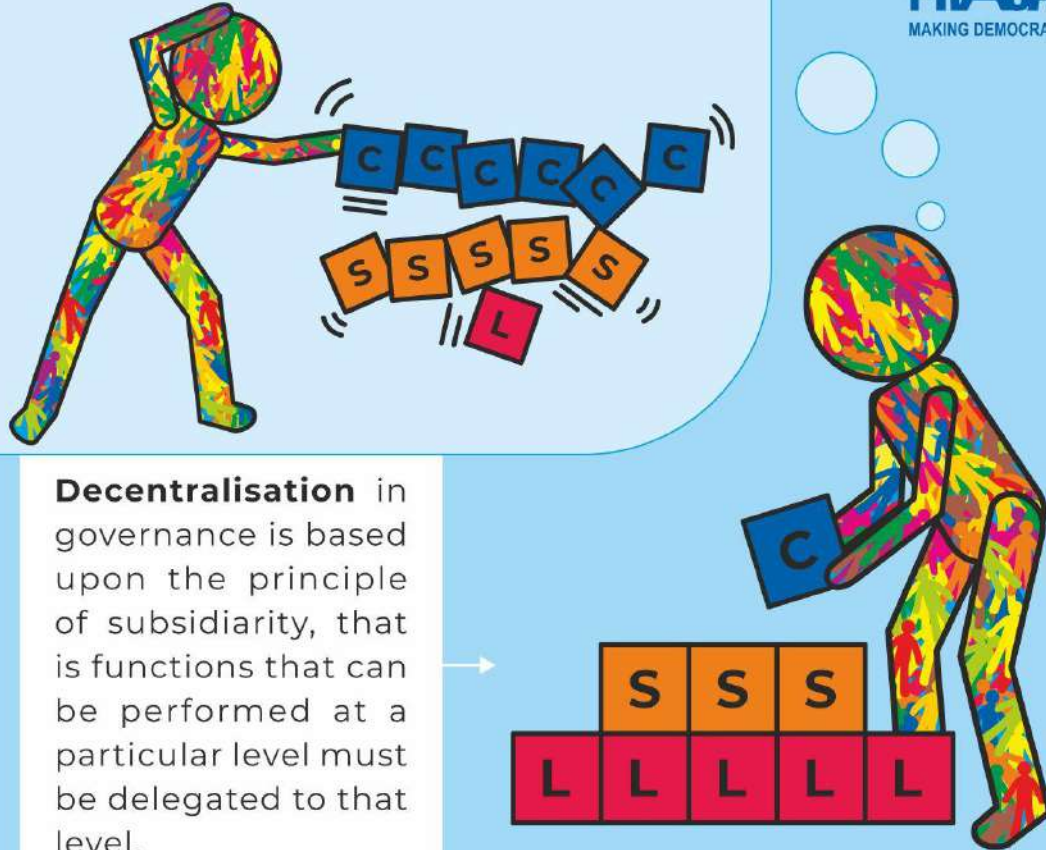


PRAJA'S URBAN GOVERNANCE INDEX (UGI) 2024





Decentralisation in governance is based upon the principle of subsidiarity, that is functions that can be performed at a particular level must be delegated to that level.

L LOCAL GOVERNMENT
S STATE GOVERNMENT **C** CENTRAL GOVERNMENT

#PrincipleOfSubsidiarity
for good governance

- The **74th Constitution Amendment Act of 1992** aimed to strengthen local governments and provide them with greater authority.
- Since then, urban reforms like **JNNURM, Swachh Bharat Mission, AMRUT, and Smart Cities Mission** have empowered city governments by transferring funds, functions, and functionaries.

Timeline of Urban Governance Index

Initiated ambitious project to map status and learnings of city governance structures in India

2017

Launched the Urban Governance Index

2020

Launch of the 2nd Urban Governance Index

2024

Aims to transform urban governance by empowering city governments through effective implementation of Principle of Subsidiarity and increasing citizen participation in local governance matters

Urban Governance Index 2020

Urban Governance Study spanned over 3 years (2017-2020) in 43 cities across 28 states, 2 Union Territories and National Capital Territory of Delhi

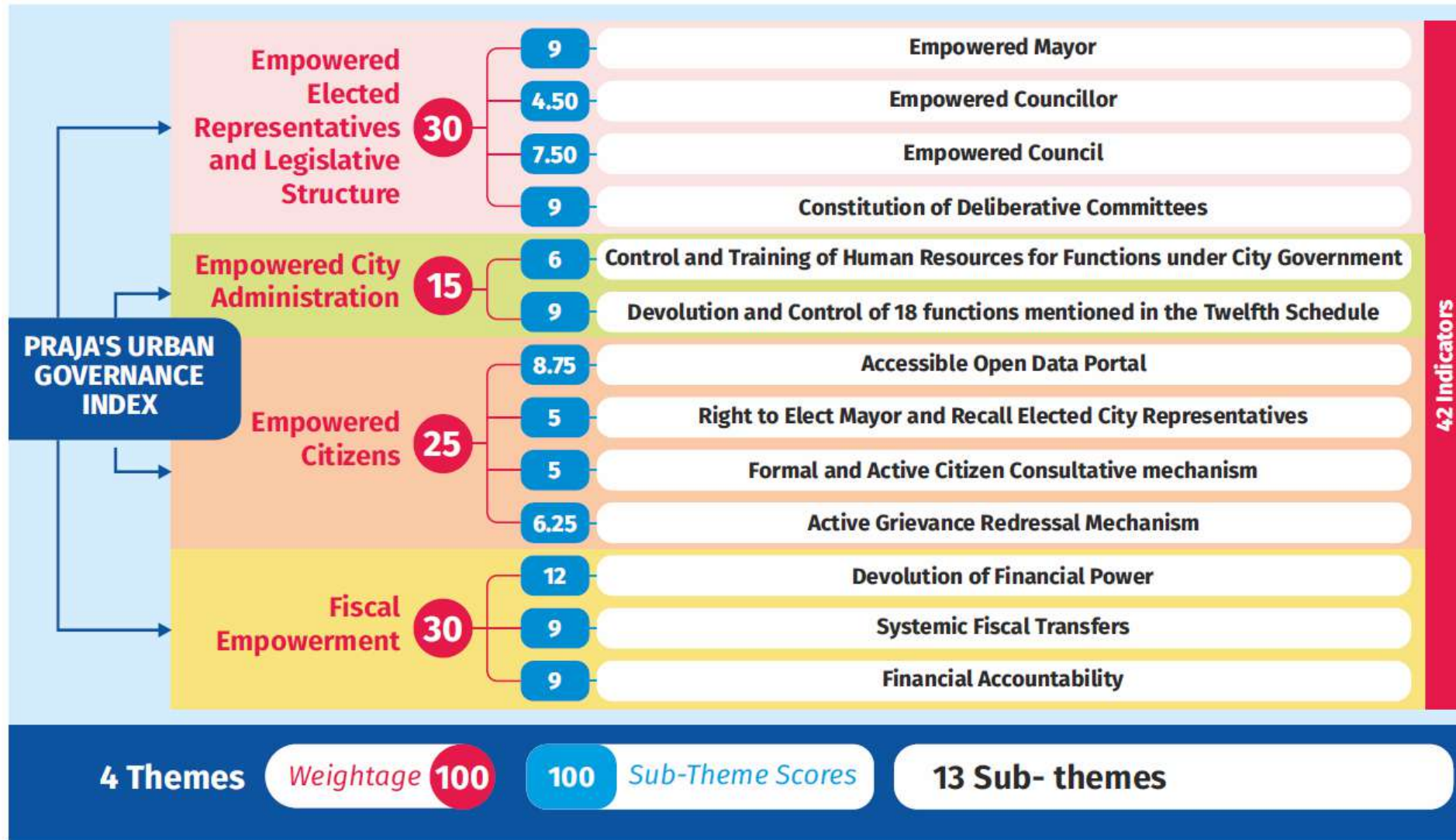
The Urban Governance Index ranked across 29 cities 2 Union Territories and National Capital Territory of Delhi

Urban Governance Index 2024

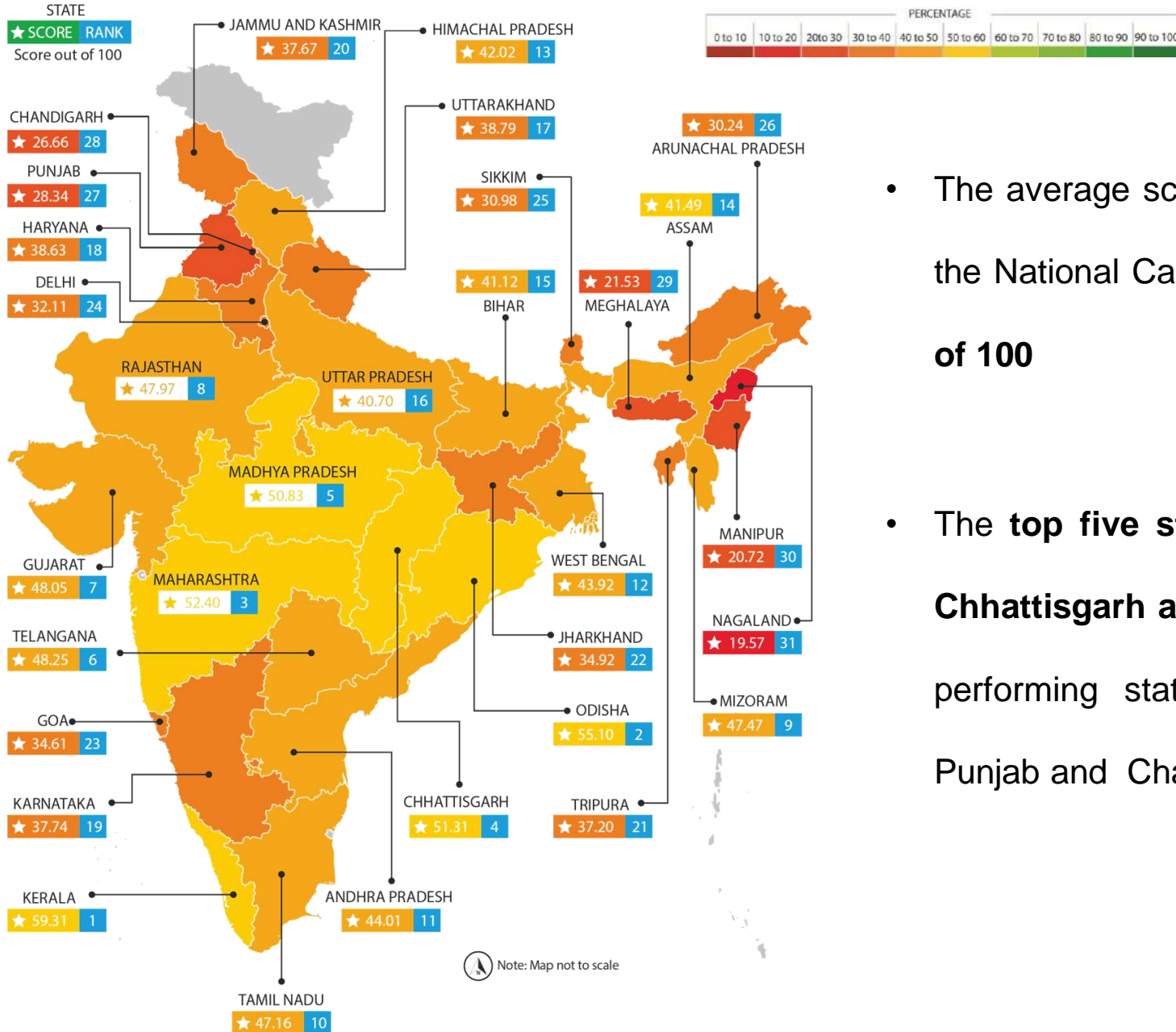
Urban Governance Study was conducted from 2023-2024 in **43 cities** across 28 States, 2 Union Territories and National Capital Territory of Delhi

In this iteration, the Urban Governance Index ranks **31 cities** across 28 States, 2 Union Territories and National Capital Territory of Delhi

Urban governance Index looks at the structural empowerment of the city governments by the State government



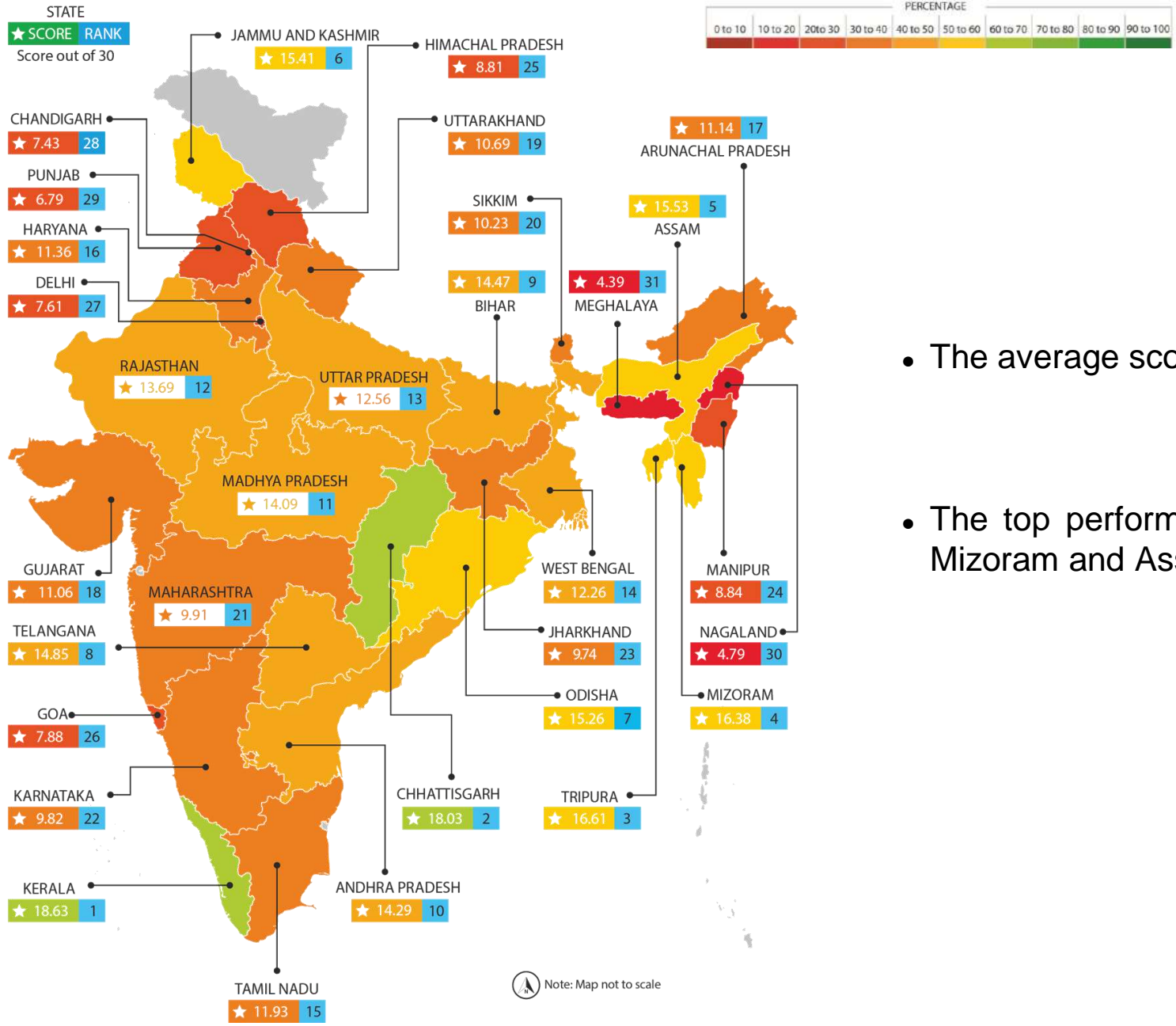
Overall Performance of 31 States



- The average score for 28 states, 2 Union Territories, and the National Capital Territory of Delhi stands at **39.70 out of 100**
- The **top five states** are Kerala, Odisha, Maharashtra, Chhattisgarh and Madhya Pradesh while the bottom 5-performing states are Nagaland, Manipur, Meghalaya Punjab and Chandigarh

- **Five states** (Assam, Chhattisgarh, Madhya Pradesh, Tripura, and West Bengal) **have Mayor-in-Council system** as per their State Municipal Act.
- The persistent issue of a **weak mayoral system** across many states continues to constrain the executive role of city leadership.
- A significant concern is the **high vacancy rate in sanctioned posts** within Municipal Corporations. Patna has the highest percentage of vacant posts (89%) at the City Administration level. **Nine cities** viz. Ahmedabad, Gurugram, Shimla, Bhopal, Imphal, Aizawl, Amritsar, Greater Jaipur, and Kolkata **have more than 40% vacant posts**.
- **Only Maharashtra (Mumbai) has devolved 11 of 18 functions** to city government under the 12th Schedule of the Constitution. They are also increasingly managed by multiple agencies, reducing the independent authority of city governments.
- **Only 12 City Governments** viz. Raipur, Delhi, Ahmedabad, Bengaluru, Bhopal, Thiruvananthapuram, Mumbai, Aizawl, Chennai, Lucknow, Dehradun and Kolkata **hold independent authority to introduce new taxes/charges as per the assigned list mentioned in the State Municipal Act**.

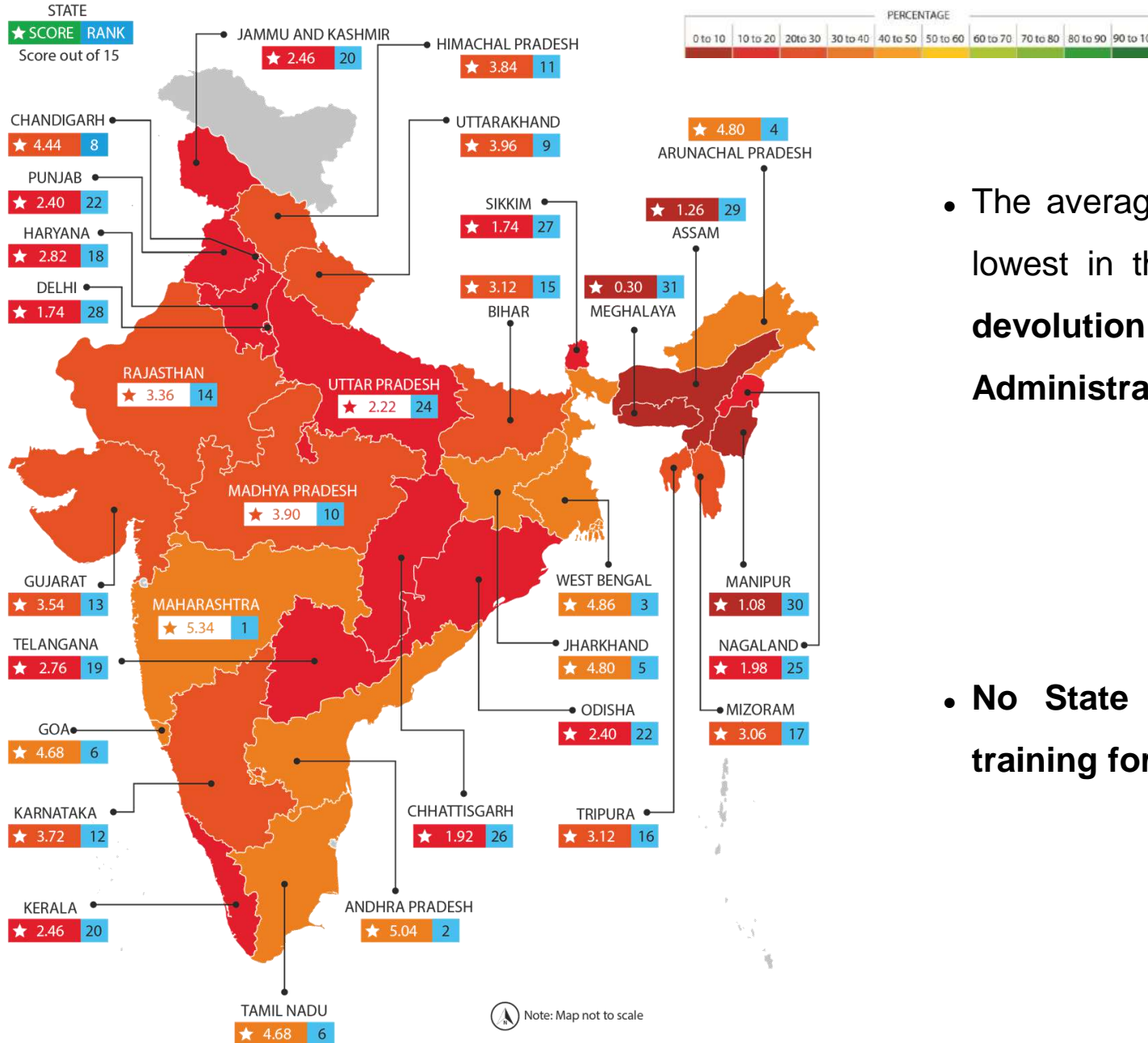
Theme 1: Empowered City Elected Representatives And Legislative Structures



- The average score for 31 cities is 39.19%
- The top performing states are Kerala, Chhattisgarh, Tripura, Mizoram and Assam

- **Kerala is the only state** to give the **Mayor the authority** to write the **Commissioner's 'Annual Confidential Report'**.
- **Shimla is the only** Municipal Corporation that facilitates a **digital mechanism** for **Councillors** to submit their questions.
- In **seven cities** (Chandigarh, Delhi, Panaji, Ahmedabad, Shimla, Bengaluru & Mumbai) the **post of the Mayor is not co-terminus with the city government**.
- **Only four states** (Chhattisgarh, Kerala, Mizoram and Odisha) mandate that **every Councillor be part of at least one deliberative committee**.
- **10 cities** viz. Panaji, Shimla, Ranchi, Imphal, Shillong, Kohima, Amritsar, Gangtok, Dehradun, and Kolkata **do not have a procedure to conduct business rules**.
- **Municipal Acts of three states** viz. Assam, Meghalaya and Nagaland **do not have provisions to constitute zonal/ward committees**.
- **Only four** states and one union territory (Gujarat, Haryana, Karnataka, Maharashtra and Jammu and Kashmir) **have made provision for all committees** (including councils) to **hold meetings at least once a month** in their Municipal Acts.

Theme 2: Empowered City Administration



- The average score for 31 cities is 21.02%. States scored lowest in this pillar, averaging 3.15/15.00, due to **limited devolution of functions and high vacancies in City Administration.**

- **No State Municipal Acts** have provisions for regular training for Councillors.

- City Administrations of **only three states**: Goa, Uttar Pradesh, and Uttarakhand have **sanctioning authority for recruitment**.
- **Only three states** Jharkhand, Mizoram, and Tripura **have made provisions for the training** of city administration in the Municipal Act.
- **No state has devolved all 18 functions** listed in the 12th Schedule of the Constitution to city governments. In **Mumbai, 11 functions are under the independent control of the city**, the highest among all states, while in three states (Meghalaya, Uttar Pradesh, and Uttarakhand) just one function is under the independent control of city governments.
- **Only two cities** Aizawl and Kolkata have a provision in their Municipal Acts for **an autonomous body to recruit municipal officials for City Government**.
- **Patna has the highest percentage of vacant posts (89%)** at the City Administration level. **9 cities** viz. Ahmedabad, Gurugram, Shimla, Bhopal, Imphal, Aizawl, Amritsar, Greater Jaipur and Kolkata **have more than 40% vacant posts**.

Functions under city government

Functions under multiple agencies

Functions under State government

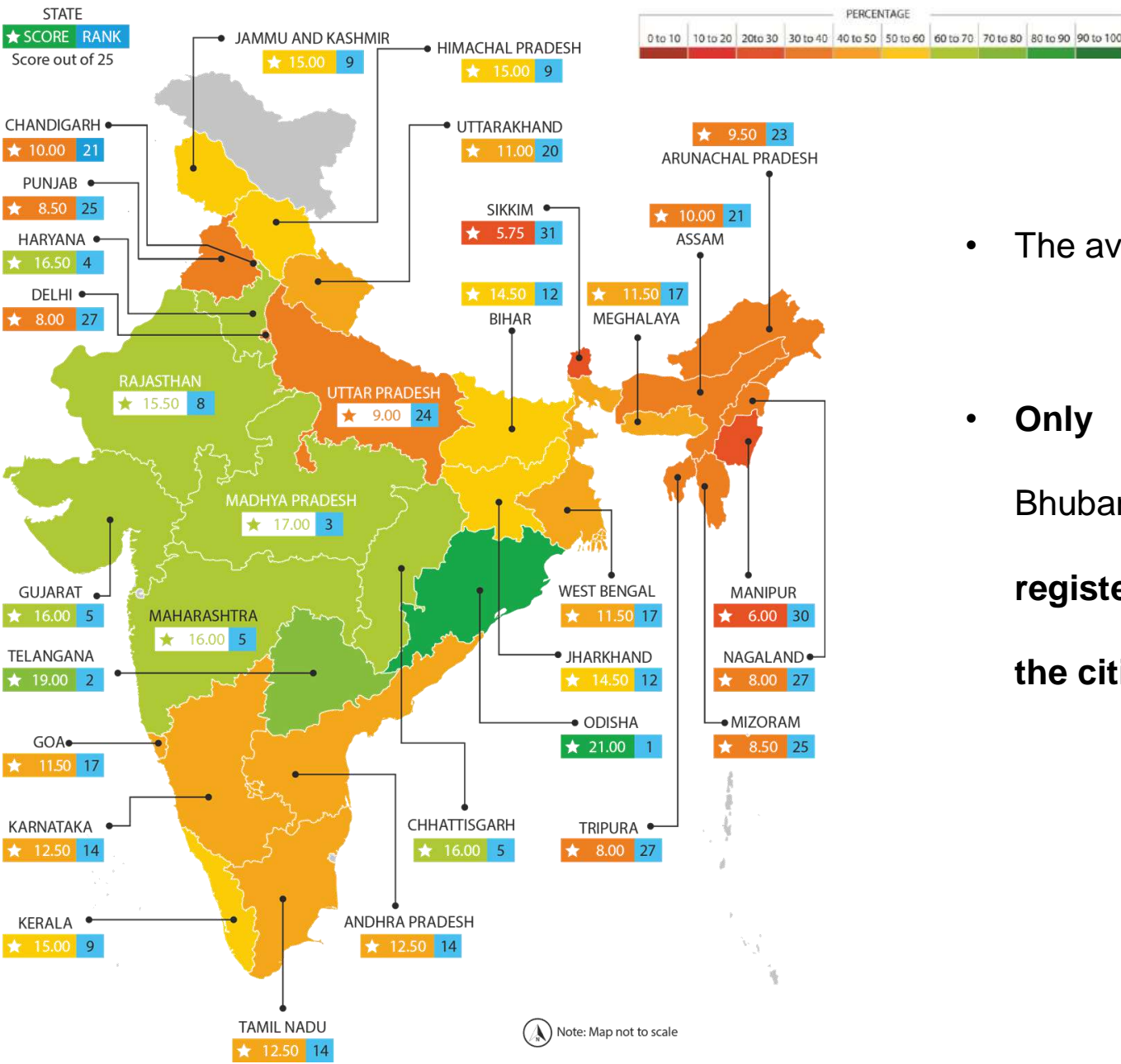
Devolution of the 18 Functions

State	18 Functions																				
	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																					
Chandigarh																					
Chhattisgarh																					
Delhi																					
Goa																					
Gujarat																					
Haryana																					
Himachal Pradesh																					
Jammu and Kashmir																					
Jharkhand																					
Karnataka																					
Kerala																					
Madhya Pradesh																					
Maharashtra																					
Manipur																					
Meghalaya																					
Mizoram																					
Nagaland																					
Odisha																					
Punjab																					
Rajasthan																					
Sikkim																					
Tamil Nadu																					
Telangana																					
Tripura																					
Uttar Pradesh																					
Uttarakhand																					
West Bengal																					

- **No State has devolved all the functions to the cities.** Only Maharashtra has devolved the highest (11 out of 18) functions.
- **Only 3 States** viz. Andhra Pradesh, Arunachal Pradesh, Chandigarh have devolved **7-9 functions under city government**
- **17 States** viz. Bihar, Delhi, Goa, Gujrat, Haryana, Himachal Pradesh, Jammu and Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Odisha, Punjab, Rajasthan, Tamil Nadu, Telangana and West Bengal **have devolved 4-6 functions under city government**
- **10 States** viz. Assam, Chhattisgarh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura, Uttarakhand, Uttar Pradesh **have devolved only 1-3 functions under city 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. 17 b Bus stops 18 Regulation of slaughter houses and tanneries

Theme 3: Empowered Citizens

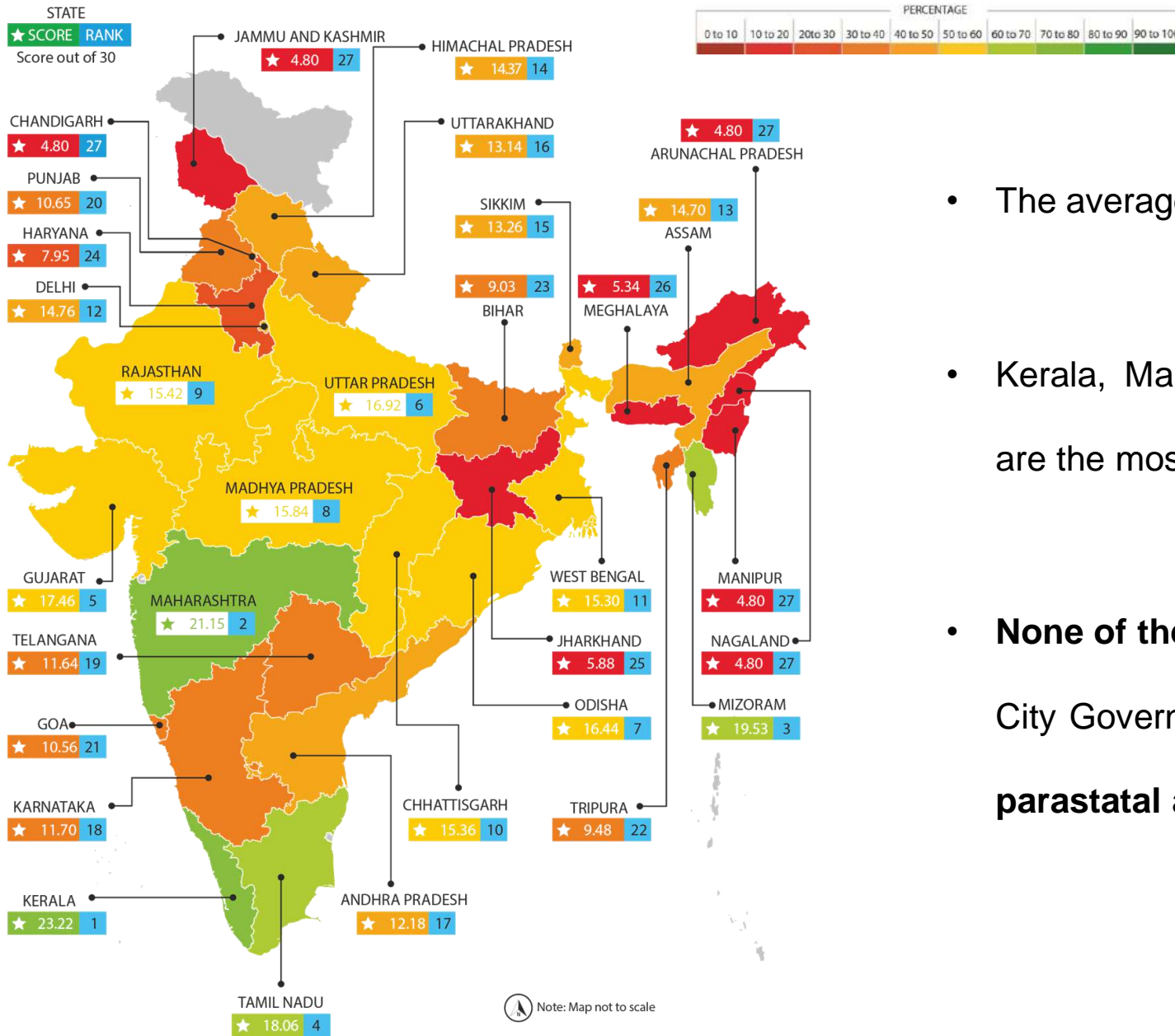


- The average score for 31 cities is **49.71%**
- **Only in six** Cities: Raipur, Gurugram, Bhopal, Bhubaneshwar, Jaipur and Hyderabad **the registered complaints/grievances are closed by the citizens**

Note: Map not to scale

- **Seven states** (Bihar, Chhattisgarh, Haryana, Jharkhand, Madhya Pradesh, Uttar Pradesh, and Uttarakhand) **conduct direct elections for the Mayor.**
- No state has a provision giving the citizens the right to recall their Councillors.
- **Only three cities** Chandigarh, Srinagar, and Bhubaneswar **have enabled citizens to communicate their suggestions (needs and wants) through their websites.**
- **Only two cities** Mumbai and Bhopal **have published the Annual Report/Annual Administrative Report** on their websites.
- **14 cities** viz., Patna, Chandigarh, Delhi, Gurugram, Srinagar, Ranchi, Bengaluru, Mumbai, Imphal, Shillong, Kohima, Amritsar, Lucknow & Dehradun **have not constituted committees** as per the State Municipal Act.
- **14 cities** viz., Vijayawada, Itanagar, Chandigarh, Panaji, Gurugram, Shimla, Bengaluru, Imphal, Shillong, Kohima, Amritsar, Gangtok, Chennai & Hyderabad do not have a provision for the constitution of an apex committee in the State Municipal Act.

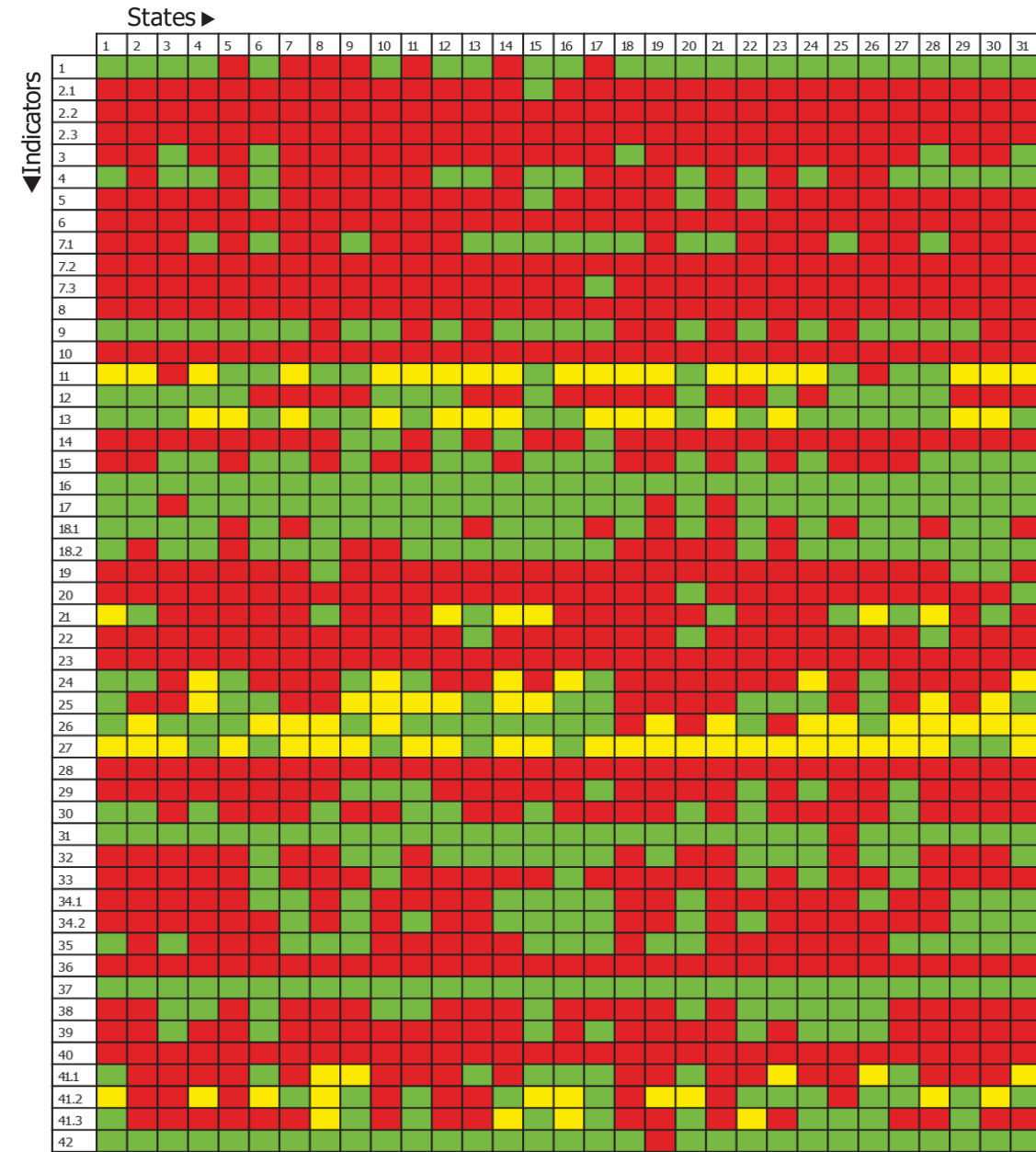
Theme 4: Fiscal Empowerment



- The average score for **31 cities** is **41.22%**
- Kerala, Maharashtra, Mizoram, Tamil Nadu and Gujarat are the most fiscally empowered states.
- **None of the State Municipal Acts** have provisions for the City Government budget to **include budget allocated by parastatal agencies** in the city

- **16 cities** Itanagar, Patna, Chandigarh, Raipur, Gurugram, Shimla, Srinagar, Ranchi, Bengaluru, Imphal, Kohima, Bhubaneswar, Amritsar, Jaipur, Gangtok and **Chennai do not have an independent authority to approve the budget** according to the State Municipal Act.
- **No city governments** receive a **direct percentage share of GST**.
- **13 State Municipal Acts** viz. Andhra Pradesh, Chhattisgarh, Goa, Gujarat, Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Mizoram, Punjab, Tamil Nadu, Telangana and West Bengal **make it mandatory to publish the budget and accounts in the public domain**.
- **Meghalaya is the only state** where the Municipal Act **does not make provision for conducting an external audit**.
- **Only 12 cities out of 31** viz. Delhi, Ahmedabad, Shimla, Bengaluru, Mumbai, Bhubaneswar, Amritsar, Greater Jaipur, Chennai, Hyderabad, Lucknow and Kolkata **have published their budgets** on the City Government website **in the last three years** (for FY 2021-22, 2022-23 and 2023-24)

42 UGI Indicators at a glance

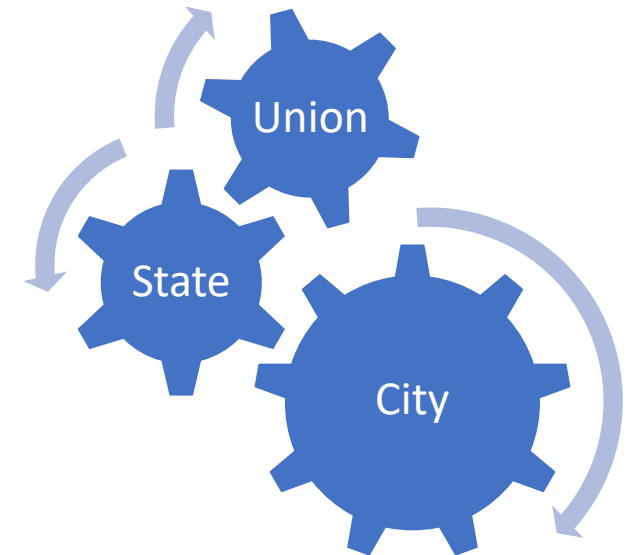


- Out of the four pillars of UGI, all the **states have performed the lowest in Empowered City Elected Representatives** (Avg. Score 11.76/30.00) and **Legislative Structure and least in Empowered City Administration** (Avg. Score 3.15/15.00)
- The availability of functional City Administration websites has increased the scores in the Empowered Citizens Pillar.
- **All the states have performed the highest in the Fiscal Empowerment Pillar** amongst all other four pillars

■ Achieved Full Indicator Score
■ Achieved Partial Indicator Score
■ Achieved Lowest Indicator Score

STATE LIST: 1.Andhra Pradesh (Vijaywada), 2. Arunachal Pradesh (Itanagar), 3. Assam (Guwahati), 4. Bihar (Patna), 5.Chandigarh (Chandigarh) 6. Chhattisgarh (Raipur), 7. Delhi (Delhi), 8. Goa (Panaji), 9. Gujarat (Ahmedabad), 10. Haryana (Gurugram), 11.Himachal Pradesh (Shimla), 12. Jammu and Kashmir (Srinagar) 13. Jharkhand (Ranchi),14. Karnataka (Bengaluru), 15. Kerala (Thiruvananthapuram), 16. Madhya Pradesh (Bhopal), 17. Maharashtra (Mumbai), 18. Manipur (Imphal), 19. Meghalaya (Shillong), 20. Mizoram (Aizawl), 21. Nagaland (Kohima), 22. Odisha (Bhubaneswar), 23. Punjab (Amritsar), 24. Rajasthan (Jaipur), 25. Sikkim (Gangtok), 26. Tamil Nadu (Chennai), 27. Telangana (Hyderabad), 28. Tripura (Agartala), 29. Uttar Pradesh (Lucknow), 30. Uttarakhand (Dehradun), 31. West Bengal (Kolkata)

- Who is in charge of governing the cities?
- What resources they have for governance?
- How citizens can be engaged in governance?



Thank You

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