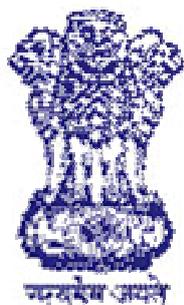City Managers' **CMAO** Association Orissa

CMAO

Capacity Building

Programme

Under

Capacity Building

for Decentralized

Urban Governance

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DP

1.1. The Process

The broad purpose of stakeholder participation is to involve the Stakeholders in development of plans for the city. In the context of the Cities this purpose has to be expanded to include introducing the ideas and techniques of stakeholders' participation in strategic planning to local governments and citizens.

Support for stakeholders' consultation comes from the JNNURM call for reaching out. Reaching out is interpreted as not only greater openness to the world outside Cities but also internal openness as well. Stakeholders' participation in planning is a strategy for increasing the internal openness – and transparency - of government.

Objectives for stakeholder participation in City Development Plan are both substantive and process-oriented. The substantive goal was to provide local governments and CDP consulting team with useful information and a sense of community priorities that would inform development of the CDP. The process goals were to:

- o introduce participatory strategic planning

- o ensure that all participants had an opportunity to be heard

- o provide all involved with a positive experience that would encourage further citizen and stakeholders participation.

Public Participation

Municipalities

Temple Administration

Development Authority

Engineering Section

Traffic Police

Public Services, Utilities

Public Health Engineering

District Administration

District Magistrate

District Superintendent of Police

Information and Public Relation Department

State Level Organization

Housing & Urban Development Department

City Managers' Association Orissa

Orissa State Archeology

Archeology Survey of India

INTACH

City Stakeholders

Chamber of Commerce

Confederation of Indian Industries

Tourism Development Agency

Citizens of Respective

Hotel & Restaurant Association

Real Estate Developers

Because stakeholders are new to this type of participation, the substantive goals were modest. While the role of the citizen participation was advisory, that input helped shape the plans developed for each city. In all consultations stockholders were given enough

space for interaction and also written participation tools were used to establish priorities.
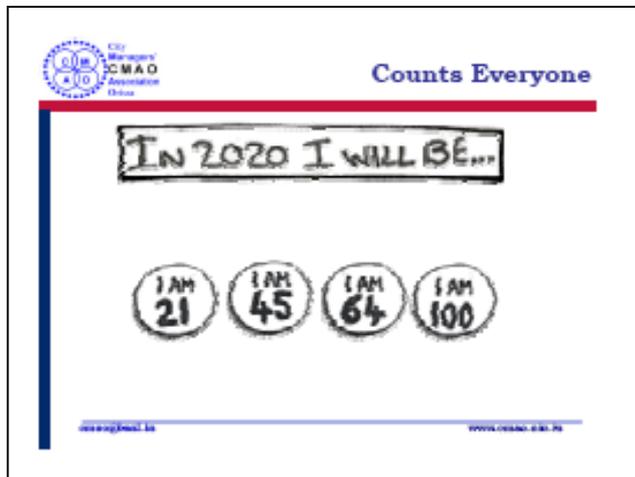
1.1.1.Participation Techniques Used

In each consultation process the local officials and state govt. convene meetings. There were in four levels of consultation meeting were held in preparing the CDP..

Table 1:   **Stakeholders Consultation**

Institutions	Convene	Consultation
City Level	Municipality	Ward level Municipal Councils Public Forum Temple Administration
District Administration	District Magistrate Cum Collector	Municipal Councils City and District Level Officials Line Departments
State Govt.	Housing & Urban Development Department	Chief Minister Chief Secretary All Concern Department Secretaries Member of Parliament, Puri Member of Legislative Assembly, Puri Minister for Tourism Speaker of Orissa Legislative Assembly
State Level	City Managers' Association Orissa	Workshop on Municipal Resource Mobilization focusing JNNURM

All meetings began participation with self-introductions by the participants at the beginning of the meeting. The only guidance was that the discussion topic should not only be relevant to the CDP but also meet the following three criteria:

o The topic should be important enough to motivate government action and engage the citizens.

o It should be an area where government finds it feasible and helpful to consider citizens' opinions when making decisions.

o The issues addressed should be immediate enough to have the possibility of showing results in the short term.

In all consultation officials explained broad topics with a presentation, this became the focus of information and a question and answer period. Also during the meeting

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participants were asked to describe their visions for a desired future relevant to the CDP. These visions were used – along with statements from local plans – to establish City's Vision for the future.

In second round stakeholder consultation meeting, the topic of discussion was the interim City Plan. Participants were asked to comment on the strategic options put forth in broad terms and on the local strengths and weaknesses affecting the cities future development. Their comments were considered when developing more fully strategy options for the final City Plan.

Meeting goals dictate the choice of citizen participation tools. The use of written suggestion and small-group work enhanced the opportunity for each participant to be heard. Following the presentation of information about the City Plan and the selected topic, each participant was given opportunity and asked to give suggestion on a sheet.

The visioning task was conducted in small groups except the public forum. In each consultation the responsibility were assigned for (1) ensuring that all members of the group had an opportunity to contribute ideas, and then helping to decide which ideas should be included in its vision (2) assigning one person to keep a written record of the consultation and discussions, and (3) presenting the vision to the full workshop. This description responsibility was part of the directions for the vision task. The vision task concluded with the presentations from each consultation.

The second stakeholder meeting focused on the interim report. It placed a greater emphasis on the substance of participation. A PowerPoint presentation of the interim CDP report, with emphasis on major findings and strategic options, set the stage for the discussion. The session focused on the broad strategic options in the context of cities SWOT. At the end of a facilitated discussion, participants were asked to indicate their priorities of projects. The results were reported back to all stakeholders at the Public Forum Workshop. The session on Public Forum organized by the City Council focused

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on specific to tourism, heritage, media, chamber of commerce and senior citizens seen as offering growth potential.

1.2.Stakeholder Discussions

The stakeholders came to the meetings with many things that they wanted to tell their government. This caused lively but good-humored discussion, some resistance to efforts to focus discussion on City Plan topics, and complaints that the discussion sessions were not long enough. The discussions did, however, provide clear insight into the priorities and concerns of the stakeholders.

The kickoff meeting was held in March 2008 with the cities stakeholders to review project goals and desired outcomes of the planning process. Members of the Stakeholders included: representatives from the Govt. of Orissa, District Administration, Municipalities, Development Authorities, Police & Traffic, Water Supply, Tourism, Hotel & Restaurant Association, Chamber of Commerce and Citizens etc.

The second workshop, held in May 2008 among officials and elected representative of Municipalities and stakeholders presented the situation analysis of the city's progress. All the stakeholders were familiarized with the purpose, process, and expected outcomes of the City Plan, and build enthusiasm, understanding and commitment. The process also helped in deriving a consensus along with the stakeholders firming the process and agreeing upon a structured programme to take the Plan forward. Each stakeholders of the workshop explained his / her dream for respective cities.

Latter on respective Municipalities have undertaken a series of ward level consultation to identify issues and suggestion for the city development and path for the cities growth as identified in second workshop by the stakeholders of the city. The major areas that citizens were

concerns are improvements in City level Infrastructure such as water supply, drainage, solid waste management and road transport etc. One of the positive aspects is the citizens are willing to pay price for improved services but the price should be affordable. Similarly suggestion was that city authorities must try to improve the Local Economic Development linking to Tourism & Culture.

At the various stakeholder workshop, the cities asked for input about (1) how to strengthen the economic base – especially the tourism, heritage, education, (2) the relationship of the central city to other development zones - especially the Development Areas / new area, (3) the urban environment, and (4) environmental and transportation infrastructure aspects.

The stakeholder workshops also confirmed community support for planned major projects. Cities stakeholders strongly support the planned development in Cities.

At the meeting conclusion, leaders or the highest-ranking local official present presented the wrap-up summarizing the day's discussions. Solicitation of feedback from participants was instituted.

The discussion with senior officials of the cities focused on the strategic options outlined in the interim reports and asked participants to identify (1) the options that they considered most important and (2) the areas or actions most likely to contribute to future development in this region. The priority actions were further detailed in terms of resources required, responsibilities

and stakeholder involvement, identification of potential roadblocks and suggestions to overcome these, practical implications, preliminary funding requirements and responsibilities, additional requirements and pre-requisites for successfully accomplishing priority actions.

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The consulting process identified Tourism as one of the major areas concern for the city development. Taking this as backdrop small consultations were held with the tourists of the city. Some of the important observations that tourists were raised include improvements in Solid Waste Management, Setting up a Watch Tower near to Temple (Foreign Tourist), providing bicycle track, public conveyances, beach development, heritage walk / tour by bicycle etc. However, a major chunk of business tourist highlighted to set up an International Convention Centre in Puri. As large number of the business travelers are visiting Puri as parts of there tour to Bhubaneswar the state capital.

These discussions were input into CDP development. The interim reports recognized the

concerns expressed at stakeholder meetings and incorporated concepts from the visioning exercises into the goal statements for the interim reports. Because stakeholders gave tourism development a high priority for future development, further data collection and analysis were conducted on this aspect of the Study. The stakeholder input, along with input from local officials, helped guide selection of strategic options to be developed more fully for the draft and final CDP reports.

1.3.Results

Overall, participants felt the meetings were worthwhile and would like to see in future more stakeholder participation meetings. The nature of the discussions and the variety of issues raised further reinforces conclusions. From the perspective of the consultation, stakeholder participation provided important insights into priorities and provided

valuable information for the development of the CDP.

All discussion sessions began with a relatively formal / informal presentation, with comment by the rest of the participants and discussion was more open. The series of speeches take up time, but participants appeared to regard them as necessary preliminary conversations on the topic.

There is a preference for written opportunities to participate – either alone or in combination with discussion sessions. The technique of written suggestions was very effective in giving everyone a voice and in using time efficiently. Facilitated discussions were valuable and useful but more apt to go off the track and more likely to be dominated by a few individuals in consultations.

Preparations make a difference:

o   Scheduling allowed time to meet stakeholders ahead of the meetings to explain the process and desired results, the discussions benefited.

o   It give stakeholders opportunity to ask, but there is a fine line between guiding and inhibiting discussion.

o   Participants wished that they had received substantive materials about the CDP interim report ahead of the meeting so that they would have had time to review the document.

Strong opportunities were provided without looking at the hierarchy of stakeholder participation. For example, discussion did not select leaders; instead the allowed every one present to assumed leadership or individuals were come forward. When participants feel unequal, written participation techniques used because they effectively equalize the opportunity to be heard. For example, the perception after each

discussion found participants much more satisfied with their opportunity to be heard when the facilitated discussion sessions added a written participation tool.
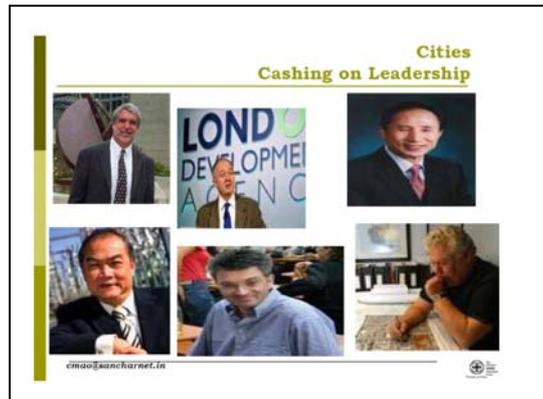

1.4. Lessons Learned/Recommendations

The current custom is for local government to develop plans and then to show them to the public in a quasi review process. The challenge is to change the scheduling of community participation so that it occurs before rather than after plans are finalized.

The Citizen Consultation experience indicates that both government and citizens are highly supportive of increased

communication, and that stakeholder workshops offer a useful channel for that communication. After the process it is now taken a shape of methodology as stakeholder consultation is now a regular part of the planning process in future city planning process.

The message that needs to be delivered is that participation should occur during not after the planning process. Technical assistance along with repeated efforts that give people experience with community participation in plan development will lead to familiarity with the process.

In future stakeholders' consultation consulting team will have to work with local government officials to get sufficient time to prepare for meetings. The government officials have to be convinced of the need for timely invitations and pre-meeting dissemination of information to the participants. In all cities the team had, pre-meeting sessions with key participants to explain the process and desired results are valuable.

The media offer an opportunity to disseminate information from stakeholder meetings to a broader audience. The media were present at the each level of discussion held in these Cities.

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City Managers Association Orissa,
C/o Vice Chairman, Bhubaneswar Development Authority,
Sachivalaya Marg, Bhubaneswar - 751001, Orissa, India
Tel:+91 (674) 2395614 Fax: +91 (674) 2390633

E-mail: cmao@bsnl.in , **Web: http://www.cmao.nic.in**