

UN-Habitat sponsored

Sustainable Cities Programme in Maharashtra, India

A Forward-looking Evaluation of SCP Phase I
2003 - 2004

By

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MaRGG

MANAGEMENT RESOURCES FOR GOOD GOVERNANCE
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Preface

This forward-looking evaluation, commissioned by UN-Habitat, is a product of two weeks of intensive discussions, interviews and listening followed by three week of literature review and reflections.

This final report is presented to the reader with hopeful optimism that it would be of value to the Government of Maharashtra, its Solid Waste Management Cell and the AILSG in formulating the implementation strategy for Phase II of the Sustainable Cities Project. With Phase II begins the replication and up-scaling stage of the project and it is our fervent hope that the findings of this evaluation and the proposed recommendations will provide a few ports to anchor the new phase.

The evaluation was made easy by the proactive role that the SWM Cell in AILSG played. The compendium of relevant documents that it had compiled and kept ready for my review became a useful tool for assessment. The cooperation extended by the team of professionals under the leadership of its Senior Adviser, Mr. Ajit Kumar Jain, I.A.S was exemplary. The assistance received from Mr. S. S. Bhagwat, Ms. Uma Padhye and other members of the team made data collection purposeful and the analysis easy. Their readiness to walk the extra mile beyond the call of duty deserves special mention.

The discussions with Mr. R. S. Chavan, the Director General of AILSG, Professor Sneha Palnitkar, the Director of AILSG and Mr. Ram Nath Jha, the Senior Adviser (UMP) were extremely useful. Mr. Jha facilitated the New Delhi lap of the assessment exercise.

In addition, there is a wide array of individuals and agencies that gave their valuable time and expertise to enrich the evaluation content and process. I thank them all for their contribution.

Very special thanks are due to the Presidents and Chief Officers of Panvel and Virar Municipal Councils. Without whose support this evaluation would not have been possible.

I trust that I have not failed by them in meeting their expectations of an objective evaluation and a set of useable recommendations.

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MANAGEMENT RESOURCES FOR GOOD GOVERNANCE

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Sustainable Cities Programme (SCP) in Maharashtra
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Section 1 – Introduction

The Sustainable Cities Programme (SCP) sponsored by UN-Habitat was introduced to the state of Maharashtra in October 2003. It was seen as a legitimate follow up to the Urban Management Programme sponsored by the same agency. Progress of implementation was reviewed in March 2004 by a UN-Habitat Programme Specialist and a set of forward looking tasks were identified. The tasks included (a) the updating and finalization of Solid Waste Management Profiles (SWMP) and Working Group (WG) Reports, (b) the preparation of guidelines for environment Status Reports (ESR), (c) documentation of best practices and (d) institutionalization of the Environment Planning and Management (EPM) process. There has been good progress in the first three tasks which have been handled at the local government and AIILSG levels but, the progress in task number four i.e. institutionalization which needs greater involvement of the state government is yet to show the desired results. It must however be noted here that institutionalization is not easy. It needs more gestation time than just one year.

From the outset, the Sustainable Cities Programme was exclusively focused on Solid Waste Management. In the project proposal, it used the terminology of SWM Profile instead of Environment Profile. The understanding was that SWM will be used as an entry point to inject the Environment Planning & Management (EPM) process. The other issues were to be addressed as the process unfolded

1.1 UMP – The Forerunner

The All India Institute of Local Self-Government (AIILSG) which is the anchor institution of the Sustainable Cities Programme in the State of Maharashtra, India has also served as a partner agency of the ‘Urban Management Programme’ of the UNDP/UN-Habitat in South Asia providing technical assistance to a select number of Indian cities for improvement of urban environment management. The Initial UMP efforts were in the city of Mumbai where, through a city consultation, three priority areas were identified for systematic attention in one of its wards. The identified key areas were (a) solid waste management and clean city initiative, (b) capacity building for municipal personnel, and (c) information sharing and empowering citizen’s participation.

An Action Plan emerged from the Consultation was taken up for implementation and the concept of ALM (Advanced Locality Management) came into existence. This citizen-based participatory program in civic service delivery is since being replicated in several wards of the city. Over 700 ALMs had been set up since and around 400 of them are still active.

The AIILSG organized a state level consultation in February 2001 to share the experience, lessons and knowledge obtained from this exercise. The Consultation recommended that the ALM and the related lessons be considered as a good practice and be up-scaled in the entire State covering large and medium sized urban local authorities. A consensus also emerged from the State

consultation, to strive for more sustainable waste management practices based on community involvement.

1.2 AIILSG & MSW 2000 – The New Earnest

The decision to upscale the UMP/ALM experience was welcome by the State Government of Maharashtra in the light of the legal obligations of Class I cities to implement the Municipal Solid Waste Rules (MSW) 2000. The rules are based on a Supreme Court directive to the cities to develop participatory strategies for Solid Waste Management (SWM) involving active stakeholder participation and increased political support to mobilize resources and capacity building. The State Government entrusted to AIILSG the task of promoting and monitoring the Rules and, in 2001, established in it a new Cell on Solid Waste Management. Working directly with Urban Local Bodies (ULBs), the Cell guides and assists the local authorities with technical advice and human resource capacity building to implement the Rules 2000. It helps build partnerships between the stakeholders groups; civil society, community groups, NGOs and the various government agencies.

1.3 Introduction of SCP in Maharashtra

As the Urban Management Programme was entering its fourth and final phase in India, the UN-Habitat sponsored Sustainable Cities Programme (SCP) was soon recognized as a legitimate successor and practical fulcrum to try out and demonstrate innovative methodologies for effective environment planning and management (EPM) and for implementation of the MSW Rules 2000. SCP was considered to be a programme with proven ability to identify and build municipal mechanisms to inspire and involve city stakeholders into dynamic partnerships with their local authority. The SCP was expected to bring value-additions through the EPM process that stresses learning by doing, hands-on approach, and sharing of SCP experiences of Chennai and Sri Lanka. The fact that the government wanted MSW Rules to be fully operational by the end of 2003 created a high sense of urgency among the urban local authorities to develop appropriate municipal structures and strategies for the same. Necessarily, the Rules 2000 was the driving force behind the new municipal commitment.

The new commitment to implement the MSW Rules 2000 through an effective environmental agenda provided a unique opportunity for SCP in Maharashtra. It was unique because this was the only country where SCP is implemented rather by design than by choice. Unlike in other countries, when SCP was introduced here, the supportive legal and administrative framework and political will were already in place. In addition, the law mandated that all Class I cities should submit an Environmental Status Report (ESR) annually and inform the city residents of its results. The ULBs were expected to use these reports as tools and benchmarks for environmental planning and monitoring (EPM). This too was a unique opportunity to evolve guidelines for preparation of the ESR based upon the SCP's Environmental Profile and City Consultation process and then, feed the experience into state policy.

The Sustainable Cities Programme in Maharashtra was launched on 7 October 2003 with a state level consultation. There, the SCP experience of Chennai and Sri Lanka was shared with a large representative group of elected representatives and municipal officials. Two cities – Panvel & Virar – were selected for introduction of SCP because of the political will and administrative support that were evidently present there. Moreover, there was a feeling that initial SCP work must

be done in a local government area close to Mumbai for high visibility to attract the attention of the state government for effective replication by the latter. The role of the state government in replicating the SCP has thus been envisaged and planned from the outset.

The committed use of SCP/EPM tools was expected to build sustainable mechanisms to involve the city stakeholders in micro planning, implementation, monitoring and evaluation tasks of the city's environment management system. The SCP process, as it unfolded, was expected to enhance the capacity of the city administration and empower it to pursue the Millennium Development Goals balanced with environment protection. Peoples' involvement and partnerships were to bring pressure both at the policy and implementation levels to employ the proven EPM process for all major decision making exercises in the municipality starting with solid waste management and gradually expanding to cover other urban environmental issues and associated services.

The partnership between the SCP and AILSG was seen as mutually supportive and complementary. The AILSG was to benefit from global experiences, expertise, best practices and SCP knowledge and tools to help it become an organization capable of helping the South Asian cities, particularly the ones in India, internalize SCP concept, its practice and methodologies. SCP was to help AILSG gain additional knowledge through exposure to the SCP experiences in Chennai and Sri Lanka.

1.4 The Two Cities - Virar & Panvel

Virar is located in Vasai Taluka of Thane district. And is a part of the Mumbai Metropolitan Region. As per 1981 Census the city had 23,303 residents. It grew rapidly to 118,945 by 2001. The city population grew at 20.5% per annum in the past 20 years. The rise is due to close proximity to Mumbai city coupled with good transport systems between the two cities, cheaper land and housing and the consequent boom in the construction industry. Only 9% of the population lives in slums. Next to Mira Bhayandar and Nalaspora, Virar is the third fastest growing city in the state. Small industries, land development and construction are the major economic base of the city. The city generates 50 MT of solid waste daily and consumes 9 mega liters of treated water which is only 45% of the actual requirement. Surya water scheme now being completed will help solve the water scarcity problem soon in Virar.

Panvel is located in the Raigad district with the Mumbai Metropolitan Region. As per 1981 Census the city had 58,986 residents. In 20 years the population doubled to 104,031. 63% of the population lives in the municipal council area and the balance population lives in the newly acquired territories currently managed by the City & Industrial Development Corporation (CIDCO). The population share of slum dwellers and urban poor is 5.2%. The economy of the city is umbilically connected to that of Mumbai and the metropolitan region in general. A new highway that passes through the city has given rise to a large number of activities providing related amenities. Panvel currently receives 13 mld water. A new augmentation reservoir is currently been constructed. The council collects 18 MT of solid waste daily.

Section 2 - SCP Implementation Phase I

2.1 The Performance Highlights

Despite the fact it was operational only for a short period of less than one year, the SCP programme has been able to capture the imagination of the two cities to take several useful forward-looking initiatives to introduce the concepts, strategy and process of the programme. Some of the highlights of implementation are:

- EPM process has been introduced in both towns; Environment Profiles have been compiled for the first time; city consultations have been held resulting in the setting up of SCP Working Groups in each city. The follow up included demonstration projects that helped introduce community and home-level composting, segregation of waste at-source, house to house collection of waste and consequent cleanliness campaigns in selected city streets. SCP has also contributed to decentralized process planning efforts in the two cities. In Panvel, an agreement has been drawn to engage an NGO for collection and recycling of segregated plastics. In water supply, both towns have already drawn up plans to introduce metering
- The formulation of the Environment Profile (EP) helped both cities understand the prevailing environmental issues and thus was a boon to preparing the first ESR. In fact, the submission of the first report had been delayed for want of information and guidance to prepare it. The SWM Profile galvanized and accelerated the ESR preparation that had been lagging till then. SCP convened two city consultations to obtain stakeholder viewpoints on the city environment, thus facilitating and expediting the finalization of ESR.
- Both towns have received SCP assistance in fulfilling their reporting obligations under the MSW Rules 2000 and in preparing the micro plans to achieve Zero Waste status. Moreover, in Panvel, SCP intervention at the state level helped expedite the transfer of long awaited state government funds for a water augmentation project that has helped the local authority make substantial savings in water supply to the tune of Rs. 1.5 crores per annum.
- Through SCP intervention, both cities have been able to overcome some nagging problems of interface and coordination thereby expediting the implementation of some of the major development schemes. The Working Group system and City Consultation process helped Panvel attract the attention of the senior authorities of the state government to resolve a dragging water augmentation issue and Virar in finding a site for sanitary landfill released by CIDCO and MMMRDA.
- SCP's impact on promoting and strengthening municipal-community relations and stakeholder participation has been positive. The two local authorities and the stakeholders acknowledge the positive contribution that the SCP has made in this regard. They claim that there is a discernible change in the relations and in the municipal attitude towards public participation, NGO involvement and consultative municipal processes. For example, the President of Panvel city claimed that he now has nearly 200 NGOs ready to assist in municipal activities.

“Municipal and state agency officials understand and respond to NGOs better now.”

(An NGO Representative in Panvel)

- AILSG/SWM Cell has done a remarkable job in introducing SCP to the two cities as a process developer and not a service provider thereby minimizing the expectation of large funding to the local bodies. The local authorities do understand and appreciate the objectives of SCP and its financial limitations. During the assessment visit to his city, a Chief Officer publicly acknowledged that though his municipality initially expected a lot of money to come in through SCP, what it got by way of ideas, encouragement and technical guidance was much more than what money could buy. This is an achievement that has bonded and guided the partnership in the right direction.

“SCP did not give us big money. But, we got more than what money could buy. We have now identified over 200 voluntary societies ready to work with our municipality.”

A Municipal Chief Officer

- Levels of appreciation and recognition of the SCP contribution in the two cities vary corresponding to the gravity of the problems faced, the short and medium term development plans and expectations nursed by the local leadership and the frustration levels experienced with the higher levels of government by each city. Both towns have expressed high appreciation of SCP’s contribution to the city but, Panvel’s appreciation level is understandably higher.
- While there is wide acknowledgement of SCP’s role in bring the various agencies together to discuss development and planning issues in the two towns, there still exists a discernible gap between the expectations it has created in the two cities and the response levels from some of the agencies. More work remains to be done in bridging the gap and that requires time. Frequency of working group meetings is expected to increase to improve the inter-agency interface and support.

2.2 The Environment Profiles

The Environment Profiles have been prepared for the two cities by the SWM Cell of AILSG. A large number of related agencies including Maharashtra Metropolitan Region Development Authority (MMRDA), City & Industrial Development Corporation (CIDCO) and Maharashtra Jeevan Prdhikaran (MJP) had been tapped for data collection.

The profiles offer a lot of useful information. Being a living and evolving document, the two documents continue to be updated. Already it has undergone two useful editions with a marked qualitative difference. A third edition is in the offing which may change the profile of the document from the current SWM focus to a more comprehensive Environment Profile. It is believed that this edition will project on all allied issues such as urban agriculture, pollution, housing, the low-income sector and the informal sector which are all a part of the city environment. It will certainly enhance the quality and usefulness of the Profile as a planning tool. To understand the growing nature of this document, one has to understand that the SCP was started as a SWM initiative. “The SCP Project was focused on SWM exclusively. It used the terminology of SWM Profile instead of Environment Profile in the project proposal. It was the understanding

that SWM will be used as an entry point to inject the Environment Planning & Management (EPM) process. The other issues were addressed as the process unfolded”.

The analysis of the PPE spiral (Population, Poverty, and Environment) must be considered an integral component of any city profile. The pressure of commuting/transit populations on the city’ basic services infrastructure and environment too needs careful study and analysis as they constitute an important group of people who enjoy common amenities of the city without making any direct contribution to the municipal revenue.

Also required are an analysis of the institutional structure and an assessment of municipal level institutional capacity to make positive changes to the city environment and management.

In both profiles, the main issues must have been wrapped more adequately. Particularly in the case of Virar, the profile ends rather abruptly. It is, therefore, necessary that greater attention is paid to the UN-Habitat guidelines when compiling the profiles in the new cities.

In compiling City Profiles for Phase II towns, it is necessary to change the title from “Environment Profile’ to “Environment & Poverty Profile of _____” to capture the status of the connection between the city environment and urban poverty more comprehensively. A deep understanding of this nexus is important for EPM even if the project may not address the poverty issues directly in the short term.

GIS/EMIS illustrations can also bring value-addition to the document. The staff or unit assigned for documentation of the SCP/EPM process must also be in charge of this updating task.

It is also noted that the Profiles so painstakingly prepared are not widely disseminated even within the city. In both the cities, we discovered that only a few officials were aware of its existence. UN-Habitat must take part of the blame for not providing funds to publish these documents for wider distribution. The effort that has gone into preparing this valuable document should not be hidden under a bushel. These were prepared to use as an important planning tool.

In Phase II cities, it will be extremely important to get the Municipal staff more involved in the formulation of the Profiles. That will help build a stronger sense of ownership of the document as an EPM planning tool. GIS/EMIS illustrations can also bring value-addition to the document. The staff or unit assigned for documentation of the SCP/EPM process must also be in charge of this updating task.

2.3 The Working Groups

Four key issues had been identified at the City consultations held in February 2004 in Panvel and Virar. Consequently, four Working Groups were set up in each of the two cities to study the EP data and recommend action plans. The working groups were on:

- Solid Waste Management
- Water supply & Waste water Management
- Infrastructure Development, Resource Mobilization ad Development Planning
- Role of Municipal councils in city Development, Gender Issues, Poverty Alleviation, Community Participation and Awareness building.

Charged with new enthusiasm generated by the City Consultations, several issue specific meetings were held in the initial months at the city and state levels. As a result, several longstanding issues were resolved and new initiatives were undertaken to search for innovative solutions to the cities' urban problems.

Solid Waste Management: The working group in both cities produced zero waste plans under the guidance of the SWM cell of AILSG. Training needs were identified and are being met. A significant achievement is that, as a result of SCP working group mechanism, the municipal focus has changed from land-filling to waste reduction and recycling thereby dispatching only the non-degradable to landfill sites. Private-municipal partnerships too are being considered for recycling and new plastic recycling plant is being negotiated for Panvel. The use of ALM type lane committees and ghanta gadi collection system are some of the new initiatives taken by the MC to encourage household level separation of waste.

Water supply & Waste water Management: The working groups in both cities identified high costs of water supply and lack of supply as major issues that need be addressed. Before the entry of SCP both cities had started different augmentation schemes. The working groups had helped identify cost recovery, pricing policy and water audit issues including early meterization of the supply that are now receiving greater municipal attention. Using the city consultation methodology, SCP also helped Panvel obtain a long-held up final installment of a loan enabling early completion of their water augmentation scheme. SCP working groups were also helpful in guiding the MC toward privatization of the management of the water supply and distribution. In regard to waste water drainage the working groups identified inadequate coverage by the centralized system and the absence of appropriate treatment and disposal facilities in both cities. New augmentation schemes and scientific modes of disposal must be found. The working groups have recommended localized methods and small local networks as against the conventional centralized schemes which are too costly to install and maintain. As a follow up a wetland specific aerobic filtration design called Phytorid has been demonstrated under the SCP programme by National Environment Engineering Research Institute. The design costs around US\$ 2000/- and can serve 100 families. The final testing being over, this can now be adopted in both cities.

Infrastructure Development, Resource Mobilization ad Development Planning: There is undue delay in sanctioning the development plan submitted by Virar. Planning authority for Virar is CIDCO and administrative authority lies with the municipal council. This duality causes difficulties in city planning. The working groups highlighted these issues and sought to address them through regular consultation between the two institutions.

Infrastructure development in both cities has been impeded by lack of municipal resources and a lack of credit facilities. Infrastructure backlogs, particularly in water supply and drainage exit in both cities. Limited debt-servicing capacity of the two municipalities prevents large scale borrowings. Working groups have identified the need to lobby for inclusion of both cities under the Small & Medium Town Development (SMTD) Plan and UD6 scheme of the government.

Role of Municipal Councils in City Development: The Working Groups stressed the need to seek government assistance to resolve a major planning issue, i.e. the duality of control of Panvel city administration by two different agencies – CIDCO and the municipal Council. Clear demarcation of roles and responsibilities between the two is a pre-requisite for active involvement

of the stakeholders. The working groups also have emphasized the need for early and concerted action to increase the level and quality of public participation in municipal affairs and decision making. Training of municipal staff to improve the public – municipal relations has also been identified as urgently needed. The gender issues have not come to the fore of working group discussions and planning table deliberations much except in the case of setting up daycare centres near bus stands where women work in the informal sector. Other issues such as public conveniences for working and commuting women, vocational training for women in new and emerging skills, strengthening women's organizations such as Mahila Mandals and more importantly, enhancing the level, quantity and quality of women's participation as peoples' representatives in local administration have not fared much in the working groups or in the general municipal planning process.

2.4 The impact of working groups

The Working group and Consultation mechanisms helped the local authorities and the state government resolve many burning issues over the consultation table. The initiatives included the release of frustratingly long-delayed final installment of funds that helped in the completion of the water supply augmentation scheme in the two cities; the decision by the State government to include urban local authorities as a tri-partite partner in the signing of the MOUs with contractors thereby empowering the local authorities to monitor the construction work; the successful experimentation of a low cost waste water treatment technology (Phytorid) in Panvel by the National Environmental Engineering Research Centre((NEERI); preparation of development plans & Zero Waste strategies for each of the two cities; and, the facilitation of completion of Environment status Report (ESR) as required by the State Government. The working groups and city consultations also helped arrive at a municipal level consensus on the need to promote the involvement of the poor as a useful partner in solid waste management and as a part of each city's poverty reduction efforts. The working group on gender issues was not much successful in searching for any consequential innovations except the voicing of a need for day care centres to help the women workers keep their children under specialized care when they are at work.

Undoubtedly certain qualitative changes had begun to unfold in the two cities as a result of the introduction of WG methodology. Some WG deliberations even helped amend several state government practices and directives.

The working group mechanism helped involve the media in a manner never done before. The coverage of city news had improved as a result. Similarly, NGO involvement in municipal initiatives too has increased. Paying a tribute to SCP, during the assessment visit in February 2005, the President of Panvel Municipality claimed that he now knows over 200 civil society organizations that are ready to work with the municipality. Undoubtedly, there appears to be a perceptible change in the attitude of the communities toward the municipality, its work and limitations as a result of the WG level discussions. Community (Mohalla) meetings organized under the SCP banner have helped build consultative interest at the local level and thereby increased the community-confidence in working with the local body. Necessarily the mechanism has helped increase the public awareness of the factors leading to municipal strengths and weaknesses. A representative sample of the WG members have been helped to visit and study select number of good practices in the nearby cities.

“The expertise of stakeholders was available to the municipality through the working groups. They mingle freely with the municipal staff, administration and the political authorities giving good advice to us. This is a completely new experience in our local body “

- *A Senior Municipal Official*

The city consultation and WG mechanism were helpful in invoking state government intervention to get monies released for Panvel and Virar to complete the long delayed water augmentation scheme. As a result, the Panvel municipality alone saves Rs. 1.5 Crores annually on water supply. On the other hand, the consultative process helped make representations at the state level to successfully negotiate a revision of state government practice that made urban local authorities an equal partner in water supply and similar contracts issued by the state agencies. SCP Consultations also helped get the State to review the current regulations that limit the land-leasing powers of municipal bodies to a maximum of nine years. The state is now favourably disposed to amend the rules to permit lease up to 30 years. This change will help attract private investors for social and physical infrastructure development.

All in all, the working groups had a good start and were very useful in identifying the key urban issues for remedial action. The attendance and participation of the members and the degree of interest and cooperation of allied agencies that was so well evident in the beginning gradually waned by the end of third quarter of 2004. The reasons for this were many. After identifying the key issues, there was great expectation that SCP mechanism, by itself, will address all the identified issues. When that did not occur, some stakeholders were disillusioned. Some others viewed the Working Group as a temporary and transitional mechanism set up mainly to involve the public in identifying the issues. They thought the local authority and the allied state agencies will pick up from there and ensure follow up. Several others saw the process as too academic in style and time consuming. Some viewed the decisions taken at the WGs as too general and though that knowledgeable municipal councilors and administrators, particularly the statutory standing committees can take such decisions more speedily and easily. Only a few perceived the process as one that strengthens public participation and increases the transparency of the municipal decision making process.

The working groups started off well but soon found that the support expected from the state level agencies was not forthcoming. In this regard, specific complaints were heard in Virar, where the local body claims that the concerned agencies had not helping in getting a site for sanitary landfill and for not approving the plans for construction of a base hospital for more than a year now.

The non-institutionalization of the WG mechanism and EPM process within the local administration system too was a contributory factor. As the WGs were not seen as part of the system, the regularity of meetings suffered and resulted in a lack of intensity and interest among some of the members. At the time of assessment, it was noted that the working groups, both in Panvel and Virar, had not met for at least three to four months.

Section 3 -Tasks-based Assessment of AIISLG performance

3.1 Documenting and disseminating good practices and lessons learned, including:-

- *Dissemination of the SCP/EPM process illustrated by Sustainable Chennai and Sri Lanka Project experiences and lessons learned.*

The SCP organized a State level Consultation and study visit to share the EPM experience of Chennai and Sri Lanka. The Chennai and Sri Lankan officials attended the Consultation held in Mumbai city and presented their experience to the city officials of the State of Maharashtra. SCP claims that this presentation was received enthusiastically by the participants. Identification of Panvel and Virar as Phase-I cities of SCP was a direct result of this sharing.

“SCP helped us realize that municipal attention must move from community level garbage collection to household level collection. That’s the paradigm change we are after.”

- A Municipal Engineer

However, in the other cities, the initial interest generated by the Consultation in the Chennai and Sri Lanka experience does not appear to have lasted long. With the selection of only two cities, the others probably failed to understand their role in applying the lessons thus learnt. This was mainly due to the absence of concerted post-consultation follow up with these cities by the State and AIISLG. Such follow up in non-SCP cities was not elaborately conceived as a task of the SCP team. The programme profile and the signed MOU did not mark it as an integral part of the SCP programme in the first phase. This does not mean that the gains of the consultation and sharing were totally lost. As a result of wide dissemination of the Chennai & Sri Lanka experience, the SCP approach and EPM process are now sufficiently known among many of the local authorities in the state. This was well evident to the assessment team during its visits to Navi Mumbai, Panchgani & Mahabaleshwar municipalities. The political and administrative authorities of these municipalities were fully aware that SCP was not a big dollar project and that it had no funds for infrastructure or basic services development. Yet, having learnt about the Chennai & Sri Lanka experience, they have evinced great enthusiasm to come under the SCP umbrella.

The study visit to Sri Lankan SCP did not materialize due to the intervening elections and the initial start up responsibilities in the two cities. It is now being planned for mid 2005. In a way, the delay has turned out to be a blessing because this learning process will now be available to the eight new cities as well. Compared with the variegated initiatives already taken by the Government and the various local authorities, NGO and research agencies in Maharashtra, the Sri Lankan experience may be seen as diminutive, yet its strides in community engagement and participation and in activating the working group mechanism can certainly offer valuable insights and inspiration.

A quantitative assessment of the quality of outcome of the dissemination process is not possible. Yet, the findings are that the sharing of Chennai and Sri Lanka experiences has necessarily made a discernible change in the mindset of many urban local authorities in the State. Some have shown great interest in applying the process oriented SCP/EPM methodology in their

own cities. Evidently, many of these local authorities have taken a liking towards stakeholder partnership building and creating the necessary institutional mechanisms to make the stakeholder a long-term municipal partner in development.

- ***Identifying and documenting good practices of solid waste management from Maharashtra and other States in India.***

It is too early to document the Virar and Panvel experience in a comprehensive manner. However, a good part of the EPM process building in the two cities has been captured in several documents that the SWM Cell had prepared over the past year. These documents are a useful basis for further analysis and future assessment. Using these documents as basic material, a State level workshop was conducted on 28th February & 1st March 2005 to disseminate the experience within Maharashtra. The workshop shared with Mayors and Commissioners of many other cities of the state the SCP/EPM process building efforts of the two cities and their interim results and impact. In fact, with this workshop, the dissemination process has already begun, and begun effectively. The next step may be to share this experience with other states through a national level workshop organized in collaboration with the Ministry of Urban Development..

- ***Developing such good practices into tools for dissemination and application in Maharashtra State.***

In collaboration with the Maharashtra City Managers' Association, the AILSG has completed the first draft of this documentation. A consultative workshop was used to identify the examples. The compilation has an easy-to-refer format which is a welcome change from many drab good-practices documents that are in circulation today. The information is arranged methodically. Some suggestions for further improvement are given below.

The compendium of good practices that AILSG has produced is a veritable fund of good experience. Great care has been taken to compile the experiences in a reader-friendly format. The document is however handicapped by a lack of variety and diversity. It is not the fault of the compiler. Instead, most of the case studies contain more or less the same strategies and approaches to address the identified SWM issues. The absence of variety in approaches, techniques and solutions make the document repetitive and less attractive to readers who search for innovative solutions and options. It is therefore, necessary to wean the document of repetitive case-studies and classify the select cases of good practice under series of problem-specific themes such as Social Approaches, Technical Options and Administrative Solutions. For example, the Section on Social Approaches could be sub-divided into Community Organization Methods, Community Contracts Systems, Community Management Designs etc., It will also be useful for the reader to know why each of these was considered to be a good practice. Currently, this question is not directly answered in the document. The value of the example can be enhanced if each case study is preceded by a brief, precise, point-form paragraph in a box stating the essential elements that made it a good practice.

It is also useful to juxtapose these local experiences with a few select good practices from other countries in the region. Of particular interest could be the experiences in Sri Lanka. In this regard, a condensed version of the recently conducted UN-Habitat/IRC assessment of the Sri Jayawardenapura Kotte Compost Barrel Project could offer a possible value addition.

Many compilations of good practices are heavily focused on technical issues and not much on managerial innovations. It is, therefore, useful to consider the inclusion of a separate sub-section under Administrative Solutions to discuss some of the innovative practices relating to Monitoring.

AILSG has collected a good number of useful experiences. They now serve as sample case studies. For these case-studies to become management tools, it is necessary to cull out the essence of the lessons of each experience and codify them as recommendations. Such codification is extremely important and necessary for replication of lessons. Such and such was done in such a place at such a time is a case study example. When codified, it will be presented as a set of critical concepts and action steps for replication. The AILSG has both the commitment and capacity to efficiently handle the conversion of the existing material into a set of tools such as guidelines and manuals for application. Financial provisions to get this done must be included in the Phase II budget.

A pertinent question here is why has the Maharashtra Government not taken any measures yet to scale up these experiences across the state with necessary adaptations? If urban practitioners and decision makers who participated at the state level workshops are of the view that these examples necessarily are good practices then the state level action must be taken to study them further, refine the methodologies and facilitate their application universally in all urban areas throughout the state. The Phase II proposal of SCP must create the necessary provisions to help the State Government do this.

- *Continuously documenting applications of EPM under this partnership.*

There is no evidence of continuous documentation of modes, processes and results of SCP/EPM application in the two cities. This is a general experience in the region where documentation is considered a post-facto event. Seldom one can find cities that have a separate unit or mechanism to document the routine applications under any project. The working culture of the region does not provide for it. The SWM Cell of AILSG has made some efforts to inculcate the documenting habit but, with the routine workloads and staff limitations, the two cities had not been able to set up an appropriate mechanism to record field experiences on a regular basis. The importance and need for creating such a mechanism cannot be overemphasized. An effective mechanism must be set up in all the current and future SCP cities.

Obviously, there are some practical difficulties to be overcome in this connection. Finding an official within the existing cadre to be in charge of this task is difficult as staff is limited and easy as all personnel are claiming to be having tight and busy work schedules. Yet, the Mayor as the chief executive must play an assertive and determining role here to find a capable person and assign the job. More difficult will be to identify someone with good writing skills. Therefore, the identified officials must be trained in report writing and documentation. For the purpose, AILSG must organize a 2-3 day residential workshop at the beginning of Phase II.

3.2 Customization and adaptation of EPM tools

- *Customizing and translating EPM tools for application through two pilot cities; Preparing and applying case-study/training materials on EPM in two pilot cities; Conducting 'Training of Trainers' programmes on EPM at the local level.*

Three booklets have been prepared and are currently being printed. The first is a general introduction to SCP. The Second is an adaptation of the UN-Habitat publication titled “SCP Snapshots” and the third is a compilation of the Phase I experiences of Virar and Panvel.

The AIILSG has included SCP-EPM process in the training calendar of 2005-06. The source books developed by the AIILSG will be used for this training. These books may be further updated after the trial training. The SCP toolkit has been translated into Marathi language and is under print now. It has been customized to the local scene and needs with the inclusion of local experiences.

Training of Trainers programme was not considered necessary during Phase I as the number to be trained was limited. The required training was, therefore, handled directly by the AIILSG and at times with the support of other agencies like YASHADA. The TOT activities will be necessary when the programme replication stage begins in mid 2005. In order to prepare itself for Phase II, AIILSG must develop TOT material based on the initial experience of Panvel, Virar and Chennai.

- *Packaging the experiences and preparing an Indian EPM Source Book using local-level experiences; Disseminate sourcebooks & toolkits to the 2 cities, and subsequently other cities in Maharashtra;*

As explained elsewhere in the report, the total time available for the Phase I was less than a year. As a result, the preparation of the toolkit and source book were combined. The action is justified as most of the materials given in the source book are also repeated in the toolkit in a more reader-friendly manner.

Special attention must be paid to add local flavour to the training guides and material in order to ensure that SCP is presented as a practical methodology already used and proven in the country. For this, the training material must be packaged carefully. These materials should not only explain the 'how' of what has been demonstrated in the two cities but also how the city authorities view such innovations and value additions.

3.3 Institutional Capacity of AIILSG

The All India Institute of Local Self Government had its beginnings in 1917 and in 1926 it was formally established as an institute to promote research and training in municipal administration. The Institute is active in many states of India through a total of twenty regional offices and peripatetic centres. It undertakes research, provides training and organized regular fora for exchange of ideas and experiences in municipal administration and governance at national and regional levels. AIILSG activities have expanded in size, scope and volume over the past seventy-five years. It also has its own Regional Centre for Environmental and Urban Studies that covers the four states of the Western Region of the country.

AIILSG is committed to advance the knowledge of concepts and practice of local government and to build human resources capabilities of the local government institutions. It has a

strong and viable publication unit regularly producing document and regular journals on a wide variety of themes and issues pertaining to local governance.

The Institute has been collaborating with a large number of international development organizations including many UN agencies such as UNDP, UNICEF & UN-Habitat. It has got a core team of professionals and a formidable array of well-known subject specialists as part-time consultants.

Each AILSG regional centre is equipped with functional infrastructure and amenities including residential facilities for students, guest rooms, auditoria, seminar halls, lecture rooms and reference libraries, computers and audio-visual training equipment. Infrastructure-wise, they are well-equipped for research and training work. The Institute enjoys excellent rapport with State agencies and all local authorities, both rural and urban

The attachment of the state SWM Cell to AILSG in 2001 has enhanced its image as the prime institution for local government in the State of Maharashtra. The fact that the Cell is led by a senior member of the Indian Administrative Service, with proven credentials for promoting innovative approaches to address municipal issues has made the Cell doubly reputable.

The progress of SCP implementation during its first year of operation is mainly due to the untiring efforts of the committed team of the SWM Cell. Now that the Urban Management Programme too is institutionally anchored to the AILSG, it is undoubtedly the best choice for anchoring the SCP programme as well. The Cell team and AILSG have professional knowledge, hands-on experience, unfailing commitment and the zeal of mission to help upscale the SCP and promote participatory strategies and processes to improve urban governance. With the scaling up of the programme to many other cities and state wide as proposed in this evaluation, team will necessarily require a few more personnel. Perhaps, it may consider the advantage of having one or two regional level project officers out-posted in the districts to work with SCP cities directly at a more regular frequency. Considering the long travel time involved, necessarily such an out-post is required in Pune to cover Pune, Mahabaleshwar and Panchgani.

Section 4 - SCP Strengths & Opportunities

4.1 The Strengths

A SWOT analysis of the current implementation of SCP provides useful insights into the strengths and weakness of the programme activation. While there are many areas needing improvement, all in all, there has been reasonably good progress. The main strengths of the programme are:

- **Steady Implementation:** Implementation of Phase I has been slow but steady. The two intervening elections that diverted the energies of political leadership of the towns on two different occasions and the Election Commission’s general moratorium on new local initiatives during periods leading to the elections were the main reasons for the slowing down of implementation. However, despite these impediments, the committed WSM Cell/AIILSG was able to take many initiatives to push the EPM process in the two towns. The positive response and supportive attitude shown by the two local bodies, particularly by their chief officers were added reasons for the slow but steady progress made.

“SCP may be the only scheme that we have seen coming with a blank cheque and getting us to write what we desired and sign on it. It encourages our initiative & creativity to address our own problems and allows us to select the field of action.

- A Municipal Chief Officer

- **Ideal Timing:** The SCP advent was timely because it coincided with the growing national and local interest and concern about urban SWM generated by the abovementioned initiatives, supplemented by the Maharashtra Government’s Cleanliness Promotion Programme. SCP was introduced at a time when the Supreme Court had geared up all levels of government in India to address urban SWM issues in a more sustainable manner. The Special Committee appointed by the Court had already paved the way to issue MSW Rules 2000 for urban local authorities to abide by. For the first time, the local bodies had been instructed to submit an annual Environmental Status Report (ESR) before July each year and to formulate and implement an action plan to achieve Zero Waste. In addition, a SWM cell had been set up by the Government of Maharashtra to promote and monitor the above. The decision to assign the responsibility of SCP implementation to this cell gave it an added impetus. SCP seized the opportunity well. Undoubtedly, the Supreme Court initiative and GOI’s MSW Rules 2000 have had a synergistic effect on the SCP.

“SCP entered at the right time to take the UMP process forward. UMP was in its final phase and we were wondering how to anchor it to a process-oriented programme for sustainability. Then, we found SCP which is also promoting to similar processes.”

- A senior State Government Official

- **Facilitation of Inter-agency Cooperation:** SCP serves an important role as the uniting factor of different initiatives. It brings the agencies together and channelizes their individual efforts into collaborations. SCP helped created a platform for consultation and experience sharing among the ULBs and partner agencies. It has succeeded in bringing together the main agencies, particularly MMRDA, CIDCO, Jeevan Pradikaran and other related state departments engaged in urban development planning - an initiative widely recognized and appreciated as effectively facilitating the local level problem solving. The fact that AILSG enjoys long-cultivated working rapport with all these agencies has helped immensely in building this inter-agency collaboration process. In many instances, this collaboration had helped clear many bureaucratic delays. It has also helped smoothen the rough paths that have been impeding local city development processes and efforts. It also has instilled a sense of urgency for inter-agency collaboration and facilitation.

“The emphasis of MSW Rules 2000 is waste collection and not much on waste reduction. It is SCP that helped us change the focus to reduction and recycling. We have already removed more than 150 numbers of huge garbage bins from the main roads. They are now being used for composting.”

- A Municipal Chief Officer

- **AILSG Standing and Capabilities:** The SCP’s focus on SWM is understandable and correlates well to the mandate of the SWM Cell of AILSG. The fact that the Cell is led by a senior IAS officer with proven credentials and ability in municipal administration, participatory planning processes and community-based, decentralization of solid waste management has, in fact, given SCP the desired image and identity at the state and local levels. He is ably assisted by a community development specialist with long experience in organizing resident communities into lane committees in Mumbai. They are further supported by the long-standing reputation and experience of the AILSG as the premier state institution for local government capacity building. AILSG and SCP also have demonstrated the potential of being an independent assessor and commentator of the local efforts whose views are respected and used by the authorities.
- **Participatory Mechanism:** Public participation levels have been appreciably increased in the initial stage of the project. It has been a promising start. The stakeholders have acknowledged that the SCP has proven its potential to mobilize partnerships and has in fact engaged a wide array of people and institutions to participate actively in the project. The project must continue to build on this foundation.

“In other projects people are not much involved. They know the project activities are already planned elsewhere and therefore, people are rather passive in working with them. The difference is that SCP is our project. Here, if we don’t work, there is no SCP. ”

- An NGO Representative

- **Presence of many Good Practices in the State:** Among the other opportunities that SCP can use is the large number of good practices found in many cities in Maharashtra. These include Advanced Locality Management (ALM), Local Area Citizen’s Committee (LACC) which is an offshoot of the former, composting and a large variety of efforts to recycle urban waste, both solids and liquids. SCP is geared to collect, document and analyze them, learn, codify and package their lessons and promote their application in Indian cities.

“SCP helped us learn good practices and also created a platform for consultation.”

- **74th amendment and Ward Committees:** Supported by appropriate public interest litigation (PIL) actions there will soon be increasing pressure on urban local bodies to comply with the formation of Ward Committees stipulated by the 74th Constitutional Amendment. This is yet another opportunity that SCP could pro-actively grab to promote participatory mechanisms and local level structures for decentralization in urban areas.
- **Promotion of the Citizens Charter:** The ALM mechanism and the NGO propelled Citizens’ Charter for Mumbai city offer a useful lead for SCP to promote similar efforts in other urban local bodies in the state as a necessary platform for building participatory structures and mechanisms within the institutional framework of the municipal body. Devoid of any legal clout, the Charter imparts moral and ethical standards for the wellbeing of citizens and enumerates the allied responsibilities and duties of an urban local authority. Both the above efforts have helped delineate the rights and duties of the ULB and the residents.

The SCP led City Consultations could result in engaging the participation of each local body in designing such a Charter for its own city to provide the basis for sustainable municipal-stakeholder partnerships promoting citizens’ involvement in a consultative process with the municipal body. Introduction of EPM process and the working group mechanism could then be incorporated as an integral part of the charter which could set the tone and spirit for the working groups and act as the pivot for environment planning and management in the city.

“We implement SCP as per the will of the people. So, there are no negative feelings or insurmountable opposition.”

- A Municipal official

4.2 Value additions:

A pertinent question may be asked as to whether the SCP is needed in Maharashtra. When the government has taken many complimentary initiatives to enjoin and inspire the local authorities to develop visionary planning and participatory measures towards zero waste with definite time targets, it is relevant to ask whether a low-budget programme like SCP could make

any value addition to these efforts. The answer is ‘Yes’. In the first place, SCP is not limited only to SWM initiatives. Its scope is much broader. It focuses on environmental planning & management and also on municipal capacity building. Therefore, SCP is expected to add more value to municipal governance. Some of the major value additions in its first year of operation, though interrupted by two elections, were:

- (i) ***The EPM Process:*** The introduction of the Environment Planning and Management (EPM) process that included preparation of city environment profile, the city consultation and stakeholder analysis and Working Group mechanism.
- (ii) ***Enhanced Planning Capacity:*** Enhanced municipal capacity in understanding the issues methodically through the Environment Profile, Environment Status Report and Working group mechanism.
- (iii) ***Working Group Mechanism:*** The introduction of Working group mechanism that helped engage the attention and interest of many of the city stakeholders in municipal affairs;
- (iv) ***Improved Inter-Agency interface:*** The regular inter-agency interaction that the working group and city consultation methodologies opened up for urban local bodies to use in an effective manner.
- (v) ***Training & Capacity Development:*** Capacity development efforts were intensified by SCP through training opportunities provided to municipal staff, not only the senior and mid level officials but also the field level functionaries such as mukhadases, gram sevaks and public health supervisors. These training initiatives and study visits to good practices have helped municipal personnel build their confidence, broaden their planning horizons and make attitudinal and behavioural changes towards their work.
- (vi) ***Holistic Planning:*** The broadening of the state realization of the need to expand the mandate and authority of the State SWM Cell to take a holistic planning view of the urban environment of the State.
- (vii) ***Focusing on New Issues:*** Gradual Shift of local planning focus from Solid Waste management to other areas such as Waste Water Treatment. Air & Noise Pollution, Community organization and Staff Training.

“SCP has steered us more into other issues. With SCP we are now looking at the issues more comprehensively than before and we are happy about it.”

- *An elected Municipal Councilor*

Section 5 – SCP Weaknesses and Challenges

5.1 Some Challenges

While there is such good progress as recorded above, there are also several areas needing special attention. SCP must address these areas soon in order to make it a strong contender for state-wide replication. The SCP is on the right track but its speed and progress are impeded by several warped but reparable rails. The more glaring areas of deficiency:

- **Action on non-SW issues:** There is attention to non-SWM issues at the time of issues-identification but the action level focus on such issues too frail. While SCP has done remarkably well in helping the ULBS to identify issue other than SWM, very little has been done to demonstrate its interest in those new areas. During Phase II greater attention is needed to move from conventional SWM to other equally important areas such as poverty reduction, air pollution, gender issues and organizing the urban informal sector.
- **Lack of Development-orientation:** SCP need not saturate itself in maintenance issues such as collecting, sorting and recycling of garbage. It must move in to the development arena soon. The current work is basically focused on improving the basic services maintenance methods and systems such as ‘3Rs’ i.e. reusing, recycling and removing waste. In Phase II, SCP must initiate action to help ULBs search for innovative strategies, approaches and methodologies to undertake development-oriented activities such as reducing poverty, increasing women’s participation in civil society action, providing opportunities for more disciplined informal sector participation in city economy and environment planning and execution.

“SCP will do well if it can help the local bodies to graduate from maintenance mentality to a development mood. Our cities spend too much time and resources to maintain the status quo.”

- **SCP Niche to be more distinct:** Due to numerous complementary and subsidiarity efforts by many agencies and programmes that help implement the SWM Rule 2000 and the Supreme Court directives, apportioning field level impact to SCP in definitive terms is difficult. The towns have been using participatory urban approaches for more than a decade now and, therefore, the concept is not entirely new to them. Efforts to find alternative methods for SWM have been existent in these cities even before the introduction of SCP. City administrations will not be able to separate out the impact of SCP unless there is a way to attribute specific results to its efforts. At present, SCP can claim only limited direct influence over the municipal initiatives. For sustainability, SCP – Phase II must search for and carve for itself a specific niche and institutional space in the municipal system.
- **Lack of funds for Up-scaling:** The urban local bodies undoubtedly expected the SCP to help scale up their good practices. SCP budget is not geared to provide that support to demonstrate the feasibility of universal application of the lessons already learnt from these experiments. In a country where ‘crores’ is the budgetary language, SCP will not be able to sustain municipal interest for long in the SCP unless some monetary incentives are provided to conduct

innovative experiments and to codify and package their lessons for wider application and higher level attention. India does not require big money from SCP but small incentives are big catalysts that can spur phenomenal changes. Necessarily, as in other countries, the SCP must approach this issue by establishing strong linkages with other donor-driven programmes. AILSG, UN-Habitat and the State Government should concertedly search for opportunities to engineer such linkages.

- ***Need for review of administrative and legal impediments:*** SCP has created public awareness on many different issues, particularly on the need for strengthening municipal-civil society cooperation and partnerships. It has brought stakeholders together and helped the ULBs set up partnership mechanisms. But it appears to be stuck without funds, authority and clear direction to move forward and go beyond. Having the mindset of ULB leaders and administrators opened by SCP to search for new management and administrative mechanisms and methods to ensure more effective EPM and city development, it appears that the cities stagnate at a point where further movement in that direction is impaired by state level impediments. As one administrator said: “SCP opened our minds to new ways of addressing old issues but, the problem is, without resources and support from the higher levels of government, we do not know what to do with this newly-fired enthusiasm and initiative. A good example is the state regulation that does not permit ULBS to lease out municipal property for more than 9 years. Under such limitations, building Public-Private partnerships for city development is not possible. Private investors need more lease time for heavy investments.” Impediments such as these must receive urgent attention of the State Government. It must review and revise the existing administrative and financial regulations of ULBs and make necessary provisions to empower and capacitate them to move faster and more effectively. In the new Phase, SCP must make provisions to help the state government study and remove these impediments and issue guidelines to ULBs on participatory local governance.

“SCP opened our mind to attempt new things but, the problem is, without resources and support from the higher levels of government, we do not know what to do with this newly-fired enthusiasm and initiative.”

- *President of a SCP City*

- ***Need for active State Participation:*** SCP toolkit and guidelines are useful. But, they cannot be implemented without state government’s active involvement. The state government must actively promote SCP as a planning and management process that must be employed by all major development schemes. It should issue a directive on mainstreaming the SCP process in urban planning activities of the state.
- ***Need for Mainstreaming:*** SCP is currently perceived as a tapestry project that adds a little colour to local government SWM efforts in two small towns. There is very little involvement by the State Government. It was expected to be so as the SCP is not a major flagship programme of the State. However, for sustainability of SCP process, the state machinery has got to play a more vital role than now, especially, in getting the EPM process adequately institutionalized at the local and state levels. SCP should be viewed as a pathfinder programme providing an institutional platform for community participation and stakeholder partnerships

for all major municipal initiatives. State Government must view and, through necessary government resolutions, present SCP to the ULBs as a process developer for sustainable municipal operations and not as a mere time-bound subsidiarity effort.

- ***Space for Moral Leaders:*** The lack of involvement of religious institutions in the SCP process and activities in the two cities too has been perceived by some as a major obstacle. “They are the moral leaders of our society. They must be given recognition and space in the SCP process to guide the destinies of our city” said a community leader. Necessarily, the presence and leadership of the urban religious dignitaries must be ensured through the working group mechanism and city consultation process. Considering that they are perceived and respected by the residents as their moral guides and, therefore, opinion leaders of the community, a concerted effort must be made in this regard during Phase II.
- ***Planned Gestation Period too short:*** EPM process in the two towns requires more time to come of age. Limiting the SCP Phase I to one year, therefore, is a major flaw in the project design. Creating municipal interest in participatory approaches and nurturing institutional mechanism for sustainable partnerships are not overnight miracles or one day wonders. SCP experience elsewhere has proved that building municipal capacities for process oriented EPM is slow and time-intensive. UN-Habitat must consider each phase to be of minimum two year duration.
- ***WGs not proactive:*** The Working Groups must meet on a more regular basis and expand their horizons from the current focus on solid waste management to advanced environment planning and management. Ideally, the mandate of the State They should be more proactive in their search for new solutions. SWM too should be revised to permit more comprehensive look at wider environment issues that can be addressed at the city level.
- ***EPs to be ULB-driven:*** The introduction of EPM is well done by the AILSG. The preparation of the Environment Profiles has been externally driven. Greater involvement of the local bodies in its preparation could have increased the sense of ownership of the document by them. The fact that they have now got an SWM Profile did not feature much in our discussions with the local authorities. In Phase II, the cities must be more involved in preparation from the outset.

“SCP lacks focus on infrastructure development. It is soft-pedaling the infrastructure issue. As a result, it fails to interest the urban politician and the technical personnel attached to the municipality. “

- An elected Municipal Councilor

Section 6 - Looking into the future:

Recommendations

For purposes of logical flow and clarity, this document chose to state the recommendations for remedial, supportive and improvement actions immediately after the analysis of each identified issue. The actions so recommended in the foregoing text are not repeated below. But, they constitute an integral part of these forward-looking recommendations. What follows are some of the main recommendations that need immediate consideration before Phase II strategy is finalized.

6.1 Programme Design

- ***A distinct niche for SCP must be discovered:*** Currently, the city administrations are not able to distinctly spell out the impact of SCP from then impact of other initiatives. As a result, one is not helped to capture the full impact of many-faceted SCP contribution. SCP – Phase II must endeavour to search for and carve for itself a specific and easily-identifiable niche and institutional space in the municipal system.
- ***Programme Gestation Period:*** SCP is a time consuming process. For effective internalization of the value of EPM process, the ULBs require at least 15 – 18 months of familiarization and hands-on participation and experience. SCP experience elsewhere has proved that building municipal capacities for process oriented EPM is slow and time-intensive. Currently, the two cities – Panvel and Virar – neither have capacity or readiness to sustain the EPM process on their own steam. Both these cities require continued attention and support from the SWM Cell for another year. Creating municipal interest in participatory approaches and nurturing institutional mechanism for sustainable partnerships are not overnight miracles or one day wonders. UN-Habitat and the Government of Maharashtra must consider each phase to be of minimum two year duration.
- ***Proposed Programme Design for Phase II:*** The SCP-Phase II replication may be a three-pronged process that consists of three distinctly different but mutually reinforcing components.

Component 1 - Consolidation of Initial Work: Provision of continued support to Virar & Panvel to help the two cities internalize and consolidate the EPM process and gradually make it an integral part of the city administration. Under this component will continue to receive programme guidance and technical advice from AILSG and UN-Habitat missions to train their staff in participatory management techniques and models; strengthen and institutionalize the working group mechanism; broaden their planning horizons on environment planning and management through sharing of information, study visits and exchange programmes; and develop data based information management systems to assist in EPM.

Component II – SCP Replication in New Towns: Under this component, SCP will introduce the EPM process, structures and techniques in eight (8) other cities for in-depth demonstration of the validity and importance of the process for good

governance. The planning approach will be area-specific as explained below in this chapter. The eight cities will benefit from regular experience-sharing, environment and poverty profiling, city consultations, issues identification, working group mechanism, documentation and dissemination of local experience which are all parts of the EPM process.

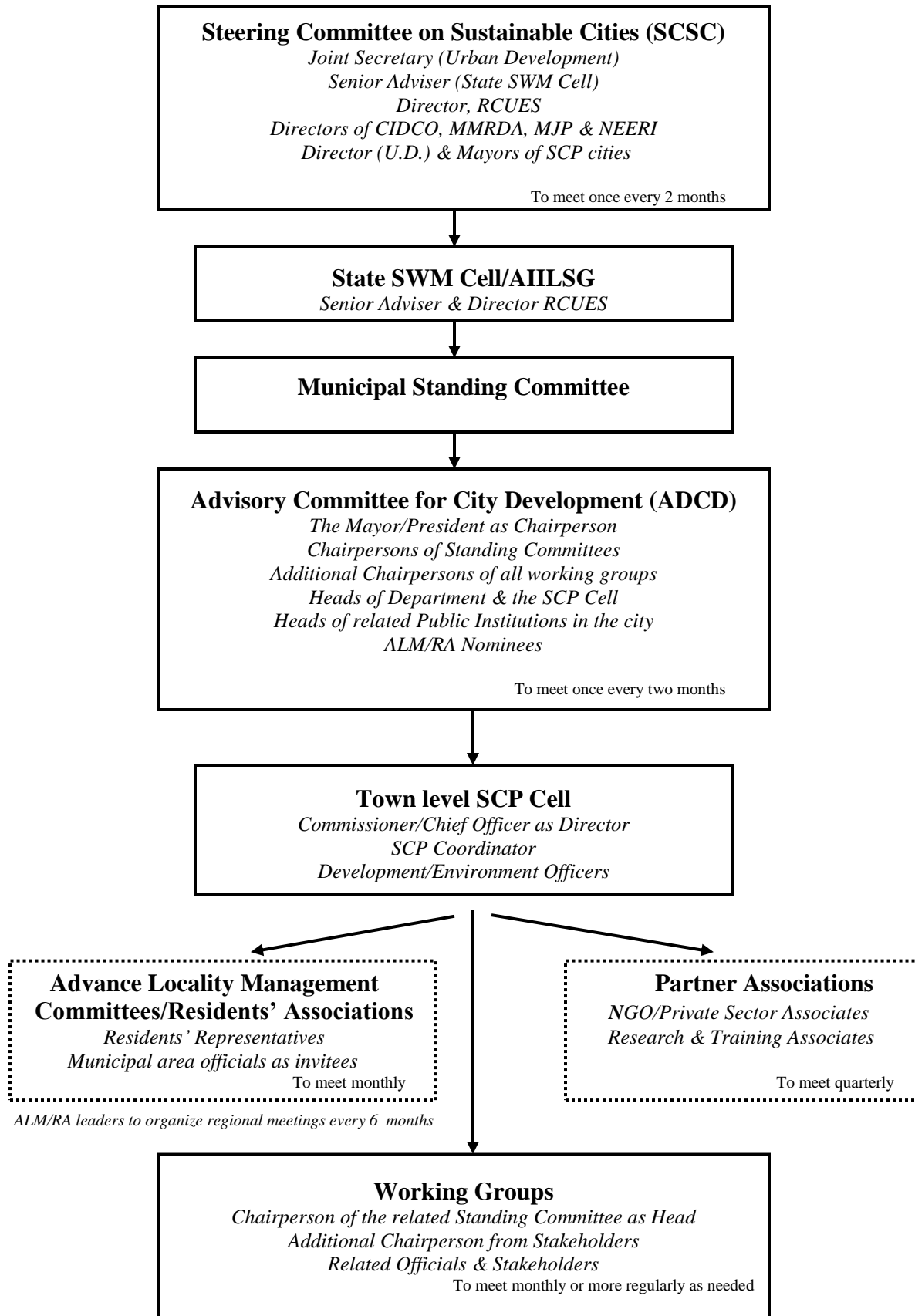
Component III – State-wide Mobilization of Support for SCP/EPM Process: This component is proposed on the realization that there is absolutely no need for SCP to wait any further to mobilize the political and administrative will throughout the State of Maharashtra, and for that matter, throughout the country. Resources being limited, it is proposed that there be a State-wide dissemination of SCP experience and orientation of all Municipal Corporations and Class I Municipal Councils in the state. This could be achieved by getting the state government to spearhead the mobilization campaign; by packaging and distributing the numerous SCP lessons in India and other countries in the region into different media forms; and, by organizing state and regional level consultations and workshops to draw the attention of the Mayors & Commissioners, Presidents and Chief Officers, Municipal Corporators & Councilors and senior urban planners, administrators and major stakeholders in the private and non-governmental sectors to those lessons. Carefully planned consultations with the participation of senior state government personnel and overseas practitioners could attract public attention and create the desired interest and commitment to employ SCP/EPM process and ideals in their cities.

6.2 Programme Structure & Institutional Arrangements

- ***Introduce a participatory Programme Management Structure:*** As the SCP programme extends to other cities, it is necessary to review the present programme management structure. Currently, there is no special formal structure for programme monitoring. SWM Cell of AILSG has spearheaded the work in the two cities and its Senior Advisor and team provide the necessary guidance and advice, linking the cities with other agencies where needed. The SWM Cell team visits the cities regularly and often to review the progress of implementation and suggest course corrections and improvements where necessary. As the programme becomes larger and attempts wider replication throughout the state, it is necessary to adopt a more formal organizational structure. The structure suggested here is an attempt to ensure regular interface between the different operational and administrative levels from the state government to the lane management level and also create mechanisms to sustain popular interest and commitment to the ideals and process that SCP promotes. The institutional structure proposed below is aimed at encouraging maximum possible stakeholder involvement in environment planning and management and optimum interface between the statutory institutional mechanisms that already exist within the municipal councils.

The proposed institutional arrangement for Phase II of SCP is as follows.

Proposed Institutional Arrangement for SCP Phase II



Community-based Organizations: This structure proposes that SCP cities must create suitable mechanisms to encourage city dwellers to set up Lane Committees or Residents' Associations which could meet monthly to discuss issues that affect their locality and take corrective actions that are possible within their own means. They will interact with the local body in all other matters and seek municipal intervention to solve the problems. The field level municipal functionaries require orientation and skills training to facilitate and support these local initiatives. To sustain their morale and interest and promote inter-association solidarity, the local body will guide, facilitate and support the ALMs in convening regional and city-level meetings at least twice a year. At these meetings, the ALMs will pick their representatives to the Advisory Council for City Development.

Working Groups: Issue-specific working groups will be set up by each municipal council. Chairperson of the related Standing Committee will also be the Chairperson of the related Working Group. A Co-Chairperson will be selected from among the stakeholder members of the working group to assist the Chairperson in planning and conducting the meetings. That will help sustain the cordiality and complementarity between the related standing committee and the working group. This link will enable the working group to formulate new ideas for action and submit those ideas through the committee chairman for standing committee consideration. This arrangement will help prevent tensions and misunderstandings that can otherwise occur between the two. Necessarily, the Working Groups must meet monthly or more regularly as needed.

The Working Groups must meet on a more regular basis and expand their horizons from the current focus on solid waste management to advanced environment planning and management. Ideally, the mandate of the State They should be more proactive in their search for new solutions. SWM too should be revised to permit more comprehensive look at wider environment issues that can be addressed at the city level.

Advisory Committee for City Development: While the standing committees and the council are statutorily the only decision-makers in city administration, SCP proposes and claims that regular stakeholder advice will help enhance the quality and transparency of the municipal decisions. To enable such working relationships between the stakeholders and the Council at the highest possible level, it is proposed that an Advisory Committee for City Development be set up in each SCP city. That will help create a productive rapport between the leading citizens and the municipal administration. It will also provide the Council with a mechanism to obtain independent, apolitical and impartial views of the city residents. The Committee must be headed by the Mayor or President and meet at least every two months. All chairpersons of standing committees, Additional chairpersons of all working groups, Heads of Departments and the SCP Cell will be the members of this committee. Considering the important role that they play in city development, the heads of major public institutions in the city such as city police, Jeevan Pradhikaran, Electricity Company, CIDCO and major academic institutions too should be invited as members. In addition, a designated number of delegates selected at the abovementioned regional level ALMs will represent the local community interests at this committee thereby maintaining a direct link between the CBOs and the local body. This arrangement is a positive departure from the present practice which limits the interface to the working groups. The proposed structure creates the needed mechanism for a healthy and more regular interaction between the stakeholders and the municipal

administration at two different levels- the working group level and at the city development level.

Standing Committee on Environment: For sustainability over time, inevitably the Municipal Standing Committees must own up the SCP process. Therefore, it is necessary that the Working Groups are led by the chairmen of the related standing committees. That will help the Council to integrate the process into the municipal system. Review of progress of the SCP programme must be an integral part of the standing committee agenda. The standing committees, therefore, must be seen as an important part of the SCP institutional set up.

State-level Steering Committee on Sustainable Cities: This will be the apex body for SCP Review and Direction. Ideally it should be chaired by the Secretary or Joint Secretary (Urban Development) of the Government of Maharashtra. It may meet every two months to consider the progress reports and recommendations that are submitted by the SCP cities. The Senior Adviser of the SWM Cell must be its Convener and Co-Chair, the Directors of RCUES MMRDA, MJP, CIDCO, NEERI and other co-opted state level agencies and the Director (UD) of the state government will be its members. In addition, the SCP project managers of the ten cities too will be invited.

State Cell on SWM/AIILSG: The State Cell on SWM and AIILSG should continue to be the anchor agency providing technical services and support to the state government and the ULBs to implement SCP. It has the ability to act as the secretariat and documentation centre to service the state level Steering committee on Sustainable Cities. It will work directly with the city administrations and guide their SCP cells with information and direction to ensure proper implementation of the programme through partnership building. Necessarily, the Cell's institutional capacity must be strengthened to meet the colossal challenge of the urbanizing state. As it takes up responsibilities to expand the programme to eight more towns and also to disseminate the EPM process and its experience to all major cities in the state, there is no doubt the cell's professional strength requires supplementation. It is an urgent need.

PGP Unit at the city level: A SCP cell will be set up in each of the ten cities. Instead of naming the cell after a time-bound programme, it is suggested that it be called "Participatory Governance Promotion Unit". That implies permanency beyond the SCP project period. Its main task would be to promote EPM process and other compatible participatory methodologies to improve governance and create productive partnerships with city stakeholders and other major development programmes. It will also be in charge of data collection and process documentation of these efforts.

6.3 Stakeholder Participation

- ***Special-component project for Mumbai:*** During Phase II, SCP must consider the introduction of ALM and Neighbourhood Committee models as the rallying point for stakeholder participation. That will help broaden the scope for wider resident participation and would bring value-addition to the Working Group mechanism. To ensure long term sustainability, SCP must help the local level committees federate at higher levels and then must consider the ways to help link the federated groups with local ward committees that are required to be set up under the 74th Amendment.

- Though Mumbai is not ere-marked for SCP, considering its potential for influencing state level policy development, SCP Phase II may adopt a “special component project” with the Municipal Corporation of Mumbai to help it institutionalize the ALM experience of nearly 8 years. As a special component project, the SCP can help the city federate all the surviving ALMs under the auspices of the municipal council. It will not only help strengthen stakeholder partnership concept that SCP is promoting, but also help institutionalize the ALM system and save it from the vacillating official disposition that ALMs experience from time to time. ALMs have proved that they have the capacity and interest to maintain regular sanitation of the area with their own resources thereby reducing the municipal costs of maintenance and relieving the local authority of micro management responsibilities. SCP may have a special component in Mumbai city for strengthening the municipal and ALM capacities to make ALM a strong social movement.
- ***Space for Moral Leaders:*** Religious institutions must be given recognition and space in the SCP process and activities. Their involvement must be ensured through the working group mechanism and city consultation process.

6.4 Programme Planning & Monitoring

- ***Area-specific programme thrusts in the Phase II:*** Having studied the current institutional arrangements and planning priorities of some of the prospective towns, it is recommended that area-specific programme thrusts be adopted. For example, Mahabaleshwar, with its focus on domestic tourism may have a thrust that aims at taking environmental messages across to the tourists that throng the city throughout the year and focus more on clean city campaign. In Penchant, the programme approach could be to link the 20 odd international schools with the city decentralization process where the municipal could facilitate the setting up of ALM or land committees and each school could adopt a lane or more for regular visit, awareness creation and other possible assistance. In Pune, the SCP focus could be on air-quality management and on integrating the informal sector as an equal partner of the city’s overall solid waste management strategy. Pune has already commenced working with an NGO providing identification cards and health insurance cover for a large number of rag-pickers. Under the SCP, this effort can be universalized covering the whole city, thereby showing the other cities in India and elsewhere how the rag-picker community can be recognized and organized as an integral part of the municipal SWM strategy as much as the private sector is now a part of it. In other new SCP towns too, the programming approach must be geared to identifying the strengths and requirements of each city.
- ***Decide on a set of Impact Indicators:*** The need to apportion impact to SCP activities in definitive terms is extremely necessary for further growth, expansion and sustenance of SCP. As was evident during the assessment team’s visit to Virar, the political leadership of the city will not feel the impact of this project unless there is a way to attribute such impact directly to its efforts. For this, it is necessary that the State government develops and adopts a set of data-based, end-of-project impact indicators in addition to the performance indicators described below to measure SCP’s success.
- ***Focus on development-orientation:*** Greater attention is needed during Phase II to move from conventional SWM to other equally important areas such as poverty reduction, air pollution, gender issues and organizing the urban informal sector. SCP must move in to the development

arena soon. The current work is basically focused on improving the basic services maintenance methods and systems. ULBs search for innovative strategies, approaches and methodologies to undertake development-oriented activities such as reducing poverty, increasing women's participation in civil society action, providing opportunities for more disciplined informal sector participation in city economy and environment planning and execution.

- ***Environment Profiles:*** In compiling City Profiles for Phase II towns, it is necessary to change the title from "Environment Profile" to "Environment & Poverty Profile of ____" to capture the status of the connection between the city environment and urban poverty more comprehensively. A deep understanding of this nexus is important for EPM even though the project may not address the poverty issues directly. The analysis of the PPE spiral (Population, Poverty, and Environment) must be considered an integral component of any city profile. The pressure of commuting/transit populations on the city's basic services infrastructure and environment too needs careful study and analysis as they constitute an important group of people who enjoy common amenities of the city without making any direct contribution to the municipal revenue.
- ***EPs must be ULB-driven:*** The introduction of EPM is well done by the AIILSG. The preparation of the Environment Profiles has been externally driven. Greater involvement of the local bodies in its preparation could have increased the sense of ownership of the document by them. The fact that they have now got an SWM Profile did not feature much in our discussions with the local authorities. In Phase II cities, it will be extremely important to get the Municipal staff more involved in the formulation of the Profiles. That will help build a stronger sense of ownership of the document as an EPM planning tool.
- ***Institutionalize SCP as a process, not a programme:*** The Presidents must take adequate measures to create sufficient institutional space in their administrations for SCP. They should view and present SCP not as a programme but as a strategy and process. Through the adoption of a Council motion, like in many SCP cities in Sri Lanka, the Working Group system must be included as a composite part of the municipal system. The Chief Officer must be responsible for its operations. Ideally, the state government should consider amending the concerned local government acts to permit co-option of stakeholder representatives as advisers without voting rights to the standing committees. Alternatively, since Local Authorities are empowered to set up advisory mechanisms to assist the standing committees, the Working Groups should be named as Advisory Committees. For sustenance and to prevent conflicts of interests, it is necessary that the Chairpersons of the related subject-specific standing committees of the Council are also made Co-chairpersons of the related advisory committee. To establish close links between the Council and the civil society, a senior stakeholder could be elected as an additional chairperson. The adoption of this system will minimize the now surfacing disinterestedness among the council staff and councilors and create a strong bond between the non-statutory WGs and the statutory standing committees.
- ***Set up an Advisory Committee for City Development:*** Once this mechanism is adopted, the Council could then consider convening a City Development Advisory Committee (CDAC) chaired by the Mayor/President at least once every two months to discuss the outstanding issues and possible solutions. In the least, the CDAC must comprise all Standing committee chairpersons and Additional chairpersons of the advisory committees, the Chief Officer/Commissioner, the Finance Officer and a small number of senior citizens co-opted by

it. Such a mechanism will strengthen the WG system and give it the much needed official recognition. Municipal bye-laws may be changed to subject all city development planning proposals to the scrutiny of this advisory committee before they are submitted to the Council for final adoption.

- ***Insist on quarterly action plans and targets:*** A monthly target setting and progress reporting must be introduced in all the present and future SCP cities. The targets may be defined in a time-bound manner to serve as quarterly performance indicators. That will help instill a currently-absent sense of high urgency at the local level. Planning meetings must be held every three months where at a quarterly work plan with target dates must be agreed to by the main stakeholders. The formulation and follow-up of a quarterly SCP action plan with clear targets, time schedules and monthly reporting will help improve the effectiveness as well as the visibility of direct and specific project outcomes.
- ***Develop and pursue mutually agreed Performance Indicators:*** Attention must also be paid to establishing clear benchmarks for any change-oriented activities in order to help measure the post-activity impact. For example if the objective is increase peoples’ participation, the working group must agree on a set of specific and measurable benchmarks and target indicators from the outset. SWM Cell must assist the Working Groups and ULBS in developing and adopting Performance Indicators for each major activity that is planned for the quarter.
- ***Introduce a Reward Scheme:*** A reward system for best performing towns may generate healthy competition among the SCP cities. The SWM Cell/AIILSG is capable of developing such a reward scheme in consultation with the participating ULBs. Ideally, it must be a self-assessment scheme based on a set of ready-reckoner type performance indicators on the line of Asiaweek’s annual rating of cities.
- ***Adopt a creative approach for funds for effective up-scaling:*** SCP budget is too limited and, therefore, is not geared to support universal application of the lessons already learnt from these experiments. It only has funds sufficient to help codify and package these lessons for wider application and higher level attention. SCP must approach this issue creatively by establishing strong linkages with other donor-driven programmes. AIILSG, UN-Habitat and the State Government should concertedly search for opportunities to engineer such linkages. There are prospects for collaboration with the Urban Livelihoods Programme of UNDP and in the forecast activities of United States-Asia Environmental Partnership.
- ***Determine the role of SCP in new towns:*** Learning from the Virar and Panvel experience, it is necessary to identify the major tasks that can be performed in the new cities that will be added to the programme. Some of these tasks are:

Management Development	Process Development
<ul style="list-style-type: none"> • Provide technical options for SWM, Waste Water treatment, Air/Sound pollution etc. • Introduction of GIS/EMIS • Local government HR capacity building • Institutional Development • Technical support for preparation of SWM 	<ul style="list-style-type: none"> • Introduction of EPM process. • Stakeholder Identification and mobilization • Public Education and Awareness Creation • Continued search for innovative modalities and partnership options for Environment and Poverty Reduction

Profile & ESR	<ul style="list-style-type: none"> • Empowerment of civil society organizations and women • Community organization and mobilization • Documentation and sharing of good practices • Liaising between the local authority and state agencies. • Technical assistance for review of state policy and legislation. • Technical assistance for Strategy formulation • Technical support and matching grants to demonstrate innovations.
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6.5 City Development Strategy

- **Promote CDS for every city:** SCP process must lead towards formulating a City Development Strategy (CDS) in each city. Already in Panvel, SCP has experience in assisting the city in preparing a development plan. The exercise must be supplemented by helping the cities to convert the CDS into a Donor Sales Book that contains profiles of major recommendations as project proposals with budgetary indications. The sales books from a few cities could then be presented at a specially convened Urban-Aid meeting for donor consideration.
- **A City Development Strategy in each big city:** The SCP workshop held in end February 2005 was a step in the right direction in disseminating the EPM principles and process. Necessarily, this must be followed up with a state level initiative that will rally the big cities towards a definite lead to some specific and creative action bound by a long term vision. Ideally, the SCP process must lead the main cities of Maharashtra to formulate a City Development Strategy. As a first step, AIILSG may translate the UN-Habitat's City Development Strategy information kit into Marati language and organize a state level CDS consultation to discuss how to engage the commitment and involvement of Class I cities and Corporations across the State to internalize the value of such a visionary city strategy to develop their cities. The initiative must be driven by the State Government's Urban Development Department and care need be taken to prevent the exercise being perceived as a special project but as a process necessary for long term planning and development of the city. The AIILSG and the SWM cell must provide technical advice and coordination and must ensure high visibility of the state government throughout the whole exercise.

6.6 Local Government Capacity Building

- **Formulate a Local Government Capacity Development Strategy for Maharashtra:** Greater investments are necessary for local government capacity building through SCP. The current training conducted by AIILSG and YASHADA for city employees is promising and require greater support. Equipping the staff of the ten cities with information, knowledge and skills to handle participatory development planning must be viewed as a seminal focus area of the SCP. When moving into an expanded programme in 10 cities, it is necessary that the AIILSG consider helping the state government formulate a long –term Strategy for Local Government Capacity Development.

- ***SCP as a mediator between ULBs and the State:*** SCP can and must play a mediatory role between the local authorities and the state government. It is often said that the aim of the 74th Amendment to the Constitution of India was to give greater powers and legal teeth to the local government institutions through highest possible decentralization. The amendment actually provides for giving planning authority to urban local bodies. But these powers have not yet been given. Instead of empowering the local bodies, the urban planning processes and procedures that have been that have since been introduced in the state had helped weaken the local authorities further by giving enormous planning and controlling powers to specially constituted para-statal bodies such as City & Industrial Development corporation (CIDCO) and Maharashtra Metropolitan Region Development Authority (MMRDA). It is widely claimed that this is a blatant contravention of the spirit of the amendment. While the role played by these special institutions in planning, regulating and monitoring local authorities is acknowledged, there is no doubt that super-bodies undermine the basic principles of self-governance.. An example is Virar municipality's claim that it has not been able to get its Development Plan approved by these authorities for many long months. Under the circumstances, the SCP is called upon to play a much needed mediatory and advocacy role with the government to strengthen the planning and management capacity of urban local authorities to make them 'real' authorities.
- ***Role of Training Institutions:*** SCP process must be seen by the government and the related training institutions such as AIILSG & YASHADA as an important link in the urban development process of the state. These institutions must be advised by the State Government to incorporate SCP/EPM guidelines in their management training and environmental planning curricula. While SCP implementation is currently limited to one state, time has come for AIILSG to take the initiative to introduce the SCP/EPM concept, strategy and process throughout the country. Initially, it could be done the SCP material and experience with national and regional level institutions. Gradually, they could be encouraged to incorporate SCP as viable strategy in their training programmes and manuals for local government adoption. A series of orientation workshops and consultation may be planned under Phase II to invite organizations such as India Institute of Public Administration (IIPA), Town & country Planning organization, the Bahadur Shastri Academy for Public Administration, the Regional Centres for Environment and Urban Studies (RCUES) and Administrative Staff Training Colleges that are involved in human resource training in the public administration sector and disseminate and propagate the SCP concept.

6.7 Public-Private Partnerships

- ***Priority focus on PPPs:*** Public – Private Partnership (PPP) building is still traversing on first gear under the programme. While several important partnerships are being considered and negotiated by the two municipalities, SCP on its own has not been able to build adequate momentum for PPPs to have a visible impact on city management. Most of the current PPP efforts are basically small investments mainly aimed at street-naming and road beautification. PPP interests must go much beyond such tokenism. PPP ventures are of three types: (i) image enhancement actions (*e.g. street beautification, name boards, flower troughs, maintenance of roundabouts*) (ii) social responsibility actions (*e.g. construction and maintenance of non-revenue public utilities such as public conveniences and children's parks*) and (iii) city management actions (*e.g. solid waste collection, disposal and recycling, out-sourced management of city infrastructure such as city dispensaries, libraries, public halls, collection*

and management of municipal assets, both fiscal and physical, and municipal revenue collection and administration etc.). The private sector can forge partnerships in all these three areas. Maharashtra being one of the highly industrialized of the Indian states, greater interface between municipal and private sector institutions is not only possible but also necessary. For his purpose, SCP must consider setting up a PPP Forum in each major SCP city. The task will be easier if the mayor/president could identify, brief and request a few private sector stalwarts to take the lead in setting up this forum as a supportive and advisory mechanism for the local body.

6.8 The Role of State Government

- **Need for Mainstreaming:** SCP is currently perceived as a tapestry project that adds some little colour to SWM efforts in two small towns. There is very little involvement by the State Government. It was expected to be so as the SCP is not a major flagship programme of the State. However, for sustainability of SCP process, the state machinery has got to play a more vital role than now, especially, in getting the EPM process adequately institutionalized at the local and state levels. SCP should be viewed as a pathfinder programme providing an institutional platform for community participation and stakeholder partnerships for all major municipal initiatives. State Government must view and, through necessary government resolutions, present SCP to the ULBs as a process developer for sustainable municipal operations and not as a mere time-bound subsidiarity effort.
- **State must play a more active guiding and monitoring role:** The Government of Maharashtra can and should play a more active role than now to back the SCP as an important element of its regular development approach in urban areas. A state government directive/resolution calling all urban local authorities to employ the EPM process as an integral step to prepare the Environment Status Report and the Zero Waste Action Plan will serve as a fulcrum for scientific assessment of issues relating to urban environment planning and poverty reduction. SCP must be introduced not as a programme but an effective planning and management strategy and process. The EPM process must be presented as implementable with or without specially designed development projects or programmes. The main milestones of this process such as compilation of a City Environment Profile, conducting a City Stakeholder Analysis, holding City Consultations and setting up thematic Working Groups for special initiatives must be introduced to the urban local bodies as achievable preparatory inputs for city development and environment management. The state government must apply pressure on these bodies to implement the EPM process without undue delay.

“Most schemes are target oriented. But, SCP is need-based and process-oriented. It is addressing our own needs because we are the ones who decide as working group members. It gets us to address our own needs with our own resources.”

- A Chief Officer

- **Need for creating a supportive legal and administrative ambience:** SCP has created public awareness on many different issues and fronts, particularly on the need for strengthening municipal-civil society cooperation and partnerships. But it appears to be stuck without funds, authority and clear direction to move forward and go beyond. As discussed in detail above,

there are legal and procedural impediments that must be cleared. These issues have been raised time and again by local bodies and, therefore, it is time that the State Government appointed a Taskforce to review and revise the existing administrative and financial regulations and make necessary provisions to empower and capacitate the ULBs to move faster and more effectively. In the new Phase, SCP must make provisions to help the state government study and remove these impediments and issue guidelines to ULBs on participatory local governance.

The Travel and Work Schedule of the Assessor

Date	Activity
06 th February	Arrival in Mumbai
07 th February	Initial briefing at AILSG by Director General, Director (AILSG & RCEUS), the Senior Adviser (SWM) and team of the State SWM Cell followed by discussions and planning with the SWM team and UMP Senior Adviser
08 th February	Consultation with officials of Urban Development Department of the State of Maharashtra, Mumbai Metropolitan Region Development Authority, City & Industrial Development Corporation (CIDCO) and the Chief Officers of Panvel & Virar cities
09 th February	Meetings with President & Chief Officer of Panvel city followed by collective discussions with its Working Groups and Visit to two Advanced Locality Management (ALMs) groups in Mumbai city.
10 th February	Meetings with President & Chief Officer of Virar city followed by collective discussions with its Working Groups and Visit to Joshi Lane Advanced Locality Management (ALMs) group in Mumbai city.
11 th February	Meetings with Panvel municipal officials followed by visits to demonstration project sites and discussions with CIDCO. Also attended the meeting at the Navi Mumbai Municipal Council on its proposed solid waste management strategy.
12 th February	Visit to Baba Atomic Research Agency and discussions with the team of scientists that developed the bio-gas facility.
13 th February	Desk Review of documents
14 th February	Visit to Virar and field demonstration sites followed by discussions with Plastic recycles in Ghatkopar
15 th February	Visit to Yuva Centre in Khargar and arrive at YASHADA, Pune
16 th February	Visit to and discussions with IRM, Asia Plateau & Sanjeevani Vidyalaya, Panchgani: Meeting with the President and Councilors of Panchgani MC Meeting with the President & Councilors of Mahabaleshwar MC
17 th February	Meeting with Director General, YASHADA Visit to Kagad Katch Patra Kashtakari Panchayat, Pune & return to Mumbai
18 th February	Desk Reviews and report outlining
19 th February	De-briefing discussions with Senior Adviser and team at AILSG followed by discussions with Director (AILSG & RCEUS) and meeting with Chairman, Orchid Ecotel Ltd.
20 th February	Arrive in New Delhi
21 st February	Meetings with the Joint Secretary of Ministry of Urban Development. Asst. Representative (Urban Programmes) and Urban Livelihood Programme Consultant of UNDP India and Programme Officer of SIDA
22 nd February	Leave New Delhi for Colombo

List of Persons Met & Interviewed

Name	Organization	Designation
All India Institute of Self Governance (AIIISG)		
R. S. Chavan Dr. Sneha Palnitkar Ajit Kumar Jain, I.A.S. Chhaya Bhanage Lojy Thomas S. S. Baghwat Uma Padhye	AIIISG – India	Director General Director Senior Adviser – SWM Cell Deputy Director – Navi Mumbai Asst. Director – New Delhi Officer on Special Duty – SWM Programme Assistant
Training & Research Institutions		
Ratnakar Gaekwad Sanjay Bobde Vidyadhar Deshpande Dilip Karmarkar	YASHADA	Director General Consultant (E-Governance) Associate Professor Research Officer
Dinesh K. Shetty	National Productivity Council	Deputy Director
A. B. Karweer	CIDCO – Navi Mumbai	Chief Engineer
Rakesh Kumar	NEERI, Worli, Mumbai	Scientist & Head
S.P.Kale V. K. Khilnany	Baba Atomic Research Center	Scientist Chemical engineer
Government Authorities		
Rajamoney	Ministry of Urban Development, New Delhi	Joint Secretary
K. N. Khawarey	Department of Urban Development – GoMR	Joint Secretary
Rajendra Chavan	Panchgani Municipality	Chief Officer
Bhaskar Y. Wankhade,	Raigad Collectorate	Collector
Mr. S., Borde	Mahabaleshwar Municipality	Chief Officer
Seema Redkar	Municipal Corporation of Greater Mumbai	Officer on Special Duty
S. Kokate	Navi Mumbai Municipality	Commissioner
R. D. Shinde	Mira Bayendar Municipality	Commissioner
S. S. Shinde	Municipal corporation of Greater Mumbai	Deputy Commissioner
Balaji Khatgaonkar Sanidp B. Patel Prakash Patil Mr. Ashok Charve	Panvel Municipal Council	Chief Officer Councilor Administrative Officer Chairman, Health Committee
G. Rathod Prasant Chaubal	Virar Municipal Council	Chief Officer Chairman, Health Commtte
Non-Governmental Organizations		
Vijaya Naik	Sanjeevan Vidyalaya Trust, Panchgani	Secretary
Indrani Malkani	Action for Good Governance (AGNI)	Coordinator – D Ward
Jyoti Mhapsekar	Stree Mukti Sanghatana	President
Lakshmi Narayan. Purnima Chikarman, Sanskriti Menon	KPKP - Pune	Director Associate Director Associate driector
Viren S. Merchant	ALM, Joshi Lane, Mumbai	Chartered Accountant
Mrs. Upadhyaya	ALM	Chairperson
Dr. Sangole	ALM, Chimbur 89	Chairperson

A.P. Deshpande	Marathi Vidnyan Parishad	Hony. Secretary
Razik Thakkar	Navi Mumbai	Environmentalist
Private Sector Organizations		
Vitthal Kamat	The Orchid Hotel, Mumbai	Chairman
Khalil Ahmed Suhel Ahmed	S.A.I. Plastics Recycling Co., Ghatkopar	Managing Director Director
International Support Agencies		
Pradeep K. Sharma	UNDP, New Delhi	Asst. Resident Representative
Suneel Parasnis Nutan Zarakar	US-Asia Env. Partnership (US-AEP)	Regional Director Dy. Director – W.R
Sunita Chakraborty	CIDA, New Delhi	Director
Representatives of Peoples;’ Orgnaizations and Tax Payers		
Discussions were held with more than 150 civil society members, representing different social and economic levels and needs, at formal and informal meetings/discussions.		

