



PRAJA'S
URBAN
GOVERNANCE
STUDY
JHARKHAND



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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.

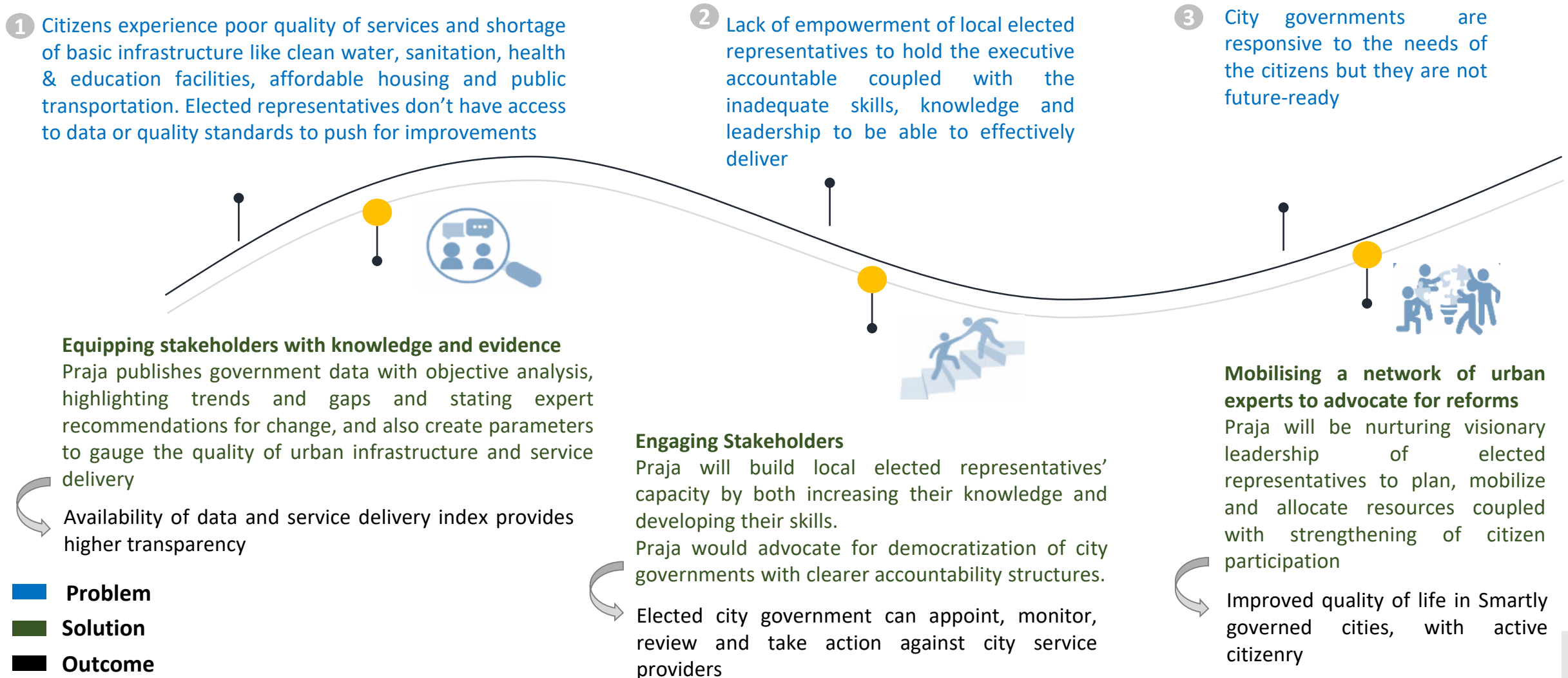
Praja is now embarking on an ambitious journey to transform urban governance, to advocate policy changes that will change the way Indian cities are governed. It will be multiyear project in nature, with research being the bedrock to form a network and influence change:

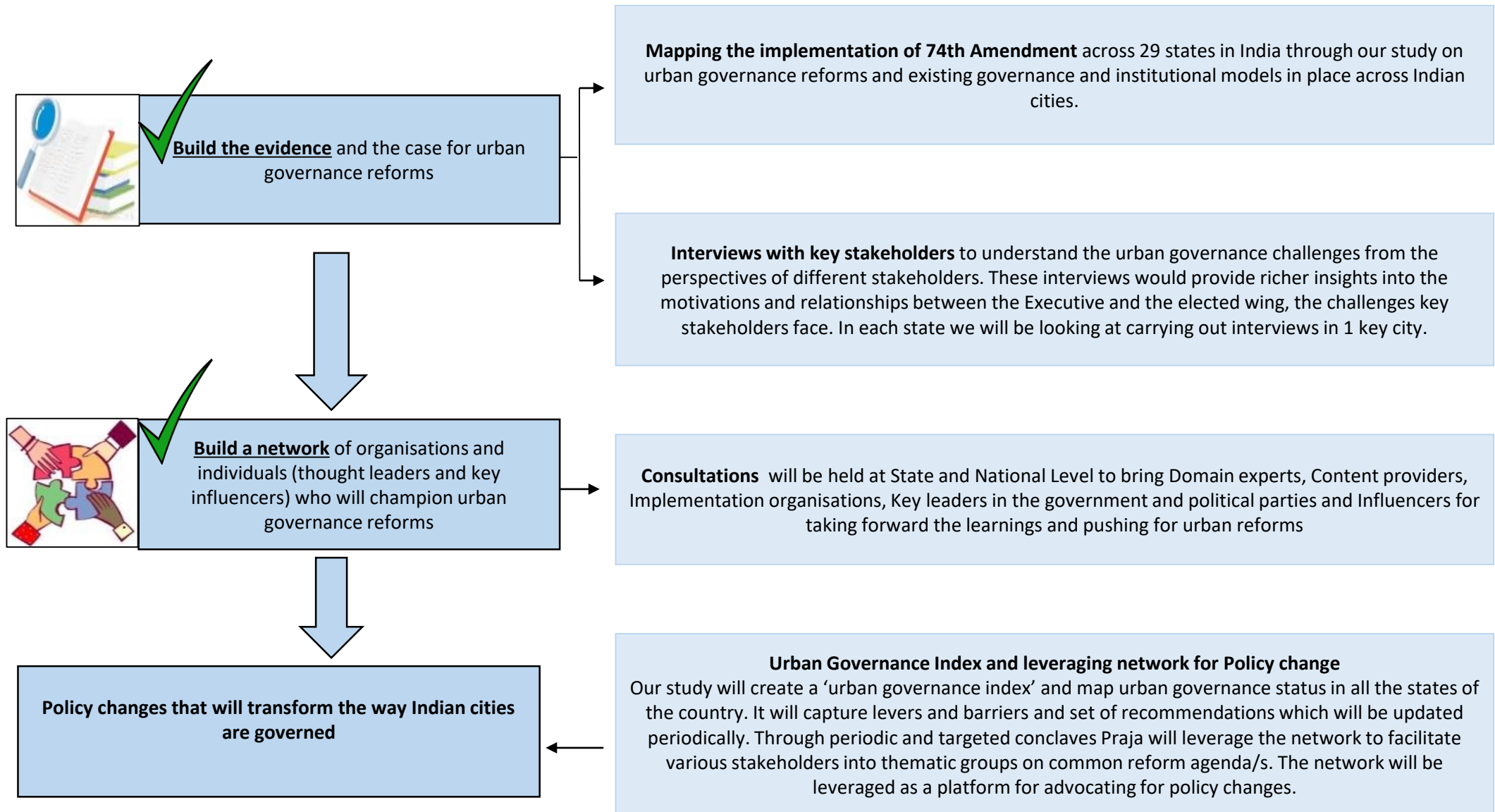
- Currently the devolution of powers and the capacity in the cities is not completely mapped. By March 2020 we will be conducting an Urban Governance Reforms Study to capture status of urban reforms in all the states, identify levers and barriers and identify a set of recommendations.
- Our study will 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."



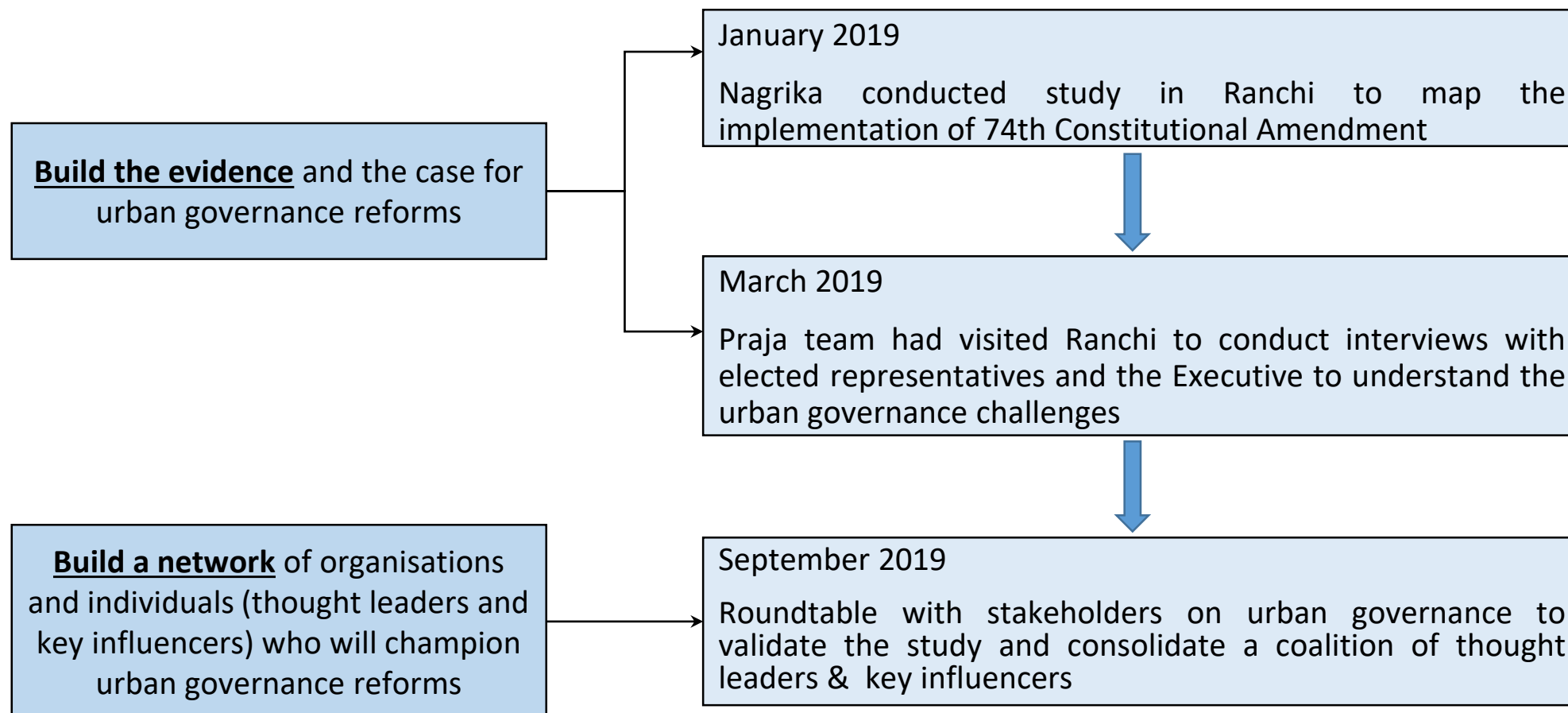
Over the past two decades Praja has been devoted to bringing transparency and is now embarking on an ambitious journey to transform urban governance







The timeline of the study in Jharkhand



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 Jharkhand with multiple stakeholders over the period of one week. Nagrika team visited the Ranchi city and conducted 25 interviews (7 Councillors, 18 Executives) to understand the experience of decentralization.
3. Finally, the field insights were corroborated with secondary research to develop this report.



Sr. no	Name of City Government	Ranchi
1	Act	Jharkhand Municipal Act, 2011
2	Status (Corp, MC):	Municipal Corporation
3	Name of the District:	Ranchi
4	Area of the City Government in sq.km	652 sq. kms.
5	Population	1,073,427
	No. of wards	53
6	Term duration of present City Government	Five
7	Name of the Mayor / President/Chairman	Asha Lakra
8	No. of Corporators /Councillors-Elected	53
9	No. of Corporators /Councillors-Nominated (if not actual, based on Act)	NA
10	Name of the Commissioner / Chief Officer/Secretary	Manoj Kumar
11	No. of Sanctioned Posts in the Corporation	1330
12	No. of Vacant posts in the Corporation	904
13	Schedule of council meetings (weekly, monthly?)	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

Decentralization in Jharkhand

The state of Jharkhand was carved out of Bihar in the November of 2000. This makes it one of the youngest states to be constituted in India. At the time of its formation, it inherited structures of local governance from Bihar, along with other features. Jharkhand saw its first municipal elections in 2008 after 1986, with its own municipal act being passed as recently as 2011. The process of decentralisation of governance in Jharkhand has happened in this context.

Jharkhand Municipal Act, 2011

At the time of the creation of the state of Jharkhand in 2000, the Bihar Municipal Act 1922 was adapted as the governing Act for the ULBs in the state in the form of Jharkhand Municipal Act 2000, followed by the Ranchi Municipal Corporation Act 2001, which was applicable to the Ranchi Municipal Corporation (RMC) . But with the enactment of the Jharkhand Municipal (JM) Act 2011, these two ceased to be in effect and it became the only governing legislature for the urban bodies in Jharkhand. The new act was also in conformity with the 74th Constitutional amendment

District Planning Committee

Section 383 of the JM Act 2011 mandates the setting up of a DPC in every district by the state government. The function of the DPC is ‘to consolidate the plans prepared by the panchayats and the municipalities in a district and to prepare a draft development plan for the district as a whole’. The draft development plan is implemented by the municipality as per its jurisdiction and the functions that may be assigned to it (Section 380). The municipality is also supposed to prepare a development plan and five-year plans (for the municipal area) annually and submit it to the DPC.



Mayor (section 26, 49, 74,76, 78, 79, 108, 405)

According to Jharkhand Municipal (JM) Act, 2011, section 26 states that the Mayor is to be elected directly by the electors of the municipal area. The term of office of the mayor and chairperson shall be coterminous with the term of office of councillors. Some of the powers and functions of the Mayor are:

- The Mayor supervises the Zonal Committee (Section 49 (6)).
- The Mayor can call for meetings at the municipality, with a written resolution by at least one-fifth of the councillors (Section 74 (2)) and urgent matters can be discussed at the meetings without prior notice with the permission of the Mayor (Section 76). The Mayor will preside at all the meetings of the corporation (Section 78 (1)) and can direct a disorderly councillor to withdraw from a meeting (Section 79).
- The Mayor is supposed to present the budget estimates to the Standing Committee before the 15th day of February each year (Section 108 (5)).
- According to Section 405, the MC is supposed to form a Municipal Street Technical Committee with the Mayor as the chairperson. But we did not find any such committee at RMC.

Deputy Mayor & Senior Deputy Mayor (section 28, 32)

In 2018, an amendment was made to the Act to bring the post of the deputy mayor under direct election too (Section 28 (1)) and in the same year, the deputy mayor was elected directly for the first time. The Deputy Mayor shall perform the role of the mayor in case the Mayor is absent because of death, resignation, removal, illness etc. (Section 32).

Standing Committee (section 24, 49)

There's only one standing committee at the corporation and no other special committee. The membership of the Standing Committee includes the Mayor and 10 councillors. Four to five adjacent wards are grouped together to form Zonal Committees; whose members are the elected councillors from those wards. These members then elect a representative from amongst themselves to represent at the Standing Committee the interests of all the wards under that particular Zonal Committee. It was reported that the Standing Committee has no financial approval powers. The budget is presented to the Standing Committee before being forwarded to the Council, and the Standing Committee can suggest changes to the budget if it deems them necessary.

Ward Committee

Section 34 of the JM Act 2011 mandates the setting up of Ward Committees for each ward within two months of the Municipal elections. These committees are to be chaired by the ward's councillor, while the other members include the Area Sabha Representatives and a maximum of ten representatives of the civil society.

Municipal Commissioner

The Commissioner is appointed by the State Government. According to Section 55, the appointment can be made on regular basis or contractual basis. The maximum term of the Commissioner is of five years, and can be extended. Some of the powers and functions of the Commissioner are:

- The Standing Committee may delegate some of its power or functions to the commissioner and in turn, the commissioner may delegate their power to any corporation officer or employee (Section 33).
- The Commissioner is supposed to nominate an official to be the secretary of the Ward Committee (Section 34) and Conveyor of Zonal Committees (Section 49).
- The Commissioner can attend any meeting of the corporation or may authorise any corporation officer to attend (Section 82).
- The Commissioner can make payments of any sum out of the Municipal Fund or enter into any contract if the expenditure involved is within the current budget grant (Section 101).
- The Commissioner shall prepare a budget estimate every year (Section 108 (1)).
- The Commissioner can serve a notice to an occupier of a land or building for the purpose of the recovery of property tax (Section 185 (1)).
- The Commissioner may arrange for supply of water to premises for domestic (Section 197) and non-domestic usage (Section 198). According to information from the field, water connection is one of the functions of the Water Supply Section of the corporation.

Administrative Branches of the RMC	
Branch	Function
Engineering	<ul style="list-style-type: none"> Construction of structures under RMC. Demolition of violations as per master plan and bye-laws.
Health	<ul style="list-style-type: none"> Operates one dispensary, does fogging and spraying. Has a cell to collect demolition debris. Deworming, neutering and vaccination of stray dogs. Giving NOCs to meat shops and regulation of slaughterhouse. Overlooks the SWM of the city.
Accounts	<ul style="list-style-type: none"> Responsible for recording and reporting the cash flows of RMC. Makes budget.
Revenue	<ul style="list-style-type: none"> Collection of holding tax.
Town Planning	<ul style="list-style-type: none"> Approval of building plans and collection of charges for the same.
Water Supply	<ul style="list-style-type: none"> Giving new connections and collection of charges for the same. Undertaking boring of wells.
Market	<ul style="list-style-type: none"> Maintenance of parks. Issuing trade license. Permission for erecting hoardings. Operating a dharamshala and a vegetable market.
NULM cell	<ul style="list-style-type: none"> Implementation of NULM
PMAY cell	<ul style="list-style-type: none"> Implementation of PMAY
Enforcement cell	<ul style="list-style-type: none"> To clear encroachments.
Bhoosampada cell	<ul style="list-style-type: none"> Keeping records for RMC lands.
Transport cell	<ul style="list-style-type: none"> Supervision of the public transport in the city. To coordinate routes for rickshaws and e-rickshaws. To undertake traffic coordination.

No.	Functions listed in 12 th Schedule	Jharkhand
1	Urban Planning including town planning	Ranchi Municipal Corporation (RMC): Town Planning Section; Jharkhand Government.: Urban Development & Housing Department. (UDHD), Ranchi Regional Development Authority (RADA)
2	Regulation of land-use and construction of buildings	RMC: Town Planning Section, Bhoosampada Cell, Enforcement Cell, Engineering Section, Construction and Demolition Cell within Health Section; Jharkhand Govt.: UDHD, RADA
3	Planning for economic and social development	RMC: National Urban Livelihoods Mission (NULM) Cell, Pradhan Mantri Awas Yojana (PMAY) Cell; District General Administration
4	Roads and bridges	RMC: Engineering Section, Traffic Coordination Committee; Jharkhand Govt.: Road Construction Department (RCD); Central Government: National Highway Authority of India (NHAI)
5	Water supply- domestic, industrial and commercial	RMC: Water Supply Cell; Jharkhand Govt.: Drinking Water and Sanitation Department (DWSD)
6 a	Public health, sanitation, conservancy	RMC: Health Section; Jharkhand Govt: Jharkhand Urban Infrastructure Development Company Limited (JUIDCO), Health Dept.
6 b	Solid Waste Management	RMC: Health Section
7	Fire services	Jharkhand Govt.: Fire Services under Department of Home Jail and Disaster Management
8	Urban forestry, protection of environment and ecology	RMC: Horticulture Section; Jharkhand Govt: Forest Department, Jharkhand State Forest Development Corporation

City government control		Multiple agencies		State Control	
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9	Safeguarding the interests of weaker sections society including the handicapped and mentally retarded	RMC: NULM Cell, PMAY Cell; Jharkhand Govt.: Dept. of Food and Public Distribution, Labour Dept., UDHD, Department of Women, Child Development & Social Security, District General Administration
10	Slum improvement and upgradation	RMC: PMAY Cell ; Jharkhand Govt.: UDHD
11	Urban poverty alleviation	RMC: NULM Cell; Jharkhand Govt.: UDHD, District General Administration
12	Provision of urban amenities and facilities- parks, gardens and playgrounds	RMC: Engineering Section, Market Cell, Centre: Atal Mission for Rejuvenation and Urban Transformation (AMRUT) Cell; Jharkhand Govt.: UDHD, District Authorities;
13 a	Promotion of cultural and aesthetic aspects	RMC
13 b	Promotion of Education	Jharkhand Govt.: Dept. of Education
14	Burials and burial grounds, cremations, cremation grounds and electric crematoriums	RMC: Engineering Section
15	Cattle pounds, prevention of cruelty to animals	RMC: Health Section; Jharkhand Govt.: Animal Husbandry & Fisheries Dept.
16	Vital statistics including registration of births and deaths	RMC: Birth and Death Registration Section; District Statistics Officer
17a	Public amenities including street lighting, parking lots and public conveniences	RMC: Electrical Section, Market Cell, Swachh Bharat Mission Cell, Transport Cell Centre: Swachh Bharat Mission
17b	Bus stops	RMC: Transport Cell, Market Cell
18	Regulation of slaughter houses and tanneries	RMC: Health Section, Engineering Section; Jharkhand Govt.: Jharkhand State Pollution Control Board, Health Department



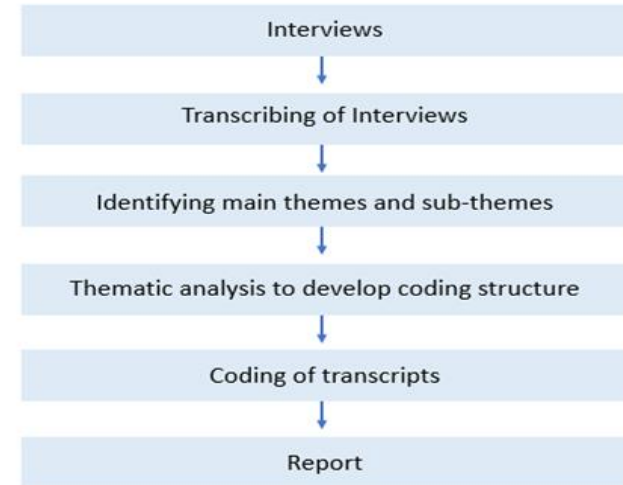
Objective

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, 14 interviews (1 MLA, 6 Councillors, 5 Executives & 2 CSOs) were carried out in Ranchi in between 11th March to 15th March 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. Ahmedabad	E.g. Ranchi
No. of MLAs		16	2
No. of councillors		192	53
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	5
	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	11
<ul style="list-style-type: none"> 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. Mayor and Deputy Mayor are directly elected by people of Ranchi. (Section 26 of Jharkhand Municipal (JM) Act, 2011)
2. Elections of Mayor and Deputy Mayor are held on political basis with party affiliation.
3. Mayor plays a role of ceremonial head.
4. Mayor does not represent any ward.

Mayor looks into everything from the health, hygiene to developmental issues in all wards of the city. Whether it is management of city, people's issues or the urban development and progress, it is all the responsibility of the mayor.

Councillor

We can consider an option to have indirectly elected Mayor by councillors. So that there would be good coordination and accountability between Mayor & Councillors.

Councillor

Levers

Supervision of Zonal Committee

- The Mayor supervises the zonal committee (Sec 46(9) JM Act, 2011) .

Head of standing committee

- Mayor heads the standing committee.
- Ward level issues are closely monitored through standing committee meetings.

Mayor gets share in developmental grants

- 10% amount of the developmental grant received from state government is given to mayor for development related activities in the city.

Barriers

Limited role

- Mayor is just a ceremonial head and lacks the authority to take executive decisions.
- Mayor does not have any exclusive financial power and signatory authority. Mayor mainly has supervisory role.

KEY TAKEAWAYS

- Mayor is elected through direct election.
- Mayor does not hold any signatory authority and plays a role of ceremonial head.
- Mayor is the head of standing committee.

2.2 Role of Councillor and Committees

STATUS

1. There are total 53 wards in Ranchi.
2. Zonal committees are formed for 5-6 adjacent wards together. Ward councillors from respective wards form the member of the committees.
3. Standing committee is formed with the Mayor as the head along with deputy mayor and 10 councillors. The 10 councillors are elected from respective zonal committees.
4. Standing committee meetings take place once in every month.
5. Section 34 of the JM Act, 2011 mandates the setting up of Ward Committees for each ward within two months of the Municipal elections.
6. Councillors election is not conducted on political party symbols. All councillors are elected independently in Ranchi.
7. Councillors believe their role is to solve civic issues at the respective ward.
8. There is no councillor fund given to councillors in Ranchi. Instead councillors get some amount from development fund received from state government.

We try to carry out all the responsibilities related to the Municipal Corporation like cleanliness, water supply, power supply, etc. We try to fulfil the needs of the people because it is our responsibility as their representatives to solve their issues through the corporation.

Councillor

KEY TAKEAWAYS

- **Standing committees have been constituted and are functional.**
- **Training of councillors takes place every 2-3 years.**
- **Ward committee is not active and there are no subject committees formed.**
- **Limited ward funds and restrictions on usage of fund is a challenge for councillors**

Levers

Development fund

- Councillors get a variable grant every year for specific development works such as roadworks or civic amenities.
- These grants are distributed to ward councillor according to population and area of their wards.

Barriers

Inactive ward committees and no subject committees formed

- Although ward committees were formed, they do not function actively on ground. In addition, no subject committees are formed.

MLAs & MPs get share in development fund

- Councillors mentioned the development grant received from state government for developmental purposes is diluted as around 2% of the grant amount is allotted among MPs and MLAs elected from Ranchi city.
- Councillors were of an opinion that MPs and MLAs should not have share in development fund since MPs and MLAs get separate local area development (LAD) fund.

According to state government rule, 40% amount of development fund should be distributed among councillors and 10% to Mayor, 5% to Deputy mayor and Municipal Commissioner, however why MPs and MLA's get 2% of our development fund? Instead of this, councillors should be given more funds.

Councillor

Training of councillors

- There is provision for the training of newly elected councillors. However it does not happen. Councillors believe It should happen regularly or every 2-3 years.

No direct participation in budgeting process

- Councillors can only send concerned proposals for their wards to Mayor or through the standing committee. Some councillors don't even understand the budget properly, thus they are not able to play role in it.

STATUS

1. Ranchi houses various parastatal bodies who perform overlapping functions with that of the Ranchi Municipal Corporation (RMC) such as Urban Development & Housing Department (UDHD), Ranchi Regional Development Authority (RADA), Jharkhand Urban Infrastructure Development Company Limited (JUIDCO), Drinking Water and Sanitation Department (DWSD) etc.
2. Out of the 18 functions specified as per 74th Constitutional Amendment, 14 functions involve multiple parastatal bodies, thus RMC does not have control over these functions independently.

RMC doesn't have capability or skill sets to undertake major projects. Thus those big infrastructure projects are done by JUIDCO.

Administration

KEY TAKEAWAYS

- Multiple parastatal agencies and central government departments work on overlapping functions with the RMC.
- No provision made for facilitating any form of coordination between the multiple agencies.
- Lack of capacity of RMC voiced strongly as reason for outsourcing of services and setting up of various parastatal bodies.

Barriers

Ineffectiveness of joint meetings

- Although a joint meeting is held once in three months, there is no result in improvement of efficiency of service delivery on ground.

Municipal staff lack capacity

- Outsourcing of services is being done because of the lack of capacity among officers and staff in RMC. This also came out as a strong justification for existence of state government agencies to provide services.

Service delivery is not that good. Corporation lacks capacity to provide services efficiently. It doesn't have enough skilled staff. Thus some services like solid waste management are outsourced.

Administration

- Officials believe capacity of parastatal bodies has been developed over a period of time, however less efforts are put by state government in building capacity of RMC

Lack of nodal agency

- Ranchi lacks a nodal agency that looks into provision of services leading to coordination issues among multiple agencies and inefficiency in service delivery.
- Councillors believe people hold corporation accountable for all functions even if those are not performed by RMC. Thus RMC needs control over functions which are related to daily lives of people.

There are some other agencies apart from Ranchi municipal corporation. Sometimes there is problem due to lack of coordination among various agencies. Functions are overlapping as there is poor clarity about roles.

Administration

STATUS

1. Ranchi Smart City Corporation Ltd. (RSCL) has been set up as a Special Purpose Vehicle (SPV) for implementation of Smart City Mission (SCM) projects.
2. Ranchi is part of Atal Mission for Rejuvenation and Urban Transformation (AMRUT) scheme.
3. The building of any urban amenities is done in coordination with UDHD. These amenities are later handed over to the RMC for maintenance.

The city is under the smart city mission for better development and progress. The commissioner and mayor are a part of SPV board. In the previous meeting, there was a plan of including the councillors in the committee, however it has not been acted upon yet.

Councillor

KEY TAKEAWAYS

- Both SCM and AMRUT projects are being implemented in Ranchi.
- Mayor and Commissioner are part of SPV board of SCM.
- Councillors are not members of SPV Board.
- RMC does not hold major decision making powers relating to smart city projects

Levers

Mayor and Commissioner are part of SPV board

- The SPV board meetings are attended by the Mayor and Commissioner. Mayor is able to give proposals for the development of the city.

Barriers

Councillors aren't part of SPV Board.

- Councillors are not involved in the smart city mission. They are not members of SPV board.

We do not have any role in Smart City Mission. We are not part of any of these meetings only mayor can be part of the meetings.

Councillor

Limited no. of wards focussed under Area Based Development (ABD) projects

- Only limited wards are taken up as part of the ABD projects. This promotes bias through developmental works taking place only in selected wards.

RMC has negligible role to play in Smart City Mission

- RMC has neither control over RSCL, nor does it have the authority to make any decisions in regard to Smart City projects. It can just give suggestions to SPV.

The Municipal Corporation has no authority. SPV has been created for implementation of smart city mission. We don't have any control over it. Municipal corporation should have given 51% stake in decision making process of SPV.

Councillor



STATUS

1. The State Government sanctions the total number of staffs for the RMC.
2. Approval for recruitment of human resources to fill these positions is done by the State Govt.
3. A revised proposal on number of human resources required by the RMC can be sent to the state government for approval as per necessity.
4. Human Resources status
 - Sanctioned Positions:- 1330
 - Occupied positions :- 426 (32%)
 - Vacant Positions :- 904 (68%)
 - RMC currently does not even hold 1 permanent employee for 1000 citizens

The state government has fixed the amount of manpower that will be needed. If it is found to be less, we can only recommend a revision.

Councillor

KEY TAKEAWAYS

- More than half of municipal staff positions are vacant.
- Majority of staffs lack required skill sets and capacity.
- RMC outsources work to agencies to fill the skills gap and provide services.
- There are no provisions for regular trainings for municipal staff.

Barriers

Vacancy of staffs

- More than half the staff positions remain unfilled in RMC.

Corporations should have dedicated manpower. They should increase their staff for better service delivery, currently staff is being cut down.

Administration

Lack of skilled/trained staffs

- Majority of existing permanent staff lack skill and capability for carrying out efficient work.

There is also a shortage of skilled manpower like Engineers, Urban Planners, Chief accountant etc. If adequate manpower is recruited, the Municipal Corporation can function more efficiently.

Councillor

Outsourcing of agencies

- RMC is dependent on outsourced agencies in providing of services due to shortage of human resources and capacity of existing staff.

Service delivery is not that good. Corporation lacks capacity to provide services efficiently. It doesn't have enough skilled staff. Thus some services like solid waste management are outsourced.

Administration

No provision of training of administrative staff

- There are no provision to train the administrative staffs on a regular basis to build their capacity and skills.



Theme 3: Municipal Finance

3.1 Budget & Sources of Revenue

STATUS

Budget

- Final approval of budget for RMC is given by State Govt.
- Councillors voice their opinion on the budget through the standing committee or give proposals to the Mayor.
- Budget is finalized through council before approval from State Govt.
- According to budget estimates for year 2019-2020, the budget size stands at ₹ 1644 Crores.
- The budget per capita is ₹15,325.

Revenue

- Officials mentioned RMC faces a shortfall in revenue collection due to lack of capacity and inadequate resources. Thus Tax collection has been outsourced to private agency in Ranchi
- Property tax and maintenance tax are the major sources of revenue for the corporation.
- Revision of tax rates can be proposed by the council but final approval stays with the state government.

Councillors can give proposal by writing letters to Mayor. Mayor plays role in making budget estimates. But we do not participate directly. We can even give proposals through our standing committee members

Councillor

Levers

Increase in awareness among people

- There has been a substantial increase in awareness among people in terms of paying taxes. Due to this, it has been observed that people are willing to pay taxes.

People are slowly becoming aware about their rights as well as taxes. The government is planning well and making people more aware of the plans and schemes.

Councillor

Improvement in revenue collection

- Officials believe efficiency in revenue collection has been improving since RMC has outsourced this function to private agency. In the past, RMC couldn't do it effectively due to inadequate resources.

Barriers

Actual expenditure

- The provisions in the budget are not followed properly. There is significant difference between budget estimates and actual expenditure.

Final approval for budget is given by state

- Councillors mentioned final approval to the budget passed by the Municipal house is given by state government.
- Councillors believe it puts limitation on financial autonomy to the corporation and RMC should have authority to take such decisions.

Large dependency on state government for funds

- RMC does not have enough own sources of revenue for functioning of municipal corporation. thus there is dependency on state government for funds.
- 80 % of the total revenue come from revenue grants, compensations and subsidies

KEY TAKEAWAYS

- Approvals for budget and tax rates are in the hands of the State Government
- RMC has outsourced tax collection to private agency.
- Property tax and maintenance tax are the major sources of revenue for the RMC.



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

Reform Areas	Ranchi	Status in other cities
Interviews Conducted	<ul style="list-style-type: none">39 interviews (1 MLA, 13 Councillors, 23 Executives and 2 CSOs)	<ul style="list-style-type: none">Total 698 in 21 states including in Mumbai, Delhi, Kochi, Bhopal, Kolkata and Udaipur as of August 2019
Governing Acts	<ul style="list-style-type: none">Jharkhand Municipal Act, 2011	<ul style="list-style-type: none">Different acts for different cities and states
Service Delivery	<ul style="list-style-type: none">There is a strong overlapping of functions of RMC with multiple parastatal bodies.Outsourcing of agencies to provide municipal services.	<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, approval of budget and revision of tax rates.Advertisement and Entertainment tax rates not in the hands of the RMC.	<p>Mumbai- Per capita budget of Mumbai is 21,982 rupees.</p> <ul style="list-style-type: none">Mumbai has 72% of own sources of revenue to the total budget.Mumbai collects property tax efficiently.If the citizens fail to pay taxes, water supply services are cut off as penalty.
Mayoral System & key deliberative committees	<ul style="list-style-type: none">Mayor is directly elected and does not represent any ward.Tenure of Mayor is 5 years.Mayor does not have any exclusive financial power and signatory authority. Mayor mainly has supervisory role.	<ul style="list-style-type: none">Kochi Mayor is indirectly elected and has tenure of 5 yearsKochi 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



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

Reform Areas	Ranchi	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 meetings takes place once in three months but has not resulted in improvement of coordination among agencies.	<ul style="list-style-type: none">• Multiple agencies are creating problems for efficient service delivery in cities like Delhi, Bhopal, Patna and Lucknow.• Ahmedabad: Corporation can join with any local authority from time to time for forming a joint committee to handle any special subjects of the Corporation.• Kolkata : MIC conducts regular meetings with other agencies in order to have coordination. It acts as a coordinating agency.
Urban Reforms (smart city mission)	<ul style="list-style-type: none">• SPV created for smart city mission is acting as independent body.• SPV is not accountable to the corporation• Councillors are unable play active role as they are not members of SPV Board.	<ul style="list-style-type: none">• Udaipur: corporation has control over SPV. Mayor is vice-chairperson of SPV Board.• Coimbatore: Municipal Corporation has complete control over Coimbatore Smart City Ltd. with commissioner heading the SPV board.• Mangaluru: Commissioner, Mayor and 4 councillors are part of the SPV board.
Citizen participation	<ul style="list-style-type: none">• Ward committees are formed but they are inactive in Ranchi.• Currently no official platforms for citizens to participate in governance.	<ul style="list-style-type: none">• In Kochi, Ward Sabhas are conducted once in three months. People raise their issues and give proposals.• Lok Mangal Diwas held in Lucknow where grievances are noted and accordingly directed to concerned officials for solving issue and closing.• Similarly, In Coimbatore, Commissioner Grievance Day held once on every week.



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

Sr. No	Functions	Ranchi	Kochi	Bhopal	Mumbai	Udaipur	Kolkata
1	Urban planning including town planning.	RMC - Town Planning Section; Urban Development & Housing Dept. (UDHD), Ranchi Regional Development Authority (RADA)	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.	RMC; Urban Development & Housing Dept. (UDHD), Ranchi Regional Development Authority (RADA)	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; District General Administration	KMC; District Planning Ward Committees; Committees;	DUDA; BMC	MCGM, State Government	UIT and UMC	KMC, WB Govt.
4	Roads and bridges.	RMC; Road Construction Department (RCD); Centre: National Highway Authority of India (NHAI)	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 - Water Supply Cell; Drinking Water and Sanitation Department (DWSD)	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	Ranchi	Kochi	Bhopal	Mumbai	Udaipur	Kolkata
6 a	Public health and sanitation conservancy	RMC: Health Sections; State: Jharkhand Urban Infrastructure Development Company Limited (JUIDCO), Health Dept.	KMC; State health department	Public Health Engineering Department (PHED)	MCGM	PHED, UIT, UMC, State Govt.	KMC, WB Govt.
6 b	Solid waste management	RMC: Health Section	KMC	BMC	MCGM	UMC	KMC
7	Fire services	Fire Services under Department of Home Jail and Disaster Management	Kerala Fire and Rescue Services	BMC	MCGM	UMC	WB Govt.
8	Urban forestry, protection of the environment and promotion of ecological aspects.	RMC: Horticulture Section; Forest Department, Jharkhand State Forest Development Corporation	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	RMC: NULM Cell, PMAY Cell; Dept. of Food and Public Distribution, Labour Dept., UDHD, Department of Women, Child Development & Social Security, District General Administration	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	RMC: PMAY Cell ; UDHD	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	RMC: NULM Cell; UDHD, District General Administration	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	Ranchi	Kochi	Bhopal	Mumbai	Udaipur	Kolkata
12	Provision of urban amenities and facilities such as parks, gardens, playgrounds	RMC: Engineering Section, Market Cell, AMRUT Cell; JUDHD, District Authorities; Centre: AMRUT	Kudumsree. City government.	BMC	MCGM	UMC, UIT	KMC, WB Govt.
13a	Promotion of cultural and aesthetic aspects.	RMC	KMC	Culture Dept.; BMC	MCGM and Overseen by Ministry of cultural affairs- Maharashtra	UMC, PWD	KMC, WB Govt
13b	Promotion of education	Dept. of 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: Engineering Section	KMC	BMC	MCGM	UMC	KMC
15	Cattle pounds; prevention of cruelty to animals	RMC: Health Sections; Animal Husbandry & Fisheries Dept.	KMC	BMC, Animal Husbandry	MCGM	UMC	WB Govt.
16	Vital statistics including registration of births and deaths.	RMC: Birth and Death Registration Section; District Statistics Officer	KMC	BMC	MCGM	UMC	KMC, WB Govt.
17	Public amenities including street lighting, parking lots, bus slops and public conveniences.	RMC: Electrical Section, Market Cell, Swacch Bharat Mission Cell, Transport Cell Centre: Swacch Bharat Mission	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: Health Section, Engineering Section; Jharkhand State Pollution Control Board, Health Department	KMC	Urban Development and Housing Department (UDHD); BMC; Pollution Control Board	MCGM	UMC	KMC

Legend

City government control

Multiple agencies

State Control



Annexure 3: Interview Questionnaire for MLAs/Councillors

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?



Annexure 3: Interview Questionnaire for MLAs/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 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?)



Annexure 3: Interview Questionnaire for MLAs/Councillors

VI. Municipal Finance:

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

VII. Citizen Participation

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



VIII. Evaluation of Municipal Government:

(Following Questions are applicable for MLA's)

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



Annexure 4: Interview Questionnaire for City Executive

I. Role

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

II. Service delivery

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

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

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



Annexure 4: Interview Questionnaire for City Executive

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?



Annexure 4: Interview Questionnaire for City Executive

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		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