



List of Attendees

Sr. No.	Name	Designation/Organization
1	Amit Madre	Councillor, Amritsar Municipal Corporation
2	Arvind Sharma	Councillor, Amritsar Municipal Corporation
3	Daljit Singh Kohli	Amritsar Vikas Manch
4	Deepak Babbar	Mission Aagaaz
5	Deepti Sharma	Swami Vivekanand Medical Mission
6	Gurjit Kaur	Councillor, Amritsar Municipal Corporation
7	Guruprasad Kamble	Project Officer, Praja Foundation
8	Jaganmohan Singh	Lok Kalyan Samiti
9	Jarnail Singh Dhot	Councillor, Amritsar Municipal Corporation
10	Jatinder Kaur	Councillor, Amritsar Municipal Corporation
11	Kulwant Singh Aukhi	Councillor, Amritsar Municipal Corporation
12	Mamta Dutta	Councillor, Amritsar Municipal Corporation
13	Mandeep Narula	Councillor, Amritsar Municipal Corporation
14	Mani Sharma	Councillor, Amritsar Municipal Corporation
15	Meghna Bandelwar	Project Officer, Praja Foundation
16	Milind Mhaske	Director, Praja Foundation



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Sr. No.	Name	Designation/Organization
17	Navdeep Singh	Councillor, Amritsar Municipal Corporation
18	Navjot Singh	Superintendent Engineer Amritsar Municipal Corporation
19	Neera Bala	Sawera India
20	Pardeep Sharma	Councillor, Amritsar Municipal Corporation
21	Parminder Kaur	Sawera India
22	Praneet Kaur	Swami Vivekanand Medical Mission
23	Raicosu Kaur	Councillor, Amritsar Municipal Corporation
24	Ria Singh	Project Officer, Praja Foundation
25	Samir Dutta	Councillor, Amritsar Municipal Corporation
26	Sandhya Sikka	Councillor, Amritsar Municipal Corporation
27	Shinder Kaur	Councillor, Amritsar Municipal Corporation
28	Shivam Arora	Councillor, Amritsar Municipal Corporation
29	Surinder Chowdhary	Councillor, Amritsar Municipal Corporation
30	Tarun Sharma	Co Founder, Nagrika



Summary

The Roundtable facilitated discussions in understanding the key problems facing cities in Punjab and possible solutions surrounding these issues. It was agreed that city governments need to be empowered for efficient service delivery. Funds, functions and functionaries should be also devolved to the city government and interference of the state government needs to be reduced. The participants also discussed the need for improvement in the decentralized governance model of Punjab. The themes covered in the discussion were Devolution of 18 Function, City Government – composition and function and Municipal Finance. Presented below are summary of the views of various urban governance stakeholders that were a part of the Punjab State level consultation.

1. Status of devolution of 18 Functions as per 74th Constitution Amendment Act

Out of the 18 functions, only 5 are independently controlled the city government, 10 are handled by multiple agencies and 3 are completely under state control. The participants such as Councillors and civil society organisations agreed that devolution of functions has not happened properly and city governments in Punjab are not being empowered. They have limited powers and are bound to the States for service delivery. In addition, stakeholders came to agreement that the Amritsar municipal corporation should resolve for complete devolution of 18 functions as per 74th CAA, 1992 to the corporation.

2. City Government Composition and Function:

2.1 Mayoral System

Punjab has a mayoral system with stable tenure of 5 years. However participants mentioned that mayor does not have any administrative powers; they are vested with Commissioner. It was agreed that many practices which are present in Kochi and Bhopal such as empowered Mayor with financial powers are lacking in Amritsar. Also there is no proper documentation or track record of work done by Mayor and it is less likely to be carried forward by next Mayor. Participants also expressed the need to improve coordination between Mayor, Councillors and citizens.



Summary of discussions by Roundtable participants

2.2 Role of Councillor

The role of Councillors is to solve the problem of citizens but there is scope to improve communication between Councillor and citizens. Stakeholders raised concern that many Councillors are not aware about 74th Amendment Act and even about their work and rights. In addition, stakeholders expressed the need to empower Councillors and raise awareness among them about their rights and provisions in the Act. It was agreed that Councillors should be given regular training in order to build their capacities to understand complex administrative processes but at present Corporation does not do so.

2.3 Committees

There is one special committee called as Finance and Contract Committee which plays an important role in budget making process and tendering process. In Amritsar, Ward committees have not been constituted yet. Participants mentioned that not much interest has been shown in forming ward committees. However, stakeholders recognised the presence of informal committees i.e. Mohalla Sudhar Committees at ward level. It was mentioned that Mohalla Sudhar Committees should have more public participation as currently Councillor selects members of it. Participants believed the need to strengthen such local level committees and further mentioned that Mohalla Sudhar Committee can report to Councillor about the issues and Councillor can report to higher administration which can solve the coordination problem.

2.4 Multiple agencies

Multiple agencies continue to be a problem that inhibits efficient service delivery. Participants mentioned that there is lack of coordination between Amritsar Municipal Corporation and Parastatal bodies which are working in jurisdiction of city. In addition, the unified plans are lacking between them.

2.5 Urban Schemes

Amritsar is part of Atal Mission for Rejuvenation and Urban Transformation scheme (AMRUT) due to which reforms such as E-governance & double entry accounting system are being implemented in the city. Special Purpose Vehicle (SPV) for implementation of Smart City Mission has been created. Commissioner and Mayor are part of Special Purpose Vehicle. Participants mentioned that Councillors are not part of the SPV Board. If there is active involvement of Councillors and city government in the Smart City Mission then it can help in improving the local development.



2.6 Resources

Amritsar Municipal Corporation does not have authority to recruit human resources whenever there is need; it is done by State government. Participants mentioned that the human resources should be increased for the efficient delivery of services as there is shortage of human resources in every ward. They agreed that the human resource and population ratio is not balanced in the Amritsar Municipal Corporation.

3 Municipal Finance

3.1 Budget

Participants mentioned that the budget is insufficient for the effective delivery of services. They also mentioned that the Councillor do not have any vital role in the budget making process. Finance & Contract Committee (F&CC) plays a major role in it. Participants also discussed that there is no Councillor fund which becomes barrier for them to work efficiently, they mentioned that even sarpanch of village can carry out work up to 20 lakhs whereas Councillors cannot. They expressed need of financial decentralisation and autonomy to city governments to have more control over finance.

3.2 Source of Revenue

Participants discussed that there is need to improve the revenue generation. They questioned the existing revenue collection model as tax waivers are given to people for instance, those who occupy less than 125 sq. yards of houses are exempted from property tax. In addition, stakeholders mentioned that there are some areas in the city where shopkeepers are earning in crores but tax is not collected properly from them due to small sizes of their shops. Further they mentioned that Octroi has been abolished which was the major source of revenue. Participants also mentioned that with increasing population the revenue has failed to increase as the number of tax payer is less. Participants agreed that there is need to revisit tax rates and look for potential sources of revenue such as parking charges, tourism tax etc.

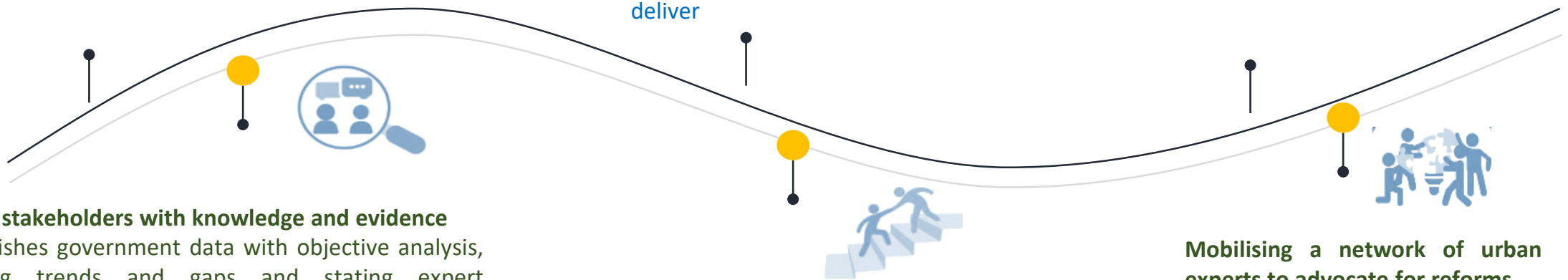


Over the past two decades Praja has been devoted to bringing transparency and is now embarking on an ambitious journey to transform urban governance

1 Citizens experience poor quality of services and shortage of basic infrastructure like clean water, sanitation, health & education facilities, affordable housing and public transportation. Elected representatives don't have access to data or quality standards to push for improvements

2 Lack of empowerment of local elected representatives to hold the executive accountable coupled with the inadequate skills, knowledge and leadership to be able to effectively deliver

3 City governments are responsive to the needs of the citizens but they are not future-ready



Equipping stakeholders with knowledge and evidence

Praja publishes government data with objective analysis, highlighting trends and gaps and stating expert recommendations for change, and also create parameters to gauge the quality of urban infrastructure and service delivery



Availability of data and service delivery index provides higher transparency

Engaging Stakeholders

Praja will build local elected representatives' capacity by both increasing their knowledge and developing their skills. Praja would advocate for democratization of city governments with clearer accountability structures.



Elected city government can appoint, monitor, review and take action against city service providers

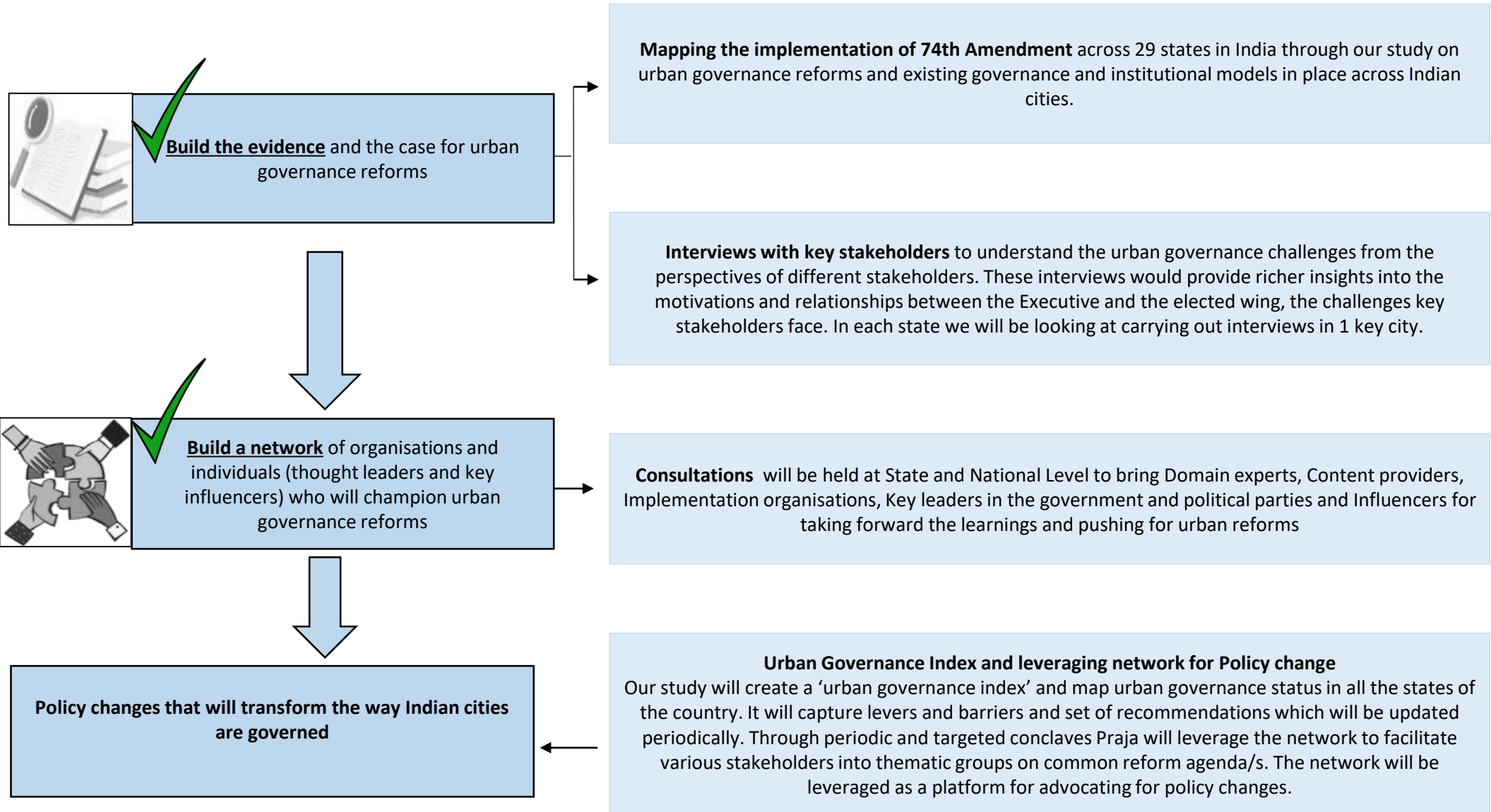
Mobilising a network of urban experts to advocate for reforms

Praja will be nurturing visionary leadership of elected representatives to plan, mobilize and allocate resources coupled with strengthening of citizen participation



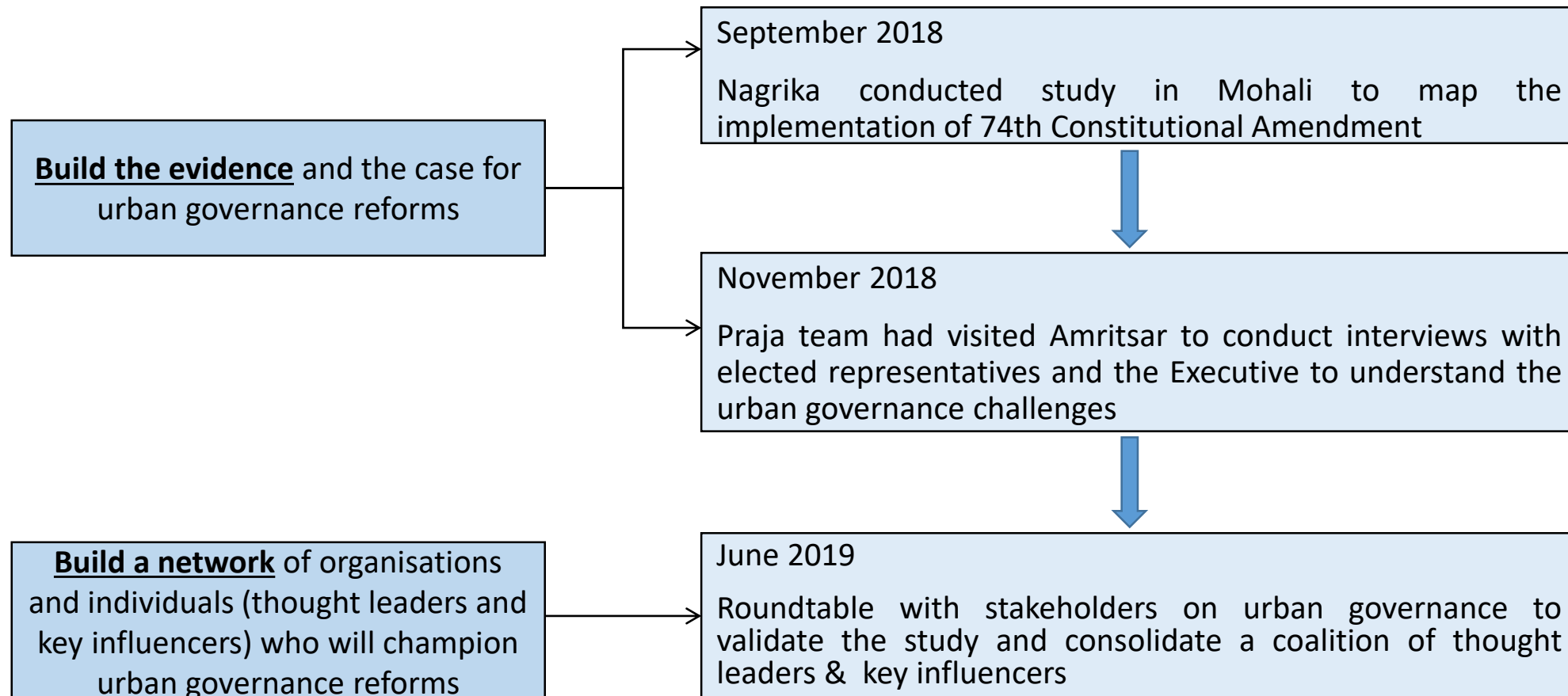
Improved quality of life in Smartly governed cities, with active citizenry

- Problem
- Solution
- Outcome





The timeline of the study in Punjab



THEME 1

Mapping devolution of 18 functions as per 74th Constitutional Amendment

THEME 2

City government: Composition and Function

- Mayoral System
- Role of Councillor
- Committees
- Multiple Agencies
- Urban Schemes
- Resources

THEME 3

Municipal Finance

No.	Functions listed in 12 th Schedule	PUNJAB
1	Urban Planning including town planning	Town & Country Planning (TCP)/Punjab Urban Development Authority (PUDA), Amritsar Improvement Trust (AIT), Amritsar Development Authority (ADA), Greater Mohali Area Development Authority (GMADA)
2	Regulation of land-use and construction of buildings	TCP/PUDA, ADA, GMADA
3	Planning for economic and social development	Department Of Social Security And Development Of Women & Children, Department Of Planning
4	Roads and bridges	Public Works Department (PWD), GMADA, Mohali Municipal Corporation (MMC), Amritsar Municipal Corporation (AMC)
5	Water supply- domestic, industrial and commercial	GMADA, Punjab Water Supply And Sewerage Board (PWSSB), Public Health Department (PHD) - State Departments, AMC, MMC
6 a	Public health, sanitation, conservancy	Public Health: PHD, GMADA (State Government), Dept. Of Health And Family Welfare Sanitation: MMC (Sanitation Department); AMC
6 b	Solid Waste Management	PWSSB, AMC, MMC
7	Fire services	MMC (Fire Department), AMC
8	Urban forestry, protection of environment and ecology	GMADA, Forest Department, State Pollution Control Board (SPCB)

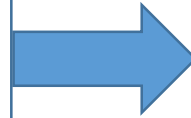
9	Safeguarding the interests of weaker sections society including the handicapped and mentally retarded	AMC, MMC – Under NULM, Swachh Bharat Mission (SBM) (Medical Officer) And Atal Mission for Rejuvenation and Urban Transformation (AMRUT) (Municipal Engineer), PUDA
10	Slum improvement and upgradation	Punjab Housing Board (PHB) under Pradhan Mantri Awas Yojana (PMAY) scheme, PUDA, AMC, MMC
11	Urban poverty alleviation	GMADA, PUDA, AMC, MMC
12	Provision of urban amenities and facilities- parks, gardens and playgrounds	GMADA, ADA, MMC, AMC
13 a	Promotion of cultural and aesthetic aspects	Department of Tourism and Culture; Dept. Of Education; GMADA, ADA, MMC, AMC
13 b	Promotion of Education	Department of Education- State Department
14	Burials and burial grounds, cremations, cremation grounds and electric crematoriums	MMC, AMC
15	Cattle pounds, prevention of cruelty to animals	MMC (Health Department), AMC
16	Vital statistics including registration of births and deaths	(Birth And Death Registration Department) - MMC, AMC
17	Public amenities including street lighting, parking lots, bus stops and public conveniences	GMADA, MMC, AMC
18	Regulation of slaughter houses and tanneries	MMC, AMC

City government control		Multiple agencies		State Control	
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KEY TAKEAWAYS

2.1 Mayoral System

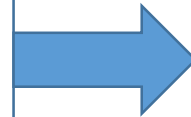
- The term of Mayor is co-terminus with the term of office of corporation. (Section 38, Punjab Municipal Corporation Act, 1976). Mayor is elected by elected Councillors for the term of 5 years
- Mayor is member of F &CC (Finance & Contract committee).
- Councillors mentioned directly elected Mayor would be powerful & beneficial for the city development.



1. **Chairperson of the house:** Mayor is a chairperson of the house meetings.
2. **Authority to monitor progress of work:** it was believed that mayor still can play vital role. Mayor can ask for any files or reports & inquire about the status of any work.
3. **Discontinuity:** Work done by former mayor is not carried forward by next mayor. There is no proper documentation (No register to track the progress of the activities at various stages)

2.2 Role of a Councillor

- There are total 85 Councillors in Amritsar.
- Role of Councillor – Councillors believed that their role is to solve the issues of the citizens of their wards. The issues such as sewerage, street lighting, water supply also have to be looked into and they have to work with the administration for resolution of the issues.



1. **Role & rapport with administration:** Councillors coordinate with administration in order to solve issues of the people. They have good rapport with the administration.
2. **No Councillor fund:** Councillors don't get any yearly funds for the development for wards. Councillors believed there should be some fixed amount for developmental works of the wards.
3. **Need to build capacity of Councillors :** Councillors believed the need to have training and capacity building programmes and proper orientation about new schemes like smart city mission come.

Status in other cities

Kochi:

- Mayor has stable tenure of 5 Years. Mayor can suspend officials other than secretary.
- Mayor prepares Annual Confidential Report (ACR) of secretary.
- Every Councillor is member of a particular standing committee.

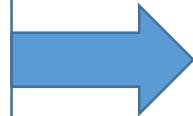
Bhopal:

- Mayor-in-Council system
- Directly elected mayor and Mayor has financial powers can approve projects worth 5 crores.
- Right to recall of an elected mayor in Bhopal

KEY TAKEAWAYS

2.3 Committees

- One special committee has been constituted called as F&CC (Finance & Contract Committee). Mayor, Commissioner and three officers are part of F&CC.
- There is a provision for constituting a ward committee in Corporation having a population more than 3 lakhs but ward committees are defunct in Amritsar (Section 42-A, Punjab Municipal Corporations Act, 1976)
- As per Section 42- B, each district in Punjab should have a District Planning Committee (DPC), while each Metropolitan Area should have a Metropolitan Planning Committee (MPC)



- 1. Finance & Contract Committee:** Plays important role in budget making process and tendering process
- 2. State Intervention causes delay:** Although estimates and proposal regarding any projects are made by committees but final approval from state government is needed before floating the tenders.
- 3. No ward committees:** Ward committees are not formed. Councillors mentioned that not much interest has been shown in forming such committees.
- 4. Mohalla Sudhar Committee:** Committees consist members from corporation and RWA (Resident Welfare Associations). They play role in solving basic problems in wards.

Status in other cities

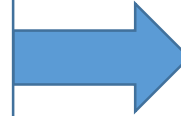
Kochi:

- Eight standing committees for various subject like Health, Education, Development works etc.
- Every ward has ward committee in Kochi
- People's participation through ward committees/ area sabhas is key highlight

KEY TAKEAWAYS

2.4 Multiple Agencies

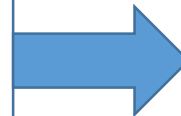
- In Amritsar, various parastatal bodies are involved in governance & development of the city such as Amritsar Improvement Trust (AIT), Punjab Urban Development Authority (PUDA), Public Works Department (PWD) and Amritsar Development Authority (ADA).
- There are some zones which are completely under the Amritsar Improvement Trust. After nurturing that area, they hand it over to corporation for Operation & Maintenance.
- People approach AMC (Amritsar Municipal Corporation) to register complaints regarding irregularities in various services which sometimes are not provided by AMC. Then people have to roam around & approach other agencies.



1. **NOC for Projects** : Corporation passed resolution that other agencies must take NOC (No objection certificate) for projects in the jurisdiction of municipal corporation.
2. **Lack of regular meetings & coordination:** Officials mentioned lack of coordination between various departments of parastatal bodies. Regular discussion doesn't happen.
3. **Councillors believed need to have autonomy:** Sometimes state government's interference in execution of work delays the projects.
4. **Unified plans are lacking:** Each agency has their own plans. They should be shared with each other. Sometimes roads are built & other agencies dig those roads for their reasons.
5. **Need to share project details:** Officials mentioned that project details and schedule should be given to corporation so that corporation's plans can be made accordingly or suggestions can be given to other agencies.
6. **Need to have clearly defined roles:** Officials & Councillors mentioned that there is lack of clarity among various agencies about their role

2.5 Urban Schemes

- SPV (Special Purpose Vehicle) for implementation of Smart City Mission has been created.
- Mayor and Commissioner are member of SPV Board.
- Amritsar is part of AMRUT (Atal Mission for Rejuvenation and Urban Transformation) scheme.
- AMRUT Scheme – There is focus on creating green spaces, improving water supply, sewerage and e-governance. It aims at increasing green area in the city by 15% in next 5 years.



1. **Good coordination:** Officials believed there is good coordination between SPV and corporation as multiple meetings and brainstorming sessions are conducted.
2. **Councillors are not part of SPV Board:** Councillors are not involved in the smart city mission. They are not members of SPV board.
3. **Wards from wall city areas are being focused:** Councillors believe only few wards are being considered for smart city mission projects and others wards are neglected.
4. **AMRUT Scheme:** Reforms such as E- governance & Double entry accounting system are being implemented due to AMRUT.

Status in other cities

Ahmedabad: Corporation can join with any local authority from time to time for forming a **joint committee** to handle any special subjects of the Corporation.

Udaipur: corporation has control over SPV. Mayor is vice-chairperson of SPV Board.

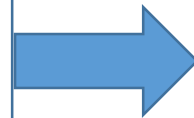
Bhubaneswar: The council invites administration and parastatal staff for the monthly meeting and can ask questions to them directly.



KEY TAKEAWAYS

2.6 Resources:- Human Resources

- AMC does not have authority to recruit manpower whenever needed. It is subject to approval from state government.
- Department of local government has authority to direct, supervise and control the functioning of all municipal corporations & councils in Punjab.
- Sanctioned Positions:- 6135
- Occupied positions :- 3914 (63.8%)
- Vacant Positions :- 2221 (36.2%)
- AMC has 3 employees per 1000 citizens



1. **Manpower-Population ratio:** Officials mentioned that population is increasing at higher rate whereas manpower is not enough to deliver services.
2. **AMC is not well equipped with qualified staff:** Corporation needs enough qualified staff- engineers, planners to carry out efficient service delivery.. Officials mentioned skills are not assessed properly while hiring them.
3. **Lack of Innovation & Technology:** Officials believed technology may solve various issues, people's complaints and improve revenue recovery by using GIS mapping and GPS tracker, photographic evidences for cleaning of areas in city
4. **No robust mechanism to assess employees performance:** There is no proper mechanism to assess the performance of officers, engineers, workers. Councillors mentioned the need to give them responsibility of some annual targets.

Status in other cities

Mumbai: Corporation has 8 employees per 1000 citizens to deliver services.

Kolkata: Corporation has authority to recruit staff.

Kochi, Delhi & Bhopal: Don't have sufficient manpower and skilled staff



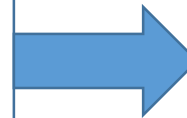
KEY TAKEAWAYS

3.1 Budget

- Budget is believed to be inadequate in order to deliver services efficiently to people.
- AMC budget was Rs. 400 crores for year 2018-2019
- Budget per capita: Rs. 3,532
- Councillors don't participate at individual level in budget making process. F&CC plays major role in it.

3.2 Sources of Revenue & Tax Rates

- Property tax, water supply charges, licensing and advertisement tax are sources of revenue.
- Corporation also gets revenue from CLU (Change in Land Use).
- Octroi used to be major source of revenue. Officials believed many corporation were cash rich and AMC was in surplus.
- Central grants were told to be regular in nature than state governments grants as central grants are mandated directly to the corporation.



- 1. Need to improve revenue collection :** Officials mentioned with the population increasing, revenue base has failed to increase to that number exponentially.
- 2. Limited sources of revenue:** Corporation does not have enough sources of revenue. There are potential sources. For instance, Amritsar attracts lakhs of tourists but no tax is collected from them. Need autonomy to raise its own funds & spend it for development.
- 3. Population to Taxpayers ratio:** People who pay taxes are very less in number in comparison with the number of people receiving services.
- 4. Tax Waivers:** Officials mentioned that water supply & sewer bills are waived off for houses of size 125 square yards across Punjab.
- 5. Illegal constructions:** There are illegal constructions in the city but tax is not collected from them.
- 6. New initiative for revenue collection:** Corporation has employed people at ward level in which it is mandated for a particular employee to carry out survey of property tax, bill collections.

Status in other cities

Mumbai:- Mumbai has 72% of own sources of revenue to the total budget and Budget per capita is Rs. 21,982. The property tax collection is efficient.

Bhopal: Advertisement & Entertainment taxes are given to city government after GST.

Summary of reflections on reforms needed:

Empowered Corporation – single window system

1. There should be single authority to deliver 18 services as listed in the 74th constitutional amendment in the jurisdiction of the city.
2. Unified planning with better coordination is needed for the development of the city

Empowered Mayor and Councillors

1. Mayor should have some administrative powers. Authority to make ACR of commissioner to be given to mayor.
2. Councillors should have authority to solve people's issues of their wards. Every Councillor should be part of at least one municipal level committee.

Need to form ward committees for public participation

1. Implementation of ward committees as decentralised platforms of accountability to ensure public participation in urban governance.

Stake in Urban Schemes

1. Corporation should have 51% stake SPVs created for urban schemes like smart city mission for better accountability and decision making.

Resources

1. The corporation should have control over recruiting and deciding their own staff and there is need for revising the manpower and estimation of Strength.
2. Need of Qualified and experienced staff as per requirement.
3. Capacity building and regular training is required.

Municipal Finance

1. The city government should have complete control over taxation. List of local taxes to be incorporated in the act.
2. Revenue collection is not done efficiently there is need to revise tax and service rates and focus on efficient collection
3. Need to look at new potential sources of revenue

Thank You

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