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PARTICIPATORY URBAN GOVERNANCE AND INSTITUTIONAL CAPACITY BUILDING FOR IMPROVING SERVICE DELIVERY: A CASE ANALYSIS FROM A SOUTH ASIAN MEDIUM SIZE CITY

The urban politics in some South Asian countries is very much precarious in nature. Improper institutional capacity and insufficient resources usually result with bad management outputs, which ultimately influence the Quality of Life. Poor people are the main victims of this situation. This paper focuses on the effective role of peoples' initiatives and their involvements for optimizing the urban basic service delivery. Issues relating to solid waste management in context of medium sized city are exclusively emphasized. In most of the municipalities in South Asia, solid waste management is a major municipal function. Nevertheless, it is insufficiently and unreliably performed. The scenario is worse for the medium sized cities due to government's priorities for investments and interests on mega cities. During the last decade, these medium sized cities have started to re-shuffle their absolute dependency from the central government. And Public Private Partnership has emerged as the new innovation within the domains of public policy. This paper describes those different dynamic aspects and issues of participatory urban governance as well as institutional capacity building for improving urban service delivery considering a medium sized city in Bangladesh.

Introduction

Cities are now the home for almost half of the world population. Within next thirty years, most of the 2-billion-person increase in global population is expected to occur in cities and towns in developing countries. By thinking about an urban millennium, it is perhaps normal to imagine a world, where everyone is living like mega cities or capital cities like Sao Paulo, Mexico City, Dhaka, Mumbai or Lagos. Surely large cities will play a significant role in absorbing the future anticipated growth. But despite popular images to the contrary, a large portion of urban population growth will take place in far smaller cities and towns. Effective governance is prerequisite to manage this phenomenal urban transformation (Cohen, 2004). These small and medium sized cities will be the regional nodes for all types of political, economical and social development efforts.

The previous records of attempts to plan and manage the urban development process in rapidly growing cities in the developing countries are not very impressive (Racodi, 2001). Globally millions of people suffer from the poor access to basic services. This alarming reality has adverse impacts on the Quality of Life (QoL), employability and inclusive development of

millions of people. Even though a huge number of people are underserved from basic services, the demand across the developing world is expected to grow even more than any prognosis due to rapid population growth, urbanization and modernization. Therefore, the scope for improvements of plan making and development regulation to produce demonstrable results are limited unless the governance issues are dealt from new perspective.

Like in many other low income developing countries, in South Asia also there is a common similarity that their development finances and investments are focused primarily on the mega cities or capital cities. In most of the cases, the mega cities or the capital cities are the centers of their economics and politics. Scenarios in Bangladesh also similar in nature and in patterns. Since its independence in 1971, Dhaka became the center for all development activities during all political and military regimes. Therefore, the urban management in other smaller cities got always less priority, even frequently over-looked.

Simultaneously on the other hand, the dramatic pace of demographic, economic and social changes severely overburdened the capacities of local authorities in every medium sized city. It was mainly a question of management, which calls for active cooperations between government agencies and infrastructure users as well as private sector actors. Beneficiary contributions to development projects, informal processes of service improvements, and peoples' co-operation in service delivery management are all forms of user participation.

In most of the developing countries, the reasons of poor basic urban service deliveries are primarily an outcome of inadequate financial resources and poor technical & management skills of municipalities and government authorities and their professionals to respond properly to deal with the rapid growth in demand for basic services. More precisely in South Asian context the major issues are (a) unplanned and unmanaged urban growth and increasing pressure on available services, (b) lack of adequate administrative and financial authority to address citizens and infrastructure problems, (c) bureaucratic confusions, conflicts, non-cooperations and delays due to overlapping operational responsibilities with the same service delivery by different agencies in similar spatial boundary, (d) less accountability and transparency, (e) less inter-agency coordination and cooperation as well as interactions between service delivery organizations and service receiver citizens, (f) political interference, as the elected representatives often don't confine themselves to municipality services planning and policy formulation, though they get involve in daily operation activities and (g) intensive lacks of skilled and trained municipal professionals.

Changing Perspectives of Urban Service Delivery

Much of early work on municipal service delivery system management were defined as a problem of internal administration, precisely a problem of poor tax administration, poor accounting, and poor capital investment budgeting (Ahmed, 2002). The popular assumption, "lack of finance" as the key constraint was also misplaced. Although municipal government is poor, both in terms of absolute revenues per capita and in terms of the share of total public expenditure, functional responsibilities of the local government were correspondingly limited. Finally, the assumption regarding the problems in internal administration could be addressed through the transfer of technical knowledge, which was also misplaced.

Urban service delivery appears to be a problem, which cannot be addressed by taking the organizational context as a given and attempting to change the behavior of one organization (e.g., municipal government) within it. Instead, it appears to be a problem of the public sector in a holistic way. This should be addressed by looking at the variety of factors, which influence the performance of the public sectors. Constraints on municipal service delivery are not only the level of the property tax or the sophistication of the accounting system, but also

the broader set of perverse incentives embedded in the relationship among central & local governments as well as other stakeholders.

In a sense, the problem of urban service delivery is characterized by the delivery system, rather than the problems of a discrete organization. The objective of reform is not “strong local government” but an efficient and responsive system of urban service delivery. Efficient means, in a technical sense, in the application of production technology. It might produce the maximum amount of output from a fixed quantity of inputs. Simultaneously efficient (or responsive) in an economic sense indicates the effectiveness in producing the mix of products that corresponds to the varying preferences of the consumers. The performance of a service delivery system can thus be evaluated both in terms of its efficiency in the transformation of inputs into products and of its efficiency in producing the mix of products, which matches the effective demand of consumers. However, efficiency is not the sole criterion by which an urban service delivery system should be evaluated. A technical efficiency and responsiveness may be the paramount objectives. Urban service delivery can not be isolated from other objectives of the public sector. Decisions on the level and financing of municipal services have important distributional implications.

Participatory Urban Governance and Public Private Partnership

Now within the new dynamics of urban governance, it is expected that the local government would come closer to the people, so that more people are able to participate the decision making and development process. This process actually offers the people an essence of community belongingness as well as a sense of empowerment. The whole concept also addresses the issue of poverty reduction and opportunity for enhanced equality among all beneficiaries. This new ideological re-shuffling played as the basic impetus for Public Private Partnership (PPP). This is one part of participatory urban governance, but on the other hand, it has immense influence of improving the local government’s capacity of service delivery.

PPP is increasingly implanted in national and international development agenda, as decision makers recognize the need to understand who is affected by the decisions and actions they take, and who have the power to influence their outcomes. PPP is popularly considered as alternatives to full privatization in which government and private companies assume co-responsibility and co-ownership for the delivery of city services (Ahmed & Ali, 2004). In reality, partnerships between the two sectors are not easy to achieve. Certain enabling environment is prerequisite to promote trust and collateral working relationships.

PPP can be defined as a mutual trust and collateral working relationship between public and private sectors for the construction of public infrastructure or the delivery of a public service in which resources, risks and responsibilities are shared among all stakeholders (Perez-Ludena, 2009). It is a sustained collaborative effort between the public sector and the private sector to achieve a common objective while both players pursue their own individual interests (Pessoa, 2008). In ideal situation, each partner shares the responsibility and has access to the different phases of planning, management and implementation. So there should be some forms of legitimate interactions. This could be an agreement on specific objectives as well as division of labors for achieving the overall goals.

PPP requires an ideological and practical shift in defining the roles and attitudes of public and private concerned entities. They should to move away from traditional “client-contractor approach” to greater and shared responsibilities of benefits and risks in every phase of planning, management and implementations. Simultaneously efforts of collaboration should be an ongoing and continuous process (Pessoa, 2008).

At the same time PPP can be a troublesome venture. Compared with direct public provision, PPPs involve diverse deals that need to distribute responsibilities carefully and ownership of assets between the partners over a long period of time. The allocation of risks and rewards is

always difficult and may result in conflicts that derail the project as well as may end up in litigation (Perez-Ludena, 2009).

Municipal Solid Waste Management as Urban Service Delivery

In developing countries, Municipal Solid Wastes (MSWs) are usually the as refuse from households, non-hazardous waste from industrial, commercial and institutional establishments as well as market wastes, yard wastes and street sweepings (Schübeler, 1996). Nevertheless, in most of the cases MSWs indicate all wastes arising from human and animal activities, which are normally solid in nature and these are discarded as useless or unwanted. MSWs are a generic term to identify and describe those things, which we through away in our daily life. These could be garbage, refuse, trash and others.

On the other hand, management can be defined as a comprised effort of policy formulation, resource allocation, implementation and operation (Devas & Racodi, 1993). It is interpretable that urban management is, in ideal situation, an integrated system guided by a corporate policy and resource allocation strategy statement dealing with health, education, transport, local economic development and infrastructure provision, as well as land use planning. Policies are translated into programs and projects for implementation. Operation involves the management of assets and services, involving planning and allocating responsibility for service delivery, maintenance, regulation and revenue generation (Racodi, 2001).

Municipal Solid Waste Management (MSWM) as part of urban service delivery includes all phases of waste collection, recycling, treatment and disposal. All activities pertaining to the control, collection, transportation, processing and disposal of those in accordance with the best principles of public health, economics, engineering, conservation, aesthetics and other environmental considerations. It also includes all the procedures from the source and final disposal, which should not have any harmful impacts on the environment or least environmental impacts that could be integrated by any physical, technical, or social activities (Rahman et al, 2005).

The Study Area: Khulna City

Khulna is the third largest city in Bangladesh. It is situated in flat terrain with mentionable industrial activities in and around. The city itself acts as the gateway to the nearby country's second largest seaport; Mongla Sea Port. It is located on a natural levee of the Rupsha and Bhairab rivers, but majorly characterized by Ganges tidal floodplains with low relief and crisscrossed by rivers and water channels. Tidal marshes and swamps are surrounded through the spatial boundary of the Khulna City.

It is a medium size city in context of Bangladesh. More than 1 million people are now living and the population growth rate is around 5% per year. The city area is approximately 70 sq. km and the low-income households are approximately 30% (Ahmed, 2002). The city's history is not very old.



Figure 1: Location of Khulna City

At the beginning, it was a small market town. During the early days, tobacco and sugarcane were traded here and it had a commercial link with Kolkata (Calcutta). Then this small town "Khulna" was declared as a municipality in 1884. It achieved its status as a City Corporation after another hundreds years, in 1984. However, initial industrialization took place during the 1960s.

In last few years, the living standard in Khulna City Corporation (KCC) deteriorated drastically. Increasing gap between inadequate public services and growing populations were the main reasons (Ahmed, 2002). Local competitiveness has also been decreased as there is a continual failure to attract new investments. Precisely poor urban governance along with weak local institutional capacity remain the most stressing issues and major constraints for achieving better and effective urban management.

The core of the city is almost one-quarter of the total area. It is densely populated and the spatial location of low-income housings and the concentrations of informal settlements (e.g. slums) are mentionably visible almost everywhere in the city.

Characteristics of KCC's Solid Wastes:

Private households are the primary sources of municipal solid wastes in KCC area. Almost 80% wastes come from domestic sources and these include organic, inorganic non-hazardous and inorganic hazardous wastes (Salequzzaman et al, 2005).

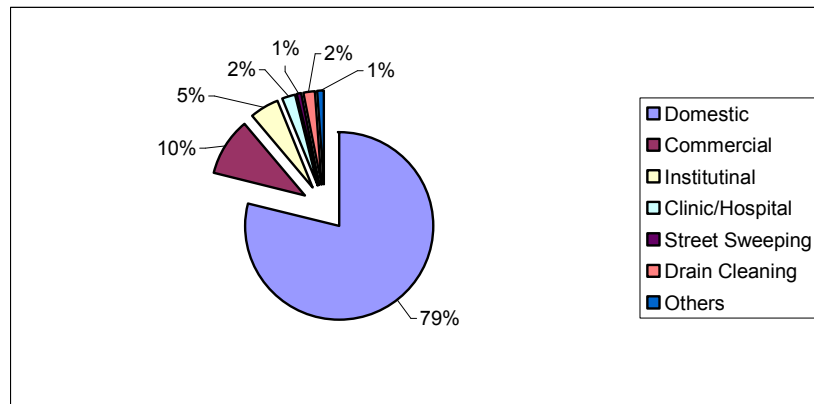


Figure 2: Sources of generated solid waste in KCC

Other sources of generated wastes are the wholesale and retail selling markets, which are located inside the city boundary as well as hospitals, private clinics, educational institutions, cinema halls, bus, railway and launch/steamer ports etc.

The key characteristics of solid waste varies according to spatial locations, level of incomes and standard of living of the households, energy sources and consumption as well as depends on seasons and occasions. The quantity of waste generation increases during the rainy season when many people eat vegetables and fruits such as mangoes and jackfruits (Murtaza, 2001).

KCC Legislations on SWM:

Legislatively, the Conservancy Department of KCC is responsible for the collection, transportation and disposal of solid waste within the city region. Legal aspects are mentioned in the Article 75 of the Khulna Municipal Corporation Ordinate 1984 (Murtaza, 2001). According to this ordinance, KCC is responsible for adequate arrangements for the removal of refuse from all public streets, public latrines, urinals, drains and all public buildings and land vested in the KCC area and for the collection and proper disposal of such refuse. Simultaneously, the occupiers of all other buildings and lands will be responsible for the removal of refuse from buildings and latrines.

Usually KCC's trucks visit some specified locations (nearby locations of most of the communities) at regular intervals. Then collect and transfer those accumulated wastes to the final disposal sites. However, it can cover and manage only up to 60% generated waste (Murtaza, 2001). This could be a substantial evidence of poor QoL and living environment within KCC area.

Previous Scenario and the emergence of Participatory Governance in KCC Area:

KCC authority was unable to provide the sufficient number of roadside dustbins and sometimes the spatial locations of those dustbins were unfavorable for the dwellers due to different institutional and financial shortcomings. This might also happen with the improper structural design of any specific dustbin. All these reasons could be the compelling arguments for the adjacent householders to through or dump wastes in open spaces, drains or simply around roadside bins. Poor motivation for proper waste disposal was an indication of low awareness regarding the hazards of irresponsible solid waste dumping. Sometimes that happened due to social reasons, which might make unacceptable for certain members of the households to take the waste a longer way to the specific located roadside dustbins (WSP, 2000).



Figure 3: Conventional waste collection system in KCC

Lack of adequate and trained workforce along with spatial mismatch or inadequate dustbins were some of the major reasons of poor solid waste management in KCC area. Sometimes activities relating solid waste disposal of other organizations were not properly linked with KCC's activities (Murtaza, 2001). Most of the cases the people, who were involved in collection and disposal of solid wastes, used to not to follow the standard hygienic practices due to the absence of any enforcing measures.

It was evident from different public dialogues and research outcomes that even though KCC was primarily and legally designated government institution for the municipal solid waste management in the city area, they should not work in isolation. That isolation impedes the proper performance outcome and ultimately the residents suffer from it. It was very much clear, involving beneficiary groups would enhance the service performance and this would be much easier to integrate the demand and aspirations of the communities as well as the city.

Publicly non government organizations (NGOs) were identified as "third sector" between the public and private domains. Their main functions included mediating between communities and government authorities, advocating community interests, consulting and providing support to community-based development and occasionally, managing project activities.

In many low income developing countries, there is a popular rhetoric that involving the NGOs is all about the framework of PPP. However along with many advantages, the NGOs' have also several operational and administrative shortfalls. Particularly sometimes they can not maintain the fixed time for waste collection and frequently they suffer from irregular payments of service charges by the households (Murtaza, 2001). From the "Decent Work" perspective,

they adopt some times very much unethical practices like involvement of children in wastes collection. Nevertheless, NGOs can merely provide the sufficient trainings to skill up the available human resources as well as they are also frequently criticized for the lack of cooperation among the organizations and accountability. Lack of financial resources and dependencies on external funds are some of their other shortcomings (Ahmed, 2002).

Where multiple actors operate, a clear framework is needed, providing clear and stable rules about powers, functions and resources (World Bank, 1999). In practice, involving and managing multiple actors are often unclear, contested and unpredictable. Problems arise very frequently, where multi purpose non-elected development agencies cross-cut the functions of local government, seize local resources or assets, and impose maintenance costs for installed infrastructure without local accountability. In most of these cases, public agencies lack the capacity to coordinate the variety of private, NGOs and CBOs actors to achieve policy objectives. Nevertheless, development community argues that decentralization would result in greater efficiency in service provision, more appropriate decisions, and a stronger orientation to the needs of the poor and increased accountability to residents (Racodi, 2001).

Therefore for the city Khulna, a further discourse comes to the front.

Who could be involved in partnership process for a community based participatory solid waste management in KCC area? However, there is always a probability in South Asian countries to marginalize the important groups or stakeholders, bias results and jeopardize long-term viability and support for the process within the framework of PPP.

In context of Bangladesh, even though participatory concept in organized form was emerged as an international community driven concept, it normally starts when financial limitations prevent the government from providing services to the people. In usual cases, community based or city wide service providers might include individuals, families, communities or local enterprises. However, often such activities are not recognized and not well-integrated into the formal system. In many cities, wherever the local governments and/or NGOs have recognized, organized and assisted these informal groups, services have improved remarkably. Community Based Organizations (CBOs) or the local civil societies can play pivotal role in organizing poor residents into taking collective actions and in representing their interests in negotiations with NGOs and governments. However, these potential partners can vary very much on spatio-temporal basis (Ahmed, 2002).

Every citizen in a Municipality is an urban basic service user. With regard to residential user, it is common to refer to “community participation” in service delivery activities. It is important to note that the basic unit of decision-making and action regarding basic services provision is always an individual or in practical terms a household. In addition to residences, service users include private enterprises and institutions. For a typical medium sized city such as Khulna in Bangladesh, the main partners along with KCC and local NGO were identified as follows:

Community Based Organizations (CBOs) are often formed by the residents in communal level to improve local security, environmental quality, basic utilities and social services. Community leadership is very important to promote better municipal services provisions among the dwellers. CBOs could be a proper source of this type of communal leadership. As for example, within KCC area, Nirala Jono Kollan Shamity (NJKS) was a typical example of Community Based Organization (CBO) precisely for the Nirala Neighborhood Area (NNA).

Social Institutions cover locally the Mosques or Hindu Temples. In Bangladesh most of the people are Muslims and the Mosques have the spiritual influence over people. Cleanliness is one of the key messages in the Holy Book; Al-Qurán. Therefore, the imams (Religious Leaders) can inspire the local people for the cleanliness in their premises. This motivation

from imam could play a huge multiplier effect among the other resident people. Just near Nirala Neighborhood area, there are two big mosques. So the strategic importances of these two mosques were quite high for promoting participative urban governance.

Educational Institutions were also identified as an integral part of entire participative governance strategy. Children's involvement in community activities is not unfamiliar in many parts of the world. They can play a commendable job in promoting peoples awareness. That was thought to replicate in KCC area as well. This was also well convinced that this type of participation of school children will increase their sense of citizenship and community belongingness.

Locally developed PPP model:

Local Government Authority is the main responsible authority for the provision and management of basic services to the citizens. The interests of local government authorities are political and economic. Being at the "contract" level of government, local authorities are very much concerned with the level of satisfaction of the people with service delivery performance. Local Government technical departments are particularly concerned with reliable operation of service facilities, minimization of operating costs, and adequate cost-recovery.

Khulna was able to develop a locally adaptable participatory governance strategy. Firstly along with the peoples support, the City Corporation authority was able to identify the capacity "status quo" of the involved stakeholders. A brief discussion of that "Fact-Finding" exercise is as follows:

Incorporation of local NGO:

Nobarun was working as a private enterprise for working in the area of communal solid waste management in the Nirala Neighborhood Area. They used to collect wastes twice a day. They followed a house-to-house collection method. Usually, they used to collect waste from dustbins twice in a week. In the Nirala Residential Area there were 380 households. Nobarun was serving initially 312 households out of 380. Their total coverage of households was 82.1%. Nobarun used to charge 15 Taka per (25 cents) per household for their services per month. Even for the local poor community members, this amount of service charge was quite affordable. From the beginning of Nobarun's activities, there was a type of partnership of service delivery with KCC, and except this for the purpose of SWM, there was no other participatory governance exercise.

Incorporation of CBO:

Nirala Jono Kollan Shamity (NJKS), a residential area welfare committee, was formed by the dwellers of Nirala Residential Area. It was established by 1988 and it had a governing body consisting of one President, one General Secretary along with other fifteen General Members. All of them were basically the dwellers of Nirala Residential Area. With their own funds, they used to finance night guards for communal safety. Collectively they were able to propose, negotiate and bargain with the KCC authority on different development issues.

They act voluntarily as lobbyist group as the representative of Nirala Residential Area. They were quite successful in advocating for the construction of seven internal roads within the Nirala Residential Area.

The potentials of NJKS contributions were manifolds. In the context of services provision, the benefits of participation derive from not only cost reduction and resource mobilization during implementation, but also from more effective targeting of services delivery measures to the real needs of the neighborhood dwellers. Convincingly NJKS could enhance user

“ownership” of facilities for helping to ensure more efficient use, better maintenance, and operation.

Incorporation of Religious Institutions:

Bangladesh is a moderate Muslim country, where still Islamic religious institutions have immense influence on people for deciding what is good or bad from religious point of view. People go to the mosque at least once a week (Friday) to perform the Friday noon prayer. During the prayer, people listen very attentively the message from the imam (Religious Leader). He could very easily inspire the attendees. Islam, as a religion considers cleanliness to be one of the fundamentals of belief. There is a direct connection and interdependencies between belief and cleanliness. In one Hadith, God’s Messenger says “Cleanliness is half of belief” (Ozdemir, 2009). Therefore, it could be very easy for imams to disperse those messages, even though it is not possible for the imams to interact with people from other religions at the same time. Nevertheless he has the chances to interact with major portion of neighborhood dwellers.

It was always possible for the imams to motivate the people for initiating voluntary activities with the close association with KCC and NJKS. In the case of other residential areas in other regions or countries, Church, Hindu or Buddhists temple could play the same role.

Incorporation of Academic Institutions:

In the Nirala Residential Area, there were one primary school, one high school and one madrasa (Islamic religious school). School children were thought to be integrated within the comprehensive and locally adopted PPP structure. Children are always energetic and enthusiastic even though sometimes they are not mature enough to continue such work consistently. However in Nirala Residential Area, they had easy access to the local people. Their voluntary activities promoted substantially their senses of community belongingness and commitments to the society.

Development of Participation Matrix

Considering the possible location specific solution based on level of concerns, involvements and legislative issues, a participation matrix was developed. From that matrix, it was possible to identify the possible participation level of different interest/beneficiary groups.

Some logical sequences were followed. The initial task was to identify the possible major interest groups or stakeholders who were concerned about KCC governance. Then ten relevant indicators were selected to identify the possible status quo of service delivery and management. After the initial assessment, attempts were made to identify and evaluate other indicators based on people’s choice. Here someone could add or replace the indicators recommended based on their judgments.

Numerical weightage ranges from point 1 to 5. 1 indicates the situation as Very Poor (Something is drastically wrong), 2 indicates the situation as Poor (More commitment and effort needed), 3 is Fair (Can do much better), 4 is Good (But still room to improve) and 5 points goes for very good or very relevant. In the following matrix, the numbers were assigned during the empirical study by the group discussion (e.g., through a workshop process) with the local residents.

Table 1: Participation Matrix

Indicator	N.J.K.S	K.C.C (Government)	N.G.O	School	Madrasha	Mashjid
Eagerness to participate	5	5	4	1	1	3
Adequacy of rules and regulations	3	5	4	1	1	1
Transparency of budget formulation, revenue, and expenditure	5	3	3	4	4	4
Access to information and process	5	4	4	3	3	3
Mechanisms to determine the needs and aspirations of residents	4	4	3	1	1	1
Adequacy to budget allocation for basic services	1	3	3	1	1	1
Use of mass media for public consensus building	3	3	4	1	1	4
Collection of taxes, revenues and service charges	4	4	5	5	5	2
Concern regarding municipal service promotion	5	5	3	1	1	4
Social acceptance regarding awareness building	4	4	3	2	1	5
Total	39	40	36	20	19	28

From the above matrix, it is quite evident that even through different agencies and interest groups have commendable influence on inclusive and participative urban governance, public authority still play the central role. If we are unable to develop their institutional capacity to manage the entire process, then the development will never be long lasting.

In many low income developing countries, there is a growing tendency among different international agencies, governments and private sectors for giving less priority to the public sectors regarding local development. Among the people of these countries, there is also a tendency to think that full privatization could be the panacea of everything. But to make development sustainable and long lasting, the local government should to be empowered and more prioritized. Because the development will take in place spatially and public agencies are more effective and have highest legitimacy in making the changes happen.

This above mentioned participation matrix also shows that KCC has a big role in managing the municipal services like solid waste within its territorial jurisdiction. So the argument is to improve the local situation only with the help of NJKS or Nobarun (NGO) is not valid and realistic. Therefore, institutional capacity building of local public agencies could be one of the vital issues of any innovative design of service delivery. This was also another critical learning from the developed PPP model from Khulna case study.

However, through this type of locally developed PPP model, there could be several institutional innovations. Some could be as follows:

Table 2: Institutional Innovations

Area of innovation	Key benefits
Involve poor people in the design and management of the scheme (usually through community based organizations)	Increased ownership of the practice among its customers, reducing non-payments. Better targeted subsidies for the families that need them.
Incorporate methods and procedures from the informal sectors.	Increased capacity to reach the poor, for instance by recognizing informal tenancy Lower operating costs.
Accept role of NGOs.	Improved communications; conflict resolution
Discover the market at the bottom of the pyramid	Companies reduce costs and adapt to serve poorer customers.

Source: Perez-Ludena (2009)

Summary

As a medium sized city in South Asia, Khulna was always underprivileged in gaining government's investment and proper attention. Quality of Living (QoL) was always unsatisfactory. Nevertheless, through this type of holistic approach of participation and capacity building, the communal cohesion was significantly enhanced in last few years. Along with this, increasing social interaction, employment opportunities for the poor people through involvement at different phases of communal services provisions were also remarkably improved. Now the urban management and governance is not anymore a nightmare for KCC authority. Consequently, the mutual trust between the citizens and the public authority has substantially improved. This partnership model could be the very fundamental basis for managing any future crisis; e.g., cyclones, floods. Development should be bottom-up. Consensus building in the developing countries is increasingly common as a way to search feasible and effective strategies to deal with urban uncertain, controversial planning and policy tasks. It could be seen as a strategy for dealing with conflicts for diversified urban interests, where other practices have failed.

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