Praja's

# URBAN GOVERNANCE Report

## KEY FINDINGS FROM NORTH - EASTERN STATES

# Praja's Journey in the Last 25 Years

Founding members of Praja adopt a school in Mumbai

1991

Inception of Praja to enable accountable governance

1997

Praja Trust was registered & the first citizen's survey was conducted

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Created Mumbai's first citizen charter in collaboration with BMC

1999

Built BMC's citizen's grievance redressal mechanism and conducted complaint audits in the ensuing years

2003

Published and distributed 2 lakh copies of Mumbai Citizen's Handbook to demystify governance

2005

Undertook interventions like Praja Dialogue, CityScan, Councillor Handbook publications and annual report cards evaluating the performance of MLAs and Councillors representing Mumbai

2008 - 12

Praja started its operations in Delhi and released the first Handbook to orient Delhi councillors on acts, devices and functioning of the corporation

2014

Initiated ambitious project to improve city governance structures in India

2017

Launched the Urban Governance Index

2020

1 Realised the need to engage with governance in order to improve quality of life of citizens through a systemic and sustainable approach

2 Focused on creating tools of good governance with BMC.

3 Aimed to create a data-based dialogue with the three constituents of democracy – Citizens, Administration and Elected Representatives

4 Aims to transform urban governance by empowering city governments through effective implementation of 'principle of subsidiarity' and increasing citizen participation in local governance matters

# Acknowledgement

Praja Foundation has undertaken a data-driven study to understand the ground reality of urban governance across 28 states and 5 union territories across India under Praja's Urban Governance Index (UGI) initiative. This report documents insights from 8 states in North-East India. Our team has extensively travelled in this region to collect data as well as anecdotes on the subject. We render our sincere gratitude for their contribution to this project.

First and foremost, we would like to thank political (Mayors, Councillors and MLAs) and administrative leadership (officers from state & city government) from the visited cities for taking time out and sharing inputs that enriched this report. Academics, Civil Society Organisations and individuals also supported the study by providing knowledge and logistical support. We are grateful for their contribution.

Praja Foundation appreciates the contributions of our supporters and donors, namely Friedrich Naumann Foundation, Rohini Nilekani Philanthropies, Tree for Life Foundation, Lal Family Foundation, A.T.E. Chandra Foundation and Madhu Mehta Foundation and numerous other individual supporters.

It is also vital to mention the contributions of members of the Praja team to execute this report. The Praja team including our staff and young interns as well as volunteers have put their best efforts to collect data, analyse findings and draft the report. On a concluding note, we acknowledge their commitment towards the success of this project.

The views and opinions included in this report are solely of Praja Foundation and not of our supporters. It does not imply an endorsement from them or any entity they represent.

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# 01

# PRAJA'S URBAN GOVERNANCE STUDY AND METHODOLOGY

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# Executive Summary

Local governments are best placed to understand the problems and requirements of citizens. Therefore, they are also best equipped to design policies, take decisions and implement projects that affect the daily lives of citizens. This is in accordance with the **principle of subsidiarity**, which advocated that the central authority should have a subsidiary function; performing only those functions which cannot be performed efficiently at the local level by smaller bodies.

India's story of socio-economic development is primarily driven by cities. When a city government is a principal authority for the delivery of civic services such as solid waste management, water supply and sanitation, the delivery is often innovative and efficient. But to further boost the growth, there must be a greater focus on the development of robust and sustainable cities. This objective can only be achieved through structural reforms. Democratic Empowerment and Accountability of City Governments and Citizen Engagement will also strengthen grassroots Democracy in our cities.

The urban governance study on North-East India focuses on current structures in the region intending to construct the necessary reform agenda. The report focuses on four themes of Praja's framework on Urban Governance for the Empowerment of City Government –

(i) Control and Execution of Functions and Functionaries
(ii) Empowered and Accountable Elected Representatives
(iii) Fiscal Decentralisation
(iv) Active Citizen Participation.

Furthermore, the report also attempts to analyse a few additional subjects like—
a) Women, Children, Elderly and Vulnerability Communities
b) Sustainable Development Goals
c) Climate change, adaptation and mitigation

The key findings of the report are as follows:

**Control and Execution of Functions and Functionaries**

- No State has completely devolved all 18 functions to the city governments.
- Arunachal Pradesh has devolved the highest number of functions to the city government. 9 functions are devolved to Itanagar Municipal Corporations.
- Mizoram State Government is involved in the delivery of 9 functions out of the 18 functions to be devolved to the city government.
- While all 8 cities have formed a Smart Cities SPV, councillors are not board members in any city. Only in Aizwal, Mayor is the member of the board of directors.
- None of the City Governments administers the recruitment process for their human resource requirements.

# Executive Summary

- None of the city governments has implemented a programme to mitigate climate change. Aizawl is the only city which publishes an environment status report on its website.

**Empowered and Accountable Elected Representatives**

- The term of mayor is co-terminus with the corporation in all 8 cities of north-east India.
- Guwahati and Agartala Municipal Corporations have adopted the Mayor-in-Council structure of governance.
- All the 8 state municipal acts have provisions for councillors to receive honorarium or remuneration.
- Guwahati and Sikkim, have reserved 50% of seats for women councillors. Other states follow 33% reservation.
- The council meeting is conducted at least once a month in all cities except Guwahati, where it is conducted once in four months.

**Fiscal Decentralisation**

- The 15th Finance Commission has recommended that a city must keep the municipal budget and audit accounts in the public domain to avail grants. However, Itanagar, Imphal, Aizawl, Kohima and Gangtok have not published budgets on their official website of the corporation.
- Meghalaya is the only state where the City Government holds the authority to revise existing tax rates but cannot levy new taxes independently.
- Only 4 city governments; Guwahati, Shillong, Aizawl and Agartala levy Property Tax.

**Active Citizen Participation**

- Except for Meghalaya, Nagaland and Sikkim, all states made a provision to constituting ward committees in the State Municipal Act.
- The Municipal Acts of Arunachal Pradesh, Meghalaya, Mizoram and Sikkim have provisions for constituting Area Sabha.
- City Governments in all 8 states receive complaints majorly through offline mode, i.e., complaints received at the office and by sending WhatsApp messages.

**Additional Findings**

- None of the 8 capital cities in Northeast India has a committee to deliberate on the requirements of the section nor a separate budgetary provision.
- It has been observed that the SDG targets are at the level of state government. City governments are yet to be involved in achieving these goals at the local level.

# Methodology

For the last three years, Praja has been studying the pathways towards transforming urban governance systems in the country. Praja conducted a nationwide study which spanned over 3 years (2017-2020). Based on our findings, we designed the **Urban Governance Index (UGI) 2020**. The UGI was built to map and monitor the implementation of urban governance reforms. It looks at the democratic empowerment and accountability in urban governance across states in the country.

The UGI 2.0 maps the changes in the status of urban governance pan India over the interim period and highlights the best practices which have accomplished the devolution of the 74th amendment act. Praja's UGI 2.0 aims to share these best practices nationwide and advocate for widespread devolution of the 74th amendment act.

**Phases of the study**

Praja Foundation's Urban Governance Index 2020, addresses the gap in Urban Governance Reforms by compiling data through a framework comprising 4 themes, 13 sub-themes and 42 indicators. The Index captures data relating to 29 cities in 28 states and the NCT of Delhi, and this has been utilised to point out state-wise reform recommendations.

As part of launching **UGI 2.0,** the study is mapping and meeting various stakeholders in 32 cities across 28 states and 4 Union Territories. The study will build a network which will be leveraged as a platform for the exchange of knowledge, equipping stakeholders, mobilising stakeholders and advocating for policy changes. The Index will be based on the findings from the capital city of a state. But we are additionally studying 10 cities to capture separate municipal acts present in the same state.

This report features the urban governance structure and status of 8 cities in Northeast India.

**Field visits, interviews and data analysis**

Data has gained enormous importance in today's world. Thus, it is significant to understand the perspective and the approach behind the data point. Praja undertook study visits in 8 cities. We tried to collect data from official sources on the topic of governance and also focused on collecting key insights from the officers on study indicators.

We interviewed multiple stakeholders to validate the data and understand key insights on the parameters. Overall, 225 interviews were conducted where we spoke to elected representatives, government officials, and experts from civil society.

# Methodology

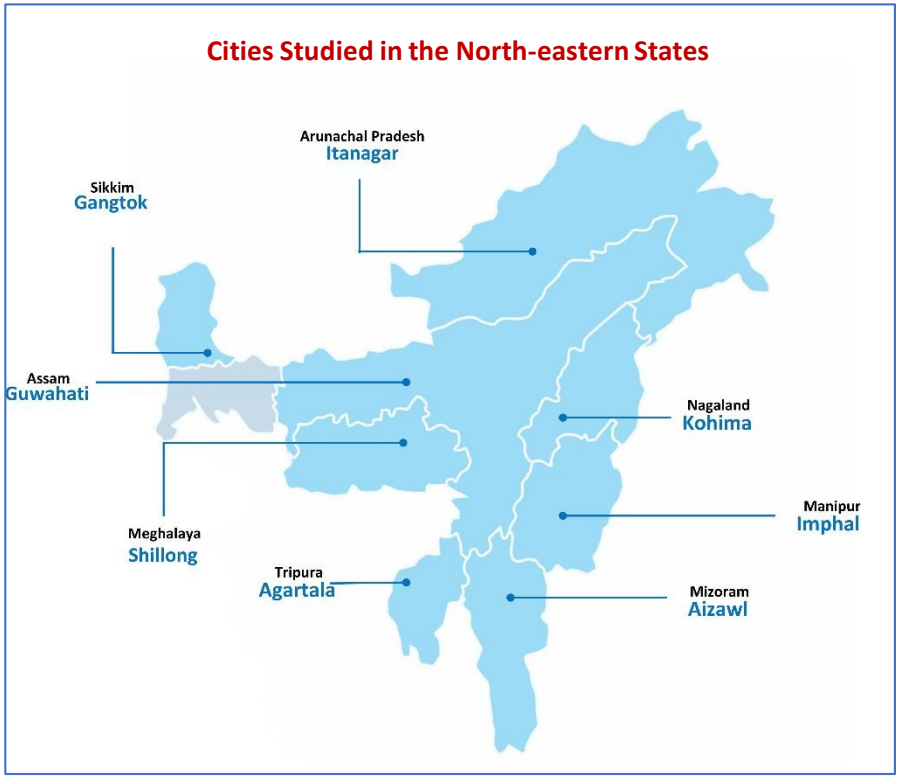
The sample included – 4 Members of the Legislative Assembly (MLAs), 40 Councillors and 163 Administrative Executives, 7 experts from civil society and 11 academicians.

Before initiating visits to the selected cities, the Praja team thoroughly conducts a literary review of the State Municipal Act, Town Planning Acts, the official website of the city government, budget documents and other reports of the respective cities. Our team also collects documents such as budget books, audit reports, Corporation Procedure rules, annual reports, environmental status reports, minutes of the meeting of the council and others when they visit the city.

As secondary research, 8 State Municipal Acts, respective Community Participation Acts, 8 Town Planning Acts, respective District Planning Acts, the official city government website, Smart City websites and relevant official reports were studied for the report. A total of 35 budget documents for 6 Financial years (2017-18, 2018-19, 2019-20, 2020-21, 2021-22 and 2022-23) and 17 audit account documents were analysed for the study of 8 cities.

**Challenges and data gaps**

The Team collected most of the data points during the study visit. The team could not collect the information for some data points. They have been mentioned in the report under 'Data Not Available'. UGI is an exercise to map the indicative themes of democratic empowerment and accountability of urban governance. The report is a collaborative product with the contribution of multiple key stakeholders.




*Note: Map not to scale*

# 02

# FRAMEWORK OF URBAN GOVERNANCE STUDY

# 2.1 Principle of Subsidiarity

The main idea behind the principle is that a larger or greater governing body should not carry out activities which can be efficiently done at the local level by a smaller body.

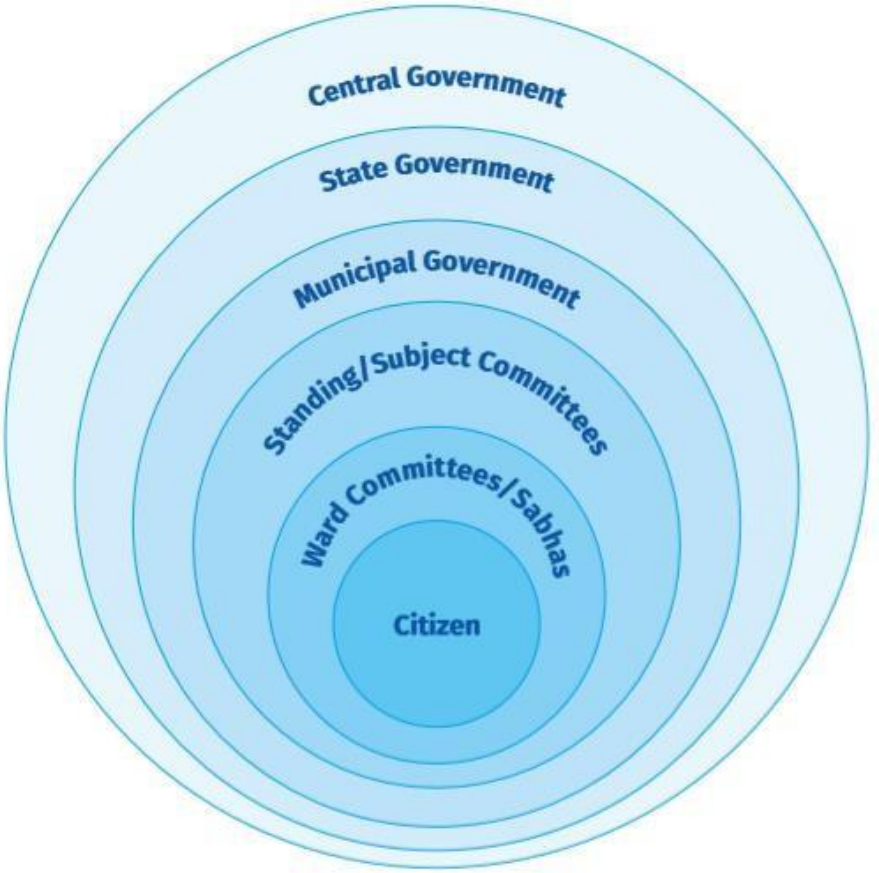
The principle of subsidiarity emphasises that central authority should have a subsidiary function, performing only those tasks which can not be performed at the immediate or local level.

Further, it means that the policies should always be made at the lowest possible level and the state should legislate when uniform regulation is necessary.

**Its relevance**

City governments should exercise functions which can be carried out efficiently as a democratic unit of local governance.

This means that the 18 functions listed in the 74th constitutional amendment which are of local importance should be carried out by city governments and central/state governments should not get involved in them.



# 2.2. Framework for the Empowerment of City Governments

The framework of urban governance has a directive nature and it sheds light on the reforms that are essential to make city government function as democratic units of local self- governance.

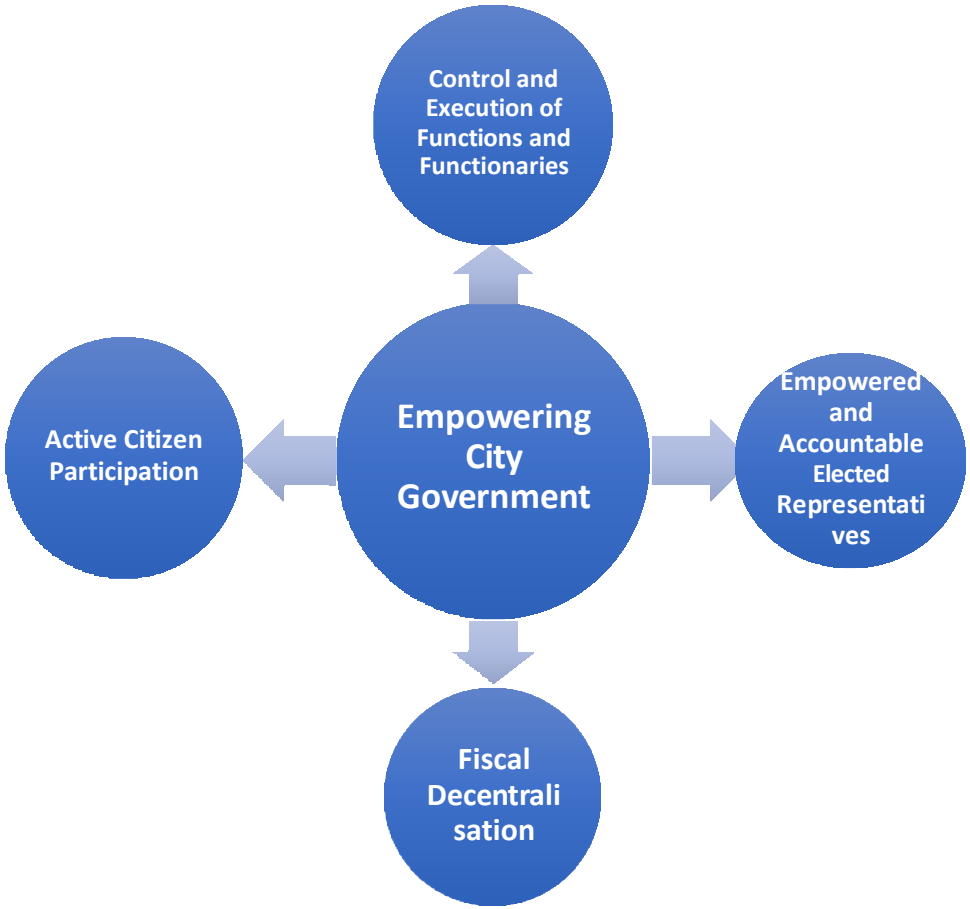
The Praja Foundation believes that empowerment of city governments across the country can be achieved through strengthening the following themes :

**1. Control and Execution of Functions and Functionaries**: The city government should have complete control over the list of 18 functions plus functions of local importance and their execution in the jurisdiction of a city.

**2. Empowered and Accountable Elected Representatives:** The mayor and councillors being elected representatives of the people need to be empowered. They should be given ownership and held accountable for the development of the city.

**3. Fiscal Decentralisation:** Along with the devolution of functions, control over finances is essential to carry out functions efficiently. Thus control over sources of revenue is to be shifted to city governments.

**4. Active Citizen Participation:** Citizen participation in the governance process plays a vital role to ensure accountability, and transparency and making governments responsive to the needs of people. In addition, a robust grievance redressal mechanism is a must to resolve public issues and improve service delivery



# 03

# CONTROL AND EXECUTION OF FUNCTIONS AND FUNCTIONARIES

**3.1. Typology of 18 Functions**
**3.2. Current Status of Devolution of 18 Functions**
**3.3. Representation of City Government in Smart City Mission**
**3.4. Status of Human Resources in City Government**
**3.5. Recruitment of Human Resources in the City Government**

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# Directive Principles

**Devolution of 18 functions**

- The 74th constitutional amendment act (CAA), 1992 gave constitutional status to urban local governments in India. As per the 74th CAA, 18 functions listed under Article 243-W should be devolved to the city governments across Indian states.
- As the third tier of government in the Indian governance system, the city government should have complete authority to carry out all 18 functions and other locally important functions which affect the day-to-day lives of people.
- Engagement of multiple government agencies to address similar subjects often leads to the challenge of coordination. It also leads to duplication of work and poor service delivery. Thus, it is essential to authorise a single agency to control the execution of particular functions.
- All the agencies/parastatal bodies working in the jurisdiction of a city, should report to the municipal corporation and work under its direction. Therefore, permission for the implementation of projects related to 18 functions should be taken from the city government by state government/parastatal bodies.

**Representation of City Government in Smart City Mission (SCM)**

- The Special Purpose Vehicle (SPV) has been created for the implementation of the Smart City Mission in all cities that are part of the mission. SCM focuses on projects related to urban renewal, and infrastructure development. The projects are implemented in the jurisdiction of the municipal corporation.
- However, SPVs are acting as independent bodies and are not accountable to municipal corporations.
- Since city government has equal shareholding as state government in SPVs, there should be equal representation of city government in SPV's board of directors.
- Moreover, SPVs should report to municipal corporations for the implementation of any projects.

**Adequate and Skilled Human Resources**

- At present, parastatal bodies have skillsets and capacity to carry out functions such as urban planning, housing, construction of roads & bridges and water supply etc. Municipal corporations, however, lack such skill sets. Thus, there is a need to build the capacity of urban local governments through regular training.
- The departments/parastatal bodies from the state government should work as specialised agencies under

the direction and control of municipal governments. Additionally, the municipal government should have the authority to decide if they would like to commission a parastatal body to execute the delivery of a function or to outsource it to any other organisation having the required expertise.

- Moreover, the municipal corporations should have adequate human resources to carry out service delivery and have control over recruitment of human resources.

**Authority to Conduct Recruitment Processes**

- At present, the city governments lack authority to recruit human resources and they are dependent upon state government for approval vacancies.
- Being urban local governments, cities should have the authority to recruit human resources whenever required to deliver services efficiently.

# 3.1. Typology of 18 functions based on the 74th CAA

| Fn no | Functions | Activities | |
|---|---|---|---|
| 1. | Urban planning including town planning. | • Master Planning/Development Plans/Zonal Plans<br>• Enforcing master planning regulations<br>• Enforcing building codes | |
| 2. | Regulation of land-use and construction of buildings. | • Regulating land use<br>• Approving building plans/high rises<br>• Demolishing illegal buildings | |
| 3. | Planning for economic and social development | • Promotion of economic activities<br>• Ensuring social justice and social welfare | |
| 4. | Roads and bridges. | • Construction and maintenance of roads<br>• Construction and maintenance of bridges and flyovers<br>• Parking and street lights | |
| 5. | Water supply for domestic, industrial and commercial purposes | • Storage of water and Providing connections<br>• Collection of charges<br>• Operation & Maintenance (O&M) | |
| 6 a. | Public health, sanitation conservancy | • Maintaining hospitals, dispensaries, medical colleges<br>• Immunisation<br>• Prevention of vector borne diseases<br>• Quality of water, food | |
| 6 b. | Solid waste management | • Garbage collection, segregation and disposal of garbage | |
| 7. | Fire services | • Establishing and maintaining fire brigades<br>• Maintenance of water reservoirs<br>• Providing Fire NOC/approval certificate | |

# 3.1. Typology of 18 functions based on the 74th CAA

| Fn no | Functions | Activities | |
|---|---|---|---|
| 8. | Urban forestry, protection of the environment and promotion of ecological aspects. | • Afforestation<br>• Greenification<br>• Awareness drives<br>• Maintenance of natural resources | |
| 9. | Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded | • Identifying beneficiaries<br>• Social Pensions (old age, widow, specially abled)<br>• Providing tools/benefits such as tricycles<br>• Housing programs and Scholarships | |
| 10. | Slum improvement and upgradation | • Identifying beneficiaries<br>• Affordable Housing<br>• Upgradation | |
| 11. | Urban poverty alleviation | • Identifying beneficiaries<br>• Livelihood and employment<br>• Street vendors | |
| 12. | Provision of urban amenities and facilities such as parks, gardens, playgrounds | • Creation of parks and gardens<br>• Operation and Maintenance | |
| 13 a. | Promotion of cultural and aesthetic aspects. | • Fairs and festivals<br>• Cultural buildings/institutions<br>• Heritage<br>• Public space beautification | |
| 13 b. | Promotion of Education | • Schools and education | |
| 14. | Burials and burial grounds; cremations, cremation grounds | • Crematoriums and burial grounds (different religions)<br>• Construction and O&M | |

# 3.1. Typology of 18 functions based on the 74th CAA

| Fn no | Functions | Activities | |
|---|---|---|---|
| 15. | Cattle pounds; prevention of cruelty to animals | • Catching and keeping strays<br>• Sterilisation and anti-rabies<br>• Ensuring animal safety | |
| 16. | Vital statistics including birth and death registration | • Coordinating with hospitals/crematoriums etc. for obtaining information<br>• Maintaining and updating database | |
| 17 a. | Public amenities including street lighting, parking lots and public conveniences. | • Installation and maintenance of street lights<br>• Creation and maintenance of parking lots<br>• Creation and maintenance of public toilets | |
| 17 b. | Bus stops | • Deciding and operating bus routes | |
| 18. | Regulation of slaughter houses and tanneries | • Ensuring quality of animals and meat<br>• Disposal of waste | |

# 3.2. Current Status on the Devolution of 18 Functions

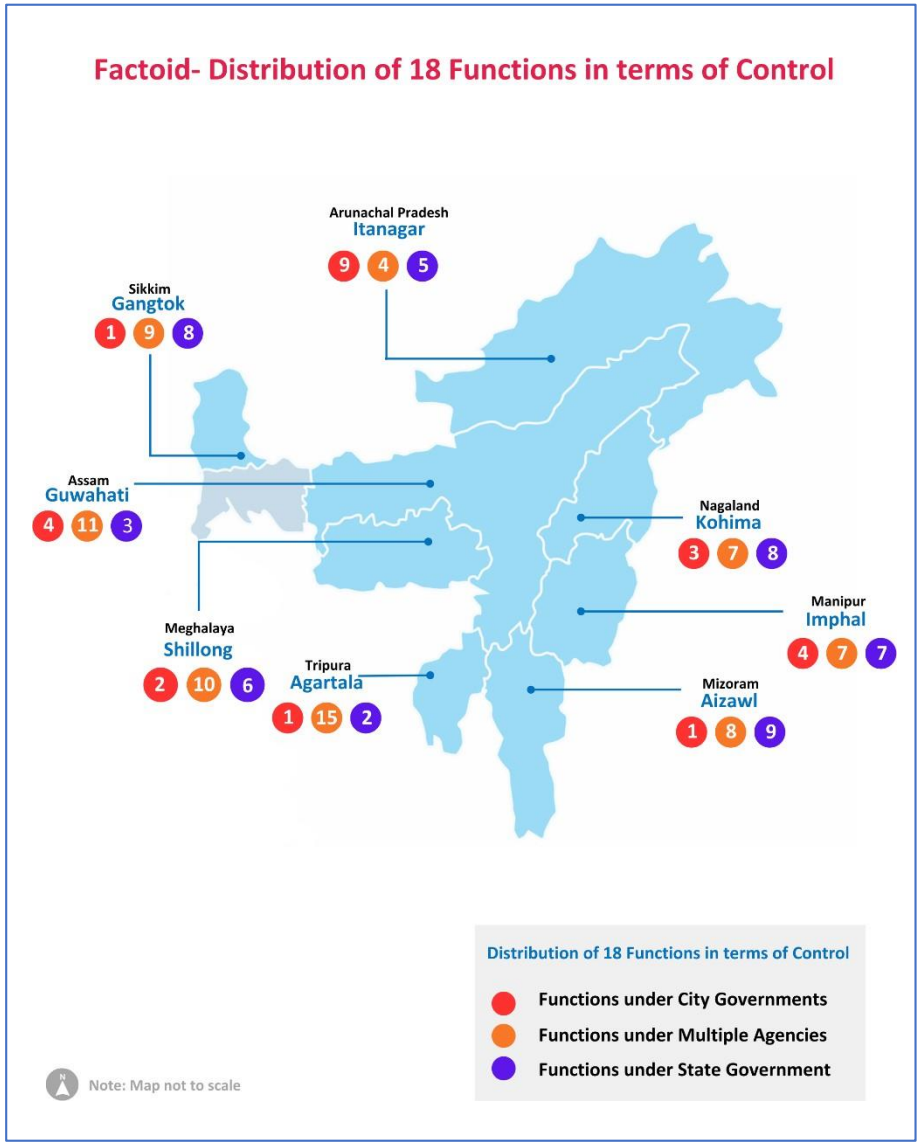
| Sr. No | Functions | Arunachal Pradesh | Assam | Manipur | Meghalaya | Mizoram | Nagaland | Sikkim | Tripura |
|---|---|---|---|---|---|---|---|---|---|
| | | Itanagar | Guwahati | Imphal | Shillong | Aizawl | Kohima | Gangtok | Agartala |
| 1 | Urban planning including town planning. | | | | | | | | |
| 2 | Regulation of land-use and construction of buildings. | | | | | | | | |
| 3 | Planning for economic and social development | | | | | | | | |
| 4 | Roads and bridges. | | | | | | | | |
| 5 | Water supply for domestic, industrial and commercial purposes | | | | | | | | |
| 6a | Public health and sanitation conservancy | | | | | | | | |
| 6b | Solid waste management | | | | | | | | |
| 7 | Fire services | | | | | | | | |
| 8 | Urban forestry, protection of the environment and promotion of ecological aspects. | | | | | | | | |
| 9 | Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded | | | | | | | | |
| 10 | Slum improvement and upgradation | | | | | | | | |
| 11 | Urban poverty alleviation | | | | | | | | |
| 12 | Provision of urban amenities and facilities such as parks, gardens, playgrounds | | | | | | | | |
| 13a | Promotion of cultural and aesthetic aspects. | | | | | | | | |
| 13b | Promotion of education | | | | | | | | |
| 14 | Burials and burial grounds; cremations, cremation grounds | | | | | | | | |
| 15 | Cattle pounds; prevention of cruelty to animals | | | | | | | | |
| 16 | Vital statistics including registration of births and deaths. | | | | | | | | |
| 17a | Public amenities including street lighting, parking lots and public conveniences | | | | | | | | |
| 17b | Bus Stops | | | | | | | | |
| 18 | Regulation of slaughterhouses and tanneries | | | | | | | | |

Functions under city government

Functions under multiple agencies

Functions under State government

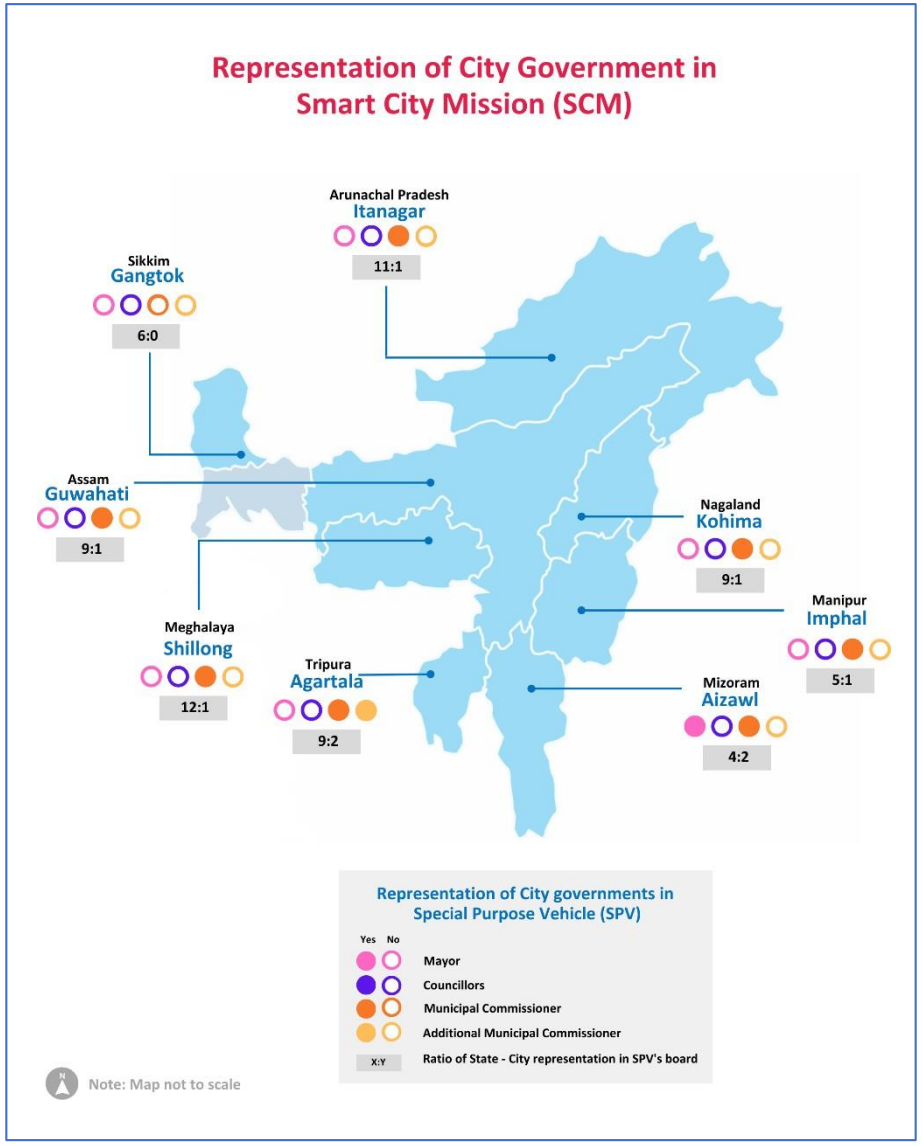
# 3.2. Factoid: Distribution of 18 Functions in terms of Control




**Highlights**

1. **No State** has **completely devolved** all 18 functions to the city governments.
2. **Arunachal Pradesh** has devolved the **most number** of functions to city government. 9 function are devolved to Itanagar Municipal Corporations.
3. City governments in **Aizawl, Gangtok and Agartala** have complete control on only **1 function.**
4. In **3 cities** (Guwahati, Shillong & Agartala) out of the 8, multiple agencies are involved in at least **10 functions.**
5. **No agency** is formed to **coordinate** among agencies responsible for the delivery of civic services.
6. **Multiple agencies** are engaged in the delivery of **15 functions** out of 18 functions in **Agartala**, whereas **Itanagar** has only **4 functions** under multiple agencies.
7. Aizawl Municipal Corporation experiences the involvement of state governments in 9 functions; highest amongst all the 8 cities of North-East India.

# 3.3. Representation of City Government in the Smart City Mission



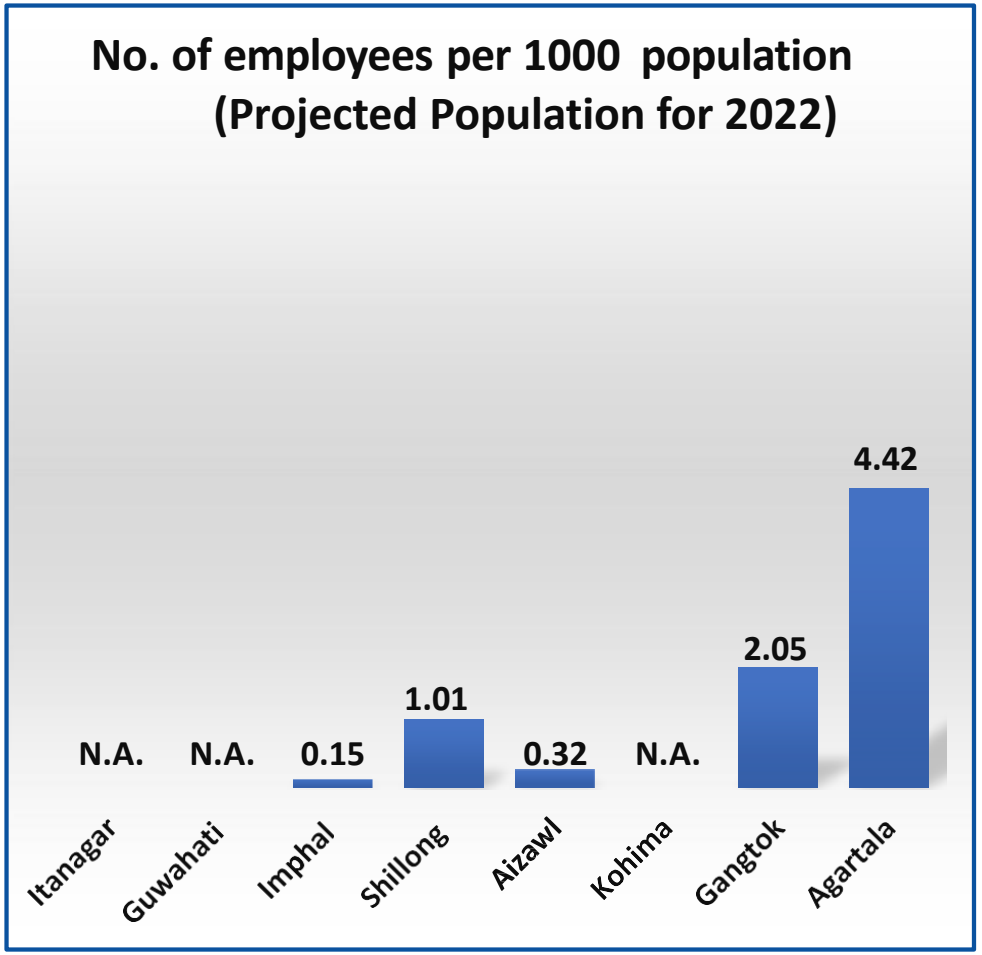

**Highlights**

1. SPVs are headed by officials from the state government in many cities and city governments do not have much role in the decision-making process of SCM projects.
2. Only in Aizawl, the Mayor is a board member of the Smart City SPV.
3. Councillors are not a part of the SPV board in any city.
4. Gangtok Smart City does not have representation from the city government.
5. In Itanagar, Mayor is a member of the Smart City Advisory Forum (SCAF) but is not a director on the Board of Directors.

*Note:*

- *SPV stands for Special Purpose Vehicle*
- *Data has been obtained from the interview insights and documents collected from field study.*

# 3.4. Status of Human Resources in City Government




*Note:*

- *Data of permanent and contractual employees is used for the analysis.*
- *Human Resource data for Itanagar, Guwahati and Kohima was not provided for the study.*
- *Projected Population for 2022 has been calculated using incremental method.*
- *Data as of 31st March 2023*

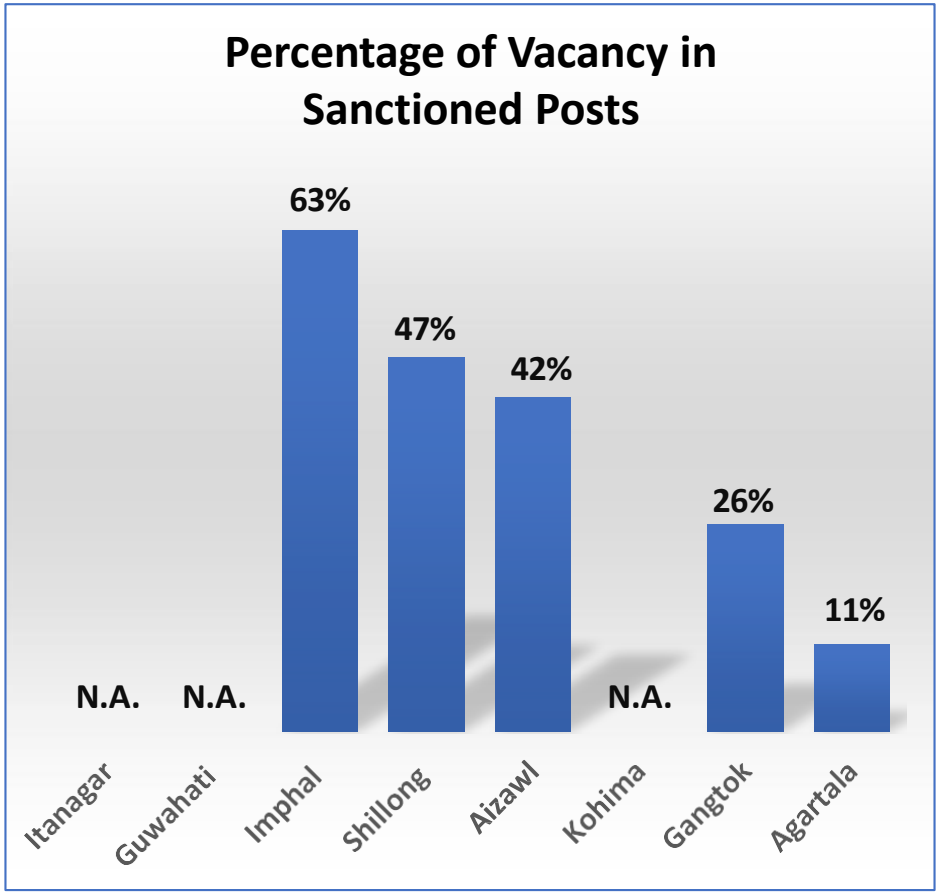
**N.A. = Data Not Available*

**Highlights**

1. **Inadequate qualified and skilled staff** directly affects the capacity of city governments to carry out functions.
2. **Agartala Municipal Corporation has the highest number of 4.42 employees per 1000 population** to deliver municipal services in the city.
3. Imphal and Aizawl Municipal Corporations have only 0.15 and 0.32 employees per 1000 population respectively, to deliver services in the city.
4. Data on contract-based human resources for Agartala Municipal Corporation includes temporary and contractual positions.
5. Specialised training for administrative officers is conducted by Mizoram Admin Training Institute.
6. There are gaps in Human Resource data as the filled posts for Class IV officers is more than the sanctioned number of posts.
7. **Gangtok Municipal Corporation has recruited the required Safai Karmacharis and Sanitary supervisor** despite not having any sanctioned posts.

# 3.4. Factoid: Status of Human Resources in City Government

| State | City | Human Resources | | | | No of employees per 1000 population (2022 Projected Population) |
|---|---|---|---|---|---|---|
| | | Sanctioned | Vacant | Vacant % | Contractual | |
| Arunachal Pradesh | Itanagar | 325 | N.A. | N.A. | N.A. | |
| Assam | Guwahati | N.A. | N.A. | N.A. | N.A. | |
| Manipur | Imphal | 236 | 150 | 63% | N.A. | 0.15 |
| Meghalaya | Shillong | 319 | 150 | 47% | N.A. | 1.01 |
| Mizoram | Aizawl | 227 | 96 | 43% | N.A. | 0.32 |
| Nagaland | Kohima | 180 | N.A. | N.A. | N.A. | |
| Sikkim | Gangtok | 77 | 20 | 26% | 173 | 2.05 |
| Tripura | Agartala | 3031 | 346 | 11% | 2202 | 4.42 |



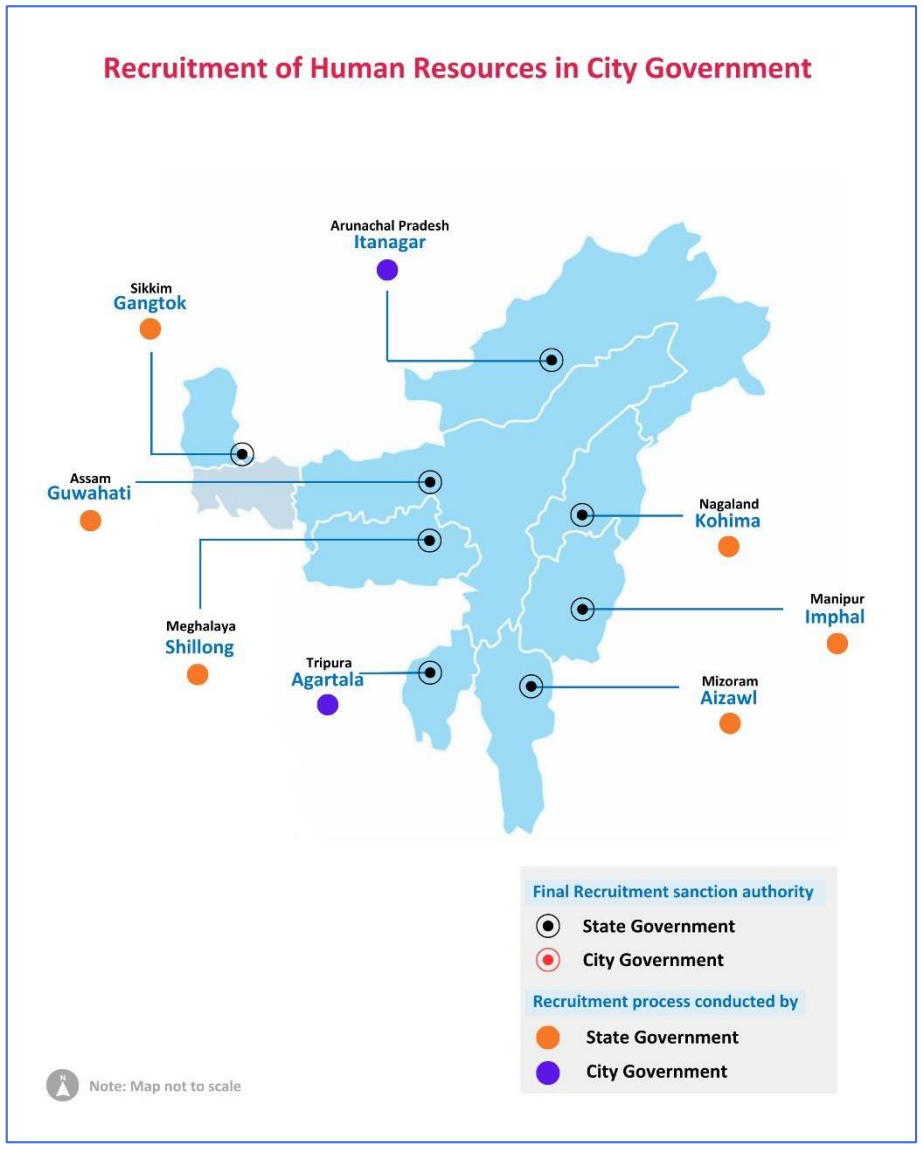

*Note: Human Resource data for Itanagar, Guwahati and Kohima was not provided for the study.*

**N.A. = Data Not Available*

*= Not Applicable*

- *Human Resource Data has been obtained from the documents collected from field study.*

# 3.5. Recruitment of Human Resources in City Government




## Highlights

1. A **prior sanction from the state government is required** to undertake the recruitment process in all 8 cities.

2. Not a single City Government out of the 8 cities has control over recruitment process.

3. **Agartala Municipal Corporation can recruit temporary and contractual staff which requires the involvement of the Mayor-in-Council (MIC) members**.

4. Sikkim is currently processing the provision of Municipal Cadre. The gazette notification for Sikkim is in the pipeline.

5. Mizoram also has a provision of Municipal Cadre for Class A and Class B Gazette Officers.

# 04

# EMPOWERMENT AND ACCOUNTABLE ELECTED REPRESENTATIVES

**4.1. Empowerment of Mayor**
**4.2. Mayor-in-Council**
**4.3. Empowerment of Councillor**
**4.4. Honorarium/ Remuneration for Councillors**
**4.5. Empowerment of Women Elected Representatives**
**4.6. Key Deliberative Bodies**
**4.7. Accountable Elected Representatives**
**4.8. District Planning Committee (DPC)**
**4.9. Urban Planning**

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# Directive Principles

**Empowerment of Mayor**

- Municipal Corporations across states are headed by municipal commissioners. The municipal commissioners are generally appointed by the state government without consulting the elected body of the corporation.
- The present model of urban governance in India gives executive powers to municipal commissioners. They are the chief executive officers, while elected representatives have a mere advisory role.
- City residents expect the Mayor to solve existing issues in the city. Despite being an elected representative and the first citizen of the city, a mayor lacks administration powers and only has a ceremonial role in the functioning of the municipal corporation.
- Thus, there is a need to empower the position of the Mayor. The Mayor should have the authority to prepare an annual confidential report (ACR) of officials which will make the position of the officials accountable to the Mayor. S/he should be empowered to suspend officials if required.
- Moreover, the tenure of the Mayoral post should be co-terminus with the term of the municipal corporation. A stable tenure will enable mayors to take decisions with long-term vision.

**Mayor-in-Council (MIC)**

- The Central Government constitutes the Union Cabinet which is headed by the Prime Minister and Central Government Cabinet Rank Ministers. A similar system is followed in each State wherein the State Government constitutes the State Government Cabinet headed by the respective Chief Minister.
- The City Government is the third tier of Governance and a cabinet system which functions as an apex committee with strong decision-making powers should be constituted. The committee should be headed by the Mayor and heads of various Standing/Subject committees should be the members of the Mayor-in-Council (MIC) as appointed by the Mayor.

**Empowerment of Councillors**

- Despite being elected representatives, Councillors hold the capacity of advisors in the process of city governance. It is essential to engage councillors in the decision-making process of the municipal corporation.
- All Councillors should be part of at least one of the key deliberative bodies like standing committees, subject committees etc. It will ensure their

participation in the decision-making process. They can initiate proposals for the development of wards and discuss issues faced by people from their respective wards.
Councillors should be entitled to honorarium and sitting allowances. They should also get an office staff to look after service delivery in the ward.

**Empowerment of Women Elected Representatives**

- The provision for 33% reservation for women elected representatives in city governments was passed almost 3 decades ago under the 74th CAA. There is a need to amend it according to the present sex ratio in the country
- Reservation should be extended to committees in the corporations and councils. This will ensure women's participation in the deliberations.

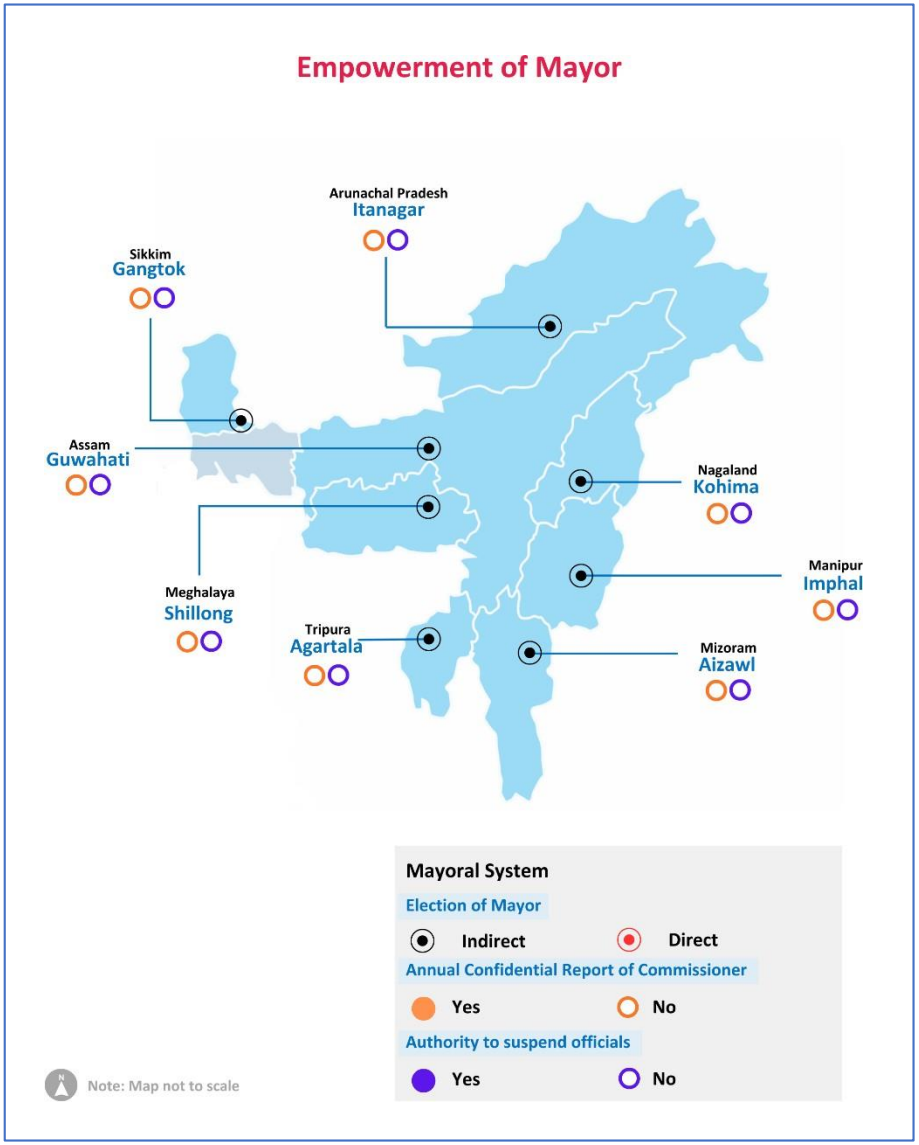
**Accountable Elected Representatives**

- A State government is headed by the Chief Minister (CM) who has the authority and responsibility to administer the state. A CM is held accountable for misgovernance.. Similarly, the Mayor being should also have complete ownership to run the city and be held accountable for the development of the city. Councillors should be held responsible for the development of their wards.
- Meetings of the Municipal General Body, standing/subject committee should be conducted on regularly. Corporation Procedure Rules should be drafted for the effective functioning of a municipal corporation.
- Mayor and Councillors should attend the meetings regularly. If a councillor remains absent for 3 consecutive council meetings or committee meetings, the council should have the authority to suspend the person from the council. .
- People should have the right to recall Mayor and councillors if their performance is not up to the mark.

**Urban Planning**

- Urban Planning is one of the functions devolved to city governments under Article 243W of the 74th CAA The State Governments must ensure that the city governments can undertake 'urban planning including town planning'.
- The District Planning Committee (DPC) and Metropolitan Planning Committees (MPC) are essential platforms for holistic planning of the District and Metropolitan areas, respectively. The Plans designed by city governments should be consolidated by DMC and MPC.
- Meetings of DPC and MPC should be held regularly,. City governments must be adequately represented.

# 4.1. Empowerment of Mayor



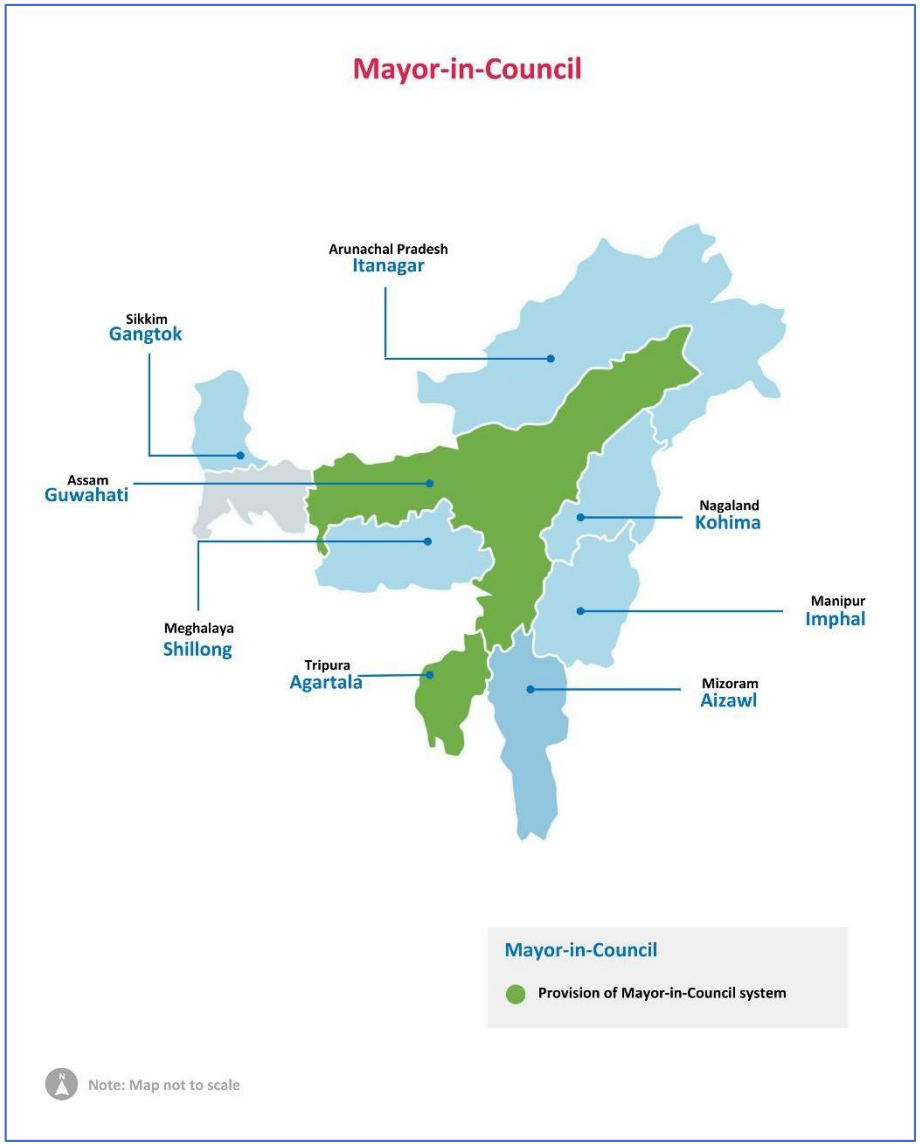

**Highlights**

1. The post of Mayor is indirectly elected in all 8 cities. The term of mayor is also co-terminus with the term of the corporation.
   - Arunachal Pradesh – Section 53 (2)
   - Assam – Section 5 (ix) Guwahati Amendment 2006, Section 4
   - Meghalaya – Section 34
   - Mizoram – Section 17 (1, 22)
   - Nagaland – Section 13
   - Sikkim – Section 23 (4)
   - Tripura – Section 45

2. A recent amendment in **Arunachal Pradesh Municipal Act 2007** has revised the term of the mayor to 5 years from 2.5 years. [The Arunachal Pradesh Extraordinary Gazette, April 29, 2021, Section 7 (ii)].

3. Mayors from none of the cities have the authority to prepare an annual confidential report of the Administration nor can they suspend officials.

# 4.2. Mayor-in-Council (MIC)




## Highlights

1. As per Guwahati Municipal Corporation Act, 1971 and Tripura Municipal Act, 1994, **Guwahati and Agartala have Mayor-in-Council (MIC) system** in place.

2. In both the cities, the mayor nominates and determines the tenure of the Members of the MIC (MMICs).

3. The MIC in Agartala has provision for regular meetings to be held at least once in a month.

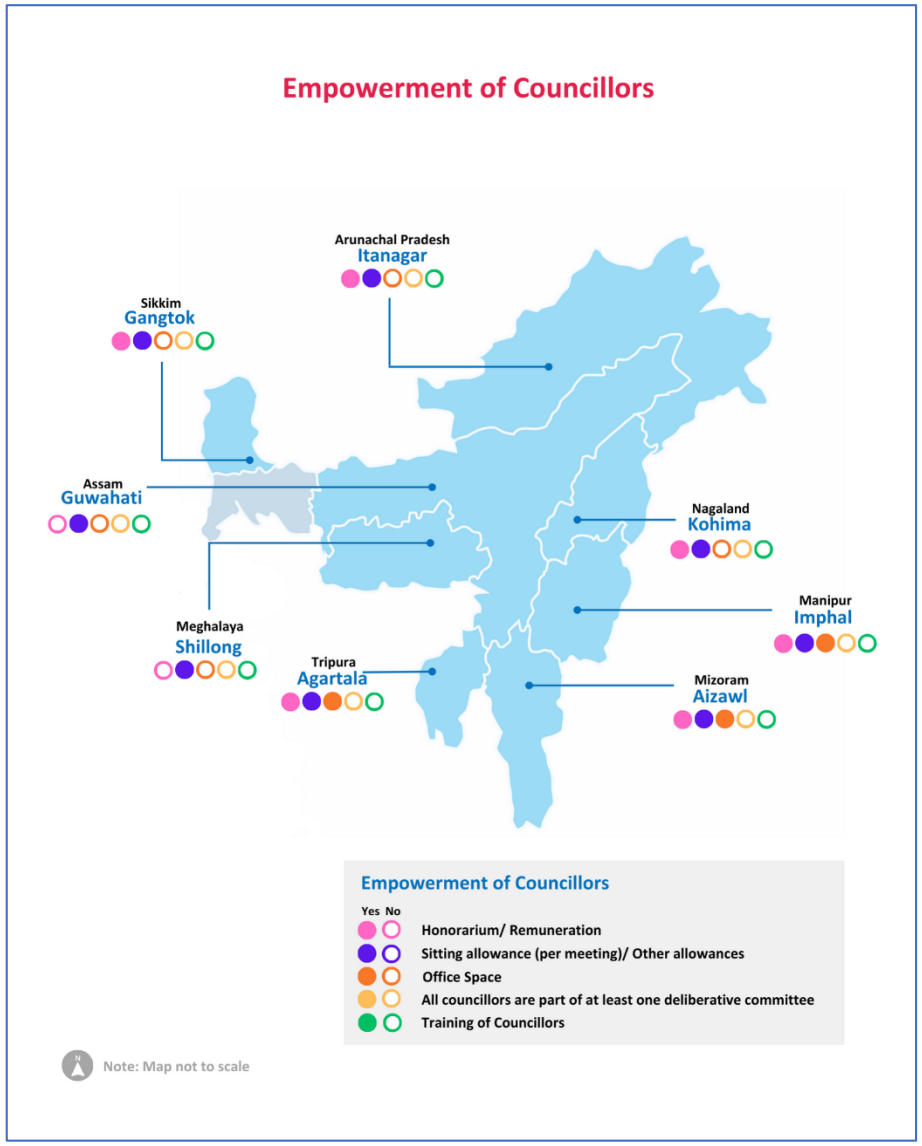
4. There is no provision in the municipal acts to table the decisions passed by the MIC, in the Council for approval or deliberation. Thus, the Council has limited power to keep a check on the decisions made by the MIC.

5. It is observed that **in Agartala, the chairpersons of the committees are not the MMICs but other councillors nominated by the Mayor**. This is unlike that in Guwahati where the MMICs become the chairpersons of the standing committees.

6. The **MIC in Guwahati has a financial sanctioning power of ₹50 lakhs to ₹1 crore**.

*Note: Mayor-in-Council system is currently present in 5 states–Assam, Chhattisgarh, Madhya Pradesh, Tripura, West Bengal.*
*Data as of 31st March 2023*

# 4.3. Empowerment of Councillors




**Highlights**

1. In Aizawl, all the councillors are given a personal assistant who is recruited by the corporation. The Corporation provides the monthly salary of ₹10,000 to the recruited personnel.

2. All councillors are a part of at least one committee only in Aizawl Municipal Corporation.

3. In Guwahati and Imphal Municipal Corporations, councillors are not mandated to be a part of at least one deliberative committee by act, but it is being practiced in the current deliberative structure.

4. Councillors in Itanagar, Gangtok and Agartala get exposure visits as a part of councillor training.

# 4.4. Factoid: Honorarium/ Remuneration for Councillors

| State | City | Monthly Honorarium/ Remuneration (in Rs) | | | Sitting allowance (per meeting)/ Other allowances/ Office Space |
|---|---|---|---|---|---|
| | | Mayor | Deputy Mayor | Councillors | |
| Arunachal Pradesh | Itanagar | 10,000 | 10,000 | 5,000 | Vehicle |
| Assam | Guwahati | 25,000 | 25,000 | 25,000 | No |
| Manipur | Imphal | 12,000 | 10,000 | 7,000 | Rs 3000 rent at ward level + 2 Office Staff |
| Meghalaya | Shillong | N.A. | N.A. | N.A. | N.A. |
| Mizoram | Aizawl | 55,000 | 50,000 | 38,000 | Included in the salary + Common hall as office space in corporation building<br>1000 (Board of Council)<br>500 (Committee) |
| Nagaland | Kohima | N.A. | N.A. | N.A. | N.A. |
| Sikkim | Gangtok | 1,000,000 + 70,000 allowances | 95,000 + 65,000 allowances | 10,000 | Office space provided in corporation building |
| Tripura | Agartala | 15,000 | 10,000 | No | 400 + Office space provided at ward level |

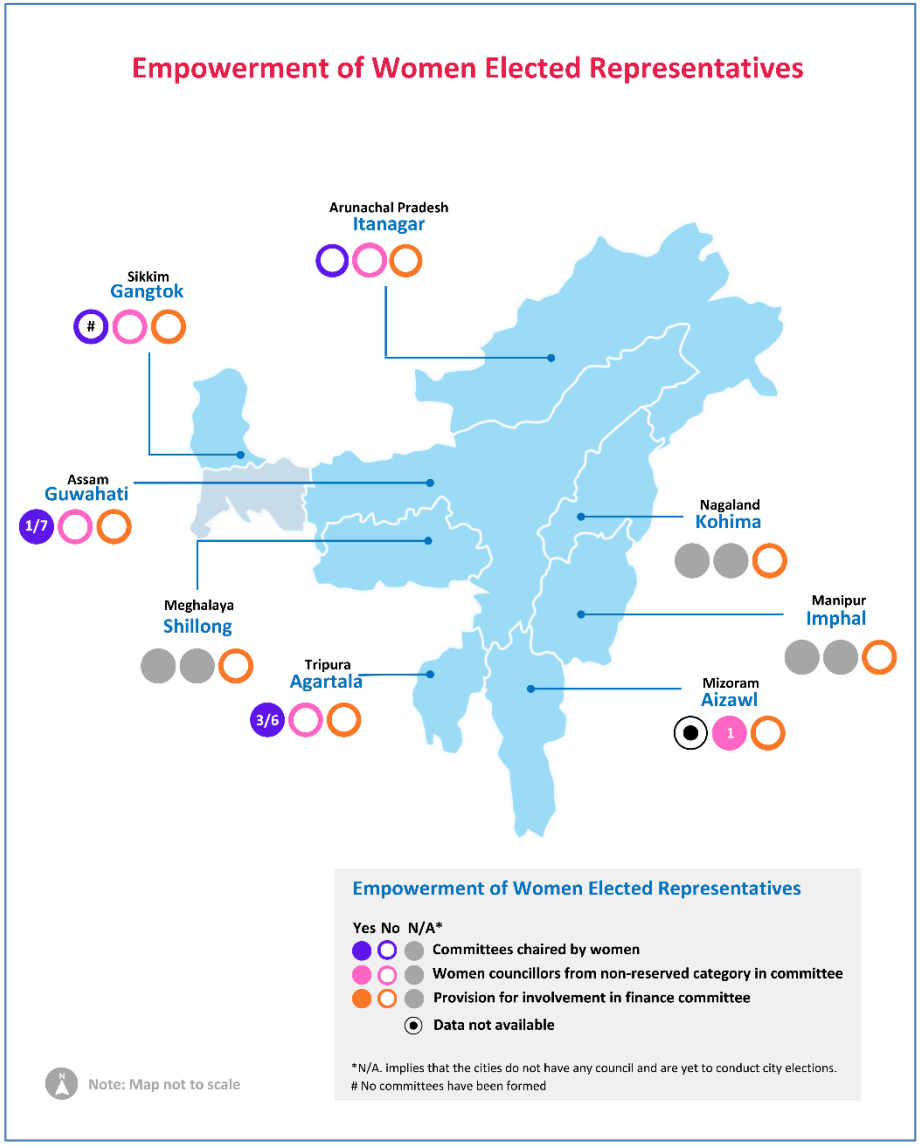
**Highlights**

1. Presently, there is no elected wing in Shillong Municipal Board and Kohima Municipal Corporation.
2. Councillors of Agartala do not get any honorarium or remuneration.
3. Mayor and Deputy Mayor in Guwahati receive vehicle, office space and office assistant, those in Imphal receive vehicle and petrol allowances.
4. Elected Representatives of Itanagar get vehicle from the corporation, while those in Imphal are designated with office staff.
5. MIC members of Guwahati receive additional 60 litres fuel allowance on their salary.

*Note: Data has been obtained from the interview insights and documents collected from field study.*

**N.A. = Data Not Available*

# 4.5. Empowerment of Women Elected Representatives




**Highlights**

1. Guwahati and Gangtok has reserved 50% seats for women in the council.

2. In Guwahati, there is a provision of 40% women reservation for the post of the mayor based on the roster points.

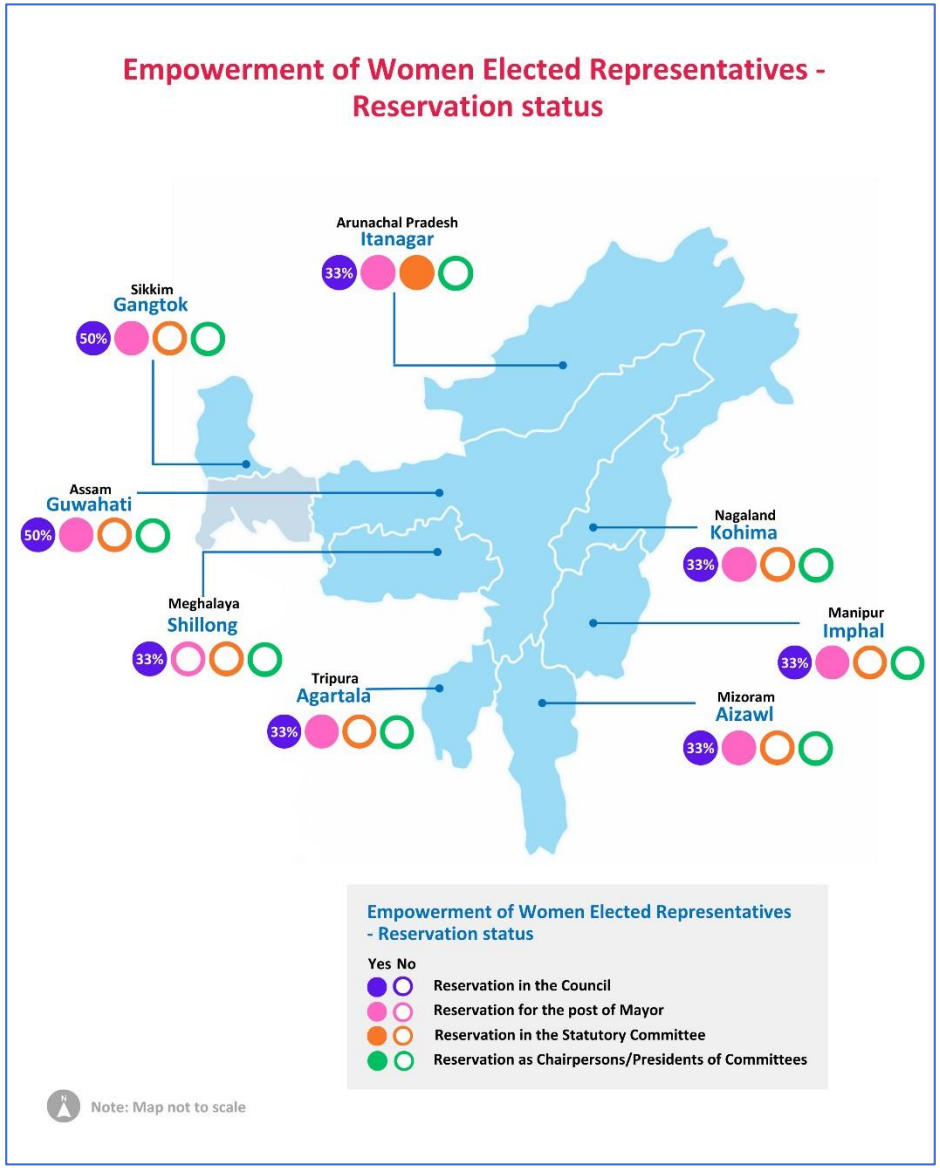
3. Arunachal Pradesh has reserved seats for women for up to 50% in the ward committees (Section 64, APMCA, 2019).

4. **Arunachal Pradesh has reservation for 1 woman per committee** (Section 57 (2), APMCA, 2019). However, in practice, woman councillors are members of only 2 out the 3 committees.

5. None of the city governments studied have provision for women ER participation in finance committees. This limits involvement of women in designing and debating on budgetary provisions for women specific schemes.

*Note: Data has been obtained from the interview insights and documents collected from field study.*

# 4.5. Empowerment of Women Elected Representatives




**Highlights**

1. Representation of women from non-reserved category is in the council/committees is ucommon. Aizawl is the only city where a woman councillor from the non-reserved category is part of a committee.

2. There is no provision for mandatory trainings for newly elected women elected representatives.

3. In practice, **Guwahati has made sure to involve a woman councillor in the finance committee**.

*Note:*

- *N/A implies that the cities do not have any council and are yet to conduct city elections*
- *Data as of 31st March 2023*

# 4.6. Key Deliberative Bodies

| State | City | Key Deliberative Bodies | | Subject Committees | |
|---|---|---|---|---|---|
| | | Provision | Chairperson of standing committee/ MIC | Provision | Status |
| Arunachal Pradesh | Itanagar | | Mayor | | |
| Assam | Guwahati | | Mayor | | Functional |
| Manipur | Imphal | | Councillors | | |
| Meghalaya | Shillong | | Indirect Election | | |
| Mizoram | Aizawl | | Mayor | | 4 Functional out of 19 |
| Nagaland | Kohima | | Indirect Election | | |
| Sikkim | Gangtok | | Mayor | | Non-functional |
| Tripura | Agartala | | Mayor | | Active |

**Yes**

**No**

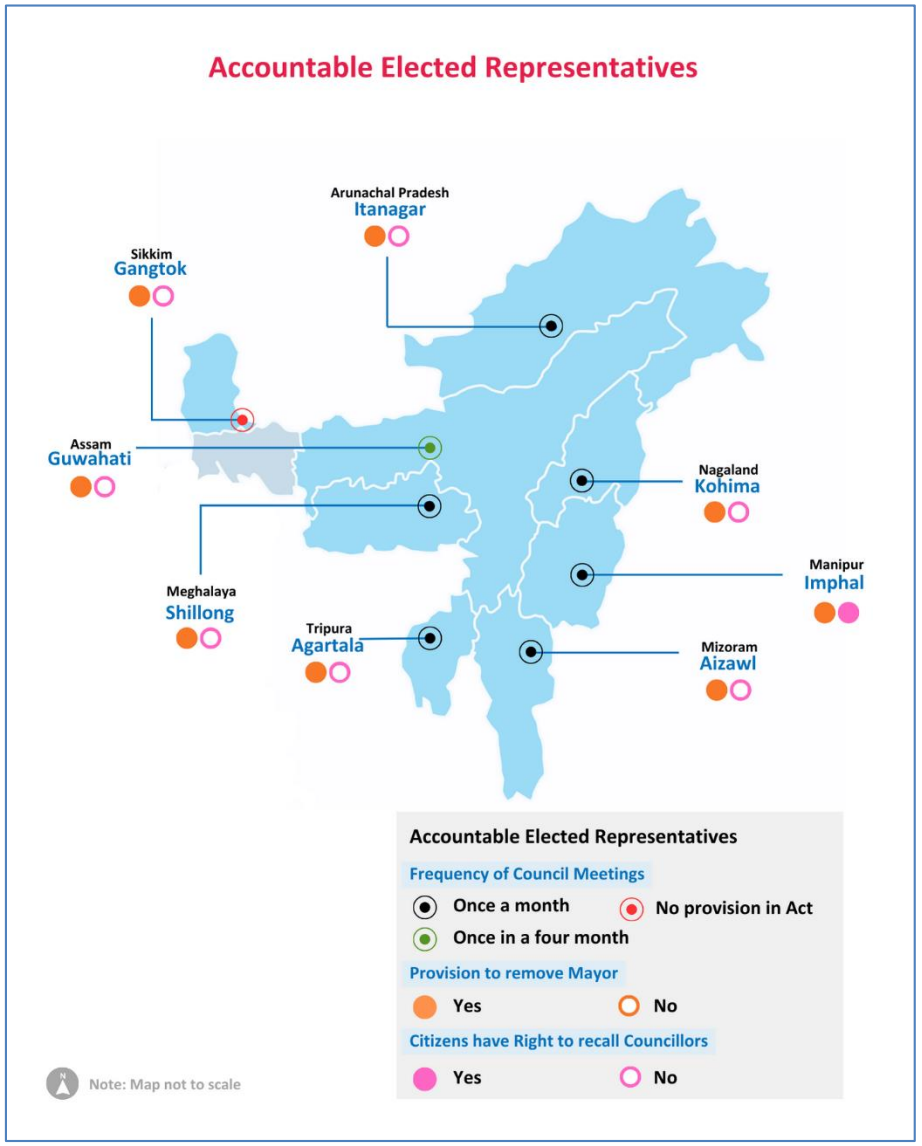
**Highlights**

1. Various Standing Committees are formed in Itanagar and Imphal, but there is no provision for Subject Committees.
2. As **Shillong and Kohima do not have elected wing for more than a decade**, there is no deliberative body and committees functioning in the city.
3. Only **4 out of 19 special committees in Aizawl Municipal Corporation are functional and active**.
4. In Imphal Municipal Corporation, the Mayor nominates councillors as the chairpersons of the standing committees [Section 57 (3)]
5. Standing Committees in Agartala are not headed by MIC members but councillors nominated by the Mayor.
6. In Gangtok, no subject committees have been formed.

*Note:*

- *Highlights from Shillong and Kohima are based on the anecdotes from the interview*

# 4.7. Accountable Elected Representatives




**Highlights**

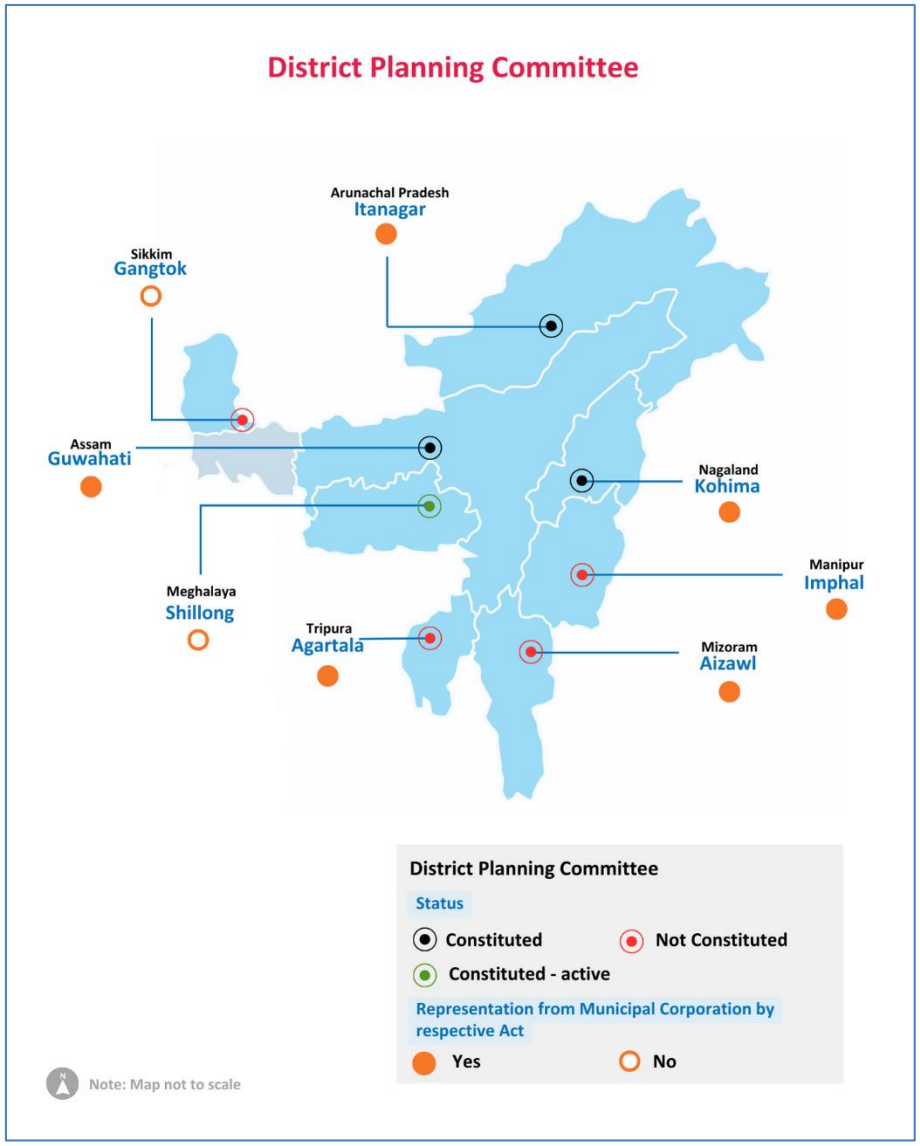
1. Council meeting is conducted at least once a month in all cities except Guwahati where it is conducted once in four months.

2. There is provision to remove Mayor in all the north-eastern states.
   - Arunachal Pradesh – Section 54
   - Assam – Section 15 (B)
   - Manipur – Section 31
   - Meghalaya – Section 28 (2)
   - Mizoram – Section 17 (3)
   - Sikkim – Section 24 (3)
   - Tripura – Section 45 (C)

3. The provision to recall councillors is not provided to people in only Manipur (Section 29).

4. There is no provision regarding the frequency of council meetings in the Sikkim Municipalities Act 2007.

# 4.8. District Planning Committee (DPC)




**Highlights**

1. 5 out of 8 states have provisions for representation from Municipal Corporation in the District Planning committee as per their respective acts.
   - Arunachal Pradesh – Section 437 (3) of Arunachal Pradesh Municipal Corporation Act, 2019.
   - Assam – Section 3 (2) (e) of Assam Town and Country Planning Act, 1959
   - Manipur – Section 96 (2) of Manipur Town and Country Planning Act, 1975
   - Mizoram – Section 3 (10) (b) of Mizoram Urban and Regional Development Act, 1990
   - Tripura – Section 222 of Tripura Urban Planning and Development Act, 2018

2. District Planning Committee (DPC) is constituted in only 3 states of Assam, Meghalaya and Nagaland.

2. There is no representation of Shillong Municipal Corporation in DPC in Meghalaya.

# 4.9. Urban Planning

| State | City | Level of Planning | Planning Document | Planning Authority | External Consultant | Implementing Authority | Committees | City Government Representation | GIS Mapping | Citizen Participation |
|---|---|---|---|---|---|---|---|---|---|---|
| Arunachal Pradesh | Itanagar | Regional | Draft Master Plan Itanagar Capital region (2021-2031) | Town and Country Planning Local Planning Authority | Yes | Itanagar Planning Authority | Itanagar Planning Authority | Yes | Yes | Objections |
| | | City | | | | | | | | |
| | | Ward | | | | | | | | |
| | | Local Area Plan (LAP) | | | | | | | | |
| Assam | Guwahati | Regional | | | | | | | | |
| | | City | Comprehensive Master Plan 2025 for Guwahati | Guwahati Metropolitan Development Authority (GMDA) | Yes | GMDA | DPC | Yes | Yes | Suggestion & objection |
| | | Ward | | | | | | | | |
| | | LAP | | | | | | | | |
| Manipur | Imphal | Regional | Draft Greater Imphal Master Plan 2023 - 2043 | Town Planning Department | Yes | Manipur Urban Development Agency | Ward Development Committee | Yes | Yes | Suggestion & objection |
| | | City | | | | | | | | |
| | | Ward | | | | | | | | |
| | | LAP | | | | | | | | |
| Meghalaya | Shillong | Regional | Revised Shillong Master Plan (2015-35) | Dept of Urban affairs, District Urban Planner | Yes | Meghalaya Urban Development Agency | DPC | Yes | Yes | Suggestion & objection |
| | | City | | | | | | | | |
| | | Ward | | | | | | | | |
| | | LAP | | | | | | | | |
| Mizoram | Aizawl | Regional | | | | | | | | |
| | | City | Master plan for Aizawl 2030 | Urban Development & Poverty Alleviation Department (UD&PA) - Town & Country Planning | Yes | UD&PA - Town & Country Planning | None | No | Yes | Suggestion & objection |
| | | Ward | | | | | | | | |
| | | LAP | Draft LAP | UD&PA Department- Town & Country Planning | Yes | Not Available | Not Available | Not Available | Not Available | Not Available |

Data either not applicable or not available

# 4.9. Urban Planning

| State | City | Level of Planning | Planning Document | Planning Authority | External Consultant | Implementing Authority | Committees | City Government Representation | GIS Mapping | Citizen Participation |
|---|---|---|---|---|---|---|---|---|---|---|
| Nagaland | Kohima | State | Draft Greater Kohima Master Plan 2022-2047 | Urban Development Department | Yes | Urban Development Department | DPC | Yes | Yes | Suggestion & objection |
| | | City | | | | | | | | |
| | | Ward | | | | | | | | |
| | | LAP | | | | | | | | |
| Sikkim | Gangtok | State | Draft Master Plan 2041 | Urban Development & Housing Department (UDHD) - Town Planning Section | Yes | Gangtok Municipal Corporation | City Level Committee | Yes | Yes | Suggestion & objection |
| | | City | | | | | | | | |
| | | Ward | | | | | | | | |
| | | LAP | Draft LAP for 3.5 Sq. Km in Gangtok | UDHD - Town Planning Section | Yes | Not Available | City Level Committee | Yes | | |
| Tripura | Agartala | State | City Development Plan 2006 under JNNURM | Urban Development Department, Govt of Tripura | Yes | Agartala Municipal Corporation | None | No | No | Objections |
| | | City | | | | | | | | |
| | | Ward | | | | | | | | |
| | | LAP | | | | | | | | |

**Highlights**

1. City governments of Itanagar, Guwahati, Imphal, Shillong, Kohima, and Gangtok have representation in the urban planning committees.
2. 'Suggestions and objections' in the Master Planning process is the only form of citizen participation in all states.
3. Preparation of Master Plan in all cities is done by the State level departments or authorities.
4. Only 2 out of 8 city governments have the authority to implement the Master Plan.
5. Local Area Plan (LAP) is only being made in 2 out 8 cities (Aizawl and Gangtok).

Data either not applicable or not available

*Note: The data shown here is based on interviews conducted in the cities*

# 05

# FISCAL DECENTRALISATION

5.1. Municipal Budget Document Availability
5.2. Municipal Audit Document Availability
5.3. Municipal Taxation
5.4. Property Tax as the Primary Source of Revenue
5.5. Own Revenue to Total Revenue
5.6. Factoid: Expenditure Per Capita (in INR)
5.7. Budget Making Process
5.8. Budget Approval Authority
5.9. Financial Sanctioning Power
5.10. Factoid: Financial Sanctioning Power (in INR)

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# Directive Principles

**Municipal Taxation**

- The **twelfth schedule** and Article 269 of the Constitution of India outline the list of taxes the Union and State governments can levy.
- A **separate index of the taxes** that can be levied by the city government needs to be incorporated into the list.
- The city government should be devolved the authority to sanction taxes, efficiently collect them, and also have the power to revise tax rates. The city government should have the authority to introduce new sources of revenue.

**Property Tax**

- Property tax or Holding tax is the **major revenue source** for city governments. Thus, it is essential to enhance the collection efficiency and coverage of property tax collection for fiscal growth.
- The Holding tax is calculated according to the land area of the buildings and property tax is calculated on the built-up or construction area of the property. Municipal Council levies Holding tax and when the Council is converted into a Corporation, the tax also needs to be modified as the property tax.

**Own Source Revenue**

- To understand the financial strength of the city governments to be able to raise finances on their own, it is important to understand the percentage of own sources of revenue against the total income of the city governments.
- City governments need to increase the coverage and collection efficiency of the taxes they can levy to be financially strong.

**State Finance Commission (SFC)**

- Majority of the taxes are collected by the Union and State governments. Hence it is important to consider the distribution of finances from the Union and State Governments to the panchayats and city governments. The city government also should be given adequate financial assistance so they can effectively deliver 18 functions.
- The State Finance Commission (SFC) after **every 5 years** have to review the financial status of the city governments and make recommendations to the Governor under Article 243Y of the 74th Constitution Amendment Act, 1992.
- The State governments also have to release an **Action Taken Report (ATR)** on the recommendations by SFC.

# Directive Principles

**Budget Preparation and Approval Authority of City Government**

- The budget-making process should be **participatory and inclusive.** Ward committees and zonal committees have a participatory role where they can submit budget recommendations based on the priority of the project. The standing/subject committee should be responsible for consolidation, deliberation and recommendation. The standing committee/ Mayor-in-council should be responsible for deliberation, prioritisation and recommendation.
- Being the final authority, Council should be responsible for deliberation, making recommendations and approving the final budget.
- Being the third tier of governance, the city government should be given financial autonomy to take decisions on the municipal budget. The state government should not be the final authority that approves the budget.

**Decentralisation of Financial Sanctioning Power**

- The city government should have financial sanctioning power at stages such as at deliberative platforms (area sabha and ward committee), decision-making platforms such as subject committee/ Standing committee/ Mayor - in - Council and at the council level in descending order of amount.

# 5.1. Municipal Budget Document Availability

| State | Cities | 2017-18 | 2018-19 | 2019-20 | 2020-21 | 2021-22 | 2022-23 |
|---|---|---|---|---|---|---|---|
| Arunachal Pradesh | Itanagar | No | No | No | No | No | No |
| Assam | Guwahati | Yes | No | No | No | No | No |
| Manipur | Imphal | No | No | No | No | No | No |
| Meghalaya | Shillong | Yes | Yes | No | No | No | Yes |
| Mizoram | Aizawl | No | No | No | No | No | No |
| Nagaland | Kohima | No | No | No | No | No | No |
| Sikkim | Gangtok | No | No | No | No | No | No |
| Tripura | Agartala | Yes | Yes | Yes | Yes | No | Yes |

Yes
No

*Note: Data as of 31st March 2023*

**Highlights:**

1. The 15th Finance Commission has recommended that a city must keep the municipal budget and audit accounts in the public domain to avail grants. However, Itanagar, Imphal, Aizawl, Kohima and Gangtok have not published budgets on their official website of the corporation.

2. Shillong city has published the budget documents for 2017-18, 2018-19 and 2022-23 but only the budget summary is available for these years.

3. Agartala Municipal Corporation has published budget documents for all years except for 2021-22 on their corporation website.

4. Imphal Municipal Corporation has not published any budget documents post 2014-15 on their official website.

# 5.2. Municipal Audit Document Availability

| State | Cities | 2017-18 | 2018-19 | 2019-20 | 2020-21 | 2021-22 |
|---|---|---|---|---|---|---|
| Arunachal Pradesh | Itanagar | | | | | |
| Assam | Guwahati | | | | | |
| Manipur | Imphal | | | | | |
| Meghalaya | Shillong | | | | | |
| Mizoram | Aizawl | | | | | |
| Nagaland | Kohima | | | | | |
| Sikkim | Gangtok | | | | | |
| Tripura | Agartala | | | | | |

*Note: Data as of 31st March 2023*

Yes

No

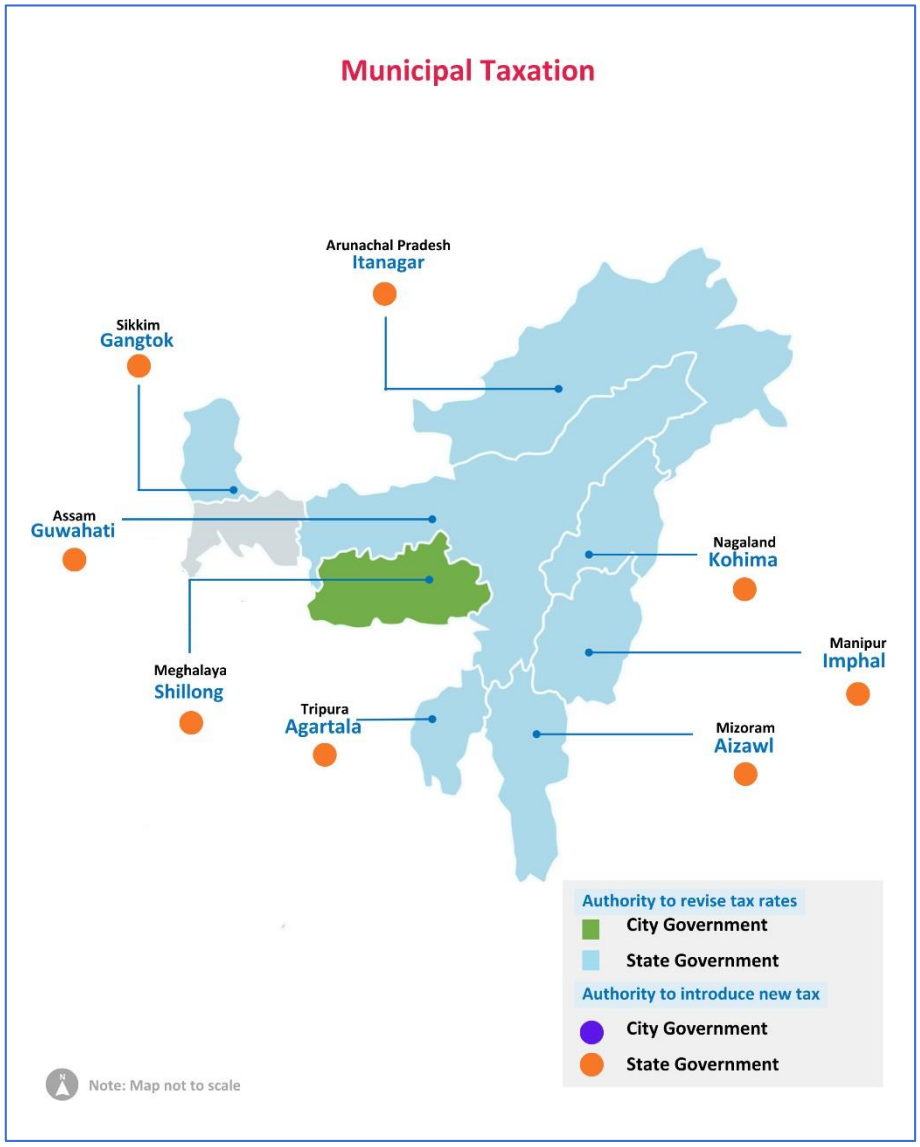
**Highlights:**

1. Only Aizawl has published its Audit Documents on the website from the year 2017- 18 to 2020-21.

2. 5 out of 8 city governments (Itanagar, Guwahati, Imphal, Shillong and Kohima) have not published Audit Documents on the website of municipal corporation.

3. Gangtok (2017-18 to 2020-21) and Agartala (2017-18 to 2019-20) cities have published not all the audit reports on the website.

# 5.3. Municipal Taxation




**Highlights:**

1. In 7 out of 8 states, State Governments hold the power to revise existing tax rates.

2. In all the 8 states studied, the state government has the authority to introduce new sources of revenue for city governments.

3. Meghalaya is the only state where City Government holds the power to revise existing tax rates but cannot introduce new source of revenue on its own.

# 5.4. Property Tax as the Primary Source of Revenue

| State | Cities | Property Tax/House Tax | Method of Calculating Property Tax |
|---|---|---|---|
| Arunachal Pradesh | Itanagar | | |
| Assam | Guwahati | Property Tax | Unit Area |
| Manipur | Imphal | | |
| Meghalaya | Shillong | House Tax | Annual Rental Area |
| Mizoram | Aizawl | Property Tax | Unit Area |
| Nagaland | Kohima | | |
| Sikkim | Gangtok | | |
| Tripura | Agartala | Property Tax | Annual Rental Area |

**N/A = Not Applicable*

**Highlights:**

1. Property tax is being levied by City Governments in only 4 cities of Guwahati, Shillong, Aizawl and Agartala.
2. Shillong Municipal Board levies House Tax.
3. Guwahati and Aizawl calculate property tax according to Unit area value method. Whereas Shillong and Agartala follow the Annual Rental Area method.
4. The state of Manipur is in the process of implementing property tax in the cities. The Manipur Property Taxation Board was established in 2020 to map the property tax mechanism for all the 26 ULBs in Manipur. The cities shall implement mandatory reforms in areas of Property Tax and User Charges within 2 years to continue getting Union funding on AMRUT 2.0 projects.

# 5.5. Factoid: Own Sources of Revenue

| State | Cities | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | Others |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Arunachal Pradesh | Itanagar | No | No | No | No | Yes | Yes | Yes | Yes | No | Yes | No | Yes | No | No extra taxes other than these |
| Assam | Guwahati | Yes | No | Yes | No | Yes | No | Yes | Yes | Yes | Yes | No | Yes | No | Tax on non-machine, building permission fee, scavenging tax |
| Manipur | Imphal | No | No | No | No | Yes | No | No | Yes | No | Yes | No | Yes | No | Fees from women vendors, garbage dumping fee, building plan approval charges |
| Meghalaya | Shillong | No | Yes | No | No | No | No | No | No | No | Yes | No | Yes | No | Lighting Tax, birth & death registration fee |
| Mizoram | Aizawl | Yes | No | Yes | No | Yes | No | Yes | Yes | Yes | Yes | No | Yes | No | Development charges, sale & hire charges, mobile tower fees |
| Nagaland | Kohima | No | No | No | No | Yes | No | No | Yes | Yes | Yes | No | Yes | No | Bazaar fee, toll tax, construction permit |
| Sikkim | Gangtok | No | No | No | No | Yes | Yes | No | Yes | Yes | Yes | No | Yes | No | Toll Tax, Regularisation fee, sale & hire charges |
| Tripura | Agartala | Yes | No | No | No | Yes | Yes | Yes | No | Yes | Yes | No | Yes | No | Penalty on stocking of bricks & sand, fees on communication towers, service charge |

1. Property tax
2. Holding/House Tax
3. Vacant Land Tax
4. Transfer of Properties
5. Advertisement Tax/Fee
6. Entertainment Tax
7. Profession Tax/Fee
8. Parking Lots Fee
9. Rent on Buildings
10. Water & Sanitation tax/Cess
11. Education Cess
12. License Fees
13. Stamp Duty

**Yes**

**No**

*Note:*

- *Factoid data for Own source revenue has been collected from budget documents and Tax list colected during the field study.*
- *Data as of 31st March 2023*

# 5.7. Factoid: Budget Making Process

| State | Cities | Budget Approval Process | | | | | |
|---|---|---|---|---|---|---|---|
| | | **Step 1** | **Step 2** | **Step 3** | **Step 4** | **Step 5** | **Step 6** |
| Arunachal Pradesh | Itanagar | Accounts Department | Municipal Commissioner | Corporation Department | State Government | | |
| Assam | Guwahati | Municipal Commissioner | Finance Committee MIC | Mayor | Mayor | | |
| Manipur | Imphal | Finance & Accounts Department | Municipal Commissioner | Finance & Assessment Committee | Corporation | State Director | |
| Meghalaya | Shillong | Accounts Department | Chief Executive Officer | | | | |
| Mizoram | Aizawl | Executive Committee | Mayor and Municipal Commissioner | Finance Committee | Board Of Council | | |
| Nagaland | Kohima | Finance & Accounts Department | Administrator | Corporation | | | |
| Sikkim | Gangtok | Accounts Department | Municipal Commissioner | Executive Council | Mayor | Corporation | State Government |
| Tripura | Agartala | Finance Department | Municipal Commissioner and Mayor | Finance Committee | Corporation | | |

*Note:*

- *Factoid for Budgeting Making process has been obtained from the interview insights and state municipal act.*
- *Data as of 31st March 2023*

**N/A = Not Applicable*

# 5.8. Budget Approval Authority

| State | Cities | Budget Prepared By | Budget Approved By |
|---|---|---|---|
| Arunachal Pradesh | Itanagar | Municipal Commissioner | State government |
| Assam | Guwahati | Municipal Commissioner | City government |
| Manipur | Imphal | Municipal Commissioner | State government |
| Meghalaya | Shillong | Chief Executive Officer (CEO) | City government |
| Mizoram | Aizawl | Mayor & Municipal Commissioner | City government |
| Nagaland | Kohima | Administrator | City government |
| Sikkim | Gangtok | Municipal Commissioner | State government |
| Tripura | Agartala | Municipal Commissioner | City government |

**Highlights:**

1. 5 states (Assam, Meghalaya, Mizoram, Nagaland and Tripura) out of the 8 states have authorised the city governments to approve their municipal budgets as per the state municipal act.

2. The city governments in Arunachal Pradesh, Manipur and Sikkim do not have the authority to approve their budget documents as per the state municipal act.

3. In all the cities, the budget is prepared by the executive wing under the guidance of the Municipal Commissioner and is presented to the elected wing.

*Note:*

- *The post of Municipal Commissioner is termed as Chief Executive Officer in Shillong, Administrator in Kohima ; based on their respective State Municipal Acts.*
- *Factoid for Financial Sanctioning Power has been obtained from the interview insights and documents collected from field study.*
- *Data as of 31st March 2023*

# 5.9. Factoid: Financial Sanctioning Power (in INR)

| State | Cities | Commissioner | Mayor | Standing/subject Committee | Steering Committee /Mayor-in-Council | Council | Ward Committee | Commissionerate/Collector | State Govt. | Councillor Fund |
|---|---|---|---|---|---|---|---|---|---|---|
| Arunachal Pradesh | Itanagar | Up to 25 thousand | 25 thousand-10 lakhs | | | Above 10 lakhs | | | | **1.5 crore** |
| Assam | Guwahati | Up to 10 lakhs | Up to 50 lakhs | | up to 1 crore | 5 crores and above | | | | **Decided annually** |
| Manipur | Imphal | | | | | | 50% Revenue generated in wards | | For all projects | |
| Meghalaya | Shillong | | | | | | | | For all projects | |
| Mizoram | Aizawl | | All financial powers | | | | | | | **Decided annually** |
| Nagaland | Kohima | | | | | | | | For all projects | |
| Sikkim | Gangtok | Up to 2 lakhs | More than 2 lakhs | | | | | | | **Decided annually** |
| Tripura | Agartala | Up to 5 lakhs | | Between 5 lakhs to 1 crore | | More than 1 crore | | | | **Decided annually** |

*N.A. = Data Not Available*

*Note:*

- *Factoid for Financial Sanctioning Power has been obtained from the interview insights and documents collected from field study.*
- *Data as of 31st March 2023*

# 5.10. Status of State Finance Commission (SFC)

| State | Cities | SFC constitution order | SFC report ongoing | SFC action taken report |
|---|---|---|---|---|
| Arunachal Pradesh | Itanagar | 2nd SFC | | |
| Assam | Guwahati | 6th SFC | 5th SFC | 5th SFC |
| Manipur | Imphal | | 2nd SFC | 2nd SFC |
| Meghalaya | Shillong | 2nd SFC | 2nd SFC | |
| Mizoram | Aizawl | | | |
| Nagaland | Kohima | | | |
| Sikkim | Gangtok | 6th SFC | 5th SFC | 4th SFC |
| Tripura | Agartala | | 3rd SFC | 3rd SFC |

**Highlights:**

1. Meghalaya and Nagaland are exempted from constituting an SFC according to the 73rd and 74th Constitution Amendment of 1992.
2. Assam and Sikkim are the only 2 states out of 8, which have constituted 6th State Finance Commission (SFC).
3. Action Taken Report for SFC is available for only 4 states; Assam, Manipur, Sikkim and Tripura

*Note:*

- *Data 'Note Available' is mentioned wherever the State Finance Commission report was unavailable on respective state government websites.*
- *Data as of 31st March 2023.*

*N.A. = Data Not Available*

# 06

# ACTIVE CITIZEN PARTICIPATION

**6.1. Status of Ward Committees**
**6.2. Status of Area Sabha**
**6.3. Active Citizen Participation**
**6.4. Citizen Charter**
**6.5. Citizen Grievance Redressal Mechanism**
**6.6. Traditional Governance Practises**

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# Directive Principles

**Ward Committee**

- Ward Committee should serve as a deliberative platform at ward constituency level.
- The ward committee should facilitate discussions.
- Suggestions from the area sabhas are consolidated and discussed for holistic ward development.

**Area Sabha**

- Model Nagar Raj bill and Jawaharlal Nehru National Urban Renewal Mission (JNNURM) stressed on the formation of area sabhas. The composition of area sabha should be **inclusive** of the gender and marginalised sections of the society. The area sabha should facilitate citizen participation in **planning and budget making process.**
- There should be provision for area sabha, it should be constituted and functional as well.

**Active Citizen Participation**

- Active citizen participation is essential for the city governments to ensure participatory and good governance.
- Citizen participation should take place at area sabha and ward committee level, for budget making, master plan and also in policies such as Smart City mission.

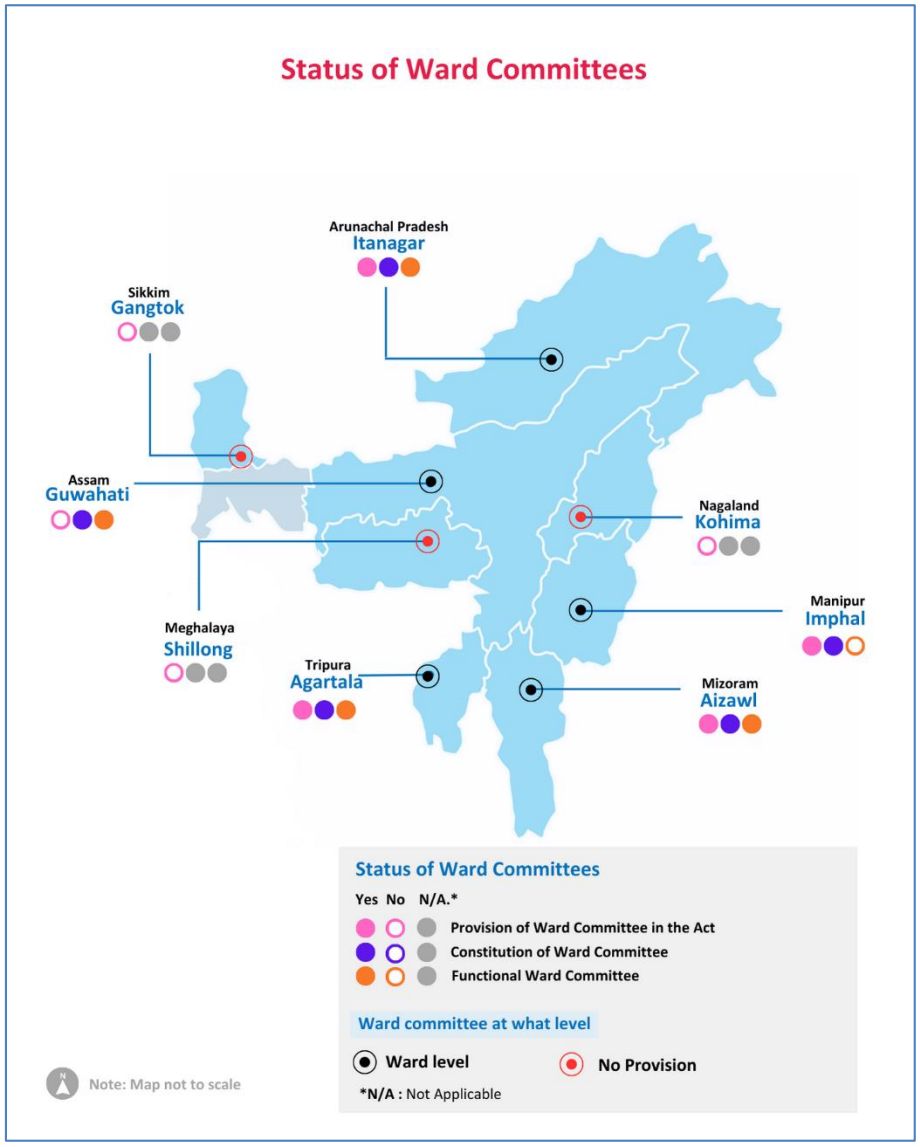
**Citizen Charter**

- The city government is a service delivery institution. Thus, it is important for the city government to have a citizen charter to make the administration accountable, ensure transparency and to ensure accessibility of the city government to citizens.
- Citizen charter is essential for city government to ensure effective service delivery and be responsive to needs of citizens

**Citizen Grievance Redressal Mechanism**

- Along with area Sabha, Ward Committees and platforms for citizen grievance redressal, there should be a formal platform to register complaints.
- The complaint redressal mechanism should be centralised for all the services delivered in the city and then directed to the concerned department.
- The complaint redressal mechanism should have provision of feedback and the closing of complaint should be done by the citizens.

# 6.1. Status of Ward Committees




**Highlights**

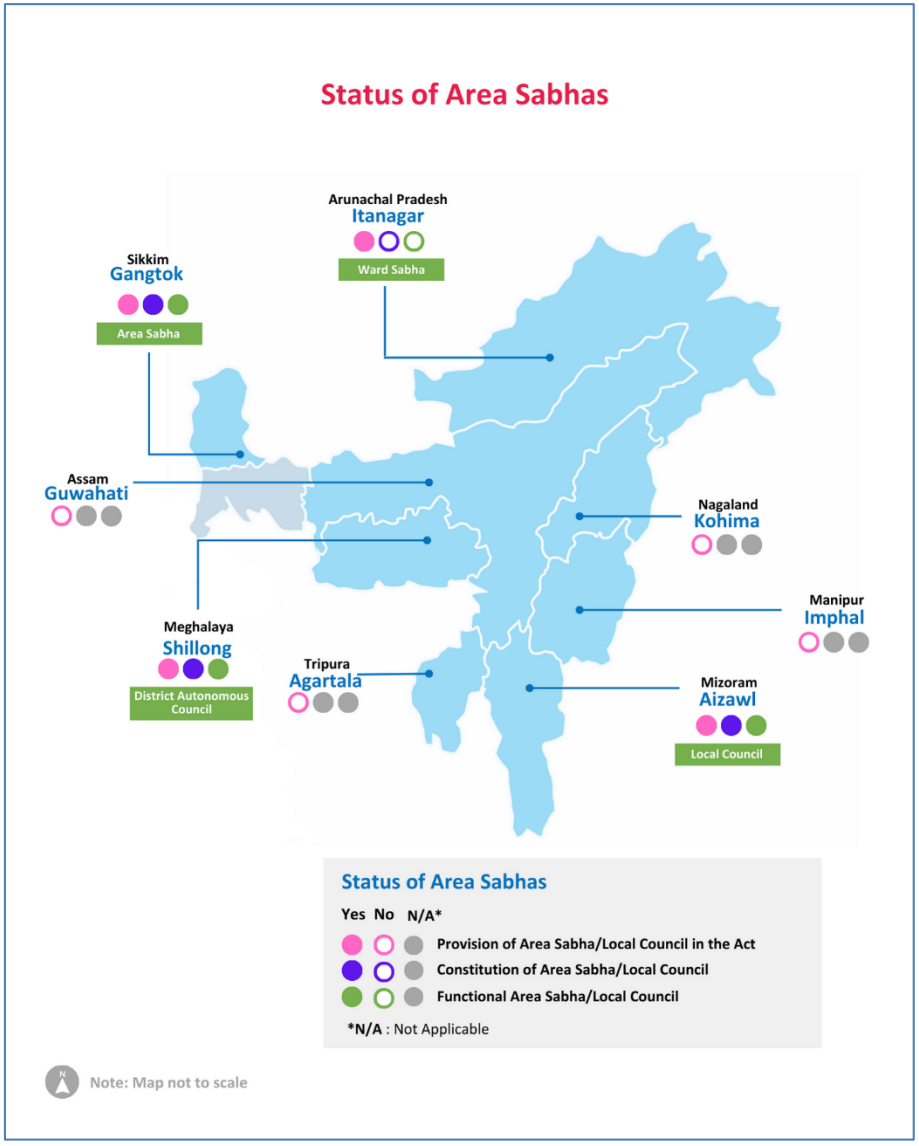
1. Except Assam, Meghalaya, Nagaland and Sikkim all the states have provisions of constituting ward committee in the State Municipal Act.

2. There is provision of ward committees in the respective Municipal Corporation/Municipalities Act in Arunachal Pradesh, Manipur, Mizoram and Tripura. These States have ward committees constituted at ward level in the cities.
   - Arunachal Pradesh – Section 64
   - Manipur – Section 3 (2) of Manipur Municipalities Community Participation Act 2010
   - Mizoram – Section 23
   - Tripura – Section 13

3. The ward committees are functional in all 7 states except in Manipur.

4. Imphal has a provision to form Ward Development Council (WDC).

# 6.2. Status of Area Sabhas




**Highlights**

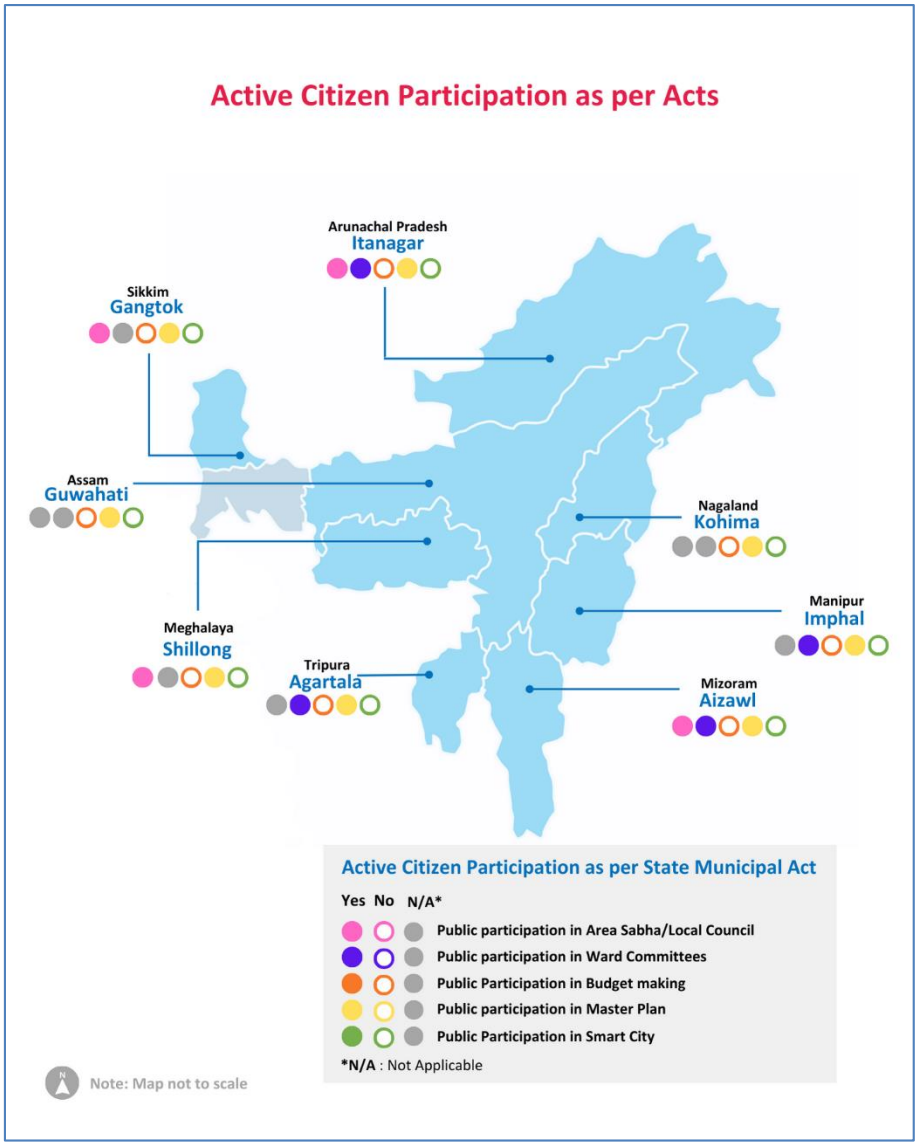
1. Only the Municipal Acts of Arunachal Pradesh (section 62), Meghalaya (6th Schedule of Indian constitution), Mizoram [Section 23 (3)] and Sikkim (Section 26) have provisions for constituting Area Sabha.

2. Guwahati abolished Nagar Raj Act 2007 in the year 2019; so, the provision of Area Sabha has been abolished.

3. Area Sabhas are active and functional in Gangtok, whereas Welfare Council in Shillong, Local Council in Aizawl and Ward Panchayat in Kohima are functional.

4. Local area welfare societies in Shillong are a platform for citizen engagement. The citizens elect their President and in the absence of elected representatives this forum has sustained democracy is sustained at the local level.

# 6.3. Active Citizen Participation

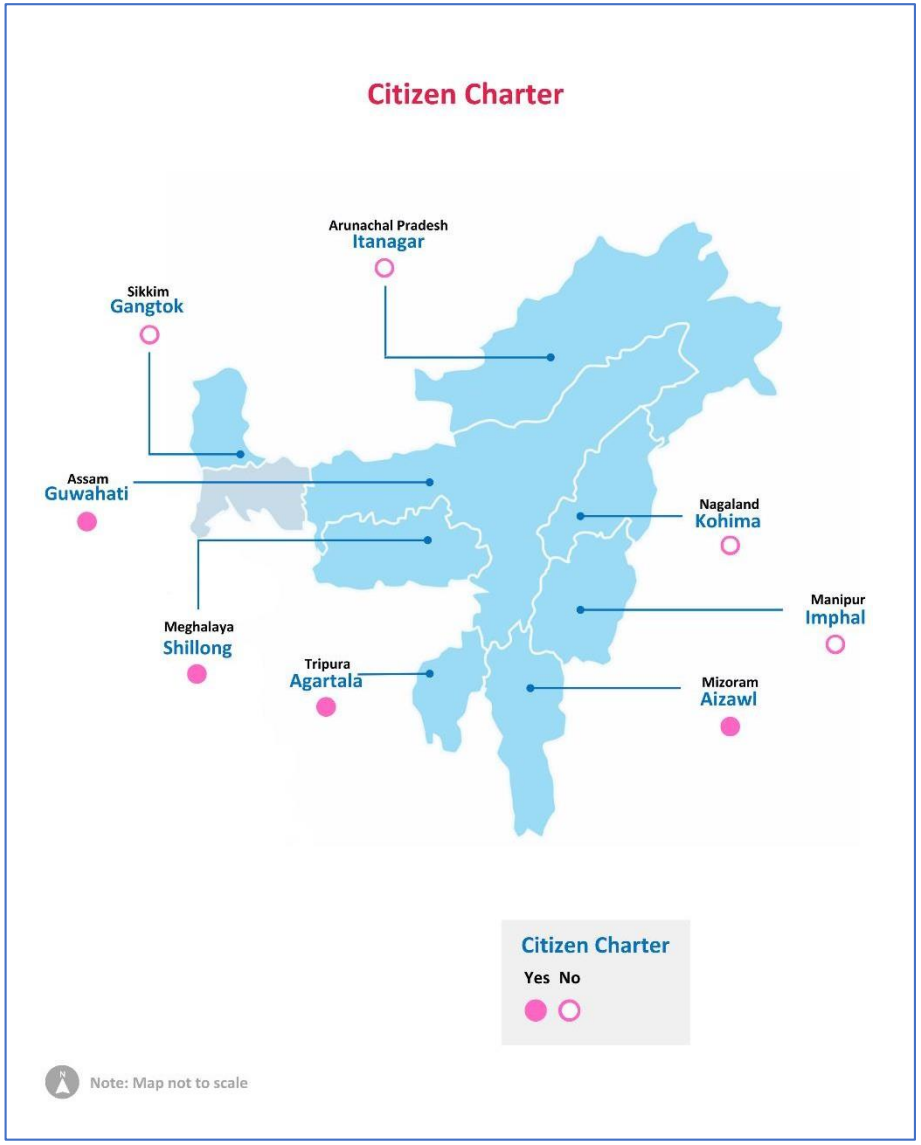



**Highlights**

1. Arunachal Pradesh, Mizoram and Sikkim facilitate public participation in Local Council and Area Sabha, respectively.
2. Arunachal Pradesh, Manipur, Mizoram and Tripura facilitate public participation in ward committees. Sikkim does not have any provision for ward committees, but there is an active provision for area sabhas.
3. None of the States has mechanisms for public participation while preparing the budget.
4. Citizens, by their respective town planning act in all the 8 states can give suggestions or objections on the master plan.
   - Arunachal Pradesh – Section 16 (1)
   - Assam – Section 10
   - Manipur – Section 23
   - Meghalaya – Section 10
   - Mizoram – Section 17
   - Nagaland – Section 10
   - Sikkim – Section 38 (7)
   - Tripura – Section 66 (iii)

4. None of the states has made a provision for public participation in the Smart City Mission.
5. Kohima has ward panchayats. It is a customary practice developed over time by local communities.

# 6.4. Citizen's Charter




**Highlights**

1. Guwahati, Shillong, Aizawl and Agartala are the only cities to publish a Citizen's Charter.

# 6.5. Citizen Grievance Redressal Mechanism

| State | City | Grievance Mechanism Of City Government | Different Modes to register complain at city government | Technology for Integration Of Different Modes | Feedback Mechanism | Action Taken Report | Complaint Closed By Citizens/City Government |
|---|---|---|---|---|---|---|---|
| Arunachal Pradesh | Itanagar | Yes | Hand register, CFC Centre, Toll free number, Mobile App (IMC101), E-mail | No | Yes – Via call | No | City Government |
| Assam | Guwahati | No | Hand Register, Letter, E-mail, Phone number, WhatsApp | No | No | No | City Government |
| Manipur | Imphal | Yes | Hand Register, Toll free number, website portal | No | No | No | City Government |
| Meghalaya | Shillong | Yes | Hand Register, E-mail, Phone number | No | No | No | City Government |
| Mizoram | Aizawl | Yes | Hand Register, E-mail, letter Box | No | No | Yes | City Government |
| Nagaland | Kohima | No | Hand Register, E-mail, Phone number, | No | No | No | City Government |
| Sikkim | Gangtok | No | Hand Register | No | No | No | City Government |
| Tripura | Agartala | Yes | Hand Register, Helpline number, WhatsApp, AMC Care app | No | No | No | City Government |

**Highlights**

1. City Governments in all 8 states receive complaints primarily through offline channels, i.e., complaints received at the office and by sending WhatsApp messages.

2. Except Gangtok, the complaints are closed by the city governments and not by the citizens who register the complaint.

3. Only Itanagar Municipal Corporation has the provision to provide feedback to the complainant.

4. The Grievance redressal portal for Guwahati redirects to Government of India Portal of Department of Public Grievance, while for Gangtok, it redirects to Government of India's Service Plus Portal.

# 6.6. Traditional Governance Practises

| State | City | Traditional Governance Unit | Geography Level | Recognition | Financial Power | Involvement in Urban Planning | Role in service delivery | Women ER |
|---|---|---|---|---|---|---|---|---|
| **Arunachal Pradesh** | **Itanagar** | Data Not Available | Data Not Available | Data Not Available | Data Not Available | Data Not Available | Data Not Available | Data Not Available |
| **Assam** | **Guwahati** | Data Not Available | Data Not Available | Data Not Available | Data Not Available | Data Not Available | Data Not Available | Data Not Available |
| **Manipur** | **Imphal** | Data Not Available | Data Not Available | Data Not Available | Data Not Available | Data Not Available | Data Not Available | Data Not Available |
| **Meghalaya** | **Shillong** | Welfare Society, District Autonomous Council (DAC) | Welfare Society- Ward level<br>DAC- District level | Welfare society- No<br>DAC- 6th Schedule | Welfare society- No<br>DAC- yes | Welfare society- No<br>DAC- Yes | Welfare society- No<br>DAC- Yes | No reservation |
| **Mizoram** | **Aizawl** | Local Council | Local Council = small 2-3 blocks in a Ward | The Mizoram Municipalities( Ward Committee and Local Council) Rules, 2010 | Data Not Available | Data Not Available | Sanitation | Yes<br><br>Section 16 :The Mizoram Municipalities( Ward Committee and Local Council) Rules, 2010 |
| **Nagaland** | **Kohima** | Ward Panchayat | varies across Ward Panchayat | The concept has evolved from Nagaland Village and Area Councils Act, 1978 | Data Not Available | Data Not Available | Sanitation | No reservation |
| **Sikkim** | **Gangtok** | Area Sabha | Ward level | Sikkim Municipalities Act, 2007 | Data Not Available | No | No | No reservation |
| **Tripura** | **Agartala** | Ward Committee | Ward level | The Tripura Municipal Act, 1994 | Data Not Available | No | No | No reservation |

# 07

# ADDITIONAL FINDINGS

**7.1. Women, Children, Elderly and Vulnerable Communities**
**7.2. Sustainable Development Goals**
**7.3. Climate Change, Adaptation and Mitigation**

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**Women, Children, Elderly (WCE) and Vulnerable Communities**

- To effectively develop this section of the society, the city governments require mandatory formation of committees which will focus on the deliberation and making special policies.
- Active citizen participation should be made mandatory in such committees because this will help in understanding the need of the people better. The cities should develop an open data portal for participatory governance for WCE.
- The city governments ought to be provided power and financial autonomy to execute policies for WCE to ensure optimum service delivery and targeted benefits.

**Sustainable Development Goals (SDGs) 2030**

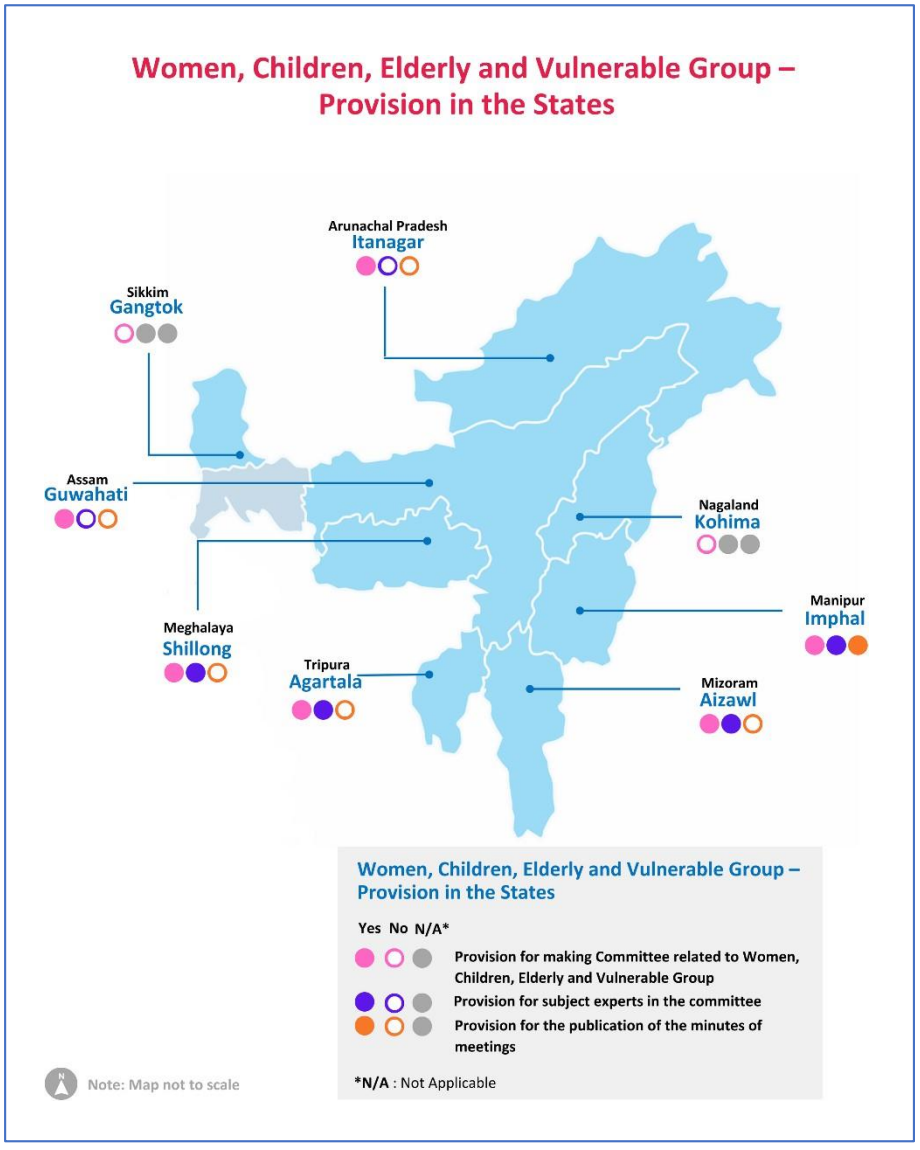
- The SDGs have been adopted by the national government. There is need to localise the plans for achieving them at the city government level.
- There should be a public dashboard at the website of city government that will show the progress made by the cities in achieving the SDGs in real-time.
- Devolution of funds from the centre and state should be linked with the SDGs to make the utility.

more streamlined.

**Climate Change, Adaptation and Mitigation**

- The National Action Plan on Climate Change had been adopted by India in 2008. It was made to reduce the pressure on the natural resources of the country and thereby adapt to the climatic situations and also mitigate climate disasters. It is important thereby to localise the climate action plan at the city level.

# 7.1. Women, Children, Elderly and Vulnerable Communities




**Highlights**

1. 6 states out of the 8 states have provision for making a special committee on required subjects in their corporation acts.
    - Arunachal Pradesh – Section 57
    - Assam – Section 86
    - Manipur – Section 56
    - Meghalaya – Section 48
    - Mizoram – Section 24
    - Tripura – Section 14

2. Arunachal Pradesh Municipal Corporation Act, 2019, has a provision to form a standing committee for deliberation on social justice.

3. **4 states (Manipur, Meghalaya, Mizoram, Tripura) have made provision for the inclusion of experts in subject committees** ranging from one-third to up to two-thirds of the members in the committee.

# 7.1. Factoid: Women, Children, Elderly and Vulnerable Communities

| State | City | Committee on WCE and vulnerable communities | Seats for women, SC, ST, OBC in the WCE committee | Position of chairperson of the committee for a woman | Quorum of a committee meeting | Provision for policy decisions passed in the WCE to be passed by the council | Regular meetings of the committee | Separate budget shown for WCE |
|---|---|---|---|---|---|---|---|---|
| Arunachal Pradesh | Itanagar | Yes | Yes | No | No | No | Yes | Data N.A. |
| Assam | Guwahati | No | No | No | No | No | No | Data N.A. |
| Manipur | Imphal | No | No | No | No | No | No | Data N.A. |
| Meghalaya | Shillong | No | No | No | No | No | No | Data N.A. |
| Mizoram | Aizawl | No | No | No | No | No | No | No |
| Nagaland | Kohima | | | | | | | |
| Sikkim | Gangtok | | | | | | | |
| Tripura | Agartala | No | No | No | No | No | No | No |

*Note:*
*N.A. = Not Applicable*
*Not Applicable means that either there is no committee or no provision to form any committee in the municipal act*

- *Factoid for Women, Children, Elderly and Vulnerable Communities has been obtained from the interview insights and documents collected from field study.*
- *Data as of 31st March 2023*

**Highlights**

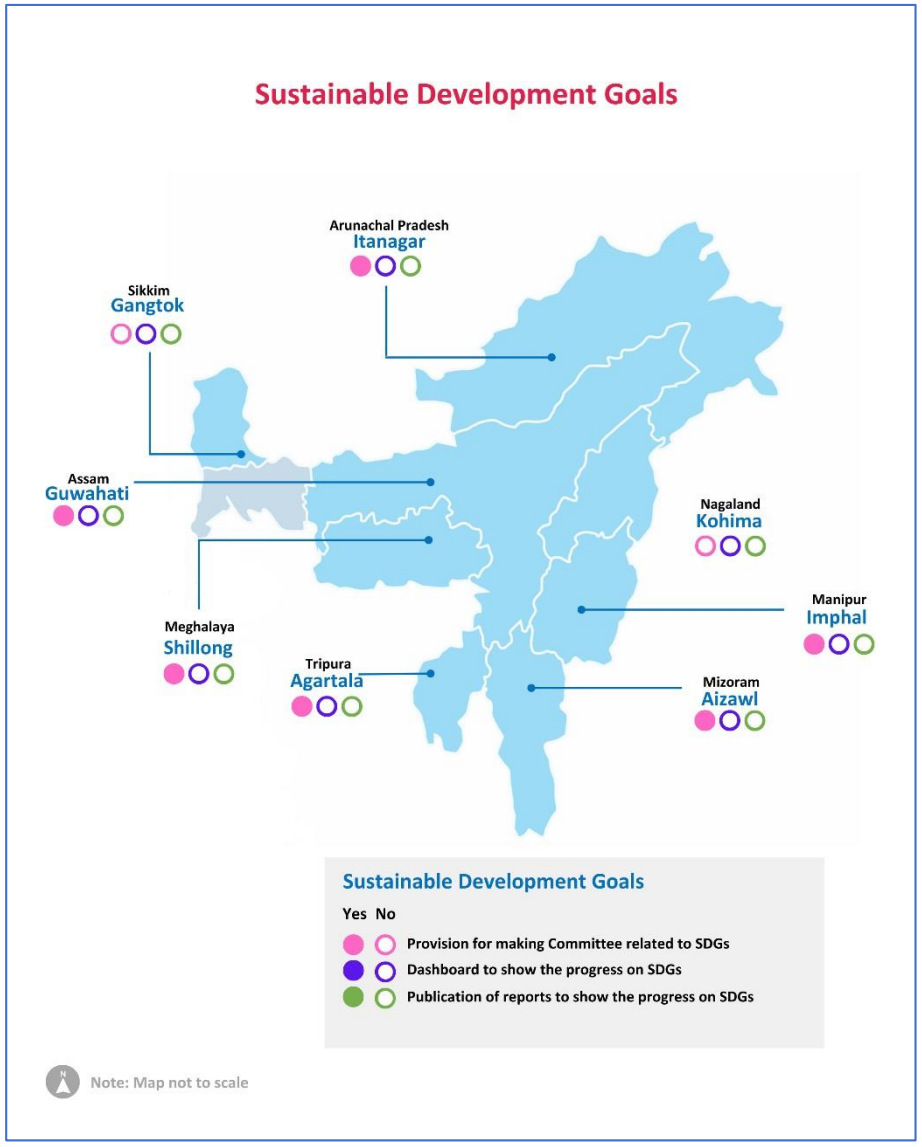
1. Itanagar Municipal Corporation is the only city governments amongst the 8 cities to have constituted the Social Justice Committee.

2. Despite presence of a committee, meetings are held in an irregular manner in Itanagar.

3. **The cities lack provisions for separate budget for Women, Children, Elderly and Vulnerable Communities**, thus, the scope for targeted policies and schemes is limited.

4. During study visits, it was observed that the city government is the implementation authority for the schemes designed by the Union & State governments. Often, the District Office is also involved in policy implementation.

# 7.2. Sustainable Development Goals 2030



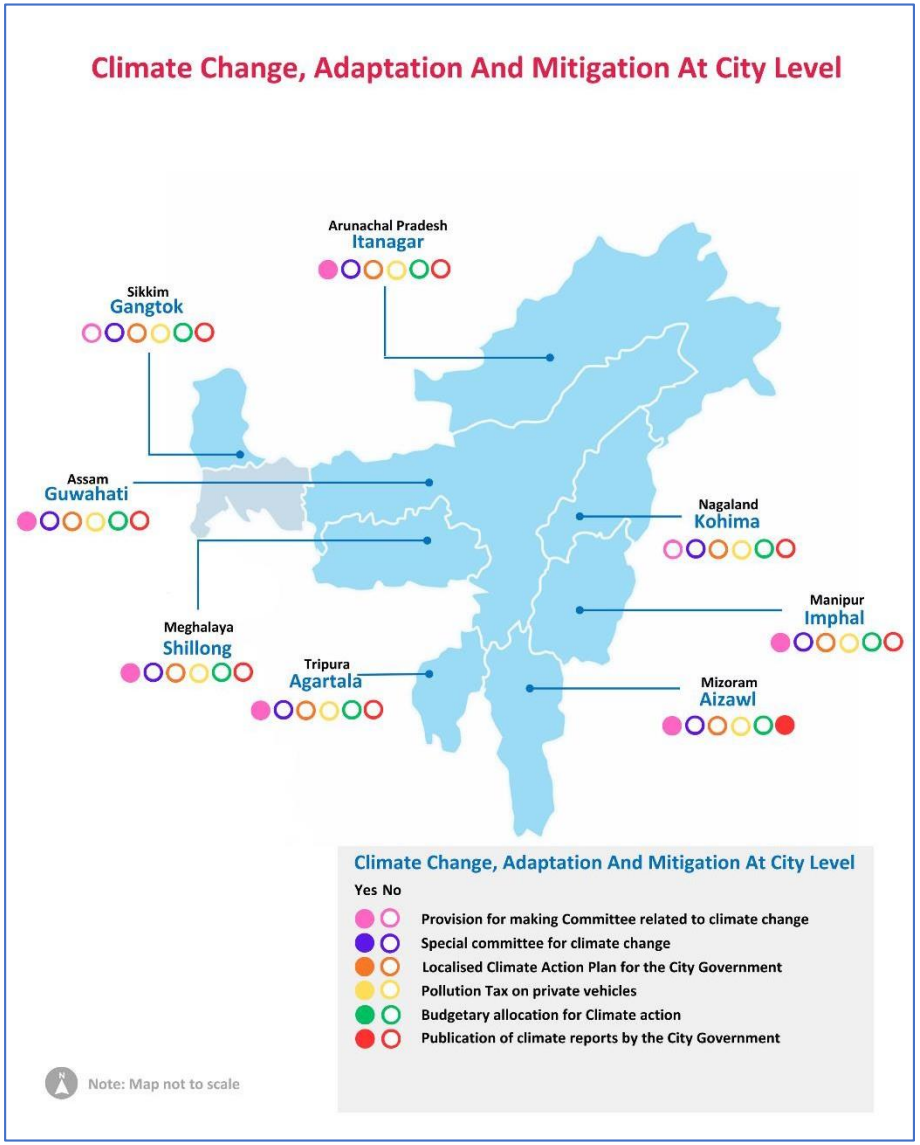

**Highlights**

1. It was observed the **none of the city governments have any dashboard and/or report for showing the progress on SDGs**.

2. It has been observed that the SDGs are being targeted at the state level. However, the city governments are yet to be involved in achieving these goals at the local level.

3. Guwahati Metropolitan Development Authority (GMDA) is undertaking certain projects related to SDGs.

# 7.3. Climate Change, Adaptation and Mitigation




**Highlights**

1. There is no special committee dealing with climate change issues in the cities.
2. Aizawl is the only city which publishes an Environment Status Report on their website.
3. During the study, it was found that no city has a Localised Climate Action Plan for the city government.
4. None of the 8 North-Eastern Cities have imposed pollution tax on private vehicles.

# 08

# CASE STUDIES

**8.1. Inclusive Governance in Guwahati**
**8.2. Community Participation in Manipur**
**8.3. Local Level Governance for Active Citizen Participation**
**8.4. Local Council- The 4th tier of Government**
**8.5. Ward Panchayat- A traditional platform for Citizen Participation**
**8.6. Gangtok's story on its Solid Waste Management (SWM)**
**8.7. Tripura Urban Employment Programme (TUEP) in Agartala**

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# 8.1. Case Study – Guwahati, Assam (1/3)

**Title:** Inclusive Governance in Guwahati: Mayor-in-Council System and Women's Representation

**Objective**: To analyse the Mayor-in-Council system and the gender inclusive representation in the Guwahati Municipal Corporation.

**Introduction**: Guwahati Municipal Corporation (GMC) is the local government body that governs the city of Guwahati. The Guwahati Municipal Corporation follows the **Mayor-in-Council (MIC) system of government**. GMC has emerged as a pioneer in reformative and gender-inclusive urban local governance in India. The Mayor–in-Council system is structure of local government that has a mayor serving as the head of the executive wing. The Mayor nominates the Members of MIC heading respective administrative departments. The GMC has **50% reservation of women** and it is likely to yield significant benefits in terms of higher priority to women's issues in critical areas of Urban Governance and improving service delivery such as water supply, sanitation, solid waste management, education and health, etc.

**Structure and Functioning**:
The Guwahati Municipal Corporation has a unique system of Mayor-in-Council where the Mayor is the executive head of the city and under him, there's a cabinet of Members of Mayor-in-Council (MMIC), each of them having responsibility for a separate department. The Mayor and the Deputy Mayor are responsible for overseeing the functioning of the corporation and ensuring that the needs and interests of the citizens of Guwahati are being met. They are also responsible for the proper implementation of various civic services, such as water supply, sewage, sanitation, and waste management, in the 60 municipal wards under the jurisdiction of the GMC.

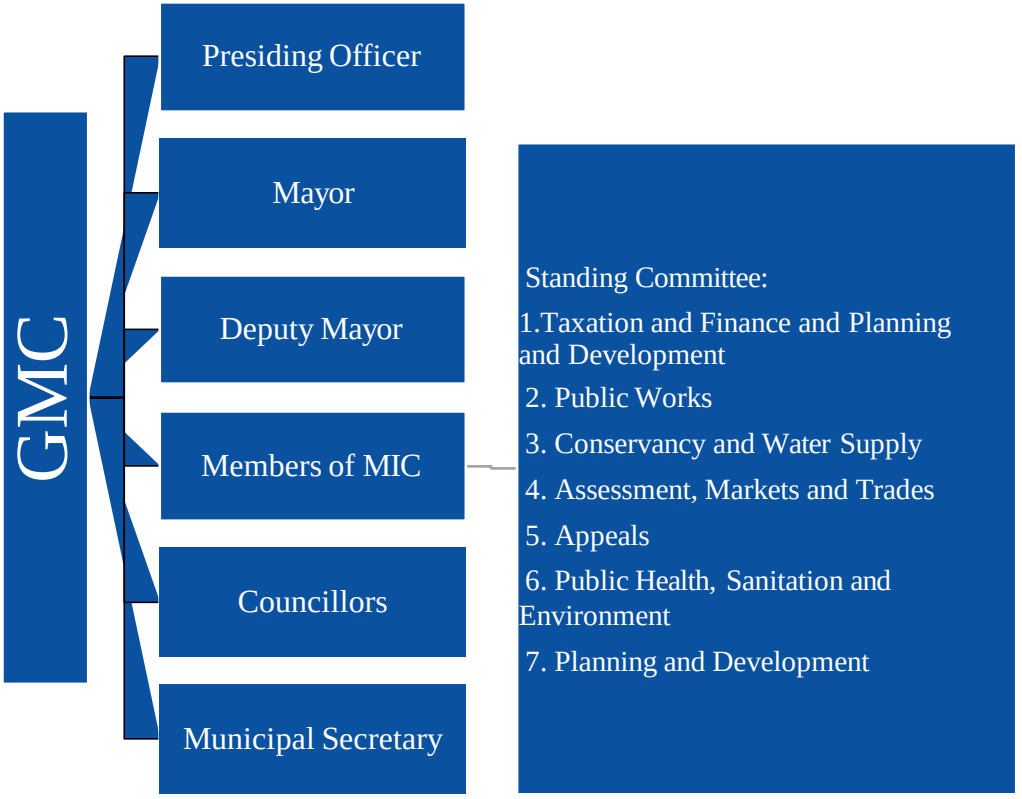
The Guwahati Municipal Corporation (GMC) has taken a significant step towards promoting gender equality by reserving 50% of seats for women in the council elections. This move has helped to ensure a formidable representation of women in the governance of the city, giving them a greater say in decision-making processes and enabling active participation in the development of the city. To further empower women elected representatives, all of the elected women councillors are part of a deliberating committee, ensuring that their voices are given a platform and that their perspectives are taken into account in decision-making processes. Currently, the Deputy Mayor of the Guwahati Municipal Corporation has made the leadership gender-inclusive.

# 8.1. Case Study – Guwahati, Assam (2/3)

Further, the GMC has put in place strict eligibility criteria for candidates running for councillors' elections to ensure that only qualified and ethical candidates are eligible to contest the elections. The election candidate must have a functional sanitary toilet in their residence premises for the use of family members is also a criterion for contesting election. This requirement is in line with the government's efforts to promote cleanliness and hygiene.

Another eligibility criterion is that the candidate must have passed a Bachelor's degree or equivalent examination from any University recognized by the State or the Central Government. Candidates belonging to Scheduled Castes, Scheduled Tribes, Other Backward Classes (OBC) are eligible to contest the elections even if they have passed the Higher Secondary School Leaving Certificate (H.S.S.L.C) or equivalent examination. This requirement is aimed at ensuring that the candidates have a minimum level of education and knowledge, which is necessary for effective governance.

The MIC system promotes increased partnership of the elected wing of the city government in decision-making. It works as a city level cabinet for the Mayor increasing quality debates and deliberation. The MIC committees are allotted individual departments from the municipal corporation to ensure the due representation of people's needs in policy formulation and implementation. The administrative wing is accountable to the Mayor and indirectly to the residents of the city ensuring efficient service delivery.



# 8.1. Case Study – Guwahati, Assam (3/3)

**Learnings:**

- The Mayor-in-Council system has ensured effective and efficient governance.
- The reservation for women has led to the inclusion of diverse perspectives in decision-making.
- The strict eligibility criteria for contesting elections have ensured that responsible and efficient candidates are elected to the council, thereby promoting good governance.
- MIC ensures due check and balances on the administrative wing of the municipal corporation.
- The formation of MIC strengthens deliberation and decision making by elected representatives.
- The Presiding Officer ensures smooth functioning of the General Body Meeting.

**Challenges:**

- Hurdles in co-ordination and implementation of policies and schemes due to multiple agencies.
- No reservation for women and other communities in the MIC.
- Lack of power of the council to check & balance the decisions of the MIC.

**References:**

Assam State Election commission website
Guwahati Municipal Corporation Act 1971
News Article of GMC election
Research Study Interview Insights

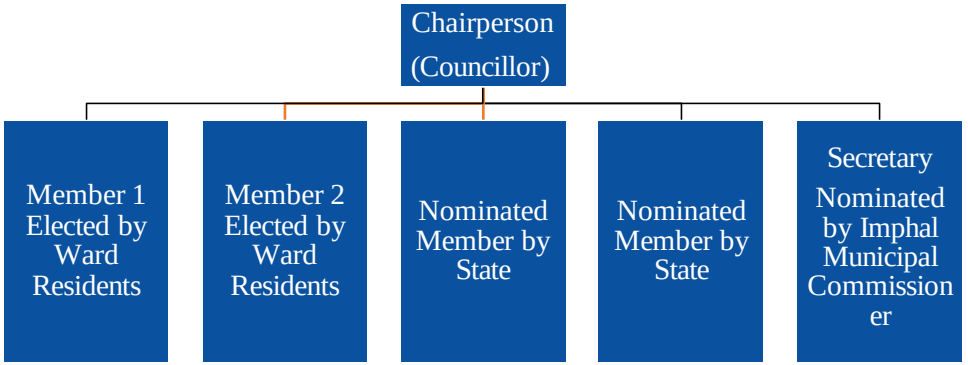
# 8.2. Case Study- Imphal, Manipur (1/2)

## **Title:** Community Participation in Manipur

**Objective**: To map the unique model of community participation in urban local governance of Manipur. To understand the necessary statutory reforms to be introduced at state-level to increase people's participation in governance.

**Introduction**: The **Manipur Municipality Community Participation Act** was passed in **2010** to institutionalise citizens' participation in municipal functions by setting up **Ward Development Committee (WDC)**. The act mandates establishment of a WDC for individual wards in the municipalities to incorporate citizens' opinion in setting priorities and budgetary provisions for the municipalities in Manipur.

**Structure and Functioning**:




**Structure of Ward Development Committee:**
The WDC shall comprise of a Chairperson, who shall be the Councillor of the ward, two persons elected from the ward and two persons representing the civil society from the ward shall be nominated by the state government. The Municipal Commissioner of the Imphal Municipal Corporation (IMC) shall appoint any member from the corporation as the Secretary of the WDC. The term of the WDC shall be **co-terminus** to the term of the municipal corporation. The election of the members of the WDC shall be conducted by the State Election Commission during the election of the councillors.

The **functions** of the WDC shall be:

- To provide assistance in solid waste management,
- To encourage harmony amongst various social groups,
- To promote art & culture activities,
- To maintain street lights & parks and delegate functions entrusted by the municipal corporation.
- To produce ward plans, prepare ward budget, ensure optimal collection of revenue and map the Ward Infrastructure Index for that ward.

The WDC shall constitute a **Ward Finance Committee** to conduct financial functions of the ward.

# 8.2. Case Study- Imphal, Manipur (2/2)

The Ward Finance Committee shall prepare the annual ward budget and place it before the Municipal Corporation.

The municipal corporation shall accept the ward budget with necessary suggestion and changes. The budget of the municipal corporation shall be a compilation of the ward level budgets and other additional account heads of receipt and expenditure as incurred by the municipal corporation.
There shall be a **Ward Information and Statistics Committee** to monitor the developmental and planning works in the ward. The committee shall compile the economic and land use information and infrastructure index including the status of projects in the ward. The WDC will further be involved in spatial planning for the city and providing necessary services to urban poor. To ensure due deliberation in the WDC, the act mandates maintaining of minutes of the meetings and making those available for general public.

To delegate the roles and functions devolved in the act, the WDC shall have the right to retain up to 50% of the ward's revenue for local development. WDC is a mechanism for public participation and scrutiny in the governance of the cities. It acts a link for integrating all activities undertaken by the state government and coordinating with relevant agencies.

**Reference:**
Manipur Municipality Community Participation Act, 2010

**Learnings:**

- A mechanism to strengthen grass-root democracy at city-level.
- Streamline public participation in governance of the city, ensure transparency and accountability of city government.
- Include the needs & wants of the citizens in urban service delivery.
- A tool to ensure public involvement in urban planning and infrastructural development.
- Involve public participation in financial matters of the city such as budget preparation and revenue collection.

**Challenges:**

- Absence of reservation for women and other communities.
- Lack of co-ordination between state government and Municipal Corporation in policy formulation and implementation at WDC.
- Limited powers with the Municipal Corporation to plan and monitor policies at WDC.
- No provision of honorarium/remuneration/allowance for the members of the WDC.
- Lack of authority with the Municipal Corporation to approve the budget of the WDC and IMC as the State government has the authority to approve the city budget.

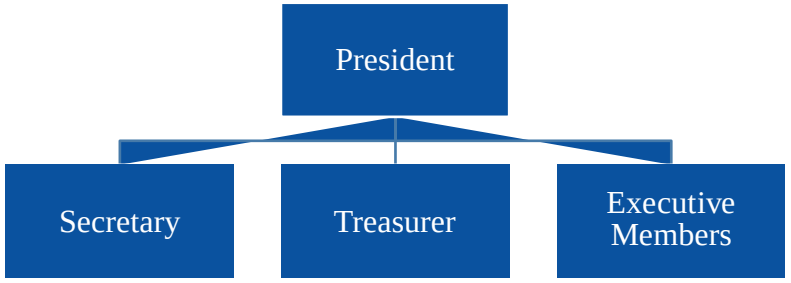
# 8.3. Case Study- Shillong, Meghalaya (1/2)

## **Title:** Local Level Governance for Active Citizen Participation

**Objective**: To highlight local level participation in Shillong in the absence of an elected body at Shillong Municipal Board.

**Introduction**: The **Khasi Hills Autonomous District (Village Administration) Bill, 2014** empowers Dorbar Shnong to create **Village Development Council** to govern the socio-economic development as per the traditional tribal culture but within the governance structure of democratic India. It aims to codify, provide and make provision for the administration of villages in the autonomous district of Khasi Hills. The provisions of the Bill strengthen governance by enhancing transparency in decision-making, improving accountability and encouraging community participation.

**Structure and Functioning**:




**Structure of Welfare Society, Shillong:**
Shillong Municipal Board was constituted under the Meghalaya Municipal Act 1973. It is responsible for undertaking work which is essential for provision of the civic services and management of the city. Shillong does not have a local elected body at the city level despite the willingness of the government to conduct municipal elections. However, in Shillong, Dorbar Shnongs (Welfare Committee) are in place to ensure local-level participation of the citizens.

The **Welfare Society** in areas which are not under the 6th Schedule and **District Autonomous Councils (DAC)** are formed in the areas under the 6th Schedule of the Shillong Municipal Board. The Dorbar Shnongs or the Welfare Committees are created in each ward of Shillong city. The minimum number of executives in this committee is 18 while maximum is 21. Amongst the executive members the elected members are - the President, Secretary and Treasurer. The rest are appointed by these three amongst the members of the committee.

The Committee functions according to the Constitution created and adopted by the **General Body Meeting** (GBM).

# 8.3. Case Study- Shillong, Meghalaya (2/2)

The GBM consist of the households residing in the jurisdiction of the Welfare Society. It is a guideline for elections and other functions of the committee. The Committee maintains a database online for all citizens under the ward area and helps citizens in their day to day challenges. Citizens reach out to the committee members for problems ranging from garbage disposal, improper sewerage or inadequate water supply. The Committee members solve these issues by connecting with the authority or contractors in charge for the delivery of these services and get it addressed. Besides this, the committee also helps the citizens with verification of documents for address proof with help of their online database.

**Learnings:**

- It is an instrument to strengthen grass-root democracy at city-level.
- Addresses the needs & wants of the citizens in urban service delivery.
- Dorbar Shnong/Welfare Society platforms to develop habits amongst citizens and create general awareness.
- Helps in increasing revenue collection and solid waste management.

**Challenges:**

- Absence of reservation for women and other communities.
- The Members of the DAC are not paid any honorarium for their service.
- Lack of institutionalised state government recognition for the Welfare Society.

**References:**

Khasi Hills Autonomous District (Village Administration) Bill, 2014
District Council Affairs Department, Government of Meghalaya
Research Study Interview Insights

# 8.4. Case Study- Aizawl, Mizoram (1/2)

## **Title:** Local Council- The 4th tier of Government

**Objective**: To understand the mechanism of citizen participation in Local Governance.

**Introduction**: The Mizoram Municipalities (Ward Committee and Local Council) Rules, 2010 was passed to insitutionalise citizens' participation in municipal functions by setting up Local Council for every locality in the Ward holding election to be conducted by State Election Commission. Any person residing in the concerned locality whose name is included in the electoral roll of that locality for Election of Councillors have the right to vote in such election. Provided further that only such person who is eligible to vote in the election for Local Council may be elected in such election, except an employee under the Central Government or State Government or Public Sector Undertakings.

Prior to 2010, in the state of Mizoram there were village councils (VC) where local citizen with any concern or public Issues were resolved and village council used to hold powers to take decision on all matters concern within the locality. Later, the government of Mizoram implemented the 74th Amendment Act to streamline the Urban Local Bodies in the year 2010. In the state of Mizoram, the first ULBs "Aizawl Municipal Council" was established in 2010-2015 and all Village Councils under the city limit were abolished, but since Village Councils used to play a major role in the local community and customary practice of Mizo people. The Government of Mizoram assimilated the Village Council with the idea of Area Sabha as mention in 74th Constitution Amendment Act and introduced Local Council with distinguished roles and duties.

**Structure and Functioning**: The Local Council is categorized in 2 (two) parts. (a) Five members in a locality comprising 1500 voters or less and 1(one) Member shall be Women. (b) Seven members in a locality comprising more than 1500 voters and 2 (two) Members shall be Women. One-third of the members in a Local Council has be reserved for women. There shall be a Secretary of the Local Council who may be appointed or dismissed by the Municipality on the advice of the Chairman of the Local Council. The Secretary shall not be a member of the Local Council. There shall be a "Tlangau" (Local Crier) in each Local Council to be appointed by the Council. The remuneration of Chairman is Rs 1,500; Vice- Chairman Rs 1,200; Members Rs 1,000; Secretary Rs 900 and Tlangau may be as determined from time to time by the concerned Municipality. The tenure of Local Council members shall be 5 (five) years from the date of the first meeting of the Committee and in the case of casual vacancy in the membership for any reason, the Council may nominate any prominent person residing in the locality to fill the vacancy for the remaining period of the tenure.

# 8.4. Case Study- Aizawl, Mizoram (2/2)

Once in a month or whenever the occasion demands the Local council committee meets. As per the process 3 (three) day prior the secretary circulate the information about the meeting. Agenda is being prepared by Secretary and hand over to the chairman to convene the meeting. The quorum for a meeting is one-third of the total Members including Chairperson. The Secretary shall record the minutes of the meeting of the Local Council in the minutes' book which shall be signed by the Chairman and the Secretary.

The Municipality can devolve functions to the Local Council as per requirement of the common civic services and common benefit of the community and other matters in accordance with the Mizo traditions, customs and practices. For E.g.: -

- The Property Tax assessment and collection is done by Local Councils and 5% of the collected amount goes to Local Council as a reward. This fund is utilized for the O&M of the office and small development and repair work in the locality.
- The Local councils have a provision of sub-committee where 1 (one) local Council member is chairperson of committee and 20-30 resident from the area will be member to look after the functioning of the sub-committee. For E.g.- Beautification committee, Electrical committee, Food Supply Committee, Sanitation Committee.

**References:**

The Mizoram Municipalities (Ward Committee and Local Council) Rules, 2010
Research Study Interview Insights

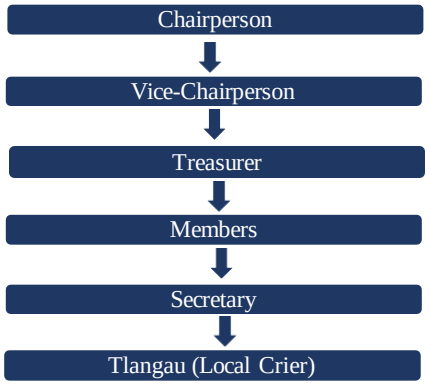
**Learnings:**

- Well-structured platform for citizen to participate in the development project and service.
- Collection of property tax by local council helps streamline revenue collection.
- Well defined roles and duties for of Local council help in day to day functioning.
- Tax devaluation: An amount decided by State government is given to local councils once in a year for O&M.

**Challenges:**

- Even though tenure of Local Council is 5 years but is not co-terminus with the corporations.
- The hierarchy structure of local council if often disregarded.

**Structure of Local Council:**



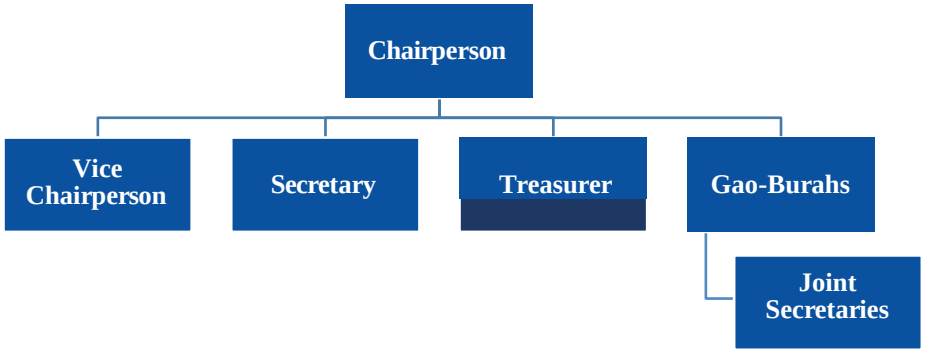
# 8.5. Case Study- Kohima, Nagaland (1/2)

## **Title:** Ward Panchayat- A traditional platform for citizen participation

**Objective**: To comprehend the traditional ways of citizens' participation in the local governance of Kohima

**Introduction**: Ward Panchayat Committees are local community groups within the Kohima Municipal Council Wards limit acting as a bridge between the citizen and city administration. The term "panchayat" refers to a system of local governance that originated in ancient India. The history of Kohima Ward Panchayat Committees can be traced back to the establishment of the Nagaland Village and Area Councils Act, 1978, which provided for the establishment of village and area councils throughout the state of Nagaland. In 1993, the Nagaland State Legislature passed the Nagaland Village and Ward Councils Act, which reorganized the existing village and area councils into village councils and ward councils.

**Structure and Functioning**:




**Ward Panchayat Committee Structure:**
Kohima, the capital city of Nagaland, is divided into 19 wards managed by Ward Panchayat Committees. Each ward contains several colonies, with a total of 51 colonies in the Kohima Municipal Council limit. Each colony has its own Panchayat, which is called the Ward Panchayat, reflecting the customary practices of the local tribal people to serve the common good of the people. The Ward Panchayat Committee derives its functions from Article 371A, which mandates the administration of civil and criminal justice based on Naga customary law to be managed by the Ward Panchayat Committee.

The Ward Panchayat Committees are made up of selected representatives known as Ward Panchayat members, who are responsible for addressing the issues and concern of the residents of their ward. The Ward panchayat committees mainly comprised of Chairperson, Vice Chairperson, Secretary and Treasurer, selected by a Separate Search Committee made up of elder people from community. Additionally, the chairman along with three other member appoint Joint-Secretaries and all the member have a tenure of 5 years. The District Collector also appoint 2 (two) persons locally known as "Gaon Buda" who is also part of

# 8.5. Case Study- Kohima, Nagaland (2/2)

the ward Panchayat committee. Members are usually selected rather than elected based upon their competence and skills. The members of the committee are usually selected based on their competence and skills rather than elected. They can serve for more than one term. Women Committee and Youth Committee are also present in every colony and function alongside the Ward Panchayat committee. The Executive Committee meeting is held once a month, or as required, and is attended by the member of the Ward Panchayat committee, the president of the Women Committee, and the president of the Youth Committee. The committees are responsible for a range of functions, including sanitation, Awareness camp, public works, and social welfare activities. They are also responsible for maintaining records of permanent residence certificate and other development works document in the area. The members of the Ward Panchayat Committee do not receive any remuneration from the government for their services. Their work is entirely voluntary, and they are obligated to serve in order to better meet the needs of their tribal community.

In the absence of elected representatives, the Kohima Municipal Council acted swiftly to educate and raise awareness among the Ward Panchayats, Youth, and Women organizations about the significance of waste management at household and primary collection levels. The Ward panchayat has a sub-committee on Sanitation committee to managing their own waste from their ward limit. and discussed the importance of their role in this process.

The Ward Panchayat Committees continue to be a significant institution for local governance in Kohima, serving as a vital platform for promoting sustainable development and community empowerment. Despite various challenges, they continue to fulfil their crucial role in the development and betterment of the community

**Learnings:**

- The Ward Panchayat is an excellent platform for local citizen to participate and raise their concerns.
- Local citizens voluntarily come together to serve their community and better address the needs of their tribal community.
- Despite limited resources for development projects, efforts are made to optimize resource utilization.

**Challenges:**

- The elections of the of the urban local bodies in Nagaland are not conducted since 2010. Thus, there is negligible participation of elected representatives in urban governance.
- Due to absence of elected wing, the executive wing plans and implements policies in the urban sphere limiting the representation of citizen voice.

**Reference:**
Constitution of India, Part XXI, Article 371A
The Nagaland Municipal Act, 2001
The Nagaland Village and Area Councils Act, 1978
Research Study Interview Insights

# 8.6. Case Study- Gangtok, Sikkim (1/3)

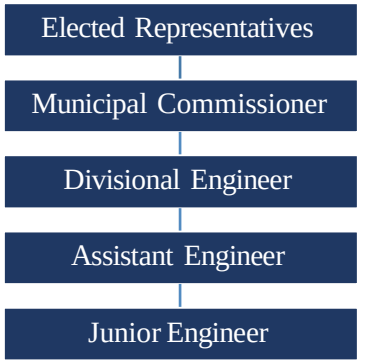
## **Title:** Gangtok's story on its Solid Waste Management (SWM)

**Objective**: The GMC identified the lack of proper waste disposal mechanisms such as waste segregation, as the primary cause of the waste management problem in Gangtok. The waste generated from households and commercial establishments was dumped in open spaces or on the streets. This led to the accumulation of waste and the creation of unhygienic conditions that posed a significant threat to public health and the environment. To address these gaps, GMC initiated several measures in their SWM. This case study focuses on the good practices adopted by GMC to manage solid waste effectively.

**Introduction**: Gangtok is the capital city of the Indian state of Sikkim. The city is known for its natural beauty and is a popular tourist destination. Sikkim was in the top ten list of the Swachh Survekshan in 2016. In the recent years, Gangtok had been facing troubles in dealing with its solid waste management which resulted in down trailing the state to the thirteenth rank in 2021. However, in 2022, the state again moved up the rank ladder to take the 8th position. The Gangtok Municipal Corporation (GMC) has initiated several measures to address the waste management issue and improve the overall cleanliness of the city.

Gangtok's dumping yard is located in Martam which is 19 kilometers away from the city at the downhill. It is shared by the nearby towns and villages for their dumping station as well. Martam has been facing unsegregated dumping problems since a few years which became a cause for the downfall in the ranking.

**Structure and Functioning**:




**Measures to deal with solid waste**:

To address the waste management problem, GMC initiated several measures, including:

- Door-to-door collection: GMC implemented a door-to-door collection system to collect waste from households and commercial establishments. The waste is collected by GMC trucks, and the segregated waste is then taken to the MRF.

# 8.6. Case Study- Gangtok, Sikkim (2/3)

- Establishment of Material Recovery Facility (MRF): GMC set up an MRF to segregate the waste into recyclable and non-recyclable waste. This facility ensures that recyclable waste is collected separately and sent for recycling, while the non-recyclable waste is processed and disposed of in a scientific manner.
- Composting: GMC introduced composting as a means of treating biodegradable waste. The city has several composting units, which have a total capacity of 8.5 metric tonnes per day. The composting units produce organic manure that is sold to farmers.
- GMC has also set up a biogas plant in collaboration with Bhabha Atomic Energy and Department of Science and Technology (Govt. of Sikkim) of a capacity of 700 kg at the landfill site. The waste is segregated at household level into organic and inorganic waste, where in the organic waste is sent to the biogas plant for composting. Segregation was strictly started from 1st Dec 2022.
- Another composting site has been constructed in Lower MG Marg in collaboration with International Council for Local Environmental Initiative (ICLEI), South Asia.
- Citizen awareness: GMC conducted several awareness programs and campaigns to educate citizens about the importance of waste segregation and the need to keep the city clean. They also provided training to waste collectors to ensure that they were equipped with the necessary skills to collect and segregate waste properly.

The measures adopted by GMC have had a significant impact on waste management in Gangtok. The city is now cleaner, and the waste segregation system has resulted in the reduction of waste sent to landfills. The MRF has been able to recover around 50% of the recyclable waste generated in the city, and the composting units have processed around 10% of the total waste generated. The compost produced by the units is being sold to farmers at a subsidized rate, and the revenue generated is used to maintain the composting units.

**Learnings:**

- Solid waste management is a function that requires assistance of the city government and the citizens at a vast amount. Awareness amongst the citizens have helped Gangtok deal with its waste at a faster rate since they consciously started segregating the waste at the source.
- Technology involvement is important to manage waste and cities need to learn from one another to incorporate the most efficient way to manage wastes.

# 8.6. Case Study- Gangtok, Sikkim (3/3)

**Challenges**:

- Despite the success of the measures adopted by GMC, several challenges remain. The city's topography and geography pose significant challenges to waste management, and the lack of suitable landfill sites makes it difficult to dispose of non-recyclable waste.
- The GMC also faces challenges in implementing the waste segregation system effectively, as many citizens are still unaware of the importance of waste segregation and tend to mix recyclable and non-recyclable waste.

**References:**

Swachh Bharat Mission Urban ranking

Organisation structure of Gangtok Municipal Corporation(GMC)

Research Study Interview Insights

# 8.7. Case Study- Agartala, Tripura (1/2)

## **Title:** Tripura Urban Employment Programme (TUEP) in Agartala

**Objective**: The Tripura Urban Employment Programme (TUEP) showcases devolution of the third function of the eighteen functions listed in the 74th Constitution Amendment Act, 1992 on the role of Agartala Municipal Corporation, thereby making a case of good governance structure.

**Introduction**: The Tripura Urban Employment Programme (TUEP) was launched in 2009 by the Tripura government to provide employment opportunities for urban youth in the state. The TUEP is modelled on the grounds of the Mahatma Gandhi National Rural Employment Generation Act, 2005 (MGNREGA), where one adult member from each family below poverty line shall be provided with 50 days' employment in a year.

The TUEP provides work related to garbage collection and disposal, cleaning of roads, roadside jungle clearance, avenue plantation, flood protection measures, maintenance and beautification of parks, playgrounds, etc. within AMC. However, the list is not exhaustive but illustrative.

**Structure and Functioning**:
Article 243W of the Constitution (Seventy-fourth Amendment) Act, 1992 has recommended the State Governments to devolve 18 functions listed in the Twelfth Schedule to the City Governments. The listed functions are of high importance in terms of day-to-day civic services in the city. This stands with the background of principle of subsidiarity which emphasizes that the function of local importance is best to be managed and delivered at the local level. The third function on economic development aligns fairly with the scheme and the city government has an important role in delivering the same.

To ensure transparency, the scheme outlines certain guidelines, like carefully preparing the job registers, 100% verification of muster roll which should be numbered and issue only by the implementing officer, payment through post office or bank accounts only, conducting a half-yearly social audit, maintaining data digitally, etc. This role of monitoring has also been devolved to AMC. To monitor the programme efficiently, AMC should form a separate vigilance and monitoring committee.

# 8.7. Case Study- Agartala, Tripura (2/2)

State Government

- Preparing Guidelines for TUEP
- Devolving funds to the city government
- Monitoring team headed by the Director of Urban Development Department.

The fund for the programme is provided by the state government whose 3% can be used by the city government for administrative purposes. The state has been providing funds worth ₹21 Crore to over ₹31 Crore from 2019-20 to 2021-22 to AMC to deliver the programme.

Agartala Municipal Corporation

- TUEP Cell
  - Member of Mayor-in-Council
  - Poverty Alleviation Committee
  - Municipal Commissioner
  - 2 Grade C officers & 1 Grade D officer

AMC is the Nodal Agency in for the planning, implementation and monitoring of the scheme. The major functions are:

- Issue job cards after verifying applications.
- Planning for works and providing work as early as possible.
- Ensuring payment of work to the worker.
- Maintenance of records
- Conducting social audit with ward committee for public disclosure.
- Submit utilisation certificate to Directorate of Urban Development.

**Learnings:**

- The case shows that the scheme has been designed to devolve the function of planning economic activities which is the third function of the eighteen functions of the 74th CAA to the city government.
- By increasing the categories of jobs, mentioned in the scheme, through which AMC can provide employment to the citizens can help AMC to facilitate functionaries for delivery of other functions listed in the Twelfth Schedule, which eventually can lead to the effective devolution of the eighteen functions to the corporation.
- There is involvement of the elected representatives, citizens and the administration.

**Challenges:**

The number of job cards will be decided by the state government and cannot be increased by AMC. This creates difficulty in providing jobs to all the applicants making it challenging to supply jobs according to the demand.

In conclusion, the Tripura Urban Employment Programme has been successful in providing employment opportunities to poor urban population in Tripura. The programme has been implemented effectively with the help of the Agartala Municipal Corporation, which has played a fundamental role making the scheme a success.

**References:**


Agartala Municipal Corporation (AMC) official website
Budget documents of AMC
Swachh Bharat Mission Urban ranking
Tripura Urban Employment Programme Guidelines
Tripura Urban Employment Programme revised guidelines
Research Study Interview Insights

# 09

# ANNEXURE

**9.1. Status of Devolution of 18 functions**
**9.2. Profiles of the Cities**

# 9.1. Status of Devolution of 18 functions

| Sr. No | Functions | Arunachal Pradesh | Assam | Manipur | Meghalaya | Mizoram | Nagaland | Sikkim | Tripura |
|---|---|---|---|---|---|---|---|---|---|
| | | Itanagar | Guwahati | Imphal | Shillong | Aizawl | Kohima | Gangtok | Agartala |
| 1 | Urban planning including town planning. | State Department of Town Planning | Guwahati Metropolitan Development Authority (GMDA) | Town & Country Planning Department;<br><br>Planning Development Authority | Meghalaya Urban Development Agency (MUDA);<br><br>State Urban Affairs Department | Country and Town Planning (UD & PA);<br><br>Aizawl Municipal Corporation (AMC) | State Urban Development Department (UDD) | State Urban Development and Housing Department | Agartala Municipal Corporation (AMC) Planning Section;<br><br>State Urban Development Department (UDD);<br><br>Tripura Urban Planning and Development Board;<br><br>Agartala Smart City Limited |
| 2 | Regulation of land-use and construction of buildings. | State Department of Town Planning | Guwahati Municipal Corporation (GMC) Town Planning Branch and Enforcement Branch;<br><br>Guwahati Metropolitan Development Authority | State Town & Country Planning Department;<br><br>Imphal Municipal Corporation (IMC) Engineering Department | Meghalaya Urban Development Agency (MUDA) | Country and Town Planning (UD & PA);<br><br>Aizawl Municipal Corporation (AMC) Town Planning Department | State Urban Development Department (UDD);<br><br>Kohima Municipal Council (KMC) | State Land Revenue Department;<br><br>Gangtok Municipal Corporation (GMC) License Section | Agartala Municipal Corporation (AMC) Planning Section and Enforcement Cell;<br><br>State Urban Development Department (UDD);<br><br>District Magistrate |

Functions under city government | Functions under multiple agencies | Functions under State government

# 9.1. Status of Devolution of 18 functions

| Sr. No | Functions | Arunachal Pradesh | Assam | Manipur | Meghalaya | Mizoram | Nagaland | Sikkim | Tripura |
|---|---|---|---|---|---|---|---|---|---|
| | | Itanagar | Guwahati | Imphal | Shillong | Aizawl | Kohima | Gangtok | Agartala |
| 3 | Planning for economic and social development | NULM and PMAY cell of Itanagar Municipal Corporation (IMC) | Guwahati Municipal Corporation (GMC) Markets Branch;<br><br>NULM Cell;<br><br>PM SVANidh Cell | State Social Welfare Department;<br><br>District Collectorate | State Urban Affairs Department; Urban Poverty alleviation Cell of Shillong Municipal Board (SMB);<br><br>Meghalaya Urban Development Agency (MUDA) | State Planning and Programme Implementation Department | District Urban Development Agencies (DUDA) under UDD;<br><br>State Department of Social Welfare | State Urban Development and Housing Department;<br><br>Gangtok Municipal Corporation (GMC) Bazar Section | Agartala Municipal Corporation (AMC) Development Section and Market Section;<br><br>State Urban Development Department (UDD);<br><br>Agartala Smart City Limited |
| 4 | Roads and bridges. | Itanagar Municipal Corporation (IMC) Engineering department;<br><br>State Public Works Department | Guwahati Municipal Corporation;<br><br>State Public Works Department | State Public Works Department;<br><br>Imphal Municipal Corporation (IMC) Engineering Department | State Public Works Department;<br><br>SMART City | State Public Works Department | National Highway Authority of India (NHAI);<br><br>State Public Works Department | State Urban Development and Housing Department;<br><br>National Highway Authority of India (NHAI) | Agartala Municipal Corporation Public Works Section;<br><br>State Public Works Department |
| 5 | Water supply for domestic, industrial and commercial purposes | State Public Health Engineering Department | Guwahati Municipal Corporation Water Works Branch;<br><br>State Public Health Engineering Depar tment;<br><br>Assam Urban Water Supply & Sewerage Board | State Public Health and Engineering (PHED) Department | Shillong Municipal Board (SMB) Water Works cell;<br><br>State Public Health and Engineering Department;<br><br>SMART city | State Public Health and Engineering Department (PHED);<br><br>SIPMIU- (SPV) | State Public Health and Engineering Department (PHED) | State Urban Development and Housing Department | Tripura Jal Board |

Functions under city government

Functions under multiple agencies

Functions under State government

# 9.1. Status of Devolution of 18 functions

| Sr. No | Functions | Arunachal Pradesh | Assam | Manipur | Meghalaya | Mizoram | Nagaland | Sikkim | Tripura |
|---|---|---|---|---|---|---|---|---|---|
| | | Itanagar | Guwahati | Imphal | Shillong | Aizawl | Kohima | Gangtok | Agartala |
| 6a | Public health and sanitation conservancy | State Public Health Engineering Department;<br><br>Itanagar Municipal Corporation (IMC) and Engineering Branch and Solid Waste Management Cell | Guwahati Municipal Corporation Health Branch, Garage Branch and Engineering Branch;<br><br>State Public Health Engineering Department | State Public Health and Engineering (PHED) Department | District Health Officer | State Public Health and Engineering Department (PHED);<br><br>State Health & Family Welfare Department | State Health Department;<br><br>Kohima Municipal Council (KMC) Engineering branch and Solid Waste Management cell | Gangtok Municipal Corporation (GMC) Sanitation Section;<br><br>State Health Department;<br><br>State Health and Family Welfare Department;<br><br>State Public Health Engineering Department | Agartala Municipal Corporation Mechanical Section and Health Section;<br><br>State Health Department;<br><br>State Urban Development Department (UDD);<br><br>National Buildings Construction Corporation Limited (NBCC) |
| 6b | Solid waste management | Itanagar Municipal Corporation (IMC) Solid Waste Management Department | Guwahati Municipal Corporation;<br><br>NGOs | Imphal Municipal Corporation (IMC) Solid Waste Management Department;<br><br>Imphal SMART city | Shillong Municipal Board (SMB) Solid Waste Management Cell;<br><br>SMART city | Aizawl Municipal Corporation (AMC) Solid Waste Management Department | Kohima Municipal Council (KMC) Solid Waste Management cell | Gangtok Municipal Corporation (GMC) Sanitation Section | Agartala Municipal Corporation Mechanical Section and Health Section |
| 7 | Fire services | State Fire Service & Police Department | Assam Fire Service Organisation | State Fire Service & Police Department | Meghalaya Fire Services Department | State Fire & Emergency Department | Fire and Emergency Service Nagaland | State Fire Department | State Fire Force Department |

Functions under city government

Functions under multiple agencies

Functions under State government

# 9.1. Status of Devolution of 18 functions

| Sr. No | Functions | Arunachal Pradesh | Assam | Manipur | Meghalaya | Mizoram | Nagaland | Sikkim | Tripura |
|---|---|---|---|---|---|---|---|---|---|
| | | Itanagar | Guwahati | Imphal | Shillong | Aizawl | Kohima | Gangtok | Agartala |
| 8 | Urban forestry, protection of the environment and promotion of ecological aspects. | State Forest Department | State Forest Department; Guwahati Metropolitan Development Authority | State Forest Department | State Forest & Environment Department | State Department of Environment, Forest & Climate Change | State Department of Environment, Forest & Climate Change | State Forest Department; Sikkim State Pollution Control Board | Agartala Municipal Corporation Tripura State Pollution Control Board; State Forest Department |
| 9 | Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded | NULM and PMAY cell of Itanagar Municipal Corporation (IMC) State Social Welfare, Women and Child Development | State Social Welfare Department | State Social Welfare Department; District Collectorate | Meghalaya Urban Development Agency (MUDA); Urban Poverty Alleviation cell of Shillong Municipal Board (SMB); District Collector | State Health & Family Welfare Department; State Department of Social Welfare | District Urban Development Agencies (DUDA) under UDD; | State Social Justice, Empowerment and Welfare Department; Gangtok Municipal Corporation | Agartala Municipal Corporation Development Section; State Urban Development Department (UDD) State Department of Social Justice |
| 10 | Slum improvement and upgradation | NULM and PMAY cell of Itanagar Municipal Corporation (IMC) | Guwahati Municipal Corporation PMAY Cell | State Social Welfare Department; Imphal Municipal Corporation (IMC) | Meghalaya Urban Development Agency (MUDA); Shillong Municipal Board (SMB) Urban Poverty alleviation cell | Urban Development & Poverty Alleviation (UD&PA) Department | Kohima Municipal Council (KMC); Directorate of Municipal Affairs (DMA) | State Empowerment and Welfare Department; State Urban Development and Housing Department | Agartala Municipal Corporation Development Section; State Urban Development Department (UDD) |

Functions under city government | Functions under multiple agencies | Functions under State government

# 9.1. Status of Devolution of 18 functions

| Sr. No | Functions | Arunachal Pradesh | Assam | Manipur | Meghalaya | Mizoram | Nagaland | Sikkim | Tripura |
|---|---|---|---|---|---|---|---|---|---|
| | | Itanagar | Guwahati | Imphal | Shillong | Aizawl | Kohima | Gangtok | Agartala |
| 11 | Urban poverty alleviation | NULM and PMAY cell of Itanagar Municipal Corporation (IMC) | Guwahati Municipal Corporation NULM Cell | State Social Welfare Department;<br><br>District Collectorate | Meghalaya Urban Development Agency (MUDA);<br><br>Shillong Municipal Board (SMB) Urban Poverty alleviation cell | Urban Development & Poverty Alleviation (UD&PA) Department;<br><br>Aizawl Municipal Corporation (AMC) | District Urban Development Agencies (DUDA) under UDD; | State Empowerment and Welfare Department;<br><br>State Urban Development and Housing Department | Agartala Municipal Corporation Development Section;<br><br>State Urban Development Department (UDD) |
| 12 | Provision of urban amenities and facilities such as parks, gardens, playgrounds | Itanagar Municipal Corporation (IMC) Engineering branch | Guwahati Municipal Corporation Engineer Branch;<br><br>Guwahati Metropolitan Development Authority (GMDA) | Imphal Municipal Corporation (IMC);<br><br>State Forest Department; | Shillong Municipal Board (SMB);<br><br>State Forest Department | Aizawl Municipal Corporation (AMC);<br><br>Aizawl Smart City Ltd. (ASCL); Private Clubs | State Urban Development Department (UDD);<br><br>Directorate of Municipal Affairs DMA);<br><br>SMART CITY | State Urban Development and Housing Department;<br><br>State Forest Department, Gangtok Municipal Corporation (GMC) Engineering Section | Agartala Municipal Corporation Mechanical Section, Public Works Section and Electrical Section;<br><br>State Forest Department;<br><br>Agartala Smart City Limited |
| 13a | Promotion of cultural and aesthetic aspects. | Directorate Of Tourism;<br><br>Itanagar Municipal Corporation (IMC) Engineering branch | State Department of Cultural Affairs;<br><br>Guwahati Metropolitan Development Authority (GMDA) | Directorate of Art & Culture;<br><br>SMART city | Directorate of Art & Culture | Art & Culture Department | State Department of Tourism;<br><br>State Department of Art & Culture; Smart City | State Culture Department;<br><br>Gangtok Municipal Corporation (GMC) | Agartala Municipal Corporation (AMC);<br><br>State Department of Information and Cultural Affairs |
| 13b | Promotion of education | State Department of Education | Guwahati Municipal Corporation;<br><br>State Education Department | State Education Department | State Education Department | Directorate of School Education | State Department of Education | State Education Department | Agartala Municipal Corporation (AMC);<br><br>State Education Department |

Functions under city government | Functions under multiple agencies | Functions under State government

# 9.1. Status of Devolution of 18 functions

| Sr. No | Functions | Arunachal Pradesh | Assam | Manipur | Meghalaya | Mizoram | Nagaland | Sikkim | Tripura |
|---|---|---|---|---|---|---|---|---|---|
| | | Itanagar | Guwahati | Imphal | Shillong | Aizawl | Kohima | Gangtok | Agartala |
| 14 | Burials and burial grounds; cremations, cremation grounds | Itanagar Municipal Corporation (IMC) | Guwahati Municipal Corporation (GMC)<br><br>NGO | Imphal Municipal Corporation (IMC) | Shillong Municipal Board (SMB) | Engineering Department Aizawl Municipal Corporation<br><br>Young Mizo Association | Kohima Municipal Council (KMC) | State Urban Development and Housing Department;<br><br>Gangtok Municipal Corporation (GMC) | Agartala Municipal Corporation (AMC) Public Works Section, Mechanical Section, Electrical Section;<br><br>State Urban Development Department (UDD) |
| 15 | Cattle pounds; prevention of cruelty to animals | Itanagar Municipal Corporation (IMC) | Veterinary Branch Guwahati Municipal Corporation (GMC) | Imphal Municipal Corporation (IMC) | District Health Officer<br><br>Health Department Shillong Municipal Board (SMB) | State Department of Animal Husbandry & Veterinary | Veterinary Cell Kohima Municipal Council (KMC) | State Urban Development and Housing Department;<br><br>State Animal Husbandry Department | Agartala Municipal Corporation (AMC);<br><br>State Animal Resources Development Department |
| 16 | Vital statistics including registration of births and deaths. | Itanagar Municipal Corporation (IMC) | State Health Department;<br><br>Guwahati Municipal Corporation Health Branch | Imphal Municipal Corporation Births & Death section | Shillong Municipal Board (SMB) Health Department | Aizawl Municipal Corporation;<br><br>State Statistics and Economics Department | State Department of Economics and Statistics | Gangtok Municipal Corporation (GMC) Death & Birth Cell | Agartala Municipal Corporation (AMC) Health Section |

Functions under city government

Functions under multiple agencies

Functions under State government

# 9.1. Status of Devolution of 18 functions

| Sr. No | Functions | Arunachal Pradesh | Assam | Manipur | Meghalaya | Mizoram | Nagaland | Sikkim | Tripura |
|---|---|---|---|---|---|---|---|---|---|
| | | Itanagar | Guwahati | Imphal | Shillong | Aizawl | Kohima | Gangtok | Agartala |
| 17a | Public amenities including street lighting, parking lots and public conveniences | Itanagar Municipal Corporation (IMC);<br><br>State Department of Power; Smart city;<br><br>State Public Health Engineering Department | Guwahati Municipal Corporation Electrical Branch;<br><br>Guwahati Metropolitan Development Authority (GMDA) | Imphal Municipal Corporation (IMC);<br><br>State Transport Department; State Traffic Police;<br><br>Manipur State Electricity Distribution Corporation Limited | Shillong Municipal Board (SMB);<br><br>Meghalaya State Electricity Corporation Limited;<br><br>State Traffic Police | Aizawl Municipal Corporation;<br><br>Urban Development & Poverty Alleviation (UD&PA);<br><br>Smart City | State Power Department;<br><br>Smart City;<br><br>Regional Transport Authority | State Urban Development and Housing Department;<br><br>State Power & Energy Department, Gangtok Municipal Corporation Bazar Section;<br><br>Gangtok Smart City Ltd | Agartala Municipal Corporation (AMC) Public Works Section, Electrical Section, Mechanical Section, Market Section and Planning Section;<br><br>State Transport Department;<br><br>Agartala Smart City Limited |
| 17b | Bus Stops | Smart City;<br><br>State Transport Department | State Transport Department;<br><br>Guwahati Municipal Corporation | State Transport Department | State Transport Department | State Department of Transport,<br><br>Aizawl Municipal Corporation | Regional Transport Authority | Sikkim Nationalised Transport | Agartala Municipal Corporation (AMC);<br><br>Agartala Smart City Limited |
| 18 | Regulation of slaughter houses and tanneries | Itanagar Municipal Corporation (IMC) | Assam Livestock and Poultry Corporation;<br><br>Guwahati Municipal Corporation Veterinary Branch | Imphal Municipal Corporation Health department | State Veterinary Department | State Department of Animal Husbandry & Veterinary | Kohima Municipal Council (KMC) | State Animal Husbandry Department | Agartala Municipal Corporation (AMC) Public Works Section and Health Section;<br><br>State Animal Resources Development Department |

Functions under city government

Functions under multiple agencies

Functions under State government

# 9.2. City Profiles

| Sr No | State | City | Status – Corporation/Council | No. of wards | Municipal Corporation Act | Town Planning Act | Climate Action Plans | Climate Cell |
|---|---|---|---|---|---|---|---|---|
| 1 | Arunachal Pradesh | Itanagar | Corporation | 20 | Arunachal Pradesh Municipal Corporation Act, 2019 | The Arunachal Pradesh Urban and Country Planning Act, 2007 | Arunachal Pradesh State Action Plan on Climate Change 2011 | The Arunachal Pradesh Climate Change Centre |
| 2 | Assam | Guwahati | Corporation | 60 | Guwahati Municipal Corporation Act, 1971 | The Assam Town and Country Planning Act, 1959 | Assam State Action Plan on Climate Change (2021-2030) | Assam State Climate Cell |
| 3 | Manipur | Imphal | Corporation | 27 | Manipur Municipalities Act, 1994<br>Manipur Municipality Community Participation Act, 2010 | The Manipur Town and Country Planning Act, 1975 | Manipur State Action Plan on Climate Change, 2013 | Manipur State Climate Change Cell |
| 4 | Meghalaya | Shillong | Board | 27 | Meghalaya Municipal Act, 1973 | Meghalaya Town and Country Planning Act, 1973 | Meghalaya State Climate Change Action Plan 2011 | Meghalaya Climate Changer Center |
| 5 | Mizoram | Aizawl | Corporation | 19 | Mizoram Municipalities Act, 2007 | The Mizoram Urban and Regional Development Act, 1990 | Not Applicable | Mizoram State Climate Change Cell |
| 6 | Nagaland | Kohima | Council | 19 | Nagaland Municipal Act, 2001 | Nagaland Town and Country Planning Act, 1996 | Nagaland State Action Plan on Climate Change 2012 | Nagaland State Climate Change Cell |
| 7 | Sikkim | Gangtok | Corporation | 17 | Sikkim Municipalities Act, 2007 | Sikkim Urban and Regional Planning and Development Act, 1998 | Sikkim State Action Plan on Climate Change 2011-2040 | Sikkim Climate Change Cell |
| 8 | Tripura | Agartala | Corporation | 51 | Tripura Municipal Act, 1994 | Tripura Urban Planning and Development Act, 2018 | Not Applicable | Tripura State Climate Change Cell |

# 9.2. City Profiles: Estimated Population

| State | City | 2016 | 2017 | 2018 | 2019 | 2020 | 2021 | 2022 |
|---|---|---|---|---|---|---|---|---|
| | | Estimated Population (in Lakhs) | | | | | | |
| Arunachal Pradesh | Itanagar | 67,732.88 | 69,564.96 | 71,458.22 | 73,412.64 | 75,428.24 | 77,505.00 | 79,642.93 |
| Assam | Guwahati | 4,40,028.46 | 4,39,116.04 | 4,37,482.31 | 4,35,127.28 | 4,32,050.94 | 4,28,253.30 | 4,23,734.35 |
| Manipur | Imphal | 5,70,859.57 | 5,84,947.48 | 599413.12 | 614256.50 | 629477.61 | 645076.45 | 661053.02 |
| Meghalaya | Shillong | 1,84,581.07 | 1,92,397.16 | 2,00,857.14 | 2,09,961.02 | 2,19,708.79 | 2,30,100.45 | 2,41,13 |
| Mizoram | Aizawl | 3,52,384.89 | 3,60,517.56 | 3,68,852.40 | 3,77,389.40 | 3,86,128.57 | 3,95,069.90 | 4,04,213.4 |
| Nagaland | Kohima | 1,34,097.17 | 1,36,829.00 | 1,39,604.16 | 1,42,422.66 | 1,45,284.49 | 1,48,189.65 | 1,51,138.14 |
| Sikkim | Gangtok | 1,14,328.08 | 1,17,512.36 | 1,20,821.93 | 1,24,256.78 | 1,27,816.92 | 1,31,502.35 | 1,35,313.07 |
| Tripura | Agartala | 4,77,161.79 | 4,96,004.96 | 5,15,985.34 | 5, 37,102.92 | 5,59,357.71 | 5,82,749.70 | 6,07,278.9 |

*Formula:*
*Incremental Population Increase Method:*
*$Population_{2011}$ + n * average increase + {n(n+1)/2} * incremental increase*

*n = (Future year – Last known year) / 10*

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