be the change you want to see

JANAAGRAHA CENTRE FOR CITIZENSHIP AND DEMOCRACY

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CITIZENSHIP AND DEMOCRACY

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JANAAGRAHA

Be the Change You Want to See

JANAAGRAHA'S VALUES, PURPOSE AND VISION

CORE VALUES
Positivity: To believe that real change is possible, if everyone did his or her bit.

Belief in the power of the community: To recognise that the central means of all action is a collective one. From an inclusive community comes collective strength, and also the building of long-term bonds that will shape our society.

Constructive Engagement: To engage (with individuals, communities and organisations) in the spirit of partnership and give the benefit of doubt until proven otherwise.

Professionalism: To deliver on individual roles and responsibilities at the highest degree of commitment and capability at all times.

Moral Compass: To consistently be guided in all actions by the principle of moral truth and be concerned with not just the ends but the means as well.

Compassion: To empathise with and support those in real need and carry out one's responsibilities in building a caring and just society.

CORE PURPOSE
To improve the quality of life for all by improving the quality of public governance.

VISION 2025
To fundamentally transform the trajectory of our country, in 20 years.

VIVID DESCRIPTION
Twenty years from now, India will be best known for the quality of life it offers to its citizens. And this will be accomplished through the practice of democracy that is based on personal freedom, collective action and transparency. A democracy, that provides every citizen with a direct voice and an active role in public governance, leading to an abundance of public and private wealth.

This vision for India would be achieved by developing participatory structures of public governance, by evolving a sense of shared ownership of the environment and the community's destiny and by establishing practices of engagement that ensure broad participation in public governance, of the entire citizenry.

India would provide to the world a model of democracy that brings individual ambition and common cause into harmony, and helps unleash the creativity of millions of Indians in ways that generate the greatest rewards for the society as a whole. By 2025, no Indian would have reason to feel disenfranchised and in fact would have every chance to fulfill his/her personal potential while making the greatest possible contribution to the society.

EVOLUTION OF JANAAGRAHA

Janaagraha started in December 2001, with the conviction that citizen participation is central not just for greater accountability of government, but for better-quality governance, to equitable outcomes and to collective ownership. The focus of Janaagraha's work is urban India and Bangalore has been the pilot laboratory for our grassroot activity. Our first campaign–participatory budgeting in the ward–proved overwhelmingly that people do care and want to participate–so long as the process is scientific, fair and transparent.

The geographic footprint of participation that Janaagraha focuses on is that of local government and within that, it is the Ward. This is because the ward is the smallest political unit of local government with an elected representative, and hence has accountability closest to the people.

Since that first campaign, we have been deepening and expanding our grassroots experiences and comparing them to larger ideas about democracy and democratic processes. This journey of understanding democratic ideals, institutions and processes–locally and globally–and the role of citizens, is a continuous one. We strive to constantly reflect this continuous learning in our activities.

Janaagraha's work is fundamentally about two things:

1. Creating new politically legitimate space at the local level, which includes all citizens in the process of decision-making. That is, deepening the idea of democracy beyond the occasional trip to the ballot box, and providing the citizen with an on-going right to have a voice in decisions that affect her.
2. Strengthening the ability of the two central political players–the citizen and elected representative–to participate in these spaces. This means evolving robust structures, processes and tools for such participation.

Our experiences have shown that passion, conviction and ideas in grassroot activity bring best results when they are in tandem with stable organisational structures and processes. Janaagraha has evolved in these last four years from being an open citizens' platform to the more rigorous institutional structure called the Janaagraha Centre for Citizenship and Democracy (JCCD).

While the "idea" of democracy is a romantic one—of free speech, fair elections, checks and balances—the actual "practice" of democracy is more mundane—the simple, regular, organised forms of local engagement.

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DEMOCRACY AND CITIZENSHIP–GLOBAL CONTEXT

The core of any democratic process deals with the arrangements around decision making in collective settings. Established models of representative democracy and aggregate decision-making (majority wins) have become the dominant forms of binding collective decision-making in many, if not most democracies.

These operating models are attempts to find mechanisms to reach an ideal state of democracy, where free and equal individuals can engage in a process of such binding collective decision-making, and authorise a polyarchy to enforce such decisions.

While no model is perfect across the world democratic structures and practices are constantly being transformed–as are societies–and new arrangements are evolving for interactions between groups of citizens, and between citizens, the state and markets.

This has caused citizen expectations of the state to evolve, and current mechanisms of representative democracy fail to adequately meet these expectations.

At the heart of many successful practices that are emerging, is the concept of a greater role of the citizen in the decision-making processes. These practices are often informal–where community participation is encouraged, but without any binding or institutional rooting. These are now increasingly being formalised through laws and formal structures.

There is a distinction between this new generation of structures and mechanisms that are evolving–broadly clubbed under the phrase 'Participatory Democracy–PD' or 'Deliberative Democracy–DD'. Both PD and DD accept Representative Democracy, and seek to deepen it, by giving opportunities for citizens to participate in specific ways. In this sense, it is an evolutionary process in moving democratic mechanisms forward, rather than a revolutionary one.

" If liberty and equality, as is thought by some, are chiefly to be found in democracy, they will be best attained when all persons alike share in the government to the utmost "

—Aristotle

INDIAN CONTEXT

The move towards a more participatory form of democracy is one that needs to be especially cultivated in young democracies, particularly those that emerge from a feudal and culturally complex past like India. In new democracies, federalism and participatory processes at the local level serve a much larger purpose: they act as political kindergartens to educate the citizen. As with most hazy notions about India's glorious past, most Indians assume that we invented the concept of federalism and decentralisation: images of a panchayat negotiating the affairs of the village are part of our collective consciousness.

Despite our reasonably old but discontinuous history of town republics, this assumption is misplaced: there is little evidence of organised political institutions in India until the mid-eighteenth century. Sunil Khilani in his book The Idea of India, says, "No concept of a state emerged: kings represented only themselves, never enduring states. Unlike the history of Europe, that of pre-colonial India shows no upward curve in the responsibilities and capacities of the state. The British gradually but decisively defined power in political terms and located it in a sovereign, central state."

From the introduction of the Morley-Minto municipal reforms in 1909, the arc of India's political evolution raced over the next forty years, through the 1919 Montagu-Chelmsford reforms, which changed this structure to grant Indians a form of responsible government, until finally the Government of India Act of 1935, which gave India a quasi-federal structure of government. With Independence, the Constitution adopted much of the framework of federal management laid out in the 1935 Act.

With the 73rd and 74th Constitutional Amendments in 1992, we completed the federal puzzle in our country. As George Mathews says, "The Panchayats—districts and below are now treated as third stratum of governance (with) more than 500 district governments within India besides 2,50,000 Village Governments."

Unfortunately, such leadership is sorely lacking in urban decentralisation. Caught in the penumbra of the spotlight on their rural brethren, the urban citizens are finding themselves in a governance vacuum.

Today, democracy to most Indians is a lot like cricket: a spectator sport.

APPROACH OF JANAAGRAHA

Janaagraha's work in the area of public institutions is driven by strong beliefs about democracy and citizenship. It requires a fair degree of effort on many fronts, in multiple dimensions. At one level, there are challenges with respect to articulating a vision for a model of participatory democracy that is feasible in the rough-and-tumble of everyday life. At another, there is the need to create sufficient success stories of such workings at the grassroots, and mobilise citizens to own these ideas. A third challenge is to identify reforms in the practice of public institutions, define these in specific terms, and advocate such change. A fourth challenge is to establish a platform for the sustainable spreading of such ideas, beyond small isolated islands of change. A fifth challenge is to do all of the above with method and reason.

Given the fairly complex tapestry of the challenges described along the five dimensions, Janaagraha's aim is to bring a new language to improving public governance, defined by the following characteristics:

Seeking supply-side reform: improvements within government that can create internal energy for change; stoking demand-side participation: taking a focused, problem solving approach, rather than an ideological approach to such processes of democratic change—going beyond terms like collaboration or confrontation, and looking for constructive engagement, where citizens can be informed and responsible partners in the decision-making process; seeking intellectual frameworks that support on-the-ground success: nothing substitutes for citizen mobilisation; bringing successful practices—wherever they work, be it in the public or the private sector—into the public domain: technology, communications, community management, performance measurement, volunteer mobilisation etc.

"Rights-based" approach and Janaagraha
In 1995, the Copenhagen Declaration reaffirmed the link between human rights and development by establishing a new consensus that places people at the centre of concerns for sustainable development. Also, pledging to eradicate poverty, to promote full and productive employment, and to foster social integration to achieve stable, safe and just societies for all.

If one examines Janaagraha's activities, this approach infuses all our work: we place the citizen at the centre of the development paradigm; we foster social integration by bringing different social groups together for a common cause; we work specifically to bring the urban poor into the governance conversation in a manner that is inclusive and non-threatening to them.

The development paradigm has hitherto used the term inclusive to bring in socially excluded segments of society. While this is necessary, the approach adopted is strangely an exclusionary one, in that it does not create a common platform for all constituencies, but rather attempts to isolate the neglected community, almost as if to suggest that the others have been responsible for this exclusion, and that they must always be kept at arms length. Such an approach does little to mitigate the social issues underlying the original problem, and hence require enormous amounts of external energy, which when removed, will likely return the local condition to its original state.

Hence translating the ideal state of inclusive spaces where free and equal individuals and groups make collective decisions into a reality of fostering inclusiveness might require an alternative approach, one that proposes to make the process of decision-making inherently inclusive from the very start. This approach is fundamentally different from a more traditional rights-based approach that has different views on power and power structures, and therefore different approaches that seek to wrest such spaces for the underprivileged. Janaagraha's belief is that while incumbent power groups

We need the right plumbing in government for good quality information to flow. And we need citizens to open the taps of information, because the system will not do it on its own.

will have resistance to sharing these spaces with less privileged groups there is certainly merit in adopting an approach that brings the less privileged groups into such spaces as part of an inclusive argument based on democratic processes, rather than an aggressive one. While this approach does not guarantee immediate success, it holds significant potential.

It moves closer to the ideal of inclusive spaces immediately, since all processes are inclusive in methodology and spirit. A more aggressive one will require integration between these groups.

The work itself does not result in the sharpening of conflict between the groups, and the creation of possible negative energies in the process.

It recognises that while there may be differences between different groups of citizens in terms of access to services and even democratic spaces, neither group today has any formal voice or space to participate in decision-making.

Given Janaagraha's views on democracy, there is a need for substantial change in how public institutions create spaces for such citizen-voice and engagement. This will require an enormous amount of work to be done both in the grassroots and at the level of advocacy to change this. This work will need multiple skills and time, which the poor alone do not possess. Bringing the middle-class into the governance vacuum to address these issues fulfils the criterion of being truly inclusive, and also ensures that such skills and time are used to build the foundation of formal space for citizens. Once this space is created, it will be for ALL citizens, including the poor. Along the way, additional effort is required to bring the poor into such spaces in a manner that is non-threatening, and to sensitise the non-poor to recognise the legitimacy and priority of the needs of the poor.

At an individual level, such an approach is premised on the fundamental goodness of people, rather than one driven by creating checks and balances on human behaviour. This approach may not necessarily be valid in every situation, or even work effectively. However, the same can be said for the exclusive approach as well. In choosing between these two, specifically within this dimension of human instinct, Janaagraha's approach is to choose one that is more oriented towards peace. This is also consistent with the belief that participation creates a just and caring society. Here, our belief is that when the right spaces and processes of democracy are created for public discussion, they ignite the inherent goodness in people.

Hence, Janaagraha's approach has been to attempt to bring in all stakeholders of a city together, however antagonistic they may be to each other: industry representatives, slum-dwellers, the NGO sector, academia and technical experts, as well as local government and other special agencies that have responsibility for urban services.

We are all shareholders in government, except that we can never sell our shares.

While aspiring to an ideal democratic structure, Janaagraha's approach is a pragmatic one, that looks at opportunities to create change in the direction of the ideals of greater centrality to the citizen in decision-making, chipping away at the edifice of the current structure, and yet not taking an anarchic or radical view of change. The belief is that this pragmatism does not require a compromise of integrity; that a more pure form of the solution will emerge iteratively.

Hence, while change is not continuous, the pressures for change need to be relentless.

JANAAGRAHA'S IMPACT

Janaagraha is designing performance metrics that can help us evaluate the success of our medium and long-term goals. The challenging task of measuring work in the non-profit sector is especially difficult when it comes to measuring attitudinal changes among various stakeholders—citizens, elected representatives, political parties, administrators etc.

Janaagraha completed four years of existence in December 2005. Highlights of the outcomes of our work over these past few years are:

1. Grassroot community-based activities

    a. Ward planning and budgeting: In its first phase, called the Ward Works campaign, Janaagraha took one item of the city's budget (about 6%) and the citizens' voice was brought into the selection, prioritisation and implementation of various local area works. Results: 22% of the city's Ward Works budget (Rs 11 crores out of Rs 50 crores) was decided by citizens. In its second phase, called the Ward Vision campaign, Janaagraha completed one of the most comprehensive citizen-centric (over 2,000 citizens took part) workshop-driven approaches in participatory planning, to generate ten ward-level, 3-year vision documents. In addition, grassroot communities and networks were formed and strengthened in ten of the city's 100 wards—these have benefits that go beyond the tangible outputs of budgets and plans.

    b. Ward Sabhas: Janaagraha's model of participatory democracy is about structured citizen engagement at the ward level. While Janaagraha is advocating amendments to municipal acts that legitimise citizen participation in Bangalore,

" I am of the opinion that it is Janaagraha which taught us (me in particular) regarding the various levels and functions of the government. I did not even have a fair idea about the basis of ward formations, ward committees, our importance in interacting with various departments etc. Hence I unconditionally owe it to Janaagraha for making me aware of these facts."

—Mr Gurudas
Volunteer

informal platforms for participation have been created at the grassroots. These informal platforms–ward sabhas–are active in 15 of Bangalore's 100 wards, seeking to bring elected representative, service providers and citizens across all sections of the ward together. The processes and tools for these ward sabhas are now being streamlined based on experiences over the past 24 months. As formal laws are passed, it is anticipated that the current practice of ward sabhas will be absorbed into the proposed Area Sabha/Ward Committee structures being proposed by Janaagraha (see section on Ward Sabhas).

c. Urban Poor: While all of Janaagraha's work is inclusive and attempts to bring all citizens onto a common platform, a few specific activities were taken up focusing exclusively on the urban poor. Examples:
  i. Swarna Jayanthi Shahari Rozgar Yojana (SJSRY) pilot in Bangalore: An existing, reasonably well-designed but poorly-executed Government of India programme–SJSRY was taken up with the aim of resuscitating it in Bangalore. It involved four stakeholders: urban poor, government, bankers, and NGOs. There were solid outcomes in linking banks to the poor, however fewer outcomes in linking the poor into larger governance structures.
  ii. A common Below Poverty Line (BPL) List, pilot programme: This was done in partnership with three government agencies in three slum clusters in Bangalore–Department of Municipal Administration (DMA), Food & Civil Supplies (F&CS), Slum Board. Results indicated that common names across all three BPL lists were a startling six per cent, suggesting the need for a thorough revamp of beneficiary identification processes. The concept of a common BPL List has been proposed to the Government of Karnataka as a result of this exercise.

d. Citizen leadership in children: Bala Janaagraha is in its third year, currently running in 50 schools, with close to 5000 students. This programme on local civic literacy connects school students to local communities, service providers, and includes field visits and projects.

e. Signature campaigns: Two signature campaigns were conducted over the past three years; one for the Ward Works campaign which generated 1.5 lakh signatures; the second was for a campaign called Taxation with Transparency, demanding that the city not raise property taxes until full compliance on existing demands was established–this campaign generated 54,000 signatures, and was run by community leaders themselves.

2. Partnerships with local governments and service providers

  a. PROOF (Public Record Of Operations and Finance): This is a first-of-a-kind campaign to get quarterly statements from the local government. Conceived by Janaagraha, four civil society partners were associated with PROOF in its first year, and two more joined in the second year. Quarterly discussions with hard facts are being held, among all concerned stakeholders. PROOF completes three years, and currently operates as a separate platform, with goals to both deepen its work, and expand its operations to other cities. PROOF has been recognised by both the United Nations Development Programme (UNDP) and World Bank, as among international best practices in public accountability. PROOF is now going to other cities–Nagpur.

  b. A joint Online Complaint Management System (OCMS): This has been implemented with Bangalore Water Supply Board and Bangalore Development Authority and is now dependent on leadership and commitment from the agencies.

  c. Greater Bangalore Water and Sanitation Project (GBWASP): GBWASP is a project for the provision of water and sanitation to 1.5 million residents, in eight municipalities in greater Bangalore. Janaagraha entered into a unique MoU with the state government in Karnataka, anchoring the citizen participation component–Jalamitra. For Janaagraha, this was an important partnership effort with the government, in the face of criticism from a few quarters, to establish the importance of citizen participation. Jalamitra was an important precedent to showcase how projects can be implemented elsewhere. However, Janaagraha did not hesitate in disengaging from the project when the state government did not deliver on critical commitments of the agreement. Janaagraha's approach is consistently one of partnership but without compromising on the principles we believe in or on our ability to voice dissent.

3. Volunteer activities
  Central to Janaagraha's approach has been the active encouragement of volunteering, both in building values of citizenship and to continuously infuse the organisation with new ideas and energies. Since Janaagraha's inception, over 5,000 volunteers including college students, professionals, retired people, home-makers and researchers have given time to Janaagraha, totaling over four million man-hours.

These cover a spectrum of backgrounds and skills. Our access to volunteers are both through individual referrals and through institutional relationships. Over the past three years, we have worked with more than 40 companies and educational institutions, with deep continuing relationships with many of them, including strategic and logistics support for our programmes.

4. Partner activities with civic groups and institutions
   Central to the creation of public change is the need for networking and partnership among like-minded civil society institutions. Janaagraha actively seeks to establish such partnerships in various activities. Examples include:
   a. PROOF: Conceived by Janaagraha, five other institutions have participated in establishing PROOF today as a stand-alone platform: Public Affairs Centre, Centre for Budget and Policy Studies, Voices, Akshara and Credit Rating Information Services of India Limited.
   b. Urban Poor Pilot: Janaagraha enabled a network of over 15 NGO partners, the commercial banking system and the government, in running a one-year pilot for SJSRY urban poor project in Bangalore.
   c. Bangalore Masterplan 2005-2015 feedback: Janaagraha coordinated collective feedback workshops with a range of stakeholders including businesses, architects and planners, real estate developers, urban poor institutions, gram panchayat representatives, environment and heritage supporters, and community organisations. A comprehensive feedback report was submitted to state and local planning authorities and influenced the government appointed masterplan review committee's report.
   d. Loksatta: One of Janaagraha's programmes on verification of Voter Lists is being carried out as part of a partnership with a national campaign for electoral reforms called VOTEINDIA, conceived and coordinated by Loksatta, Hyderabad.
   e. Complaint Management Systems: Janaagraha has brought a successful system implemented by Praja and Nixel from Mumbai, and developed on it for Bangalore, in partnership with Nixel.
   f. India Urban Space (IndiaUSP): This is the first national conference on the impact of SPACE on urban issues. Initiated by Janaagraha, the first one was held in February 2006 in Goa, in partnership with USAid and National Institute of Urban Affairs. The conference brought together stalwarts from government, academia, civil society and subject matter experts for discussions and consensus on four themes of Urban Space and Equitable Economic Growth: urban poor;

governance; infrastructure; and environment. Janaagraha's ambition for India USP is to establish it as a vibrant annual platform deliberating on various urban issues through the filter of space, influencing policies and action steps from all urban stakeholders.

6. Advocacy
   The experiences that Janaagraha has accumulated have resulted in the recognition that fundamental changes are required in urban governance laws. Specifically, Janaagraha has drafted two such laws, and advocated their inclusion in state legislation in several states, as well as the national level. These laws are:
   a. Institutionalising citizen participation in urban decentralisation: A draft Nagara Raj bill that calls for the creation of a fully empowered Ward Committee in every ward, and more importantly, the establishment of Area Sabhas as per the footprint of polling stations within each ward. This is accompanied by appropriate delegation of funds, functions and functionaries to both these tiers, so that every voter has a legitimate stake in the political process, as in rural decentralisation in India.
   b. Mandatory disclosure of quarterly audited performance by municipalities: A draft Disclosure Bill has been created, that requires municipalities to report their financial and operating performance, including performance indicators for various services.

Both of these reforms have been included as mandatory reforms in the largest urban reform initiative in the country since independence–Jawaharlal Nehru National Urban Renewal Mission. Launched by the Prime Minister in December of 2005, the Ministry of Urban Development, GoI has constituted a Technical Advisory Group. JCCD founder–Ramesh Ramanathan–has been appointed the National Technical Advisor for this mission.

JANAAGRAHA'S GOALS	
MEDIUM-TERM GOALS (3-5 YEARS)	Ensure the passage of laws for institutionalising citizen participation and disclosure in urban areas in at least three states in the country, including Karnataka. Create a critical mass of urban governance change in Bangalore. Successfully integrate the urban poor into local governance discussions.
LONG-TERM GOALS (5 YEARS & BEYOND)	Contribute significantly to public governance reforms in the country, with a focus on urban governance reforms. Establish JCCD as a world-class organisation. Support citizen leaders and partner institutions across the country to carry forward the ideas that Janaagraha stands for.

"Voltaire said, 'If there was no God, we would have to invent one.' If there were no Janaagraha, it would have to be invented. It brings a unique message and presence into the urban humanscape, and at the end of 58 years after independence, demands practice of real democracy at the level of each citizen. Janaagraha's success would be the deepening of world's democracy, no less, and it is on its way."

—Dr G.K. Jayaram,
Founder-Director,
Institute of Leadership
& Institutional
Development (ILID)

JCCD GOVERNANCE STRUCTURE

Governance Structure of Janaagraha Centre for Citizenship and Democracy Janaagraha's governance structure design is indicated in the diagram and is as follows:

- JCCD Governing Board: JCCD's Governing Board members are a small but remarkable group of institution-builders with deep knowledge about building strong governance structures, open decision-making processes, and solid management systems.The governing board meets four times a year with the executive leadership of JCCD, to review the plans and progress of various programmes and activities, ensuring that these are not only meeting milestones and outcomes, but are in keeping with the larger vision and mission of Janaagraha.
- JCCD Working Council: At the operational level, a working council has been established to evaluate the progress of different programmes and discuss operational issues that need collective resolution. This working council is made up of the coordinators of each programme and meets every month. In addition, each programme coordinator has established an advisory group of five to fifteen members that have specific skills and expertise specific, to the programme. Coordinators hold regular reviews with their advisory groups.
- JCCD Advisory Group: The working council has ongoing access to a Janaagraha advisory group of subject matter experts and opinion leaders from various fields. Once a year, the working council holds an introspection session with the Janaagraha Advisory Group.

Governance Structure at JCCD
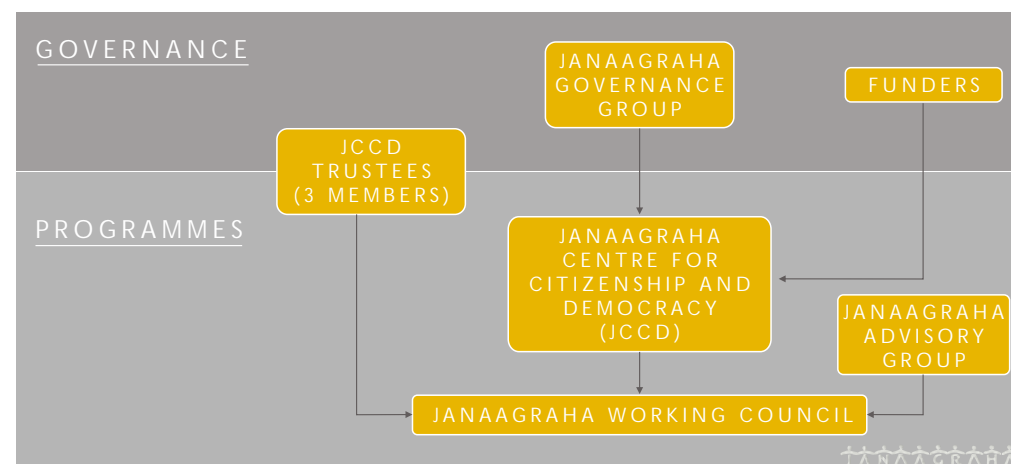
JANAAGRAHA'S GOVERNING BOARD

1. Anu Aga, Executive Director, Thermax (retd.)
2. Aloysius Fernandez, Executive Director, Myrada
3. L.C.Jain, Indian ambassador to SA
4. Dr G.K.Jayaram, Founder-Director,
   Institute of Leadership & Institutional Development (ILID)
5. Madhu Kishwar, Founder, Manushi
6. Dr R.A.Mashelkar,
   Director General of Council of Scientific and Industrial Research (CSIR)
7. Dr Jayaprakash Narayan,
   ex-IAS, Founder, Loksatta, Member–National Advisory Committee
8. Ramesh Ramanathan,
   Founder, Janaagraha, National Technical Advisor for JN-NURM
9. Swati Ramanathan, Founder, Janaagraha

JCCD PROGRAMME PROFILE

RESOURCE
Programmes

PARTNER
Programmes

CITIZEN LEADERSHIP
Programmes

CORE
Programmes

RESEARCH
Combining Academic Rigour With Grassroots Research

TRAINING
Building Citizen Awareness

ADVOCACY
Creating the Momentum for Governance Reforms

COMMUNITY LEADERS' NETWORK
Grassroots Leadership Support

WARD SABHA/ AREA SABHA
Change Your Ward to Change Your World

VOTER LISTS AND ELECTION TURN-OUT
The Starting Point in a Democracy

BALA JANAAGRAHA
Shaping Tomorrow's Citizens

YUVA JANAAGRAHA
Engaging the Youth

OUTREACH
Scaling Up and Out

PROOF
PUBLIC RECORD OF OPERATIONS & FINANCE
Quarterly Statements of Accounts from Local Government

VOTEINDIA
Political Reforms

INDIA USP
The Issue of Space in Shaping Vibrant Cities

ADMINISTRATION
Facilitating Professionalism

TECHNOLOGY
Technology in Deepening Democracy

COMMUNICATIONS
Extending the Platform for Debate and Dialogue

HUMAN RESOURCES & VOLUNTEER MANAGEMENT
A Culture of Professional Volunteerrism

CITIZEN LEADERSHIP SUPPORT GROUP
Mobilising at the Grassroots

FUNDING
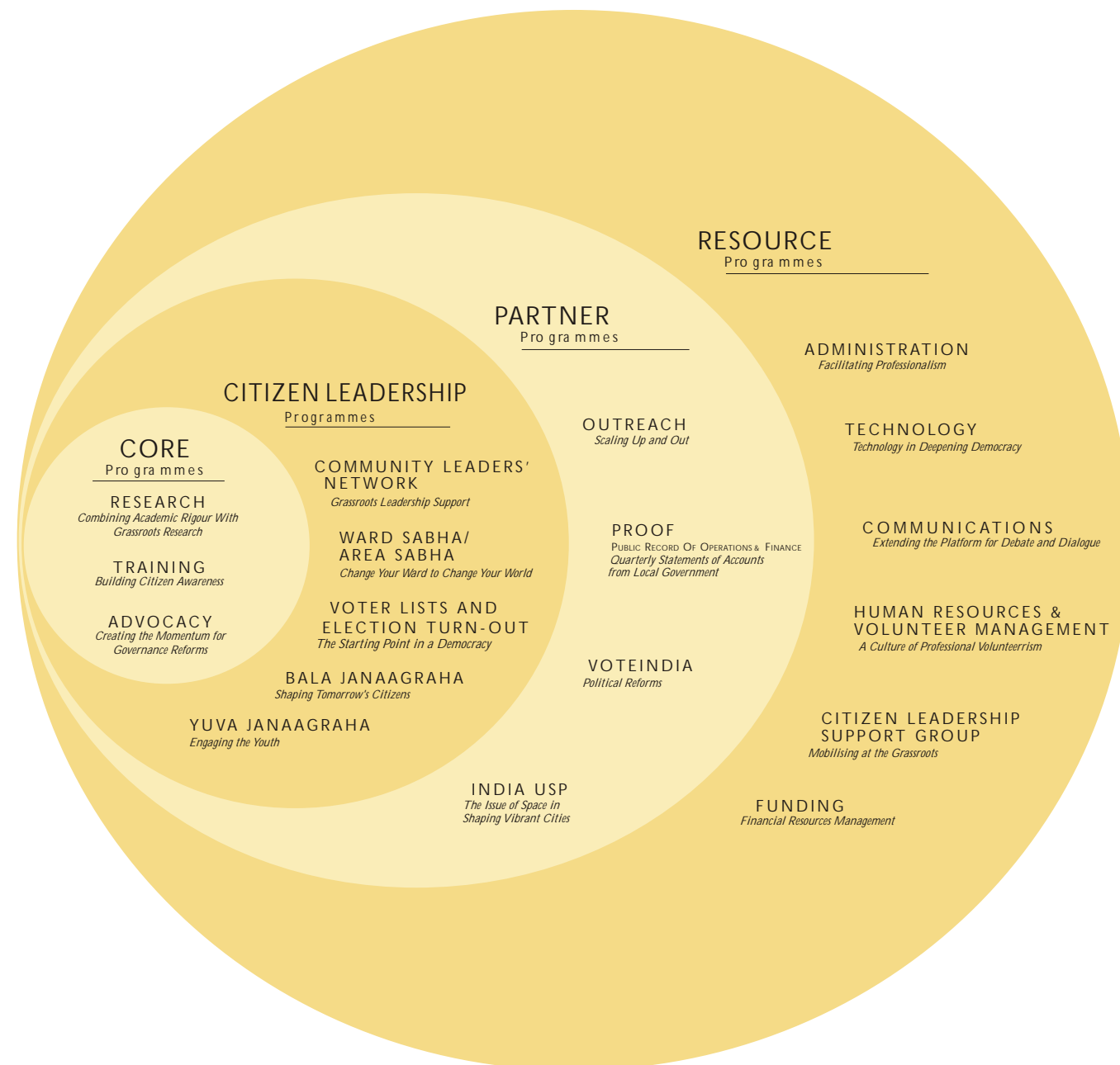*Financial Resources Management*

Figure: Programme Clusters at Janaagraha

As can be viewed in the diagram, JCCD's operational activities are broadly divided under four programme types: Core, Leadership, Partner and Resource Programmes.

- CORE PROGRAMMES: The three core programmes in this cluster are central to Janaagraha. Our research involves study and analysis of existing governance frameworks and the documentation of grassroot citizen action. This research, linked with evolving global theory and experience in democratic principles, lays the foundation for our training and advocacy. The core training for urban residents is the Citizen Awareness Programme (CAP) which promotes an understanding of the structure of government, defines the essential role of citizen participation in a democracy and provides tools for civic engagement. Our advocacy effort focuses on reforms in urban governance at the union, state and local levels.

- LEADERSHIP PROGRAMMES: Leadership programmes could be short-term or long-term. Leadership programmes could be of two types: a specific grassroots campaign or activity or a longer-term programme for nurturing grassroot citizen leadership.

- PARTNER PROGRAMMES: Janaagraha's partners in creating networks of excellence with people and institutions that share our values and goals. Through our Outreach Programme, we partner efforts in other parts of the country when we are invited and believe we can add value. These partnerships could be with government, civil society groups, or institutions.

- RESOURCE PROGRAMMES: Janaagraha's resource programmes deliver the technology, human resources, communications, community support and funding required for each of the other programmes and have strong dependencies and linkages to each other. The needs of JCCD place demands that are different from accepted models in other sectors, and each of the resource programme finds a strong place in the delivery of JCCD's goals.

CORE
Programmes

■ **RESEARCH**
*Combining Academic Rigour
with Grassroots Research*

■ **TRAINING**
Building Citizen Awareness

■ **ADVOCACY**
*Creating the Momentum for
Governance Reforms*

JANAAGRAHA

RESEARCH
Combining Academic Rigour with Grassroots Research

Underlying our activities in research is the conviction that there can be no activism without information. Over the past several years, our campaigns and activities related to urban governance has given us insights into many aspects of Indian citizenship and democracy–broadly classified as political and social, economic and legal. At a political and social level, these experiences have been about understanding the enormous distance between city dwellers and their local governments, the absence of political space resulting in a greater sense of alienation in cities, exacerbated by the city's essential economic energy which straightjackets individuals into being producers or consumers of goods and services, the inherent human instinct of people to connect across caste, community and class if there were opportunities to do so, the relationship between political parties and their candidates, and so on.

At an economic level, our experiences have given us an understanding of the financial position of urban governments and the instruments available to them, of the intergovernmental funding relationships broadly called fiscal federalism and the enormous strides still left to be taken in India on this front, of the economic opportunities that could be opened up by bringing greater participation in revenue mobilisation at the city level.

At a legal level, we have begun to appreciate the complex legal tapestry that underpins the proper functioning of the overall governmental system, most specifically local governments. These include an understanding of the panoply of laws that define who does what among various governmental actors, the inconsistencies among these, the gap between constitutional provisions and ground realities, the need for advocacy to be shaped by sharply defined legal solutions, the legal relationship between urban and rural areas, and so on.

Our experiences and insights have been accompanied by the belief that more in-depth study is required in each of these fields. However, we also understand that we do not have the competencies to bring rigorous research processes to do justice to such a study; and that there are institutions across the country and the world who are focused on precisely such activities, with whom we could establish partnerships for research.

Our research programme at Janaagraha is focused on three areas–Political and Social Research, Economic Research, and Legal Research.

In each of these areas, we will undertake work through partnerships with globally recognised institutions, so that the research output can contribute to a greater collective understanding of the particular theme being studied, and doesn't reinvent the wheel.

Our first project is in Political and Social Research, where we have established a three-way partnership between the South Asia Study Program (SASP) at Johns Hopkins University, the Centre for the Study of Developing Societies (CSDS) and Janaagraha. The project is on creating a Civic Literacy Index, beginning with a study in Bangalore, to be gradually expanded to other cities in the country. The study will also be expanded to explore the relationship between civic literacy and governance, and also be used as a performance instrument for Janaagraha, to evaluate the impact of our work by testing changes in levels of civic literacy.

Similar research projects are underway in Economic and Legal Research, but they are in early stages of formalisation. In all these, Janaagraha's approach will be to establish partnerships with institutions doing complementary work in the areas concerned.

TRAINING
Building Citizen Awareness

While the training programme addresses internal needs in the organisation such as time-management, conflict resolution, project management, etc., the focus is on building awareness around aspects of citizenship.

Urban Indians have strong opinions on what ails our country. Each of us has a solution as well. The reality is that the majority of us do not know enough about government to make judgements or to come up with informed solutions. Neither do we at all times sufficiently understand our role in it as citizens in a democracy.

Through the extensive advocacy, research and grassroots activities, Janaagraha has gained a relatively intimate understanding of government, democracy and citizenship. Many of our experiences are documented, so that they serve as a foundation to developing training content. Since we believe that the solutions do not lie in simplistic interventions, our training modules are appropriately rigorous.

Part of Janaagraha's roadmap for scalable change is to create a repository of information and experiences translated into training modules. One of our key objectives is to strengthen citizen leaders. Based on the premise that we play our roles as citizens more effectively and fully when we are better informed, Janaagraha is focused on developing high quality awareness programmes that can equip citizens to proactively engage with issues that concern them. These programmes link evolving global theory and experiences on governance, with Janaagraha's own grassroots experiences.

The Citizen Awareness Programme (CAP) is the first of the training modules that Janaagraha has developed. Based on the belief that each individual can play a role in

Janaagraha has established a three-way partnership between the South Asia Study Program (SASP) at Johns Hopkins University, the Centre for the Study of Developing Societies (CSDS)

Our advisory group includes:
- *Ram Seshu, Leadership Management International*
- *Sandeep Shastri, iACT*
- *Samar Singh, Activity*
- *Jayaram G K, ILID*
- *Chary V S, ASKI*
- *Saurav Mohanty CDS*

" Excellent Day-probably the best Saturday of my life. I know now that I have to participate in the decision making process that governs every aspect of my life."
—Shahnawaz Khan Mindtree

" I feel informed—like a citizen should be. Democracy is about demonstration by participation. Thank you for waking us up."
—Madhup Jain, Mindtree

our democracy, the CAP was created to give citizens the knowledge, motivation and tools necessary to participate in the political process. The interactive programme is conducted by trained facilitators with small groups of participants in corporate, college and community settings. Through multimedia presentations participants learn about the structure of the union, state and local governments, the infrastructure of service providers and the strengths and challenges of our democracy. Role-playing, team and individual exercises reinforce key concepts and provide opportunities for stimulating interaction between participants. The final module introduces tools and methods for community engagement that enable individuals to contribute to the quality of life in their own community. Participants become part of a growing network of committed citizens who feel a sense of ownership in their city and are empowered to shape the future of our democracy.

The emerging voices of corporate India in demanding better infrastructure for economic growth, are not only building pressure on the system, but are also opening up space for more meaningful questions to be asked: what is the legitimacy of these voices, who should be making decisions in public institutions, how is this linked to urban politics, and what exactly does public governance mean? These questions are not immediately apparent, but as more and more people start agitating, either in their minds or on the streets, about the state of urban affairs, this energy can perhaps be harnessed effectively. It could be directed towards constructive solutions that strengthen democratic processes. Janaagraha maintains a continuous dialogue with the business community on these issues in an effort to bring greater awareness and consensus on the deeper reforms that are required in how our public institutions function.

Organisations in India are increasingly looking to participate meaningfully through their Corporate Social Responsibility activities. A greater emphasis has emerged on performance measurements along a triple bottom line of contribution to the companies' financial performance, towards society and to the environment. Companies are striving to include a substantial focus on issues of societal benefit and the role of the corporate citizen.

The CAP provides a different approach in building leadership. Whether it is employees, youth or citizen leaders, they are exposed to issues and situations unlike anything they would experience in the course of their regular routine–working with heterogeneous groups, building teams and leadership, an exposure to processes of bargain consensus, working at the grassroots, understanding government machinery, and nurturing a genuine sense of ownership for their cities. Most importantly, it promotes a mindset of participating in decision-making, which can begin with their workplace, institution, or neighbourhood.

ADVOCACY
Creating the Momentum for Governance Reforms

Janaagraha's ideas, experiences, approach and work have evolved considerably from December 2001. Along with it, the understanding of the complexities of government structures in democracies around the world, has increased. The solutions we advocate reflect our understanding.

Our advocacy efforts are focused on urban reforms for public governance and include:

i. Institutionalising citizen participation through the concept of local Area Sabhas giving every registered voter in urban India a legitimate political space and role for participation.

ii. Including a Law for Disclosure where local governments present quarterly performance statements.

iii. Coordination between government agencies providing services to the municipalities. Additionally, aligning the currently multiple jurisdictional boundaries (administrative) with the political boundaries. This creates accountability for all goods and services at the local level.

iv. Establishing regional structures for coordinated planning, within and across local governments. Making planning and budgeting concurrent and participatory. This is at both the micro level of the areas in each ward and the macro level of the metropolitan region.

Based on the above, Janaagraha is proposing a framework for urban interventions to governments with specific action points in addressing the issues plaguing our cities and towns. We believe this framework provides sustainable reforms for how our public institutions practice governance. They go beyond the temporary band-aid solutions that many state and local governments are applying, and address the deeper malaise of poor governance. The following are in brief, the ten critical action items at the regional level, advocated in Janaagraha's framework:

1. Permanent Metropolitan Planning Committee with coordination powers
   a. Constitution with elected representatives and experts
   b. Master planning procedures and technical groups
2. Completely revamped Municipality Law
   a. Direct election to mayor
   b. Three-tier structure of Municipality/Ward Committee/Area Sabha
   c. Formal citizen participation in municipal affairs
   d. Mandatory quarterly disclosure of performance

3. Co-ordination mechanisms on all Municipal Services as per Schedule XII
   (and Schedule XI) of the Amendment to the Constitution of India
   a. Alignment of Jurisdictions based on ward boundaries
   b. Joint budgeting/reporting cycles
4. Establishment of Spatial Data Centre
   a. Real-time GIS for planning and coordination across agencies
5. Establishment of a regional Integrated Transport Authority
   a. Planning and coordination across all public transport agencies
6. Implementing muncipal reforms at city-level
   a. Financial Reforms in Budgeting, Accounting, MIS
   b. HR and capacity building
   c. Building codes
7. Urban land reforms
   a. Simplified land records management
   b. Guaranteed land title system
8. Integrated services for the urban poor
   a. Provision of low-income housing
   b. Other urban poor programmes such as micro-finance, skills upgradation, etc.
9. Defining and ensuring service outcomes
   a. Establishing qualitative and quantitative benchmarks
   b. Management and monitoring processes
   c. Equitable outcomes for the poor
10. Development and delivery of comprehensive city plans
    a. Regional footprint
    b. Involvement of multiple stakeholders
    c. Creation of appropriate infrastructure
    d. Rigorous enforcement—e.g. zoning/land-use
    e. Regular mapping/monitoring of economic activities in the city
11. Sustainable Urban Environment and Ecology
    a. Using EIAs (Environmental Impact Assessment) to assess impact of urban growth on the environment
    b. Sustaining natural resources using appropriate technologies
    c. Formulation of appropriate policies of incentives and dis-incentives to protect the environment and ecology and to curb consumption
12. Sustaining the Urban Economy
    a. Nurture the city's natural competitive advantages such as natural resources, land, human resources and build on requirements of infrastructure,
    sustainability of resources, equitable public investments
    b. Regular analysis of regional and local economic activity in both formal and informal economies. Employment forecasting and the impact of migratory trends
    c. Formulation of plans with flexibility to capture new economic opportunities and policies to encourage the informal sector to develop into formal sector businesses
    d. Formulation of responsible public-private partnerships while developing economic strategies

This is an evolving framework that we will continue to enrich.

The figure below shows the regional framework for planning and coordination
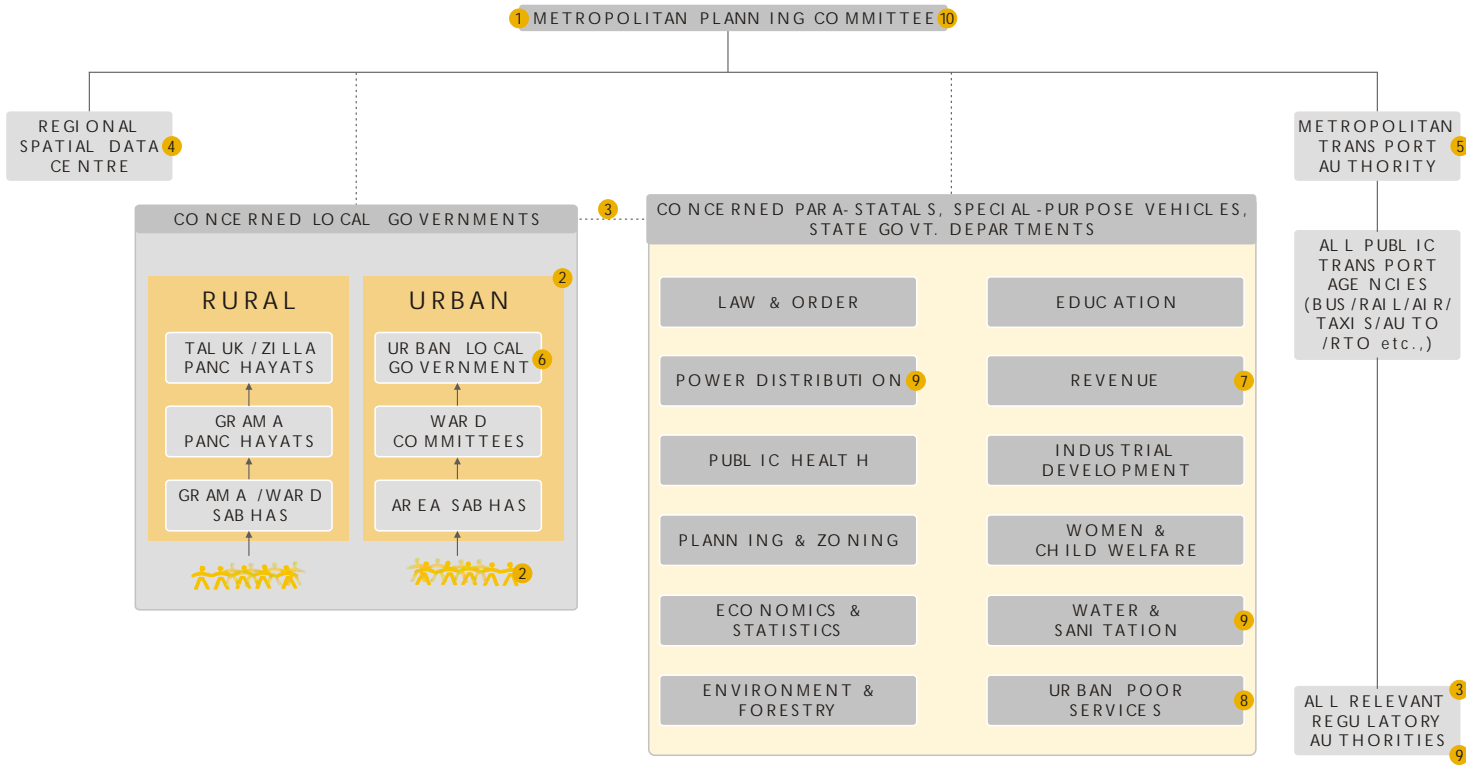
Janaagraha's learning about successful advocacy is that it requires debate, agreement on principles, defining specific outcomes, forming coalitions, and most importantly, relentless leadership to effect change.

LEADERSHIP
Programmes

- **COMMUNITY LEADERS' NETWORK**
  Grassroots Leadership Support

- **WARD SABHA/AREA SABHA**
  Change Your Ward to Change Your World

- **VOTER LISTS &
  ELECTION TURN-OUT**
  The Starting Point in a Democracy

- **BALA JANAAGRAHA**
  Shaping Tomorrow's Citizens

- **YUVA JANAAGRAHA**
  Engaging the Youth

JANAAGRAHA

Janaagraha conceived the idea of ward level federations to create grassroots networks amongst Resident Welfare Associations (RWAs), citizens, local businesses, educational institutions etc. The following federations have been established:

Abhyudaya - Ward 55

Abhaya - Ward 54

Shreyas - Ward 64

Pace - Ward 78

Forward 68 - Ward 68

Jago - Wards 90 & 94

Jana Vyapti - Ward 18

Ward 74 Citizens' Forum

Suprajaa - Ward 50

JANAAGRAHA COMMUNITY LEADERS' NETWORK

Grassroots Leadership Support

This is a group of individual community champions who have participated in Janaagraha's grassroot initiatives and shown commitment in bringing about change at their local level. Janaagraha's belief is that this network has the leadership capacity to be agents of change beyond the limits of their individual ward boundaries. Having internalised the work, values and goals of Janaagraha, they will add significant value and have shown willingness to further JCCD's goals. The network has run a city-wide campaign on Taxation with Transparency, spearheaded ward sabhas in their own wards, created federations of Resident welfare Associations (RWAs) and helped in spreading the message of participation in other parts of the city and state.

WARD SABHA/AREA SABHA

Change Your Ward to Change Your World

Two important Amendments to the Constitution in 1994 introduced the twin towers of decentralised government: the 73rd amendment for rural India and 74th amendment for urban India. Both are dysfunctional but for different reasons. In rural India, while every villager is a member of the gram sabha with a formal voice in decentralised decision-making, the tower is hollow, since the capacity for participation is inadequate and a feudal society acts as a negative force. In urban areas, the capacity for participation is in abundance but the ground floor of the tower is missing, with no legitimacy for citizens to participate. Hence in urban India, democracy is allowed only at the ballot box.

Janaagraha's energies have focused on citizen participation in urban local issues in two ways:

The first is to facilitate informal platforms for regular citizen engagement with local government on issues related to ward budgeting and development. These have been called Ward Sabhas. Currently, citizen communities in 16 out of 100 wards, hold ward sabhas every month with varying processes and varying degrees of success.

The ward sabhas provide real-time opportunities for local level leadership to emerge and engage. The focus of Janaagraha's ward sabha programme is on streamlining the process and tools to maximise participation, efficiency and outcomes. For example, Janaagraha's ward-online system, Janasambandha, provides the technology platform to track citizens' complaints and government responses. This is a key tool in managing community grievances. However, ultimately the success of the citizen participation in urban areas will depend upon three factors: citizen tenacity in participating for a better quality-of-life in their neighbourhoods, enlightened self-interest on the part of the corporators, and a legal provision institutionalising citizen participation.

There are two repeated arguments against citizen participation: the first is that the urban citizen is self-centered and doesn't really care; the second is the argument about the sheer size of the urban population making participation unwieldy and unrepresentative. To the first argument: the presumption of apathy cannot be a tenable reason for denying a legitimate role for the urban resident. In fact, giving a role to the citizen places accountability on him as well.

To the second argument: Janaagraha has proposed a simple solution—the Area Sabha. Each boundary is defined by individual polling station footprints. The polling footprint is the lowest political demarcation based on household numbers of approximately 1000 voters, which translates to about 300 households per polling booth. Participation embedded around the polling station footprint ensures that decentralisation is not too large to be cumbersome and not too small to be insignificant. Every registered voter within each area will have an opportunity to participate through Area Sabhas thus allowing equitable representation. The new ward committee would therefore need to include nominated citizen representatives from each Area Sabha in the Ward Sabhas.

Janaagraha has drafted a new model—Municipalities Act—that includes a Nagara Raj component. This Nagara Raj component gives every registered urban voter a formal role in the democratic process through the establishment of area sabhas. The Nagara Raj can be introduced as an amendment to the existing municipalities act or as part of the new Model Municipalities Act. We have been making steady progress in advocating this change with governments at different levels across the country.

VOTER LISTS AND ELECTION TURN-OUT

The Starting Point in a Democracy

While there are important electoral reforms required in the country, such as candidate disclosure and affidavits and barring candidates with criminal records, the starting point for citizens participating in the representative democratic landscape, is the ability to cast their vote. In an aggregate democracy like ours, high voter turnout is critical, especially in electing the local corporator where the margin of victory is sometimes as low as three votes. This programme is focused on elections from the viewpoint of the citizens.

C.I.V.I.L.–Citizens' Initiative On Voter Identification List

Given the size of our democracy, a tremendous responsibility is placed on the Election Commission to ensure accurate voter lists. While in the villages voter lists are read out and verified at the Gram Sabhas; in urban India there is no such platform for voter verification. The margin of error is estimated at a shocking 40-50 per cent in most cities.

CIVIL is an ambitious campaign in partnership with Vote India and the Election Commission of India. The CEC, Mr T.S. Krishnamurthy, launched the initiative on April 15, 2005, with local citizens taking the initiative to verify the list from one pilot assembly constituency of Rajajinagar. This constituency is made up of 12 of the 100 wards of Bangalore. Ward 14–Nagapura was the first surveyed by 200 student volunteers from M.S. Ramaiah Institute of Management.

The ward has 29 polling booths, each with approximately 300 households and 1100 voters per booth. Extensive training, material and back-end processes have been designed and anchored by Janaagraha. Over 10,000 painstaking people-hours were spent on ground verification in three booths.

The analysis of the survey conducted in 3500 households with 18,688 voters revealed statistics that are of deep concern: error rates of over 65 per cent were found in the voter lists. These errors are of two types, names that need to be deleted and names that need to be added. The breakup as per the survey: 49 % of the Voters List was found to be accurate; 51 % had shifted residence and yet their names continued to appear on the list; and at least 15 % of the residents were not included in the list.

An exercise of this nature is rich in learning and of great value in exposing citizens to the institutional challenges to our democracy. Janaagraha has proposed a solution based on
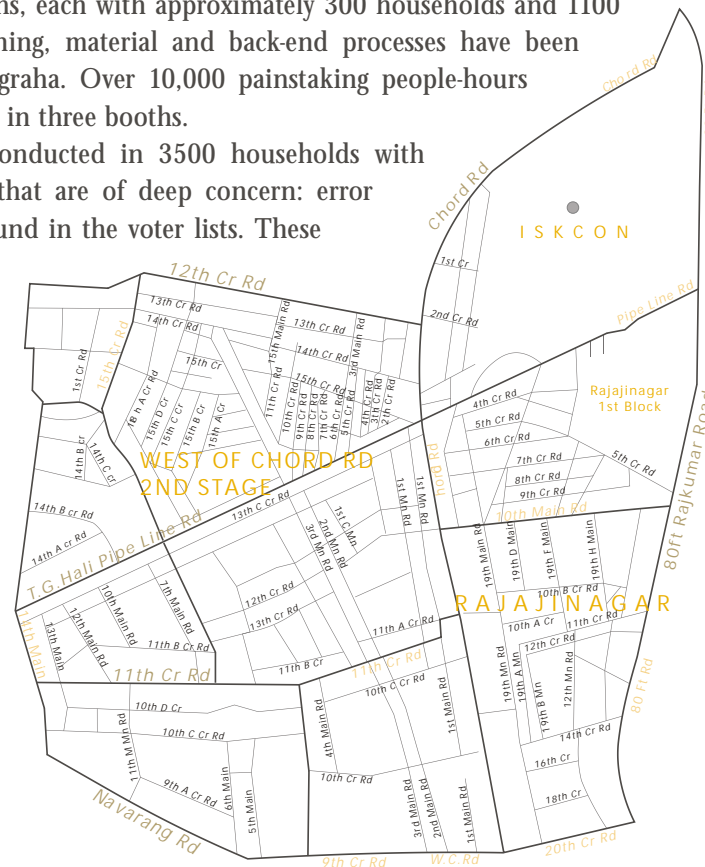
our ground experience and research that can significantly improve the accuracy of the voter lists. The pilot has validated the importance of involving local citizens in the verification process. The Area Sabhas detailed in the Ward Sabha programme, enables an ongoing process of verification through citizen participation.

This situation of faulty voter lists plagues urban centres across India and needs urgent redressing. If a citizen is unable to exercise her political right at the ballot box, it crumbles the very edifice on which the democracy is built.

BALA JANAAGRAHA
Shaping Tomorrow's Citizens

The underlying belief of the Bala Janaagraha programme is that schools and society must deliver on three critical aspects to the child's education:

- Academic instruction
- A constant quest for personal growth and knowledge
- A strong moral and social compass that will guide them in being responsible citizens and in creating a just and humane society.

The Bala Janaagraha programme is focused on development of the third aspect for children. It is an experiential programme where children explore civic issues directly related to their neighbourhood and their role in shaping their communities. It demystifies local government, introduces the political relevance of the ward, and stresses the need for citizen participation in local governance. It is a programme explaining how the city is planned, budgets are allocated, responsibilities are allocated between local, state and union governments, and services and goods are administered.
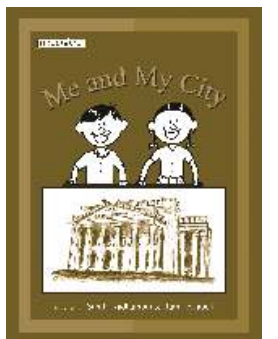
Bala Janaagraha runs in both government and private schools, often bringing students from different schools together. A key criteria in school selection is the presence of active communities engaged in local governance issues. Students thus connect with these communities and understand first-hand the idea of grassroot engagement and democracy.

Teachers and community volunteers are trained in rigorously structured content, with support from companies for volunteers and facilities. Communities develop networks with parents on local governance issues, and the children gain awareness on the working of their city and build a greater stake in their communities.

Built around extensively detailed lesson plans, field trips and projects, Bala Janaagraha, has scaled up from 500 to 5000 children with an ambition to include 50,000 children in the very near future.

Our Advisory Group includes:
- *Dr Vivek Mansingh,*
  Country Manager, Dell Software
- *Mr Ashok Kamat,*
  Akshara Foundation·
- *Mr Samar Singh, Activity*

YUVA JANAAGRAHA
Engaging the Youth

Given that over 60% of the Indian population is between the ages of 18 and 30, getting this segment to participate in governance issues is imperative. Yet in terms of political engagement India's urban youth is disinclined and disconnected. Yuva Janaagraha attempts to address the challenge of youth engagement. The approach is one of finding ways to highlight the importance of their role as citizens.

We do this in two ways:

- Engaging them in volunteer activities through their academic institutions: Janaagraha youth volunteers have shared examples of significant attitudinal change. At the culmination of their volunteering activity, there has been recognition of the importance of engagement, a greater understanding of governance issues or a heightened awareness of social issues.
- Initiating events of interest to the youth: Janaagraha has supported students in programmes such as Look Who's Talking—a career counseling series with leading business heads—and DISHA, an inter-collegiate theatre festival with civic oriented themes. Janaagraha includes the topic of public governance and participation at these events.

Yuva Janaagraha experiments with different approaches in getting the youth interested in issues of public policy and governance.

The need of the hour is not "passionate patriotism"—we had that 50 years ago when people gave up their lives for their country. The need of the hour is "practical patriotism" where each of us gives a few hours a month, in balance with the rest of our priorities: family, work, entertainment.

PARTNER
Programmes

■ OUTREACH
Scaling Up and Out

■ PROOF
PUBLIC RECORD OF OPERATIONS & FINANCE
*Quarterly Statements of Accounts
from Local Government*

■ VOTEINDIA
Political Reforms

■ INDIA URBAN SPACE
The Issue of Space in Shaping Vibrant Cities

JANAAGRAHA

Good quality public governance can only happen with equal measures of supply-side reform and demand-side participation. The wheels of government need to engage with the wheels of citizens' participation, for the engine of democracy to move forward.

OUTREACH
Scaling Up and Out

Janaagraha's work has two significant activities that are related to the issue of scaling to other parts of the country:

1. Articulating frameworks and action steps for urban governance reforms in India
2. Designing processes and tools for effective participation.

As Janaagraha's work gains attention and credibility, stakeholders from other parts of the country are expressing increasing interest in the ideas and work Janaagraha is involved in. JCCD's model of scaling to other parts of the country is not one of setting up our own offices, but that of outreach through partnerships. Janaagraha believes that the ownership for change must come from the local area itself, be it from government or civil society. Hence the approach to outreach is to support change leaders in urban governance wherever they exist, not to champion the change everywhere.

Support from Janaagraha could be related to awareness building efforts on the issues of governance and the need for reform, or on specific programmes of Janaagraha in a much more rigorous partnership mode wherein we share intellectual frameworks, processes or tools.

The geography of Janaagraha's outreach programme is

- Local: this is outreach activity in the greater Bangalore area and over time, in other urban areas within Karnataka. This is anchored by Janaagraha directly and also nurtures committed citizen leaders with grassroots experience and engagement in Janaagraha's campaigns. This group of committed citizens who share the vision and values of Janaagraha, forms the Janaagraha Community Leaders' Network (see page 24). With a focus on awareness and engagement with local issues the local outreach work is very hands-on, and builds community support networks across different parts of the city.
- National: this is outreach activity in other parts of the country. Janaagraha responds to invitations from governments at state and local levels, as well as to civic groups with a like-minded agenda. Janaagraha has been invited by state and local governments including those of Maharashtra, Rajasthan, Delhi. An example of engagement with civil society is sharing our work and framework on urban governance with a network of NGOs in Mumbai and supporting their efforts through appropriate tools.

PROOF–Public Record Of Operations & Finance
Quarterly Statements of Accounts from Local Government

PROOF is a powerful concept that promotes greater transparency and accountability in local government institutions. Central to the PROOF agenda is the quarterly public presentation of accounts by the city corporation. This provides citizens with the opportunity to participate in discussions that are vital to their quality of life.

Three key attributes to Information–predictability, immediacy and standardisation–are critical for public disclosure to remain meaningful. The fully computerised Fund Based Accounting System established in the Bangalore Mahanagara Palike, enables prompt and accurate quarterly financial performance reports. This provides the information backbone for PROOF to involve citizens in a meaningful debate with their local government.

Janaagraha, initiated PROOF in July 2002 in partnership with three other citizen based organisations. PROOF is now an independent, registered trust, in partnership with Voices and Akshara, and with Janaagraha as the founding trustee.

Through the last eight quarters of public disclosure events, PROOF has undergone tremendous maturation. While there is a long way to go, the wins have been substantial. The initial reluctance from government has given way to a genuine willingness to participate in quarterly public discussions. The financial reports which started with very rudimentary data, have been putting on flesh and the public participants have moved from individual grievances to deeper questions of performance and strategic decision-making. Individual areas of government services–for example education–are measured against exhaustive performance indicators based on ground analysis. Against these benchmarks, intervention measures for improved outcomes are recommended.

The vision for PROOF is to establish a legitimate process and space for public disclosure and performance evaluation of urban governments across the country. This has two other significant benefits: at both national and state level, cities can start comparing how they rank in the delivery of public goods and services; and through the process of PROOF in My Ward participatory budgeting and accountability can be taken to the neighbourhood level.

The work done through PROOF is already beginning to shape public policy. The National Urban Renewal Mission has included mandatory disclosure as a prerequisite for civic bodies, and PROOF provides a model for disclosure in Bangalore.

United Nations Development Programme (UNDP) has highlighted the PROOF effort in a compilation of successful accountability ideas. PROOF has also been chosen by the World Bank as one of the best practices in the Asia Pacific region. PROOF has

PROOF
Public Record of
Operations & Finance

been short listed by CRISIL for an award for innovative excellence in bringing public institution accountability. PROOF is now spreading its wings with Yuva–a civil society initiative–taking it forward in Nagpur, Maharashtra. The municipal government of Mumbai too has expressed interest in adopting PROOF in Mumbai.

VOTEINDIA
Political Reforms

VOTEINDIA is a national campaign for political change, focused on three key reforms: proportional representation-based electoral system; direct election of the Chief Minister; internal democracy in political parties that is regulated by law.

JCCD is a partner of VOTEINDIA. The voter verification programme C.I.V.I.L. was initiated by Janaagraha as part of the VOTEINDIA platform.

INDIA URBAN SPACE (IndiaUSP)
The Issue of Space in Shaping Vibrant Cities

Land has been delineated into political, administrative and community units. The markings we make on our land are the tangible manifestation of our social structure, economic activity and political currents. Almost all decisions whether on the economy, environment, housing, water supply, transportation, poverty alleviation and so on, are directly or indirectly connected to land or space. Yet when urban masterplans and district structural plans are drawn up, there is no input from the multiple players engaged in these urban issues.

While urban forums across the world are engaged in lively debates about local and global issues, there are very few conferences that seek the spatial translation of urban issues. IndiaUSP provides a platform for such debate, using the filter of space. Such a platform is especially important in India because:

- The relentless pace of urbanisation doesn't allow a sequential approach to addressing these urban challenges. Urbanising players in the global marketplace do not have the luxury of following the pace of the past. An annual conference can result in articulating a more urgent and holistic action-oriented approach.
- For meaningful concurrent approaches a framework is needed. If the urbanised countries are struggling with linking their inter-dependencies, the challenges are
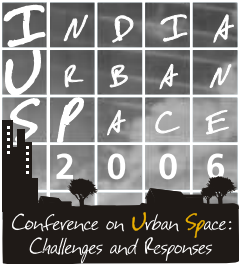
even more for the newly urbanising countries like India. IndiaUSP highlights the need for urgent, collaborative action.

- Globalisation and marketplace economics are creating their own challenges in newly urbanising countries. In order to side step the danger of the 'macdonaldisation' of our cities, we need to quickly find the soul of urban India. IndiaUSP will enrich the dialogue in defining what this soul means and how to keep it alive.
- India faces huge administrative and political challenges. The myriad stakeholders of urbanising India need a common indigenous platform for urban discussions. IndiaUSP provides a national platform for broadening local and regional capacity to connect learnings with successful outcomes.
- India's young democracy provides rich experimental ground for its government and citizenry to jointly define tools and processes of decision-making and action agendas. The effort is relevant for both urbanising countries as well as democratising countries. How our urban growth takes place is as important as the development itself. In East-Asian countries such as China and Singapore, development has been centralised and technocratic in nature. As the largest democracy in the world, India has a unique opportunity to urbanise in a manner where the means share centre-stage with the ends. IndiaUSP will facilitate a discussion on these processes.

IndiaUSP was launched in February 2006 in Goa and is the first national conference on SPACE. The participants were an invited list of 75, representing government, civil society, infrastructure players, environmentalists, financial specialists, experts on constitutional law, etc.

The outcomes of the first conference were multifold: understanding differing viewpoints and objectives, examining individual areas of work in the context of a larger canvas, finding consensus on priorities and looking at the impact of time, cost, political and bureaucratic will on solutions articulated.

The vision for IndiaUSP is to establish an annual conference of substance and scale. A conference that will bring together a variety of stakeholders to explore the inter-linkages between urban issues and to work towards organised priorities and action steps.
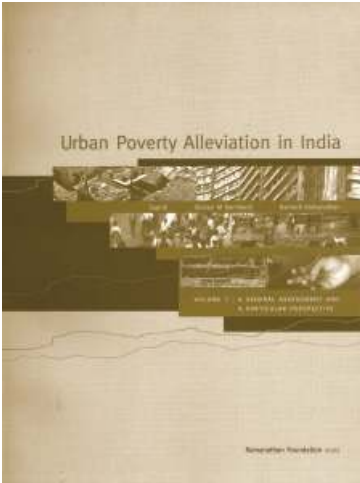
Participatory Planning
A Citizens' Handbook

Published by: Ramanathan Foundation, 2003 Elizabeth Clay
and Swati Ramanathan
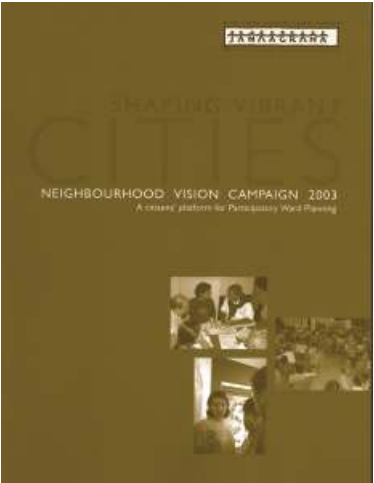
Shaping Vibrant Cities
Participatory Neighbourhood Planning

Published by: Ramanathan Foundation, 2003
written by Elizabeth Clay and Swati Ramanathan

Urban Property Alleviation in India
Volume 1: A General Assessment and a Particular Perspective

Authors: Supriti, Sharon M. Barnhardt, Ramesh Ramanathan
Published by: Ramanathan Foundation, 2002
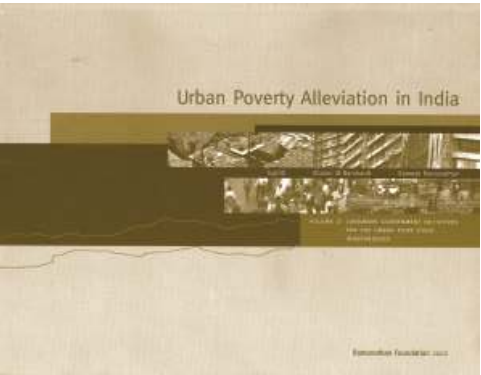
Urban Property Alleviation in India
*Volume 2: Landmark Government Initiatives for the
Urban Poor since Independence*

Authors: Supriti, Sharon M. Barnhardt, Ramesh Ramanathan
Published by: Ramanathan Foundation, 2002

RESOURCE
Programmes

■ ADMINISTRATION
Facilitating Professionalism

■ TECHNOLOGY
Technology in Deepening Democracy

■ COMMUNICATIONS
Extending the Platform for Debate and Dialogue

■ HUMAN RESOURCES &
VOLUNTEER MANAGEMENT
A Culture of Professional Volunteerism

■ CITIZEN LEADERSHIP
RESOURCE GROUP
Mobilising at the Grassroots

■ FUNDING
Financial Resources Management

JANAAGRAHA

ADMINISTRATION
Facilitating Professionalism

The administrative challenge in JCCD is twofold: to manage grassroot citizen activities and events; and to ensure a professional work environment at JCCD that brings consistency in the quality of the work of the organisation. This is especially important since Janaagraha has a high inflow and outflow of volunteers.

TECHNOLOGY
Technology in Deepening Democracy

One of JCCD's goals is to effectively utilise the power of technology as an enabler in the urban governance landscape. The organisation's vision for technology is two-fold:

1. Servicing the needs of JCCD's programmes and enabling them to link where their functions overlap
2. Enabling the organisational goal of participatory democracy

On the first

Technology takes care of the software and hardware needs for the overall functional requirements. The general requirements are large data base handling, speed, multi-format content management, data storage and retrieval, and sourcing external services where required. In addition, the technology team designs solutions for Janaagraha's specific needs on communications, volunteer management, programme management, creation of groups, emails administration, etc. The website is an important communications tool to the world at large and technology works to make this easy to maintain, update and provide links between programme overlaps.

On the second

In urban situations the process of deliberation and consensus has seemed an impossible ideal thus far. The ideal of democracy is to do with how binding collective decisions are made by a group of free and equal individuals. Globally, democratic processes are being challenged everywhere, with more pressures for citizens to be heard. The success of revolutionary technology of open-source software such as Linux and Wikipedia validates counter-intuitive ideas like the wisdom of crowds or co-creating value with customers.

Janaagraha's technology programme is working towards large-scale information dissemination, providing a virtual platform for debate and simplified processes for

Our Advisory group includes:
- *Mr Anil Viakara CEO, Invenio Inc*
- *Mr Sridhar Ranganathan CEO, Blue Vector Inc*
- *Ms Akila Krishnakumar CEO SCT Software*
- *Dr S. Sadagopan Director IIITB.*
- *Dr Vivek Mansingh Country Manager, Dell Software*
- *Mr Sri Jaganathan Managing Director Symantec Products and Solutions, USA*

engagement. Besides the website which hosts useful information about government and civic agencies, two specific examples where Janaagraha uses technology for citizen participation are: the development of Spatial Geographic Data; and Ward Online, a ward-level citizens' complaint management system. The first is an important cartographical tool designed for local community information and grassroots participation. The second is an online complaint management system that captures complaints and tracks the redressal status.

While Janaagraha has still a long way away in harnessing the true potential of technology in its work, the programme has an outstanding group of advisors to help guide it along.

COMMUNICATIONS
Extending the Platform for Debate and Dialogue

Janaagraha has a physical office space and is involved in grassroot activity in the greater Bangalore region. However the work and ideas on public governance reforms it is engaged in, are relevant in the urban landscape across India. Some of the thinking and work in Janaagraha has been captured in our articles, papers and publications.

However, widespread dissemination of Janaagraha's work and an exchange of ideas and experiences on social and political trends globally, necessitates a virtual platform-one that is unshackled by the constraints of geography.

Building and maintaining a robust website that can deliver on this vision is one of the key goals of the communications programme. Janaagraha's website talks about our programmes, our news, about community initiatives at the grassroots, gives us access to volunteers and keeps them in touch with us, and also allows each coordinator to archive, update and manage their programmes.

In addition, we use the power of community communication tools and mass media whenever relevant.

Our monthly newsletter *Janaagraha Times*, keeps our grassroot community members and local institutions informed of our activities. The electronic version goes out to our volunteers and well-wishers. To strengthen the scope and reach of our communication, all messaging is bilingual (English and Kannada).

The communications delivery for Janaagraha's core leadership and outreach programmes are of a myriad nature: film, radio, street theatre, logos, publications, posters, banners, hoardings, brochures, fliers, etc.

Our Advisory Group includes:
- *Allen Mendonca, Publications consultant, Bangalore 080.*
- *Arun Sirdeshmukh, Indus League*
- *Balaji, Alternative Communications Strategy*
- *Chicku & Jayadev, Resource Communications*
- *Francisco Saldanha, The Scribble*
- *Meera Pillai, Synergy*
- *Ponnappa, Cartoonist*
- *Suresh Manian, Fisheye Consultants*
- *Velu Shankar, Media WorldSpace Consultant*
- *Vijayan Menon, Advertising Consultant*

Communications has been a strong focus in Janaagraha from its inception. The programme has some of the premier names in communications forming a group of advisors that meets every month to review and help deliver the communication needs of Janaagraha.

Internal communications keeps all the staff and key volunteers connected on all activities and events in the organisation on a regular basis besides providing valuable documentation.

HUMAN RESOURCES & VOLUNTEER MANAGEMENT
A Culture of Professional Volunteerism

Volunteerism in many countries is an integral part of student activity as well as citizen involvement. Helping in old-age homes, going on blood drives for the Red-Cross, sweeping up leaves in neighbourhood parks, political campaigning or internships in government institutions volunteering is a significant allocation of people's time, skills and energies.

In India the concept of Volunteerism is still in its infancy. We have found that people are willing to give their time and energies if they find the experience rewarding and believe that their work helps make a difference. The key is in structuring the activity so that it is rewarding for the individual as well as for Janaagraha.

Volunteers are the driving forces that move Janaagraha. Each of us can use our experiences, skills and passions to help in one way or another. Hundreds of volunteers brought Janaagraha to where it is today by surveying roads, calling fellow citizens, hosting training events, doing office administration and mobilising communities. Today we have over several positions in our various programmes with different skill requirements and time commitments, so there are multiple choices on where volunteers can contribute.

While Janaagraha has a core group of paid permanent staff, about two hundred full time and part time volunteers provide us our human resource requirements at any given point in time. Volunteers are important to Janaagraha in two respects: to keep the organisation infused with new ideas and creativity, and because volunteering is part of the ethos of the organisation. 'Practical Patriotism' and 'Professional Volunteerism' are drivers in Janaagraha's approach to volunteers.

Volunteerism is not just about giving back—it is also an opportunity for personal growth. Janaagraha believes that every volunteer should have the opportunity to develop their skills or pursue activities of their interest and matches them accordingly.

Our volunteers have come from diverse backgrounds. An international journalist, a retired Air Vice-Marshal, Urban Planners, Economists, Doctors, retired IAS Officers, housewives, International Bankers, lawyers, Corporate CEOs

We have regular interns from institutions like—M.S. Ramaiah College; Mount Carmel College; Jyothi Nivas; Jain Group; Bangalore University; Convergence Institute of Media, Management & Information Studies (COMMITS); Surana College; NALSAR, University of Law, Hyderabad; S.P. Jain (Mumbai); etc. We have student volunteers from law schools, planning schools, economic majors, management institutions and various international institutions like Clark Institute, Berkeley, MIT, Washington University, NYU, York University, London School of Economics, Harvard, etc.

Janaagraha has provided unique opportunities to volunteers to enhance individual skills while contributing to their city and society. Bringing together people from diverse backgrounds and skills and exposing them to issues of governance, citizenship and democracy provides a memorable experience that is sometimes life changing.

The challenges in volunteer management are different from standard human resource management. It requires dealing with a large and changing pool, constantly updating the volunteer data bank, matching availability and skillsets to requirements, continuing communications through the internet and defining appropriate policies for volunteer relationships.

Two of our continuous sources for volunteers are academic institutions and companies. Many colleges and academic institutions have entered into formal relationships with Janaagraha, sending their students for constructive work in the social arena. Companies too, engage in strategic relationships for their corporate social responsibility related programmes.

LEADERSHIP SUPPORT GROUP
Mobilising at the Grassroots

This is a team with grassroot experience in mobilising. The goal for them is to support the leadership programmes as and when required in four aspects: mobilisation of citizens, resident welfare associations, local businesses and instututions; building relationships between community and local service providers, encouraging the community to connect with their corporators; mobilising the urban poor to participate; and organising local events on civic participation such as solid waste management drives, etc.

The group is also responsible for streamlining the ward sabha processes and tools to maximise the desired outcomes of participation and progress in two pilot wards.

Our advisory group includes:
• Aruna Gopakumar, Navgati.
• Hema Ravichander
• John Idicula, HR Head, Metro Cash-n-Carry
• Sridhar Parathasarathy, ILID

FUNDING

Financial Resources Management

Since Janaagraha was launched in 2001, Ramanathan Foundation has been the sole funding source for Janaagraha's activities. The financial outlay to date is as follows:

- Year 1 outlay: 104 lakh
- Year 2 outlay: 55 lakh
- Year 3 outlay: 51 lakh
- Year 4 outlay: 66 lakh
- Proposed budget for 2006-2007: 65 lac

JCCD has set up a state-of-the-art accounting system that ensures complete financial transparency and accountability. Annual budgets are now prepared by individual programme coordinators, vetted by the working council and approved by the Founders.

Janaagraha Foundation was established in 2005 to enable JCCD to accept funding support from additional sources. The decision on seeking external funding is now necessary because with the increasing success of Janaagraha's work, the scale and scope of its activities has also increased. It is now unrealistic for Ramanathan Foundation to continue as the only financial resource for JCCD.

A fund-raising initiative has been put into place that will raise funds in four categories:

1. Endowment towards building a corpus for long term financial sustainability
2. Funding support for Janaagraha's annual budget requirements
3. Funding support for a specific program or set of programs
4. Funding a specific activity or event

The fund-raising initiative will identify organisations and individuals with values and interests that are in alignment with those of JCCD. Janaagraha's working council will clear prospective donors before entering into any relationship. The funding programme aims to support the vision and goals of JCCD. While raising funds, we are also committed to building relationships and enhancing the reputation of Janaagraha, by being accountable to our stakeholders, and being professional and ethical in our practices.

▲
The Janaagraha Coordinators' Team:
(left to right) Dr Meenakshi Bharath,
Sapna Karim, Cheryl Rebello, Indira Viswanathan,
Swati Ramanathan, Preetha Radhakrishnan.

(row behind—right to left) Rama Errabelli,
Col. Rudra, Ramesh Ramanathan, K.K. Nayar
and Pramod Goni.

Members of the Community Leaders' Network: ▶
(left to right) Mr Y. Damodar, Mr N.S. Mukund,
Mr T. Vidyadhar, and Mr R.C. Dutt