

PRAJA'S  
URBAN  
GOVERNANCE  
STUDY

MANIPUR





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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 has embarked 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:

- The devolution of powers and the capacity has been mapped through an Urban Governance Reforms Study in 39 cities across 28 states and NCT of Delhi. The study involved capturing the 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."

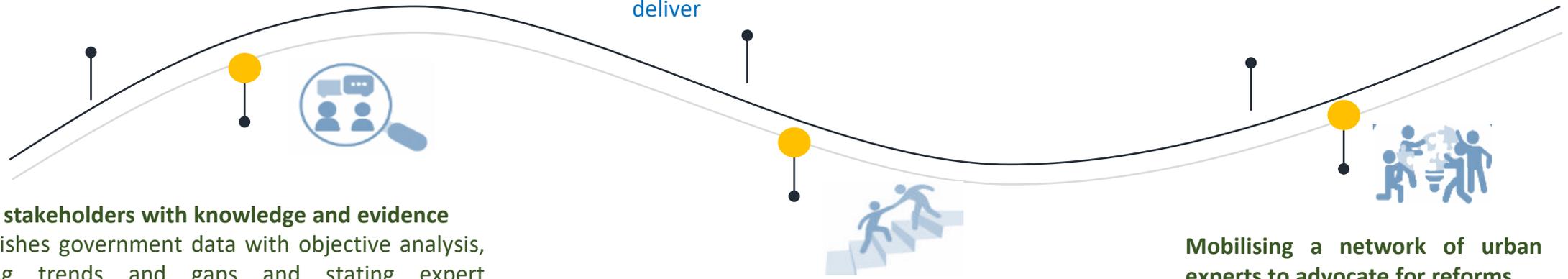


# Over the past two decades Praja has been devoted to bringing transparency and is now embarking on an ambitious journey to transform urban governance

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

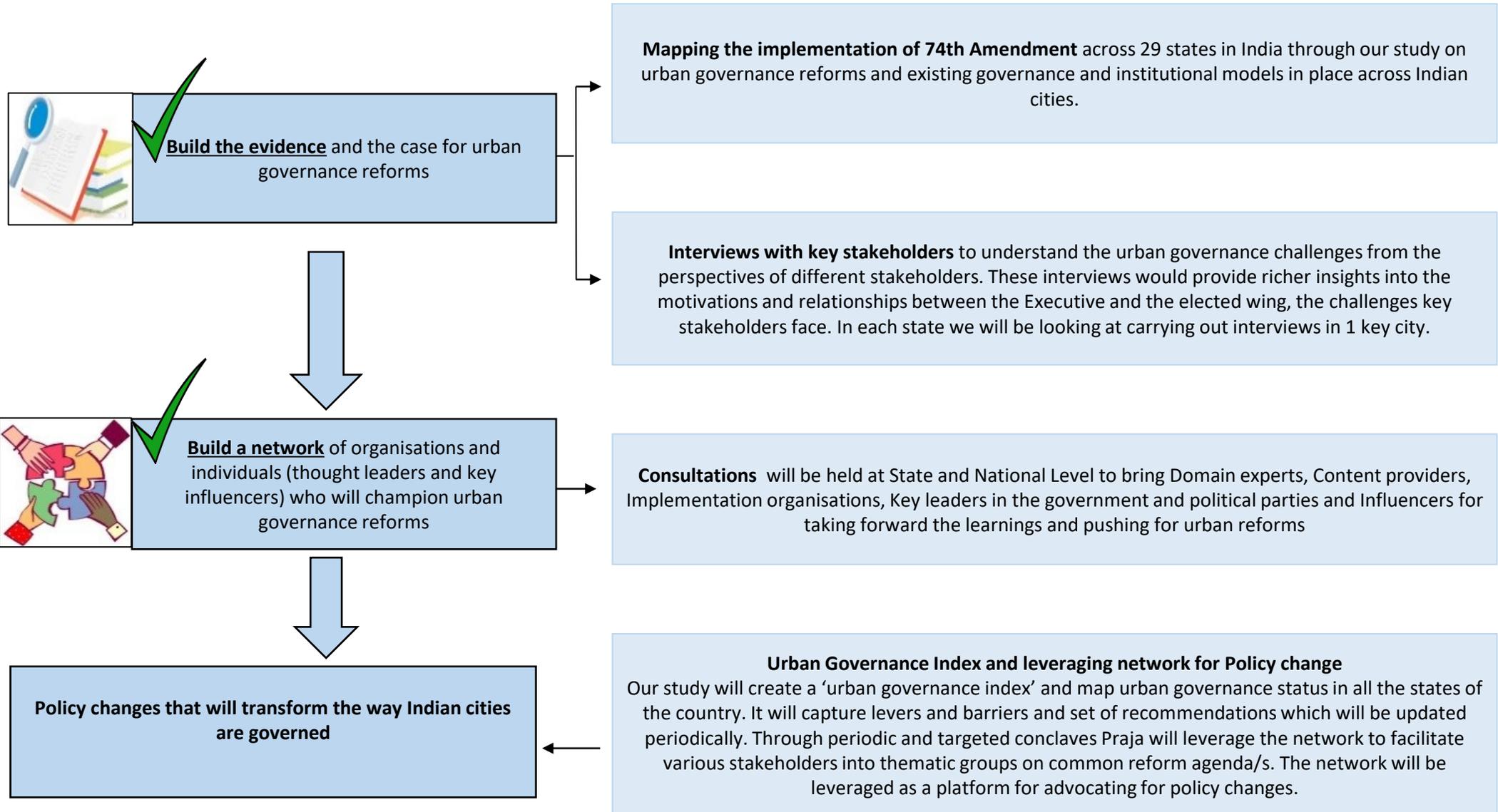
### Mobilising a network of urban experts to advocate for reforms

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



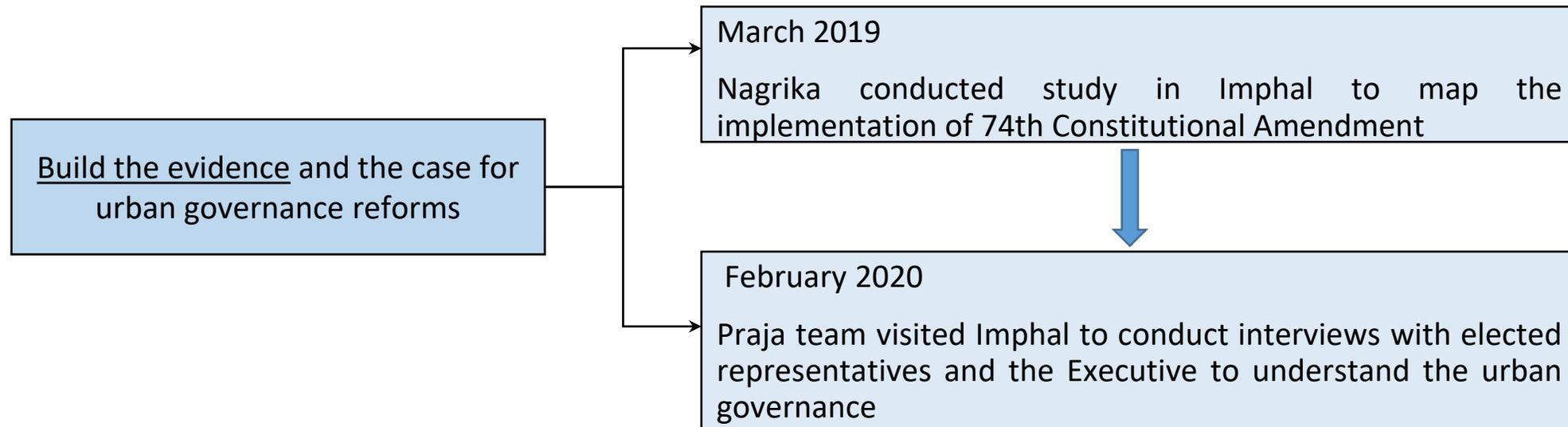
Improved quality of life in Smartly governed cities, with active citizenry

- Problem
- Solution
- Outcome





## The timeline of the study in Manipur





### 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 74<sup>th</sup> 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 (13 Executives and 1 Elected Representative) in Manipur with multiple stakeholders over the period of one week. Nagrika team visited city of Imphal to understand the experience of decentralization in the city.
3. Finally, the field insights were corroborated with secondary research to develop this report.



Name of city government	Imphal Municipal Corporation
Status (Corp, MC):	Municipal Corporation
Name of the District:	Imphal East, Imphal West
Area of the ULB in sq.km	30.75
Population of ULB (MC)	2,68,243 (Census 2011)
No. of wards	27
Term duration of present Municipal Government	3
Name of the Mayor / President/Chairman	L. Lokeshwar Singh
No. of Councillors /Councillors-Elected	27
No. of Councillors /Councillors-Nominated (if not actual, based on Act)	0
Name of the Commissioner / Chief Officer/Secretary	K. Chandrakumar
No. of Sanctioned Posts in the ULB	
No. of Vacant posts in the ULB	
Schedule of council meetings (weekly, monthly?)	1
If Smart city, is there a SPV in place?	Yes
Have ward committees been created?	Yes
Are there DPCs in the state?	Yes, but not active

\*As on March 2019

## Decentralization in Manipur

After the 73rd and 74th Constitutional Amendment was enacted, the Manipur Panchayati Act, 1994 and Manipur Municipalities Act, 1994 were framed to constitute Local Bodies for rural and urban areas in Manipur respectively. Manipur has one Municipal Corporation in Imphal and nine Municipal Councils. According to the 2011 Census of India, 32.45% of the total population in Manipur lived in urban areas. Manipur is divided into hill areas and valley areas. The hill areas of Manipur comprise of five districts, Senapati, Tamenglong, Urkhul, Chandel and Churachandpur. They have autonomous District Councils and Village Authorities, constituted under the Manipur (Hill Areas) District Council Act, 1971.

## Manipur Municipalities Act, 1994

The Manipur Municipalities Act was constituted and came into effect in the year 1994. The Act was made only for the constitution of Nagar Panchayats and Municipal Councils in the State. Subsequently, there were at least ten amendments made to the Act. The tenth Amendment constituted the Municipal Corporation in Imphal in 2016, and made provisions for the establishment of authorities in the Corporation. There was no such provision for Municipal Corporations before the said Amendment. The Manipur Municipalities (Tenth Amendment) Act, 2016 adds Chapter IIIA to the Manipur Municipalities Act, 1994 for the incorporation of the Municipal Corporation and its elected wing.

## District Planning Committee

District Planning Committees in Manipur have been formed under that Panchayati Raj Act. 1994 of Manipur. The Act says that the Head (Adhyaksha) of the Zilla Parishad should be the Chairman of the DPC. ULBs are required to prepare an Annual Action Plan (AAP) which is to be consolidated into a plan for the district as a whole. Interviews with IMC officials suggested that there is no such procedure followed as there is a DPC that has been formed, but is inactive. As per the interviews, the District Collector is the Chairman of the DPC of Imphal. The Commissioner is a member of the DPC. The Mayor of the Municipal Corporation should be the member of the DPC (Sec. 227, Manipur Municipalities Act, 1994), which is not the case as told by the interviewees on the field. Interviews suggested that no meeting of DPC has yet been convened.



## Mayor and Deputy Mayor

After the tenth amendment act in 2016, the provision for a Municipal Corporation was made under which the Mayor and the Deputy Mayor were made the heads of the Corporation. Section 12 D of Chapter IIIA of the tenth amendment act of 2016 states that the chairperson and vice chairpersons of every municipal corporation shall be known as the Mayor and the Deputy Mayor respectively of the corporation.

As per Section 12E, within forty five days of election of the councillors, the Deputy Commissioner (of the district that has the jurisdiction over the Municipal Corporation) calls their meeting where a Mayor is to be elected by the elected councillors among themselves.

It was during 2016, the first time that elections were held for the post of the Mayor and Deputy Mayor, as the Corporation was formed that year. The following are the functions of the Mayor:

1. The Mayor is the presiding officer at the Municipal Corporation meetings (Sec. 12M). He/she also has to watch over the financial and executive administration of the Corporation. He/she also has to supervise the duties and functions of the Corporation.
2. If half of the total members of the Council want to hold a meeting, they give a written requisition to the Mayor. The Mayor has to then hold a meeting of the Councillors within fifteen days of the requisition (Sec. 49)
3. They Mayor is liable for the loss, waste or misapplication of any money or property of the Corporation (Sec. 58).
4. The Mayor is the signing authority for allowing contracts that are above rupees ten thousand (Sec. 64), for notices for transfer of staff (Sec. 87), for publication of notice of assessment and any notice, bill, form of service; and is also the ex-officio member along with the Deputy Mayor, of any review meeting that is held (Sec. 96).

The Deputy Mayor carries out the functions of the Mayor in his/her absence.

## Commissioner

The tenth amendment Act of 2016 to the Manipur Municipalities Act states the appointment of the Commissioner as the Executive Officer of the Corporation. The Municipal Commissioner is appointed by the State Government. Functions of the Municipal Commissioner include:

1. The Commissioner is the Secretary to the members of the Corporation (Sec. 12P) and its Departments, and is the ex-officio member of each ward committee (Sec. 16).
2. If the Councillors want to pass a no-confidence motion for the Mayor or Deputy Mayor, then they have to give a written requisition to the Commissioner. It is the duty of the Commissioner to convene a meeting for the same (Sec. 31).
3. The Commissioner has to watch over the financial and executive administration of the Corporation (Sec. 42). The Commissioner also has to give effect to the decisions taken by the Council, and submit periodical reports (ibid).
4. The Commissioner is part of the committee that makes the Master Plan along with other officials like the Engineering Officer and Assistant Municipal Commissioners as per interviews on the field.

## Assistant Commissioner

The AMC has four Assistant Municipal Commissioners (AMC) appointed under the Manipur Municipal Cadre, as told by the AMC officials themselves. The functions of the AMC are mapped to the departments they head. For example, one AMC will head the Public Health Section, one will head the Project Section. They execute all the functions of their respective departments and have to report to the Commissioner.



Administrative Departments of the IMC	
Department	Function
Accounts Section	Managing accounts of the Corporation. Responsible for salaries of the Corporation.
Engineering Section	Responsible for the construction of buildings, also under PMAY and amenities under AMRUT. Incharge of vehicles of IMC and Solid Waste Management (SWM).
Public Health Section	Responsible for sanitation in the city, including drains and sewerage.
Establishment Section	Responsible for the personnel service matters, joining, and appointment of the members of the Corporation.
Project Section	Responsibilities include implementation of welfare schemes like PMAY and NULM, conduct surveys for the same, form committees for the functioning and monitoring of these welfare schemes
Revenue Section	Responsible for the income generation for the corporation and collection of taxes.

No	Functions listed in 12 <sup>th</sup> Schedule	Imphal, Manipur
1	Urban Planning including town planning	TPD for Master Plan and implementation
2	Regulation of land-use and construction of buildings	TPD for Zonal Regulations and IMC for applications for Building Permissions
3	Planning for economic and social development	PDA for markets. No economic or social development plan
4	Roads and bridges	PWD for construction and maintenance of roads and bridges
5	Water supply- domestic, industrial and commercial	PHED for laying pipes, distribution, construction of pipes, new connection, generation at source, treatment
6 a	Public health, sanitation, conservancy	PHED for making Sewer lines, STP, sanitation and conservancy
6 b	Solid Waste Management	IMC for Solid Waste Management
7	Fire services	Fire Department
8	Urban forestry, protection of environment and ecology	Environment and Ecology Wing, Forest Department

9	Safeguarding the interests of weaker sections society including the handicapped and mentally retarded	IMC for implementation of PMAY
10	Slum improvement and upgradation	IMC for implementation of NULM
11	Urban poverty alleviation	IMC for implementation of NULM, district supply office for distributing ration cards, social welfare department for implementing national pension scheme
12	Provision of urban amenities and facilities- parks, gardens and playgrounds	Smart city imphal for parks, gardens and playgrounds, IMC and PDA for implementation of parks under AMRUT schemes
13 a	Promotion of cultural and aesthetic aspects	Sports department of manipur for events, MAHUD
13 b	Promotion of Education	Department of Education
14	Burials and burial grounds, cremations, cremation grounds and electric crematoriums	Maintenance by IMC, but private ownership
15	Cattle pounds, prevention of cruelty to animals	No pounds in Imphal. NGOs for prevention of cruelty to animals
16	Vital statistics including registration of births and deaths	Birth and death by IMC, marriage registration by sub-registrar office of district
17a	Public amenities including street lighting, parking lots and public conveniences	IMC, manipur state power distribution company, IMC and smart city for parking lots, IMC for public conveniences
17b	Bus stops	No bus stops in Imphal
18	Regulation of slaughter houses and tanneries	No slaughterhouses in imphal. IMC for license to meat shops and meat vendors

City government control

Multiple agencies

State Control



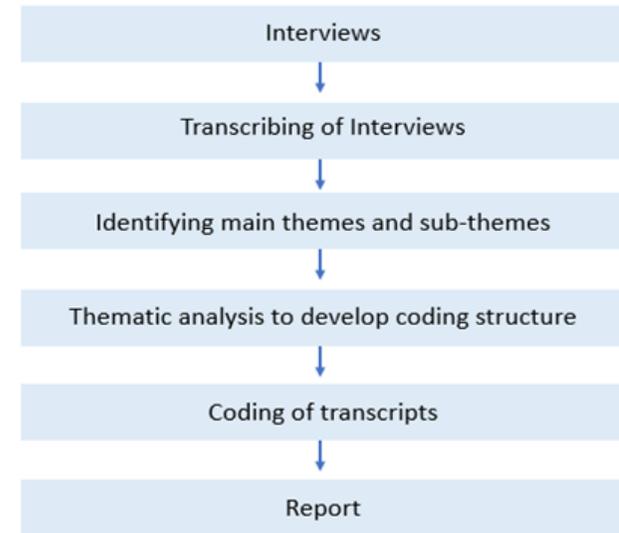
### Objective

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, 12 interviews (6 ERs, 6 Administration) were carried out between 2<sup>nd</sup> February to 5<sup>th</sup> February 2020. The sample included Elected Representatives and City Executives. 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. Aizawl	E.g. Imphal
No. of MLAs		11	7
No. of councillors		19	27
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)	2	3
	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
<b>Total sample</b>		<b>11</b>	<b>11</b>

- 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 Manipur Municipalities (Tenth Amendment) Act, 2016 (MMA, 2016), Chapter 3A – 12E, the elections for the post of Mayor is to be held through indirect elections i.e., elections through the corporation council.
- Section 100B, MMA,2016, states that term of office of Mayor is of 5 years.
- As per section 12M (b) and (c) of MMA, 2016, Mayor holds authority to watch over financial and executive functions of the corporation; and exercise supervisory and executive control over acts and duties of all officers and employees of the municipal corporation.
- The Mayor has been removed through No Confidence Motion passed by majority of councillors due to poor performance. The post is lying vacant. (as on Feb 2020)

### Levers

#### Mayor holds strong administrative control

- The Mayor holds administrative control as per sections 12M – (b) and (c) of MMA, 2016. Also councillors reported that mayor holds authority to prepare Annual Confidential Report (ACR) of the Commissioner.

*Mayor convenes council meetings and committee meetings. He also has control to recruit corporation employees. He can also write ACR of the commissioner and officials.*

Councillor

#### Mayor holds authority to appoint non-technical staff and final sanction of project contracts

- Sections 44 and 64 of MMA, 1994 leads to Mayor's authority over appointment of non technical staffs and the final sanctioning authority over project contracts.

#### Stable tenure of the position of Mayor

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

### KEY TAKEAWAYS

- **Mayor holds strong administrative control.**
- **Tenure of Mayor is co-terminus with the term of office of Municipal Corporation.**
- **Mayor also holds authority to appoint non-technical staff and final sanctioning authority over project contracts.**

### STATUS

#### Council (Board) Meetings

Board Meetings are to be held atleast once every month. The Mayor presides the meeting. (Section 49 - MMA,1994)

#### Standing Committee

- There are Eight standing committees formed in IMC: Appointment Committee; Finance Committee; Assessment Committee; Works Committee; Public Health Committee; Sanitation Committee; Beautification and alignment Committee; and Projects Committee

(Section 56 of MMA,1994 has set provisions of constituting standing committees by the board.)

#### Ward development committee

- Ward development committee have been formed at ward level. The committee consists of committee chairman (ward councillor), 2 elected members and 2 appointed members.

#### Traditional governance practice (*Singloop System*)

- Traditional systems exist that function as a local governance practice. The practice involves community groups (*Singloop*) within a boundary (*Leikeis*) with Secretary who is elected within the groups and heads the group. The Secretary resolves disputes and has decision making authority over various issues concerning the group. The group also monitors civic projects within their area.

### Levers

#### Workshops and exposure visits for Councillors are conducted

- Councillors reported that trainings and exposure visits to cities in other states across country do take place.

#### Councillors receive remuneration and sitting allowances

- Councillors receive a monthly remuneration and salary which amounts to about ₹20,000 per month

### Barriers

#### Not all councillors are part of standing committees

- Some of the councillors are not part of any of the standing committee. Therefore, not all councillors hold the opportunity to deliberate in atleast one standing committee.

#### Inactive standing committees and ward development committee

- All the committees constituted under the corporation are inactive.

### Councillor

*Standing committees have been formed but meetings have hardly taken place. Council meetings also have not being taking place regularly.*

#### Traditional governance practice not formally recognised

- The traditional practice of local governance (*Singloop* system) has not been integrated with the municipal governance structure. CSO representatives reported that formal recognition and convergence with governance structure will politicise the *singloop* system and hence, should not take place.

### KEY TAKEAWAYS

- Workshops and exposure visits are being conducted for councillors
- Councillors receive remuneration and sitting allowances
- Standing Committees and Ward Development committee are inactive
- Traditional governance practice not formally recognised

### STATUS

- Department of Municipal Administration, Housing and Urban Development (MAHUD), Govt. of Manipur handles the administration of municipal governments in Manipur.
- Some of the parastatal bodies and state government agencies that interacts with the corporation in terms of service delivery within municipal area are Public Works Department (PWD), Public Health Engineering Department (PHED), Town Planning Department (TPD), Planning and Development Authority (PDA), Manipur Urban Development Authority (MUDA) etc.
- The TPD prepares the Masterplan of Imphal City. The Imphal Municipal Corporation is authorized to handle building licenses for the corporation area. The PDA is authorized to handle building licenses for the area between the corporation boundary and the masterplan boundary.
- Overall, out of the 18 functions specified in 74th CAA, 7 functions involve multiple agencies i.e., CCMC, state govt. agencies and or departments.

*City governments should be the right organization to provide services as they deal with people directly.*

**Administrator**

### Barriers

#### Lack of effective coordination between multiple agencies

- Interviewees from Administration side have reported that there is lack of strong coordination between multiple agencies in execution of projects. There is a need for effective mechanism and decentralized decision making in the agencies to resolve such matters with clear understanding.

**Councillor**

*In reality, if there is any efforts of coordination, it mostly takes place only at the ministerial level i.e., between the ministers who head the bodies.*

#### Corporation lacks empowerment

- Strong dependency of the corporation on the State Govt. for funds, functions and functionaries points to lack of decision making powers.
- IMC handles only 2 functions out of the 18 functions mentioned in 74<sup>th</sup> CAA, clearly indicates the lack of control over functions under the corporation.

#### Corporation works only as an intermediary for approval of building licenses

- IMC has authority to regulate building licenses. However, the corporation is dependent on the State Govt. for its approval before hand over or rejections.

*Building permissions are given by municipal corporation. But, approval need to be obtained from TPD where secretarial and ministerial levels are involved.*

**Councillor**

### KEY TAKEAWAYS

- There is lack of effective coordination between multiple agencies in project executions
- Corporation lacks empowerment to function as a local self government

### STATUS

- The Imphal Smart City Limited (ISCL) is the SPV set up for implementation of Smart City projects in Imphal City.
- Smart City Projects proposed by the ISCL include projects focusing on smart mobility, infrastructure and governance; Tourism and Heritage Precincts; and Revitalisation of Central Business Districts.
- TPD is the nodal agency for monitoring and distribution of funds under the AMRUT scheme. The IMC and PDA are handling construction of parks. Water supply and sewerage projects are handled by PHED under the scheme. However, the funding for water supply projects are routed through the IMC
- IMC is the implementing agency for NULM and PMAY scheme. MUDA and TPD are the nodal agencies for the schemes respectively.

*AMRUT scheme is ongoing. Money has come to corporation but we have handed over the project execution to PHED.*

**Administration**

### Levers

#### **Multiple citizen engagement activities done for preparing the Smart City proposal**

- Surveys, multi-media approach and competitions held to receive inputs from the citizen for preparation of the Smart City Proposal.

### Barriers

#### **Corporation lacks control over Smart City projects**

- Mayor and Commissioner are part of the Smart City Board. However, the mayor and commissioner do not hold key positions in the SCB and there is no representation of city councillors in the Smart City Board.

*The council (Board) or councillors do not have any role with Smart City projects in the city.*

**Councillor**

### KEY TAKEAWAYS

- **Multiple citizen engagement activities done for preparing the Smart City proposal**
- **Corporation lacks control over Smart City projects**

## 2.5 Citizen engagement and grievance redressal

### STATUS

- IMC does not have any formal citizen grievance redressal mechanism.
- Public Grievance Redressal System will be developed as per the Smart City Proposals. However, it is unclear if the redressal system will be under the control of the corporation.
- There are no provisions for public participation as part of the legislative structure of the corporation.

### Levers

#### Traditional governance system involves citizen participation

- The *singloops* system involves citizens participation in terms of reporting relevant issues over which the secretary makes decisions

### Barriers

#### No formal mechanism for citizen to register complaints

- Corporation website has only provided an Email ID to register complaints. There is no other formal mechanism such as helpline nos., apps etc. to register and track complaints from citizens.

*We have a grievance tab on the website which displays the Email ID to which citizen can register complaint. We have not developed any apps as such.*

*Administration*

#### The MMA, 1994 has no provisions for public participation

- The MMA, 1994 and the legislative structure of the corporation lacks provision for citizen participatory platform where participatory planning, public suggestions and complaints can be received.

### KEY TAKEAWAYS

- No formal mechanism for citizen to register complaints
- The MMA, 1994 has no provisions for public participation



## 2.6 Resources

### STATUS

- State Govt. appoints the Municipal Commissioner for IMC (Section 12P – MMA, 2016)
- As per MMA, 1994, the following are the provisions relating to establishments:
  - Council holds authority to appoint revenue officer, health officer and Engineers upon agreement from State Govt. (Section 43)
  - Mayor holds power to appoint non-technical staffs (class 3 and 4) for the corporation.
  - Council can determine the category and strength of employees required by corporation upon approval from State Govt. (Section 44)
- Municipal Cadre system is constituted in the State.
- As on July 2019, the status of Human Resources in the IMC is as follows:
  - Total Sanctioned posts – **236**
  - Total filled posts – **129 (54%)**
  - Total vacant posts – **107 (46%)**
  - Total contract posts - **41**
- IMC does not even have one employee for every 1000 citizens (excluding contractual employees) in Imphal.

*IMC lacks well qualified staffs and appointment of staffs is also done by government. There is centralization of power rather than decentralizing.*

**Administration**

### Levers

#### **Municipal Cadre Service has been constituted in Manipur**

- There is a recruitment and appointment of officers dedicated for municipal service in the State.

### Barriers

#### **IMC faces acute shortage of Human Resource**

Almost half of the sanctioned post in the corporation remains vacant. This is affecting execution of duties and functions of corporation.

#### **Frequent transfer of officials are affecting execution of projects in the city governments**

- Interviewees from Administration’s side reported on the issues that develop due to frequent transfer of municipal officers and commissioners in the city governments.

#### **Lack of mandatory and regular training of municipal employees**

- There are no mandatory and regular trainings held for municipal employees. Most interviewees reported on the lack of well qualified municipal employees in the corporation.

**Councillor**

*The corporation has old unskilled officials and there is lack of officers with new set of ideas and skills.*

*Corporation lacks capacity to execute large projects. They have to outsource or depend on State govt. bodies to execute projects*

**Administration**

### KEY TAKEAWAYS

- **IMC faces acute shortage of Human Resource**
- **Municipal Cadre Service has been constituted in Manipur.**
- **Lack of mandatory and regular training of municipal employees.**
- **Mayor holds power to appoint non technical staffs (class 3 and 4).**
- **Frequent transfer of officials are affecting execution of projects in the city governments**



## 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 revised according to modifications suggested by the council (Board) of the corporation. The budget is then passed by council and sent for approval from State Govt.
- Finally, the State Government exercises the authority to approve the budget passed by the corporation. (Section 71 – MMA, 1994)
- Budget of IMC for the year 2017-2018 stood at ₹ **21.87 Crore**.
- Budget per capita of IMC is ₹ **815**.

##### Sources of revenue

- Holding tax, advertisement tax and Building license permit fees form the major source of revenue for IMC.
- The State Govt. holds power to authorize city governments to collect and revise taxes, duties, tolls and fees (Section 74 – MMA, 1994)
- The Manipur Municipalities (Sixth Amendment) Act, 2012 (MMA, 2012) has provisions to constitute a Manipur Municipality Property Tax Board for the purpose of property tax valuations, settling property tax disputes, training of municipal officers on the subject etc.

##### Financial powers to sanction projects

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

- Commissioner – Upto ₹10,000
- Mayor – Above ₹10,000

##### State Finance Commission

Constitution order – 3<sup>rd</sup> SFC

SFC report – 3<sup>rd</sup> SFC

Action Taken Report – 3<sup>rd</sup> SFC

#### Levers

##### Online Building Permission System to be set up in IMC

- The engineering section of IMC is on process of setting up an online system for handling building licenses.

#### 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 approval on revision of any tax rates.
- Also, State Govt. holds the power to authorize city government to introduce new sources of revenue.

##### Delay in imposing property tax

- Manipur Municipality Tax Board has been constituted as per MMA, 2012. However, there has been delay in applying property taxes in the corporation area has led to poor own source revenues.

#### Councillor

*There is not much own source of revenue with IMC. IMC is dependent on the State Govt. for funds. The budget for 2019-2020 is not even prepared yet.*

##### IMC is heavily dependent on State Govt. for funds

- The IMC is dependent on State Govt. for grants for administrative purpose and also for execution of projects.

##### No public participation in budget preparation

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

#### KEY TAKEAWAYS

- **State Government exercises the authority to approve the budget passed by the corporation**
- **Corporation does not have authority to revise tax rates and bring in new sources of revenue**
- **No public participation in budget preparation**



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

Reform Areas	Imphal	Status in other cities
<b>Interviews Conducted</b>	<ul style="list-style-type: none"> <li>• <b>26 interviews (7 Councillors, 19 Executives)</b></li> </ul>	<ul style="list-style-type: none"> <li>• Total <b>904 interviews in 39 cities across 28 states and NCT of Delhi</b>, including Itanagar, Guwahati, Imphal, Shillong, Aizawl, Kohima, Gangtok and Agartala till 29<sup>th</sup> February 2020.</li> </ul>
<b>Governing Acts</b>	<p>Manipur Municipalities Act, 1994</p>	<ul style="list-style-type: none"> <li>• Different acts for different states, cities.</li> </ul>
<b>Service Delivery</b>	<ul style="list-style-type: none"> <li>• Most of the functions mentioned in 74<sup>th</sup> CAA are being done by multiple agencies within the corporation jurisdiction such as Public Works Department (PWD), Public Health Engineering Department (PHED), Town Planning Department (TPD), Planning and Development Authority (PDA), Manipur Urban Development Authority (MUDA) etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Mumbai and Bhopal are leading cities in terms of devolution of 18 functions. However there is presence of various agencies in service delivery.</li> </ul>
<b>Municipal Finance</b>	<ul style="list-style-type: none"> <li>• Dependent on state government for funds and approval of budget.</li> <li>• Also dependent on state government for revision of taxes and introduction of new source of revenue.</li> </ul>	<ul style="list-style-type: none"> <li>• Mumbai- Mumbai has 72% of own sources of revenue to the total budget. The property tax collection is efficient.</li> <li>• Raipur Municipal Corporation holds authority to revise taxes on its own without approval from State Government.</li> </ul>
<b>Mayoral System &amp; key deliberative committees</b>	<ul style="list-style-type: none"> <li>• Mayor is indirectly elected.</li> <li>• Mayor holds supervisory and executive control.</li> <li>• MIC holds financial project sanctioning powers for project contracts above ₹10,000.</li> <li>• There are eight standing committees in the IMC.</li> <li>• Ward Development Committee formed at ward level.</li> </ul>	<ul style="list-style-type: none"> <li>• Kochi's Mayor is indirectly elected and has tenure of 5 years</li> <li>• Kochi has eight standing committees and each councillor is part of at least one committee.</li> <li>• Directly elected mayor in Bhopal and Mayor with MIC has financial powers to approve projects worth 5 crores. Right to recall of an elected Mayor in Bhopal</li> <li>• Three-tiered committee system followed in Agartala - MIC, ZAC and ward committees are active, and meetings are held regularly.</li> <li>• Traditional local governance through Local Councils (erstwhile Village Councils) have been converged with formalized city governance structure.</li> </ul>



Reform Areas	Imphal	Status in other cities
<b>Multiple Agencies</b>	<ul style="list-style-type: none"><li>• Lack of coordination among municipal corporation and parastatal agencies leading to poor efficiency in service delivery.</li><li>• IMC is dependent on parastatal bodies and govt. departments for execution of large scale projects.</li></ul>	<ul style="list-style-type: none"><li>• Multiple agencies are creating problems for efficient service delivery in cities like Mumbai, Delhi, Bhopal, Kolkata.</li><li>• 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.</li><li>• 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.</li></ul>
<b>Urban Schemes (Smart City Mission)</b>	<ul style="list-style-type: none"><li>• Imphal Smart City Limited (ISCL) is the SPV created for smart city mission in Imphal.</li><li>• IMC has no control over ISCL and smart city projects.</li><li>• Councillors are unable to play active role as they are not members of SPV Board.</li></ul>	<ul style="list-style-type: none"><li>• Bhopal has control over SPV to some extent.</li><li>• Udaipur: corporation has control over SPV. Mayor is vice-chairperson of SPV Board.</li></ul>
<b>Citizen participation</b>	<ul style="list-style-type: none"><li>• No platform for public participation constituted.</li><li>• Traditional local governance practice (<i>Singloop</i> system) has not been converged with formalized city governance structure.</li></ul>	<ul style="list-style-type: none"><li>• In Kochi, Ward Sabhas are conducted once in three months. People raise their issues and give proposals.</li><li>• Ward Sabhas are active in Dharamshala wherein citizens are entitled to participate in sabha meetings.</li><li>• In Aizawl, The Local Councils enforce <i>Hnatlang</i> (a customary practice of Mizo tradition), wherein every household need to participate in community services for the common good of the people.</li></ul>



## Annexure 2: Mapping of 74<sup>th</sup> constitutional Amendment functions (1/4)

Sr. No	Functions	Imphal	Itanagar	Guwahati	Shillong	Aizawl	Kohima	Gangtok	Agartala
1	Urban planning including town planning.	TPD for Master Plan preparation and implementation	Town Planning Department Arunachal Pradesh - Master Plan	Greater Metropolitan Development Authority	Meghalaya Urban Development Authority (MUDA)	Masterplan adopted by AMC from Aizawl Development Authority (ADA)	Urban Development Directorate (UDD) for Master Plan	Urban Development and Housing Department	AMC: Planning Section; State: Urban Development Department (UDD), Tripura Urban Planning and Development Board; Agartala Smart City Limited
2	Regulation of land-use and construction of buildings.	TPD for Zonal Regulations and IMC for applications for Building Permissions	Town Planning Department Arunachal Pradesh - Building Permissions and Demolitions	GMC: Town Planning Branch, Enforcement Branch; State: Greater Metropolitan Development Authority	Meghalaya Urban Development Authority (MUDA)	AMC	UDD for land use mapping and building permissions, KMC for issuing construction permit	Urban Development and Housing Department; GMC: Town Planning Section; District Collectorate.	AMC: Planning Section, Enforcement Cell; State: UDD; District Magistrate
3	Planning for economic and social development	PDA for markets. No economic or social development plan	NULM and PMAY - IMC	GMC - Markets Branch	Urban Poverty Alleviation (UPA) Cell of SMB	Planning and Programme Implementation Programme Department	DUDA for NULM Department of Social Welfare for welfare schemes	Urban Development and Housing Department; GMC: Bazaar Section	AMC: Development Section, Market Section; State: UDD
4	Roads and bridges.	PWD for construction and maintenance of roads and bridges	PWD for roads and bridges	Roads: GMC, Public Works Department (Assam Govt.); Bridges: Public Works Department (Assam Govt.)	Meghalaya Urban Development Authority (MUDA)	Public Works Department (PWD); AMC;	PWD for construction and maintenance of roads and bridges, National Highways Authority of India (NHAI) for highways	Urban Development and Housing Department, Roads & Bridges Department; National Highway Authority of India	AMC: Public Works Section; State: Public Works Department

Legend

City government control

Multiple agencies

State Control



## Annexure 2: Mapping of 74<sup>th</sup> constitutional Amendment functions (2/4)

Sr. No	Functions	Imphal	Itanagar	Guwahati	Shillong	Aizawl	Kohima	Gangtok	Agartala
5	Water supply for domestic, industrial and commercial purposes	PHED for laying pipes, distribution, construction of pipes, new connection, generation at source, treatment	PHE for water supply	Water Works Branch (GMC), Public Health Engineering Department (Assam Govt.), Assam Urban Water Supply & Sewerage Board (Assam Govt.)	Generation and Source: Public Health and Engineering Department, Distribution by SMB	Public Health and Engineering Department (PHED);	PHED	Public Health Engineering Department	AMC: Drinking Water & Sanitation (DWS) Cell, Health Section State: UDD, DWS PWD; ADB; AMRUT
6 a	Public health and sanitation conservancy	PHED for making Sewer lines, STP, sanitation and conservancy	State Govt. for hospitals, sanitation by PHE	GMC: Health Branch, Garage Branch, Engineering Branch; Health Department (Assam Govt.), Assam Pollution Control Board (Assam Govt.)	Public Health and Engineering Department, Health Section and Engineering Section of SMB	PHED for making Sewer lines, STP, sanitation and conservancy; Health & Family Welfare Department for Public Health;	AMRUT (by KMC) Smart City for sewerage and drainage/septage management, state government for public health	Health & Family Welfare Department, Public Health Engineering Department;	Mechanical Section; State: Health Department, UDD; NBCC
6 b	Solid waste management	IMC for Solid Waste Management	IMC for Solid Waste Management	GMC	Health Section of SMB	AMC for Solid Waste Management	KMC	GMC;	AMC: Health Section
7	Fire services	Fire Department	Fire Services Arunachal Pradesh (Police Department)	Assam Fire Service Organisation (Assam Govt.)	Meghalaya Fire and Emergency Services	Fire & Emergency Department	Nagaland Fire and Emergency Services	Fire & Emergency Services Department	State: Directorate of Fire Services
8	Urban forestry, protection of the environment and promotion of ecological aspects.	Environment and Ecology Wing, Forest Department	Department of Environment and Forests	Forest Department (Assam Govt.), Inland Water Transport Department (Assam Govt.)	Meghalaya Forest and Environment Department	Department of Environment, Forest & Climate Change;	Department of Environment, Forests and Climate Change	Forest Department, Sikkim State Pollution Control Board	AMC; State: Tripura State Pollution Control Board, Forest Department

Legend

City government control

Multiple agencies

State Control



## Annexure 2: Mapping of 74<sup>th</sup> constitutional Amendment functions (3/4)

Sr. No	Functions	Imphal	Itanagar	Guwahati	Shillong	Aizawl	Kohima	Gangtok	Agartala
9	Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded	IMC for implementation of PMAY	NULM and PMAY by IMC	Social Welfare Department	UPA cell of SMB	Health & Family Welfare Department for Public Health; Department of Social Welfare;	DUDA for NULM	Urban Development and Housing Department, Social Justice, Empowerment, and Welfare Department; GMC	AMC: Development Section; State: UDD; MLAs, MPs
10	Slum improvement and upgradation	IMC for implementation of NULM	NULM and PMAY by IMC	Basic Services: GMC; PMAY Cell	UPA cell of SMB	Urban Development & Poverty Alleviation (UD&PA) Department - NULM	DUDA for PMAY	Urban Development and Housing Department; GMC; Smart City, Pradhan Mantri Awas Yojana	AMC: Development Section; State: UDD; Agartala Smart City Limited
11	Urban poverty alleviation	IMC for implementation of NULM, district supply office for distributing ration cards, manipur social welfare for implementing national pension scheme	NULM and PMAY by IMC	NULM Cell, Directorate of Municipal Administration (Assam Govt.); PDS: Deputy Commissioner (District Authority), Directorate of Food, Civil Supplies & Consumer Affairs (Assam Govt.)	UPA cell of SMB	UD&PA	DUDA for NULM	Urban Development and Housing Department; National Urban Livelihood Mission	AMC: Development Section; State: UDD
12	Provision of urban amenities and facilities such as parks, gardens, playgrounds	Smart city imphal for parks, gardens and playgrounds, IMC and PDA for implementation of parks under AMRUT schemes	IMC	CE Branch (GMC), GMDA, District Administration	PWD of Meghalaya State for construction of parks and gardens, Executive Engineer of SMB for their maintenance	AMC; Aizawl Smart City Ltd. (ASCL); Department of Sports & Youth Services; Private Clubs for maintenance;	KMC, PWD	Urban Development and Housing Department, Forest Department; GMC	AMC: Mechanical Section, Public Works Section, Electrical Section; State: Forest Department

Legend

City government control

Multiple agencies

State Control



## Annexure 2: Mapping of 74<sup>th</sup> constitutional Amendment functions (4/4)

Sr. No	Functions	Imphal	Itanagar	Guwahati	Shillong	Aizawl	Kohima	Gangtok	Agartala
13a	Promotion of cultural and aesthetic aspects.	Sports department of manipur for events, MAHUD	IMC only supports	Department of Cultural Affairs (Govt. of Assam)	Arts and Culture Department of Meghalaya State	Art & Culture Department;	Arts and Culture Department, KMC	Human Resource Development Department; GMC	AMC
13b	Promotion of education	Department of Education	State government	GMC (Schools)	Department of Education	Directorate of School Education	State Government, Kohima District Administration, Sub-Divisional Education Office	Education Department (Govt. of Sikkim)	AMC
14	Burials and burial grounds; cremations, cremation grounds	Maintenance by IMC, but private ownership	Built and maintained by IMC, funded by State Government	CE Branch (GMC)	Private religious bodies hold burial and cremation grounds	AMC	KMC	GMC	AMC: Public Works Section, Mechanical Section, Electrical Section; State: UDD
15	Cattle pounds; prevention of cruelty to animals	No pounds in Imphal. NGOs for prevention of cruelty to animals	IMC	Veterinary Branch (GMC)	Animal Husbandry and Veterinary Department of Meghalaya State	Department of Animal Husbandry & Veterinary;	No cattle pounds, KMC for dog pounds	Urban Development and Housing Department, Animal Husbandry Department	State: UDD
16	Vital statistics including registration of births and deaths.	Birth and death by IMC, marriage registration by sub-registrar office of district	IMC for birth and death registration	Health Department (Assam Govt.), Health Branch (GMC); District Authorities (marriage registration)	Health branch of SMB	AMC	KMC	GMC: Birth and Death Registration Cell	AMC: Health Section

Legend

City government control

Multiple agencies

State Control



## Annexure 2: Mapping of 74<sup>th</sup> constitutional Amendment functions (4/4)

Sr. No	Functions	Imphal	Itanagar	Guwahati	Shillong	Aizawl	Kohima	Gangtok	Agartala
17	Public amenities including street lighting, parking lots, bus slops and public conveniences	IMC, manipur state power distribution company, IMC and smart city for parking lots, IMC for public conveniences	Streetlights by IMC and AP Energy Department, Public Conveniences by PHE; Parking lots and Bus stops by IMC;	Streetlights: Electrical Branch (GMC); Parking Lots: GMC, GMDA; Public Conveniences: GMC, Akhil Bhartiya Gramin Evam Paryavaran Sanstha (pvt)	PWD Department of Meghalaya State	AMC – Street lighting and public toilets ; Parking Committees for maintenance of parking lots; UD&PA – public toilets;	Power Department and Smart City for streetlights; KMC;	Urban Development and Housing Department, Power & Energy Department; GMC: Bazaar Section; Smart City	AMC: Public Works Section, Electrical Section, Mechanical Section, Market Section, Planning Section; State: Tripura State Electric Corporation Limited, Transport Department; Agartala Smart City Limited;
18	Regulation of slaughter houses and tanneries	No slaughterhouses in imphal. IMC for license to meat shops and meat vendors	IMC	Assam Livestock and Poultry Corporation (Assam Govt.), Veterinary Branch (GMC), Enforcement Branch (GMC)	Animal Husbandry and Veterinary Dept. of Meghalaya State for Slaughterhouses and SMB for licenses to Meat Shops	Department of Transport; AMC;	KMC	Animal Husbandry Department; GMC	AMC: Public Works Section, Health Section

Legend

City government control	Multiple agencies	State Control
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### 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 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 74<sup>th</sup> amendment?
- f) Can you name one function under the 74<sup>th</sup> 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 74<sup>th</sup> amendment?
- f) Can you name one function under the 74<sup>th</sup> amendment that has been devolved to your satisfaction?
- g) Can you name one function in particular that has not been devolved to your satisfaction?