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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 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."

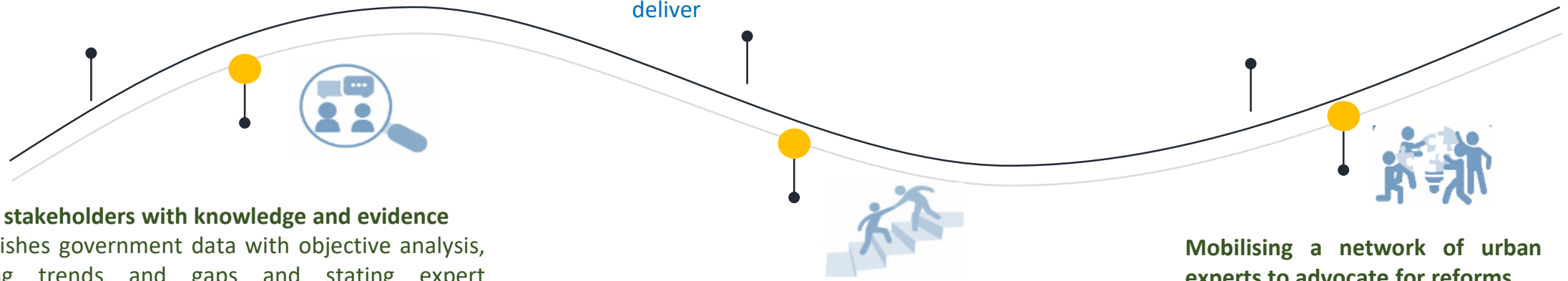


Over the past two decades Praja has been devoted to bringing transparency and is now embarking on an ambitious journey to transform urban governance

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

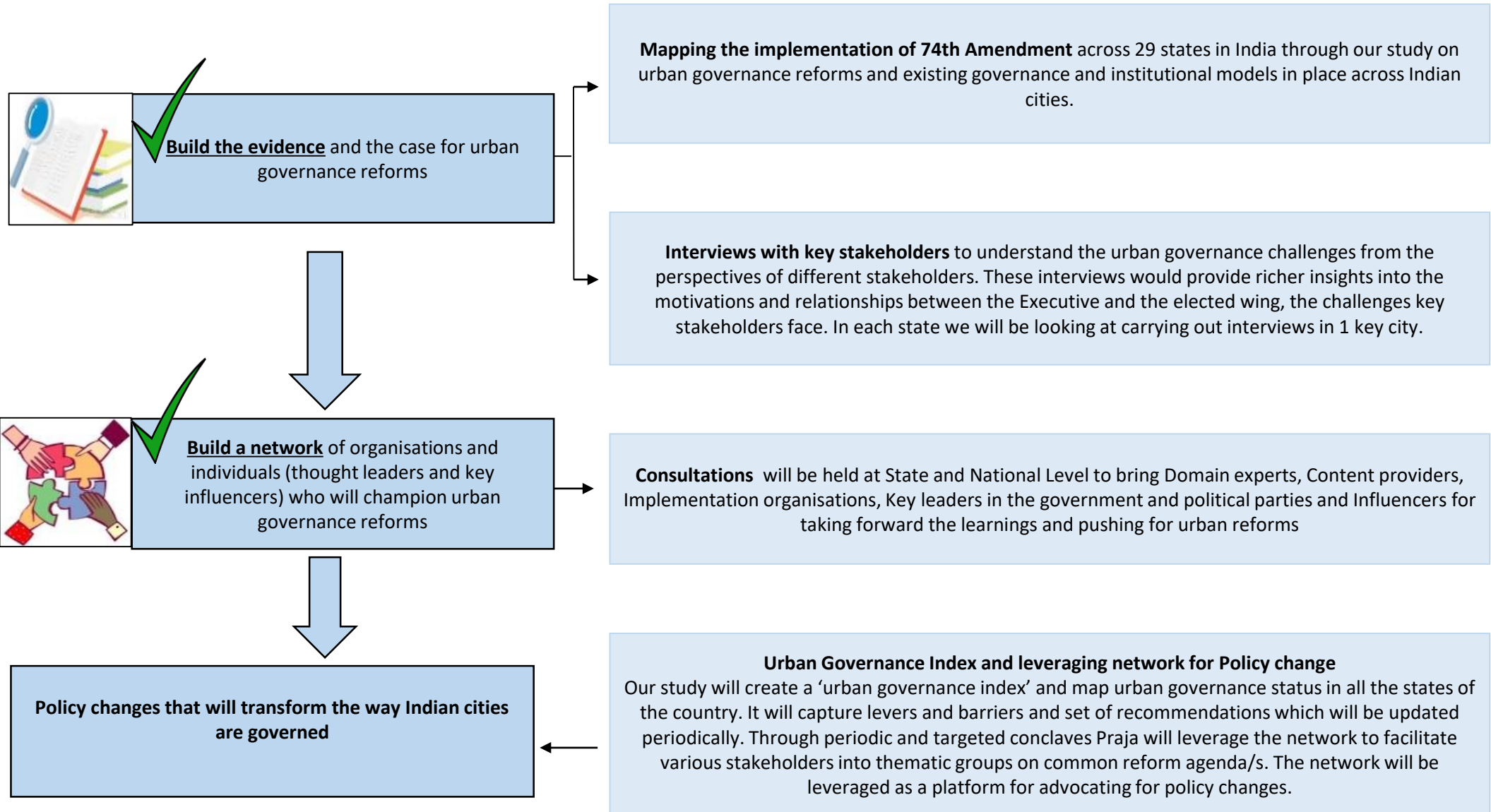
Mobilising a network of urban experts to advocate for reforms

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



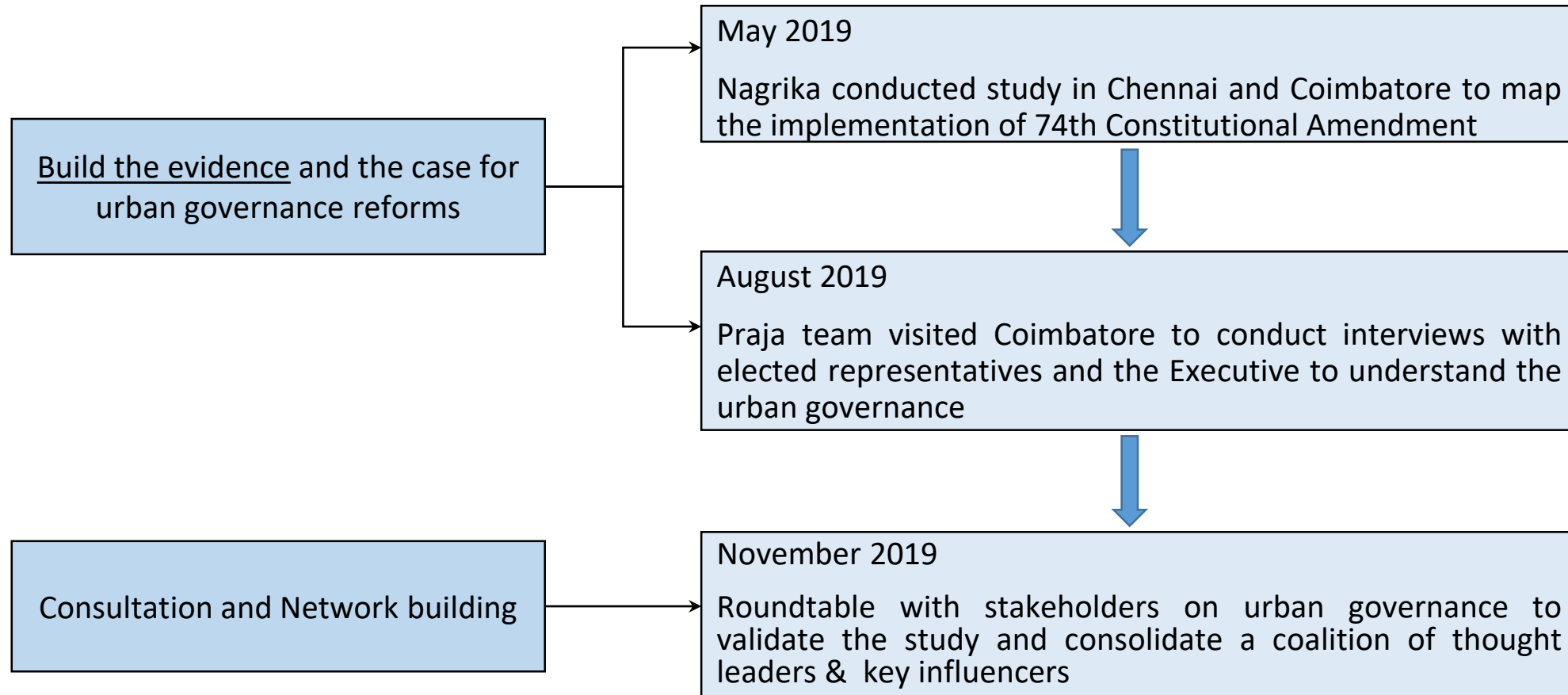
Improved quality of life in Smartly governed cities, with active citizenry

- Problem
- Solution
- Outcome





The timeline of the study in Tamil Nadu





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 (26 Executives) in Tamil Nadu with multiple stakeholders over the period of one week. Nagrika team visited city of Chennai and Coimbatore to understand the experience of decentralization in the city.
3. Finally, the field insights were corroborated with secondary research to develop this report.



Sr. no	State	Tamil Nadu	
1	Name of city government	Coimbatore City Municipal Corporation (CCMC)	Greater Chennai Municipal Corporation (GCMC)
2	Status (Corp, MC):	Municipal Corporation	Municipal Corporation
3	Name of the District:	Coimbatore	Chennai
4	Area of the ULB in sq.km	105.6 sq kms	426 sq kms
5	Population of ULB (MC)	16,01,438	7.1 million
6	No. of wards	100	200
7	Term duration of present Municipal Government	No sitting Council presently	No sitting council right now
8	Name of the Mayor/ President/Chairman		
9	No. of Councillors /Councillors-Elected	100	200
10	No. of Councillors /Councillors-Nominated (if not actual, based on Act)		
11	Name of the Commissioner / Chief Officer/Secretary	J Sravan Kumar*	G. Prakash IAS*
12	No. of Sanctioned Posts in the ULB		
13	No. of Vacant posts in the ULB		
14	Schedule of council meetings (weekly, monthly?)	Monthly	
15	If Smart city, is there a SPV in place?	Yes	Yes
16	Have ward committees been created?	Yes	Yes
17	Are there DPCs in the state?	Yes	

Decentralization in Tamil Nadu

The Urban Local Bodies in Tamil Nadu are under the administrative control of Department of Municipal Administration and Water Supply (MAWS). This department was formed in 1984. Currently, there are 6 Municipal Corporations, 152 Municipalities and 561 Town Panchayats under MAWS. Other parastatals in Tamil Nadu like Chennai Water Supply and Sewerage Board (TNWSSB), Tamil Nadu Water Supply and Drainage Board, Directorate of Town Panchayats also come under the jurisdiction of MAWS.

Greater Chennai Municipal Corporation (GCMC)

The Greater Chennai Municipal Corporation is constituted under **Chennai City Municipal Corporation Act, 1919 (CCMCA, 1919)** is divided into 3 regions, and each region is divided into zones. Zones are further divided into Units and the Units comprise of wards. The Corporation has six main departments headed by a Deputy Commissioner - Engineering, Town Planning, Health, Education, Election, and Revenue and Finance.

Coimbatore City Municipal Corporation (CCMC)

Coimbatore City Municipal Corporation is constituted under **Coimbatore City Municipal Act, 1981 (CCMCA, 1981)** and was the third Corporation (after Chennai and Madurai) in the state of Tamil Nadu in 1981. The Corporation currently has hundred wards divided into five zones. Sections in the Corporation are headed by Assistant Municipal Commissioners (AMC). The sections include Engineering, Health, Town Planning, Accounts, Revenue, Education, Grievance Cell and Legal Section. There is one AMC for administration at each zone as well. Each zone has four main sections, Engineering, Town Planning, Health and Revenue. Zonal level staff includes Junior and Assistant Engineers, Sanitary Inspectors and Bill collectors, who report to Assistant Executive Engineer, Zonal Sanitary Officer and Assistant Revenue Officer, respectively.



Metropolitan Planning Committee (MPC)

A Metropolitan Planning Committee has to be constituted in metropolitan areas of Tamil Nadu under the Tamil Nadu Metropolitan Committee Act, 2009. The MPC is supposed to prepare a draft development plan, taking into consideration the plans prepared by Municipalities and panchayats in the metropolitan area (Section 3 (4)), and then forward it to the Government (Section 3 (5)). As per the MPC Act 2009, the CMDA must assist the Metropolitan Planning Committee in its preparation of draft development plan and also serve as the office of the Metropolitan Planning Committee (Section 12). We found that the Chennai Metropolitan Development Authority (CMDA) is responsible for preparation of a Master Plan or Detailed Development Plan or a New Town Development Plan for the corporation and other panchayats in the metropolitan area. As per the provisions regarding MPC in the Act, the MPC has to keep in regard the spatial plan constituted under the Town and Country Planning Act, 1971 while making its plan (Section 27-B, Chennai City Municipal Corporation Act, 1919).

District Planning Committee (DPC)

District Planning Committees are constituted under the Tamil Nadu Panchayats Act, 1994. The District Planning Committee is supposed to be comprised of the Chairman of District Panchayat, who is the Chairman of DPC, the District Collector who is Vice Chairman of DPC, Mayor of Municipal Corporation in the District and other other members elected among the members of District Panchayats, Town Panchayats and Councillors of Municipal Bodies. Information gathered from interviews taken in Coimbatore showed that there is a DPC in Coimbatore, of which District Collector is Chairman. The Commissioner of Coimbatore City Municipal Corporation (CCMC) represents the Corporation in DPC meetings. The local bodies, according to interviews, submit plans to DPC and they are passed to State Government through DPC. Clearance from DPC is not required for these plans. DPC has five year plans for the district, but as per the interviews, they are not binding.

Mayor and Deputy Mayor

Both the Chennai City Municipal Corporation Act, 1919 (CCMCA, 1919) and Coimbatore City Municipal Corporation Act, 1981 (CCMCA, 1981), the election to the post of Mayor is to be through Indirect elections i.e., Mayor is elected through the council. However, this has not been followed. There has been irregular shifting between direct and indirect elections over a long period.

Some of the powers and functions of the Mayor, according to the Chennai CMCA, 1919 are:

- The Mayor shall preside over Council meetings (Section 32).
- The Mayor can obtain reports from the Commissioner on any matter related to Corporation administration (Section 37).
- The Mayor shall be the ex-officio member of all the committees of the Corporation except the Taxation Appeals Committee, but is ineligible to be the chairperson in any of them (Section 38).
- The Mayor can delegate any of their functions to the Deputy Mayor (Section 38-A).
- The Deputy Mayor is empowered to discharge the functions of the Mayor in their absence.

Some functions of the Mayor as per the Chennai CMCA, 1981 are as follows:

- The Mayor acts as a communicator between the State Government and Commissioner of the Corporation (Section 39 (3)), and official correspondence between the Corporation and the Government should be conducted through the Mayor (Section 39 (2))
- The Mayor is the ex-officio member of every Standing Committee and ward committee and any other Committee in the Corporation, except the Taxation Appeals Committee (Section 40)
- The Mayor is the presiding officer of the Council (Section 34)
- In case there is a vacancy for the Chairman of the Standing Committee, it is the function of the Mayor to convene a meeting of the committee to elect another Chairman (Section 8). The date of election of Standing Committee is also fixed by the Mayor (Section 7).



Standing Committees

Section 6-A of the Chennai CMCA, 1919 mandates the constitution of a maximum of six Standing Committees at the Corporation. The Council is to delegate the powers, duties, and functions to the Committees. In Chennai, there are six Standing Committees:

1. Taxation and Finance Committee
2. Works Committee
3. Health and Family Welfare Committee
4. Town Planning Committee
5. Education (Parks and Play Fields) Committee
6. Accounts and Audit Committee

The Coimbatore CMCA, 1981 also mandates the Constitution of six Standing Committees (Section 6). Every Standing Committee should have six members elected by the Council from among its Councillors (Section 7). The Chairman of the Standing Committees is elected from among the members of the Standing Committee. It was found out from interviews with officials that there are six standing committees in Coimbatore. The term of the Chairman is one year from the date of election (Section 8). Additionally, there was an Appointments Committee also constituted in the Corporation. Functions of Standing Committees include:

- The Commissioner can take action regarding any law or provisions given in the Act subject to the approval by the Standing Committee for that subject (Section 21)
- Standing Committees have the powers to sanction projects up to a limited cost. Project estimates between fifty thousand rupees and one lakh rupees require sanction from the Standing Committee of that subject. Project estimates between one lakh to two lakh rupees require sanction from the Standing Committee of Taxation and Finance (Section 99)
- The draft of budget made by the Commissioner has to be submitted to the Standing Committee of Finance and Taxation. This Committee, with the consultation of other Standing Committees finalise the budget estimates (Section 186).

Ward Committee

Ward Committees are mandated to be formed in the Greater Chennai Municipal Corporation (GCMC) (Section 5-A). The Chairperson of each Committee will be elected by the respective councillors from amongst themselves. The duration of the Committees is coterminous with the Corporation.

In Chennai, Ward Committees are formed in fifteen zones, i.e., one Ward Committee per each zone. This means that there are fifteen Ward Committees for 200 wards in the city. Currently, there are no Ward Committees as there is no sitting Council presently in the city. The Councillors of the wards in the zone are members of the Ward Committee and they elect a Chairperson from amongst themselves.

It is mandatory for Coimbatore City Corporation to constitute one Ward Committee in each ward (Section 5-C). The officials from the Corporation provided information that Ward Committees are constituted per zone, that is the councillors from twenty wards in a zone constitute the members of one Ward Committee. Ward Committees in Coimbatore do not have members nominated from the electoral roll as per interviews with officials. They also stated that Councillors in one Ward Committee elect the Chairperson from amongst themselves.



The Municipal Commissioner

The Commissioner of Greater Chennai Municipal Corporation is to be appointed by the State Government. The Commissioner is responsible for the custody of all records of the Corporation that include documents of the Corporation and the records of its proceedings. Executive powers for carrying out all the provisions in the Chennai City Municipal Corporation Act, 1919 are vested with the Commissioner.

Functions of the Commissioner of Coimbatore Corporation include:

- The executive powers to carry out provisions in the Coimbatore Municipal Corporation Act are vested with the Commissioner
- In case of any emergency, the Commissioner can appoint officers and servants temporarily as long as s/he reports to the Council
- Advertisements cannot be exhibited without the permission of the Commissioner.

Deputy Municipal Commissioner

There is no mention of any Deputy Commissioner in the Coimbatore Municipal Corporation Act, 1981. However, there is a Deputy Commissioner in CCMC in Coimbatore, each section of the Corporation is headed by an Assistant Commissioner, except for Town Planning and Engineering sections that are headed by Executive Engineer, Town Planning and City Engineer respectively. The Assistant Commissioners are deputed from state departments and are transferable. Like CCMC, even GCMC has Deputy Commissioners who are administrative heads for the different departments in the Corporation. There is no mention of the Deputy Commissioner in the Coimbatore Municipal Corporation Act, 1971. Additionally, GCMC also have Regional Deputy Commissioners who are administrative heads of their respective regions. The Corporation also has heads for Zones that have Zonal Commissioners also called Zonal Officers.



Administrative Departments of CCMC

Department	Function
Town Planning	<ul style="list-style-type: none"> Online plan approval Control Unauthorised Construction Land Development Regularisation of Unapproved Layouts and Unauthorised Buildings Town Survey, Demolition and Parking Restoration
Engineering	<ul style="list-style-type: none"> Engineering has two main Functions: <ol style="list-style-type: none"> Water Supply: <ol style="list-style-type: none"> New Water supply connection Provide Water supply Lorry Provide for Type Transfer of Water supply Connection Provide for Name Transfer of Water supply Connection Underground Drainage (UGD): Provide new Underground Drainage Connection and repairs for the same
Health	<ul style="list-style-type: none"> Responsible for maternal and child healthcare Maintenance and regulation of UPHCs and dispensaries Registration of Births and Deaths Responsible for Zoo and its maintenance Responsible for licensing of offensive trades
Accounts	<ul style="list-style-type: none"> Preparation and submission of Budget and Accounts Payment of all bills including pensioners benefits. Monitoring of income and expenditure. Preparation and submission of Budget and Accounts with regards to water supply and drainage Monitoring of income and expenditure of the corporation Finalization of Annual accounts relating to Water supply and Drainage accounts

Administrative Departments of CCMC

Department	Function
Revenue	<ul style="list-style-type: none"> Property Tax Assessment Property Tax on Vacant Land Tax Assessment Property Tax name transfer Property sub division name transfer
Education	<ul style="list-style-type: none"> Responsible for schools in Coimbatore - Higher Secondary, High, Middle, Elementary and Special Schools Conducting Student Awareness Programmes, Yoga Programmes, Soft Skills Development Training Programmes for Teachers and other Welfare activities for students
Legal Wing	<ul style="list-style-type: none"> Prompt dealing and monitoring of the Court Cases. Aiding the Corporation Standing Counsels in the preparation of draft Written Statements, Affidavits, Counter Affidavits and Appeal Petitions. Supplying of relevant documents, records and particulars as and when required by the Corporation Standing Counsels in time. Maintaining a call book to watch the Prompt disposal of the Court Cases. Seeking of Legal advice from the Corporation Standing Counsels while drafting of Tender notices and draft agreements as and when found necessary
Waste Management	<ul style="list-style-type: none"> Primary and secondary transport of waste and conduct door-to-door waste collection Sweeping of roads
E-Governance	<ul style="list-style-type: none"> Responsible for collection of taxes and other online payments Responsible for facilitating applications and reference numbers for citizens applying for civic services Providing information on development and infrastructural works Monitoring Grievance Redressal Portal



Administrative Departments of GCMC	
Department	Function
Parks	<ul style="list-style-type: none"> Development of Open Spaces Development of Canal Banks Special Beautification Projects Development and beautification of Traffic Islands, Central Medians, Play Fields and Avenue Trees
Roads	<ul style="list-style-type: none"> All capital works like relaying of road, traffic improvement works like widening, Forming footpath, Traffic Island and construction of Centre Median with granite stone and Grill. Special Schemes – Construction of Modern stainless steel Bus Shelters , Construction of Multi Level Car and Two Wheeler Parking, Foot over Bridges, Signage etc., JNNURM (Jawaharlal Nehru National Urban Renewal Mission) Scheme being carried out at Zone I to XV Registration of Contractors for Road works under Class I to V Granting permission for Optical Fibre Cable Companies for laying Optic Fibre Cable according to rules and regulations by collecting relevant track rent from the companies. Establishment matters, filling of Income Tax return for the Ministerial staff as well as contractors, Sales Tax and Tender book sales account. Court matters, Councillor's Questions and Answers, C.M.Cell/Mayor petition, obtaining the respective Committee's approval.
Health	<ul style="list-style-type: none"> Treatment of minor ailments, Diagnosis of major illness and referral to Government Hospitals if necessary. Treatment of fever cases and other infectious diseases like TB and Malaria Diagnosis and management of Communicable and Non Communicable diseases. Basic laboratory Services Follow up by Field level health care workers Comprehensive health record(Family health cards) Antenatal Registration and provision of Antenatal and postnatal care. Immunization for Under five children and growth monitoring Motivation of Unprotected Couples for permanent method. Provision of Contraceptive methods for Unprotected Couples. Cervical and Breast screening for Cancer Counselling service for HIV outreach slum activities IEC Activities Regulate communicable and non-communicable diseases, issuing birth and death certificates

Administrative Departments of GCMC	
Department	Function
Bridges	<ul style="list-style-type: none"> To improve the existing traffic infrastructure facilities to facilitate free flow of traffic in all possible directions and with a view to provide sustainable traffic management system for future requirements different types of Bridges are taken up Routine maintenance of bridges will be carried out by respective Zones and Special nature of Structural maintenance of bridges will be carried out by Bridges Department.
Building	<ul style="list-style-type: none"> Construction Agency for all the departments of Corporation of Chennai The Proposals of various departments of Corporation of Chennai, for constructing New Buildings for their usage and are processed in Buildings Department by doing investigation, estimation, tendering . After the tender it will be executed as per their requirements. Apart from this, Additions, Improvement works are also executed for all buildings by Buildings Department. The type of buildings involved are School Buildings, Office buildings like Divisional/Units/Zonal /Regional Offices, Health buildings like Urban primary health centre, Urban community health centre, Burial Grounds, Gasifier /Electrical Crematorium with equipment, Child Welfare Centres and other buildings like Auditoriums, Shopping Complex/Markets, Fish Markets, Community Centres/Marriage Halls, Lorry operational depot, Dhobikanas, Slaughter Houses, Stadiums , Volleyball court, Football court, badminton court and Restoration of heritage buildings such as Ripon Building and Victoria Public hall
Revenue	<p>This department deals with the following subjects:</p> <ul style="list-style-type: none"> Property tax Profession Tax Timber Tax Company Tax Advertisement tax Trade License Miscellaneous



Administrative Departments of GCMC	
Department	Function
Electrical	<ul style="list-style-type: none"> Is responsible for streetlights in the Corporation
Education	<p>Following are the functions of this department:</p> <ul style="list-style-type: none"> Quality Education for all Skill Achievement Encouraging Girls Education Laboratories for all higher secondary, High and Middle schools Library facility for all schools Computer Education for all children Activity Based teaching and learning in Primary level Activity Learning method in upper Primary Vocational courses in middle school School total health programme Development of Sports - Talents Extra-curricular activities in all schools such as Balar Sabha, etc.
Town Planning	<ul style="list-style-type: none"> Is responsible for building permissions
Land & Estates	<ul style="list-style-type: none"> Maintaining all the basic records pertaining to the Corporation lands. Monitoring the taking over of roads and open spaces earmarked in the approved layouts through gift deeds u/s 74 of Chennai CMC Act 1919 Taking necessary action for effecting the transfer of such lands in the revenue records in favour of Greater Chennai Corporation after making suitable sub-divisions. Collection of rent for Corporation land, buildings and tenements and review of all lands allotted on lease/license basis. Allotment of shops in Corporation Shopping Complex on license basis to private individuals through auction cum tender and collection of rent. Sending proposals to the Land Acquisition Officer for acquisition of lands for Corporation purpose either under T.N. Land Acquisition Act, 1894 or through private negotiation. Accepting any immovable properties gifted in favour of Greater Chennai Corporation from the donor through Gift deed u/s 74 of Chennai CMCAct, 1919. Sending proposals for alienation of Government lands u/s.24 of Revenue standing in favour of Greater Chennai Corporation for public purpose. Disposal of Corporation lands to other Government Department for public purpose u/s. 75 of Chennai CMCAct, 1919. Sale of City/Division Maps to the public on collection of cost.(City Map Rs.50/- each and Division Map Rs.25/- each).

Administrative Departments of GCMC	
Department	Function
Land & Estates	<ul style="list-style-type: none"> Maintaining all the basic records pertaining to the Corporation lands. Monitoring the taking over of roads and open spaces earmarked in the approved layouts through gift deeds u/s 74 of Chennai CMCAct 1919 Taking necessary action for effecting the transfer of such lands in the revenue records in favour of Greater Chennai Corporation after making suitable sub-divisions. Collection of rent for Corporation land, buildings and tenements and review of all lands allotted on lease/license basis. Allotment of shops in Corporation Shopping Complex on license basis to private individuals through auction cum tender and collection of rent. Sending proposals to the Land Acquisition Officer for acquisition of lands for Corporation purpose either under T.N. Land Acquisition Act, 1894 or through private negotiation. Accepting any immovable properties gifted in favour of Greater Chennai Corporation from the donor through Gift deed u/s 74 of Chennai CMCAct, 1919. Sending proposals for alienation of Government lands u/s.24 of Revenue standing in favour of Greater Chennai Corporation for public purpose. Disposal of Corporation lands to other Government Department for public purpose u/s. 75 of Chennai CMCAct, 1919. Sale of City/Division Maps to the public on collection of cost.(City Map Rs.50/- each and Division Map Rs.25/- each).



Administrative Departments of GCMC	
Department	Function
Small Savings	<ul style="list-style-type: none"> To bring awareness among the people and to invest in Small Savings Scrip. Appointment of Standardised Agency System (SAS) / Mahila Pradhan Kshetriya Bachat Yojana (MPKBY) / Public Provident Fund (PPF) Agent Undertake promotional activities like street campaigns, Publicity through Print Media. Redressal grievances of investors and agents and generate Employment to the unemployed youth and other sections of the Society.
Storm Water Drain	<ul style="list-style-type: none"> Desilting of canals Rainwater harvesting Regulation and construction of SWD network Maintenance of canals
Mechanical Engineering	<ul style="list-style-type: none"> Garbage and Debris Clearance Street Light Repairs Health Support Systems like Ambulances, Fogging Operations, and Cattle raids, dog catching ,etc School Bus for Educational Tours etc. Maintenance of Parks and Centre Medians. Official's Inspection Purposes Road Repair Works. Dozing and levelling of garbage at dumping grounds De weeding and silt removal at canals and lakes.
Solid Waste Management	<ul style="list-style-type: none"> Primary collection of garbage Street collection to disposal site. Transportation to disposal site from transfer station. Conservancy Operations



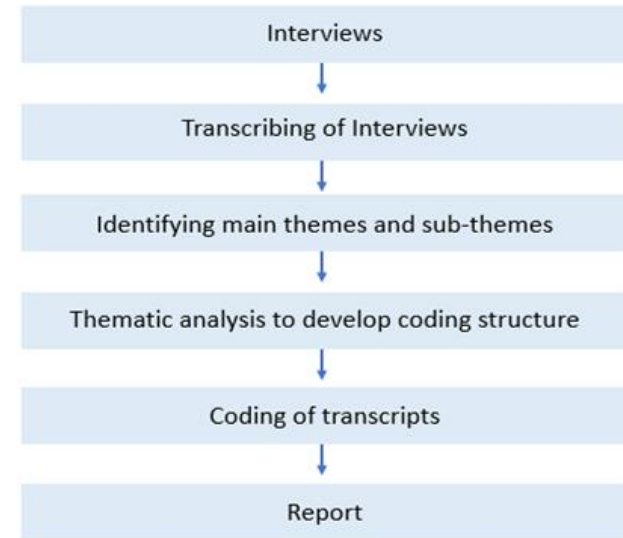
Objective

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 (7 ERs and 6 Administration) were carried out in between 5th August to 9th 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.

Sr. No.	Functions listed in 12 th Schedule	Coimbatore	Chennai
1	Urban Planning including town planning	Local planning authority (LPA) for master plan and land-use regulation, Coimbatore City Municipal Corporation (CCMC) for enforcement of master plan	Chennai Metropolitan Development Authority (CMDA) for making the Master Plan, Greater Chennai Municipal Corporation (GCMC) Works and Town Planning Department for implementing the Master Plan
2	Regulation of land-use and construction of buildings	LPA for land use regulations, CCMC for building permissions	CMDA for land-use planning, GCMC for giving building permissions for buildings up to a limit
3	Planning for economic and social development	NULM implemented by Women Development Corporation	Revenue Department of GCMC
4	Roads and bridges	Building roads and bridges by highways department and maintenance and building of selected roads by CCMC	Engineering Department of GCMC, State Highways Department
5	Water supply- domestic, industrial and commercial	Source of water provided by Tamil Nadu Water Supply and Sewerage Board (TWAD), distribution and water connections by CCMC	Chennai Metropolitan Water Supply and Sewerage Board (CMWSSB) for supply and distribution of water
6 a	Public health, sanitation, conservancy	CCMC	City health Officer of CMDA , Medical Service Section of GCMC
6 b	Solid Waste Management	CCMC	GCMC
7	Fire services	Tamil Nadu Fire and Rescue Services	Tamil Nadu Fire and Rescue Services
8	Urban forestry, protection of environment and ecology	Plantation and rejuvenation of lakes under CCMC, undertaken under the smart city mission	GCMC
9	Safeguarding the interests of weaker sections society including the handicapped and mentally retarded	NULM implemented by women development corporation	Tamil Nadu Slum Clearance Board for PMAY; GCMC and District Collectorate for NULM

City government control		Multiple agencies		State Control
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Sr. No.	Functions listed in 12 th Schedule	Coimbatore	Chennai
10	Slum improvement and upgradation	Identification of beneficiaries under PMAY and JNNURM is done by CCMC, implementation of the schemes is entirely done by Tamil Nadu Slum Clearance Board	Tamil Nadu Slum Clearance Board for PMAY
11	Urban poverty alleviation	NULM implemented by women development corporation	Tamil Nadu Slum Clearance Board for PMAY and GCMC and District Collectorate for NULM
12	Provision of urban amenities and facilities-parks, gardens and playgrounds	Built by CCMC under AMRUT and Smart City Mission, maintained sometimes by RWA, sometimes by CCMC	GCMC
13 a	Promotion of cultural and aesthetic aspects	Festivals/events supported by CCMC Department of Art and Culture	Department of Art and Culture
13 b	Promotion of Education	Education section of CCMC is in charge of schools	City Education Officer of GCMC
14	Burials and burial grounds, cremations, cremation grounds and electric crematoriums	Built and maintained by CCMC	Engineering Department of GCMC, ISHA
15	Cattle pounds, prevention of cruelty to animals	No cattle pounds in CCMC, dog shelters by ngos and abc clinics for dogs of CCMC	GCMC
16	Vital statistics including registration of births and deaths	CCMC	GCMC
17 a	Public amenities including street lighting, parking lots and public conveniences	CCMC	GCMC
17 b	Bus Stops	CCMC	Metropolitan Transport Corporation for Bus Routes and Buses
18	Regulation of slaughter houses and tanneries	CCMC	Health Department of GCMC

City government control		Multiple agencies		State Control	
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Elected Representative	Calculation	E.g. Ahmedabad	E.g. Coimbatore
No. of MLAs		16	2
No. of councillors		192	100
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)	19	10
	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		24	15

- 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

- As per the Coimbatore City Municipal Corporation Act, 1981, (CCMCA, 1981) the elections for the post of Mayor is to be held through indirect elections i.e., elections through the corporation council (Section 29).
- The Mayor holds a tenure of 5 years (Section 30).
- The Mayor is the ex-officio member of all the Standing Committees other than the Tax and Finance Committee and Ward Committees (Section 40).

The mode of election of mayor depends on the ruling party. If it is DMK, then there is indirect election but if it is AIADMK, it is direct election.

Councillor

Levers

Mayor holds strong administrative control

- The Mayor holds the authority to call for administrative records of the corporation through Commissioner. Also, the mayor holds authority to prepare Service Record (Performance Review) Report of the Commissioner.

Mayor has the authority to prepare service records of commissioner. The service record is important to the level that it affects their promotion or joining of highly desired departments.

Councillor

Stable tenure of the position of Mayor

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

Barriers

Constant shift in mode of elections of Mayor

- There is a constant shift in the mode of election for the post of Mayor between indirect and direct elections. There were reporting that the mode of elections shifts in accordance to the change in ruling party in the state government.

Mayor does not receive annual funds for city development

- There is no annual funding allotted for the Mayor to implement development projects in the city.

KEY TAKEAWAYS

- **Mayor holds strong administrative control.**
- **Tenure of Mayor is co-terminus with the term of office of Municipal Corporation.**
- **There has been constant shift in mode of election of Mayor between indirect elections and direct elections.**

STATUS

Municipal elections have not been held in Tamil Nadu since 2016. This is due to an ongoing case on ward delimitation. All information mentioned corresponds to status of CCMC with a legislative wing.

The Council constitute a total of 100 councillors (Section 5).

The Mayor prepares the subject listings and presides over the council meetings (section 34).

Standing Committee

- There are seven standing committees in CCMC:
 - Town Planning Committee
 - Tax & Finance Committee
 - Appointment Committee
 - Education Committee
 - Health Committee
 - Works Committee
 - Accounts Committee

Wards (Mandalam) committee

- There are a total of 5 wards committees formed at the zonal level i.e., 5 Zones in total. The wards committee (*mandalam*) meetings are held once in a month. The wards committee Chairman and Zonal Assistant Commissioner presides the meeting.

Area Sabhas

- The CCMC Act, 1981 has provisions for forming Area Sabhas within territorial area of wards (Section 5-F, 5-G and 5-H)

Workshop for Councillors: Tamil Nadu Institute of Urban Affairs (TNIUS) which functions under the Commissionerate of Municipal Administration (CMA) provides induction workshops for newly elected councillors

KEY TAKEAWAYS

- There are a total of 6 Standing Committees in CCMC.
- Ward committees formed at zonal level and are functioning actively.
- No provision of public participation in ward committees
- Ward Committees and Stand Committees hold financial powers

Levers

Active Wards Committees

- The Wards (*Mandalam*) Committee meetings take place once every month. The councillors from respective wards report their issues at the meeting. The Zonal Assistant Commissioner takes it into account and accordingly directs it to Assistant Works Engineer.

Councillor

They have divided the city into zones constituting 20 wards each. In mandalam meetings, there is a chairman and Zone Asst. commissioner. All issues regarding the 20 wards are discussed with the Asst. commissioner and chairman. There is also a AW engineers present and they JEs under them who also attend the meeting.

Standing Committees and Wards Committees hold financial power

- The CCMC Act, 1981 has made provisions for ward committees and standing committees to hold financial powers in sanctioning project estimates and handling contracts.

Barriers

No Area Sabhas formed

- Although the Act has made provisions to constitute Area Sabhas within a ward, but no area sabhas have been formed.

No provisions for public participation in wards committee (*mandalam*) meetings

- The ward committees have been formed and are functioning actively. However, there are no provisions for public participation in the meetings.

Mandatory and regular capacity building trainings of councillors not provided

- There is an induction workshop conducted for elected councillors post election. But, there is no mandatory and regular trainings provided to councillors thereafter.

No salary for Councillors

- The councillors are not given specific salaries. Councillors are only entitled only to a sitting allowance.

There needs to be adequate salary given to councillors. Also, there are no councillor funds given to us.

Councillor

STATUS

- Commissionerate of Municipal Administration (CMA): The CMA functions under the Municipal Administration and Water Supply Department of the State Govt. CMA looks after the overall administration and coordination of activities of municipal govts. in Tamil Nadu.
- Some of the parastatal bodies that interacts with the corporation in terms of service delivery within municipal area are Tamil Nadu Water Supply and Drainage Board (TWAD), Tamil Nadu Slum Clearance Board (TNSCB), Local Planning Authority (LPA) etc.
- The LPA prepares the Masterplan of Coimbatore City. The masterplan is approved by the Directorate of Town & Country Planning which functions under the Housing and Urban Development Department of the State Govt. The Town Planning Section in CCMC handles building permission allotment and enforcement of masterplan accordingly.
- Overall, out of the 18 functions specified in 74th CAA, 7 functions involve multiple agencies i.e., CCMC, state govt. agencies and or departments.

It has to be made mandatory to obtain clearance from the corporation. TNEB, CCMC and water board often have coordination issues when it comes to road works.

Councillor

KEY TAKEAWAYS

- **Joint Committee meetings are held regularly between multiple agencies.**
- **There is no effective coordination between multiple agencies in project execution.**
- **There are no provisions for parastatal body officials to attend the council meetings.**

Levers

Joint Committee Meetings conducted

- The CCMC Act 1981, has provisions for appointing Joint Committee (Section – 28). Reporting from study pointed that Joint Committee meetings are conducted regularly.

Administration

The inter departmental coordination meeting are held regularly. Issues between multiple authorities through District Collector who presides the meeting.

Barriers

No effective coordination between Multiple agencies in project executions

- Although, the joint committee meetings take place regularly, there were still reports of ineffective coordination between multiple agencies in execution of projects.

There is some overlapping in functions with multiple agencies. Mostly we interact with highways, water board, electricity board. There is blame game happening here. All authorities are only concerned about their works. But they should meet concerned agencies and bodies regularly and sort out issues then and there.

Administration

No provisions for parastatal body officials to attend Council meetings

- At present, there is no mandate that has provisions for parastatal body officials to attend council meetings. There were opinions that this can facilitate better coordination between multiple agencies.

Councillor

Council meetings should be attended by concerned officials from the parastatal bodies to avoid coordination issues.

STATUS

- The Coimbatore Smart City Limited (CSCL) is the SPV set up for implementation of Smart City projects in Coimbatore.
- Smart City Projects are focused upon underground sewerage system, lake rejuvenation, Non – Motorized System (NMT), LED Street lighting, Solar Trees with WiFi Systems etc.

*we are focusing on lake rejuvenation projects. We have 8 major lakes in our ABD areas and we are catering to that, 24*7 water supply and automatic meter reading system projects are also being taken up.*

Administration

Levers

CSCL functions under the control of the Corporation

- The Commissioner of the Corporation is the CEO of CSCL. Interviewees reported that the Corporation has control over the functioning of CSCL and that the SPV does not function as an independent agency.

Barriers

Large scale projects focused only in few wards

- Councillors reported that smart city projects give more focus to few wards only. Not all wards are included for major projects.

The SCM is a good initiative but the large funding received could be used for the development of all wards.

Councillor

Smart City Board lacks representation of City Councillors

- Mayor is part of the Smart City Board. However, there is no representation of city councillors in the Smart City Board.

The Smart City projects are not being implemented properly. I feel that councillors should have been part of the board for effective planning and implementation of projects in the city.

Councillor

KEY TAKEAWAYS

- **CSCL functions under the control of the Corporation.**
- **Area based development approach does not benefit other wards.**
- **Smart City Board lacks representation of City Councillors**

2.5 Citizen grievance redressal

STATUS

- Commissioner holds the Commissioner Grievance Day once every week in the Corporation premises which is open to public to register their complaints directly with the Commissioner.
- CCMC has received awards for Digital India Initiatives, Governance Award for Grievance Management etc.

“Grievance day are conducted by every district collector on every Monday. Since Coimbatore has a larger population and the district itself has more of urban component in it, we decided to have a separate grievance day.”

Administration

Levers

Platform for citizens to register grievances

- Commissioner Grievance Day is a platform for inviting citizen grievances.

Fast track complaint tracking done

- Issues registered with respective departments of the corporation are tracked on a daily basis and is worked upon on a fast track basis.
- Officials and Citizens have specific apps respectively to track complaints.

Multiple platforms to register citizen grievances

- Multiple platforms such as SMS, WhatsApp, mobile app, social media, kiosks and walk-in are the modes available for citizens to register their complaints.

Barriers

Need for extending reach out of Commissioner Grievance Day

- The grievance day can be extended to zone level on a weekly basis. This can make it easier for citizen to approach and register complaints.

KEY TAKEAWAYS

- **Commissioner Grievance Day is conducted weekly once for citizen to register their complaints**
- **Multiple platforms such as SMS, WhatsApp, mobile app, social media, kiosks and walk-in are the modes available for citizens to register their complaints.**
- **The grievance day needs to be extended to a zonal level for a wider reach-out to public.**



2.6 Resources

STATUS

- As per section 106 of the CCMC Act, 1981, the following are the mandates on the subject of establishment of the Corporation:
 - State Govt. holds complete authority to recruit class I officers.
 - Council holds authority to recruit Class II officers subject to confirmation by State Govt.
 - All Class III and IV officers are to be recruited by the Appointments Committee.
 - Councillors reported that there exists a clause that only if the establishment expenditure is lower than 49% of the total expenditure of the corporation, recruitment of Class III and IV officers can be done by the corporation without approval from State Govt.
- As on August 2019, the status of Human Resources in the Corporation is as follows:
 - Total Sanctioned posts – 4966
 - Total filled posts – 3259 (66%)
 - Total vacant posts – 1707 (34%)
- CCMC has 2 employees for every 1000 citizens (excluding contractual employees) in Coimbatore.
- TNIUS provides specialized training for municipal officers from corporations in the State.

The state govt. must strengthen the corporation through increase of manpower and finance.

Administration

KEY TAKEAWAYS

- **Standing Committee (Appointment Committee) holds power to recruit Class III and IV officers**
- **System of transfer of officials between municipal governments not being done**
- **Requirement of asset management system and monitoring of workforce**

Levers

Standing Committee (Appointment Committee) holds power to recruit Class III and IV officers

- Section 106 of CCMC Act, 1981 has made provisions for Appointments Committee to recruit Class III and IV officers which comprises the municipal staffs and basic service staffs.

Training of Municipal Officials conducted

- Interviewees reported that trainings are conducted for officials on sanitation, urban planning, public administration etc.

Barriers

Inadequate municipal staff and ground (basic service) staffs

- Administration has reported that there is a shortage of human resource in the corporation. As per the data on vacancy of posts on July 2019, there is a shortage of municipal staffs and basic service staffs in the corporation.

Administration

Manpower is always falling short. Population has increased, city has grown rapidly and equivalently our resources have not kept pace with it.

Transfer of officials between municipal governments not being done

- Municipal governments in smaller cities often lack adequate no. of officials. Multiple Interviewees reported that this issue can be tackled if there was a provision of transferring officials between municipal governments in the state, thereby adjusting strength of officials supplemented by experience.

Councillor

There is currently no transfer of officials between corporations within the state. There needs to be a system of transferring officials between corporations after every 3 years each city.

Requirement of asset management system and monitoring of workforce

- Councillors reported that there need to be a system for monitoring and management of workforce in corporation to increase productivity.

Councillor

Asset management should be done which shall make sure that with min. manpower max output can be implemented. Also, bring in technology services that can address the manpower issue as well



Theme 3: Municipal Finance

3.1 Budget & Sources of Revenue



STATUS

Budget

- The Commissioner prepares the Corporation budget in consultation with various department heads of the Corporation.
- Budget is passed to Standing Committee on Tax & Finance Committee. The Tax & Finance Committee consults rest of the standing committee for requirements of modifications on the budget.
- Budget is further passed from standing committee to Council for modification and approval.
- Finally, the state government exercises the authority to approve the budget passed by the corporation.
- Budget of CCMC for the year 2019-2020 stands at ₹1,812 Crore.
- Budget per capita of CCMC is ₹ 11,206.

Sources of revenue

- Property tax, Water Tax, Non – Tax, Vacant Tax, Profession Tax and miscellaneous charges.
- The State Govt. holds the authority to revise tax rates.

Financial powers to sanction projects

The status of distribution of financial powers for project sanctioning are as follows:

- Ward Committee – Less than ₹5 Lakhs
- Commissioner – ₹5 Lakhs to ₹10 Lakhs
- Mayor – ₹10 Lakhs to ₹20 Lakhs
- Standing Committees – ₹20 Lakhs to ₹30 Lakhs
- Tax & Finance Committee – ₹30 Lakhs to ₹50 Lakhs
- Council – ₹50 Lakhs - ₹1Cr.
- Commissionerate of Municipal Administration - ₹1Cr to ₹5Cr
- State Government – Above ₹5 Cr.

KEY TAKEAWAYS

- **Budget of CCMC for the year 2019-2020 stands at ₹1812 Cr**
- **Budget per capita of CCMC is ₹ 11,206.**
- **The State Govt. holds the authority to revise tax rates.**

Levers

Digital payment enabled and multiple platforms set up for tax payment

- The administration reported that multiple payment platforms have been enabled for tax collection.

Administration

We have enabled digital payments of taxes. We have group collection system, online payment gateways, 30 collection centres and apps for collection of taxes.

Barriers

Corporation does not have authority to revise tax rates and bring in new sources of revenue

- The Corporation is dependent on the State Govt. for revision of any tax rates.
- Also, State Govt. holds the authority to bring in new sources of revenue for the corporation.

SFC Recommendations not followed strictly

- The SFC recommendations are not being followed in terms of tax rate revisions. There is no regular revision of taxes taking place.

TNIUS (Training Institute)

The tax revision is not being done as per the SFC recommendations. The tax rates have been revised only recently after a gap of 12-13 years.

The tax revision is not being done as per the SFC recommendations. The tax rates have been revised only recently after a gap of 12-13 years.

Councillor

No public participation in budget

- There is no role for public participation in budget preparation. There is need for budget preparation to be done in participatory manner.



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

Reform Areas	Coimbatore	Status in other cities
Interviews Conducted	<ul style="list-style-type: none">• 39 interviews (7 Councillors, 32 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	Coimbatore City Municipal Corporation Act, 1981	<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 CCMC with multiple parastatal bodies such as Tamil Nadu Water Supply And Drainage Board (TWAD), Local Planning Authority 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">• Dependent on state government for funds and approval of budget.• Also dependent on state government for revision of taxes.	<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.• Raipur Municipal Corporation holds authority to revise taxes without approval from State Government.
Mayoral System & key deliberative committees	<ul style="list-style-type: none">• Mode of election mayor has constantly shifted between indirect and direct elections over many years.• Mayor holds administrative control.• MIC holds financial project sanctioning powers from 10 lakhs up to 20 lakhs.• There are seven standing committees in the CCMC.	<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	Coimbatore	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. Joint Committee meetings between CCMC and multiple agencies are held regularly 	<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"> Coimbatore Smart City Limited (CSCL) is the SPV created for smart city mission in Coimbatore. CCMC has complete control over Coimbatore Smart City Ltd. with commissioner heading the SPV board. Councillors are unable to play active role as they are not members of SPV Board. 	<p>Udaipur: corporation has control over SPV. Mayor is vice-chairperson of SPV Board.</p> <p>There should be 51% stake of city government in the Smart city board for accountability.</p>
Citizen participation	<ul style="list-style-type: none"> Wards committees formed at zonal level, However, there is no provision for public participation. Provisions for constituting Area Sabha mentioned in the CCMC Act, 1981. But, area sabhas have not been formed. Commissioner Grievance day held in Coimbatore where grievances are noted and accordingly directed to concerned officials for solving issue and closing. 	<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 where grievances are noted by Mayor and Commissioner presiding the meeting and accordingly complaints are directed to concerned officials for solving issues and closing.



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

Sr. No	Functions	Coimbatore	Kochi	Bhopal	Mumbai	Udaipur	Kolkata
1	Urban planning including town planning.	Local planning authority (LPA) for master plan and land-use regulation, Coimbatore City Municipal Corporation (CCMC) for enforcement of master plan	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.	LPA for land use regulations, CCMC for building permissions	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	NULM implemented by women development corporation	KMC; District Planning Committees; Ward Committees;	DUDA; BMC	MCGM, State Government	UIT and UMC	KMC, WB Govt.
4	Roads and bridges.	Building roads and bridges by highways department and maintenance and building of selected roads by CCMC	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	Source of water provided by Tamil Nadu Water Supply and Sewerage Board (TWAD), distribution and water connections by CCMC	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	Coimbatore	Kochi	Bhopal	Mumbai	Udaipur	Kolkata
6 a	Public health and sanitation conservancy	CCMC	KMC; State health department	Public Health Engineering Department (PHED)	MCGM	PHED, UIT, UMC, State Govt.	KMC, WB Govt.
6 b	Solid waste management	CCMC	KMC	BMC	MCGM	UMC	KMC
7	Fire services	Tamil Nadu Fire and Rescue Services	Kerala Fire and Rescue Services	BMC	MCGM	UMC	WB Govt.
8	Urban forestry, protection of the environment and promotion of ecological aspects.	Plantation and rejuvenation of lakes under CCMC, undertaken under the smart city mission	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	CCMC	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	Identification of beneficiaries under PMAY and JNNURM is done by CCMC, implementation of the schemes is entirely done by Tamil Nadu Slum Clearance Board	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 implemented by women development corporation	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	Coimbatore	Kochi	Bhopal	Mumbai	Udaipur	Kolkata
12	Provision of urban amenities and facilities such as parks, gardens, playgrounds	Built by CCMC under AMRUT and Smart City Mission, maintained sometimes by RWA, sometimes by CCMC	Kudumsree. City government.	BMC	MCGM	UMC, UIT	KMC, WB Govt.
13a	Promotion of cultural and aesthetic aspects.	Festivals/events supported by CCMC Department of Art and Culture	KMC	Culture Dept.; BMC	MCGM and Overseen by Ministry of cultural affairs- Maharashtra	UMC, PWD	KMC, WB Govt
13b	Promotion of education	Education section of CCMC is in charge of schools	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	Built and maintained by CCMC	KMC	BMC	MCGM	UMC	KMC
15	Cattle pounds; prevention of cruelty to animals	No cattle pounds in CCMC, dog shelters by ngos and abc clinics for dogs of CCMC	KMC	BMC, Animal Husbandry	MCGM	UMC	WB Govt.
16	Vital statistics including registration of births and deaths.	CCMC	KMC	BMC	MCGM	UMC	KMC, WB Govt.
17	Public amenities including street lighting, parking lots, bus stops and public conveniences.	CCMC	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	CCMC	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?



Annexure 5: Operational Plan for 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	Andhra Pradesh	Jharkhand, Odisha, Tamil Nadu	Chhattisgarh Uttar Pradesh	Telangana Tamil Nadu Bihar	Uttarakhand Himachal Pradesh			
Regional	Completed 1 st Round Table in Apr										2 nd Round Table		3 rd Round Table