PUBLIC SERVICES for the URBAN POOR

A Report Card on Three Indian Cities

Samuel Paul

Public Affairs Centre
Bangalore
Public Services for the Urban Poor: A Report Card on Three Indian Cities

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There is an abundance of studies on India’s poverty alleviation programmes. Not much is known, however, about how the poor have benefited from the public services that government has provided both in urban and rural areas. Some of the services are infrastructural and others entail basic civic amenities. In general, these services impact directly on the productivity of the poor and on their ability to take advantage of economic opportunities. Over the years, government has invested heavily in a variety of public service providers. The latter are usually evaluated in terms of their outlays, physical measures of output and financial returns. Whether in fact their services are actually being utilised by the poor and whether they meet felt needs adequately are not often asked by most evaluators. Consequently, the outcomes and effectiveness of public investments are not always monitored or fully known.

This paper focuses on the effectiveness of public services with special reference to the urban poor. The underlying approach is to elicit information from the poor themselves on aspects of effectiveness for which they are the best judges. How responsive, for example, are public service providers to the needs of the urban poor? Do the poor in our cities have access to infrastructure and civic services in their localities? What do they say about the adequacy and quality of the services? Answers to these questions are presented below based on a comparative analysis of the feedback from slum dwellers in three large cities, namely, Ahmedabad, Bangalore and Pune. The purpose of the study is not only to see how India’s public agencies are serving the urban poor, but also to assess the value of citizen feedback as a means to improve public accountability and performance.

The major findings of the study are the following:

- Pune leads in the satisfaction of the urban poor with their access to most public and civic services. Ahmedabad has the least satisfied urban poor and Bangalore is in between.

- Sanitation is the least satisfactory of all public services,
according to the urban poor in all three cities.

- In contrast to access to services (existence of facilities nearby), the responsiveness of public agencies is rated as unsatisfactory by the urban poor in all three cities. But Pune is better in this regard than Bangalore and Ahmedabad.

- Bangalore leads in the prevalence of corruption in public services. Every third slum dweller dealing with a public agency pays some "speed money" whereas only one in seventeen (the lowest) pays up in Pune.

- Significant proportions of the urban poor are willing to pay for household water taps and toilets in all three cities.

Slum dwellers constitute nearly a third of the population of the metropolitan cities of India today. In Ahmedabad, thirty per cent of the population is reported to be located in slums. In Bangalore and Pune, only a fifth of the population is estimated to be in slums. Of the 62 million people living in the twelve largest cities of India, nearly 20 million are found in areas classified as slums. The slum population of the three cities under study is estimated at 2.7 million or 13.5 per cent of the total slum dwellers in the twelve largest cities. Slums represent the concentration of urban poverty in India though some non-poor persons may also be found to be living in such areas simply because of the acute shortage of housing.

Information on the state of public service delivery and utilisation in the three cities was generated through two well known research methods. The first consisted of "focus group" discussions with slum dwellers in selected localities. Focus groups refer to small groups of people who are encouraged to discuss their common problems (in this case about public or civic services in their locality) in the presence of a facilitator. This method is particularly useful for generating qualitative information and conclusions backed by consensus. The second source of data was a random sample survey of persons living in the slums. Trained investigators interviewed the main income earner from the selected households using a structured but simple questionnaire. The number of households visited by the investigators was 340 in Pune, 301 in Ahmedabad and 327 in Bangalore. In each city, the sample was stratified by the age of the slum or area (old and new). The standard error of the sample using the lowest sample split is no more than
3.4 per cent. Male respondents dominated the group discussions and interviews except in Pune where women participated more actively than in the other two cities.

1. Urban Poor’s Access to Public Services

Water, electricity and sanitation were identified by slum dwellers in all three cities as services of the highest priority. Public distribution system (PDS) and health were next in order of importance. Respondents were asked about their access to these and other services and the degree to which they were satisfied with their access.

**Table 1**

Public Services

Availability, Use and Satisfaction

(All Figures in Per Cent)*

<table>
<thead>
<tr>
<th>Service</th>
<th>Pune</th>
<th>Ahmedabad</th>
<th>Bangalore</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>A</td>
<td>U</td>
<td>S</td>
</tr>
<tr>
<td>Water</td>
<td>95</td>
<td>80</td>
<td>80</td>
</tr>
<tr>
<td>Electricity</td>
<td>96</td>
<td>100</td>
<td>85</td>
</tr>
<tr>
<td>Sanitation</td>
<td>84</td>
<td>99</td>
<td>24</td>
</tr>
<tr>
<td>PDS</td>
<td>94</td>
<td>67</td>
<td>94</td>
</tr>
<tr>
<td>Health</td>
<td>11</td>
<td>74</td>
<td>98</td>
</tr>
<tr>
<td>Street lights</td>
<td>99</td>
<td>87</td>
<td>56</td>
</tr>
<tr>
<td>Garbage</td>
<td>60</td>
<td>98</td>
<td>58</td>
</tr>
<tr>
<td>Police</td>
<td>19</td>
<td>100</td>
<td>35</td>
</tr>
</tbody>
</table>

* Per cent respondents saying "yes"

A = Availability of service

U = Use of service

S = Satisfaction

Data on availability were not relevant or could not be generated for all items. PDS shops, for instance, need not be located in a slum. Availability should be interpreted as a measure of access and is more pertinent to service facilities like water taps, electricity or toilets which can be expected to be physically located within or near
a slum. In some cases data on satisfaction could not be gathered.

Pune is clearly the leader in respect of the availability and use of almost all the public services. The only exception is health facilities where in terms of availability, only 11 per cent have said "yes". This is not, however, surprising as hospitals and clinics need not be located in the proximity of slums. On the other hand, Pune shows a reasonably high use of health facilities by the poor and the highest level of satisfaction with this service.

Access to water, PDS, sanitation and garbage services is the lowest in Bangalore. Ahmedabad ranks lowest in electricity and street lights. Inadequacy of the basic amenities is the major underlying problem highlighted by the respondents. Thus in Ahmedabad, people are not able to get no-objection certificates from the municipal corporation, a pre-requisite for getting a new connection from the electricity company.

Pune is ahead also in the degree of slum dweller satisfaction with access to services except for sanitation and PDS. Though utilisation by those with access to sanitation is high, only 24 per cent of the respondents are satisfied with the facilities. Sanitation get the lowest marks from other cities too. The most widely condemned public service in all the three cities is sanitation. While a majority of people claim that some sanitation facilities exist in their locality, lack of water, and poor maintenance including infrequent cleaning seem to make proper utilisation extremely difficult for them. Both Ahmedabad and Pune give low marks to PDS as a result of their experience with adulteration of food, irregular supplies and high prices.

Overall, Pune leads in terms of the availability and use of the public services listed in Table 1 above and in the satisfaction of slum dwellers with access to these services. In respect of access to services such as banks and police also, Pune is ahead of the other cities. Those who have interacted with the police in Pune slums have expressed full satisfaction with the response they received. This is a striking finding that will be examined in some detail in a later section.

Ahmedabad comes last in terms of both access to and satisfaction with public services. It has the lowest satisfaction scores for water, electricity, PDS, and health. Bangalore falls in between.
There is not a single service in which either of these cities is the leader when availability, use and satisfaction are taken together. Though in sanitation Bangalore and Ahmedabad are ahead of Pune with respect to satisfaction, the numbers are low and access levels are much below Pune's.

It is clear from the analysis of the public feedback presented above that availability of the infrastructure may no longer be the number one problem facing the urban poor in many areas. This is not to imply that the issue of access has been resolved. The fact remains, however, that in the slums under study, a reasonable number of water taps and toilet facilities have been provided. Fair price shops have been licensed. Street lighting has been extended to slums. Public agencies and their staff exist to maintain these facilities or to deliver the services. Low satisfaction levels in services like sanitation, water and PDS signal major problems of reliability and quality in the operation and maintenance of the facilities and services. The effectiveness and efficiency of the management of the infrastructure is not commensurate with the public investments that have been made. Further evidence on this problem is provided in the following section.

2. Responsiveness of Public Agencies

The urban poor who encounter problems with the public services discussed above are less likely to approach the agencies involved for redressal than middle class citizens. Slum dwellers are less well informed about what to do and are less endowed with the resources, time and contacts required to solve their problems. Often they do not have much confidence in the system and its fairness. For all these reasons, a smaller proportion of the people in our sample seems to have interacted with public agencies (service providers) in contrast to the respondents in the non slum samples interviewed in the same three cities. The proportions of slum dwellers in our sample who interacted with various public agencies were 16, 18 and 22 per cent in Pune, Ahmedabad and Bangalore respectively. In all three cities, the electricity agency accounted for the majority of contacts. Excess billing was a common problem that required visits to the electricity agency. Water shortage or erratic supply, clogged drainage and ration card renewal were other reasons for visits to agencies.

Slum dwellers in the three cities were asked whether or not they
were satisfied with (1) the helpfulness of the agency staff who dealt with them; (2) the time taken by the staff to attend to their concerns; and (3) the time taken to solve their problems. Information on the number of times they had to visit the agencies and on whether or not their problems were satisfactorily resolved was also obtained. Finally, they were asked whether they had to pay "speed money" (bribe) to agency staff to get their work done. Table 2 summarises the responses to these questions. The number of observations was not large enough to permit an agency wise analysis of the data. What is presented below is therefore an aggregate picture of the agency responsiveness to the problems or concerns of the urban poor about public services. The first three items in the table are direct measures of responsiveness. The remaining shed further light on other aspects of agency responsiveness.

### Table 2
**Key Dimensions of Agency Responsiveness**

(All Figures in Per Cent)*

<table>
<thead>
<tr>
<th>Dimension</th>
<th>Pune</th>
<th>Ahmedabad</th>
<th>Bangalore</th>
</tr>
</thead>
<tbody>
<tr>
<td>Staff helpfulness</td>
<td>45</td>
<td>14</td>
<td>40</td>
</tr>
<tr>
<td>Time taken to attend to problem</td>
<td>36</td>
<td>25</td>
<td>38</td>
</tr>
<tr>
<td>Time taken to solve problem</td>
<td>36</td>
<td>15</td>
<td>26</td>
</tr>
<tr>
<td>Three or more visits to agency</td>
<td>55</td>
<td>63</td>
<td>71</td>
</tr>
<tr>
<td>Cases of problems solved</td>
<td>55</td>
<td>21</td>
<td>38</td>
</tr>
<tr>
<td>Persons paying &quot;speed money&quot;</td>
<td>6</td>
<td>20</td>
<td>32</td>
</tr>
</tbody>
</table>

* Per cent respondents expressing satisfaction (first three items) or agreeing with statement (last three items).

What is striking about this table is the sharp decline in the satisfaction scores in comparison to those in Table 1. Satisfaction with responsiveness ranges from 14-45 per cent in Table 2 compared to a range of 24-98 per cent for satisfaction with access in Table 1. This means that access to services or the provision of infrastructure for services has increased and slum dwellers are happy about it. But if they had any problems or complaints about the services (e.g., breakdowns, erratic service, delays, wrong bills, etc), the concerned public agencies were just not able to respond satisfactorily. Only a third of the people or less felt that the time taken to settle their problems was reasonable. This is in spite of the fact that the expectations of the poor about quality and
responsiveness are admittedly much lower than those of the average citizens. In Bangalore 71 per cent of the respondents had to visit an agency three or more times to sort out their problems. The corresponding numbers for Ahmedabad and Pune are 63 and 55 per cent respectively. After several visits, only 21 per cent of the slum dwellers in Ahmedabad were able to get their problems satisfactorily resolved. The success rates were higher at 38 and 55 per cent in Bangalore and Pune respectively.

In addition to the delays and low success rates, slum dwellers had also to pay "speed money" to agency staff. In Bangalore, every third person who dealt with a public agency had to pay "speed money". In Ahmedabad, every fifth person who interacted with an agency paid "speed money". Pune ranked the lowest on this score, with every seventeenth person paying "speed money". Unfortunately, the payment of "speed money" was no guarantee for satisfactory results. Nearly 33 per cent of the respondents in Pune, 55 per cent in Ahmedabad and 39 per cent in Bangalore reported that their problems were not resolved even after "speed money" was paid.

It is only in the health services area that one finds some evidence of agency responsiveness. When asked whether any agency staff have visited and assisted slum households in the recent past, people identified health related staff as the most frequent visitors to slums. Over 49 per cent of the slum dwellers in Pune, 59 per cent in Ahmedabad and 43 per cent in Bangalore recalled visits by health staff. It is possible that this includes staff of non-governmental agencies (NGOs) and other private personnel. But health staff do stand out in contrast to negligible numbers of staff from other public agencies. This underscores the fact that it is not impossible for public agencies to reach out and to be responsive to the public. In general, however, a proactive approach on the part of public agencies seems to be rare in the three cities.

While agency responsiveness to the concerns and complaints of the urban poor leaves much to be desired in all the three cities, Pune presents the best picture almost on all counts. It is marginally below Bangalore with respect to the time taken by staff to attend to problems. On the other hand, Pune is way ahead of the other two cities with respect to the time taken to solve problems and in the final resolution of problems. The incidence of "speed money" is also significantly lower in Pune. This is not to say that Pune can rest on
its laurels. There is clearly much room for improvement.

Ahmedabad is again at the bottom of the pile with Bangalore emerging as the runner up. It is remarkable how among three comparable cities, all of them industrially developed and under the same political and administrative culture, one stands out in terms of responsiveness to the urban poor. It will be instructive to explore the factors that led to this outcome so that the lessons from Pune can be disseminated to other parts of the country. There is much merit in trying to learn from the experience and accomplishments of agencies in one’s own country than from other settings which are far more dissimilar.

3. Lessons from Pune

Can Pune’s performance be attributed to the superior profile of its slums? It is possible for a better endowed people to elicit greater responsiveness from its public agencies. In order to test this hypothesis, we present below the salient features of the slum households in the three cities.

### Table 3
Profiles of the Selected Slums

<table>
<thead>
<tr>
<th>Feature</th>
<th>Pune</th>
<th>Ahmedabad</th>
<th>Bangalore</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Family size</td>
<td>5.94</td>
<td>5.69</td>
<td>6.60</td>
</tr>
<tr>
<td>2. Literacy (%) school</td>
<td>62.00</td>
<td>60.00</td>
<td>58.00</td>
</tr>
<tr>
<td>3. Households with working children(%)</td>
<td>12.90</td>
<td>19.60</td>
<td>12.20</td>
</tr>
<tr>
<td>4. Per capita monthly income (Rs)</td>
<td>258</td>
<td>179</td>
<td>175</td>
</tr>
<tr>
<td>5. Dwelling area (Sq.ft)</td>
<td>68</td>
<td>203</td>
<td>276</td>
</tr>
<tr>
<td>6. TV ownership</td>
<td>59%</td>
<td>18%</td>
<td>37%</td>
</tr>
<tr>
<td>7. Kerosene stove</td>
<td>97%</td>
<td>74%</td>
<td>81%</td>
</tr>
<tr>
<td>8. Pressure cooker</td>
<td>66%</td>
<td>25%</td>
<td>15%</td>
</tr>
<tr>
<td>9. No. of years in slum</td>
<td>20</td>
<td>14</td>
<td>22</td>
</tr>
</tbody>
</table>

* Per cent respondents expressing satisfaction (first three items) or agreeing with statement (last three items).
The slum households in the three cities are comparable in respect of family size, education and length of stay in the locality. Household income is significantly higher in Pune, but the dwelling area is much smaller in Pune compared to the other cities. Higher incomes in Pune may explain why the proportion of working children is somewhat lower there than in the other cities. A larger proportion of Pune households also possess assets such as television, kerosene stove and pressure cooker. In none of the cities are the slum populations organised in a manner that could make public agencies more responsive to them. A slightly higher income level than in Bangalore and Ahmedabad is unlikely to elicit greater agency responsiveness as is evident from the experience of the more educated middle class populations in the same three cities.

To understand why Pune has performed much better than Ahmedabad and Bangalore, we must therefore turn to other factors at work in that city. One hypothesis is that Pune is a more homogeneous city than, say, Bangalore, a feature that could facilitate interpersonal communication, shared values and citizen interest in collective action. Modest support for this hypothesis is provided by the evidence on the role of civic groups and their interactions with public agencies in Pune. Beyond homogeneity, the success of civic groups would no doubt depend on the quality and initiative of their leaders too. It is also possible that leaders of some public agencies have taken the initiative to expand and improve the infrastructure services in the city. A systematic study of these factors is yet to be undertaken. Meanwhile, there is some evidence that the Police Department and the Municipal Corporation in Pune have for some years been active in working with citizens in different localities to improve, services, law and order and to control crime. It is reasonable to hypothesise that this may well have caused slum dwellers to give a very high satisfaction rating, for example, to the Police (Table 1). This is indeed an unusual example as one does not expect the Police, of all agencies, to act with a human face.

In 1987, the Pune city police chief, B.J. Misar initiated a programme to involve young people in the maintenance of peace in neighbourhoods during festivals, processions and outdoor functions. Other police officers took similar steps to hold public meetings in different wards and to settle problems even before they came to the police stations. Local leaders from slums were also enlisted in this effort. These initiatives are reported to have helped
the police anticipate disturbances in slums and to improve the access to police for the vulnerable sections of the population.

Civic groups and the media also joined in strengthening the public-police interface. Awards have been instituted in Pune for the most orderly processions taken out during festivals. Over 10,000 young people have been involved in managing public meetings and processions. Non-governmental organisations have been active in orienting and coordinating police-citizen committees. A new concept of "community policing" has been put to work in Pune as a result of this unique collaboration between citizens and the police.

The high satisfaction rating given to the Police by the Pune slum dwellers is most likely a reflection of the positive benefits they have received from the responsiveness shown by the Police. In this case, the initiative seems to have been taken by the leadership of the Police Department. The lesson here is that the Pune performance is no accident and that some people had worked to make it happen as is clear from the foregoing account of what the Police had done. There is clearly considerable scope for improving service performance through the initiatives of public agencies. What is even more impressive is that the urban poor can recognise and give credit for good performance when they experience it.

4. Conclusions

This study has shed light on several aspects of the access to and use of public services by the urban poor in India. While a comparative analysis of slums in three cities cannot be regarded as representative of all urban areas in the country, it should be noted that these cities account for 13.5 per cent of the urban slums in the country. They are also among the more industrialised urban centres in the country. The conditions of the urban poor and the state of public services in the less developed urban centres could well be much less satisfactory.

We summarise below the major findings of the study and some of its implications for policy and action.

1. Sanitation has been identified by the urban poor as the most unsatisfactory public service in the three cities.
Though sanitation facilities have been built and people are able to use them in the three cities, they have given the lowest satisfaction rating to this service. This means that the operation and maintenance of these facilities have not been managed properly by the agencies concerned. The provision of water and drainage required to make these facilities usable has been neglected. The quality and reliability of the service have therefore suffered. It is also possible that people have not been oriented and trained in the use of the facilities. There is no evidence that slum communities play any role in the maintenance and monitoring of the facilities. The lack of progress on this front is a national disgrace and stands in sharp contrast to the achievements in other urban infrastructure services at least as far as access is concerned. The popular perception that the poor are unaware of or do not care about sanitation is no longer valid. The signal from the urban poor is loud and clear that sanitation is a felt need and a high priority for them.

There is a clear case for a major overhaul of the urban sanitation programmes in the country. It is not only because of the high priority attached to it by the urban poor, but also because of what it can do to improve public health, productivity, fairness to women and cleanliness in the country. The negative externalities arising out of the neglect of this service are considerable.

2. Cities vary widely with respect to the access to and use of infrastructure and civic services by the urban poor.

In the three priority services identified by the urban poor, namely, water, electricity and sanitation, Pune is well ahead of Bangalore and Ahmedabad in terms of access. In terms of the urban poor’s satisfaction with the availability of public services, again Pune leads except with respect to sanitation. Even in Ahmedabad and Bangalore, more than 50 per cent of the urban poor have access to these basic infrastructure services. While much more needs to be done to improve access, credit is due to the government for expanding the coverage of these services in recent years.

3. The three cities vary also in the prevalence of “speed money” payments (corruption) in the transactions between slum
dwellers and public agencies. Bangalore leads in the "speed money" culture.

While every third slum dweller who takes a problem to a public agency in Bangalore ends up paying "speed money" (bribes) to the staff, only one in seventeen does so in Pune. Why cities differ so widely in this regard deserves further investigation. In all the three cities, slum dwellers claim that "speed money" was demanded of them by agency officials. Bangalore’s lead in the "speed money" culture seems to be pervasive as middle class households have also revealed (in a separate study) a similar pattern in dealing with public agencies.

4. The real problem lies in the inadequate responsiveness of the public agencies while interacting with the urban poor.

All is well as long as the infrastructure works. Once problems arise and slum dwellers approach the agencies concerned for redressal, the latter are often unable to satisfactorily resolve them. This is clear from the low satisfaction ratings given by people in all the three cities to the agencies’ problem resolution track record.

This finding has important implications for public policy and management. The allocation of funds for investment and expansion of access need to be matched by well focused efforts to improve the responsiveness of public agencies to client needs and problems. This may require not only a re-orientation and training of agency staff but also the creation of proper incentives and monitoring of staff so that they perform their functions properly. The practice of "speed money" payments (one third of the people paying in Bangalore) creates the wrong incentives and causes agency staff to deliberately delay and mislead the public. What good agency leaders can accomplish to improve responsiveness is evident from the account of the initiatives taken by the Police Department in Pune.

Some might argue that poor performance is due to inadequate allocation of funds for operation and maintenance (O&M) of public investments. This study has not explored budgetary allocation and therefore cannot confirm or deny this hypothesis. It is true that investments and new projects have many advocates while O&M, especially when it is called "non-plan", 

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is treated as an orphan. But we also know that even when adequate funds are available, improved accountability and service delivery do not necessarily materialise. This is the crux of the public sector problem that still remains poorly understood and addressed in India.

5. For essential services, a significant proportion of slum dwellers are willing to pay more provided they are assured of reliability and responsiveness.

Of the slum dwellers who do not have a water tap, 60 per cent in Pune are willing to pay an average of Rs. 381 per household to have one installed. Similarly 71 per cent in Ahmedabad and Bangalore are willing to pay Rs. 120 and Rs. 550 respectively. To install a personal toilet, 22 per cent of slum dwellers in Pune are willing to pay Rs. 1000 per household. In Ahmedabad 72 per cent and in Bangalore 62 per cent are willing to pay Rs. 200 and Rs. 800 respectively. Clearly, these numbers are tentative and need to be probed in depth. The amounts offered by no means will cover the full costs of the facilities being sought. Nevertheless, they point to fruitful policy alternatives for the future. There is potential here for the expanded use of available low cost technologies not only by public agencies, but also by the private sector. Needless to say, there is much scope for encouraging self reliance in the urban poor while subsidising the needy in imaginative ways. It is sad to note that though latent demand exists for these high priority services and people are willing to pay, there is no dynamic public or private programme that has responded to the challenge on a large scale.

6. Public feedback is a powerful means to assess the responsiveness and performance of public agencies that operate under monopoly conditions. It should be increasingly used to stimulate improved public sector performance and to disseminate best practices all over the country.

Whether public service providers are responsive to their users is best known to those at the receiving end of their services. If some service providers perform better than others, it is likely that there are underlying factors that can explain their superior outcomes. Although the general level of responsiveness to the urban poor leaves much to be desired in all the three cities, we have seen how Pune stands out in many respects. A further
probing of this phenomenon (though preliminary) has already shown some evidence of the initiatives taken by one public agency in that city to improve its responsiveness. It is clear that deliberate efforts to strengthen and upgrade the relations between citizens and service providers can lead to improved public accountability and performance. Citizen groups, public agencies and policy makers in all parts of the country must get exposed to the better performance and practices of cities like Pune. The average practices in the country can be upgraded only by encouraging the government and citizens alike to adopt the best practices of the superior performers.
QUESTIONNAIRE

SLUM DWELLERS LISTING EXERCISE

Namaste. I am ................. from Marketing & Business Associates Pvt. Ltd. (MBA), a market research agency. We are currently trying to understand problems experienced with organisations which provide important public services to you. Your views and experiences can help in efforts to improve service levels. Could I please talk to the head of the household / to the housewife for a few minutes.

1. Govt. agencies provide services / amenities to the public. READ OUT THE LIST OF PUBLIC AGENCIES.

1a. Can you tell me which of these services / amenities provided by Government have you used, tried to use or contacted to obtain service in the last 6 months? CIRCLE

1b. Of these, which agency(s) / services are you satisfied with? You can choose one or more than one agency. CIRCLE

1c. And of the agency(s) whose services you have used, which agency(s) are you dissatisfied with? You can choose one or more than one agency. CIRCLE.

<table>
<thead>
<tr>
<th>AGENCY</th>
<th>1a Used</th>
<th>1b Sat</th>
<th>1b Dissat</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corporation - Water supply</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Corporation - Street lighting</td>
<td>2</td>
<td>2</td>
<td>2</td>
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<tr>
<td>Corporation - Others</td>
<td>3</td>
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<td>Electricity Board</td>
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<td>Telephones</td>
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<td>10</td>
<td>10</td>
</tr>
<tr>
<td>Metropolitan Development Authority - Sewage</td>
<td>11</td>
<td>11</td>
<td>11</td>
</tr>
<tr>
<td>Metropolitan Development Authority - Others</td>
<td>12</td>
<td>12</td>
<td>12</td>
</tr>
<tr>
<td>Public Works Department</td>
<td>13</td>
<td>13</td>
<td>13</td>
</tr>
<tr>
<td></td>
<td>1a Used</td>
<td>1b Sat</td>
<td>1b Dissat</td>
</tr>
<tr>
<td>----------------</td>
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<td>----------</td>
</tr>
<tr>
<td>P &amp; T</td>
<td>14</td>
<td>14</td>
<td>14</td>
</tr>
<tr>
<td>Police</td>
<td>15</td>
<td>15</td>
<td>15</td>
</tr>
<tr>
<td>Railways</td>
<td>16</td>
<td>16</td>
<td>16</td>
</tr>
<tr>
<td>Food &amp; Civil supplies / ration</td>
<td>17</td>
<td>17</td>
<td>17</td>
</tr>
<tr>
<td>Others (Specify)</td>
<td>18</td>
<td>18</td>
<td>18</td>
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<tr>
<td></td>
<td>19</td>
<td>19</td>
<td>19</td>
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<tr>
<td></td>
<td>20</td>
<td>20</td>
<td>20</td>
</tr>
</tbody>
</table>

2a. (CHOOSE ANY ONE AGENCY CIRCLED UNDER SAT) You said you were satisfied with .......... agency. Why do you say that you are dissatisfied with ................. agency?

2b. (CHOOSE ANY ONE AGENCY CIRCLED UNDER DISSATISFIED) And why do you say that you are dissatisfied with ................. agency?

3a. Have you personally contacted / visited any of these departments with a problem in the last six months?

   Yes     : 1     -     No : 2     GO TO Q.7a

3b. Which agency did you go to with a problem?

3c. Could you tell me what problem you faced which made you go this agency. PROBE RECORD VERBATIM.

4a. Could you tell me whether you were happy or unhappy with the behavior of the staff in this agency towards you?

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Happy</td>
<td>1</td>
</tr>
<tr>
<td>Unhappy</td>
<td>2</td>
</tr>
<tr>
<td>Can't say</td>
<td>3</td>
</tr>
</tbody>
</table>

4b. Why do you say so?

4c. How happy or unhappy were you with the time taken by the staff to attend to your problem?
4d. Why do you say so?

Happy : 1
Unhappy : 2
Can't say : 3

4e. How happy or unhappy were you with the time taken by the staff to solve your problem?

Happy : 1
Unhappy : 2
Can't say : 3

4f. Why do you say so?

4g. How happy or unhappy were you with the helpfulness of the staff whom you met?

Happy : 1
Unhappy : 2
Can't say : 3

4h. Why do you say so?

4i. Totally, how many times did you visit this agency with your problem in the last one year?

Once : 1
Twice : 2
Thrice : 3
Four times : 4
More than four times : 5

5a. Apart from this agency, you said that you had also used other services. Could you look at this card and tell me how satisfied you are with the service provided by each such agency? (SHOW CARD C) INV : PLEASE RECORD RESPONSES ACCORDING TO THE SCALE MENTIONED BELOW

Happy : 1
Unhappy : 2
Can't say : 3
5b. Could you look at this card and tell me which of these agencies in your opinion are problem free. **By problem free,** I mean dealing with this agency is extremely easy. **Used Satisfaction problem free**

6a. You went to this agency to solve a problem. Has this problem been solved?

Yes : 1  -  No : 2

6b. Did you have to pay anything extra to people in the department to get your work done?

Yes : 1  -  No : 2  GO TO Q.7a

6c. Did the person concerned asked you or approach you for money or did you pay on own initiative?

Ask for money : 1
Paid on own : 2

6d. How much money did you have to pay to get your work done? RECORD ACTUAL AMOUNT.

Rs.........................

7a. Recently, has anyone from the PDS or the ration card agency personally contacted you to help you get a ration card or to enquire about usage of your card?

Yes : 1  -  No : 2

7b. Has anyone from the electricity department contacted you about an electric connection at your house?

Yes : 1  -  No : 2

7c. Has anyone from the government health service come to you to provide any health related facility in the recent past?

Yes : 1  -  No : 2
7d. Has anyone from the police department met you, spoken to you or visited your house in the recent past?

Yes : 1 - No : 2

7e. Apart from these agencies have the staff of any other public agencies contacted you voluntarily to extend their help?

Yes : 1 - No : 2 GO TO Q.8a

7f. Which of these agencies have tried to help you?

........................................................................................................................................
........................................................................................................................................
........................................................................................................................................

8a. There are some voluntary groups / organisations which work to improve the facilities existing in areas like this. Are you aware of any such group organisation working in the area where you live?

Yes : 1 - No : 2 GO TO Q.9a

........................................................................................................................................
........................................................................................................................................
........................................................................................................................................

Collect name and address:
Name : ......................................................................................................................
Address : ...................................................................................................................
........................................................................................................................................

8b. Can you please tell me what kind of work such groups / organisations are doing in your residential area?

........................................................................................................................................
........................................................................................................................................
........................................................................................................................................
9a. People residing within the slum can join hands to form an association to take up personal problems or their common problems with the agencies. Are you aware of any such associations in your area?

Yes : 1 - No : 2

9b. If such an association was formed in your area, would you be willing to become a member?

Yes : 1 - No : 2 GO TO Q.10

9c. You said you were willing to join such a association. Would you be willing to pay an active role in such an association?

Yes : 1 - No : 2

10. I would like to ask you a few questions regarding some specific services:

10a. Do you have a water tap for your personal use?

Yes : 1 GO TO 10d NO : 2

10b. Are you willing to pay for having a water tap for your personal use?

Yes : 1 - No : 2

10c. How much are you willing to pay?

........................................................................................................................................
........................................................................................................................................

10d. Is there any public water tap near your house?

Yes : 1 - No : 2 GO TO Q.11a

10e. Are you using it?

Yes : 1 GO TO Q.11a No : 2
10f. If no, why not?

..........................................................................................................................

11a. Do you have a toilet for your personal use?

Yes : 1  \hspace{1cm} \text{GO TO Q.11e} \hspace{1cm} \text{No} : 2

11b. Are you willing to pay for having a toilet for personal use?

Yes : 1  \hspace{1cm} \text{No} : 2

11c. How much are you willing to pay?

..........................................................................................................................

11d. If you could have a toilet of your own, where would you like it to be built?

..........................................................................................................................

11e. Is there any toilet near your house?

Yes : 1  \hspace{1cm} \text{No} : 2  \hspace{1cm} \text{GO TO Q.12d}

11f. Are you using it?

Yes : 1  \hspace{1cm} \text{GO TO Q.12d} \hspace{1cm} \text{No} : 2

11g. Why are you not using the public toilet?

..........................................................................................................................

12a. Do you have an electric power supply in your house?

Yes : 1  \hspace{1cm} \text{No} : 2  \hspace{1cm} \text{GO TO Q.12d}

12b. Is it functioning?

Yes : 1  \hspace{1cm} \text{GO TO Q.12d} \hspace{1cm} \text{No} : 2
12c. Since when is it not functioning? Please look at this card and reply. (SHOW CARD D)

<table>
<thead>
<tr>
<th>Duration</th>
<th>Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>3 - 4 days</td>
<td>1</td>
</tr>
<tr>
<td>1 week</td>
<td>2</td>
</tr>
<tr>
<td>2 - 3 weeks</td>
<td>3</td>
</tr>
<tr>
<td>3 - 4 weeks</td>
<td>4</td>
</tr>
<tr>
<td>More than a month</td>
<td>5</td>
</tr>
</tbody>
</table>

12d. Are there any street lights in your area?

<table>
<thead>
<tr>
<th>Response</th>
<th>Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>1</td>
</tr>
</tbody>
</table>
| No       | 2    | GO TO Q.12f

12e. Are these street lights working?

<table>
<thead>
<tr>
<th>Response</th>
<th>Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>1</td>
</tr>
<tr>
<td>No</td>
<td>2</td>
</tr>
</tbody>
</table>

12f. Do you have a drain or gutter facility in your house?

<table>
<thead>
<tr>
<th>Response</th>
<th>Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>1</td>
</tr>
</tbody>
</table>
| No       | 2    | GO TO Q.12I

12g. Is there a garbage bin near your house in the slum?

<table>
<thead>
<tr>
<th>Response</th>
<th>Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>1</td>
</tr>
</tbody>
</table>
| No       | 2    | GO TO Q.12I

12h. Are you using it?

<table>
<thead>
<tr>
<th>Response</th>
<th>Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>1</td>
</tr>
<tr>
<td>No</td>
<td>2</td>
</tr>
</tbody>
</table>

12i. Is there a ration shop (Public Distribution Shop) within 1 km from your house?

<table>
<thead>
<tr>
<th>Response</th>
<th>Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>1</td>
</tr>
</tbody>
</table>
| No       | 2    | GO TO Q.12k

12j. Are you using this shop for your supplies?

<table>
<thead>
<tr>
<th>Response</th>
<th>Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>1</td>
</tr>
<tr>
<td>No</td>
<td>2</td>
</tr>
</tbody>
</table>

12k. Is a police station 1 km from your house?

<table>
<thead>
<tr>
<th>Response</th>
<th>Code</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>1</td>
</tr>
<tr>
<td>No</td>
<td>2</td>
</tr>
</tbody>
</table>
12l. Is a bus stop near your house in the slum?
   Yes  :  1  -  No  :  2

13a. Is there a government clinic or a health centre within 1 km of your slum?
   Yes  :  1  -  No  :  2  GO TO Q.14a

13b. Are you using its services?
   Yes  :  1  -  No  :  2

13c. If no, why not?

14a. Is there a government school managed by Municipal Corporation within 1 km of your slum?
   Yes  :  1  -  No  :  2  GO TO 14d

14b. Do you send your children to any of these schools?
   Yes  :  1  GO TO Q.14e  No  :  2

14c. If NO, why not?

14d. Do you send your children to any other school?
   Yes  :  1  -  No  :  2

14e. Has your child gone to school today?
   Yes  :  1  -  No  :  2

15a. At the moment is anyone in your family ill / unwell?
   Yes  :  1  -  No  :  2  GO TO 16
15b. Which member(s) of your family is unwell? CIRCLE.

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Self</td>
<td>1</td>
</tr>
<tr>
<td>Spouse</td>
<td>2</td>
</tr>
<tr>
<td>Children</td>
<td>3</td>
</tr>
<tr>
<td>Others</td>
<td>4</td>
</tr>
<tr>
<td>.........</td>
<td>5</td>
</tr>
<tr>
<td>.........</td>
<td>6</td>
</tr>
</tbody>
</table>

15c. What illness are you / your family member facing?

INV : GET NAME AND SYMPTOM OF ILLNESS

15d. How much money have you spent on treatment so far?

16. Do you have a ................. at home? CIRCLE.

<table>
<thead>
<tr>
<th></th>
<th>Own</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Yes</td>
</tr>
<tr>
<td>Bicycle</td>
<td>1</td>
</tr>
<tr>
<td>Moped</td>
<td>1</td>
</tr>
<tr>
<td>Radio</td>
<td>1</td>
</tr>
<tr>
<td>TV</td>
<td>1</td>
</tr>
<tr>
<td>Kerosene stove</td>
<td>1</td>
</tr>
<tr>
<td>Wood stove / chulha Pressure cooker</td>
<td>1</td>
</tr>
<tr>
<td>Sewing machine</td>
<td>1</td>
</tr>
</tbody>
</table>

17a. What is the approximate size of the house in which you live?

.......................... Sq. ft.

17b. How long have you been living in this area?

.......................... years
17c. How many people live in this house?

<table>
<thead>
<tr>
<th>Adults</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Children</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td></td>
</tr>
</tbody>
</table>

18. I would like to know something more about you and your family.

18a. Have you ever been to school?

Yes : 1 - No : 2 GO TO 18c.

18b. How much have you studied?

18c. Has any other person in your family been to school?

Yes : 1 - No : 2 GO TO 19a.

18d. IF YES, How many people in your family have been to school?

19a. What is your main source of income?

19b. What is your monthly household income?

19c. Can you tell me how many children in your family are working?

No. of children working : 

27
19d. Is your spouse working?

Yes : 1 - No : 2

20. Of all the services offered by public agencies which in your opinion are the essential services? Name any three.

1. ..............................................................................................
2. ..............................................................................................
3. ..............................................................................................

Name: ..............................................................................................
Address: ..............................................................................................
..............................................................................................
Nearest landmark: ..............................................................................................

Interviewed by: ................................ Supervised by: ..............................

THANK YOU!