

SERVICE LEVEL BENCH MARKING IN URBAN ANDHRA PRADESH

I. BACKGROUND

Andhra Pradesh Municipal Development Project (APMPDP) aims at supporting reforms to improve city management and upgrade and expand municipal services through provision of infrastructure with particular focus on reducing urban poverty. The objective of the APMDP is to build financial, technical and management capacities of all ULBs as a part of infrastructure financing. The project pursues improvement of the state-level framework that defines ULBs autonomy, accountability and incentives for performance, as well as the GoAP's capacity to monitor and provide policy and technical support for ULBs performance and development.

The primary focus of the urban reform agenda being implemented as part of the various centrally sponsored schemes is to enhance accountability for service delivery. Benchmarking is now well recognized as an important mechanism for performance improvements and introducing accountability in service delivery. The service Level Benchmarking (SLB) was initiated by the Ministry of Urban Development (MoUD), Government of India as part of the urban reform agenda and has developed a common framework for monitoring and reporting on service level indicators along with the guidelines on how to operationalise the framework across all the urban local bodies in the country.

II. SERVICE DELIVERY OUTCOMES- A KEY INDICATOR TO MONITOR APMDP

Monitoring urban service delivery outcomes is a critical part of the overall Monitoring & Evaluation system for APMDP. The urban service delivery indicators that will be monitored under APMDP will be consistent with the JNNURM framework for indicators. Tracking service delivery outcomes in a systematic manner will require two main steps:

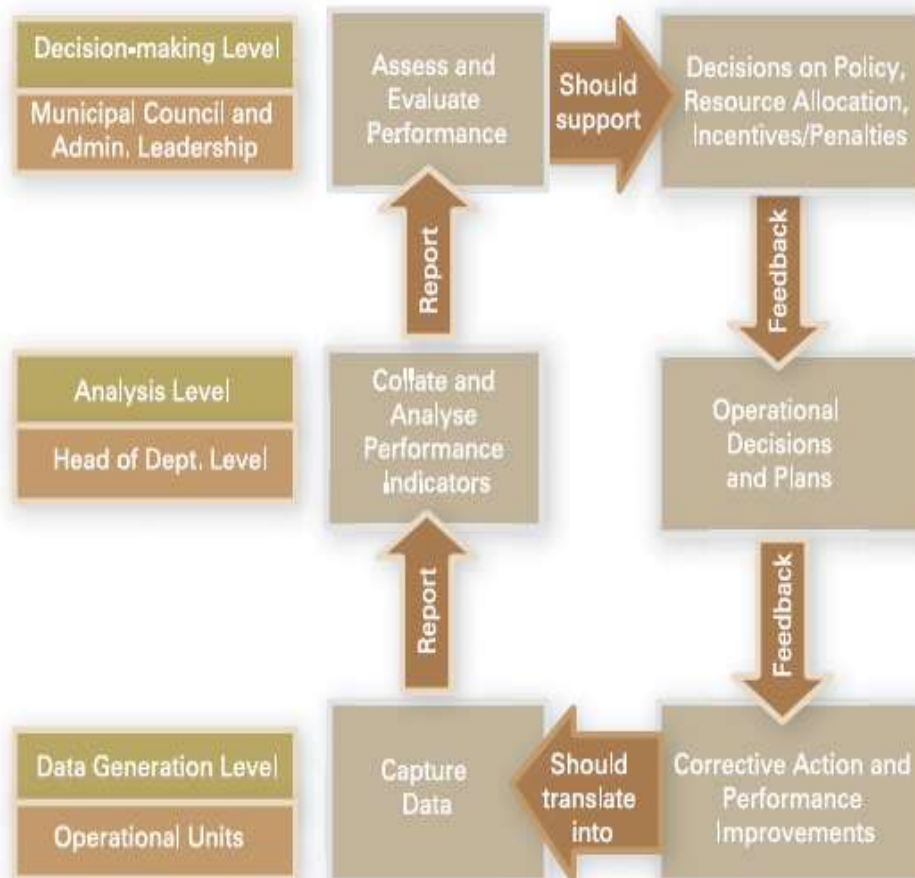
- (i) Baseline indicators to be collected / compiled when a ULB initially submits the Initial Project Proposal (IPP).
- (ii) Service delivery outcomes to be measured after completion of the sub-project at the ULB.

III. NEED FOR SERVICE LEVEL BENCHMARKING

Every sector has a few key performance indicators that are understood by most stakeholders in that sector. Similarly, in the urban sector too, there have been a number of performance indicators related to urban management and service delivery that have been defined, measured and reported. However, most initiatives in performance management so far have been observed to have some key limitations:

- Different sets of performance indicators have been defined under different initiatives;
- The definition or the assessment method may vary for the same performance indicator, thus inhibiting inter-city or intra-city comparisons;
- Most measurement exercises have been externally driven (by agencies external to the agency responsible for delivery against those performance parameters), leading to the key issue of ownership of performance reports;

- Most performance measurement initiatives have not been institutionalised, limiting the benefits of monitoring trends in performance over time; and
- The process of performance measurement has not been taken forward into performance management.
- These limitations mean that systems for measuring performance and taking further action on them have not been institutionalised in urban agencies. It is therefore important that the basic minimum standard set of performance parameters are commonly understood and used by all stakeholders. Depending on the specific need, additional performance parameters can be defined and used.



IV. PERFORMANCE PARAMETERS

The following service level performance parameters have been identified for four basic urban services:

- Water Supply;
- Sewerage
- Solid Waste Management (SWM); and
- Storm Water Drainage

V. STANDARDISATION OF PARAMETERS

Each indicator has been standardised based on the definition and computation methodology of the selected SLBs (performance indicators). For each selected indicator, the following details have been provided:

- **Title, units and definition:** The specific name, the unit of measurement in which the performance is to be measured, and definition for the indicator is provided;
- **Data requirements:** The specific elements of data that need to be captured are identified, along with the corresponding unit of measurement. Each data element is described, and point and frequency of data capture are mentioned. The specific formulae that should be used to arrive at the performance indicator are mentioned;
- **Rationale for the indicator:** For each performance indicator, the overall significance and rationale for assessing and monitoring the performance indicator have been provided. The benchmark value has been specified in most cases;
- **Reliability of measurement:** The performance measurement is only as reliable for meaningful management decisions as the systems that generate the data to compute the performance. Typically, four levels of reliability of data systems have been specified: 'A', 'B', 'C', and 'D,' with 'A' being of highest reliability and 'D' being lowest.
- **Frequency of measurement:** Frequency of measurement of the performance indicator refers to the frequency at which the performance level will be assessed and not the frequency at which the data elements will be measured. For each indicator, the minimum frequency at which the performance should be measured is mentioned. It can then be reported at the same frequency or a lower frequency.
- **Jurisdiction of measurement:** This refers to the geographic jurisdiction for which performance should be measured, and not the point of data collection. Typically, measuring urban service delivery performance at a sub-city level makes more sense for city level stakeholders, than only city level performance indicators. Similarly, for stakeholders at the State and Central level, it is useful to have city level performance indicators, as they would be useful to compare and contrast cities. Such information will then be useful for the formulation of State level and national strategies and policy responses.

VI. BENCHMARKS AT A GLANCE

1. Water Supply Services

| Indicator | Benchmark |
|--|-----------|
| Coverage of water supply connections | 100% |
| Per capita supply of water | 135 lpcd |
| Extent of meeting of water connections | 100% |
| Extent of non-revenue water (NRW) | 20% |
| Continuity of water supply | 24 hours |
| Quality of water supplied | 100% |

| | |
|--|------|
| Efficiency in redressal of customer complaints | 80% |
| Cost recovery in water supply services | 100% |
| Efficiency in collection of water supply-related charges | 90% |

2. Sewerage Services

| Indicator | Benchmark |
|--|-----------|
| Coverage of toilets | 100% |
| Coverage of Sewage network services | 100% |
| Collection efficiency of the sewage network | 100% |
| Adequacy of sewage treatment capacity | 100% |
| Quality of sewage treatment | 100% |
| Extent of reuse and recycling of sewage | 20% |
| Efficiency in redressal of customer complaints | 80% |
| Efficiency of cost recovery in sewage management | 100% |
| Efficiency in collection of sewage charges | 90% |

3. Solid Waste Management

| Indicator | Benchmark |
|---|-----------|
| Household level coverage of solid waste management services | 100% |
| Efficiency of collection of municipal solid waste | 100% |
| Extent of segregation of municipal solid waste | 100% |
| Extent of municipal solid waste recovered | 80% |
| Extent of scientific disposal of municipal solid waste | 100% |
| Efficiency in redressal of customer complaints | 80% |
| Extent of cost recovery in SWM services | 100% |
| Efficiency in collection of SWM charges | 90% |

4. Storm Water Drainage

| Indicator | Benchmark |
|--|-----------|
| Coverage of storm water drainage network | 100% |
| Incidence of water logging/flooding | 0 |

VII. FREQUENCY AND JURISDICTION OF REPORTING

The minimum frequency of computation of the performance indicator, and the lowest level of geographic jurisdiction for which it should be measured, have been specified in the data sheets for each indicator. On the basis of these, the suggested frequency of reporting within the ULB/utility, and State/Central governments and also the geographic jurisdiction for which the indicators should be measured is specified in the following Table.

| SLB No. | Urban Service | Frequency of Measurement by ULB/Utility | Frequency of reporting within ULB/Utility | Frequency of reporting to State /Central Govt. | Jurisdiction for Measurement by ULB/Utility | Jurisdiction for reporting within ULB/Utility | Jurisdiction for reporting to State /Central Govt. |
|---|--|---|---|--|---|---|--|
| 1. WATER SUPPLY | | | | | | | |
| 2.1.1 | Coverage of water supply connections | Quarterly | Quarterly | Annually | Zone/DMA | Ward | ULB |
| 2.1.2 | Per capita supply of water | Monthly | Monthly | Annually | Zone/DMA | Ward | ULB |
| 2.1.3 | Extent of metering of water connections | Quarterly | Quarterly | Annually | Zone/DMA | Ward | ULB |
| 2.1.4 | Extent of non-revenue water (NRW) | Quarterly | Quarterly | Annually | ULB | ULB | ULB |
| 2.1.5 | Continuity of water supply | Monthly | Monthly | Annually | Zone/DMA | Zone/DMA | ULB |
| 2.1.6 | Quality of water supplied | Monthly | Monthly | Annually | ULB | ULB | ULB |
| 2.1.7 | Efficiency in redressal of customer complaints | Monthly | Monthly | Annually | Zone/DMA | Zone/DMA | ULB |
| 2.1.8 | Cost recovery in water supply services | Quarterly | Quarterly | Annually | ULB | ULB | ULB |
| 2.1.9 | Efficiency in collection of water supply-related charges | Annually | Annually | Annually | Zone/DMA | Ward | ULB |
| 2. SEWERAGE MANAGEMENT (SEWERAGE AND SANITATION) | | | | | | | |
| 2.2.1 | Coverage of toilets | Quarterly | Quarterly | Annually | Ward | Ward | ULB |
| 2.2.2 | Coverage of sewerage network service | Quarterly | Quarterly | Annually | Ward | Ward | ULB |
| 2.2.3 | Collection efficiency of sewerage network | Monthly | Monthly | Annually | ULB | ULB | ULB |
| 2.2.4 | Adequacy of sewerage treatment capacity | Annually | Annually | Annually | ULB | ULB | ULB |
| 2.2.5 | Quality of sewerage treatment | Monthly | Monthly | Annually | ULB | ULB | ULB |
| 2.2.6 | Extent of reuse and recycling of sewerage | Annually | Annually | Annually | ULB | ULB | ULB |
| 2.2.7 | Efficiency in redressal of customer management | Monthly | Monthly | Annually | Zone/DMA | Zone/DMA | ULB |
| 2.2.8 | Extent of cost recovery in sewerage management | Annually | Annually | Annually | ULB | ULB | ULB |
| 2.2.9 | Efficiency in collection of sewerage related charges | Annually | Annually | Annually | Zone/DMA | Ward | ULB |

| SLB No. | Urban Service | Frequency of Measurement by ULB/Utility | Frequency of reporting within ULB/Utility | Frequency of reporting to State /Central Govt. | Jurisdiction for Measurement by ULB/Utility | Jurisdiction for reporting within ULB/Utility | Jurisdiction for reporting to State /Central Govt. |
|----------------------------------|--|---|---|--|---|---|--|
| 3. SOLID WASTE MANAGEMENT | | | | | | | |
| 2.3.1 | Household level coverage of SWM services | Quarterly | Quarterly | Annually | Ward | Ward | ULB |
| 2.3.2 | Efficiency of collection of municipal solid waste | Monthly | Monthly | Annually | Ward | Ward | ULB |
| 2.3.3 | Extent of segregation of municipal solid waste | Monthly | Monthly | Annually | ULB | ULB | ULB |
| 2.3.4 | Extent of municipal solid waste recovered | Monthly | Monthly | Annually | ULB | ULB | ULB |
| 2.3.5 | Extent of scientific disposal of municipal solid waste | Monthly | Monthly | Annually | ULB | ULB | ULB |
| 2.3.6 | Efficiency in redressal of customer complaints | Monthly | Monthly | Annually | Ward | Ward | ULB |
| 2.3.7 | Extent of cost recovery in SEM services | Annually | Annually | Annually | ULB | ULB | ULB |
| 2.3.8 | Efficiency in collection of SWM-related charges | Annually | Annually | Annually | Ward | Ward | ULB |
| 4. STORM WATER DRAINAGE | | | | | | | |
| 2.4.1 | Coverage of storm water drainage network | Annually | Annually | Annually | Ward | Ward | ULB |
| 2.4.2 | Incidence of water logging/flooding | Quarterly | Quarterly | Annually | Ward | Ward | ULB |

VIII. STAKE HOLDERS

For the service level performance parameters to be accepted as a standard, all stakeholders will need to play their parts. The roles of different stakeholders and the next steps they will need to pursue are:

Central Government:

MoUD, Government of India, will take the lead in disseminating these service level performance parameters and building wider acceptance. SLBs will also be institutionalised through the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and other programmes initiated by MoUD:

- SLBs will be an integral part of City Development Planning processes, both for assessment of the current situation, and for setting targets under their plans;
- Wherever appropriate, SLBs will be dovetailed with the commitment on reforms, and the subsequent process of appraisal of reforms;
- The relevant SLBs should be part of Detailed Project Reports for concerned sectors, indicating both the current situation and changes the project will bring about. Subsequent processes of implementation monitoring of the project will also evaluate these SLBs; and
- Under the JNNURM, support may be extended to enable ULBs and other civic agencies to establish systems in their respective institutions for periodic measurement, reporting and analysis of SLBs.

State Governments and their Agencies:

State governments and their nodal agencies in the urban sector have a critical role in driving the performance of ULBs and city level civic agencies. State governments will need to periodically evaluate the SLBs as an input for its decisions related to policy, resource allocations, providing incentives and penalties, channelising technical and manpower support, and regulatory considerations, among others. The Directorate of Local Bodies/Department of Municipal Administration plays a key role in this process through constant inter-city comparisons. For other nodal State level agencies, the SLBs will provide specific inputs for their programmes and interface with the ULBs and other civic agencies. SLBs will also be an important input to the State Finance Commissions in the course of their work.

Urban Local Bodies:

ULBs are the most important stakeholders for the institutionalization of Service Level Benchmarking.

- As service delivery institutions, it is useful to institutionalise systems for performance management using SLBs. Performance data at the sub-ULB level (Zone or ward level) are particularly useful for the ULB for making appropriate decisions and monitoring performance of the various field units. Benchmarking with other cities within the State, or with similar cities, facilitates a healthy competitive environment for continuous improvement; and

- As the principal elected institution for self-governance in the city, ULBs examine performance of other parastatal civic agencies, even if the ULBs are not directly responsible for service delivery in those areas.

Other Stakeholders:

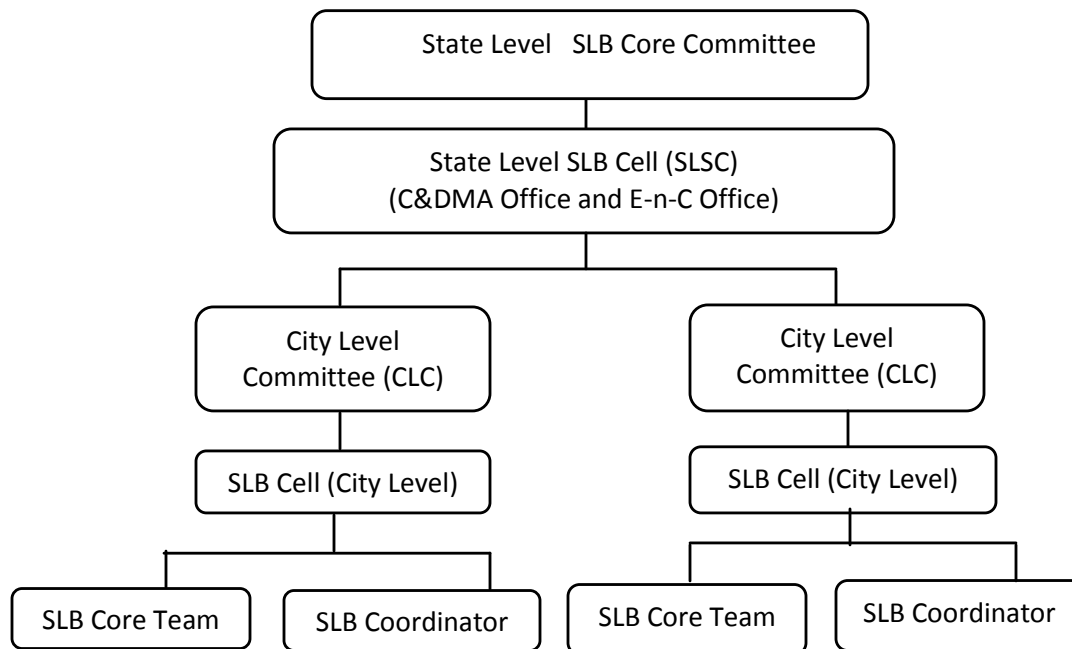
Organisations such as City Managers’ Associations public administration training institutions, the Office of the Comptroller and Auditor General, other external and internal audit agencies, financial institutions and a whole range of external stakeholders also examine these SLBs in the course of their interactions with the ULBs.

Citizens and Civil Society:

While the SLBs have not been defined from the citizen’s perspective as such, the parameters considered provide reasonable indication of performance of the ULB/civic agency. Citizens engage with ULBs through Area Sabhas, Resident Welfare Associations (RWAs) and other such civil society organisations, in examining the SLBs and suggesting remedial actions.

IX. OPERATIONALISING BENCH MARKS

To over see the operationalising of SLB frame work certain institutional arrangements are made at state level and city level. The SLB core teams formed at ULB level will be responsible for data collection and updation



State Level SLB Core Committee (SCC): To oversee the operationalisation of SLB framework, a 5-6 members SCC would be constituted under the chairmanship of Secretary, MA&UD Department, Government of Andhra Pradesh (GoAP). The SCC extends policy and implementation support and will review the progress periodically. It deliberates on issues having broader policy implications that may emerge in the course of implementation.

State Level SLB Cell (SLSC): SLSC will be constituted to support the operationalisation of SLB, its overall coordination, tracking implementation and to liaise with various implementation partners through all stages of implementation. The SLSC consists of the 4-5 professionals with expertise in engineering, finance, solid waste management and MIS.

City Level Committee (CLC): CLC with three to five members from elected council/civil society will be formed along with the members of SLB Core team, which is technical in nature, to oversee the preparation of Performance Improvement Plans (PIPs) under service level benchmarking initiative.

Service Level Benchmarking Cell (SLB Cell): SLB Cells will be established in each ULB, and the SLB Core Team and city level SLB Coordinators will operate from this cell.

- SLB Core Team: An SLB Core Team comprising municipal staff will be constituted at the ULB level, which is responsible for operationalising SLB framework. The roles and responsibilities of SLB Core Team include preparation of Data Book, timely reporting to SLSC and implementation of ISIP and PIPs. It also extends necessary support to SLB Coordinators in the collection and collation of data.
- SLB Coordinator: The SLB Coordinator will support the implementation at city level and will work closely with the core team of the ULB in operationalising the SLB framework.

X. IMPLEMENTATION OF SLB FRAMEWORK IN 1st YEAR PROJECT ULBs UNDER APMDP

SLB- Badvel
SLB- Armoor
SLB- Kakinada
SLB- Palasa Kasibugga
SLB- Vijayanagaram
SLB- Kurnool
SLB- Ananthapur
SLB- Chittoor
SLB- Nellore
SLB- Manuguru
SLB- Markapur