Incidence and Resolution - Garbage and Drain

Service	% Problem Incidence			% Problem Resolution		
	East Bhubaneswar	West Bhubaneswar	Total	East Bhubaneswar	West Bhubaneswar	Total
Garbage	70	61	64	6	11	9
Drain	61	53	56	11	18	15

Major problems related to garbage in non-slum areas of the city in the last one year were irregular garbage clearance (56%) and foul smell from garbage disposed on road/vicinity (42%). Similarly, major problems related to drains in non-slum areas in the last one year were overflow of drain water during rainy season (44%), irregular drainage clearance (29%), foul smell from drain water (23%) and mosquitoes due to drain water (19%) (see table 2.23).

Table 2.23: Nature of Problem - Garbage and Drain

Services	Nature of Problems	% East Bhubaneswar	% West Bhubaneswar	% Total
Garbage		N = 235	N = 356	N = 591
	Irregular garbage clearance	60	53	56
	Foul smell from garbage	38	45	42
Drain		N = 204	N = 311	N = 515
	Overflow of drain water on road	44	44	44
	Irregular drain clearance	24	33	29
	Foul smell from drain water	17	27	23
	Mosquito due to drain water	21	18	19

Although there was high incidence of problems in the last one year for both the waste management services such as garbage and drain clearance, the problem resolution rate has been very low with only 9% of the households who had a problem related to garbage reporting their problem being resolved and 15% of the households who had a problem related to drainage saying their problem got resolved. Problem resolution rate for garbage clearance is higher for the citizens of West Bhubaneswar (11%) than for those of East Bhubaneswar (6%). Similarly, problem resolution rate for drain clearance for the citizens of West Bhubaneswar (18%) is higher than for those of East Bhubaneswar (11%) (refer table 2.22).

2.6.4 Interaction

In case of problems related to garbage clearance/drains, over half of the non-slum respondents think that they should contact the BMC officials (52%) and nearly one-fourth felt that their corporator should be contacted (see table 2.24). A higher percentage of non-slum respondents (72%) would prefer to contact the personnel alone and the rest in a group. A higher proportion of West Bhubaneswar respondents (79%) said that they would contact the officials on their own than those of East Bhubaneswar (61%). One third of the non-slum households that contacted BMC for any problem related to garbage or drains, visited the BMC in the last one year.

Table 2.24: Persons to be contacted for Problem - Garbage and Drain

Persons contacted	% East Bhubaneswar	% West Bhubaneswar	% Total
	N = 335	N = 583	N = 918
Locality leader	2	2	2
Corporator	39	16	24
MLA	1	0	1
MP	1	0	1
BMC officials	38	60	52
Others	1	3	2
Don't know	28	21	24

Out of the non-slum households that visited the BMC in connection with problems related to garbage and drains, 65% of them visited to complain about both garbage and drains, 20% to complain about a problem related to drains, 11% for other routine work and 4% to complain about problems related to garbage. The reasons of visit to BMC in connection with garbage and drain are similar for both the citizens of East and West Bhubaneswar (see table 2.25).

Table 2.25: Reasons for visiting BMC - Garbage and Drain

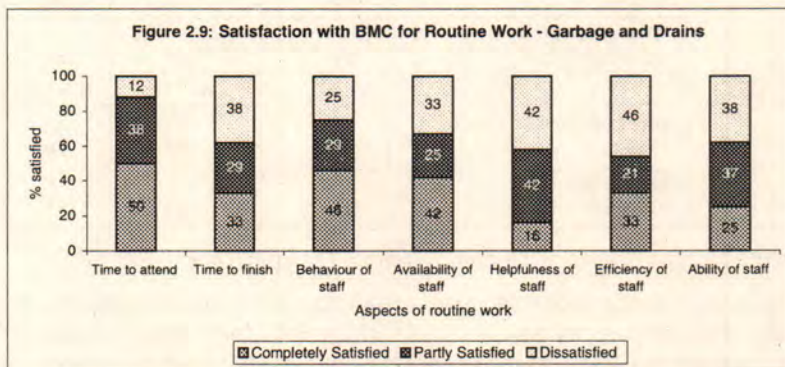
Reasons for visiting BMC	% East Bhubaneswar	% West Bhubaneswar	% Total
	N = 71	N = 159	N = 230
To complain about both garbage & drains	63	66	65
To complain about a problem related to drains	21	19	20
For an enquiry/other routine work	10	11	11
To complain about problem related to garbage	6	4	4

Interaction stemming from routine work

All those who visited BMC for complaints on garbage and drains knew whom to contact in the office to get work done and knew the steps to be followed to get work done.

Level of Satisfaction with BMC Officials for Routine Work

Figure 2.10 below provides the level of satisfaction of the users of BMC from non-slum areas of the city for their routine work. It reveals that level of satisfaction is low with few exceptions. The non-slum households that visited the BMC for routine work in connection with garbage/drain, expressed complete satisfaction at low levels in case of helpfulness of staff (16%), time taken to finish work (33%) and ability of staff in providing required information (25%). The highest satisfaction was with time taken to attend to them (50%). The highest dissatisfaction was with efficiency with which problem was dealt (46%). The least dissatisfaction was with time taken to attend to them (12%).



There is a marked difference in the levels of satisfaction between the households of East and West Bhubaneswar for routine work in connection with garbage/drain. Those households of East Bhubaneswar, who visited BMC office for routine work, expressed their complete satisfaction at low levels for all their various interactions compared to those of West Bhubaneswar. Their dissatisfaction was at high levels in case of time taken to finish work (86%), availability of staff at their seat (86%), efficiency with which problem was dealt (100%) and ability of staff in providing required information (71%). The households of West Bhubaneswar who visited the BMC office for routine work in connection with garbage/drain, expressed complete satisfaction at high levels in case of time taken to attend to them (53%) and availability of staff in their seat (53%). The least satisfaction of the households of West Bhubaneswar was with helpfulness of staff (23%) (See table A 2.11 in annexure I for details).

Interaction Stemming from a Specific Problem

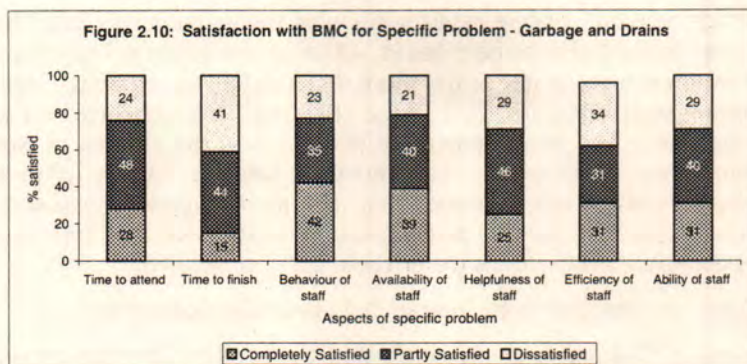
All those who visited BMC in the last one year for a specific problem on garbage/drains, a large majority knew whom to contact in the office for a problem on garbage and almost all of them knew whom to contact for a problem on drains. Similarly, all those who visited BMC in the last one year for a specific problem on garbage/drains, a large majority knew the steps to be followed for a problem on garbage and almost all of them knew the steps to be followed for a problem on drains (refer table 2.26).

**Table 2.26: Knowledge about Procedures to get work done-
Garbage and Drain**

Services	Knowledge about procedures	% East Bhubaneswar	% West Bhubaneswar	% Total
Garbage		N = 49	N = 111	N = 160
	Knew whom to contact in BMC	86	88	88
	Knew steps to be followed in BMC	84	89	88
Drains		N = 60	N = 136	N = 196
	Knew whom to contact in BMC	95	99	98
	Knew steps to be followed in BMC	93	99	97

Level of Satisfaction with BMC Officials for Specific Problem

Figure 2.11 below shows the level of satisfaction of the citizens of non-slum areas of the city who are users of the BMC for a specific problem in connection with garbage/drains. It reveals that the level of satisfaction with BMC for a specific problem is much lower as compared to those who went for routine work. It further reveals that the satisfaction of the non-slum households was at low levels for their various interactions with the BMC officials for a specific problem in connection with garbage/drains. The highest satisfaction was with overall behaviour of the staff (42%). The least satisfaction was with time taken to finish work (15%). The highest dissatisfaction was with time taken to finish their work (41%) and the least dissatisfaction was with availability of staff in their seat (21%). There is not much difference in the levels of satisfaction between the households of East and West Bhubaneswar in connection with garbage/drains (For details, see table A.2.12 in annexure I).



2.6.5 Corruption

The speed money phenomenon is higher in case of getting work done from BMC on drains (6%) in the last 6 months compared to that on garbage (2%). Out of those who paid a bribe for garbage clearance, only 5% used an agent/middleman. However, out of those who paid a bribe for drain clearance, 24% used an agent/middleman. All those who paid a bribe for garbage clearance, 35% paid for clearing garbage. Similarly, out of those who paid a bribe for drain clearance, 85% paid for cleaning drains. The problem of extortion was quite evident in garbage and drain clearance service of BMC with 76% reporting that the bribe was demanded by BMC officials for problems in connection with garbage clearance and 73% for drain clearance service.

Table 2.27: Speed Money Phenomenon - Garbage and Drains

	Garbage			Drains		
	East Bhubaneswar	West Bhubaneswar	Total	East Bhubaneswar	West Bhubaneswar	Total
	N = 335	N = 583	N = 918	N = 335	N = 583	N = 918
% paid bribe	9	4	6	15	17	16
	N = 9	N = 12	N = 21	N = 16	N = 35	N = 51
% used agent/middlemen for paying bribe	0	8	5	13	29	24
% paid bribe for cleaning garbage/drains	45	30	35	80	88	85
% from whom bribe was demanded	78	75	76	69	74	73
% whose work got completed	89	92	91	94	97	96
Average amount paid as bribe	Rs. 26	Rs. 16	Rs. 20	Rs. 63	Rs. 43	Rs. 49

Average amount of bribe paid for cleaning the garbage was Rs 20 and average amount of bribe paid was Rs. 49 for cleaning drains. The citizens of East Bhubaneswar had to pay more (Rs. 26) than the citizens of West Bhubaneswar for garbage service (Rs. 16). The citizens of East Bhubaneswar had also to pay more (Rs. 63) than the citizens of West Bhubaneswar for drain clearance service of BMC (Rs. 43). Out of those who paid a bribe, 91% expressed that their work on garbage was done. Similarly, out of those who paid a bribe, 96% expressed that their work was done related to drains (refer table 2.27 for details).

2.6.6 Satisfaction with Overall Quality of Services of BMC

Table A 2.13 in annexure I reveals that the level of satisfaction with overall quality of the service provided by BMC is very low for garbage and drains as only 18% of the households were completely satisfied with the overall quality of service of BMC for garbage disposal whereas only 12% of the households were completely satisfied with the overall quality of service of BMC for drains. In case of garbage disposal service, 68% of the citizens of the non-slum areas were dissatisfied with the overall quality of service of BMC. Similarly, three-fourth of the households of non-slum areas were dissatisfied with the overall quality of service of BMC for drains. The level of dissatisfaction of the households of East Bhubaneswar was higher for both the services of BMC such as garbage and drains than that of the households of West Bhubaneswar.

Table 2.28: Reasons for Dissatisfaction with BMC - Garbage and Drain

Services	Reasons of dissatisfaction	% East Bhubaneswar	% West Bhubaneswar	% Total
Garbage		N = 246	N = 378	N = 624
	Irregular garbage clearance	80	86	84
	No dustbin provided	34	36	35
	Foul smell from garbage	31	30	30
Drains		N = 270	N = 417	N = 687
	Irregular drain clearance	30	50	43
	No drainage system at all	42	28	34
	Drain water overflows	31	28	29
	Foul smell from drain water	17	22	20

Table 2.28 provides reasons for dissatisfaction with the overall quality of service of BMC for garbage and drains. It is found that 84% said they

were dissatisfied because garbage was not cleared regularly in their locality, 35% of them because no dustbins were provided by BMC, and 30% because of foul smell from accumulated garbage. Similarly, out of the non-slum households those dissatisfied with the drain clearance service of BMC, 34% expressed their dissatisfaction because of lack of drainage system, 43% because of irregular cleaning of drains by BMC, 29% because of overflow of drain water on road, and 20% because of foul smell of drain water.

Table 2.29 presents the reasons for the non-slum households being satisfied with the overall quality of services of BMC for garbage and drains. It is evident from the table that almost all of them expressed that they are satisfied with the garbage disposal of BMC because it cleans garbage regularly (97%). Only 4% were satisfied because of provision of dustbin for garbage disposal and 4% for regular use of disinfectant. Over three-fifths of the non-slum households were satisfied with the drain clearance service of BMC because they did not face any problem related to drains, one-fifth were satisfied because it is cleared regularly, and 13% were satisfied due to free service by BMC.

Table 2.29: Reasons for Satisfaction with BMC - Garbage and Drain

Services	Reasons of Satisfaction	% East Bhubaneswar	% West Bhubaneswar	% Total
Garbage		N = 89	N = 205	N = 294
	BMC cleans it regularly	97	97	97
	Dustbin provided	3	5	4
	Disinfecting garbage regularly	0	6	4
Drains		N = 65	N = 166	N = 231
	No problem so far	66	59	61
	Drains cleaned regularly	28	24	25
	Free service available	6	15	13

2.6.7 Suggestions

Suggestions of the citizens of the non-slum areas on improving the quality of garbage and drain clearance service of BMC are presented in table 2.30. The table shows that the major suggestions to improve the quality of garbage clearance service of BMC are that garbage be cleared regularly (68%) and dustbins be provided at all places (60%). Similarly, the major suggestions to improve the quality of drain clearance service of BMC are choked drains be cleared (39%), drains be constructed (37%), anti-mosquito spray in drains (20%) and proper supervision of cleanliness of drains by BMC staff (14%).

Table 2.30: Suggestions for Improving the Quality of Service - Garbage and Drain

Services	Suggestions	% East Bhubaneswar	% West Bhubaneswar	% Total
		N = 335	N = 583	N = 918
Garbage	Regular clearance of garbage	74	65	68
	Dustbin be provided at all places	71	54	60
Drains	Choked drain be cleared	30	44	39
	Drains be constructed	52	28	37
	Anti-mosquito spray in drain	17	21	20
	Proper supervision	18	12	14

- Nearly two-third of the non-slum households dispose their garbage in front or back of their house, and close to one-third of the households dispose it in the designated place for the purpose.
- BMC mostly clears garbage from the designated place (76%).
- Regular clearance of garbage was reported by 63% of respondents either using BMC services or private ones.
- Garbage clearance is not so frequently done in the non-slum areas of the city.
- Very few users of garbage disposal service pay for it (8%).
- A large proportion of the citizens of the non-slums are dissatisfied with the garbage clearance system in their locality (64%).
- BMC is the main provider for drainage service with two-third of the non-slum households disposing waste water from their kitchen/bathroom into its drain.
- Frequency of drainage clearance service by the agencies is very low in the non-slum areas of the city.
- BMC mostly provides drainage clearance service (89%) in the non-slum areas.
- Over half of the households find the drain overflows during rainy season.
- Very few users pay for cleaning the drains.
- Problem incidence is high and problem resolution is low for garbage and drains.

- Irregular clearance and overflow of waste water on road are the major problems.
- Most of the non-slum households (89%) visited the agencies in the last year for specific problems in connection with garbage/ drains.
- All those visited the office were aware of the official to contact and the steps to be followed to get routine work done in connection with garbage and drains.
- A large majority of those visited the office were aware of the official to contact and the steps to be followed to get work done on specific problems in connection with garbage and drains.
- Satisfaction with the efficiency of the public agencies of waste management is quite low for routine work with few exceptions.
- Satisfaction with the efficiency of the public agencies of waste management for a specific problem is much lower as compared to those who went for routine work.
- The speed money phenomenon is higher in case of getting work done from BMC on drains (6%) in the last 6 months compared to that on garbage (2%).
- Satisfaction with overall quality of the service provided by BMC is very low for garbage and drains.
- Irregular clearance of garbage and drains, lack of designated place for garbage disposal, lack of system for drain cleaning, overflow of drain water on road and stinking smell from waste materials are the major reasons of dissatisfaction among the non-slum citizens.
- Major suggestions to improve the quality of garbage clearance service are garbage be cleared regularly (68%) and dustbins be provided at all places (60%). Major suggestions to improve the quality of drain clearance service are choked drains be cleared (39%), drains be constructed (37%), anti-mosquito spray in drains (20%) and proper supervision of cleanliness of drains by BMC staff (14%).

2.7 Electricity

2.7.1 Usage Pattern of Electricity

Almost all of the citizens of non-slum areas of the city have electricity connection in their house (94%). A higher percentage of the citizens of West Bhubaneswar (97%) have electricity connection in their house than in East Bhubaneswar (89%). Central Electricity Supply Company (CESCO)

is the major electricity provider in the non-slum areas as almost all of the households get electricity supply from the company (98%). A higher percentage of the households of West Bhubaneswar access electricity from CESCO (99%) than those of East Bhubaneswar (96%).

2.7.2 Service Quality

Frequency of Power Cut

Table 2.31 below gives information on the frequency of power cuts in the non-slum areas of the city by the electricity supply agencies in a day both during rainy and summer seasons. It is evident from the table that the citizens of non-slum areas of the city do not experience power cuts during rainy seasons as 83% of the households reported no power cuts during rainy seasons. However, in the summer, 47% of the households experienced power cuts. Of the users of electricity in non-slum areas, 27% experienced power cuts once a day during summer, 18% twice a day and only 2% more than twice a day. The households of East Bhubaneswar experienced more power cuts during summer (57%) than those in West Bhubaneswar (42%).

Table 2.31: Frequency of Power Cuts during Rainy and Summer Seasons

Frequency of power cut	Power cut during rainy season (%)			Power cut during summer season (%)		
	East Bhubaneswar	West Bhubaneswar	Total	East Bhubaneswar	West Bhubaneswar	Total
	N = 299	N = 567	N = 866	N = 299	N = 567	N = 866
Never	80	84	83	43	58	53
Once a day	18	13	15	25	28	27
Twice a day	2	3	2	27	13	18
More than twice a day	0	0	0	5	1	2

Stability of Voltage

Voltage remains stable in non-slum areas of the city throughout the day during both rainy and summer seasons to a great extent as 90% of the users of electricity have reported stable voltage throughout the day during rainy season and 86% during summer season. Voltage remains more stable in West Bhubaneswar than East Bhubaneswar (see table A 2.14 in annexure I).

Electricity Meter, Electricity Bill, its Accuracy and Convenience of Payment Timing

Almost all of the users of electricity have electricity meter in their house (98%). Out of the users of electricity those have electricity meter, 99.6% get electricity bill in time and 96% find the bills to be accurate. Out of those get electricity bill, 95% find the timing for bill payment

counter convenient. Timing for bill payment counter is more convenient for the users of electricity of East Bhubaneswar (98%) than West Bhubaneswar (93%) Out of the users of electricity who did not feel the timings of the bill payment convenient, 70% of them felt morning would be the convenient time for them for paying the bills, 15% felt afternoon would be the convenient timing whereas another 15% felt evening would be the convenient timing for the purpose.

2.7.3 Satisfaction with Overall Quality of Electricity

Table 2.32 reveals that a large proportion of the users of electricity in non-slum areas are completely satisfied with the overall quality of electricity supply (69%).

Table 2.32: Level of Satisfaction with overall Quality of Electricity

	% Completelysatisfied	% Partlysatisfied	% Dissatisfied
East Bhubaneswar	68	19	13
West Bhubaneswar	69	21	10
Total	69	20	11

2.7.4 Problem Incidence and Resolution for Electricity

The users of electricity of non-slum areas expressed low incidence of problems related to electricity in the last one year (18%). The users of electricity from West Bhubaneswar (14%) had low incidence of problem of electricity than those of East Bhubaneswar during the period (25%). Problem resolution rate of CESCO is not encouraging because only 51% of the users having a problem in the last one year got their problem resolved. Problem resolution of the users of electricity of East Bhubaneswar (32%) is lower than West Bhubaneswar (69%) (see table 2.33).

The electricity got a fairly positive rating by the users of the general households, but problems remains. Getting the service providers to address maintenance issues was a gruelling task as complained by users and voltage fluctuation is another area, where 39 percent of respondents from the non-slum households complained. Delay in getting connection, wrong billing and unscheduled power cuts were the other problems encountered by the users, though problem resolution by the electricity board is high compared to other agencies.

Table 2.33: Problem Incidence and Resolution for Electricity

	% Problem Incidence	% Problem Resolution
East Bhubaneswar	25	32
West Bhubaneswar	14	69
Total	18	51

Table 2.34 below reveals that voltage fluctuations (39%), wrong bill by CESCO (21%), delay in getting electricity reconnection (13%), and unscheduled power cuts (12%) were the major problems with regard to use of electricity.

Table 2.34: Nature of Problem with Electricity

Nature of problem	% East Bhubaneswar	% West Bhubaneswar	% Total
	N = 75	N = 81	N = 156
Voltage fluctuation	39	38	39
Wrong bill provided by CESCO	19	24	21
Delay in getting reconnection	8	17	13
Unscheduled Power cut	16	7	12

2.7.5 Interaction

Over three-fourths of the users of electricity in non-slum areas visited CESCO Office in the last one year. A higher percentage of the users of electricity from West Bhubaneswar (80%) visited CESCO Office in the last one year than the users of electricity from East Bhubaneswar (69%).

Out of the users in non-slum areas who visited the CESCO Office in the last one year, 97% visited the office to pay the electricity bill, 14% to complain about a problem and only 1% to get electricity connection. The percentage of the users of East Bhubaneswar (20%) who visited CESCO Office in the last one year to complain about a problem is higher than that of West Bhubaneswar (12%) (see table 2.35).

Table 2.35: Reason for visiting CESCO Office

Reason for visiting CESCO Office	% East Bhubaneswar	% West Bhubaneswar	% Total
	N = 206	N = 455	N = 639
To pay electricity bill	94	98	97
To get electricity connection	2	1	1
To complain about a problem	20	12	14

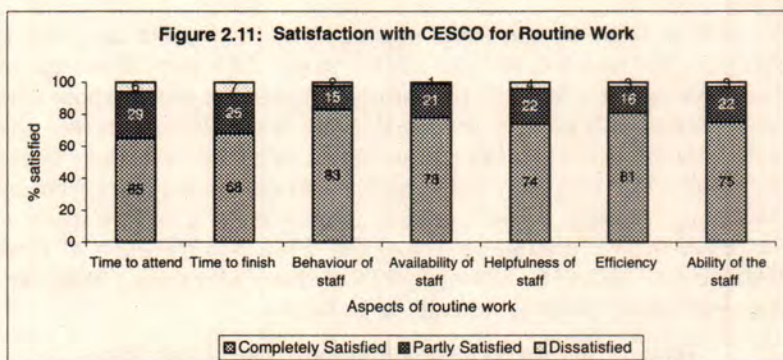
Interaction Stemming from Routine Work

Out of the non-slum households that visited the CESCO office for routine work, almost all knew whom to contact in its office to get their work done (98%). Similarly, out of the non-slum households that visited the CESCO office for routine work, almost all knew the steps to be followed to solve the problem (99%).

Level of Satisfaction with CESCO for Routine Work

The users of CESCO from non-slum areas who visited the office for routine work were completely satisfied with CESCO for their various

interactions to a great extent. The highest complete satisfaction was with overall behaviour of staff with them (83%). The least complete satisfaction was with time taken to attend them (65%). The highest dissatisfaction was with time taken to finish work (7%). The least dissatisfaction was with availability of staff in their seat (1%). Similar trend is observed across the users of East and West Bhubaneswar for routine work (see figure 2.12 and table A 2.15 in annexure I).

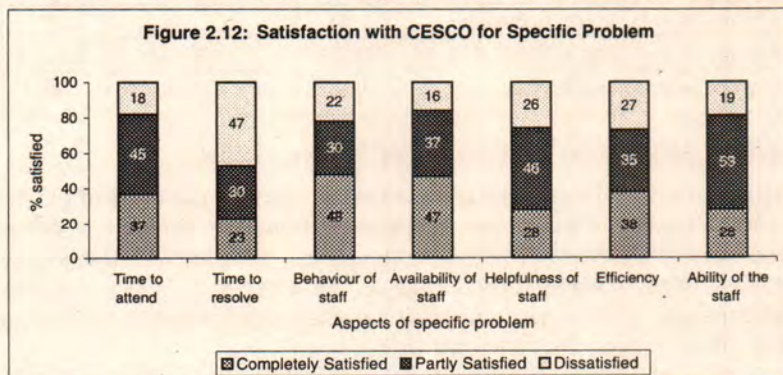


Interaction Stemming from a Specific Problem

All the users of electricity who visited the CESCO office for a specific problem knew whom to contact in the office whenever any problem first occurred. Similarly, almost all the users of electricity who visited the CESCO office for a specific problem knew the steps to be followed to solve the problem (99%).

Level of Satisfaction with CESCO for a Specific Problem

In terms of the levels of satisfaction of the users of CESCO in non-slum areas for those users who visited its office for a specific problem, it is found that the satisfaction ratings go down dramatically when users



visit the CESCO office in connection with a specific problem. The highest dissatisfaction was with the time taken to resolve the problem (47%) and the lowest dissatisfaction was with the availability of staff in their seat (16%). Similar trend is observed across the users of East and West Bhubaneswar those visited CESCO for specific problem (refer figure 2.13 and table A 2.16 in annexure I).

2.7.6 Corruption

Payment of bribe by the users of electricity in the last one year is negligible because only 4% paid a bribe to get their work done. Out of those who paid a bribe, 30% used agent/middleman. Out of those who paid a bribe, 60% paid to get repair work done, 20% to correct the faulty electricity bill and 14% to get electricity connection. Over three-fourths of those who paid bribe, said it was demanded from them by the agency. Average amount paid as bribe was Rs. 275. The users of East Bhubaneswar paid larger bribes (Rs. 398) than the users of West Bhubaneswar (Rs. 134). However, 90% of those who paid a bribe had their work done (refer table 2.36 for details).

Table 2.36: Speed Money Phenomenon - Electricity

	East Bhubaneswar	West Bhubaneswar	Total
	N = 206	N = 455	N = 661
% paid bribe	8	3	4
	N = 16	N = 14	N = 30
% used agent/middlemen for paying bribe	13	50	30
% paid bribe get repair work done	56	65	60
% paid bribe to correct the faulty electricity bill	19	21	20
% paid bribe to get electricity connection	13	14	14
% from whom bribe was demanded	81	71	77
Average amount paid as bribe	Rs. 398	Rs. 134	Rs. 275
% whose work got completed	94	86	90

Level of Satisfaction with Quality of Service of CESCO

Figure 2.14 below shows the levels of satisfaction of the users of CESCO with the quality of its service. Taking everything into account, it shows that two-third users of CESCO were completely satisfied with the quality of its service. A higher percentage of the users of CESCO from West Bhubaneswar (71%) were completely satisfied with the quality of service than those of East Bhubaneswar (61%).

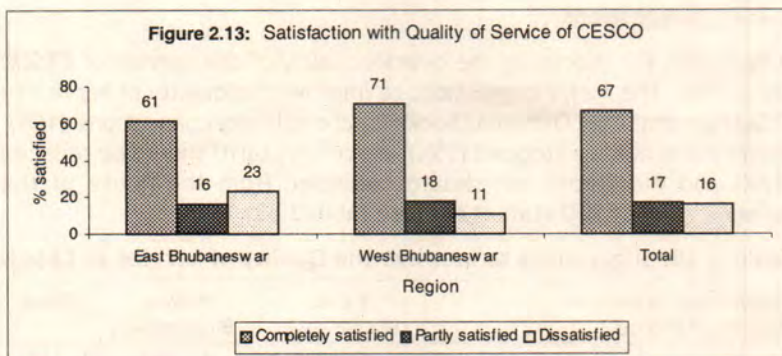


Table 2.37 below provides the reasons for satisfaction and dissatisfaction with quality of service of CESCO. Out of those satisfied with the quality of services of CESCO, 46% were satisfied due to stable voltage, 42% for accurate bills, 37% for timely service and 20% for limited power cuts. Out of those dissatisfied with the quality of services of CESCO, 45% were dissatisfied because of voltage fluctuation, 22% for inaccurate electricity bill, 21% for unscheduled power cut, 14% for delay in work in the office and 13% for delay in attending to the complaint.

Table 2.37: Reasons for Satisfaction with Quality of Services of CESCO

	Major reasons	% East Bhubaneswar	% West Bhubaneswar	% Total
Reasons for satisfaction		N = 229	N = 502	N = 731
	Stable voltage	41	49	46
	Accurate bill	30	47	42
	Timely service	38	36	37
	Limited power cut	11	24	20
Reasons for dissatisfaction		N = 70	N = 65	N = 135
	Voltage fluctuation	50	40	45
	Inaccurate bill	19	25	22
	Unscheduled power cut	17	25	21
	Delay in work in office	14	14	14
	Delay to comply complain	17	8	13

Knowledge of the users of electricity in non-slum areas about regular holding of adalats by CESCO in their locality is low as only 5% of them know about it. Out of the respondents having knowledge about regular holding of adalats, only 5% have ever attended such adalats in the last one year.

2.7.7 Suggestions

Suggestions for improving the overall quality of the service of CESCO are varied. The major suggestions to improve the quality of service of CESCO are that CESCO should check illegal electricity connections (15%), power cut should be stopped (15%), electricity tariff should be reduced (12%) and electricity bill should be collected from the house of the consumers by CESCO staff (12%) (see table 2.38).

Table 2.38: Suggestions to improve the Quality of Service of CESCO

Suggestions to improve quality of service	% East Bhubaneswar N = 299	% West Bhubaneswar N = 567	% Total N = 866
CESCO should check illegal connection	22	11	15
Power cut should be stopped	16	14	15
Electricity tariff should be reduced	11	12	12
Bills should be collected from house by CESCO	8	15	12

- Almost all non-slum households have electricity connection (94%).
- Almost all users get electricity supply from CESCO (98%).
- Power cut is experienced in non-slums during summer.
- Voltage remains stable in non-slums (90%).
- Almost all users of electricity have electricity meter, almost all get electricity bill in time, almost all get accurate electricity bills and almost all find the timing for bill payment counter convenient.
- A large proportion of the users of electricity are completely satisfied with the overall quality of electricity supply (69%).
- Problem incidence of electricity is low in non-slums (18%).
- Problem resolution rate of CESCO is not encouraging because only 51% of the users having a problem in the last one year got their problem resolved.
- Major problem with electricity are voltage fluctuations, wrong electricity bill, delay to get reconnection of electricity and unscheduled power cut.
- Over three-fourths of the users of electricity in non-slum areas visited the CESCO Office in the last one year.

- Almost all users visited the office for routine work like to pay the electricity bill and to get electricity connection.
- Almost all of those visited for routine work were aware of the official to contact and the steps to be followed in the office to get work done.
- Those visited CESCO office for routine work were completely satisfied to a great extent for their various interactions.
- All those visited CESCO office for a specific problem were aware of the official to contact and the steps to be followed to solve the problem.
- Satisfaction ratings go down dramatically when users visit the CESCO office in connection with a specific problem.
- Payment of bribe is negligible in case of getting work done in connection with electricity.
- Two-third users of CESCO were completely satisfied with the quality of its service.
- The reasons of satisfaction are stable voltage, accurate bills, timely service and limited power cuts; and reasons of dissatisfaction were voltage fluctuation, inaccurate electricity bill, unscheduled power cut, delay in work in the office and delay in attending to the complaint.
- Awareness among the citizens of non-slum on regular holding of adalats by CESCO in the locality is low and their attendance in such adalats is very low.
- Major suggestions to improve the quality of service of CESCO are it should check illegal electricity connections (15%), power cut should be stopped (15%), electricity tariff should be reduced (12%) and electricity bill should be collected from the house of the consumers by CESCO staff (12%).

2.8 Civic Awareness and Responsibilities

Table 2.39 below reveals that awareness of the name and number of the municipal ward, and the name of the councillor is quite high among respondents in non-slum areas of Bhubaneswar city. Citizens also acknowledged the contribution made by their corporator to their welfare to a large extent with 52% of the respondents reporting that their corporators have done something substantial for their locality in the last one year. This response was more prominent in East Bhubaneswar (75%) and less so in West Bhubaneswar (46%).

Out of the total respondents, 85% have voter ID card and 76% have voted in the last municipal election. Further, 42% of the respondents are aware of the presence of neighbourhood committees in their respective locality, while only 39% of them are its members. The neighbourhood committees are active in getting things done in the locality to a great extent as 66% of the respondents aware of the presence of such committees said this in the affirmative.

Table 2.39: Citizen Awareness and Responsibility

Dimensions of awareness	Percentage of respondents saying 'yes'		
	East Bhubaneswar	West Bhubaneswar	Total
	N = 335	N = 583	N = 918
Awareness on name of ward	81	83	82
Awareness on number of the ward	76	73	74
Awareness on name of local corporator	86	67	74
Whether corporator has done anything substantial	62	46	52
Voted in the last municipal election	80	74	76
Presence of neighbourhood committee in locality	46	39	42
Respondents having voter ID Card	83	86	85
Respondents having passport	6	9	8
Respondents having driving license	37	67	56
	N = 154	N = 228	N = 382
Membership of neighbourhood committee	38	40	39
Neighbourhood committee active	59	71	66

CHAPTER - III

MAJOR FINDINGS: SLUM HOUSEHOLDS

3.1 Introduction

This chapter analyses the data collected from the slum households of Bhubaneswar city- both authorized and unauthorized on various aspects of the public basic services such as access, usage, quality, problems of access, responsiveness and efficiency of the providers to attend such problems, corruption and awareness of the people about the civic issues. Seven public services, namely, roads, streetlights, ration shops, police, government hospitals, government primary schools and anganwadis are covered in the study in general. Besides, three specific services such as drinking water, waste management and electricity provided by public agencies in the city have been specially dealt here.

3.2 Profile of the Respondents

The survey covered a total sample of 634 slum households, i.e. 274 (43%) from the authorised slums and 360 (57%) from unauthorised slums of the city. The highest percentage of the respondents belongs to the younger age group of 26 to 35 years (36%). Females constitute 42% of the total respondents. Most of the respondents were married (83.3%). Almost all slum households belong to Hindu community (96%). Nearly, three-fourth of the respondents are literates (74%). The highest level of education among the slum respondents is primary education (42.1%). For other details see table 3.1.

The primary occupations of the slum respondents are skilled/unskilled workers (30%), trade and commerce (16%), housewife or doing household work (33 %), and others (21%). It is notable that children work in case of 11% of the respondents. The percentage of children working is even higher (15%) in case of authorised slums. It is also found that higher percentage of the spouses (58%) of the respondents are working.

A vast majority of the slum respondents (92%) have their own house. The average duration of stay in the slum is 15 years. Most of the slum households (94%) belong to Orissa. The approximate size of the house is 406 sq. ft. The approximate size of the house of the authorised households (511sq. ft.) is bigger than that of the unauthorised slum households (326 sq. ft.) Average household size of the slum households is 5. Average number of adults and children in the slum areas are found to be 3 and 2 respectively. The slum households' ownership is found to be high in case of wooden stove/Chula (87%), kerosene stove (75%), bicycles (76%), and TV (44%) but low in case of radio (31%), pressure cooker (25%), gas connection (21%) and motor bike (15%).

The head of the households are mostly male (91%). The highest percentage of the head of households (34%) belongs to the age group of 36-45 years. The primary occupations followed by these heads of households include skilled/unskilled work (46%), trade and commerce (24%) and the rest do other work.

Table 3.1: Profile of the Slum Respondents

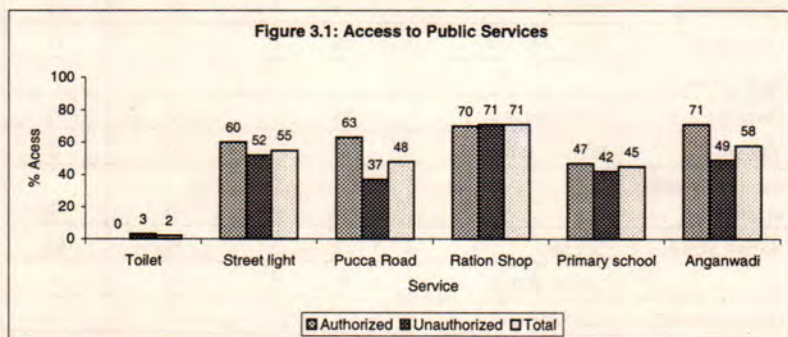
Profile	Respondent type	Percentage of respondents		
		Authorized	Unauthorized	Total
Gender	Male	60	56	58
	Female	40	44	42
Age in years	< 18	0.3	0	0.2
	18 - 25	22.3	18.6	20.2
	26 - 35	32.5	39.2	36.3
	36 - 45	21.9	26.4	24.4
	> 45	23.0	15.8	18.9
Marital status	Married	81.8	84.4	83.3
	Unmarried	12.4	10.6	11.4
	Widow	4	4.4	4.3
	Widower	0.7	0.3	0.5
	Divorced	1.1	0.3	0.6
Religion	Hindu	97	95	96
	Islam	2	1	2
	Christianity	1	4	2
Literacy level	Literates	70	78	74
Educational level	Can read & write	17.3	9	12.3
	Primary	37.2	45.5	42.1
	Secondary	24.1	32.6	29.1
	Higher secondary	12	10.8	11.3
	Graduation	7.3	2.2	4.3
	Above graduation	1	0	0.4
	Others	1	0	0.4
Occupation	Cultivator	1.8	0	0.8
	Skilled/Unskilled worker	28.4	30.6	29.7
	Government service	3.6	1.7	2.5
	Private service	4.7	6.1	5.5
	Trade & Commerce	16.8	15.6	16.1
	Professional	1.8	0.8	1.3
	Traditional Occupation	0.4	0.6	0.5
	Household Industry/ Small industry	0	0.8	0.5

Profile	Respondent type	Percentage of respondents		
		Authorized	Unauthorized	Total
Occupation	Transport	2.9	2.2	2.5
	Student	2.6	1.9	2.2
	Housewife/HH work	31.4	33.3	32.5
	Retired Person	2.6	1.1	1.7
	Dependants	2.6	2.2	2.4
	Beggar	0	3.1	1.7
	Social worker	0.4	0	0.2
Children working		15	7	11
Respondents' relationship to head of household	Self	45	51	48
	Spouse	29	36	33
	Son	16	7	11
Ownership of house	Own house	94	90	92
	Rented house	6	10	8
Av. yrs of living in the city		15	16	15
Native state	Orissa	91	96	94
	Other states	9	4	6
Native districts	Cuttack	3	17	11
	Ganjam	49	13	28
	Khurda	21	14	17
	Nayagarh	10	20	16
Average area of dwelling place		511 sq. ft.	326 sq. ft.	406 sq. ft.
Average number of people living in the house	Adults	4	3	3
	Children	2	2	2
	Total	6	5	5
Household assets	Bicycle	66	84	76
	Two wheeler	16	14	15
	Radio	32	30	31
	TV	48	41	44
	Wood stove/Chula	91	84	87
	Kerosene stove	74	75	75
	Pressure cooker	30	22	25
	Sewing machine	17	9	13
	Gas connection	23	19	21

3.3 Basic Public Services

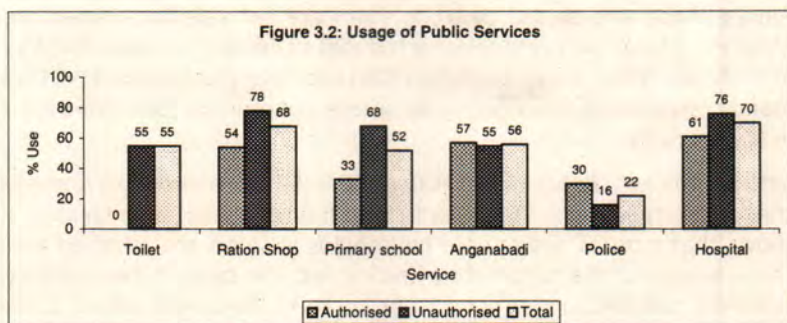
3.3.1 Access to Public Services

An attempt has been made in this section to find out the access of the slum dwellers to various public services, such as, public toilets, streetlights, roads, ration shops, primary schools, anganwadis, police and hospitals. Figure 3.1 shows that most of the sample slum households have access to ration shops (71%) and government hospitals (70%). More than half of the respondents have access to anganwadi (58%) and street lights (55%). Less than half of the respondents have access to pucca road (48%) and primary school (45%). The least access is observed in the case of public toilets (2%) in the slum areas and that too confined to the unauthorised slums in the city.



3.3.2 Usage of Public Services

Figure 3.2 below shows that 55% of the sample households who have access to the public toilets are using the service. It is found that over two-third sample households who possess the ration card are using it for availing their ration. However, the usage is found to be more in unauthorised slums (78%) than authorised ones (54%). About 52% of the sample households having access to government primary schools are sending their children to school. Here also, higher usage is observed in the unauthorised slums (68%) than in the authorised ones (33%). The figure further shows that 56% of the sample households having anganwadi-going children are utilizing this service. The usage of police service in slum areas is very minimal (22%). The usage of police service is more in the authorised slums (30%) as compared to the unauthorised ones (16%). The usage of government hospitals is as high as 70% in slum areas.



Government Health Services

Almost all sample slum households have access to doctors (97%). However, the slum residents wait for an average of about 32 minutes to see the doctor.

Table A 3.1 in annexure II below presents the level of satisfaction of the slum people with the behaviour of the doctor and other staff of the government hospital. It shows that nearly three-fourth of the respondents (73%) are completely satisfied with the behaviour of the doctor. Similarly, three-fifth of the respondents show their complete satisfaction with the behaviour of the other staff of the hospital.

Police and Safety Service

Maintenance of law and order is one of the major activities of the police in the city. In this regard, this study has tried to find out to what extent the slums are free from thefts, illegal activities and safe for women and children. Table A 3.2 in annexure II shows that the slums are mostly safe for women and children as is reported by 78% of the respondents. Also 56% of the respondents say that their slums are safe from illegal activities. Quick response from the police at the time of need as reported by 82% of the respondents have further strengthened their safety and security. This is again supplemented by regular rounds by the police as reported by 40% of the respondents. The unauthorised slums are found to be safer for women and children compared to the authorised ones. Less illegal activities and theft are also found in the unauthorised slums compared to the authorised ones as revealed by the same table. However, 38% of the respondents still maintain that theft takes place in their locality.

Reasons for Slum Locality being Safe/Unsafe for Women and Children:

Good relationship or cooperation among the people living in the slums (56%) good behaviour of people (21%), unity among the people (20%), active slum committees (15%) and regular police rounds (11%) etc are given as reasons for finding the locality safe (See table A 3.3 in annexure II).

Among those who stated that the slums are not safe for women and children, a large percentage reported that residing of drunkards (56%), anti-socials (23%), liquor business (20%) and notorious people (19%) are mainly responsible for creating an unsafe atmosphere (See table A 3.3 in annexure II).

Satisfaction with Behaviour of Police: Table A 3.4 in annexure II presents the satisfaction of the slum people with the behaviour of the police. It shows that most of the sample households in slums are satisfied with the behaviour of the police while dealing with the cases in their locality. However, satisfaction is found to be more in the unauthorised slums (66%).

Reasons of Satisfaction/Dissatisfaction with Behaviour of Police: Table A 3.5 in annexure II discloses various reasons, which cause satisfaction and dissatisfaction among the slum people towards the behaviour of the police. It reveals that many (45%) of the respondents, who have expressed their satisfaction with the behaviour of the police, reported that the police solve their problem well. Some (44%) say the police help in times of need while others have cited good behaviour (27%), regularity in coming for rounds (18%) and steps taken against anti-social elements (17%).

Among those who expressed their dissatisfaction, a large proportion gave demand for speed money and corruption (57%) as the reason for their dissatisfaction. Other reasons given, included misbehaviour and torture by police (27%), police not being available when needed (21%), and irregularity in patrolling, etc.

Anganwadi Services

Anganwadi is another public service for children. Earlier, figure 3.1 showed that only 58% of the sample households have access to anganwadi in the slums. It also shows that the presence of anganwadi is more in authorised slums than the unauthorised slums. However, the study reveals that only 21% of the sample households have children in the age group of going to the anganwadi. But 56% of them send their children to the anganwadi as shown in the figure 3.2.

Reasons for sending/not sending Children to Anganwadi: The respondents are further asked about the reasons both for sending and not sending their children to the anganwadis. In this regard, table A 3.6 in annexure II shows that the majority of the respondents (86%) send their children to the anganwadi because it educates the child or provides him/her pre-schooling facilities followed by providing supplementary food to the child (61%), helping in monitoring their growth (25%) and also because the location is nearer to their house (18%).

Reasons for not sending the child to anganwadis include lack of supplementary food (34%), lack of people to take the child to the anganwadi (26%) and absence of monitoring of the child's growth (17%).

"Some of the slums such as Nuagao Upar Sahi and Kapileswar Bhoi Sahi have anganwadis, where children up to six years study. Some areas also have government primary schools. However in Sikarachandi, there is one primary school run by a private organisation and the government does not provide any help though most children from the nearest slums study there. In most places, children hardly complete their formal education, but there is no review or record on the number of children dropping out every year from these schools."

Overall Satisfaction with Anganwadi Service: The satisfaction level with the overall service of the anganwadi is not encouraging because only 46% of those send their children to the anganwadis were completely satisfied with the service and as many as 36% are dissatisfied with the service (refer table 3.7 in annexure II). While the level of satisfaction is more in the authorized slums, the level dissatisfaction is more in the unauthorized slums.

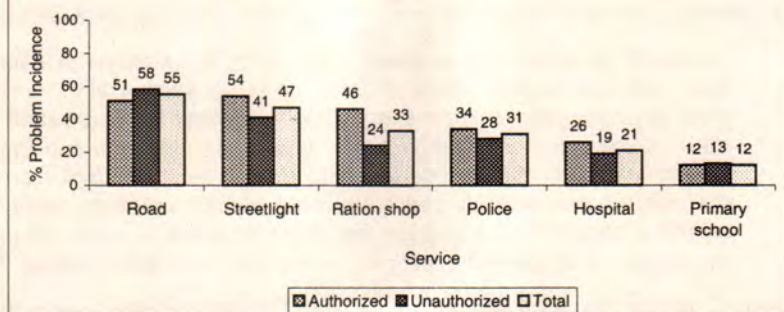
Reasons of satisfaction / dissatisfaction: Table A 3.8 in annexure II discloses various reasons responsible for causing satisfaction and dissatisfaction among the slum dwellers. It reveals that majority (61%) of those who have expressed their overall satisfaction reported that anganwadis take proper care of the children, provide supplementary food (36%), monitor growth of child, (32%) and provides opportunities to the child to learn new things (18%).

Among those who were dissatisfied, 69% mentioned that anganwadis do not provide supplementary food and that the growth of child is not monitored (25%), there is no provision of supplying teaching materials (19%) and less amount of supplementary food is provided (13%).

3.3.3 Problem Incidence

Figure 3.4 below depicts the number of problems faced by the slum households with the services in the last one year. The table shows that a majority of the problems the citizens of slums faced in the last one year were related to road services (55%) followed by streetlight (47%), ration shop (33%), police (31%) and the government hospital (21%). The least problems were faced with government primary schools (12%). It is also observed that the number of problems faced in the authorised slums in connection with services such as streetlights; ration shops, police and government hospitals are higher compared to the unauthorised slums. The same is true in the unauthorised slums in connection with road services.

Figure 3.3: Problems with Public Services



"The general condition of roads is pitiable in most areas. In slum localities, such as Banadurga Basti, Nilachakra Nagar and Janata nagar there are no metal roads. The road network is also poor and only a few lanes are connected to the main road. The main roads too are not maintained well. In many places, such as Saliasahi and Banadurga Basti, roads are under construction and repair for quite some time and residents are dissatisfied with the progress. In other areas roads are left unattended as the local counsellor or the civic bodies pay little heed to this problem."

Nature of Problems

Table A 3.9 in annexure II reveals that rough and muddy roads during rainy seasons (51% and 41% respectively) are a problem, non-functioning of streetlights (44%), streetlights being defunct (33%), and roads being dark comprising of others. Irregular supply of ration (59%), unavailability of full quota (21%), and unavailability of ration (18%) are some of the other major problems observed in case of ration shops. Ill-treatment by the police (34%) demand for speed money (25%), lack of timely action, and non-acceptance of first information reports (FIRs) are the major problems faced by the slum dwellers in connection with police service. Non-availability of free medicine (44%), unsatisfactory treatment (24%) and non-availability of doctor (12%) are the major problems in connection with hospital services. As far as the primary school services are concerned, lack of proper study (56%), lack of quality teaching (17%) and absence of teachers (11%) are the major problems encountered by the slum respondents.

Contact with the Agency to Resolve Problems

In order to address the problems during the course of using the services, the citizens of the slums contacted service providers. In this regard, table 3.2 below shows that the maximum contact was made with the

police (64%), followed with streetlight (42%), road (37%), government hospital (28%) and ration shop (23%). Although the slum respondents had problems with the government primary school, none of them contacted the agency for resolving their problems. It is observed that a majority of the respondents in the unauthorised slums contacted the police, BMC for roads, and government hospitals, while respondents in authorised slums contacted agencies for problems related to streetlights and ration shops.

Table 3.2: Contact with Agencies to resolve the Problems

Services	Authorized		Unauthorized		Total	
	N	%	N	%	N	%
Road	139	33	289	39	348	37
Streetlight	89	45	76	38	165	42
Ration shop	89	24	61	21	150	23
Police	28	57	16	75	44	64
Govt. hospital	40	25	52	31	92	28
Govt. primary school	5	0	13	0	18	0

Process of Contact

Table A 3.10 in annexure II gives the means through which people made contact with various agencies to resolve their problems. It discloses that most respondents made contact through personal visits with the government hospitals (77%), police (68%) and ration shops (50%). But in the case of streetlights and roads, most of the contacts were made through group visits as reported by 67% and 57% respondents respectively. It is also found that majority of the respondents both in the authorised and unauthorised slums made their visits in person to services such as government hospitals, police, ration shops and through group visits to the services such as streetlight and road.

3.3.4 Responsiveness of Service Providers

The minimum time taken by the service providing agencies to resolve the problems reflect their efficiency or responsiveness towards handling such problems. In this context, table 3.3 shows that a large proportion (67%) of the respondents made more than three visits to agencies to resolve problems related to roads followed by those related to ration shops (61%), streetlights (57%), government hospitals (39%) and police (36%). A large number of the people in the authorised slums made more than three visits to almost all agencies compared to those from unauthorised slums.

Table 3.3: Dimensions of Agency Responsiveness

Services	Respondents who made more than 3 visits					
	Authorised		Unauthorised		Total	
	N	%	N	%	N	%
Road	46	78	81	61	127	67
Streetlight	40	65	29	44	69	57
Ration shop	21	75	13	39	34	61
Police	16	44	12	25	28	36
Govt. hospital	10	50	16	31	26	39

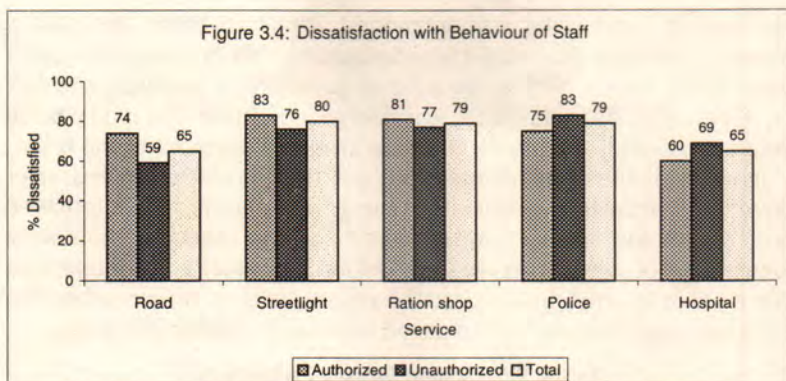
Table 3.4 reveals the average number of times the respondents visited the various agencies in connection with resolving problems in their locality. It shows that on an average, respondents made four visits to agencies with problems related to roads, streetlights and ration shops and three visits to the police and government hospitals to resolve their problems. People in authorised slums on an average made more visits than the unauthorised slums. However, in case of streetlight the average time remains the same for both the authorised and unauthorised slums.

Table 3.4: Average number of visits made to different agencies

Services	Average number of visits made to the agencies		
	Authorised	Unauthorised	Total
Road	5	4	4
Streetlight	4	4	4
Ration shop	5	2	4
Police	3	2	3
Govt. hospital	3	2	3

Satisfaction with Behaviour of the Staff

The level of dissatisfaction reported by the respondents with the behaviour of the staff of the different public agencies in the slum areas is presented in figure 3.5. It shows that the highest percentage of the respondents show their dissatisfaction towards the staff who maintain streetlights (80%), followed by 79% each with staff at the ration shops and the police and 65% each towards roads and government hospitals. While the dissatisfaction level is highest with the police in the unauthorised slums, the same is true of streetlights in the authorised slums.



3.3.5 Corruption

The speed money phenomenon is prevalent in certain agencies in the slum areas of Bhubaneswar (see table 3.5). While 50% respondents have paid bribes at government hospitals and to the police, at ration shops 15% of the users reported paying bribes and 7% at the BMC for streetlights. There is no incidence of bribe in case of roads and government primary schools because there is no scope for monetary corruption. It is also found that a larger percentage of the respondents from unauthorised slums pay bribes to the police (58%) and the BMC for streetlights (10%) compared to people in the authorised slums. The same is true for authorised slums in the case of government hospitals (80%) and ration shops (19%).

"Money had to be paid at every stage to the city police. The respondent was unhappy with the quality of services at the police stations. About 34 percent of the slum population complained about the bad behaviour of the police and 79 percent paid bribe and more than 43 percent interviewees from the general household said that the police even refuse to file an FIR unless bribed. The sum varies from Rs. 300 to Rs. 9000, depending on individual cases. In Sikarachandi a lot of disruptive activities happen undercover and police pay no heed."

"The level of corruption in the state-run hospitals was found to be high. Over 75 percent respondents paid bribes to the attendants. Treatment at the hospitals too was reported unsatisfactory. The bribe amount ranges from Rs. 100 to Rs. 5000. In Kapileswar Bhoi Sahi, the nearest health centre is 2 kms away and lacks proper medical equipment. Mini health centres, a few homeopathy clinics, which serve slum dwellers, are comparatively satisfactory."

The largest amount paid as bribe is to the police (Rs.536). In contrast, the smallest amount is paid to ration shops (Rs.95). Those who paid

were asked if the bribe was demanded. While all those who paid a bribe at the ration shop said it was demanded, 79% of those who paid a bribe to the police, 69% in the case of government hospitals and 40% for streetlights also said that it was demanded. Those who paid a bribe were also asked if their work got done after the payment of the bribe. A majority of the respondents (76%) got their problems solved after payment of bribe to the officials of the government hospitals followed by 62% with the police. Low proportion of the users got their work done in case of streetlights (46%) and ration shops (48%). It is interesting to note that in almost all cases, the respondents of the unauthorized slums are more successful compared to those of authorized slums.

Table 3.5: Speed Money Payments

Public services	% of those who paid bribe	Average amount paid as bribe in Rs.	% from whom bribe was demanded	% whose work get done
Road	0	-	-	-
Streetlight	7	138	40	46
Ration shop	15	95	100	48
Police	50	536	79	62
Hospital	50	395	69	76
Primary school	0	-	-	-

- Quality of services provided by the government primary schools (70 %) and hospitals (64%) is reported to be quite high and that of road services is the worst (57%) compared to the other services.
- Problem incidence is quite high in road services (55%) and low in primary education (12 %). Problem incidence is high in services such as streetlight; ration shop, police and government hospitals in the authorised slums. Problem incidence is high in road services in the unauthorised slums.
- Major problems are rough roads (51%), frequent out of order streetlights (44%), irregular supply of rations (59%), misbehaviour of police (34%), non-availability of free medicine in Government hospitals (44%) and lack of proper study in Government primary schools (56%).
- The most contacted agency is the police (64 %) and the least one is the ration shop (23 %).
- The level of dissatisfaction is quite high towards the behaviour of the staff of almost all agencies. The striking one is the BMC for streetlights (83 %) in authorized slum and the police (83 %) in unauthorized slum

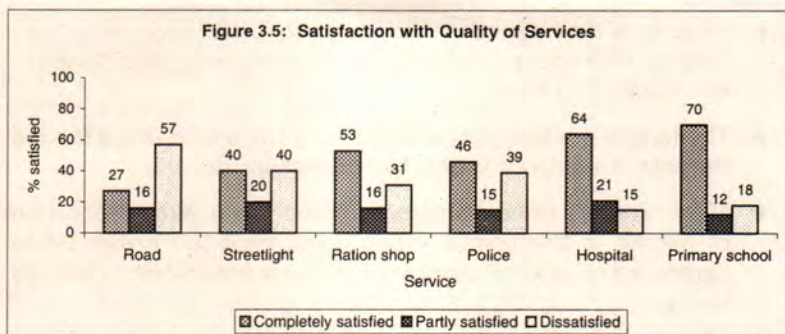
- Majority of the respondents paid bribe for police and government hospital (50% each) cases and the least percentage paid bribe in streetlight (7%) cases.
- The largest amount paid as bribe is to the police (Rs. 536) and the smallest amount is paid to ration shops (Rs. 95).
- 100 % reported bribe demanded in ration shop. More proportion of people in the unauthorized slums reported bribes being demanded by officials compared to the people from authorized slums.
- Most of the users of government hospitals (76%) got their work done after payment of bribe and the least proportion of the users of streetlights got their work done (46%). The people of unauthorized slums were successful in getting their work done after payment of bribe than those of authorized slums.

3.3.6 Satisfaction with service quality

The study has made an attempt to find out the level of satisfaction of the slum dwellers with the quality of six services such as roads, streetlights, ration shops, police, government hospitals and government primary schools. In this context, Figure 3.3 reveals that a large proportion (57%) of the respondents show their dissatisfaction with quality of road services in the slum areas. However, the dissatisfaction is found to be more in the unauthorised slums (63%) as compared to the authorised ones (49%). In case of streetlight, the level of complete satisfaction and dissatisfaction are found to be same as reported by 40 % of the respondents in both the cases. While the level of satisfaction is more in the unauthorised slum (45%), the level of dissatisfaction is high in the authorised slums (46%).

For ration shops a large proportion (53%) of the respondents show their complete satisfaction with the quality of ration shop services. While the level of complete satisfaction is high in the unauthorised slums, the level of dissatisfaction is high in the authorised slums.

In the case of the police, higher percentage (46%) of the respondents show complete satisfaction compared to those expressing their dissatisfaction (39%). However, the level of complete satisfaction is found to be more in the unauthorised slums (57%) whereas the level of dissatisfaction is same as in the authorised slums (43%). Again, majority (70% & 64%) of the respondents show their complete satisfaction with the quality of government primary school and the hospital services.



3.4 Drinking Water

3.4.1 Access Pattern

Sources of Drinking Water

The slum respondents were asked about availability of drinking water facilities in their locality. The citizens of the slum areas avail water mostly from the tube well (50%) followed by open well or private bore well (26%) in their locality. Only 22% people avail water from the public tap followed by 2% who have a tap at home.

It is found that the municipality manages nearly 86% of the tube wells followed by private agencies (7%) and NGOs (5%) in the slum areas. Management of the tube wells by the municipality in the authorized slums is higher (92%) compared to the unauthorized slums (81%). Private agencies and NGOs manage 12% and 4% of the tube wells in the unauthorized slums of the city.

Most of the public taps (96%) and tube wells (95%) are located inside the slum locality. The location of public taps (84%) is more convenient than tube wells (63%). The location of sources is found to be more convenient to the people of the authorised slums compared to those in unauthorised slums.

On an average, a slum dweller takes 17 minutes to fetch water from a public tap and 21 minutes from a tube well to his or her house. Residents of unauthorised slums take more time (18 minutes) to fetch water from public taps compared to authorised slums (15 minutes) while the residents of authorized slums take more time (23 minutes) to fetch water from tube wells compared to the residents of unauthorized slums (20 minutes).

3.4.2 Usage pattern

Users of Public Tap

It is found that 94% of the users of public tap get water twice a day

both during the rainy and summer seasons. Only 6% get water more than twice a day in both the seasons. However, all the users of public taps in the authorised slums get water twice a day in the rainy season compared to 91% of the unauthorised slums. Similarly, in the summer season, 98% users of public taps in authorised slums get water twice a day compared to 91% in the unauthorised slums.

Half of the users of public tap would prefer to get water twice a day and another half would prefer to get water more than twice a day in the rainy season. Nearly three-fifth of users of public tap (58%) in the unauthorised slums prefer to get water more than twice a day in the rainy season compared to over one-third users in the authorised slums (34%). However, in the summer season, nearly three-fourth (74%) of the users of public tap would prefer to get water more than twice a day. A higher percentage of the users of public tap both in the authorised (81%) and unauthorised (71%) slums prefer to get water more than twice a day in the summer season.

It is found that a majority of users of public tap find the existing timetable convenient for water supply both during the rainy and summer seasons. However, nearly half of the users in the authorised slums do not find the existing timetable for the water supply convenient both during the rainy and summer seasons, as compared to nearly one-fourth users of the unauthorised slums.

Among those who use public taps, 55% reported that the amount of water available during rainy seasons is adequate to meet their requirement compared to 35% during the summer season (table A 3.11 in annexure II). The same trend is also found in case of those who use tube wells. However, in both categories of slums, water supply is found to be quite inadequate during summer seasons in both public taps and tube wells.

The quality of water from public taps and tube wells is reported to be clear by the users during both seasons (table 3.12 annexure II). A similar trend is also found in case of taste of water with a majority of the respondents reporting that water from both the sources is sweet during both the seasons (table 3.13 annexure II).

Incidence of waterborne diseases due to the consumption of water from public taps is very minimal as it is reported by a mere 8% of the respondents. However, in the case of tube wells 15% of the respondents reported the incidence of water borne diseases. The incidence is found to be more in unauthorized slums (20%) as compared to the authorized slums (8%).

3.4.3 Problem Incidence and Resolution

Problem incidence is high in the use of public taps and tube wells

compared to the resolution (see table A 3.14 in annexure II). However, problem incidence is found to be higher with tube wells (85%) as compared to public taps (64%). A similar trend is also found in terms of problem resolution as 45% of the problems with tube wells were resolved as compared to 16% in public tap. Authorised slums face more problems with public taps and consequent resolution compared to unauthorised slums. But in case of tube wells, the authorised slums face more problems and less resolution whereas the unauthorised slums get nearly the same level of problems but better resolution.

Nature of Problems

Inadequate supply of water from public taps is reported by 57% of the respondents as a major problem (see table A 3.15 in annexure II). This is followed by frequent breakdown of source and inadequate or scarce water during the summer season (10% each). Again it is found that the problem of inadequate water supply is found to be more acute in the authorised slums (67%) as compared to the unauthorised slums (52%). In case of tube wells, frequent breakdown of the sources is a major problem for 48% of users, followed by inadequate supply of water (16%) and scarcity of water in the summer (14%). Compared to the authorised slums, breakdown of the source is found to be more in the unauthorised slums.

"Residents of most places complain of inadequate supply of drinking water and frequent breakdown of services. Three-fourth of the slum respondents complain of the public taps being non-functional and water pressure being very low. In places tube-wells are constructed, either the location of the source is not convenient or there is a frequent breakdown of source as reported by 48 percent slum respondents, who are mostly the victims of water scarcity. In Sikarachandi, there is a severe scarcity of drinking water. The tube wells installed by Municipal Corporation are mostly out of order. These are not maintained for a long time. In Saliasahi and Banadurga Basti, the water level falls below normal and pose a serious problem especially during summer. In other parts too there is a mediocre flow of water. However in Regional Science Centre Basti and Nuagao Upar Sahi, conditions are better as drinking water is provided through pipelines and almost all the residents are happy with the service."

3.4.4 Responsiveness

Table 3.6 reveals about the awareness of the slum respondents where the complaints are to be lodged in case of problems related to drinking water. While 47% of them contact the BMC/PHED officials, 37% report to the slum leader and 15% to the corporator. More users from authorised

slums (59%) contact BMC/PHED officials to lodge their complaint while more users from unauthorised slums (45%) contact the slum leader for the same purpose.

Table 3.6: Whom Citizens contact for Problems with Water Supply

Contact whom	Authorised (%)	Unauthorised (%)	Total (%)
Municipal/PHED official	59	38	47
Slum leader	27	45	37
Corporator	12	17	15
MLA	2	0	1

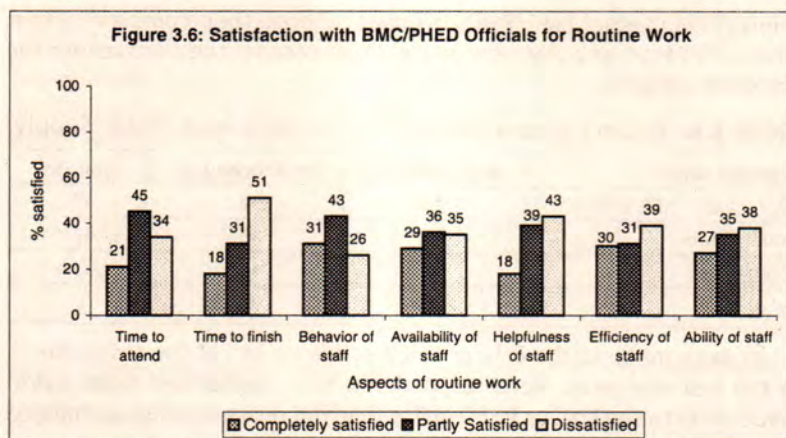
Visits were made to the BMC or PHED office by 34% of the respondents in the last one year. More respondents from authorised slums (46%) made visits to the BMC or PHED office than did residents of unauthorised slums (25%).

A vast majority of the respondents (86%) are aware of the officials to be contacted and steps to be followed (76%) to resolve their problems. Also a higher percentage of respondents in unauthorised slums are aware of the persons to be contacted (96%) and steps to be followed (88%) to solve the problems as compared to the authorised slums (80% & 69% respectively).

Among those who visited the BMC/ PHED office, 57% of them had gone to lodge a complaint about a specific problem, 36% to get a water connection, 20% for some other routine work and 1% to pay the water bill. Also a higher percentage of the users in the authorised slums have gone to complain about specific problems and to get a water connection (61% & 40% respectively) compared to the unauthorised slums (52% & 30% respectively). On the contrary, higher percentages of respondents of the unauthorised slums (22%) have gone for other routine work compared to those of authorised slums (18%).

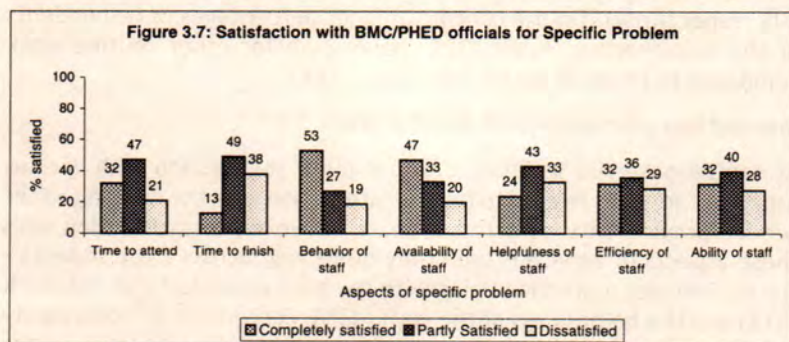
Interactions stemming from Routine Work

As can be observed in figure 3.6, complete satisfaction with various aspects of services related to routine interaction with the drinking water service providers varies across aspects. However, dissatisfaction with these aspects of service is uniformly quite high across these aspects - the highest dissatisfaction being with the time taken to finish the work (51%) and the helpfulness of the staff (43%). Percentage of users partly satisfied with the different aspects of service is reasonably high across aspects. There are also variations across the type of slums with people in authorised slums being uniformly more dissatisfied with every aspect of quality of service as compared to those living in unauthorised slums.



Interactions stemming from Specific Problem

Similar to figure 3.6, figure 3.7 presents levels of satisfaction of the slum dwellers with their interaction with the officials for resolving specific problems. Contrary to findings in the Bangalore Report Card studies, in the case of drinking water services in Bhubaneswar, the users are more satisfied with their interactions with the officials related to specific problems than those related to routine work. It is possible that routine interactions are more frequent and the officials are lax in different aspects of service but more responsive when the interaction is related to specific problems. It may be a result of bribes being paid. Here again people in unauthorised slums are more satisfied with different aspects of service quality as compared to those in authorised slums.



3.4.5 Corruption

Almost 17% of the respondents have paid bribes to the officials in order to get their work completed (refer table 3.7). It is also found that more people in the authorised slums (22 %) pay compared to those in

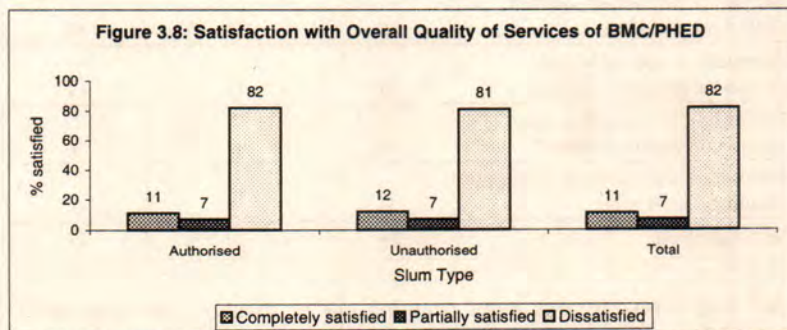
unauthorised slums (13 %). Over half of the respondents paid bribes though agents or middlemen. The purpose of paying bribes was mostly to get some repair work done (97%). Out of those who paid, 62% reported that the BMC/ PHED officials demanded the bribe. It is also found that more bribes were demanded from the unauthorised slums (78%) compared to the authorised slums (49%). The average amount bribe paid by the slum dwellers in order to get their work done by the officials is about Rs. 28. However, the people of unauthorised slums pay more amounts (Rs.39/-) compared to those in authorised ones. The table further shows that almost all who paid extra have got their services done by the officials of the agencies after payment of a bribe.

Table 3.7: Speed Money Phenomenon - Drinking Water

	Authorised	Unauthorised	Total
% paid bribe	22	13	17
% used agent/middlemen for paying bribe	29	59	52
% paid bribe to get some repair work done	98	96	97
% from whom bribe was demanded	49	78	62
% whose work got completed	98	100	99
Average amount paid as bribe	Rs. 21	Rs. 39	Rs. 28

3.4.6 Satisfaction with Overall Quality of Services

Figure 3.8 presents the level of satisfaction of the slum dwellers with the quality of drinking water services provided by BMC/PHED. It shows that a large proportion of people are dissatisfied (82%) with the quality of services. About 83% in the authorised and 81% in the unauthorised slums are unhappy with the quality of services provided by the BMC/ PHED.



When asked about the reasons for dissatisfaction, inadequate supply of water was given as the main reason (39%) followed by 21% citing acute

scarcity of water in summer season and the fact that no provision has been made to overcome this problem (see table 3.8). The other reasons for dissatisfaction are that the repair work is not timely (17%), inadequacy of the number of sources (13%), frequent breakdown of the source (10%) and the lack of provision for public tap in the slum (10%).

Table 3.8: Reasons for Dissatisfaction with Quality of Drinking Water Service

Major reasons of dissatisfaction	Authorised (%)	Unauthorised (%)	Total (%)
Inadequate water supply	34	43	39
Frequent breakdown of source	10	10	10
Repair work is not timely	19	16	17
Inadequacy of the number of sources	8	18	13
Acute scarcity of water in summer season	19	22	21
No provision of public tap in some slum	13	8	10

3.4.7 Suggestions

The respondents were asked to give suggestions to improve drinking water services. Table 3.9 shows that a large percentage of the respondents (38%) want increased number of sources. Around 12% respondents suggest that adequate water supply should be ensured to the slums and 8% suggest that repair be carried out as soon as the complaint is lodged and that frequency and duration of supply should be increased (6%).

Table 3.9: Suggestions for the improvement of Drinking Water Service

Major suggestions	Authorised (%)	Unauthorised (%)	Total (%)
	N = 274	N = 360	N = 634
Increased number of sources should be provided	40	37	38
Adequate supply of water should be ensured in slums	12	11	12
Repair be carried out as soon as the complaint is lodged	12	6	8
Frequency and duration of supply should be increased	9	4	6
No suggestion	24	29	27

- The slum citizens avail drinking water mostly from tube well (50%) and open well or private bore well (26%).
- Most of the tube wells in the slums are managed by BMC (86%).

- The location of the public tap is found to be more convenient to the slum citizens than the tube well.
- Availability of water is found to be quite inadequate during summer season for the slum people.
- Quality and taste of water are found to be clear and sweet.
- The slum people face lot of problem related to drinking water available from both public tap and tube well. The problem incidence is found to be more in case of tube well compared to public tap.
- Resolution of problem is very less in proportion to their incidence.
- Inadequate supply of water is the major problem reported in case of public tap and frequent breakdown of sources is the major problem in case of tube well.
- Most of the slum citizens are aware of lodging complaints in the municipality in case of problem related to drinking water in their locality.
- Majority of those who visited the municipality are aware of the concerned officer to be met and the steps to be followed to resolve the problem.
- Most of the respondents have gone to lodge complaints about specific problem and the least about the routine work.
- Satisfaction stemming from both routine work as well as specific problem is very low.
- Corruption is very low in drinking water.
- Over all satisfaction with services of the drinking water is very dismal because most of the respondents recorded their dissatisfaction with the water supplying agencies.
- Dissatisfaction is arisen due to supply of inadequate water supply by the agencies to the slum people.

3.5 Waste Management

3.5.1 Usage Pattern of Garbage Disposal Service

Most slum people (58%) dispose their garbage either in front or back of their house (see table 3.10). Only 27% of the sample households dispose their garbage in the designated place. More people in the unauthorised slums (60%) use either the front or back of the house for disposing garbage compared to those in authorised ones (56%), whereas more people in the authorised slums (34%) use the designated place compared to those in unauthorised ones (22%).

Table 3.10: Usage Pattern of Garbage Disposal

Where dispose	Authorised (%)	Unauthorised (%)	Total (%)
Front/back of house	56	60	58
Designated place	34	22	27
Open drain	3	14	9
Compost pit	6	3	4
Open space	3	2	2

Most of the waste (66%) is cleared by the municipality (see table 3.11). About 32% of the waste is not collected from the slums. In other words nobody takes responsibility for clearing the garbage. Garbage is reported to be cleaned more often (77%) in authorised slums than in unauthorised ones (57%).

Table 3.11: Garbage Cleaning Agency

Who cleans garbage	Authorised (%)	Unauthorised (%)	Total (%)
Municipality	77	57	66
No one	21	40	32
Do not know	1	3	2

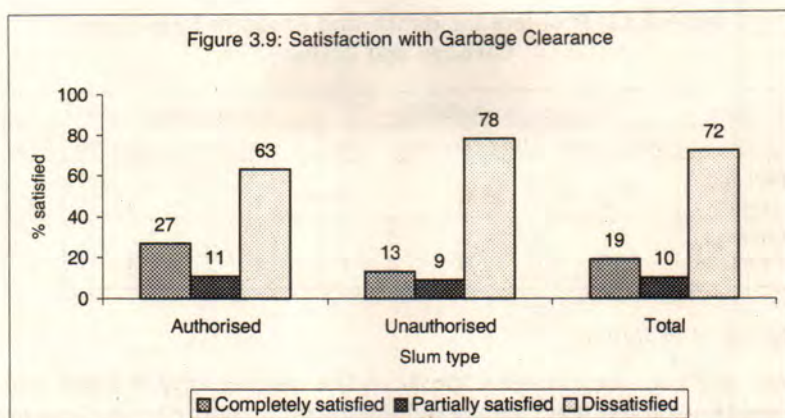
3.5.2 Service Quality

In most of the cases (43%) garbage is cleared once in a week. This is followed by once in a fortnight (31%), and once in a month (20%). The least is once in more than a month (6%). Weekly clearance of the garbage is more observed in the authorised slums (52%) compared to the unauthorised ones (32%). On the contrary, once in a month clearance of garbage is more visible in the unauthorised slums (32%) as compared to the authorised ones (11%).

The study brings to light the fact that only 5% of the users pay for the clearance of garbage in slum areas. However, the percentage of unauthorised slum dwellers that pay the clearance fee is more (7%) as compared to those in authorised slums (3%). The average amount paid by the slum dwellers is around Rs.12. The residents of unauthorised slums pay more (Rs.15) compared to those in authorised slums (Rs.7).

Satisfaction with Garbage Clearance

Figure 3.9 shows that dissatisfaction level with garbage clearance among the slum dwellers is high (72%). The level of dissatisfaction is found to be more in the unauthorised slums (78%) as compared to the authorised ones (63%).



Usage Pattern of Drainage Clearance Service

In most of the cases (33%) wastewater from the bathroom and kitchen overflows to the back of the residence. This is followed by overflow to the road (32%), municipality drain (21%) and own septic tank (13%). The least percentage (1.3%) goes to the specific place or hole. The overflow of wastewater to the back of the residence is observed to be more in unauthorised slums (39%) as compared to the authorised ones (27%) whereas overflow to the road is found to be more in authorised slums (47%) than the unauthorised ones (21%).

The study also reveals that little less than half of the sample households' (49%) kitchen and bathroom drains are connected to the drain in the community. Most of the respondents (71%) say that the municipality clears the drain. However, the clearance is carried out only occasionally (59%). As a result in the most of the cases (80%) the drain overflows in the rainy season. It also shows that very few people (11%) pay for the clearance of the drain water.

3.5.3 Problem Incidence and Resolution

Table 3.12 shows problem incidence and resolution relating to garbage and drainage clearance in the slum areas of the city. It reveals that the frequency of garbage clearance problem is more (65%) in the slum areas. It is found to be more in the unauthorised slums (71%) as compared to the authorised ones (56%). However, the resolution of such problems seems to be very minimal as reported by least percentage of respondents (9%). Similarly, a majority of the respondents (73%) have problems with the drainage system in the slums. It is more rampant in the unauthorised slums (77%) than the authorised ones (66%). However, the resolution of the problems related to drainage system is quite low (5%).

**Table 3.12: Problem Incidence and Problem Resolution:
Garbage and Drains**

Services	Problem Incidence (%)			Problem Resolution (%)		
	Authorised	Unauthorised	Total	Authorised	Unauthorised	Total
Garbage clearance	56	71	65	9	9	9
Drainage clearance	66	77	73	6	4	5

Nature of Problems

Foul smell due to garbage disposal on the road/vicinity of house and irregularity in its clearance are quite rampant in nature as reported by majority of the respondents (47% each) (refer table A 3.16 in annexure II). While irregular clearance of the garbage (58%) is a major problem in the authorized slums, foul smell due to garbage disposal on the road/vicinity of house affects more people (54%) in the unauthorized slums. Similarly, major problems caused due to the poor drainage system are - overflowing of sewage on the roads during rainy seasons (35%), mosquito problem (26%), foul smell (23%), lack of drainage (15%) etc. The unauthorized slums are more affected by the above problems than the authorized slums.

"Irregular cleaning of garbage and overflowing of waste due to lack of proper drainage system were said to be the common problems encountered by the respondents. Irregular garbage clearance was experienced by a whopping 64 percent, whereas only in 9 percent cases the problem has been solved. In Banadurga Basti and Kapileswar Bhoi Sahi, for example, there is no dump yard, so people litter alongside the road. Municipality does not clean the garbage at regular intervals except when a VIP visit is due. In other areas such as Nuagao Upar Sahi and Janata Nagar though there are dump yards, garbage is not collected at regular intervals and hence people litter all over the place. In Regional Science Centre Basti garbage is collected fortnightly, but the slum is never cleaned. However in Sikarachandi, conditions are a little better, as garbage bins are fixed at intervals and garbage collected once a week."

"Drainage system is poor in most areas. Open drains pose a threat as residents complain of foul smell, mosquito problem and overflowing of drain water on the roads. Nearly 73 percent respondents of the slum households encountered this problem, which are rarely attended by the civic authorities. In places like Banadurga Basti the drainpipes are clogged with soil due to lack of maintenance. Other areas such as Kapileswar Bhoi Sahi and Nuagaon Upar Sahi, where drains are not cleaned, the water overflows and poses a big problem for the

commuters. In Nilachakra nagar, residents have constructed a wastewater tank and some stock the wastewater in the backyard. However overflowing and mosquitoes in the rainy season remain major problem."

3.5.4 Interaction

Less than one third of the respondents (31%) report that they would visit the corporator of the area in connection with the problems related to garbage and drains. Slum leaders (26%) and the municipality (20%) (refer table A 3.17 in annexure II) also could be contacted. Around 29% of the slum residents are unaware of whom to contact. A higher percentage of non-slum respondents (72%) would prefer to contact the personnel individually and the rest in a group.

Around 30% of the slum respondents have visited the municipality office in the last one-year. However, the percentage of respondents from the authorised slums (39%) who visited the municipality office is higher than that in the unauthorised slums (23%).

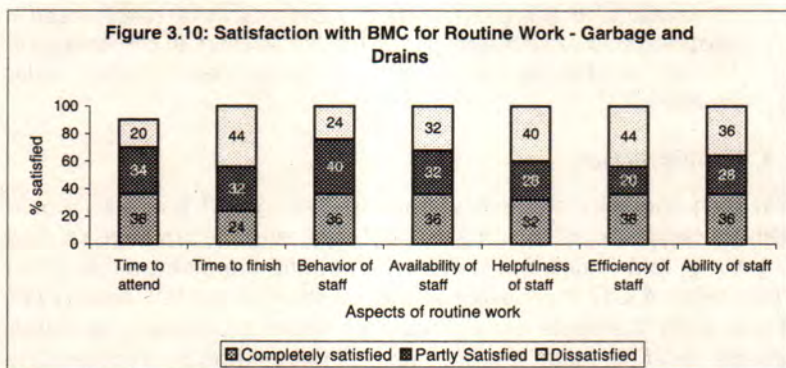
Most of the slum people (61%) visited the municipality to complain about garbage and drains, followed by lodging complaints about problems related to drains alone (19%) and for enquiry or routine work (18%) (refer table A 3.18 in annexure II). Most of the respondents in the unauthorised slums (67%) visited the municipality for lodging a complaint about problems related to garbage and drains compared to the authorised slums (57%).

Interaction stemming from Routine Work

The findings on the awareness of the slum respondents about the officials to be contacted and steps to be taken to resolve the problems in their locality are presented in table A 3.19 in annexure II. Most of the people are aware of personnel to be contacted in connection with problems related to garbage (60%) and drains (78%). The same is also true in case of their awareness about the steps or procedures to be followed as reflected in the table. However, awareness is higher in unauthorised slums as compared to the authorised slums.

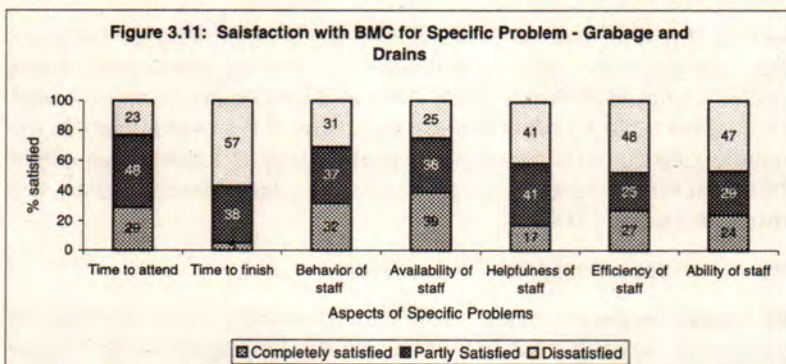
Satisfaction Stemming from Routine Work

Figure 3. 10 shows the level of satisfaction the users have expressed on their interaction with the officials of the municipality while dealing with routine work. It shows that most of the people are dissatisfied with most aspects of service quality in relation to garbage and drainage services provided by the municipality.



Satisfaction Stemming from Specific Problem

As can be observed in figure 3.11 when it comes to dealing with the municipality officials in connection with a specific problem, dissatisfaction goes up clearly for almost all aspects of service quality.



3.5.5 Corruption

The speed money phenomenon is not very prevalent in BMC with respect to clearance of garbage (2%) and drains (1%) (refer table 3.13). People from unauthorised slums seem to pay bribes more often than those from authorised ones. Out of those who paid a bribe, 43% used agents/middlemen for paying the bribe in the case of garbage clearance and 17% for drains. The main purpose of paying bribes was to clear garbage (82%) and clean the drains (35%). The average amount paid for both activities was Rs. 15/- and Rs. 16/- respectively. Out of those who paid a bribe, 92% said that the work got completed in case of garbage and 83% in case of drains.

Table 3.13: Speed Money Phenomenon - Garbage and Drains

	Garbage (%)			Drains (%)		
	Author-ised	Unauthor-ised	Total	Author-ised	Unauthor-ised	Total
% paid bribe	0.4	4	2	0	2	1
% used agent/ middlemen for paying bribe	0	46	43	0	17	17
% paid bribe for cleaning garbage/drains	100	81	82	0	38	35
% whose work got completed	100	92	93	0	83	83
Average amount paid as bribe	Rs. 10	Rs. 15	Rs. 15	-	Rs. 16	Rs. 16

3.5.6 Satisfaction with Overall Quality of Service

Dissatisfaction with overall quality of service provided by BMC is very high in case of garbage clearance because 72% of the respondents are dissatisfied with the service (See table 3.14). Similarly, the dissatisfaction was very high in the case of drainage clearance with almost 96% of the respondents saying so.

Table 3.14: Satisfaction with Overall Quality of Service -Garbage and Drains

Service	% Completely Satisfied	% Partly Satisfied	% Dissatisfied
Garbage	16	12	72
Drains	2	3	96

Reasons of Dissatisfaction with Garbage and Drain clearance Service of BMC

Irregular clearance of garbage was given as the main reason for dissatisfaction by 86% of the users who were dissatisfied, while 26% cited lack of dustbins in their localities. For dissatisfaction with the drainage system, 63% gave the lack of a drainage system as the major reason for their dissatisfaction (See table A 3.20 in annexure II). Other reasons, which cause dissatisfaction, include overflow of drain water on the road (19%) and foul smell or unhygienic conditions due to accumulation of garbage (18%).

3.5.7 Suggestions for improvement of Services

Suggestions for improving garbage clearance service include more regular clearance (64%), and provision of more dustbins (62%). For improving drainage services the suggestions include construction or extension of

drains or the sewerage system (86%) and regular clearance of choke points (13%) (refer table A 3.21 in annexure II).

- Most of the people in slum areas (58 %) dispose their waste material either in front or backside of their residence.
- Mostly BMC clears the wastage materials from the designated place and it was mostly done once in a week.
- Least percentage of the respondents (5 %) pays for the clearance of garbage from the slum areas.
- Most of the cases the bathroom and kitchen water either flow to the back of the residence or overflow to the road in the slum areas.
- Nearly half of the respondents bathroom and kitchen drains are linked to the community drain in the slum areas.
- Mostly BMC clean the drains in the slum areas.
- The drain clearance made occasionally.
- Few people (11 %) pay for cleaning the drains.
- Problem incidence in relation to the garbage clearance (65 %) and drain cleaning (73%) is considerably high whereas their resolution is substantially low (9 % and 5% respectively).
- Most of the respondents are dissatisfied with routine work as well as specific problems.
- Speed money phenomenon is very low in case of getting work done from BMC related to clearance of garbage (2%) and drains (1%).
- The level of satisfaction with overall quality of the services is very low because most of the respondents expressed their dissatisfaction in clearance of garbage and cleaning of drains in the slum locality of the city.
- Irregular clearance of garbage and lack of drain system are the major reasons for dissatisfaction among the slum people in the city.

3.6 Electricity

3.6.1 Usage Pattern of Electricity

Over half of the sample slum households have electricity connection in their house (53%). A higher percentage of the citizens of authorised slums (56%) have electricity connection compared to the unauthorised

ones (51%). Among those have electricity connection, 98% access electricity from CESCO.

3.6.2 Service Quality

Frequency of Power Cut

Nearly half of the slum respondents reported that power cuts never take place in the rainy season (48%) (refer table A 3.22 in annexure II). Others found power cuts happening once a day (36%) and twice a day (12%) in the rainy season. Similarly, one-third of the slum respondents reported power cuts once a day in the summer followed by those reporting twice a day (31%) and never take place (24%).

Stability of Voltage

A large proportion of the respondents reported stability of voltage in the current supply both during summer (72%) and rainy (76%) seasons.

Users of Meters

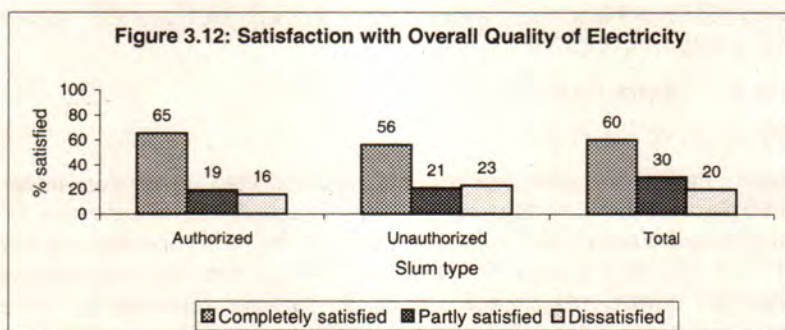
A majority of respondents are using meter at their home (98%). However, the percentage is found to be higher in the authorised slums (97%) compared to the unauthorised ones (84%).

Receiving Bill, its Accuracy and Convenience of Payment Timing

Table A 3.23 in annexure II presents about the availability of bills, their accuracy and convenient timing for its payment by the slum people. It reveals that almost all (97%) the slum users of electricity having meters at home reported receiving electricity bills and most of (87%) them found the bill to be accurate. Majority (90%) of them find the existing timings of bill payment to be convenient. However, about 70% of the respondents prefer morning time as the most convenient time for payment of their bill.

3.6.3 Satisfaction with Overall Quality of Electricity

Figure 3.12 reveals the satisfaction level of the slum people with overall quality of electricity in their locality. It shows that a high proportion (60%) of the respondents are completely satisfied with the overall quality of electricity services. A higher percentage of the authorised slum users (65%) are completely satisfied with the overall quality of the electricity services compared to unauthorised ones (56%).



3.6.4 Problem Incidence and Resolution

Table 3.15 reveals about the problem incidence and their resolution with regard to electricity supply in the last one year. The respondents of the slum areas reported low incidence of problems related to electricity in the last one year (31%). Similarly, problem resolution rate of CESCO is also found to be low as reported by 40% of those having a problem in this regard.

"Getting the service provider to address maintenance issues of electricity was a grueling task as complained by users and voltage fluctuation is another area, where 30 percent of the respondents from the slum households complained. In areas like Nilachakra nagar there are electric poles but CESCO is not taking responsibility to provide electric supply in the area. Many use batteries for TV and tape-recorder and some still use lamp. Delay in getting connection, wrong billing and unscheduled power cuts were the other problems encountered by the users, though problem resolution by the electricity board is high compared to other agencies."

Table 3.15: Problem Incidence and Resolution - Electricity

	% Authorised	% Unauthorised	% Total
Problem Incidence	29	32	31
Problem Resolution	48	34	40

Nature of Problems

Table A 3.24 in annexure II presents the nature of problem faced by the slum people in connection with electricity in their locality. The major problems with regard to use of electricity are voltage fluctuations (30%), wrong bill by CESCO (22%) and unscheduled power cut (17%). Other problems reported by a few respondents include delay in getting electricity reconnection, burning of transformer due to overload, irregularity in providing electricity bill, long queue for bill payment, disconnection of electricity and delay in getting new connections.

3.6.5 Interaction

A high percentage of the slum households (70%) have made visits to the electricity office in connection with various problems.

Reasons for visiting CESCO officials

Most (82%) of the users visited the CESCO office to pay the electricity bill (refer table A 3.25 in annexure II). While 27% went to lodge complaints about specific problems, 15% went to get a new connection.

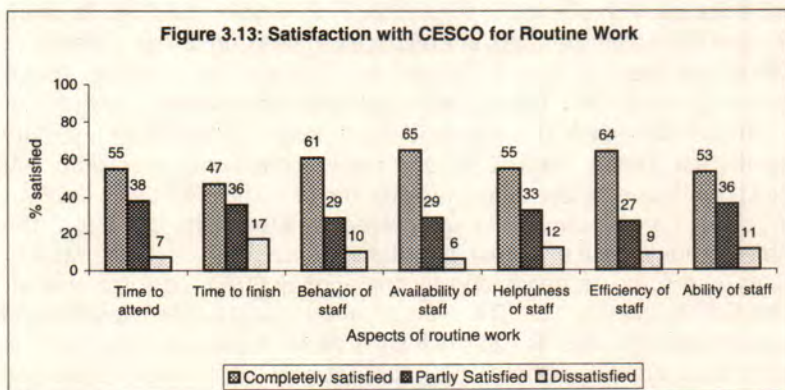
Interaction Stemming from Routine Work

Most of the respondents, who contacted the agency for routine work, were aware of the officials to be contacted (93%) and procedures to be followed (87%). This is true in both categories of slums (refer table A 3.26 in annexure II).

Similarly, almost of all (97%) users who contacted CESCO officials in connection with a specific problem knew whom to contact in the office whenever any problem initially occurred and also the steps to be followed to solve the problem with regard to electricity (89%).

Level of Satisfaction with CESCO Officials with regard to Routine Work

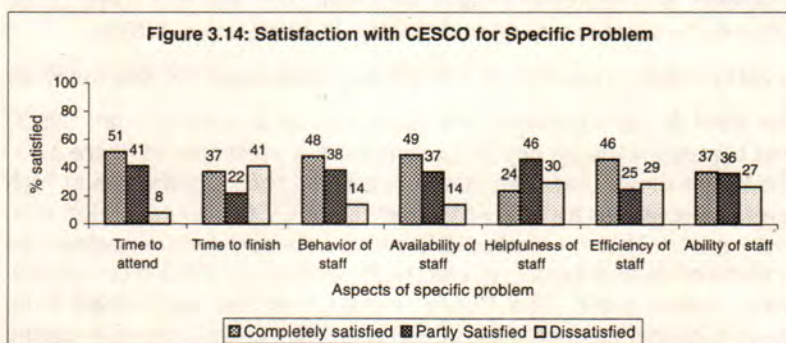
The level of satisfaction of the slum users of electricity from CESCO that contacted the agency for routine work is presented in figure 3.13. The figure shows that slum households rated their satisfaction at high levels with various aspects of the service of CESCO in connection with routine work. There is marked difference between the slum categories in terms of various aspects of electricity service of CESCO in connection with routine work. The figure reveals that the authorised slum households that contacted the CESCO officials in connection with routine work expressed their high satisfaction with all seven aspects of the services provided by CESCO whereas the unauthorised slum households



that contacted the CESCO officials expressed their satisfaction at low levels in case of time taken to attend them, time taken to finish the work, and ability of the staff in providing the required information.

Level of Satisfaction with CESCO Officials with regard to a Specific Problem

As can be observed from figure 3.14, satisfaction levels of the slum households dropped down when they contacted the CESCO officials in connection with a specific problem. When we look at the satisfaction levels across the slum categories, there is a marked difference in connection with specific services. Satisfaction level for the authorised slum households was higher in case of time taken to attend to them, overall behaviour of staff with them, availability of staff in their seat, efficiency with which their problem was dealt and ability of the staff in providing the required information. On the contrary, the unauthorised slum households expressed low levels of satisfaction with the all the seven aspects of the services in connection with specific problems.

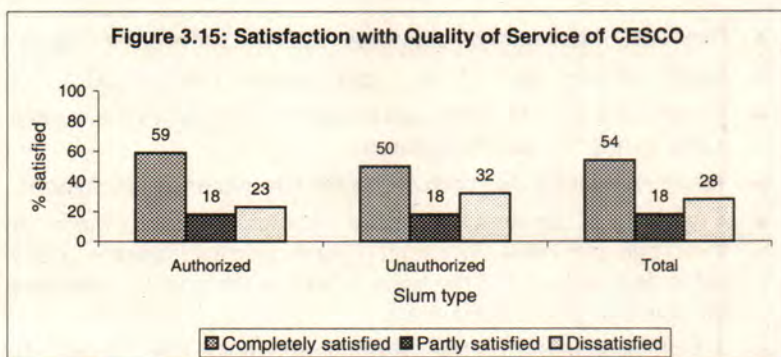


3.6.6 Corruption

Table A 3.27 in annexure II presents about the corruption practices while dealing with officials in connection with various activities. Payment of extra/ bribe by the users of electricity in the slum areas is visible as 12% of the users of electricity paid bribe in the last one year to get their work done. Only 15% of them used agent/middlemen to pay bribe. It is found that 54% of the respondents pay bribes for getting electricity connection, repair work (27%) and correct the faulty electricity bill (20%). While the percentage is high for the unauthorised slums in terms of getting connection (61%) and correcting electricity bill (26%), the same is true in case of authorised slums for repair work (44%). Most of them paid bribe as demanded by the agency (76%). Average amount paid as bribe was Rs. 177. The average amount paid by the unauthorised slum households was Rs. 234, which is much higher than that of the authorised slum households (Rs. 104). Almost all of them expressed that their work got done after paying bribe (95%).

3.6.7 Satisfaction with the Quality of Electricity Service

Figure 3.15 presents satisfaction with the quality of services provided by CESCO in the slum locality of the city. It can be seen that 54% of the users of CESCO were completely satisfied with the quality of its service while 28% were dissatisfied. While the level of complete satisfaction is high in the authorised slums (59%), the same is true in case of dissatisfaction in the unauthorised slums (32%).



Reasons for Satisfaction

Timely service provided by CESCO seems to be the major reason for satisfaction (48%) followed by accuracy of bills (37%) and stable voltage (28%) (refer table A 3.28 in annexure II). Other reasons of satisfaction with the quality of service of CESCO as perceived by few of the slum users of CESCO include limited power cuts, efficiency of the staff of CESCO and timely repair work.

Reasons for Dissatisfaction

Half of the respondents expressed their dissatisfaction because of voltage fluctuations followed by unscheduled power cuts (28%), inaccurate bills (26%) and demands for bribes (16%) (refer table A 3.29 in annexure II). Other reasons as reported by few users of electricity include, inaccurate meter reading, delay in office work in CESCO, illegal connection not checked by CESCO, transformer not installed, delay in attending to complaints, unsatisfactory behaviour of staff etc.

Regular Holding of Adalats by CESCO

Awareness among users of CESCO about the existence of adalats is very low at 6%. Among those who knew about adalats, only 16% actually attended an adalat meeting.

3.6.8 Suggestions

Major suggestions to improve the quality of services of CESCO included

reduction of electricity charge / tariff (14%), prevention of illegal electricity connection (14%), reducing power cuts (14%) and installation of higher capacity transformers (13%). Other suggestions made by few respondents include checking of meter tampering, delivery of accurate bills, stability of voltage, use of better quality of electrical accessories, accurate meter reading, collection of electricity bill by CESCO staff, maintenance of streetlights by CESCO, checking of bribe, and provision of more counters for bill payment etc.

- Over half of the slum respondents (53%) are users of electricity.
- Almost all slum users of electricity access it from CESCO.
- Power cut is a problem in slum localities and it takes place once a day during the summer season.
- Voltage remains stable both during the summer and rainy seasons.
- A majority of the slum users have installed electricity meter at their residence (97%). Almost all (97%) receive accurate electricity bill in time and most of the users (87%) find the existing timetable for payment of bill convenient.
- A high proportion of the respondents (60%) are completely satisfied with over all quality of the service provided by CESCO.
- Problem incidence is found to be very low and problem resolution remains low in the slums.
- Fluctuation in the voltage and wrong billing by CESCO found the major problems in the slum areas.
- A higher proportion of the slum households visited the electricity office last year in connection with various problems. Most (82%) of the users visited the CESCO office for routine work, i.e. to pay the electricity bill.
- Most of the slum respondents, who contacted the agency for a routine work, were aware of the officials to be contacted (93%) and procedures to be followed in connection with electricity.
- Almost of all (97%) users who contacted CESCO officials in connection with specific problem know whom to contact in the office whenever any problem first occurs and also the steps to be followed to solve the problem with regard to electricity (89%).
- The slum respondents rated their satisfaction at high levels with various aspects of the service of CESCO in connection with routine work.
- The satisfaction levels of the slum households dropped down when they contacted the CESCO officials in connection with a specific problem.

- The level of corruption is very low in the services provided by CESCO.
- The overall satisfaction with the quality of electricity services is as high as 54 %.
- Timely services provided by CESCO seems to be the major reason of satisfaction and voltage fluctuation as the major factor for dissatisfaction.
- The slum dwellers are not well informed about the holding of regular adalat by CESCO.

3.7 Civic Awareness and Responsibilities

A large proportion of slum dwellers are aware of their municipal ward (75%), its number (65%) and the names of the corporators of their constituencies (72%) (See table 3.16). Only one-third of the slum respondents acknowledged the contribution made by the corporator to their welfare. But the contribution is found to be more in unauthorised slums (37%) compared to the authorised ones (27%). It is also found that out of the total respondents, 89% have voter ID card and 89% have voted in the last municipal election.

Ownership of residential land is a major problem for the slum households. Only 37% of the respondents of slums have a patta of their homestead land whereas others have unauthorised occupation of the government land. However, most of the authorised slum households have a patta on their homestead land (84%) compared to only 1% of the unauthorised slum. This is because authorised slums comprise of mostly households resettled by the government with allotment of homestead land with patta after displacing them from the city centre areas.

As per the health care measures to reduce infant mortality, the government provides free vaccination service to children. A vaccination card with a schedule is given. Table 3.16 shows that 39% of the sample households have a vaccination card. Only 18% of the slum households have other cards.

Micro finance through self-help groups (SHGs) mostly comprising women members is one of the approaches to poverty alleviation in the slum areas. In this way, the SHGs contribute to the development of the community. Table 3.16 reveals that one-fourth of the sample households have membership in SHGs in the locality. Membership in SHGs is higher in case of the authorised slum respondents (33%). That the SHGs also contributed in helping the community has been acknowledged by 22% of the respondents.

Table 3.16: Civic Awareness and Responsibilities

Dimensions of awareness	Percentage of respondents saying Yes		
	Authorized	Unauthorized	Total
Awareness of name of ward	76	75	75
Awareness of number of the ward	65	65	65
Awareness of name of local corporator	64	77	72
Whether corporator has done anything substantial	27	37	33
Voted in the last municipal election	88	89	89
Presence of slum committee in locality	72	86	80
Membership of slum committee in locality	36	55	47
Slum committee active in getting things done	48	70	62
Respondents having voter ID Card	88	91	89
Sample households having a patta	84	1	37
Sample households having a vaccination card	43	36	39
Sample households having any other card	13	21	18
Sample households having membership in SHGs	33	19	25
SHGs helped the community	26	19	22
Sample households having membership in youth club	28	25	27
Youth club has helped the community	27	26	27

CHAPTER IV

COMPARATIVE ANALYSIS ACROSS NON-SLUM AND SLUM HOUSEHOLDS

There are some variations between non-slum areas and slums of Bhubaneswar city in terms of citizens' feedback on the quality of basic public services. This chapter provides an account of the comparative analysis of the findings of the citizen's feedback on the quality of public services in non-slum and slum areas of the city.

4.1 Basic Public Services

Access to basic public services is generally lower for slum dwellers than for non-slum residents. The non-slum citizens have high access to primary schools (95%), streetlights (93%), pucca roads (79%) and ration shops (55%) while the slum citizens have high access to ration shops (71%) anganwadis (58%) and streetlights (55%). Citizens from slums had to wait longer (32 minutes) than their non-slum counterparts (22 minutes) to see the doctor.

Usage is high in non-slum areas and low in slum areas. Ration shops and government hospitals have high usage levels both in non-slum and slum areas. Both the non-slum and slum areas are safe from illegal activities, safe for women and children and people get help from the police at the time of need. However, theft is more problematic in non-slum (52%) rather than in slum localities (38%).

A large proportion of both non-slum and slum citizens were completely satisfied with the behaviour of doctors, other staff of hospital and the police.

With regard to satisfaction with quality of services, primary schools and hospitals scored high both in non-slum areas and slums, streetlight scored high only in non-slum localities and ration shops scored high only in slums. However, satisfaction levels dropped drastically both in non-slums and slums in case of all the other agencies.

Citizens in slum areas encounter more problems than do non-slum residents generally for all services. Problem incidence is found to be high in road services and low in primary education in the last one year both in non-slum and slum areas. Major problems both in non-slum areas and slums in receiving the service from the public agencies are maintenance in the case of roads and streetlights and the poor quality of service in case of ration shops, police, government hospitals and government primary schools.

While in the case of both roads and streetlights, all respondents found low response from the officials, slum citizens found a greater lack of responsiveness at the ration shops. The behaviour of the staff at all agencies was found to be unsatisfactory by many people. Satisfaction with staff behaviour is generally lower for slum respondents rather than for non-slum households.

With a few exceptions, corruption is widely prevalent in most public agencies both in non-slum and slum areas. Higher proportions of the users of the non-slum and slum areas, paid bribe to the police and at hospitals. The extent of extortion was higher in agencies like ration shops, police and hospitals in both non-slum and slum areas. The extent of extortion is as great as 100% in services such as the police in non-slum areas and ration shops in slums among those who paid bribe. The users of public services in non-slum areas were ahead of those of slums in getting work done after payment of bribe. Most of those who paid a bribe for streetlights, ration shops, the police, government hospitals and government primary school services got their work done in non-slum areas and most of those who paid bribe for police and hospital services got their work done in the slums.

4.2 Drinking Water

Piped water through taps at home in non-slum areas and tube wells in slums are the major sources of water. The slum citizens found water supply inadequate during the summer season.

Problem incidence is found to be high in case of other sources of water in non-slum localities and public taps and tube wells in slums. Inadequate water supply is the major problem in non-slum areas and inadequate water and frequent break down of source are major problems in slums. Problem resolution is quite low for all kind of sources of drinking water and lower for slum respondents than for non-slum ones.

Most of the citizens of non-slum areas visited the public agencies in the last one-year for routine work whereas most of the citizens of slums visited the public agencies for specific problems.

For routine work, the level of satisfaction of the non-slum citizens with the public agencies is high and that of slum citizens is very low. The level of complete satisfaction is more for the users from non-slum localities who visited the public agencies of water supply for specific problems than the users from slums.

A higher proportion of the users in slums (17%) paid a bribe than those living in non-slum areas (3%). The extent of extortion in water supply in slums (62%) was higher than that of non-slum areas (50%). The purpose of paying a bribe was to get some repair work done both in non-slum

and in slum areas. The non-slum users of water supply paid more bribes (Rs. 225) than users from slums (Rs. 28). Almost all those who paid a bribe both in non-slum and slum areas, got their work completed after paying a bribe.

Dissatisfaction with the overall quality of water supply service among users from slums (82%) was much higher than among non-slum respondents (42%). While slum dwellers found inadequacy as the largest issue, citizens from non-slum areas found low pressure and inadequacy as problems. In order to improve the service, the non-slum users of water supply suggested more frequent supply whereas the slum users suggested more sources of water.

4.3 Waste Management

Both non-slum and slum households mostly use the front/back of the house for disposal of garbage. However, a larger proportion of the non-slum households (64%) use front/back of the house for disposal of garbage than those who are in slums (58%). The BMC is the single largest garbage disposal service provider both in non-slum and slum areas with a larger proportion of the non-slum households (78%) getting the garbage disposal services of the BMC than those living in slums (66%). Very few people in the slum and the non-slum localities said there was a designated place for garbage to be disposed.

Garbage is cleared mostly once in a week in both non-slum and slum areas. Very few users of garbage disposal service in both areas pay for it. The non-slum users (Rs. 19) pay a higher amount than those from slums (Rs. 12). Dissatisfaction with the garbage collection services of the BMC is higher among slum dwellers (72%) than among non-slum users (64%). Wastewater from the kitchen/bathroom flows into the BMC drains in non-slum localities and overflows to the road or the back of the residence in slums. Drains are cleaned occasionally in both areas. The BMC provides the drain cleaning service in both areas and a very higher proportion of the users of the drain-cleaning service in non-slum areas (89%) get the service of the BMC than in the slums (71%).

The overflows from drains are more during the rainy season. While 21% of non-slum respondents pay to get their drains cleared, about 11% of those from slums do so.

Problem incidence in drains is higher in slums (73%) than in non-slum areas (56%). Irregular garbage clearance and bad smell from garbage disposed on road/vicinity are the major problems of garbage in both areas. Similarly, overflow of drain water during rainy season, bad smell from drain water, mosquito problem are the major problems of drains common to both areas and irregular drain cleaning in non-slum localities and lack of drains in slums are the additional problems. The problem

resolution rate in garbage and drains was very low in both areas. The problem resolution rate for drains was lower in slums (5%) than for non-slum areas (15%).

Very few users of both areas visited the BMC in connection with problems arising out of bad garbage clearance and drain cleaning. The non-slum users were much more aware about the steps to be followed to get work done for routine work and for specific problems in connection with garbage and drains as compared to slum dwellers. Most of the users of garbage clearance and drain cleaning service of the BMC in both areas visited the agency for specific problems.

Complete satisfaction with efficiency of the waste management agency for routine work was very low in both areas. Dissatisfaction with waste management service of the BMC was higher for the slum users than it was for non-slum users. Complete satisfaction with time taken to attend to them, time taken to finish work, behaviour of staff and availability of staff was higher for non-slum users than for slum users whereas complete satisfaction with helpfulness of staff, efficiency and ability of staff was higher for slum users than for residents of non-slum areas.

Satisfaction with the efficiency of the public agencies of waste management for a specific problem is much lower as compared to those who went for routine work in both areas.

The speed money phenomenon is higher in non-slum areas than in slums in relation to garbage clearance and drains. The purpose of paying a bribe was for clearing garbage and cleaning drains in both areas. The problem of extortion was quite high in garbage clearance and drain cleaning service with higher incidence of extortion in slums than in non-slum areas. The non-slum users paid a higher amount of bribe than those in slums. Almost all users of waste management service in non-slum areas and all users in slums got their work done after payment of bribe.

Overall satisfaction with quality of waste management services is very low in both areas because only 18% and 12% of the non-slum users were completely satisfied with the garbage clearance and drain cleaning service respectively and only 16% and 2% of the slum users were completely satisfied with the garbage clearance and drain cleaning service respectively. Overall satisfaction with quality of drain cleaning service is much lower for slums (2%) than non-slum areas (12%). Irregular clearance of garbage is the major reason for dissatisfaction of the citizens of both areas with the overall quality of services because 84% of non-slum users and 86% of slum users were dissatisfied with the overall quality of garbage clearance service. Irregular cleaning of drains is the major reason for dissatisfaction of the non-slums users (43%)

with the overall quality of drain cleaning service and lack of drain cleaning system as the major reason for dissatisfaction of the slum users (63%) with the drain cleaning service.

4.4 Electricity

The usage level of electricity of the non-slums citizens (94%) is higher than that of slum citizens (53%). Central Electricity Supply Company (CESCO) is the major electricity provider in both areas (98%).

The users of electricity experience power cuts more acutely in the summer season than in the rainy season. The users of electricity in slums experience power cuts more acutely than do residents of non-slum areas.

Voltage remains stable in both areas of the city both during rainy and summer seasons. Voltage remains more stable in non-slum areas. A very high proportion of the users of electricity have a meter in their house (non-slum (98%) and slums (90%). While 99.6% of the non-slum residents get their bills in time, 97% of slum dwellers get their bills in time too. Accuracy of the bills is reported by a larger proportion of respondents (96%) from non-slum areas than in the slums (87%), while timings of the bill counters are convenient to 95% of the non-slum residents and 90% of those living in slums.

Complete satisfaction with overall quality of the electricity service for non-slum users (69%) is higher than that of users in slums (60%). Problem incidence is generally low in the electricity service with non-slum residents facing lesser problems (18%) than those living in slums (31%). Problem resolution rate is lower for slum residents (40%) than it is for non-slum residents (51%). A higher proportion of the users from non-slum areas encountered voltage fluctuations (39%) than those in slums (30%), and a higher proportion of the users of slums experienced unscheduled power cuts (17%) than did residents of non-slum areas (12%).

A higher percentage of the users of non-slums (76%) visited the CESCO office in the last one year than did those living in slums (70%). Most of the users of electricity visited the CESCO office for routine work like paying the electricity bill with larger percentage of the non-slum households (97%) visiting the office than people from slums (82%). A higher percentage of the slum users (27%) visited the CESCO office in connection with specific problems than did non-slum users (14%).

Almost all users of electricity who visited the CESCO office during the last one year for routine work in non-slum areas were aware of the officials to be contacted and the steps to be followed in the office to get work done than the users of slums. A higher proportion of the non-

slum users (98%) were aware of the officials to be contacted in the office to get work done than were slums users (93%). Similarly, a higher proportion of the non-slums users (99%) who visited the CESCO office for routine work were aware of the steps to be followed in the office to get work done than were slum users (87%).

A majority of the users of electricity who visited the CESCO office for routine work during the last one year were completely satisfied with CESCO for their various interactions. Complete satisfaction of the non-slum users who visited the CESCO office for routine work was higher than those from the slums for all interactions. Although dissatisfaction with the CESCO office for routine work was low; dissatisfaction was higher in slums than in non-slum areas.

Almost all users of electricity who visited the CESCO office during the last one year for specific problems in non-slums were aware of the officials to be contacted and the steps to be followed in the office to resolve the problem and a vast majority of the slum users knew that too.

The satisfaction ratings go down dramatically when users visit the CESCO office in connection with a specific problem. However, a higher proportion of the slum users that visited the CESCO office for specific problems were completely satisfied with the officials for various interactions than were non-slum users.

Payment of bribe by the users of electricity to the CESCO officials is negligible. A higher percentage of the slum users (12%) paid bribe than did non-slum users (4%). A Majority of the non-slums users that paid bribes to get work done (60%) whereas majority of the slum users paid bribes to get new electricity connections (54%). Out of the users that paid bribes, most of them both in non-slum (7%) and slums localities (76%), paid the amount when demanded by the officials. The non-slum users of electricity paid a higher amount of bribes (Rs. 275) than did those living in slums (Rs. 177). A higher percentage of slum users who paid a bribe got their work done (95%) after paying bribes than did residents from the non-slum localities (90%).

A majority of the users of CESCO were completely satisfied with its quality of services with a higher proportion of the non-slum users (67%) completely satisfied with its quality of services than slum users (54%). Alternatively, dissatisfaction of the slum users (28%) with the quality of services of CESCO was higher than that of non-slum users (16%). The users of CESCO were satisfied with its quality of services because of stable voltage, accurate bills, timely service and limited power cuts. The major reasons of satisfaction of the non-slum users are stable voltage (46%) and accurate bill (42%) whereas the major reasons of satisfaction

of the slum users are timely service (48%) and accurate bill (37%). The major reasons of dissatisfaction of the non-slum users are voltage fluctuations (45%) and inaccurate bill (22%) whereas that of slum users are voltage fluctuations (50%) and power cuts (26%).

Awareness of the users of electricity about regular holding of adalats by CESCO in their locality is very low in both areas. Similarly, participation in the adalats is also very low with more participation in slums than in non-slum areas.

4.5 Civic Awareness and Responsibilities

A majority of the slum dwellers are aware of their municipal ward, its number and name of the corporators of their wards. A higher proportion of the non-slums citizens are aware of the municipal ward, its number and name of the corporators of their wards than in slums. Very high proportions of slum citizens have voter ID cards and voted in the last municipal election as compared to non-slum citizens. A higher proportion of non-slum citizens (52%) acknowledged the contribution made by the corporator to their welfare than slum citizens (37%). There is a strong presence of the committees in the slums than in non-slum localities with most of the slum citizens (80%) aware of the presence of slum committees in their respective locality whereas 42% of the non-slum citizens are aware about the neighbourhood committees and more proportion of the slum citizens are members of such committees than there are from non-slum areas. The neighbourhood committees (66%) are more active in non-slum areas than in slum committees (62%).

CONCLUSIONS AND POLICY IMPLICATIONS

The chapter summarises the major findings and policy implications. The report card study has samples from both non-slum and slum households of Bhubaneswar city. Thus, it is useful to summarise the conclusions pertaining to each category separately.

5.1 Non-Slum Households

5.1.1 Drinking Water

- Water supply is mostly received from taps at home (63%) followed by own source (33%).
- Most of the users of water supply at home found the water clear and the taste sweet.
- The most problematic source of water are open wells, bore wells (83%).
- Major problems are inadequate and irregular supply, inconvenient timing of supply, scarcity during summer season, inconvenient location of water source, and low quality of water.
- Problem resolution is very low - taps at home (20%), public taps (none).
- (86% have interacted with the officials to report their problems.
- The level of satisfaction with responsiveness of officials when contacted for routine work is high, but this drops considerably when interacted for specific problems.
- Corruption is found to be very low in drinking water (3%).
- Over two-fifths of the users were dissatisfied with the overall quality of drinking water service. A large proportion of users of drinking water from East Bhubaneswar (56%) were dissatisfied with the overall quality of service than those of West Bhubaneswar (38%).
- Major reasons for dissatisfaction were inadequate supply, low water pressure, acute scarcity during summer and unsuitable timing.

5.1.2 Waste Management

Garbage

- Nearly two-third of the non-slum households dispose their garbage in front or back of their house, and close to one-third of the households dispose it in the designated place for the purpose.

- 64% respondents are dissatisfied with the garbage clearance system in their locality.

Drainage

- BMC is the main provider (89%) for drainage service with two-third of the households disposing wastewater from their kitchen/ bathroom into its drain.
- Frequency of drainage clearance service by the agencies is low (10% reporting frequent clearance).
- Problem incidence is high (64% and 56%) and problem resolution is low (9% and 15%) for garbage and drains respectively.
- Irregular clearance and overflow of wastewater on road are the major problems, especially during rainy season.
- Satisfaction with the efficiency of the officials is quite low for routine work with few exceptions. Satisfaction for a specific problem is even lower.
- Satisfaction with overall quality of the service provided by BMC is very low for garbage (18%) and drains (12%).
- Irregular clearance of garbage and drains, lack of designated place for garbage disposal, lack of system for drain cleaning, overflow of drain water on road and stinking smell from waste materials are the major reasons of dissatisfaction among the non-slum citizens.

5.1.3 Electricity

- Almost all households have an electricity connection (94%), predominantly from CESCO (98%).
- Power cut is experienced mainly during summer though the voltage remains stable (90%).
- More than 95% respondents have electricity meter, get electricity bills in time that are accurate and lastly find the timing for bill payment counter convenient. Resultantly, a large proportion of the users of electricity are completely satisfied with the overall quality of electricity supply (69%).
- Of the 18% users who had a problem in the last one year, 51% got their problem resolved, which could be identified as an area of improvement for CESCO.
- Major problem with electricity are voltage fluctuations, wrong electricity bill, delay in getting reconnection of electricity and unscheduled power cuts.

- Satisfaction ratings on aspects of service go down dramatically when users visit and interact with the CESCO office in connection with a specific problem.
- Payment of bribe is negligible in case of getting work done in connection with electricity.
- Two-third users of CESCO were completely satisfied with the quality of its service. The reasons for satisfaction are stable voltage, accurate bills, timely service and limited power cuts; and reasons for dissatisfaction are voltage fluctuation, inaccurate bills, unscheduled power cuts, delay in work in the office and delay in attending to the complaint.
- Awareness among the citizens of non-slum areas on regular holding of adalats by CESCO in the locality is low and their attendance in such adalats is very low.

5.1.4 Other Basic Public Services

- There is high access to primary schools (95%), streetlights (93%), pucca roads (79%) though it is not so high in the case of ration shops (55%). In terms of usage there is high usage of ration shops and government hospitals and low usage of BDA (15%), which is expected, police services (17%) and government primary schools (18%), the reason for the latter probably being higher usage of private schools.
- Households expressed high satisfaction with the behaviour of the doctor (82%) and other staff (70%), and the police (61%).
- Respondents rate the quality of the public services such as streetlights (64%) and government hospitals (74%) at high levels. Users of government primary schools (75%) have also rated them highly despite the fact that the proportion of users is low. Road service has been rated at low levels (46%).
- In terms of interaction at the personal level, satisfaction levels dropped drastically in case of all the agencies when rated by the respondents who had a problem and interacted with the service providers.
- 42% respondents report problems with roads. The major problems faced in receiving the service from the agencies are maintenance in case of road and streetlight service, bribery in case of police service, and poor quality of service in case of ration shop, police, government hospital and government primary school for those who interacted with the respective service providers.
- Dissatisfaction expressed by respondents with the behaviour of

staff is very high for all the public agencies (ranging from 50% for hospitals to 80% in ration shop and primary school).

- Corruption is widely prevalent in most agencies with few exceptions. Bribes are paid more at government hospitals (57%) and police (53%). The largest amount paid as bribe is to the police (Rs. 2,067).

5.2 Slum Households

5.2.1 Drinking Water

- Drinking water is mostly availed from tube wells (50%) and open wells or private bore wells (26%), with the former being managed by BMC (86%).
- Public taps are more accessible than tube wells.
- Availability of water is found to be quite inadequate during summer seasons.
- Quality and taste of water is clear and sweet respectively.
- Problem incidence is found to be more in case of tube well (84%) as compared to public tap (64%).
- Resolution of problem is very low in proportion to their incidence.
- Inadequate supply of water is the major problem reported in case of public taps and frequent breakdown of sources is the major problem in case of tube wells.
- Satisfaction with interaction with officials stemming from both routine work as well as specific problem is very low.
- Corruption is low in drinking water (17%). However, this is more than the other two services (waste management and electricity) covered.
- 82% recorded their dissatisfaction with the water supplying agencies.
- Reason for dissatisfaction is mainly inadequate water supply.

5.2.2 Waste Management

Garbage

- Most of the people in slum areas (58%) dispose their waste material either in front or back of their residence, with BMC mostly clearing it once in week from only the designated place.

Drainage

- In most of the cases the bathroom and kitchen water either flows to the back of the residence or overflows to the road in the slum areas.

- Problem incidence in relation to the garbage clearance (65%) and drain cleaning (73%) is considerably high whereas resolution is substantially low (9% and 5% respectively).
- Most of the respondents are dissatisfied with aspects of service, related to routine work as well as specific problems.
- Satisfaction with overall quality of the services is very low; most of the respondents expressed their dissatisfaction in clearance of garbage and cleaning of drains in the slum locality of the city.

5.2.3 Electricity

- Over half of the slum respondents (53%) are users of electricity; almost all slum users of electricity access it from CESCO..
- Power cut takes place once a day during the summer season, though voltage remains stable during both seasons.
- A majority of the slum users have installed electricity meters at their residence (97%). Almost all (97%) receive accurate electricity bill in time and most of the users (87%) find the existing timetable for payment of bill convenient.
- A high proportion of the respondents (60%) are completely satisfied with overall quality of the service provided by CESCO.
- Problem incidence is found to be low (31%) and problem resolution also remains low (40%), the main problems being fluctuation in the voltage and wrong billing by CESCO.
- The respondents rated their satisfaction at high levels with various aspects of the service of CESCO in connection with routine work.
- Satisfaction levels with aspects of service dropped down when they interacted with the CESCO officials in connection with a specific problem.
- The level of corruption is low (12%) in the services provided by CESCO.
- The overall satisfaction with the quality of electricity services is as high as 54%.
- Timely services provided by CESCO seems to be the major reason of satisfaction and voltage fluctuation as the major factor for dissatisfaction.
- The slum dwellers are not well informed about the holding of regular adalat by CESCO.

5.2.4 Other Basic Public Services

- Quality of services provided by the government primary schools (70%) and hospitals (64%) is reported to be quite high and that of road services is the worst compared to the other services.
- Problem incidence is quite high in road services (55%) and low in primary education (12%). Problem incidence is high in services such as streetlight; ration shop, police and government hospitals in the authorised slums. Problem incidence is high in road services in the unauthorised slums.
- Major problems are rough roads (51%), frequent out of order streetlights (44%), irregular supply of rations (59%), misbehaviour of police (34%), non-availability of free medicine in Government hospitals (44%) and lack of proper teaching in Government primary schools (56%).
- The most contacted agency is the police (64%) and the least contacted one is the ration shop (23%) in terms of complaints.
- The level of dissatisfaction is quite high towards the behaviour of the staff of almost all agencies. The striking one is the BMC for streetlights (83%) in authorized slums and the police (83%) in unauthorized slums.
- Majority of the respondents paid a bribe to the police and government hospitals (50% each) and the least percentage paid a bribe for streetlights (7%). The largest amount paid as bribe is to the police (Rs. 536) and the smallest amount is paid to ration shops (Rs. 95).
- All respondents reported bribe being demanded in ration shops for various reasons. More proportion of people in the unauthorized slums reported bribes being demanded by officials compared to the people from authorized slums.
- Most of the users of government hospitals (76%) got their work done after payment of bribe and the least proportion of the users of streetlights got their work done (46%). The people of unauthorized slums were successful in getting their work done after payment of bribe than those of authorized slums.

Conclusions

The above findings indicate that quality of public services in Bhubaneswar is quite an interesting mix of similarities and variations as reported by the users, living in different geographical areas of the city and belonging to different sections of the society.

Among the three specific services that were studied in detail, i.e., drinking water, waste management and electricity, the last has been

rated highly by respondents across all types of users. It is interesting to note that electricity is also one of the public services that has recently been privatized, whether this has pushed up the efficiency levels of this service provider is a point to be explored further.

Findings with regard to drinking water among non-slum and slum households, show that usage of sources is different with the latter using more public sources. However, at the same time, feedback on interaction indicates that satisfaction levels drop considerably when these interactions are related to specific problems as compared to routine work.

One major aspect that comes across in waste management, comprising of garbage disposal as well as drainage is the low accessibility to the users. Practices with regard to garbage disposal are similar between the two respondent types with infrequent garbage collection practices being observed in similar proportions. In the same manner, dissatisfaction with the overall quality of services with regard to both waste management components has been expressed by high proportions of both slum and non-slum households.

Electricity is one service that has been given good ratings by all respondents of Bhubaneswar, with substantial proportion expressing complete satisfaction with the overall quality of service and ratings on other aspects of the services provided also being high.

Finally, with regard to the geographical distribution of slum and non-slum respondents, what has come across from the findings is that in general, the respondents of East Bhubaneswar have indicated better access and higher satisfaction levels with the various service providers as against those living in West Bhubaneswar.

5.3 Policy Implications

The conclusions summarised above have some important implications for both policy and action. The Citizen Report Card on Bhubaneswar points an urgent need to improve the basic services. The study found low access and low usage of certain public services, low responsiveness, poor behaviour and high levels of corruption as major areas of concerns. Some of the policy implications are presented below for necessary action.

5.3.1 Responsiveness and Efficiency

The citizen feedback on public services in the city indicates low responsiveness, poor behaviour of the staff of the service providers and low efficiency in delivering the services with the exception of CESCO. In addition, the level of satisfaction with the quality of all services taken into account dropped considerably when the citizens had a

problem and consequently interacted with the respective service providers.

There is availability of a great deal of knowledge today about efficient administration systems, transparent procedures, and incentive structures. Steps now need to be taken to modernise the system at the municipal level to reap the benefits of efficient and transparent administration.

The concept of decentralisation of the 74th Constitutional Amendment is yet to become a reality at the municipal level in Orissa.

Thus, there is necessity of thorough review of flaws in the systems and practices and overhaul or reform of the systems that are no longer relevant to the changing needs of a modern urban society. The present municipal administration should be modernised for making urban governance more responsive and efficient.

5.3.2 Expand Outreach of Services in the City

The study found that the slum localities lag behind in all kinds of public services taken into consideration in terms of their access, usage and quality compared to the non-slum localities. Thus, it calls for service providers to expand their outreach focussing on slum localities.

5.3.3 Formulation of Slum Policy

So far the State Government does not have a *Slum Policy*. Thus, in the absence of any such policy many problems arise before the urban government such as new slums coming up in the urban areas of the state on a regular basis, addition of population to the existing urban slums and government has little control/restriction on the creation of urban slums. In the absence of the slum policy, there is no clear-cut guideline about the resettlement of the slum dwellers after their eviction from the urban slums and government also faces difficulty to resettle the slum dwellers. Lack of a slum policy has been an issue for slum dwellers as well because most of the slum dwellers are deprived of basic amenities and facilities provided by the government and their basic entitlements as the citizens of the country are not clear.

Bhubaneswar, the state capital has been the worst affected by the growth of slums and its associated problems compared to other urban areas of the state. Due to its employment potential and other advantages, the city has attracted poor people from different parts of the state as well as from other states. The poor people mostly engage in low paid jobs and wage labour and land in the slums because the meagre income is not enough to have a better house. However, increasing slum populations have posed challenges before the urban government to provide the necessary basic amenities and infrastructures. In the

absence of a slum policy, the slum dwellers are deprived of the basic amenities and infrastructure provided by the urban government and public agencies as have been provided to the non-slum people of the city.

Thus, the state government should soon formulate a slum policy clarifying the entitlements of the slum dwellers to benefits from amenities, infrastructure and development programmes of the government and other agencies. The slum policy should pay attention to check the growth of the existing slums and coming up of new slums in the urban areas and it should also have guidelines for the resettlement of the slum dwellers keeping the aspects of restoring their livelihoods and providing the basic amenities in mind.

5.3.4 Curb Corruption in Service Delivery

The study has revealed that corruption is high in several public agencies. Thus, the public agencies should take steps to curb corruption at various levels in accessing public services. Strong measures in terms of high penalty; recovery of money, imprisonment and loss of job should be used against those who are corrupt. Also, changes in systems such as clear procedures for activities, computerisation etc would lead to the scope for reducing corruption.

5.3.5 Resource Constraints and Public Services

Like many of the urban governments in the country, Bhubaneswar Municipal Corporation faces resource constraints, which have posed challenges before the BMC to provide public services to the citizens of the city. The State Government may think of revision of holding/property tax in Bhubaneswar city drawing lessons from other cities in the country that have implemented it successfully. Introduction of user charges can also be considered for other services, which can lead to better streamlining of processes.

5.3.6 Privatised or Outsource some of the Basic Public Services

Electricity distribution has been privatised in the city. The study reveals that CESCO has performed much better than other service providers like BMC, PHED providing drinking water and waste management services in the city. This indicates that, for certain aspects of services, privatisation may work more efficiently. BMC has recently initiated processes to privatise the waste management services in Bhubaneswar city. The Urban Development Department of the State Government, Bhubaneswar Municipal Corporation, Bhubaneswar Development Authority, the citizen's groups and forums, local NGOs, other civil society organisations and other stakeholders should work together towards identifying the basic services for privatisation and devising the modalities

for privatising the basic services in the city. While the service providers carry out their work more efficiently, civil society organisations as mentioned above can provide monitoring services for better public accountability.

5.3.7 Citizen Action

Although the level of satisfaction of the citizens of Bhubaneswar city with the quality of basic public services is quite low, there is almost no demand from the users of the city for improving the quality of public services. Awareness campaigns, dissemination of information and steps to educate the users' community should be the priority for citizen action for responsive and efficient service from the public agencies that provides the services. In this regard ward committees, citizen groups or forum should be formed in each municipal ward of the city involving the active residents of the respective wards and their skills need to be upgraded for demanding better service from the public agencies providing the basic services in the city. CYSD and other NGOs can take a lead role in this effort.

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Annexure - 1

Extra Tables - Non-Slum Households

Table A 2.1: Government Primary School Service

Primary School Services	% East Bhubaneswar	% West Bhubaneswar	%Total
Children attending primary school	45	36	39
Children attending government primary school	55	30	41
Male children attending primary school	53	56	54
Female children attending primary school	47	44	46

Table A 2.2: Satisfaction with the Behaviour of the Doctor and other Staff

	Level of satisfaction	% East Bhubaneswar	% West Bhubaneswar	% Total
Satisfaction with the behaviour of the doctor	Completely satisfied	79	83	82
	Partly satisfied	13	12	12
	Dissatisfied	8	5	6
Satisfaction with the behaviour of other staff	Completely satisfied	66	73	70
	Partly satisfied	19	17	18
	Dissatisfied	15	10	12

Table A 2.3: Reasons for thinking locality is safe and not safe for women/children

	Reasons	% East Bhubaneswar	% West Bhubaneswar	% Total
Reasons for thinking locality is safe for women/children	Good relationship/ cooperation among people in the neighbourhood	50	41	45
	Well behaved people reside in the slum	28	26	27
	People are educated and hence do not create any problem	15	32	25
Reasons for thinking locality is not safe for women/children	Drunkard people misbehave with women / snatch gold chain	46	56	53
	Anti social people live in slum	36	28	30
	Some young people misbehave with girls	23	23	23

Table A 2.4: Satisfaction with the Behaviour of Police

Level of satisfaction	% East Bhubaneswar	% West Bhubaneswar	% Total
Satisfied	65	59	61
Dissatisfied	35	41	39

Table A 2.5: Reasons of Dissatisfaction and Satisfaction with the Behaviour of Police

	Reasons	% East Bhubaneswar	% West Bhubaneswar	% Total
Reasons of dissatisfaction	Police demand speed money/ Police are corrupted	42	24	30
	Police do not provide service at the time of need	24	34	31
	Irregularity in patrolling	5	24	18
	Justice not available from police	31	12	18
	Police misbehave/ torture the common people	12	18	16
Reasons of satisfaction	Police are helpful and help at the time of need	56	55	55
	Police solves the problem appropriately	47	41	44
	Police behaves well	22	27	25
	Police take proper steps against anti socials	18	17	17
	Police come for regular rounds	12	18	16

Table A 2.6: Satisfaction with the Quality of Public Services

Public Services	Level of satisfaction	% East Bhubaneswar	% West Bhubaneswar	% Total
Road	Completely satisfied	52	46	48
	Partly satisfied	14	16	15
	Dissatisfied	34	38	37
Streetlight	Completely satisfied	73	59	64
	Partly satisfied	14	17	16
	Dissatisfied	13	24	20

Ration shop	Completely satisfied	56	60	58
	Partly satisfied	21	25	23
	Dissatisfied	23	15	19
Police	Completely satisfied	66	50	59
	Partly satisfied	7	10	8
	Dissatisfied	27	40	33
Hospital	Completely satisfied	72	77	75
	Partly satisfied	12	17	15
	Dissatisfied	16	6	10
Primary school	Completely satisfied	76	72	74
	Partly satisfied	11	3	7
	Dissatisfied	13	25	19

Table A 2.7: Satisfaction - all Respondents and those who had a Problem

Public Services	% of those who are satisfied - all respondents			% of those who are satisfied - respondents who had a problem		
	East Bhubaneswar	West Bhubaneswar	Total	East Bhubaneswar	West Bhubaneswar	Total
Road	52	46	48	8	2	4
Streetlight	73	59	64	10	3	5
Ration shop	56	60	58	8	2	5
Police	66	50	59	11	12	12
Hospital	72	77	75	13	24	18
Primary school	76	72	74	9	0	7

Table A 2.8: Sources of Drinking Water

Sources	% Sources Non-Slum Households Access Drinking Water		
	East Bhubaneswar	West Bhubaneswar	Total
Tap at home	37.6	77	62.6
Own source	53.1	20.9	32.7
Public tap	2.1	0.3	1
Tube well	1.8	1.7	1.7
Others	5.4	0	2

Table A 2.9: Satisfaction with BMC/PHED Officials for Routine Work

Routine work	Level of satisfaction	% East Bhubaneswar	% West Bhubaneswar	% Total
Time taken to attend to problem	Completely satisfied	73	64	66
	Partly satisfied	15	34	30
	Dissatisfied	12	2	4
Time taken to finish work	Completely satisfied	51	63	61
	Partly satisfied	32	30	31
	Dissatisfied	17	7	9
Overall behaviour of staff	Completely satisfied	71	79	77
	Partly satisfied	12	15	15
	Dissatisfied	17	6	8
Availability of staff in their seat	Completely satisfied	73	75	74
	Partly satisfied	22	21	21
	Dissatisfied	5	4	5
Helpfulness of staff	Completely satisfied	61	72	70
	Partly satisfied	22	23	23
	Dissatisfied	17	5	7
Efficiency with which problem was dealt	Completely satisfied	66	70	69
	Partly satisfied	17	24	23
	Dissatisfied	17	6	8
Ability of the staff in providing the required information	Completely satisfied	73	68	69
	Partly satisfied	12	26	23
	Dissatisfied	15	6	8

Table A 2.10: Satisfaction with BMC/PHED Officials for Specific Problem

Routine work	Level of satisfaction	% East Bhubaneswar	% West Bhubaneswar	% Total
Time taken to attend to problem	Completely satisfied	44	49	47
	Partly satisfied	39	29	32
	Dissatisfied	17	22	21
Time taken to resolve the problem	Completely satisfied	9	20	17
	Partly satisfied	52	32	38
	Dissatisfied	39	48	45

Overall behaviour of staff	Completely satisfied	70	42	50
Availability of staff in their seat	Partly satisfied	30	26	27
	Dissatisfied	0	32	23
	Completely satisfied	65	44	50
	Partly satisfied	31	32	32
	Dissatisfied	4	24	18
Helpfulness of staff	Completely satisfied	52	30	37
	Partly satisfied	39	41	40
	Dissatisfied	9	29	23
Efficiency with which problem was dealt	Completely satisfied	39	30	33
	Partly satisfied	52	31	37
	Dissatisfied	9	39	30
Ability of the staff in providing the required information	Completely satisfied	52	32	38
	Partly satisfied	44	42	43
	Dissatisfied	4	26	19

Table A 2.11: Satisfaction with BMC Officials for Routine Work

Routine work	Level of satisfaction	% East Bhubaneswar	% West Bhubaneswar	% Total
Time taken to attend them	Completely satisfied	43	53	50
	Partly satisfied	43	35	37
	Dissatisfied	14	12	13
Time taken to finish work	Completely satisfied	14	41	33
	Partly satisfied	0	41	29
	Dissatisfied	86	18	38
Overall behaviour of staff	Completely satisfied	43	47	46
	Partly satisfied	28	29	29
	Dissatisfied	29	24	25
Availability of staff in their seat	Completely satisfied	14	53	42
	Partly satisfied	0	35	25
	Dissatisfied	86	12	33

Helpfulness of staff	Completely satisfied	0	23	16
	Partly satisfied	14	53	42
	Dissatisfied	86	24	42
Efficiency with which problem was dealt	Completely satisfied	0	47	33
	Partly satisfied	0	29	21
	Dissatisfied	100	24	46
Ability of the staff in providing the required information	Completely satisfied	0	35	25
	Partly satisfied	29	41	37
	Dissatisfied	71	24	38

Table A 2.12: Satisfaction with BMC Officials for Specific Problem

Routine work	Level of satisfaction	% East Bhubaneswar	% West Bhubaneswar	% Total
Time taken to attend them	Completely satisfied	42	22	28
	Partly satisfied	30	56	48
	Dissatisfied	28	22	24
Time taken to resolve problem	Completely satisfied	16	16	15
	Partly satisfied	31	49	44
	Dissatisfied	53	35	41
Overall behaviour of staff	Completely satisfied	41	43	42
	Partly satisfied	41	32	35
	Dissatisfied	18	25	23
Availability of staff in their seat	Completely satisfied	39	39	39
	Partly satisfied	34	43	40
	Dissatisfied	27	18	21
Helpfulness of staff	Completely satisfied	33	22	25
	Partly satisfied	31	52	46
	Dissatisfied	36	26	29
Efficiency with which problem was dealt	Completely satisfied	30	38	35
	Partly satisfied	36	28	31
	Dissatisfied	34	34	34
Ability of the staff in providing the required information	Completely satisfied	36	28	31
	Partly satisfied	34	43	40
	Dissatisfied	30	29	29

Table A 2.13: Satisfaction with overall Quality of Services of BMC

Services	Level of Satisfaction	East Bhubaneswar (%)	West Bhubaneswar (%)	Total (%)
Garbage	Completely Satisfied	19	17	18
	Partly Satisfied	8	18	14
	Dissatisfied	73	65	68
Drains	Completely Satisfied	10	12	12
	Partly Satisfied	9	16	13
	Dissatisfied	81	72	75

Table A 2.14: Voltage Stability during Rainy and Summer Seasons

Seasons	% of people reporting stable voltage		
	East Bhubaneswar	West Bhubaneswar	Total
Rainy	85	93	90
Summer	79	90	86

Table A 2.15: Satisfaction with CESCO Officials for Routine Work

Routine work	Level of satisfaction	% East Bhubaneswar	% West Bhubaneswar	% Total
Time taken to attend them	Completely satisfied	72	62	65
	Partly satisfied	21	32	29
	Dissatisfied	7	6	6
Time taken to finish work	Completely satisfied	70	67	68
	Partly satisfied	19	28	25
	Dissatisfied	11	5	7
Overall behaviour of staff	Completely satisfied	79	85	83
	Partly satisfied	18	13	15
	Dissatisfied	3	2	2
Availability of staff in their seat	Completely satisfied	81	77	78
	Partly satisfied	17	22	21
	Dissatisfied	2	1	1
Helpfulness of staff	Completely satisfied	73	74	74
	Partly satisfied	23	23	23
	Dissatisfied	4	3	3

Efficiency with which problem was dealt	Completely satisfied	77	83	81
	Partly satisfied	19	14	16
	Dissatisfied	4	3	3
Ability of the staff in providing the required information	Completely satisfied	77	74	75
	Partly satisfied	20	23	22
	Dissatisfied	3	3	3

Table A 2.16: Satisfaction with CESCO Officials for Specific Problem

Routine work	Level of satisfaction	% East Bhubaneswar	% West Bhubaneswar	% Total
Time taken to attend them	Completely satisfied	39	35	37
	Partly satisfied	44	46	45
	Dissatisfied	17	19	18
Time taken to resolve problem	Completely satisfied	19	26	23
	Partly satisfied	37	24	30
	Dissatisfied	44	50	47
Overall behaviour of staff	Completely satisfied	49	48	48
	Partly satisfied	19	37	30
	Dissatisfied	32	15	22
Availability of staff in their seat	Completely satisfied	42	52	47
	Partly satisfied	34	39	37
	Dissatisfied	24	9	16
Helpfulness of staff	Completely satisfied	27	28	28
	Partly satisfied	41	50	46
	Dissatisfied	32	22	26
Efficiency with which problem was dealt	Completely satisfied	22	50	38
	Partly satisfied	49	24	35
	Dissatisfied	29	26	27
Ability of the staff in providing the required information	Completely satisfied	32	26	28
	Partly satisfied	46	57	53
	Dissatisfied	22	17	19

Annexure - 2

Extra Tables -Slum Households

Table A 3.1: Satisfaction with the Behaviour of Doctor and other Staff

	% Completely satisfied	% Partly satisfied	% Dissatisfied
Behaviour of Doctor	73	14	13
Behaviour of other staff	60	19	21

Table A 3.2: Safety of the Slum

	% Authorised	% Unauthorised	% Total
Slum safe from Illegal activities	44	64	56
Slum safe for women and children	69	85	78
Police help at the time of need	82	82	82
Regular rounds by the police	45	37	40
Thefts in the slum	50	29	38

Table A 3.3: Reasons for Locality being Safe/unsafe for Women and Children

	Reasons	% Authorised	% Unauthorised	% Total
Safe	Good relationship or co-operation among people	50	59	56
	Well behaved people reside in the slum	23	19	21
	People in the slum live united	16	22	20
	Slum committee active	10	18	15
	Regular police rounds	16	7	11
Unsafe	Drunkards misbehave women/snatch gold chain	57	58	57
	Anti-socials live in the slum	17	33	23
	Liquor business in the locality	24	15	20
	Notorious people live in the slum	20	16	19

Table A 3.4: Satisfaction with Behaviour of Police

Level of satisfaction	% Authorised	% Unauthorised	% Total
Satisfied	62	66	64
Dissatisfied	38	34	36

Table A 3.5: Reasons for Satisfaction and Dissatisfaction with Police Services

	Major Reasons	% Authorised	% Unauthorised	% Total
Satisfaction	Police solves the problem appropriately	39	48	45
	Police are helpful and help at the time of need	39	47	44
	Police behaves well	25	26	27
	They come for regular rounds	12	23	18
	Police take proper steps against anti socials	16	18	17
	Police do not demand any bribe	4	5	4
Dissatisfaction	They demand speed money/Police are corrupted	69	47	57
	They misbehave/ torture the common people	15	36	27
	They do not provide service at the time of need	19	22	21
	Irregularity in patrolling	8	26	18
	Justice not available from police	20	13	16
	They do not arrest anti-socials	10	12	11

Table A 3.6: Reasons for use and non-use of Anganwadi Services

	Major reasons	% Authorised	% Unauthorised	% Total
Sending children	Supplementary			
	food given to child	62	61	61
	Growth of child			
	monitored	27	22	25
	To educate the			
	child/provide			
	pre-schooling	73	100	86
	Anganwadi is near to my home	23	11	18

Not sending children	Supplementary food not given	25	60	40
	No one at home to take child to			
	anganwadi	40	7	26
	Growth of child is not monitored	15	20	17
	No proper care	35	33	34

Table A 3.7: Overall Satisfaction with Anganwadi Services

Level of satisfaction	% Authorised	% Unauthorised	% Total
Completely satisfied	46	44	46
Partly satisfied 19	17	18	
Dissatisfied 35	39	36	

Table A 3.8: Reasons for Satisfaction and Dissatisfaction with Anganwadi Service

	Major reasons	% Authorised	% Unauthorised	% Total
Satisfaction	Provision for supplementary food	29	46	36
	Growth monitoring regularly done	29	36	32
	Proper care of child	47	82	61
	Child learns new things	18	18	18
Dissatisfaction	Teaching materials not provided	11	29	19
	Supplementary food not provided	67	71	69
	No growth monitoring/ weighing of children done	22	29	25
	Less amount of supplementary food is provided	11	14	13

Table A 3.9: Nature of Problems faced with different services

Services	Nature of Problems	% Authorised	% Unauthorised	% Total
Road	Rough road	60	46	51
	Muddy road during rainy season	25	51	41

Streetlight	Frequently out of			
	order/defunct	30	59	44
	Streetlight defunct	39	25	33
	Road remain dark	12	9	11
Ration shop	Irregular supply			
	of ration	63	53	59
	Full quota not given	20	21	21
	Ration not available	16	21	18
Police	Misbehave people	25	50	34
	Ask for speed money	29	19	25
	Do not get justice/ no timely action	29	13	23
	Did not accept FIR	18	25	21
Govt. hospital	Free medicines			
	not available	35	50	44
	Treatment is not satisfactory	28	21	24
	Non-availability of doctor	15	10	12
Govt. primary school	Study not proper	60	54	56
	Quality teaching not imparted	40	8	17
	Teachers not present	20	8	11

Table A 3.10: Process of Contact

Services	Process of contact	% Authorised	% Unauthorised	% Total
Road	Group	48	62	57
	Corporator	50	32	39
	Slum committee	4	14	10
Streetlight	Personal visit	18	10	15
	Group	63	69	65
	Corporator	38	21	30
Ration shop	Personal visit	48	54	50
	Group	43	23	35
	Corporator	24	15	21
Police	Personal visit	81	50	68
	Group	13	25	18
Govt. hospital	Personal visit	80	75	77
	Group	0	19	12

Table A 3.11: Adequacy of Water Supply

Sources	Seasons	Percentage of Respondents Saying "Yes"		
		Authorised	Unauthorised	Total
Public Tap	Rainy	57	53	55
	Summer	28	39	35
Tube Well	Rainy	66	76	72
	Summer	30	30	30

Table A 3.12: Quality of Water - Public Tap and Tube Well

Sources of water	Seasons	Quality of water (%)					
		Authorised		Unauthorised		Total	
		Clear water	Muddy water	Clear water	Muddy water	Clear water	Muddy water
Public tap	Rainy	66	34	85	15	78	22
	Summer	94	6	98	2	96	4
Tube Well	Rainy	88	12	79	21	83	17
	Summer	83	17	84	16	84	16

Table A 3.13: Taste of Water - Public Tap and Tube Well

Sources of water	Seasons	Quality of water (%)					
		Authorised		Unauthorised		Total	
		Sweet	Salty	Sweet	Salty	Sweet	Salty
Public tap	Rainy	94	6	95	5	94	6
	Summer	92	8	98	2	96	6
Tube Well	Rainy	89	11	81	19	84	16
	Summer	89	11	83	17	86	4

Table A 3.14: Problem Incidence and Problem Resolution - Drinking Water

Sources of water	Problem Incidence (%)			Problem Resolution (%)		
	Authorised	Unauthorised	Total	Authorised	Unauthorised	Total
Tube well	86	85	85	40	48	45
Public Tap	70	61	64	21	13	16

Table A 3.15: Nature of Problems- Drinking Water

Source	Nature of Problems	% Authorised	% Unauthorised	% Total
Public Tap	Inadequate supply of water	67	52	57
	Frequent breakdown of source	12	9	10
	Scarcity of water during summer	6	13	10
Tube well	Inadequate supply of water	19	15	16
	Frequent breakdown of source	46	50	48
	Scarcity of water during summer	9	18	14

Table A 3.16: Nature of Problems - Garbage and Drain

Services	Nature of Problems	% Authorised	% Unauthorised	% Total
Garbage	Irregular garbage clearance	58	40	47
	Foul smell from garbage	36	54	47
Drain	Overflow of drain water on road	41	32	35
	Mosquito due to drain water	19	31	26
	Foul smell from drains	15	28	23
	Irregular drain clearance	14	15	15

Table A 3.17: Persons to be contacted for Problem - Garbage and Drain

Persons contacted	% Authorised	% Unauthorised	% Total
Municipality	25	15	20
Slum leader	22	29	26
Corporator	30	32	31
MLA	1	1	1
Don't know	29	29	29

Table A 3.18: Reasons of visiting the Municipality

Reasons	% Authorised	% Unauthorised	% Total
For an enquiry or routine work	20	17	18
To complain about garbage related problem	1	2	2
To complain about drains related problem	22	15	19
To complain about garbage & drains	57	67	61

Table A 3.19: Awareness about the officials to be contacted and steps to be taken

Services	Awareness on whom to contact	% Authorised	% Unauthorised	% Total
Garbage	Officials to be contacted	50	70	60
	Procedure to be followed	40	60	50
Drains	Officials to be contacted	71	89	78
	Procedure to be followed	50	78	61

Table A 3.20: Reasons of Dissatisfaction with Garbage and Drain Clearance Service

Service	Reasons for dissatisfaction	% Authorised	% Unauthorised	% Total
Garbage	Irregular clearance of garbage	83	86	86
	Lack of dustbins	19	35	29
Drains	Lack of a drainage system	66	60	63
	Overflow of drain water on the road	18	20	19
	Foul smell/ unhygienic condition due to garbage	14	21	18

Table A 3.21: Suggestions for improvement of Garbage and Drain clearance service

Service	Suggestions	% Authorised	% Unauthorised	% Total
Garbage	Dustbin should be provided	56	67	62
	Regular clearance of garbage by BMC	58	69	64
Drains	Construction of drain	89	83	86
	Choked drain should be cleared	8	16	13

Table A 3.22: Frequency of Power cut in the Slum Locality

Seasons	Response	% Authorised	% Unauthorised	% Total
Rainy	Never	58	40	48
	Once a day	29	42	36
	Twice a day	7	16	12
	More than twice a day	6	2	4
Summer	Never	26	23	24
	Once a day	36	30	33
	Twice a day	28	33	31
	More than twice a day	10	14	12

Table A 3.23 Receiving Bill, its accuracy and convenience of payment timing

	% Authorised	% Unauthorised	% Total
Received electric bill	98	97	97
Accuracy of bill	89	87	
Convenience of payment timing	93	87	90

Table A 3.24: Nature of Problems - Electricity

Nature of Problems	% Authorised	% Unauthorised	% Total
Voltage fluctuations	25	34	30
Wrong bill by CESCO	25	20	22
Unscheduled power cut	11	20	17
Delay in getting reconnection	9	10	10
Transformer burnt due to overload	16	2	8

Table A 3.25: Reason for visiting CESCO officials

Major Reasons	% Authorised	% Unauthorised	% Total
To pay electricity bill	83	81	82
To get electricity connection	12	18	15
To complain about a problem	30	23	27

Table A 3.26: Awareness about the officials to be contacted and steps to be taken

Purpose	Awareness	% Authorised	% Unauthorised	% Total
Routine work	Officials to be contacted	90	96	93
	Procedure to be followed	85	88	87
Specific problem	Officials to be contacted	100	93	97
	Procedure to be followed	85	93	89

Table A 3.27: Speed Money Phenomenon-Electricity

	Authorised	Unauthorised	Total
% paid bribe	12	13	12
% used middlemen for paying bribe	11	18	15
% paid bribe to get electricity connection	44	61	54
% paid bribe get repair work done	44	13	27
% paid bribe to correct the faulty electricity bill	11	26	20
% from whom bribe was demanded	72	78	76
% whose work got completed	94	96	95
Average amount paid as bribe in Rs.	104	234	177

Table A 3.28: Reasons for Satisfaction with the Quality of Service of CESCO Officials

Major reasons	% Authorised	% Unauthorised	% Total
Provide service in time	58	38	48
Provide accurate bill	27	47	37
Stable voltage	22	33	28

Table A 3.29: Reasons for Dissatisfaction with the quality of Service of CESCO officials

Major reasons	% Authorised	% Unauthorised	% Total
Voltage fluctuation	54	47	50
Inaccurate bill	34	21	26
Unscheduled power cut	29	28	28
Demand for bribe	11	19	16

Also in the CYSD Publication Series



The Long Wait: *Time spent by people below the poverty line in accessing public services*

In Koraput district of Orissa, a person below the poverty line spends up to seven hours each time he/she accesses subsidised foodgrain from the public distribution system or accesses public health facilities. In Badaposi village, Keonjhar block, villagers spend all day getting to and from the nearest PDS outlet 12 km away. One villager has visited a primary health centre eight times to get a death certificate for her husband that would entitle her to the National Family Benefit Scheme.

Forty-seven per cent of Orissa's people live below the poverty line. The government has a number of social security and poverty alleviation programmes in place for them. However, this first-ever time use survey on the hours spent by the poor in accessing public services reveals that the net value of these services to those entitled is at best marginal, and at worst zero and even negative. The value of the public services is greatly diminished by the loss of wages for the hours spent accessing the services. Multiple visits in quest of inaccessible or unavailable services can make the process of availing of public services counter-productive for the poor. This is a startling revelation.

Also in the CYSD Publication Series



The Vanishing Poor: A study of the shrinking coverage of pro-poor issues in the print media

Forty-seven per cent of Orissa's people live below the poverty line. Yet, this study of five Oriya newspapers and four English-language papers reveals that Oriya newspapers devote less than 4% of their total space to pro-poor and social development issues. The English language newspapers devote less than 1% of their space to issues concerning the poor. The few stories that do appear lack depth and analysis.

Clearly, politics, business, entertainment, sport and advertisements are edging the poor further and further into the margins. Newspapers have reporters on the food and fashion beats, but few have correspondents to cover rural poverty or labour issues any more. Though it is the democratic function of the media to monitor and reflect the condition of society as a whole, the poor seem to be vanishing from the news pages.

What happens when the press fails to signal the weaknesses of society? Why has the Indian press, which arose out of the freedom struggle, abandoned its activist role? What do publishers and media persons feel about the diminishing coverage of pro-poor issues in the Indian media? Do readers themselves feel that the press is representing their concerns and needs adequately?

Also in the CYSD Publication Series



The Invisible Workforce: Empowering women in Orissa through economic participation

Orissa's rural women form almost a third of the total workforce. They work in agriculture, as casual labour, and at various income-generation activities such as leaf-plate making for over 10 hours a day, earning anything from Rs 0-30. Almost all of them are employed in the unorganised sector. Both at the workplace and at home women work longer hours than men do. But they earn much less, have no control over land, capital and technology, no access to resources such as credit, fertiliser or seeds, and no say in the pricing and marketing of their produce. Their economic contribution is quite invisible.

This study, conducted in five districts of Orissa, is one of the first to actually go to the state's vulnerable and largely illiterate female workforce to identify their needs.

What do these rural and tribal women really need to strengthen their economic participation? What are the factors that the 865 women surveyed here feel will help them become economically independent? Why is it that these workers scarcely know about the host of government programmes promoting their economic empowerment? Why are even the beneficiaries of these government schemes dissatisfied with them?

About CYSD

Centre for Youth and Social Development (CYSD) is a two-decade old not-for-profit development organization working to improve the lives of tribal, rural and urban poor in Orissa. Helping communities identify and initiate development measures; providing training and other capacity-building support to pro-poor organizations and individuals; and carrying out research and advocacy in favor of the poor constitute the major initiatives of the centre.

Community empowerment, livelihood promotion, local self-governance, micro-finance and entrepreneurship development, primary education, gender equity, disaster preparedness and organization development are among the centre's major concerns.

CYSD reaches out to 47,285 poor families and over 900 development organizations spread across 538 villages and seven slums in ten districts of the state. While three of its tribal development projects are located in the remote districts of Koraput, Sundargarh, Keonjhar and Mayurbhanj, a rural development project and an urban development project are located at Choudwar Mangarajpur near Cuttack and in the urban slums of Bhubaneswar respectively.

The centre is part of several global alliances including Social Watch, Transparency International and CIVICUS, working to strengthen citizenry and civil society action across the world.

About PAC

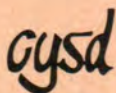
Public Affairs Centre (PAC) is an non-profit organisation dedicated to the cause of improving the quality of governance in India. PAC's focus in this regard is primarily on areas in which the public can play a proactive role in improving governance. PAC undertakes and supports research on public policy and services, disseminates research findings, facilitates citizen action support for collective action and provides advisory services to state and non-state agencies.

An important criterion of success of civic authorities is how effectively they provide basic services to their citizens. Keeping this in view, CYSD collected citizens' feedback on public services in Bhubaneswar, the capital of Orissa, using the Citizen Report Card method.

The study, carried out in collaboration with Public Affairs Centre, Bangalore, sought to assess the state of major public services in the city from a users' perspective, build a set of benchmarks for the future, create public awareness, and influence the urban governance system to improve the quality of services. Nine basic services in general, namely roads, streetlights, public ration distribution, public transport, police, primary education, health care, anganwadi and housing, and three basic services in particular such as drinking water, waste management and supply of electricity have been analysed. The study covers both the slum and non-slum areas under the jurisdiction of the Bhubaneswar Municipal Corporation.

This first-ever study on public services in Bhubaneswar reveals that while the users are reasonably happy with the quality of electricity supply, they are quite dissatisfied with the other services in question, especially drinking water supply and waste management. Service providers' responsiveness towards the grievances of users is quite low across the services. Delayed and inefficient problem solving, inconsiderate staff behaviour, and demand for bribes are among the foremost causes of dissatisfaction, the study points out.

We sincerely hope that service providers, policy makers, urban planners, development practitioners, civil society actors, and social researchers will find the study findings useful.



Centre for Youth and Social Development



Public Affairs Centre