



PRAJA'S
URBAN
GOVERNANCE
STUDY

Chhattisgarh



Content	Page No.
About Praja	3
Urban Governance in India	4
Methodology: Mapping of the 18 Functions as per the 74th CAA	7
Chhattisgarh – State Profile	8
Theme 1 : Devolution of 18 functions as per 74th Constitutional Amendment	12
Methodology: Interviews with Elected Representatives and City Executive	13
Theme 2: City Government: Composition and function	15
2.1 Mayoral System	15
2.2 Committee and Role of Councillor	16
2.3 Multiple Agencies	17
2.4 Urban Schemes	18
2.5 Resources	19
Theme 3: Municipal Finance	20
3.1 Budget & Sources of Revenue	20
Annexure 1: City structure and governance status	21
Annexure 2: Mapping of 74 th Constitutional Amendment functions	23
Annexure 3: Interview Questionnaire for MLAs/Councillors	26
Annexure 4: Interview Questionnaire for City Executive	30
Operational Plan for Urban Governance Project	33



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.

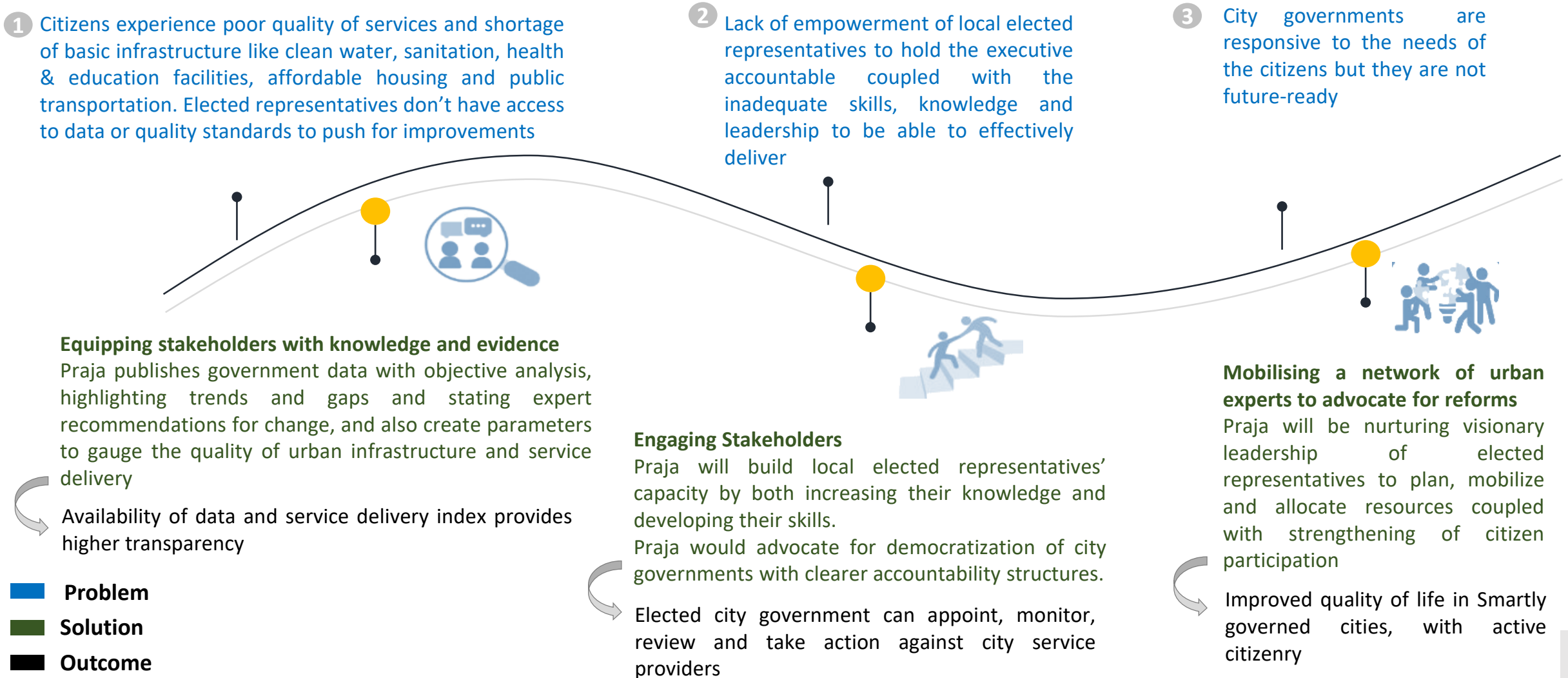
Praja is now embarking on an ambitious journey to transform urban governance, to advocate policy changes that will change the way Indian cities are governed. It will be multiyear project in nature, with research being the bedrock to form a network and influence change:


- Currently the devolution of powers and the capacity in the cities is not completely mapped. By March 2020 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




Build the evidence and the case for urban governance reforms

Mapping the implementation of 74th Amendment across 29 states in India through our study on urban governance reforms and existing governance and institutional models in place across Indian cities.

Interviews with key stakeholders to understand the urban governance challenges from the perspectives of different stakeholders. These interviews would provide richer insights into the motivations and relationships between the Executive and the elected wing, the challenges key stakeholders face. In each state we will be looking at carrying out interviews in 1 key city.



Build a network of organisations and individuals (thought leaders and key influencers) who will champion urban governance reforms

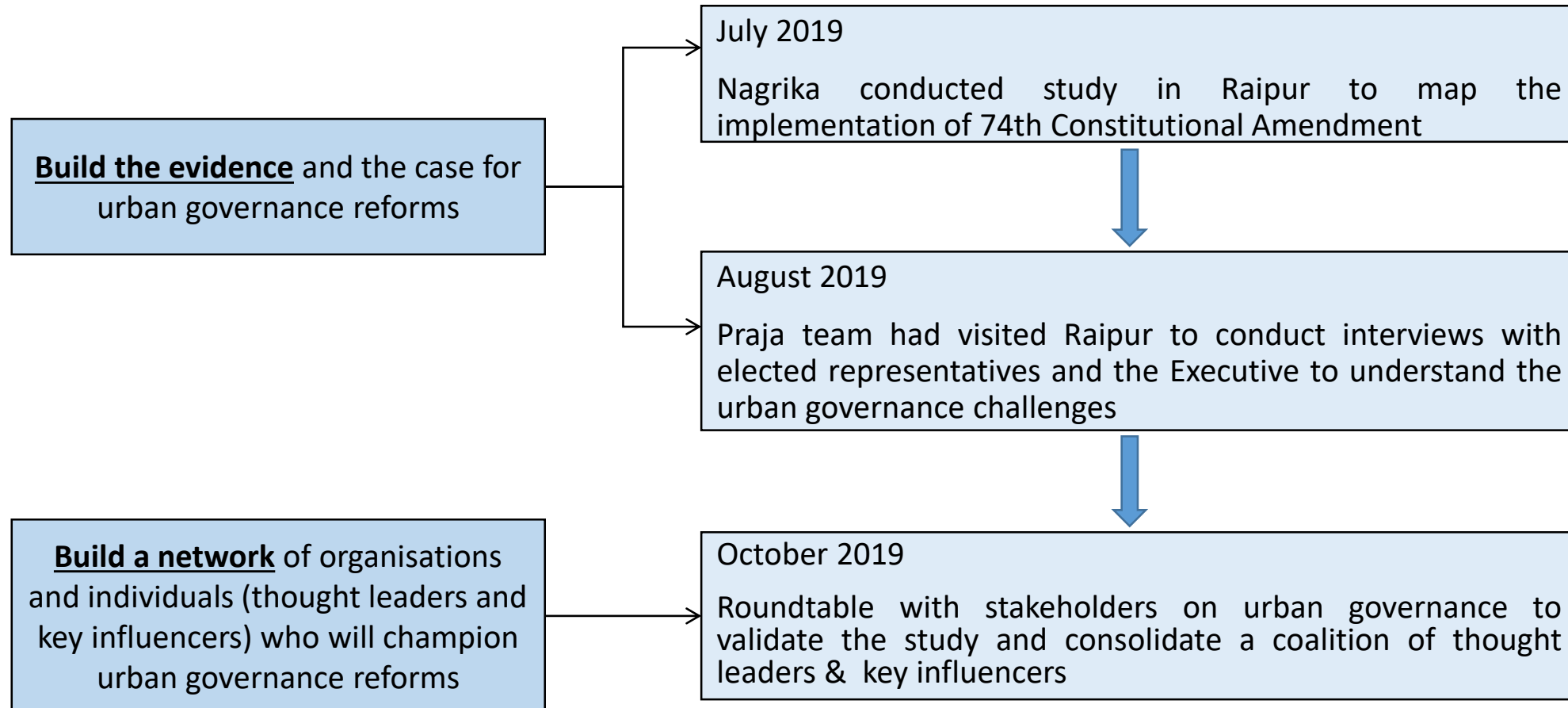
Consultations will be held at State and National Level to bring Domain experts, Content providers, Implementation organisations, Key leaders in the government and political parties and Influencers for taking forward the learnings and pushing for urban reforms

Policy changes that will transform the way Indian cities are governed

Urban Governance Index and leveraging network for Policy change
Our study will create a 'urban governance index' and map urban governance status in all the states of the country. It will capture levers and barriers and set of recommendations which will be updated periodically. Through periodic and targeted conclaves Praja will leverage the network to facilitate various stakeholders into thematic groups on common reform agenda/s. The network will be leveraged as a platform for advocating for policy changes.



The timeline of the study in Chhattisgarh





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 interviews were undertaken in Chhattisgarh with multiple stakeholders over the period of one week. Nagrika team visited the Raipur city and conducted 19 interviews (4 Councillors, 15 Executives) to understand the experience of decentralisation.
3. Finally, the field insights were corroborated with secondary research to develop this report.



Sr. no	Name of City Government	Raipur
1	Act	Chhattisgarh Municipal Corporation Act, 1956
2	Status (Corp, MC):	Municipal Corporation
3	Name of the District:	Raipur
4	Area of the City Government in sq.km	
5	Population	1,010,087
	No. of wards	70
6	Term duration of present City Government	4 years
7	Name of the Mayor / President/Chairman	Shri. Pramod Dubey*
8	No. of Corporators /Councillors-Elected	70
9	No. of Corporators /Councillors-Nominated (if not actual, based on Act)	
10	Name of the Commissioner / Chief Officer/Secretary	Shri Shiv Anant Tayal (I.A.S.)*
11	No. of Sanctioned Posts in the Corporation	984 (Does not involve contract posts)
12	No. of Vacant posts in the Corporation	457
13	Schedule of council meetings (weekly, monthly?)	
14	If Smart city, is there a SPV in place?	Yes
15	Have ward committees been created?	No
16	Are there DPCs in the state?	Yes

Decentralisation in Chhattisgarh

Chhattisgarh was formed on 1st November 2000, when it was separated from the state of Madhya Pradesh under the Madhya Pradesh Reorganisation Act, 2000. There are 168 ULBs in Chhattisgarh, of which thirteen are municipal corporations, 44 are municipal councils and 111 are Nagar Panchayats. The Chhattisgarh Urban Administration and Development is the parent body for the ULBs in the state. The Raipur Municipal Corporation is divided into eight zones. Each zone is headed by the Zonal Commissioner. Each zone is further divided into wards. There are a total of 70 wards in Raipur. Ward committees have been formed at the zonal level. According to the Act, the Corporation is supposed to have Mohalla Committees for territorial areas in the Corporation. But, there are no such committees under RMC.

Chhattisgarh Municipal Corporation Act, 1956

The Municipal Corporations in Chhattisgarh are under the purview of the Chhattisgarh Municipal Corporation Act, 1956. Under the Madhya Pradesh Reorganisation Act, 2000, all laws that were applicable to the ULBs in Madhya Pradesh were adopted by Chhattisgarh.

District Planning Committee

The Chhattisgarh Municipal Corporation Act, 1956 does not mention any District Planning Committee. DPCs in Chhattisgarh are formed under the Section 3 of Chhattisgarh Zila Yojana Samiti Adhinyam, 1995. The Chairperson of a DPC is a minister of the State appointed by the Government and the Member Secretary is the District Collector (Section 4-3). A report by the Regional Center for Urban and Environmental Studies, has mentioned that DPCs have been formed in Chhattisgarh. A media report shows that Ministers of the Chhattisgarh State Government were given charges for the DPCs in the districts of Chhattisgarh.



Mayor

The Mayor is elected directly and is the Chairperson of the Council (Section 9). The Act mandates reservation for offices of the Mayor to Scheduled Castes (SC), Scheduled Tribes (ST), Other Backward Classes and women from SC and ST (Section 11), and this was confirmed with our informants from the field.

The following are the duties and powers of the Mayor:

- The Mayor has administrative control over the officers of his office. It is the responsibility of the Mayor to exercise the powers and functions as described in the Act. (Section 25)
- In case of any epidemic or unforeseen calamity, the Mayor can direct the execution of any work or can also stop any work (Section 25).
- The Mayor can call for a special meeting of the Council, if the Speaker is incapable of doing so (Section 30)
- The Mayor is the Ex-Officio Chairman of the Mayor-in-Council and presides over their meetings (Section 37(5)).

Speaker

The Speaker is elected by the Councillors and the Mayor from amongst the Councillors after the Council is formed (Section 18). Currently, RMC has the position of the Speaker in its council, who is also referred to as the '*Sabhapati*'. The *Sabhapati* is not from the ruling party, but from the opposition, as the majority of the Council members are from the opposition. It is the function of the Speaker to preside over the meetings of the Council, and send a copy of the proceedings of the meeting to the Municipal Commissioner (Section 18-A). The Speaker has to fix the date of the meeting of the Council with the consent of the Mayor and send the notice of the same. They can also call for the execution report from the Municipal Commissioner, and also has administrative control over the officers of the Corporation (Section 18-A).

Mayor-In-Council (MIC)

The Mayor-in-Council (MIC) is constituted under Section 37 of the Act. The Mayor is the Ex-Officio Chairman of the MIC and presides over the meetings (Section 37(5)). The Members of MIC (MMIC) are nominated by the Mayor from amongst the elected Councillors. Other than the Mayor, the MIC should consist of five to ten members (Section 37(2)). The MIC at RMC, however, consists of fourteen members. The Mayor delegates administrative sections to the MMIC and makes them their in-charge (Section 37(4)).



Advisory Committees

The Advisory Committee is formed with elected representatives to work alongside the sections of the Corporation. After the first meeting of the Corporation, the Speaker has to constitute an Advisory Committee for each section of the Corporation, consisting of councillors other than those in the MIC (Section 46). Each Advisory Committee should consist of nine members in case the Corporation has more than sixty wards (Section 46). RMC has fourteen sections, out of which twelve are corresponded with an advisory committee. Each of the committees have ten to twelve members, as per the officials we interviewed, and each of them is headed by a MMIC. The MMIC in-charge of the respective section convenes the meeting of the Advisory Committee at least once every two months (Section 46 (3)). The Advisory Committees were formed in RMC as per the provisions of the Act.

Wards Committees

The Wards Committees are formed for a group of wards in the Corporation. The Council may constitute these Committees under Section 48A of the Act. For the same, the Council may decide the territorial area of the Committees. Each Committee shall be composed of every elected Councillor representing a Ward within the territorial area and two persons residing within the territorial area who are nominated by the Mayor (Section 48A). At its first meeting, the Wards Committee is supposed to elect one of its elected Councillors as its Chairman. As per our informants from the field, there are no Wards Committees under RMC.

Mohalla Committees

Mohalla Committees should be formed in each ward as per the notification of the State Government (Section 48-B). The Councillor of the respective ward is a member of the Mohalla Committee. It is up to the Municipal Corporation to decide the territorial area of the Committees (Section 48-B). Mohalla Committees have not been formed in Raipur.



The Municipal Commissioner

The Commissioner is appointed by the State Government for a period of not more than five years (Section 54). The Municipal Commissioner is the principal executive officer of the Corporation (Section 55). Some functions of the Commissioner are listed below:

- The Commissioner can acquire immovable property on behalf of the Corporation if they feel necessary (Section 78).
- Whenever any amount of money from the Municipal Fund is expended by the Commissioner, it is their duty to inform the circumstances of the transaction to the MIC (Section 96). It is the responsibility of the Commissioner to make the estimates of expenditure and income of the Corporation annually (Section 97)
- It is also the responsibility of the Commissioner to prepare an annual statement regarding the borrowing and repayment of loans and the particulars of security (Section 123).

MMIC and their corresponding administrative sections headed at RMC

MMIC	Administrative Sections of the RMC*
Shri. Nagbhooshan Rao Yadav	Water Section
Shri. Kumar Menon	Food, Health and Cleanliness Section
Shri. Anwar Hussain	Municipal Planning and Building Licenses Section
Shri. Satnam Singh Panaag	Lok Karma Vibhag Section
Shri. Sameer Akhtar	General Administration and Legislative Section
Shri. Radhesham Vibhar	Culture, Tourism, Entertainment and Inheritance Section
Shri. Jasbeer Singh Dhillon	Fire Extinguishing and Technical Section
Shri. Ejaj Dhebar	Revenue Section
Shrimati Disha Dhotre	Women and Child Development Section
Shri. Vimal Gupta	Poverty Reduction and Social Development Section
Shri. Ajit Kukreja	Income Distribution, Expenditure and Audit Section
Shrimati Nisha Devendra Yadav	Environment and Horticulture Section
No MIC member assigned	Education, Sports and Youth Development Section
No MIC member assigned	Scheduled Caste and Scheduled Tribe Section

*All administrative sections of the RMC are listed above and each section is headed by a MMIC.

Source: Information from field interviews

No.	Functions listed in 12 th Schedule	Chhattisgarh
1	Urban Planning including town planning	Master Plan by Town and Country Planning Department (TCPD); Implementation by Town Planning Section of Raipur Municipal Corporation
2	Regulation of land-use and construction of buildings	Town Planning Section of RMC for building permissions and demolitions TCPD for regulation of land use; EWS and LIG Housing by Chhattisgarh Housing Board;
3	Planning for economic and social development	RMC - NULM Cell, Pradhan Mantri Awas Yojana (PMAY) Cell; Urban Administration and Development (UAD) Department;
4	Roads and bridges	Roads construction by Public Works Dept. (PWD) and RMC, maintenance by the respective departments
5	Water supply- domestic, industrial and commercial	RMC; Chhattisgarh State Industrial Development Corporation;
6 a	Public health, sanitation, conservancy	Hospitals under RMC and State Health Department; sewerage system, cleaning of drains by RMC;
6 b	Solid Waste Management	RMC
7	Fire services	Director General Home Guards, Civil Defense, Fire and Emergency Services and State Disaster Response Force of Government of Chhattisgarh
8	Urban forestry, protection of environment and ecology	Plantation drives by RMC, protection of environment and ecology by Chhattisgarh Forest Department

9	Safeguarding the interests of weaker sections society including the handicapped and mentally retarded	Pension scheme by RMC; State Social Welfare Department;
10	Slum improvement and upgradation	PMAY by RMC and UAD department
11	Urban poverty alleviation	NULM by RMC and UAD department
12	Provision of urban amenities and facilities- parks, gardens and playgrounds	Parks and gardens by RMC and by PWD
13 a	Promotion of cultural and aesthetic aspects	Cultural activities by RMC and Raipur Smart City Limited
13 b	Promotion of Education	Education by Chhattisgarh Department of School Education
14	Burials and burial grounds, cremations, cremation grounds and electric crematoriums	RMC, Waqf Board
15	Cattle pounds, prevention of cruelty to animals	RMC
16	Vital statistics including registration of births and deaths	RMC; State Health Department;
17a	Public amenities including street lighting, parking lots and public conveniences	RMC
17b	Bus stops	RMC and State Transport Department
18	Regulation of slaughter houses and tanneries	RMC

City government control		Multiple agencies		State Control
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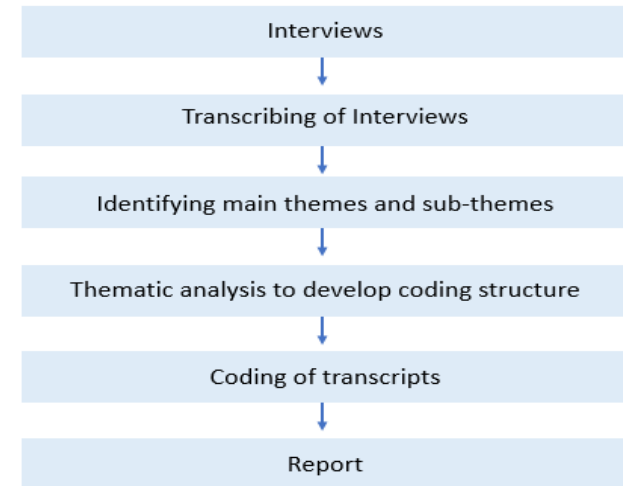
Objective

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, 15 interviews (7 Councillors, 8 Executives) were carried out in Raipur in between 19th August and 23rd August 2019. The sample included city councillors and 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 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	E.g. Raipur
No. of MLAs		7	3
No. of councillors		85	70
MLA	10% of total MLAs in the city or a minimum of 2 (whichever is greater)	2	2
Councillor	10% of the Councillors (or a minimum of 3 Councillors per MLA approached whichever is greater)	8	7
	3 Councillors per MLA approached (or 10% of Councillors whichever is greater)	2 x 3 = 6	2 x 3 = 6
Executives	1 Executive per 3 Councillors or Minimum 3	3	3
Total sample		13	12

- 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, Members of Mayor-in-Council, 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

1. The Mayor is directly elected and tenure of mayor is 5 years, which is co-terminus with the term of corporation (Section 9)
2. The Mayor, being the Ex-Officio Chairman of the Mayor-In-Council (MIC) nominates 14 councillors as the members of the MIC. (Section 37)
3. The Mayor receives an annual fund of ₹1.5 Cr to implement development projects in the city.
4. All resolutions pass through the MIC before it is passed in Council.

74th constitutional amendment states that all the civic functions should come under municipal government. So, all multiple bodies should be responsible to an elected body which is headed by Mayor. In European countries or America even police is responsible to the mayor, so why not the PWD and other departments report to the mayor?

Administrator

KEY TAKEAWAYS

- Mayor is elected through direct elections.
- Mayor is the Ex-Officio Chairman of Mayor-In-Council. The mayor constitutes MIC by nominating 14 councillors.
- Mayor receives ₹1.5 Cr as development fund annually.
- Mayor cannot prepare performance review reports of the commissioner.

Levers

Stability of the position of Mayor

- Mayor holds a stable tenure of 5 years which is co-terminus with the term of corporation.

Barriers

Mayor lacks administrative control

- Mayor lacks necessary control over the administration. The Mayor does not have authority to prepare a Annual Confidential Report (ACR) or a performance review report of the Commissioner. Also, the mayor does not hold signatory power to sanction projects.

Mayor should be able to prepare CR of the commissioner. the MIC members should be able to prepare CRs on the secretaries working under them.

Councillor

Project execution is affected due to lack of majority in the council

- In the case of council which is composed of a majority from opposition party to that of the MIC, it stands as a roadblock in passing resolutions and sanctioning of project. This affects the execution of projects largely.

Administrator

Direct election is not logical because it leads to a lot of chaos and no cooperation between different parties. There will be a difference in indirect elections because the mayor will not totally exclude the opposition councillor's views.

Directly elected mayor is not turning out to be good system, I think it's better if councillors selects mayor among elected councillors. This has less hurdles for the development.

Councillor

2.2 Committees and Role of Councillor

STATUS

1. There are total 70 wards and respective no. of ward councillors in Raipur.
2. Ward committees (Section 48 – A) have been formed at the zonal level. The committee chairman is elected by the councillors of the wards that are under the respective zone. The ward committee meetings is to be attended by concerned Zone Commissioner.
3. There are 14 advisory committees. All councillors are part of these committees. The committees are headed by each of the 14 MIC members.
4. The Chhattisgarh Municipal Corporation Act, 1956 has provisions for Mohalla Committee (Section 48-B).
5. The Speaker is elected by the council. The Speaker is also entitled to vote in the council matters.
6. The councillors report their ward issues to the zone commissioner directly. This is further directed to zone engineer to resolve the issue.

The councillor is concerned with development of the ward. They have to look after road, drainage, electricity, water supply and education.

Councillor

KEY TAKEAWAYS

- **The RMC council comprises of 70 councillors. The Speaker is elected by the council. The Speaker is entitled to vote in the council matters.**
- **Ward committees have been formed, but they are inactive and do not hold any financial powers.**
- **There is no mandatory and in-depth training of councillors.**

Levers

Post of speaker and associated powers and functions

- The speaker is indirectly elected by the Council and the tenure is co-terminus with term of the Corporation. The speaker can call for the execution report from the Municipal Commissioner, and also has administrative control over the officers of the Corporation as per the section 18-A of the Act.

Barriers

Low councillor salary

- The councillor remuneration currently is only ₹ 7500 per month. Most councillors reported that this is too less for them considering that they have to attend to people's issues and carry out their duties at the corporation.

Councillor

All sorts of responsibility are taken up by the councillors but our salary is quite less. The salary that we get only covers our travelling expenses and that's it

Lack of capacity building initiatives for councillors

- There are provisions for induction workshop for councillors. They are introduced to the relevant municipal acts, their roles and duties. But, this has not been made mandatory. Also, the councillors do not feel they are trained enough to deal with various ward level issues.

When councillors are newly elected, training workshops are conducted in which councillors are told about the act. However, there is no training on resolving ward issues.

Councillor

Relevant factors not considered for allotting Ward development fund

- It was noted that a ward development fund of ₹4 lakhs is allotted equally for all wards. However, this does not take the population and area of the wards into account.

Inactive ward committees and no provision for citizen participation

- The ward committees have been formed, but it was reported that the committee meetings does not take place in a formal and regular manner. Also, the ward committees do not have financial powers and has no provision for citizen participation.

Mohalla Committees not formed

- Although the corporation act has provisions for constituting Mohalla Committees, the committees have not been set up in the city. The act mandates that the committees shall be formed within territorial area of a ward headed by the concerned elected councillor of the ward (Section 48-B).

STATUS

1. There are many parastatal bodies in Raipur such as Raipur Development Authority (RDA), State Urban Development Agency (SUDA) etc.
2. Overall, out of the 18 functions specified in 74th CAA, **15 functions involve multiple agencies** i.e., RMC, state govt. agencies and or departments.

I do not know how many agencies are working in the city, now smart city mission has come, so a separate agency was formed. There is also a SUDA body. Again, there is a body for irrigation. There is no unified planning. I do not think any meetings take place.

Councillor

For the corporation to be autonomous, there needs to be political will, financial freedom need to be given to corporation and Corporation should be able to take decisions and execute projects in the municipal area without approval from state govt.

Administration

KEY TAKEAWAYS

- In Raipur, 15 out of the 18 functions mentioned in 74th CAA involve role of multiple agencies.
- There are multiple parastatal bodies such as PWD, RDA etc. who have overlapping functions with that of the corporation.
- There is no effective coordination between the RMC and these parastatal bodies.
- The parastatal bodies are also not accountable to the RMC.

Barriers

No effective follow up and implementation after Joint meetings

- Joint meetings are held twice in a year among multiple agencies. However, there is no effective follow up or implementation as per decisions taken in the meetings.

Lack of coordination between RMC and parastatal bodies

- There is no proper coordination between the RMC and parastatal bodies. This is affecting the project execution and service delivery.

Coordination needs to be improved between various agencies. At present it happens that some agencies work in silos. We come to know about their work when they already start working on it.

Councillor

Lack of unified planning for project execution

- No unified plan for project delivery formulated, which could have facilitated efficient coordination between the RMC and Multiple agencies.

If there is unified and integrated plan prepared for all services, then delivery of service will improve and city will develop.

Councillor

Parastatal bodies are not accountable to corporation

- The parastatal bodies do not take NOC from RMC. They are not answerable to the corporation. This also affects the joint committee meetings which again does not take place regularly.

Administration

These agencies do not take any permission from the corporation. They ideally need to take NOC from corporation. There has been no initiative on this front.

2.4 Urban Schemes

STATUS

1. Raipur Smart City Corporation Ltd. (RSCL) set up as a SPV for implementation of smart city projects.
2. Raipur is part of Atal Mission for Rejuvenation and Urban Transformation (AMRUT) scheme.
3. Smart City officials reported that RSCL is undertaking projects such as Integrated Traffic Management Systems (ITMS), market rehabilitation, heritage revitalization, lake rejuvenation etc.
4. The Smart City funding is received from both the State Govt. and the Central Govt. with an equal share.
5. The AMRUT scheme mainly focuses on water and sewerage projects.

SPV has been formed to avoid political interference and for fast track delivery of projects.

Administration

The SPV has been formed to function on the combinations of the advantages brought by the private agency and government.

Administration

Barriers

Extensive consultations with public and local representatives not held for Smart City projects

- Majority of the interviewees reported that public were not consulted. Also, the councillors were not involved in planning of Smart City projects.

Local relevant issues not solved through Smart City projects

- There were also reporting that the local ward issues are not being resolved through smart city projects.

They do not resolve relevant local issues. The first thing they should have done is to build up the underground drainage system. Lot of money was invested on cycle tracks and paints etc. which has no point. No public consultations were done.

Administration

Mayor and Councillors are not part of Smart City Board.

- There are no elected representatives as members of the Smart City Board.

The councillors cant make any proposal for their wards to the smart city board. We are kept completely out of the smart city project matters

Councillor

There is no role of councillors in the smart city. Only we can tell them about the ward and local problems right?

Councillor

KEY TAKEAWAYS

- Both SCM and AMRUT projects are being implemented in Raipur.
- Mayor and councillors are not part of the SPV board.
- No extensive public consultations were held to prepare the Smart City proposal.
- RMC does not hold major decision making powers relating to smart city projects.



STATUS

- The State Govt. sanctions the total no. of posts for the RMC.
- The Corporation can recruit for postings on its own only if the establishment expenditure is below 65% of the total expenditure.
- If the establishment expenditure is above 65% of the total expenditure of the corporation, then recruitment of postings can be done only after receiving permissions from State Govt. upon showing the total income and expenditure of corporation.
- As per the latest order passed by State Government on 2016, the human resource stands as follows:
 - No. of sanctioned posts (regular) – 984
 - No. of vacant posts (regular) – 457
 - No. of contractual post - 2691

There are adequate no. of engineers, but ground staffs are not adequate.

Councillor

KEY TAKEAWAYS

- **State Govt. sanctions the no. of postings for the corporation.**
- **Majority of permanent staffs lack required skill sets and capacity.**
- **No mandatory regular trainings of officials and staffs are conducted.**
- **There are no monitoring mechanisms of ground staffs.**

Barriers

Inadequate no. of ground staff and lack of strong monitoring of workforce

- RMC is facing a challenge in terms of inadequate no. of ground staffs. There is no system of monitoring the ground workforce. This ultimately affects the service delivery.

Lack of capacity of corporation

- The corporation does not hold adequate capacity to provide all services. Also, there has been no provisions to train the administration and staffs mandatorily

The corporations do not have the capacity. But, how will you build the capacity without the funds? Moreover, it is for the govt. to train them. Just like how they train the rural panchayats, the training and capacity enhancement should be taken up by the govt. The SIRD is funded by Govt. of India. But there is no such scheme for urban local bodies. There should be such scheme for the municipal governments as well

Transfer of officials and engineers between departments

- There are frequent transfer of officials and engineers from one department to another. This is affecting project delivery as there is a shift in skill set and domain knowledge requirement.

Councillor

When officials are allotted some work, their skill sets do not match- for instance electrical engineer works in water department or solid waste management. This also affects service delivery.

Majority of contract posts held by on-ground staffs

- Most of the ground staffs who carry out physical labour works are under contract postings. There were opinions from the administration that technical postings can be made contractual but not that of the ground staff, as this has a social impact on them. This needs to be taken into account.

Most of the municipal staffs are on contract. The physical labour work should never be on a contract basis. Social impact needs to be taken into account in all these matters.

Administration

Administration



Theme 3: Municipal Finance



3.1 Budget & Sources of Revenue

STATUS

Budget

- The budget approval has to be given by the MIC, followed by the Council. The final approval of budget is done by the State Govt.
- According to budget estimates for year 2019-2020, the budget size stands at ₹ 2568 Cr.
- The budget per capita stands at **₹25,430 for the year 2019-2020.**

Financial powers:

The status of distribution of financial powers are as follows:

- Commissioner – Less than ₹50 Lacs
- MIC - ₹50 Lacs - ₹1.5 Cr
- Council - ₹1.5 Cr - ₹5 Cr
- State Government – Above ₹5 Cr

Revenue

- The RMC can set tax rates on its own without the approval from the State Govt.
- Property tax is the major sources of revenue for the corporation.

We can always show the potential revenue in the budget but actual revenue is always much less than that.

Administration

KEY TAKEAWAYS

- **The budget size for RMC for the year 2019 – 2020 stands at ₹ 2568 Cr.**
- **Most interviewees reported that there is lack of awareness among people on taxation and user charges.**
- **The Octroi compensation received by RMC is very low.**

Levers

RMC holds autonomy to revise taxes

- The RMC does not have to depend on state govt. approval to revise tax rates. However, no tax revisions have been undertaken in a long period.

Barriers

No awareness among citizens to pay taxes and purpose of taxation

- Citizens lack awareness on the purpose of taxation. There is a high reluctance to pay taxes and so there is a requirement for taking up awareness initiatives on this front.

People can't understand that without revenue without paying taxes, you can't have services. People are unaware and want things for free.

Administration

SFC recommendations not followed

- The SFC recommendations are not being implemented by the State Govt. This is affecting the financial status of the municipal govt.

State Finance Commission recommendations must be followed mandatorily. The state should devolve grants to the local governments. accordingly.

Administration

Octroi compensation transferred to corporation is very low

- Octroi was one of the major sources of revenue for the municipal corporation. But, ever since it has been under the State Govt., the corporation receives Octroi compensation fund. But majority of interviewees reported that the fund received is very low.

Octroi revenue has been stopped since 10 years ago. Now, we receive only some percentage of octroi in form of compensation granted from state but ideally the octroi revenue should go directly to the corporation.

Councillor



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

Reform Areas	Raipur	Status in other cities
Interviews Conducted	<ul style="list-style-type: none"> 34 interviews (11 Councillors, 23 Executives) 	<ul style="list-style-type: none"> Total 698 in 23 states including in Mumbai, Delhi, Bhopal, Kolkata and Udaipur till September 2019
Governing Acts	Chhattisgarh Municipal Corporation Act, 1956	<ul style="list-style-type: none"> Different acts for different states, cities.
Service Delivery	<ul style="list-style-type: none"> There is overlapping of functions of RMC with multiple parastatal bodies such as PWD, RDA etc. 	<ul style="list-style-type: none"> Mumbai and Bhopal are leading cities in terms of devolution of 18 functions. However there is presence of various agencies in service delivery.
Municipal Finance	<ul style="list-style-type: none"> Largely dependent on state government for funds and approval of budget. RMC can revise tax rates on its own and does not require approval from State Govt. 	<ul style="list-style-type: none"> Mumbai- Mumbai has 72% of own sources of revenue to the total budget. The property tax collection is efficient. Advertisement & Entertainment Tax given to city government in Bhopal after GST.
Mayoral System & key deliberative committees	<ul style="list-style-type: none"> Mayor is directly elected and does not represent any ward. Mayor does not hold any signatory authority. Mayor constitutes 14 member council i.e., Mayor-In-Council. MIC holds financial powers from 50 lakhs up to 1.5 crores. 	<ul style="list-style-type: none"> Mayor of Kochi is indirectly elected and has tenure of 5 years Kochi has eight standing committees and each councillor is part of at least one committee. 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.



Reform Areas	Raipur	Status in other cities
Multiple Agencies	<ul style="list-style-type: none">• Lack of coordination among municipal corporation and parastatal agencies leading to poor efficiency in service delivery.• Parastatal bodies are not accountable to the corporation. They do not have take a NOC from RMC.	<ul style="list-style-type: none">• Multiple agencies are creating problems for efficient service delivery in cities like Delhi, Bhopal, Patna and Lucknow.• All the administrative departments of the municipal corporation and parastatal agencies in Bhubaneswar can be notified to be present in the council meeting in case of any issue.• Bhopal is working towards making unified body which will have control over all functions. Proposal has been given to the state.
Urban Reforms (smart city mission)	<ul style="list-style-type: none">• SPV created for smart city mission is acting as independent body.• Commissioner is the CEO of RSCL.• Mayor and Councillors are unable to play active role as they are not members of SPV Board.	<ul style="list-style-type: none">• Coimbatore Municipal Corporation has complete control over Coimbatore Smart City Ltd. with commissioner heading the SPV board.• Commissioner, Mayor and 4 councillors are part of the SPV board in Udaipur.
Citizen participation	<ul style="list-style-type: none">• Ward committees were formed but meetings not being conducted officially and strictly in a regular manner.• Mohalla Committees provisions are given in the Chhattisgarh Municipal Act, 1961. But, it has not been implemented.	<ul style="list-style-type: none">• In Kochi, Ward Sabhas are conducted once in three months. People raise their issues and give proposals.• Ward Sabhas are active in Dharamshala wherein citizens are entitled to participate in sabha meetings.• Lok Mangal Diwas held in Lucknow and Commissioner Grievance day held in Coimbatore where grievances are noted and accordingly directed to concerned officials for solving issue and closing.



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

Sr. No	Functions	Raipur	Kochi	Bhopal	Mumbai	Udaipur	Kolkata
1	Urban planning including town planning.	Master Plan by Town and Country Planning Department (TCPD); Implementation by Town Planning Section of RMC	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.	Town Planning Section of RMC for building permissions and demolitions TCPD for regulation of land use; EWS and LIG Housing by Chhatisgarh Housing Board;	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	RMC - NULM Cell, PMAY Cell; Urban Administration and Development (UAD) Department;	KMC; District Planning Committees; Ward Committees;	DUDA; BMC	MCGM, State Government	UIT and UMC	KMC, WB Govt.
4	Roads and bridges.	Roads construction by RCD, PWD and RMC, maintenance by the respective departments	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	RMC; Chhattisgarh State Industrial Development Corporation;	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
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Annexure 2: Mapping of 74th constitutional Amendment functions (2/3)

Sr. No	Functions	Raipur	Kochi	Bhopal	Mumbai	Udaipur	Kolkata
6 a	Public health and sanitation conservancy	Hospitals under RMC and State Health Department; sewerage system, cleaning of drains by RMC;	KMC; State health department	Public Health Engineering Department (PHED)	MCGM	PHED, UIT, UMC, State Govt.	KMC, WB Govt.
6 b	Solid waste management	RMC	KMC	BMC	MCGM	UMC	KMC
7	Fire services	Director General Home Guards, Civil Defense, Fire and Emergency Services and State Disaster Response Force of Government of Chhattisgarh	Kerala Fire and Rescue Services	BMC	MCGM	UMC	WB Govt.
8	Urban forestry, protection of the environment and promotion of ecological aspects.	Plantation drives by RMC, protection of environment and ecology by Chhattisgarh Forest Department	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	Pension scheme by RMC; State 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	PMAY by RMC and UAD department	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	NULM by RMC and UAD 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



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

Sr. No	Functions	Raipur	Kochi	Bhopal	Mumbai	Udaipur	Kolkata
12	Provision of urban amenities and facilities such as parks, gardens, playgrounds	Parks and gardens by RMC and by PWD	Kudumsree. City government.	BMC	MCGM	UMC, UIT	KMC, WB Govt.
13a	Promotion of cultural and aesthetic aspects.	Cultural activities by RMC and Raipur Smart City Limited	KMC	Culture Dept.; BMC	MCGM and Overseen by Ministry of cultural affairs- Maharashtra	UMC, PWD	KMC, WB Govt
13b	Promotion of education	Education by Chhattisgarh Department of School Education	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	RMC, Waqf Board	KMC	BMC	MCGM	UMC	KMC
15	Cattle pounds; prevention of cruelty to animals	RMC	KMC	BMC, Animal Husbandry	MCGM	UMC	WB Govt.
16	Vital statistics including registration of births and deaths.	RMC; State Health Department;	KMC	BMC	MCGM	UMC	KMC, WB Govt.
17	Public amenities including street lighting, parking lots, bus slops and public conveniences.	RMC	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	RMC and State Transport Department	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 manpower 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 manpower 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 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 is grievance/complaint redressal mechanism where citizens can complaint 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 manpower 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 manpower 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?



Operational Plan for Praja's Urban Governance Project

	2018		2019								2020		
	Aug - Sep	Oct - Dec	Jan - Mar	Apr - Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	March
Research	Completed Delhi Maharashtra Kerala, MP, West Bengal Rajasthan, Gujarat Goa	Haryana Punjab Andhra Karnataka	Jharkhand, Odisha Manipur Sikkim Tripura	Tamil Nadu Telangana Bihar	Uttar Pradesh Chhattisgarh			Himachal Pradesh Uttarakhand	Arunachal Pradesh Nagaland Mizoram				
Interviews		Gujarat Goa Haryana Punjab Andhra Karnataka	Jharkhand, Odisha	Telangana	Patna	Tamil Nadu Chhattisgarh	Uttarakhand Himachal Pradesh					Manipur Tripura Sikkim Arunachal Nagaland Mizoram	
State			Rajas, Kerala, MP WB	Gujarat Goa Andhra Karnataka	Haryana Punjab		Jharkhand, Odisha, Karnataka	Chhattisgarh Uttar Pradesh Andhra Pradesh	Telangana Tamil Nadu Bihar	Uttarakhand Himachal Pradesh			
Regional	Completed 1 st Round Table in Apr										2 nd Round Table		3 rd Round Table