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Over the last two decades Praja has been working towards enabling accountable governance. We conduct data driven research on civic issues, and inform citizens, media, and government administration and work with elected representatives to equip them to address inefficiencies in their work processes, bridging the information gaps, and mobilising them in taking corrective measures advocating for change.

In the past we have partnered with the Mumbai Corporation to come up with its first Citizen Charter to revamping their Citizens' Complaint Grievances Mechanism and handholding them to run it in the initial years; we come up with annual white papers on the performances of civic, health, crime, education and housing issues in Mumbai and Delhi; since 2011 we have been coming up with an annual report card to rank performances of MLAs and Councillors in Mumbai and (since 2016) Delhi. We do not just stop at creating standardised matrixes or governance indicators but also support build capacities of elected representatives, executives and citizens by coming up with various handbooks on governance and conducting numerous workshops/trainings on governance issues.

Praja is now embarking on an ambitious journey to transform urban governance, to advocate policy changes that will change the way Indian cities are governed. It will be multiyear project in nature, with research being the bedrock to form a network and influence change:

- Currently the devolution of powers and the capacity in the cities is not completely mapped. By December'2019 we will be conducting an Urban Governance Reforms Study to capture status of urban reforms in all the states, identify levers and barriers and identify a set of recommendations.
- Our study will create a 'urban governance index' and map urban governance status in all the states of the country.
- As part of the study we will map and meet various stakeholders in all the states across the country and build a network which will be leveraged as a platform for: knowledge sharing; equipping stakeholders; mobilising stakeholders; and advocating for policy changes.

In a nutshell the project will enable urban governance to transform a 'smart city' into a 'smartly governed city' by influencing policy change at a structural and systemic level to democratise city governments and improve delivery of services."

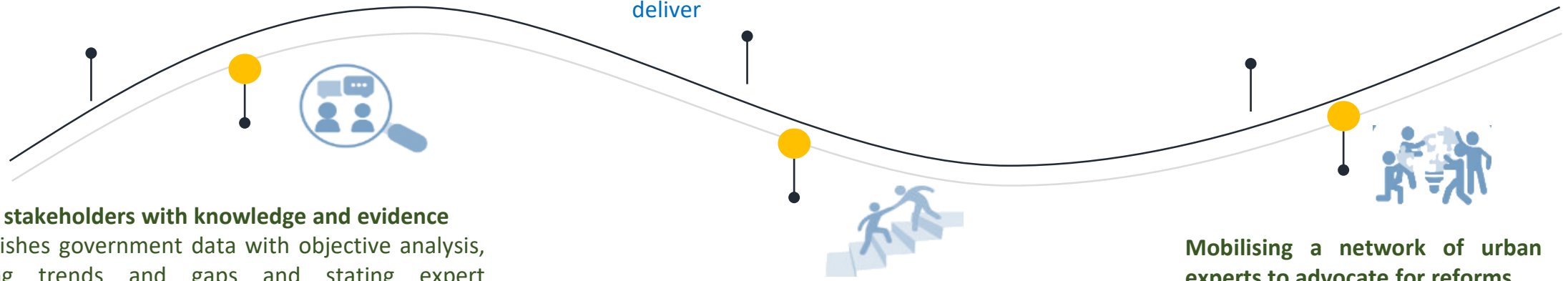


Over the past two decades Praja has been devoted to bringing transparency and is now embarking on an ambitious journey to transform urban governance

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

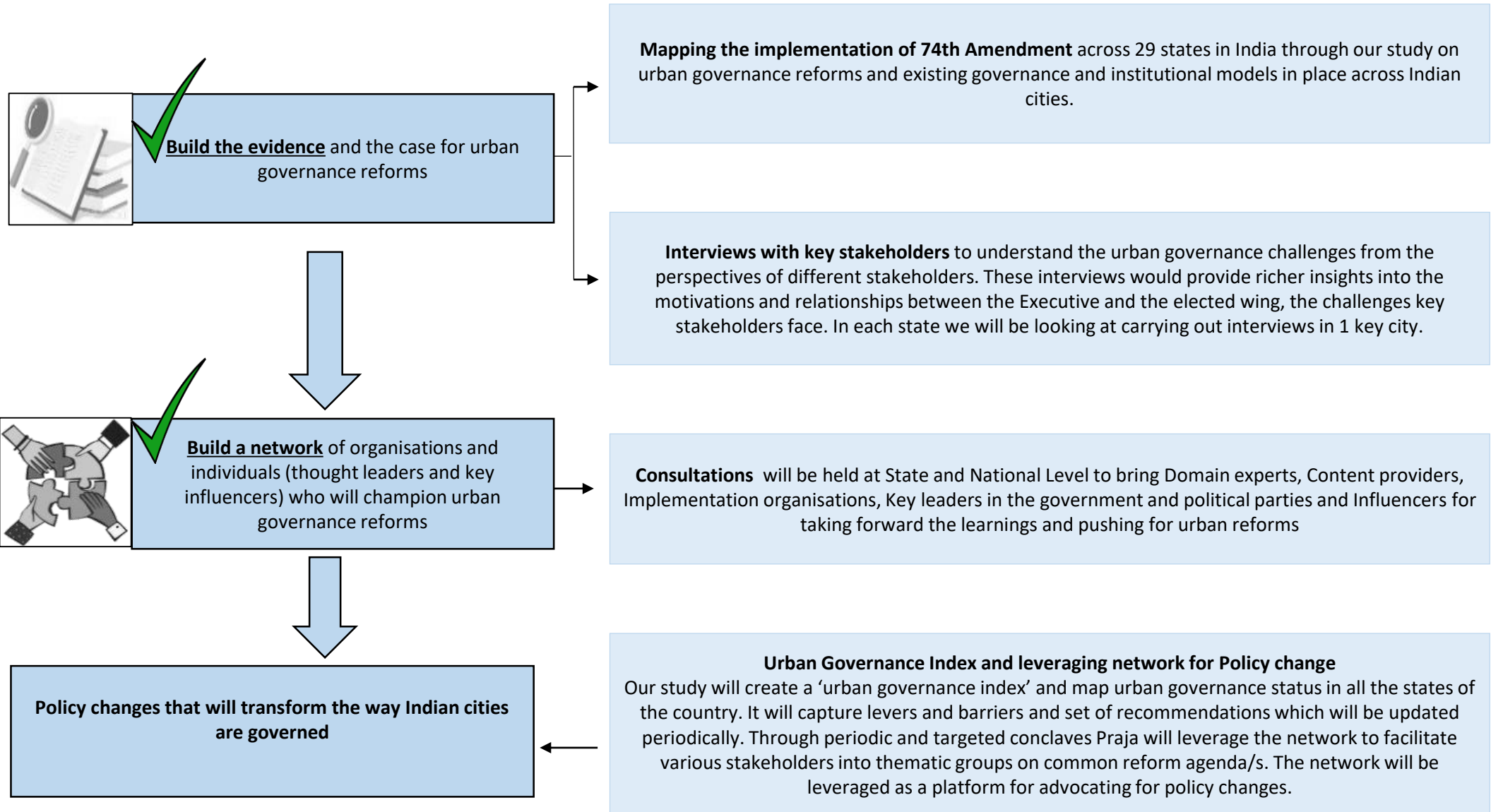
Mobilising a network of urban experts to advocate for reforms

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



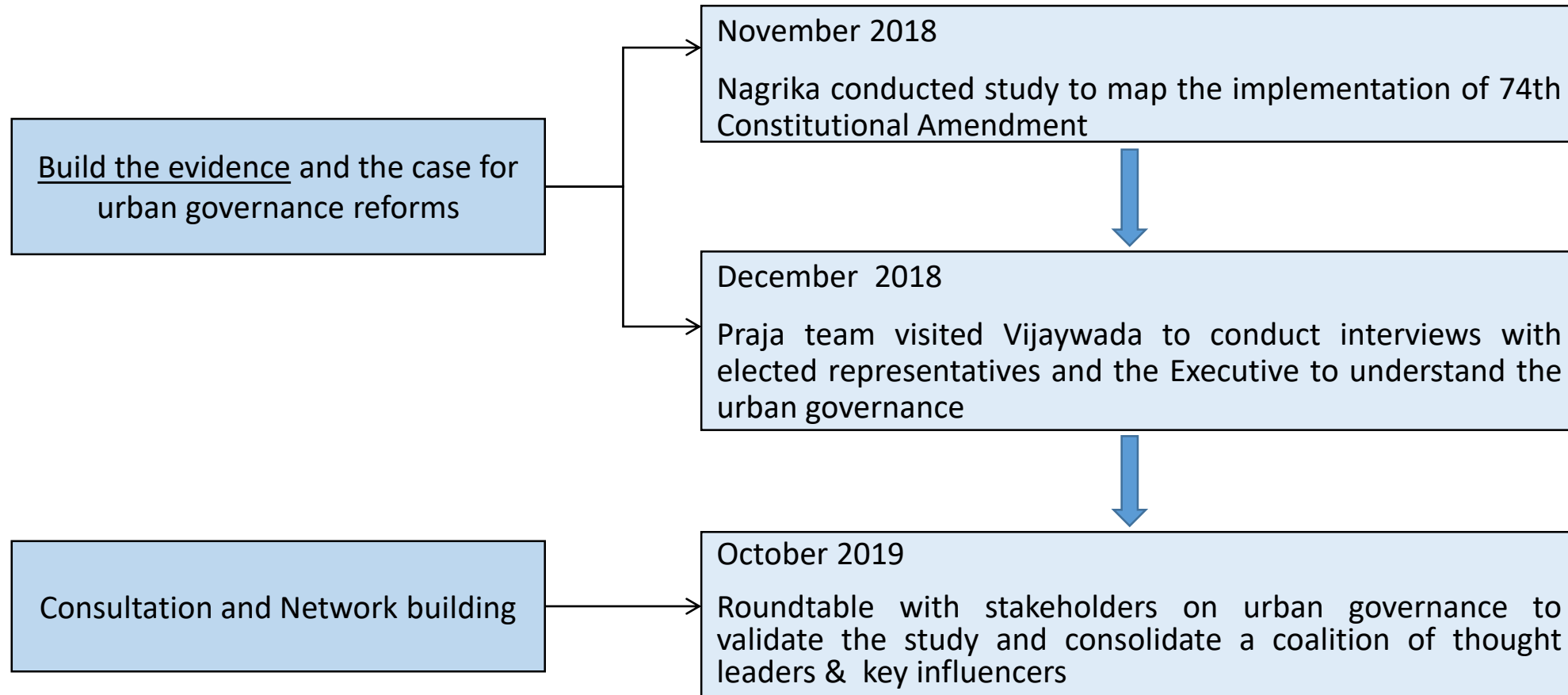
Improved quality of life in Smartly governed cities, with active citizenry

- Problem
- Solution
- Outcome





The timeline of the study in Gujarat





Objective

Some of objectives for conducting the exploratory study by Nagrika were:

1. Identify the prevalent institutional structures in different municipalities
2. Identify the roles and responsibilities of various departments and officials (elected as well as administrative) within a municipality
3. Map the 18 functions and the role of city governments and parastatals in performing them
4. Identify key informants in the administrative and deliberative wings
5. Identify civil society organizations and stakeholders in respective cities

The research for the state reports on 74th CAA was undertaken in three stages.

1. First, a detailed study of existing literature and relevant municipal acts was undertaken to understand the context
2. Second, discussions and 23 interviews (5 Elected Representatives and 18 administration) were undertaken in Andhra Pradesh with multiple stakeholders over the period of one week. Nagrika team visited the city of Vijayawada and Vishakhapatnam to understand the experience of decentralization in both the cities.
3. Finally, the field insights were corroborated with secondary research to develop this report.



	Name of city government	Vijayawada Municipal Corporation	Greater Visakhapatnam Municipal Corporation
1	Status (Corp, MC):	Corporation	Corporation
2	Name of the District:	Vijayawada	Visakhapatnam
3	Area of the city government in sq.km	61.88 sq. kms.	540 sq. kms
4	Population	10,39,518	20,91,811
5	No. of wards	59	72
6	Term duration of present Municipal Government	5	5 (presently no sitting council)
7	Name of the Mayor / President/Chairman	Shri Koneru Shreedhar*	NA
8	No. of Corporators /Councillors-Elected	59	NA
9	No. of Corporators /Councillors-Nominated (if not actual, based on Act)		
10	Name of the Commissioner / Chief Officer/Secretary	Shri J Nivas IAS*	M Hari Narayanan*
11	No. of Sanctioned Posts in the city government	NA	NA
12	No. of Vacant posts in the city government	NA	NA
13	Schedule of council meetings (weekly, monthly?)	NA	NA
14	If Smart city, is there a SPV in place?	No	Yes
15	Have ward committees been created?	No	Yes (used to)
16	Are there DPCs in the state?	Yes	Yes

Background

The Hyderabad Municipal Corporation was established in the year 1950 under the Hyderabad Corporation Act. Later in 1955, the Municipal Corporation of Hyderabad city was merged with surrounding cities and Secunderabad by the Hyderabad Municipal Corporation Act, 1955. Even after the division of the states of Andhra Pradesh and Telangana, the functional provisions of the GHMC Act, 1955 are followed by the Municipal Corporations of the State.

The Vijayawada Municipal Corporations Act 1981, was incorporated for the establishment of the Vijayawada Municipal Corporation. Section 3 of the Vijayawada Municipal Act, 1981 states that “With effect on and from the commencement of this Act, the local area included in the Vijayawada Municipality shall constitute the City of Vijayawada for the purposes of this Act and so on and from such commencement, a Municipal Corporation shall be deemed to have been established for the said city by the name of Vijayawada Municipal Corporation.”

The other Municipal Corporations in Andhra Pradesh are established by the Andhra Pradesh Municipal Corporations Act, 1994. However, the Section 14 of this Act gives the provision for the application of provisions of the Hyderabad Municipal Corporations Act, 1955 to be enacted to the Corporations.

Hence, the functional provisions of the Greater Hyderabad Municipal Corporations Act, 1955 are enacted by the VMC and GVMC. The interviews with the Legal and Administrative bodies of these two Corporations suggested that the APMC Act, 1994 is also followed by the Corporations for provisions that are not in either of the former two Acts. In case of any conflict between the Acts of Vijayawada, Visakhapatnam and GHMC, the Acts of the respective Corporations will prevail.

The Vijayawada Municipality was upgraded to a Municipal Corporation in 1981. The city is divided into 59 political wards and each ward has a Councillor. The Corporation also has 11 Special Committees that are headed by Chairpersons from the Council. The Corporation also has a Standing Committee that is headed by the Mayor.

* As on November 2018



District Planning Committee (DPC)

There is no mention of any District Planning Committee or Metropolitan Committee in the GHMC Act, 1955. There is a DPC in Vijayawada, though it is under the State. The Mayor attends the meetings with the DPC in Vijayawada.

Under the JnNURM reform conditionalities, undivided Andhra Pradesh had enacted Andhra Pradesh Metropolitan Planning Committee (APMPC) Act in 2007. However, MPC have not been constituted under the Act.

State Agencies and Parastatals

There is an overlap between the functions of certain state agencies and the functions of the Corporation. State agencies and Parastatals like Visakhapatnam Metropolitan Regional Development Authority (VMRDA), Andhra Pradesh Capital Region Development Authority (APCRDA), Public Health and Municipal Engineering Department (PHMED), AP Social Welfare Department work along with the VMC and GVMC to carry out the 18 functions. The APCRDA lays down the guidelines for the land use and building plans for VMC.

The Mayor and the Deputy Mayor

The Mayor of the Corporation is elected by indirect elections, i.e. by and amongst the elected members of the Corporation (GHMC Act, 1955, Sec. 90). The term of the Mayor is 5 years from the date of the first meeting held after the general elections. The following are the Functions of the Mayor, and in his absence, the Deputy Mayor:

1. The timings of the first meeting held after the General Elections is fixed by the Mayor in coordination with the Deputy Mayor (Sec. 88)
2. The Mayor or in his absence the Deputy Mayor can call a special meeting, by signing a written requisition by one-sixth Members of the council and four members of the Standing Committee (Sec. 88).
3. Every meeting shall be presided over by the Mayor and in his absence by the Deputy Mayor.

The Municipal Commissioner

The GHMC Act, 1955 lays the provisions for the appointment and the functions of the Municipal Commissioner for VMC and GVMC. The Commissioner is appointed by the Government. The following are the functions of the Municipal Commissioner:

1. Any powers, duties and functions conferred or imposed upon or vested in the Corporation by any other law for the time being in force shall subject to the provisions of such law and to such restrictions, limitations and conditions as the Corporation may impose, be exercised, performed or discharged by the Commissioner (Sec.118).
2. The Commissioner may, with the approval of the Standing Committee by order in writing, empower any municipal officer to exercise, perform or discharge any such power, duty or function under the control of the Commissioner and subject to his revision and to such conditions and limitations if any as he may think fit to impose (Sec. 118).
3. The Commissioner determine a) the ward which each elected Member then in the Corporation shall be deemed to represent ; and b)the ward or wards in which elections shall be held to fill up the vacancies, if any, in the Corporation when a new ward is formed or when an existing ward is abolished (Sec. 8).
4. For the disqualification of any member of the Corporation for any allegation been made, it has to be given in writing to the Commissioner (Sec. 23D).
5. The returning officer of each ward is designated by the Commissioner on the approval of the State Election Commissioner (Sec. 25).



Standing Committee

The Greater Hyderabad Municipal Corporations Act (GHMC), 1955 lays provisions for the constitution of the Standing Committee in Vijayawada and Visakhapatnam Corporations. The members of the Standing Committee are chosen from among the Corporators themselves and can have from five up to fifteen members in it. The Standing Committee holds office for one year from the date of choosing by the Corporation. The Standing Committee Chairperson is elected by the members among themselves, and he/she holds the office for a year. According to the Sec. 97 of GHMC Act, 1955, the Standing Committee is supposed to hold a meeting once a week.

The functions of the Standing Committee include:

1. The Standing Committee shall have meetings for the dispatch of business in the Chief Office of the Municipal Corporation and may, from time to time, make such regulations with respect to such meetings and with respect to the scrutiny of the municipal accounts as they think fit (Sec. 97).
2. Where a subject is placed before the Standing Committee, the Standing Committee shall take a decision thereon within a period of fifteen days from the date of placing the matter before it, and if a subject is not considered by the Standing Committee within the aforesaid period, the proposal contained in the subject shall be deemed to have been approved by the Standing Committee (Sec. 97).

The VMC has a Standing Committee chaired by the Mayor. The GVMC also had a Standing Committee during the previous term.

Special Committees

According to the GHMC Act, 1955, The Corporation, may from time to time appoint, out of their own body, Special Committees and delegate any of their powers and duties to such committees, and direct that all matters and questions included in any such sphere shall, in the first instance, be placed before the appropriate committee and shall be submitted to the Corporation with such committee's recommendations. The functions of the Special Committees are as follows:

1. Every Special Committee shall conform to any instructions that may from time to time be given to them by the Corporation (Sec. 98).
2. The Corporation may, at any time, dissolve or subject to any bye-laws made by them in this behalf alter the constitution of any Special Committee (Sec. 98).
3. Every Special Committee shall appoint two of their members to be the Chairman and Deputy Chairman (Sec. 98).

Special Committees as per the GHMC Act, 1955

Special Committee Name	Mandated area	Chairperson*
Finance and Audit Committee	Looking after finances and auditing of corporation	P. Trimurtraja
City Development Committee	Looking after city development	K. Nagvenkateshwara
Educational and Cultural Committee	Conducting education and cultural activities	M. Nazir Hussain
Roads, Flyovers, Buildings Committee	Addressing complaints regarding roads, flyovers and buildings	D. Maleshwari
Public Complaints	Addressing, channelizing and coordinating public complaints	N. Nagmani
Lighting and Parks Committee	Looking after street lights and parks and address complaints regarding the same	M. Harinathswamy
Women and Child Welfare Committee	Addressing issues related to women and children, forming SHGs of women	U. Krishnakumari
Water and Underground Drainage Committee	Receives complaints regarding water supply and drainage problems	V. Lalitha
Development of Slums Committee	Slum Development	P. Subhasini
Sanitation and Health Committee	Looks after sanitation and health problems in the city	G. Mahesh
Sports and Traffic Committee	Sports Development, holding youth festivals and other cultural activities	C.H. Gandhi

* As on November 2018

No.	Functions listed in 12 th Schedule	Andhra Pradesh
1	Urban Planning including town planning	Vijayawada Municipal Corporation (VMC), Andhra Pradesh Capital Region Development Authority (APCRDA), Greater Vishakhapatnam Municipal Corporation (GVMC) – Engineering Dept and City Planning Department, Vishakhapatnam Metropolitan Region Development Authority (VMRDA), Town and Country Planning Department (TCPD)
2	Regulation of land-use and construction of buildings	VMC, APCRDA, GVMC – Engineering Department
3	Planning for economic and social development	Urban Community Development (UCD) of VMC and GVMC (MEPMA), AP Social Welfare Department
4	Roads and bridges	VMC, GVMC - Engineering Department
5	Water supply- domestic, industrial and commercial	VMC, Public Health and Municipal Engineering Department (PHMED), GVMC – Engineering Department
6a	Public health, sanitation, conservancy	VMC, GVMC – Health Department (CMHO)
6b	Solid Waste Management	VMC, GVMC – Health Department (CMHO)
7	Fire services	AP Fire Department
8	Urban forestry, protection of environment and ecology	VMRDA, AP Forest Department, VMC, GVMC – Horticulture Department
9	Safeguarding the interests of weaker sections society including the handicapped and mentally retarded	UCD of the VMC and GVMC, AP Social Welfare Department (MEPMA)
10	Slum improvement and upgradation	UCD of the VMC and GVMC, AP State Housing Corporation (PMAY), MEPMA

11	Urban poverty alleviation	UCD of the VMC and GVMC, AP Social Welfare Department (MEPMA)
12	Provision of urban amenities and facilities- parks, gardens and playgrounds	VMC, GVMC – Engineering Department, City Planning Department, Horticulture Department
13a	Promotion of cultural and aesthetic aspects	VMC, GVMC
13b	Promotion of education	State Education Departments (CSE ,SCHE); VMC, GVMC
14	Burials and burial grounds, cremations, cremation grounds and electric crematoriums	VMC, GVMC – Health Department (CMHO)
15	Cattle pounds, prevention of cruelty to animals	VMC, GVMC – Health Department (CMHO)
16	Vital statistics including registration of births and deaths	VMC, GVMC – Health Department (CMHO)
17a	Public amenities including street lighting, parking lots, and public conveniences	VMC, GVMC – Engineering Department
17b	Bus stops	VMC, AP Transport Department
18	Regulation of slaughter houses and tanneries	VMC, GVMC – Health Department (CMOH)

City government control		Multiple agencies		State Control	
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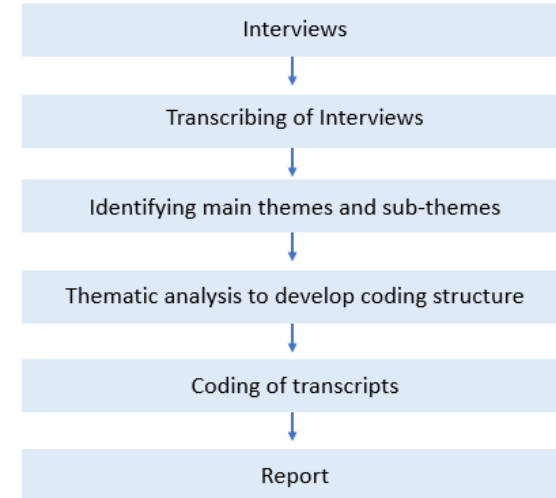
Objective

The interviews aim to gather evidence on understanding urban governance and development from the view of elected representatives, the city executive and citizens. It explores the relationships between these different groups and identifies the challenges facing Indian cities.

The interviews explore the following themes

1. Governance structures and service delivery;
2. Resources (staff, finance, and skills) available to the Municipal Corporation;
3. Municipal finance and citizen participation.

Analysis



Interviews

As a part of the study, 13 interviews were carried out in Andhra Pradesh between 9th to 14th December 2018. The sample included Members of Legislative Assembly (MLAs), 8 city Councillors and 5 members of the Executive. The participants were representative of gender and political parties at the state and city level.

The analysis in the next section is based on a sample of 13 participants.

- The interviews were qualitative and the figures indicate the number of people who highlighted a particular issue.
- The percentages shown in the analysis are not mutually exclusive. Participants could have given more than one of the answers.
- The solutions capture the reflections of different respondents, and are not indicative of Praja Foundation's views.

The Interview Questionnaire for MLAs, Councillors and Executive have been added as Annexure.



Elected Representative	Calculation	E.g. Bhopal	Vijaywada
Total No. of MLAs		7	3
MLA	10% of total MLAs in the city or a minimum of 2 (whichever is greater)	2	2
Total No. of Councillors		85	59
Councillor	10% of the Councillors (or a minimum of 3 Councillors per MLA approached whichever is greater)	8	6
	3 Councillors per MLA approached (or 10% of Councillors whichever is greater)	2 x 3 = 6	2 x 3 = 6
City Executive	1 city executive per 3 ER approached or minimum 3	3	3
Total sample		13	11

- Councillors and MLAs are selected at random. The sample is representative of the gender and party mix.
- Councillors in key positions are approached if they are not covered in the random sample – Mayor/Deputy Mayor, Ward Committee Chair, Standing Committee Chair, Chairs of important statutory committees.
- All Municipal Commissioners are invited to participate + a sample of senior and junior municipal officials selected at random

2.1 Mayoral System

STATUS

- The Mayor is indirectly elected by the Councillors (GHMC Act, 1955, Sec 90).
- The term of the Mayor is 5 years, co-terminus with the elected body.
- The main role of the Mayor is to maintain and carry out the affairs of the council.
- There are no financial powers exclusively with the Mayor, while the Commissioner can sanction exclusively up to 25 lakh rupees.
- Standing committee is the main committee for scrutiny, it looks after all the financial decisions taken.
- Term of Standing Committee is 1 year.
- There are eleven special committees looking after various issues, these committees pick up on various activities and function accordingly. Their role is mainly advisory.

Councillor

Yes, the Mayor should have more powers like financial powers. They should be given an individual budget something of their own and they should be given more power than commissioner."

KEY TAKEAWAYS

- **Indirectly elected Mayor**
- **Standing committees system**
- **Mayor's role is largely ceremonial**

Levers

- The Mayor and the Commissioner work in coordination with each other.
- The Mayor works in close coordination with the State Government
- There is a consensus amongst the Councillors that the Mayor should be more empowered.

Barriers

- Decisions are often bypassed without the consent or knowledge of the Mayor.
- The Mayor does not have any exclusive financial powers like the Commissioner.
- The term of Standing Committee is not coterminous with the office of Corporation.

Councillor

"Financial and sanctioning power should be given to the Mayor"

- **No financial powers to the Mayor**
- **Term of Mayor is coterminous with the office of Corporation**
- **Term of Standing Committee is not coterminous with the office of Corporation.**

2.2 Role of a Councillor

STATUS

- Total 59 Councillors in Vijayawada Municipal Corporation
- Councillors identified their primary role as solving citizen's problems and supervising service delivery.
- Each Councillor is a part of at least one Standing Committee.

Councillor

Yes, we have ward committees in many aspects like division development committee and regarding the parties also we have the mahila cell, legal cell, all together we have 10 to 14 committees. Every day we have such meeting in my house to go through different agendas.

Levers

- **Role and Rapport with administration**
- Good coordination with Administration
- **Regular General body meeting**
- General Body meeting of the council is regularly conducted once in a month.
- Regular meetings and follow-ups are conducted

Barriers

- The interviews with the elected members of VMC suggested that the elected body does not have many powers of decision making.
- There is no personal budget allocated to the Councillors and any ward level work has to be communicated by the Councillors to the respective departments of the Corporation in charge.
- Councillors believe that while they can take part in the budgeting process, they don't have a say in its decision making.

Administration

On our field visits it is the corporators that are able to help us out they bring to us the local problems that are being faced.

KEY TAKEAWAYS

- **The Councillors share a good and efficient equation with the administration.**
- **Councillors have limited decision making power.**

2.3 Committee

STATUS

- According to the GHMC Act, 1955, each Ward Committee should consist of 10 wards.
- According to Section 8A of the GHMC Act, 1955, each Ward Committee should consist of the Members elected from the Wards, and should have a Chairperson who is elected by the members among themselves.
- However ward committees are currently not in place in VMC. There is no political consensus on having them, thus have not been implemented.
- District Planning Committee – Active (under State Government)
- Metropolitan Planning Committee – Not Constituted.

Levers

- General Body meeting of the council is regularly conducted once in a month.
- Good coordination with Administration
- Regular meetings and follow-ups are conducted

Barriers

- The interviews with the elected members of VMC suggested that the elected body does not have many powers of decision making.
- There is no personal budget allocated to the Councillors and any ward level work has to be communicated by the Councillors to the respective departments of the corporation in charge.
- Councillors believe that while they can take part in the budgeting process, they don't have a say in its decision making.

Administration

On our field visits it is the corporators that are able to help us out they bring to us the local problems that are being faced.

KEY TAKEAWAYS

- **There is a provision for ward committee for 10 wards but they are not active.**
- **There is no platform for public participation in Vijayawada.**

STATUS

- Vishakhapatnam Metropolitan Region Development Authority (VMRDA)
- Andhra Pradesh Capital Region Development Authority (APCRDA)
- Public Health and Municipal Engineering Department (PHMED)
- City Planning Department, Town and Country Planning Department (TCPD)
- Vijayawada Municipal Corporation (VMC), Greater Vishakhapatnam Municipal Corporation (GVMC)
- Andhra Pradesh Township And Infrastructure Development Corporation (APTIDCO).
- The APTIDCO builds urban housing for those living below poverty line and help out in slum clearance
- APCRDA prepares the master plan, the Commissioner of VMC participates as a part of the Committee
- Water and most other basic services are taken care of by VMC only.

↘ Councillor

No external agencies, the working takes place through contracts only, though CRDA is there but it is not included with the VMC.

Levers

- There is some association with other bodies for services such as labour card application, or there is a change in land use pattern.
- By and large other authorities have a limited role to play, main services like water supply is under VMC control and there is no external body for it.
- The slum clearing authority- APTIDCO there is regular contact with them to build houses for them.
- APTIDCO takes care of the housing of the whole state, under this they have a specific policy outline on how the corporation or state government should contribute.
- Coordination with state agencies is done through the Commissioners office.

Barriers

- Elected Representatives are not involved in the decision making by the State level agencies working in Vijayawada.

KEY TAKEAWAYS

- **There seems to be good coordination with state agencies, done through the commissioner**
- **Urban Schemes such as smart city mission have not been active in Vijayawada city due to focus on Amravati**

STATUS

- Permanent employees –
 - Sanction – 3254
 - Working – 1750 (53.7%)
 - Vacant – 1540 (46.3%)
- Contractual employees – 387
- Groups – 466 & members – 3138
- There are 5 employees working per 1000 population in Vijayawada municipal corporation.
- The sanction of posts and the recruitment procedure is done by the State Government.

Levers

- The human resources are adequately provided and prioritised for sanitation.
- The door-to-door collection employees are being focused on and recruited.

Councillor

“The corporation provides best sanitation facility. Every 10 wards have 1 health office along with 3000 workers employed for the purpose of sanitation.”

Barriers

- Inadequate human resources
- VMC can't recruit by their own, they have to take permission from State government.

Councillor

“The corporation doesn't have adequate human resources. As the State government does not sanction to get more human resources because the government itself does not have enough fund to pay the salary of the employees if the appoint any.”

KEY TAKEAWAYS

- **Inadequacy of human resources**
- **Corporation is not able to hire its own human resources**



STATUS

Budget

- All financial sanctions are given by the Commissioner. The budget is made at council meetings where discussions are made regarding priorities and funds are allocated accordingly.
- The Accounts department of the VMC makes the initial draft of the budget. This draft goes to the Commissioner, and from there to the Standing Committee. After that it goes to the Council for discussion and approval.

Councillor Fund

- There is no Councillor fund, any budget required for emergency ward related works is estimated previously and is included in the yearly budget.
- In Vijayawada, each division of the Corporation gets 30 lakh rupees for development and maintenance activities.

Sources of revenue

- Property tax, building permissions, professional tax, share in the properties registered from the state government, central and state government grants.

Financial powers to sanction projects:

- The Commissioner can exclusively sanction projects up to 20 lakh rupees
- The Standing Committee can sanction up to 50 lakh rupees.
- The Council can sanction from 50 lakh rupees and above.

Levers

Collection of Taxes:

- All the houses are digitalised now so corporation can get taxes directly online, helped in better collection.

Potential sources of revenue

- There are also talks and plans made to increase the revenue and plans being made to increase the efficiency of these sources.

Barriers

Councillors participation

- Councillors are able to participate in budget making process and can give suggestions and raise objections in the assembly. However they have are unable to have significant influence over its decision making.

Budget inadequacy

- Large dependency on central government aids, and state aids, property tax principal revenue source.
- Property tax was last revised in 2001.

Collection of Taxes

- Collection of taxes to its potential is a challenge
- State government offices itself don't pay their dues, around 53 crores pending from state government.

KEY TAKEAWAYS

- **Budget is inadequate**
- **Dependency on State Government for funds**
- **Public participation in budget making does not take place.**



Annexure 1: City structure and governance status (1/2)

Reform Areas	Vijaywada	Status in other cities
Interviews Conducted	<ul style="list-style-type: none">• 13 total including 8 ER and 5 Executive	<ul style="list-style-type: none">• Total 661 in 20 States including in Mumbai, Delhi, Bhopal, Kolkata and Udaipur till March 2019
Governing Acts	<ul style="list-style-type: none">• The Vijayawada Municipal Corporations Act 1981	<ul style="list-style-type: none">• Different acts for different states, cities.
Service Delivery	<ul style="list-style-type: none">• 7 functions are completely devolved to AMC while other 10 are under multiple agencies and one is with the State department. But in practice, devolution in many of these functions isn't complete.	<ul style="list-style-type: none">• All functions have been devolved in Mumbai & Bhopal
Municipal Finance	<ul style="list-style-type: none">• Budget is inadequate and there is dependency on State Government.• There is no public participation in budget making.	<ul style="list-style-type: none">• Mumbai- Budget is adequate rather there is underutilisation of the funds.• Advertisement & Entertainment Tax given to city government in Bhopal after GST.
Mayoral System	<ul style="list-style-type: none">• Standing committee system. Indirectly elected.• Tenure of Mayor is 5 Years.	<ul style="list-style-type: none">• Bhopal and Kolkata have Mayor in council system.• Directly elected mayor in Bhopal and Mayor has financial powers can approve projects worth 5 crores.• Right to recall of an elected mayor in Bhopal



	Vijaywada	Status in other cities
Multiple Agencies	<ul style="list-style-type: none">• Vijaywada Municipal Corporation (VMC)• Capital Regional Development Authority (APCRDA)• Andhra Pradesh Township And Infrastructure Development Corporation (APTIDCO)• The public services are delivered and managed by various committees under one roof.	<ul style="list-style-type: none">• Multiple agencies are creating problems for efficient service delivery in cities like Mumbai, Delhi, Bhopal, Kolkata & Udaipur.• Bhopal is working towards making unified body which will have control over all functions. Proposal has been given to the state.• In Bhubaneswar, the council invites administration and parastatal staff for the monthly meeting and can ask questions to them directly. This makes the administration accountable to the Elected Representatives.
Urban Reforms (smart city mission)	<ul style="list-style-type: none">• Vijaywada is not under the Smart City Mission.	<ul style="list-style-type: none">• In Udaipur, Commissioner is CEO and Mayor is vice chairman of SPV Board.• The corporation has control over the SPV.
Citizen participation	<ul style="list-style-type: none">• Ward Committees are not functional in Vijaywada.• There are no ward sabhas held in VMC.	<ul style="list-style-type: none">• No ward sabhas in other cities like Mumbai, Delhi, Kolkata.• Public consultation is lacking.



Annexure 2: Mapping of 74th constitutional Amendment functions (1/3)

Sr. No	Functions	Vijaywada	Kochi	Bhopal	Mumbai	Udaipur	Kolkata
1	Urban planning including town planning.	(APCRDA); (VMRDA), Engineering Dept and City Planning Section of (VMC) GVMC	Town and Country Planning Office (TCPO). Kochi Municipal Corporation (KMC) has the ownership of the Masterplan but they don't design it. They enforce its regulations. They also don't have a Town Planner position on their rolls.	Town and Country Planning Office (TCPO); Development Authority: Capital Project Administration (Bhopal); Directorate of Urban Administration & Development (DUDA); Bhopal Municipal Corporation (BMC)	Mumbai Metropolitan Region Development Authority (MMRDA), Maharashtra Housing And Urban Development Authority (MHADA) and Maharashtra State Road Development Corp (MSRDC), Municipal Corporation of Greater Mumbai (MCGM)- Town Planning	Master plan prepared by Town and Country Planning (TCP) and implemented by Urban Improvement Trust (UIT)	Kolkata Municipal Corporation (KMC), West Bengal (WB) Govt.
2	Regulation of land-use and construction of buildings.	APCRDA, Engineering Departments of VMC and GVMC	TCPO. KMC has the power to sanction building plan approvals up to a limit.	TCPO; Committee for multi storeyed buildings: Development Authorities; MP Housing Board ; BMC	MCGM, MMRDA	UIT, Udaipur Municipal Corporation (UMC)	KMC, WB Govt.
3	Planning for economic and social development	Urban Community Development Section of VMC and GVMC, MEPMA	KMC; District Planning Committees; Ward Committees;	DUDA; BMC	MCGM, State Government	UIT and UMC	KMC, WB Govt.
4	Roads and bridges.	Engineering Department of VMC and GVMC	KMC. Roads and Bridges Development Corporation of Kerala (RBDCK)	Public Works Department (PWD); City governments; Traffic Police	Overseen by MCGM, MMRDA, MSRDC and Public Works Department (PWD)	UIT, UMC, Rajasthan State Road Development & Construction Corporation (RSRDCC)	KMC, WB Govt.
5	Water supply for domestic, industrial and commercial purposes	Public Health and Municipal Engineering Department (PHMED), Engineering Department of VMC and GVMC	Kerala Water Authority.	Water Dept.; BMC for O&M	MCGM	Public Health Engineering Department (PHED), Rajasthan Water Supply and Sewerage Management Board (RWSSMB)	KMC

Legend

City government control

Multiple agencies

State Control



Annexure 2: Mapping of 74th constitutional Amendment functions (2/3)

Sr. No	Functions	Vijawada	Kochi	Bhopal	Mumbai	Udaipur	Kolkata
6 a	Public health and sanitation conservancy	State Health Department; Health Department of VMC and GVMC, headed by the Chief Municipal Health Officer (CMHO)	KMC; State health department	Public Health Engineering Department (PHED)	MCGM	PHED, UIT, UMC, State Govt.	KMC, WB Govt.
6 b	Solid waste management	Health Department of VMC and GVMC, headed by the Chief Municipal Health Officer (CMHO)	KMC	BMC	MCGM	UMC	KMC
7	Fire services	AP State Disaster Response and Fire Services Department	Kerala Fire and Rescue Services	BMC	MCGM	UMC	WB Govt.
8	Urban forestry, protection of the environment and promotion of ecological aspects.	VMRDA, AP Forest Department, Horticulture Department of VMC and GVMC	Forest and Wild life department. KMC (for beautification/greenery)	Forest Dept. and BMC; Biodiversity Board	Tree Authority under MCGM, Forest Department under State Government	UIT, UMC	WB Govt.
9	Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded	Urban Community Development Section of VMC and GVMC, MEPMA, AP Social Welfare Department	KMC; Local Self Government (LSG) Dept.	Dept. of Social Justice; BMC	MCGM, Overseen by Social justice and Special assistance department under State Government	UIT and UMC	KMC, WB Govt.
10	Slum improvement and upgradation	Urban Community Development Section of VMC and GVMC, AP State Housing Corporation	KMC ; LSG Dept.	BMC; Slum Clearance Board was dissolved	Primarily done by Slum rehabilitation authority (SRA), MCGM, MHADA and MMRDA	UIT and UMC	KMC, WB Govt.
11	Urban poverty alleviation	Urban Community Development Section of VMC and GVMC, MEPMA, AP Social Welfare Department	Kudumsree. KMC	BMC	MCGM and State government	Ministry of Urban Development , Ministry of Housing and Urban Poverty Alleviation, UMC	KMC, WB Govt.

Legend

City government control	Multiple agencies	State Control
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Annexure 2: Mapping of 74th constitutional Amendment functions (3/3)

Sr. No	Functions	Vijayawada	Kochi	Bhopal	Mumbai	Udaipur	Kolkata
12	Provision of urban amenities and facilities such as parks, gardens, playgrounds	Engineering Department, City Planning Section, Horticulture Department of VMC and GVMC	Kudumsree City government.	BMC	MCGM	UMC, UIT	KMC, WB Govt.
13a	Promotion of cultural and aesthetic aspects.	VMC, GVMC	KMC	Culture Dept.; BMC	MCGM and Ministry of cultural affairs- Maharashtra	UMC, PWD	KMC, WB Govt
13b	Promotion of education	State Education Departments (CSE ,SCHE); VMC, GVMC	State Education Department	State Education Department	BMC run schools	State Education Department , UMC implementing agency	KMC Schools and Department of School Education (State Government) Dept of Higher Education (State Government)
14	Burials and burial grounds; cremations, cremation grounds	Health Department of GVMC and VMC, headed by CMHO	KMC	BMC	MCGM	UMC	KMC
15	Cattle pounds; prevention of cruelty to animals	Health Department of GVMC and VMC, headed by CMHO	KMC	BMC, Animal Husbandry	MCGM	UMC	WB Govt.
16	Vital statistics including registration of births and deaths.	Health Department of GVMC and VMC, headed by CMHO	KMC	BMC	MCGM	UMC	KMC, WB Govt.
17	Public amenities including street lighting, parking lots, bus slops and public conveniences.	Engineering Department of VMC and GVMC	KMC	BMC, Ujjain City Transport Services Limited (UCTSL); Bhopal City Link Limited (BCLL)	Bombay Electric Supply and Transport (BEST) of MCGM	PWD, UMC	KMC, WB Govt.
18	Regulation of slaughter houses and tanneries	Health Department of GVMC and VMC, headed by CMHO	KMC	Urban Development and Housing Department (UDHD); BMC; Pollution Control Board	MCGM	UMC	KMC

Legend

City government control

Multiple agencies

State Control



Organisational Setup and Service Delivery:

(Questions applicable for MLA as well)

I. Role

- a) How would you define your role as **Councillor** (changes depending on the respondent)?
- b) What would you say are your key responsibilities?
- c) What do the citizens see your responsibility as Councillor/MLA/Administrator?
- d) Are you a part of any statutory committee?
- e) What would you see your role as a member of the said committee?
- f) What are the challenges you face as being a member of the ruling/opposition party? *If in opposition, Is the corporation forum a hurdle or the approach of the bureaucracy?*

II. Service delivery

- a) Pick one service that you believe the municipal corporation has successfully delivered, and one where it has faced significant challenges.
- b) Why was the delivery of the **xx** service a success?
- c) What mechanism is working to make the service a success? (Probe whether it's the funding priority or the human resources efficiency)
- d) Pick one service that you believe the municipal corporation has faced significant challenges
- e) What challenges do you think the corporation faced and
- f) how did they overcome this to make it a success?

III. Monitoring

(Following Questions are not applicable for MLA's)

- a) How do you to monitor the delivery of schemes, raise issues, and hold the administration to account?
- b) (Did you raise questions in the house? Did you ask for a report? Raise issues at Ward Committee? do you make use of the Municipal Secretary department?)
- c) How do you monitor performance and track the progress of the issued raised? Do you receive reports (audits, data etc.), from the administration?
- d) What is the frequency of these reports?
A: Daily; B: Weekly; C: Monthly D: Quarterly; E: Biannually; F: Annually
- e) Do you use these reports to raise questions? Y/N
- f) How is your rapport with the administration?



IV. External agencies

- a) What other agencies/departments were involved in the delivery of these services? (Give a list of agencies/departments)
- b) Why is the process of delivering this service complicated?
 - a) Because of the involvement of agencies
 - b) Because of the lack of leadership
 - c) Lack of Accountability
 - d) Poor communication between agencies
- c) Do you see yourself as having a role in improving the communication between the agencies?
- d) Do you/they hold regular meetings to ensure that its being done?
- e) Who organises it, at what level are they organised?
- f) Is there an escalation process of passing the work, if you face challenges?
- g) When state projects are sanctioned in your constituency do you have a say in the decision making process? Y/N
- h) How do you monitor whether the benchmarks are being met?
- i) (If the city is under Smart City Mission) What is the role and nature of the Special Purpose Vehicle?
- j) What are the key responsibilities of the SPV?
- k) What members of the corporation are a part of the SPV project?
- l) What is your opinion/evaluation on the SPV of the Smart city mission?

v. Resources:

- a) Do you believe that the corporation has adequate resources in terms of human resources and tools to carry out delivery of services?
- b) Do you believe the municipal staff who work in your jurisdiction have the adequate skills to carry out their functions? (Very Poor/Poor/Average/Good/Very Good/Excellent)
- c) Do you think there is requirement for capacity building of corporation employees?
- d) Do you as a Councillor have adequate resources in terms of the following to monitor the delivery of schemes, raise and understand issues, and hold the administration to account?
- e) Do you hire your own staff to support you in carrying out your responsibilities?
- f) If yes, how do you fund hiring your own staff? (Do you fund out of your own pocket (10,000 honorarium) or does the party fund it?)



VI. Municipal Finance:

- a) What do you use your Councillor/MLA/MP fund for?
- b) How did you go about deciding where to use this fund?
- c) How did you decide whether it should be funded from your fund or the administration core/sanctioned budget?
- d) Are you able to participate in the budgeting process of the Corporation?
- e) At what level are you able to participate in the budget making process?
- f) Who decides the priorities of the corporation for budgeting?
- g) Does the corporation have adequate budget?
- h) Do you believe it is being utilized?
- i) What are the major sources of revenue, which is the highest source of revenue?
- j) What are the other potential sources of revenue collection?
- k) Is the corporation mostly dependent on the state government for finances?
- l) How much control does the corporation have over deciding the tax and service rates?
- m) What are your views on providing municipal governments with more control over the way they spend their funds?
- n) Are you aware of the State Finance Commission? Whether the reports of the SFC are taken into consideration while reviewing corporation financial powers?
- o) Are recommendations implemented?
- p) What is your opinion on Goods and Services Tax, has it affected municipal finance?

VII. Citizen Participation

- a) How regularly do you meet citizens in your constituency?
- b) How do citizens approach you- email/phone calls/letters/ in-person?
- c) What is the one service or issue that citizens are most likely to approach you for?
- d) Are you able to direct citizens to the concerned authority, or do you deal with the administration in your own capacity?
- e) Is there a grievance/complaint redressal mechanism where citizens can complain directly to the administration/corporation?
- f) Do you think citizens are aware about this?



VIII. Evaluation of Municipal Government:

(Following Questions are applicable for MLA's)

- a) What is the biggest challenge you face in office?
- b) What would you change in the current system to make it work better?
- c) The balance of responsibilities between the administrative wing and the elected wing?
- d) What is your opinion on mayoral system of your city? Should the mayor have more powers? What are your opinions on mayor in council?
- e) Are you aware about the 74th amendment?
- f) Can you name one function under the 74th amendment that has been devolved to your satisfaction?
- g) Can you name one function in particular that has not been devolved to your satisfaction?



Annexure 4: Interview Questionnaire for City Executive

I. Role

a) How would you define your role as *Municipal Commissioner*?

II. Service delivery

a) Pick one service that you believe the municipal corporation has successfully delivered, and one where it has faced significant challenges.

b) Why was the delivery of the *xx* service a success?

c) What mechanism is working to make the service a success? (Probe whether it's the funding priority or the human resources efficiency)

d) Pick one service that you believe the municipal corporation has faced significant challenges

e) What challenges do you think the corporation faced and

f) how did they overcome this to make it a success?

III. Monitoring

a) How often do you share updates on the delivery of services with municipal Councillors?

b) Do Councillors approach you for additional data or reports?

c) How is your rapport with the Councillors?



IV. External agencies:

- a) What other agencies/departments were involved in the delivery of these services? (Give a list of agencies/departments)
- b) Why is the process of delivering this service complicated?
 - a) Because of the involvement of agencies
 - b) Because of the lack of leadership
 - c) Lack of Accountability
 - d) Poor communication between agencies
- c) Do you see yourself as having a role in improving the communication between the agencies?
- d) Do you/they hold regular meetings to ensure that its being done?
- e) Who organises it, at what level are they organised?
- f) Is there an escalation process of passing the work, if you face challenges?
- g) When state projects are sanctioned in your area/ that affect your department do you have a say in the decision making process?
- h) Once the project is sanctioned, how do you monitor whether the benchmarks are being met?
- i) When projects are delayed or cost overruns happen, are you able to hold responsible authorities accountable?
- j) (If the city is under Smart City Mission) What is the role and nature of the Special Purpose Vehicle?
- k) What are the key responsibilities of the SPV?
- l) What members of the corporation are a part of the SPV project?
- m) What is your opinion/evaluation on the SPV of the Smart city mission?

V. Resources:

- a) Do you believe that the corporation has adequate resources in terms of human resources and tools to carry out delivery of services?
- b) Do you believe the municipal staff who work in your jurisdiction have the adequate skills to carry out their functions? (Very Poor/Poor/Average/Good/Very Good/Excellent)
- c) Do you think there is requirement for capacity building of corporation employees?



VI. Municipal Finance:

- a) Are you able to participate in the budgeting process of the Corporation?
- b) At what level are you able to participate in the budget making process?
- c) Who decides the priorities of the corporation for budgeting?
- d) Does the corporation have adequate budget?
- e) Do you believe it is being utilized?
- f) What are the major sources of revenue, which is the highest source of revenue?
- g) What are the other potential sources of revenue collection?
- h) Is the corporation mostly dependent on the state government for finances?
- i) How much control does the corporation have over deciding the tax and service rates?
- j) What are your views on providing municipal governments with more control over the way they spend their funds?
- k) Are you aware of the State Finance Commission? Whether the reports of the SFC are taken into consideration while reviewing corporation financial powers?
- l) Are recommendations implemented?
- m) What is your opinion on Goods and Services Tax, has it affected municipal finance?

VII. Citizen Participation:

- a) Is there is grievance/complaint redressal mechanism where citizens can complaint directly to the administration/corporation?
- b) Do you think citizens are aware about this?
- c) Are Councillors able to communicate the citizen grievances to you, to improve delivery of service?

VIII. Evaluation:

- a) What is the biggest challenge you face in office?
- b) What would you change in the current system to make it work better?
- c) The balance of responsibilities between the administrative wing and the elected wing?
- d) What is your opinion on mayoral system of your city? Should the mayor have more powers? What are your opinions on mayor in council?
- e) Are you aware about the 74th amendment?
- f) Can you name one function under the 74th amendment that has been devolved to your satisfaction?
- g) Can you name one function in particular that has not been devolved to your satisfaction?



Annexure 5: Operational Plan for Urban Governance Project

Of the 5 phases, Praja has completed the research and interviews in Phase I, II and will initiate consultations in January 2019



	2018					2019												2020				
	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	
Regional	Completed 1 st Round Table in Apr						2 nd RT										North East Regional Consultation				4 th RT	National Convention
State						Rajas, Kerala, Madhya Pradesh, West Bengal					Gujarat Goa	Haryana	Andhra Pradesh Karnataka	Jharkhand, Orissa		Tamilnadu Telangana		Tamilnadu Telangana	Uttarakhand, Bihar, Jammu Kashmir	Himachal Pradesh, Chhattisgarh, Uttar Pradesh		
Interviews			Gujarat Goa	Haryana Punjab	Andhra Pradesh Karnataka			Jharkhand, Orissa			Telangana	Bihar Uttar Pradesh	Tamilnadu	Sikkim, Tripura,, Manipur, Uttarakhand	Himachal Pradesh, Jammu and Kashmir	Mizoram, Nagaland, Arunachal Pradesh, Chhattisgarh						
Research	Completed Delhi Maharashtra Kerala, Madhya Pradesh, West Bengal Rajasthan	Gujarat Goa	Punjab Haryana, Punjab	Andhra Pradesh Karnataka		Jharkhand, Orissa	Meghalaya, Assam	Sikkim, Tripura,, Manipur		Tamilnadu	Telangana Bihar Uttar Pradesh	Uttarakhand	Jammu and Kashmir	Himachal Pradesh Chhattisgarh	Mizoram, Nagaland, Arunachal Pradesh							

Legend

Phase I		Phase II		Phase III	
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