



URBAN GOVERNANCE DIALOGUE

Transforming Urban Governance

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Urban Governance Index - Empowered City Administration

The 'Empowered City Administration' forms the second theme of Praja's Urban Governance Index. The theme entails independent control of the city government over human resource management, and 18 functions mentioned in Twelfth Schedule of the 74th Constitutional Amendment Act (CAA). This is based on the principle of subsidiarity which states that functions related to the local level can be performed efficiently by local governments. It is, with this premise, that the 74th CAA was enacted in 1992 with the specification of 18 functions to be performed at the city government level, included as the Twelfth Schedule of the constitution. The same applies to the management of human resources of the city government i.e., to decentralise the decision-making authority to the city government level, by giving independent control over management of manpower as per requirement.

SUB-THEME 1

Control and Training of Human Resources for Functions under City Government

The Control and training of human resources for functions under the city government forms the first sub-theme under the theme of Empowered City Administration. As highlighted above, the city government is best placed to know how many officials and ground staff are required, whether on contract or permanent, as per needs of projects or other range of activities as part of executing a function. The city government can also identify what kind of trainings are required for the staff. These can only be exercised if the city government is given the independent authority to sanction human resource and to conduct trainings for the officials and staffs. Another important aspect of human resource

In this edition of Urban Governance Dialogue E-newsletter, we bring to you the background and key insights behind the theme 2 of the Praja's Urban Governance Index: Empowered City Administration. This is in continuation to our series of e-newsletters delving upon each of the four themes of the Urban Governance Index.



management is the quality of the officials working in the city government, which primarily includes the basic necessary skills, and experience to handle tasks or implement actions in order to contribute towards efficient service delivery or performance of function. Therefore, it is important to have separate municipal cadre-based officials, who are trained and experienced in specific urban functions. These officials can be recruited by an independent agency at the state level and then can be directed to work in municipalities as per vacancy.



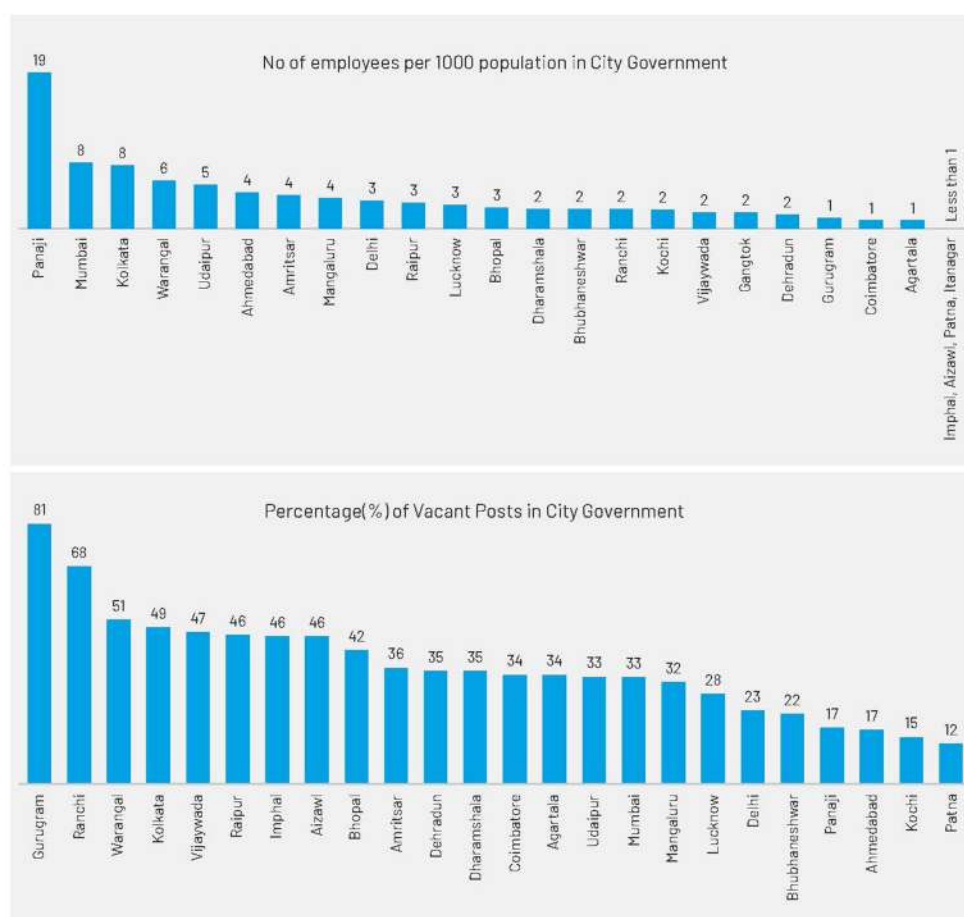
Problems faced when control and training of human resources are not under the independent control of City Government

- City government will not be able to fill up vacant posts/recruit human resource as per the need, which will impact execution of projects and affect the efficiency in delivery of services.
- City government will not have officials who are trained or experienced in working on specific urban functions, which will lead to lack of expertise and dearth of capacity to handle tasks and deliver, with efficiency.
- City government will not be able to conduct regular and mandatory trainings and take decisions on the kind of trainings that are required for officials and/or staff, thereby having a workforce which is not up to date with latest practices in the field thus leading to a lack in capacity to perform.

Key Insights from the Urban Governance Index

1. City administration of only four states (Goa, Tamil Nadu, Uttar Pradesh, Uttarakhand) have authority of sanctioning recruitments.
2. Mizoram and West Bengal have provisions for an autonomous body to conduct recruitments of municipal cadre/service officials. (Mizoram – Mizoram Municipal Common Cadre Authority and West Bengal – West Bengal Municipal Service Commission)
3. Jharkhand and Tripura have provisions in their State Municipal Acts for conducting trainings for selective department officials.

STATUS OF HUMAN RESOURCE IN CITY GOVERNMENT



Note - Status of Human Resource was not available for City Governments of Guwahati, Kohima and Shillong.

4. In four out of 29 cities, city government have less than one or just one employee per 1000 population. These cities are namely, Aizawl, Imphal, Itanagar and Patna.
5. Gurugram, Ranchi and Warangal have more than 50% vacancy out of total sanctioned employees in the respective city government. Gurugram has the highest vacancy among the three cities mentioned, which stands at 81%.
6. Itanagar and Gangtok have state deputed officials occupying all sanctioned posts, hence, not included in the above graph.

Note – (i) A total of 29 units – 29 cities across 28 States and NCT of Delhi, was covered as part of Praja's Urban Governance Study; (ii) Status of Human Resource was not available for City governments of Guwahati, Kohima and Shillong.

SUB-THEME 2

Devolution and control of 18 functions mentioned in Twelfth Schedule of the Constitution

The Twelfth Schedule introduced in the Constitution as part of the 74th CAA, was based on the principle of subsidiarity in which city governments, as local self-governance units, control and execute these functions independently at the city level. Citizens in the city are concerned about the condition of civic services being provided, be it water supply, waste management etc. And hence, if there are any issues with such services, citizens need to be able to hold the authority concerned, accountable. In this regard, the city government, a third-tier democratic government, which is at the closest reach to the citizen at the local level, can be held accountable. This will enable local grassroot democracy to function.

However, our cities have parastatal/state agencies, such as the Water Supply Boards, Development Authorities etc., including the Smart City Special Purpose Vehicles (SPVs), which are tasked with specific functions or responsibilities, but hold no accountability to the citizens of the city. Apart from the issue of accountability, the presence of multiple agencies leads to issues in coordination among agencies and the city government. The fragmentation of control of functions over multiple agencies affects the planning, execution, and delivery of services in the city. These agencies that operate within the city jurisdiction, need to come under the purview of the city government. The city government should act as the nodal agency for execution of functions in the city, thereby, having these parastatal agencies accountable to the city government.

Hence, city government should be given the authority to control all of the 18 functions mentioned in the Twelfth Schedule at the city level, which will ensure that no fragmentation of control prevails and accountability to citizens are maintained.

Possible problems if the control of 18 functions is not devolved to the City Government

- If all 18 functions are not devolved to city government, then the control over functions will be fragmented over multiple agencies that operate in the city. This will lead to lack of co-ordination between agencies and the city government in execution of functions at the city level.
- Functions that are with parastatal/state agencies will not have a democratic structure and platforms, leading to no accountability towards citizens of the city.
- Citizens will have less of a role to play in the planning and execution of functions in their city, as is the case with Smart City projects.
- It creates a situation where citizens have no idea, on which agency is performing which function in their city, and therefore end up not knowing where to register their grievances or raise issues concerning the corresponding functions.

Key insights from the Urban Governance Index

1. None of the states have devolved all the 18 functions to the city government.
2. Nine out of the 24 cities do not have any elected representatives from the city government as members of the Smart City SPV board.
3. Out of 24 cities, only the mayor of the Udaipur's city government is vice-chairperson of Smart City SPV's Board of Directors.
4. In 22 out of the 24 cities, councillors are not members of the Smart City SPV's Board of Directors. Only in Ahmedabad and Mangaluru, councillors are involved in decision making, as members of SPV board. In Mangaluru, four councillors are members of SPV board, whereas in Ahmedabad, one councillor is a member of SPV board apart from mayor.

Note – (i) A total of 29 units – 29 cities across 28 States and NCT of Delhi, was covered as part of the Praja's Urban Governance Study; (ii) Delhi, Gurugram, Mumbai, Kolkata and Vijayawada are the five out of the 29 cities that do not have a Smart City SPV; (iii) Please see below tables corresponding to insights that are mentioned.

STATUS OF DEVOLUTION OF 18 FUNCTIONS ACROSS STATES

	18 Functions																				
States	1	2	3	4	5	6a	6b	7	8	9	10	11	12	13a	13b	14	15	16	17a	17b	18
Andhra Pradesh																					
Arunachal Pradesh																					
Assam																					
Bihar																					
Chhattisgarh																					
Delhi																					
Goa																					
Gujarat																					
Haryana																					
Himachal Pradesh																					
Jharkhand																					
Karnataka																					
Kerala																					
Madhya Pradesh																					
Maharashtra																					
Manipur																					
Meghalaya																					
Mizoram																					
Nagaland																					
Odisha																					
Punjab																					
Rajasthan																					
Sikkim																					
Tamil Nadu																					
Telangana																					
Tripura																					
Uttar Pradesh																					
Uttarakhand																					
West Bengal																					

Functions under city government

Functions under multiple agencies

Functions under State government

Functions under city government

Functions under multiple agencies

Functions under State government

- 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, 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 birth and death registration
- 17a Public amenities including street lighting, parking lots and public conveniences.
- 17b Bus stops
- 18 Regulation of slaughterhouses and tanneries

REPRESENTATION OF CITY GOVERNMENT IN SMART CITY MISSION

Sr No	States	City*	Ratio of State-City representation in SPV's board	Members	Councillors
1	Andhra Pradesh	Vijayawada	Not part of the Smart City Mission		
2	Arunachal Pradesh	Itanagar	02:01	Chief Executive Municipal Officer (Commissioner)	No
3	Assam	Guwahati	08:01	Commissioner	No
4	Bihar	Patna	10:02	Mayor and Commissioner	No
5	Chhattisgarh	Raipur	10:01	Commissioner	No
6	Delhi	Delhi	Not part of the Smart City Mission		
7	Goa	Panaji	09:02	Mayor and Commissioner	No
8	Gujarat	Ahmedabad	09:03	Mayor, Commissioner, Standing committee Chairperson	Yes
9	Haryana	Gurugram	Not part of the Smart City Mission		
10	Himachal Pradesh	Dharamshala	12:03	Mayor and Commissioner	No
11	Jharkhand	Ranchi	11:03	Mayor and Commissioner	No
12	Karnataka	Mangaluru	10:06	Mayor, Commissioner and 4 Councillors	Yes
13	Kerala	Kochi	09:02	Mayor and Secretary	No
14	Madhya Pradesh	Bhopal	11:02	Mayor and Commissioner	No
15	Maharashtra	Mumbai	Not part of the Smart City Mission		
16	Manipur	Imphal	05:00	Mayor and Commissioner	No
17	Meghalaya	Shillong	03:00	CEO (Commissioner)	No
18	Mizoram	Aizawl	03:00	Mayor and Commissioner	No
19	Nagaland	Kohima	08:01	Commissioner	No
20	Odisha	Bhubaneswar	14:01	Commissioner	No
21	Punjab	Amritsar	12:02	Mayor and Commissioner	No
22	Rajasthan	Udaipur	10:02	Mayor as vice-Chairperson and Commissioner	No
23	Sikkim	Gangtok	03:00	Commissioner	No
24	Tamil Nadu	Coimbatore	13:02	Mayor and Commissioner	No
25	Telangana	Warangal	14:02	Mayor and Commissioner	No
26	Tripura	Agartala	07:01	Commissioner	No
27	Uttar Pradesh	Lucknow	08:01	Commissioner	No
28	Uttarakhand	Dehradun	14:02	Mayor and Commissioner	No
29	West Bengal	Kolkata	Not part of the Smart City Mission		

Source – Praja's Urban Governance Reforms Study; Official websites of smart cities;

References:

1. To know more about UGI 2020: [Urban Governance Index 2020](#)
2. To view explanatory Videos on UGI:
 - [Need for an Urban Governance Index](#)
 - [Framework of Urban Governance Index](#)
3. To access all the State Level Urban Governance Study reports: [State - Urban Governance Reports](#)

We would like to know your views and feedbacks based on the above information shared.
Feel free to reach us at urbandialogue@praja.org

Praja released the first Urban Governance Index 2020 in Dec 2020. The index is divided into four themes which are then divided into thirteen sub-themes and further divided into a series of total 42 indicators. The video discusses the sub-themes under Theme 2 - Empowered City Administration.



Kind Regards,

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