



PRAJA'S
URBAN
GOVERNANCE
STUDY

SIKKIM





Content	Page No.
About Praja	3
Urban Governance in India	4
Methodology: Mapping of the 18 Functions as per the 74th CAA	7
Sikkim – State Profile	8
Theme 1 : Devolution of 18 functions as per 74th Constitutional Amendment	11
Methodology: Interviews with Elected Representatives and City Executive	12
Theme 2: City Government: Composition and function	14
2.1 Mayoral System	14
2.2 Committee and Role of Councillor	15
2.3 Multiple Agencies	16
2.4 Urban Schemes	17
2.5 Resources	18
Theme 3: Municipal Finance	19
3.1 Budget & Sources of Revenue	19
Annexure 1: City structure and governance status	20
Annexure 2: Mapping of 74 th Constitutional Amendment functions	22
Annexure 3: Interview Questionnaire for MLAs/Councillors	27
Annexure 4: Interview Questionnaire for City Executive	31



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.

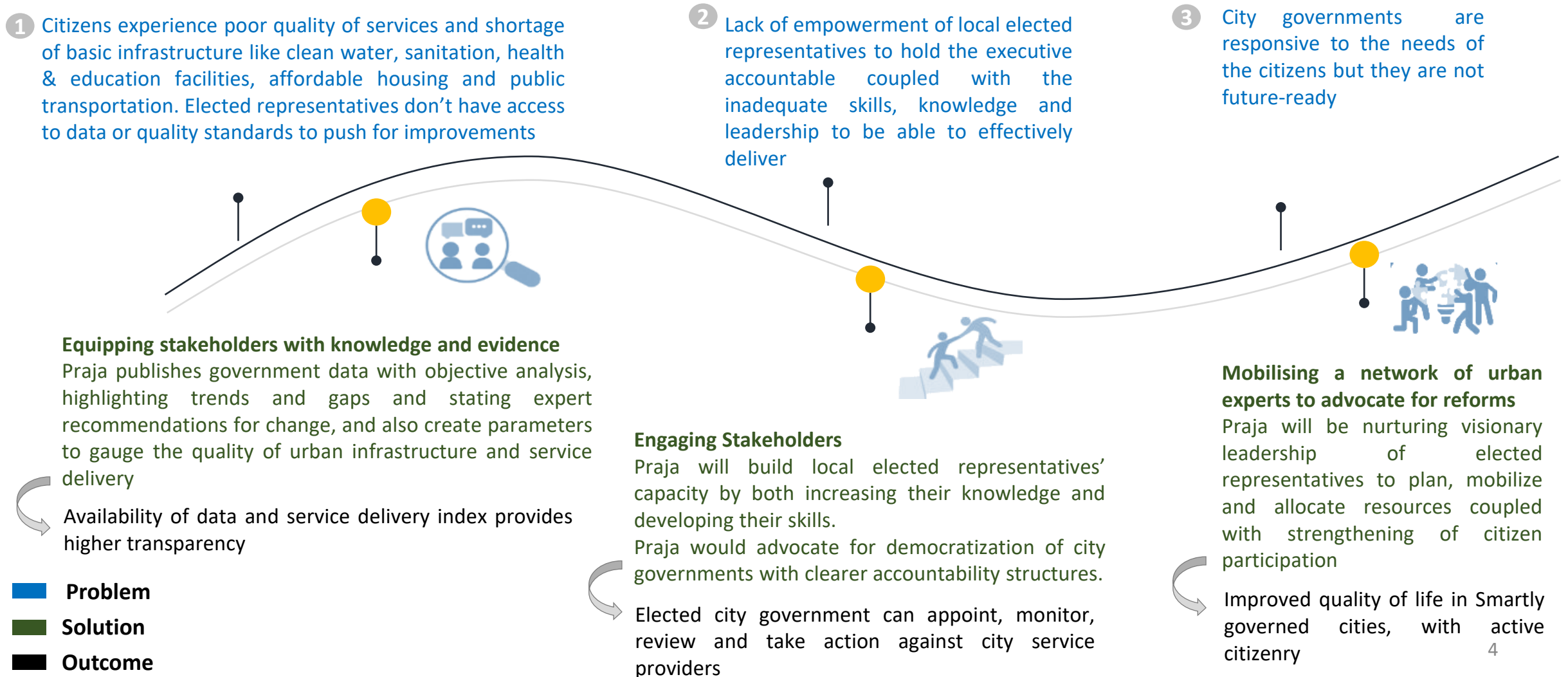
Praja has embarked on an ambitious journey to transform urban governance, to advocate policy changes that will change the way Indian cities are governed. It will be multiyear project in nature, with research being the bedrock to form a network and influence change:

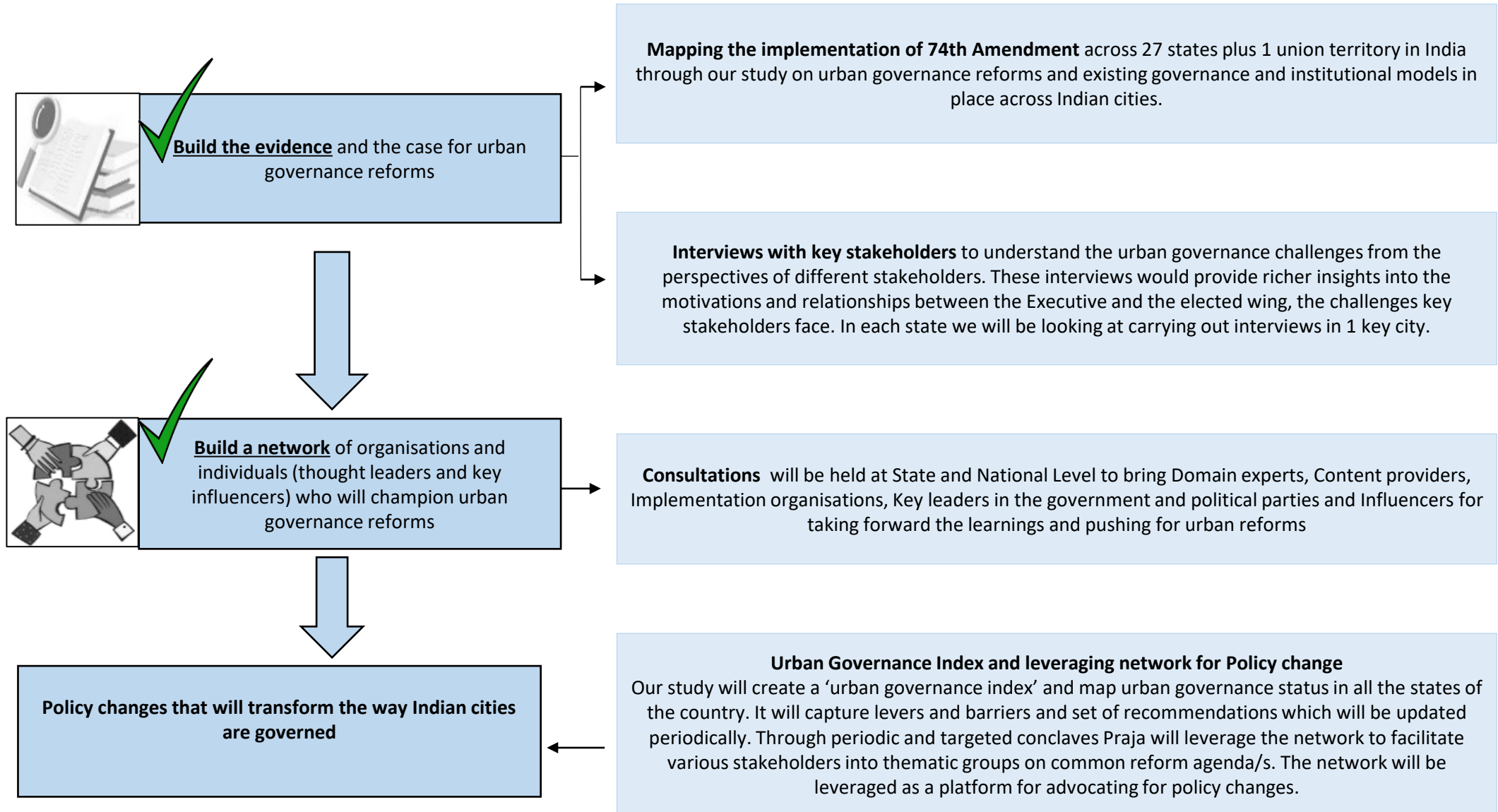
- The devolution of powers and the capacity has been mapped through an Urban Governance Reforms Study in 39 cities across 28 states and NCT of Delhi. The study involved capturing the status of urban reforms in all the states, identify levers and barriers and identify a set of recommendations.
- Our study 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."



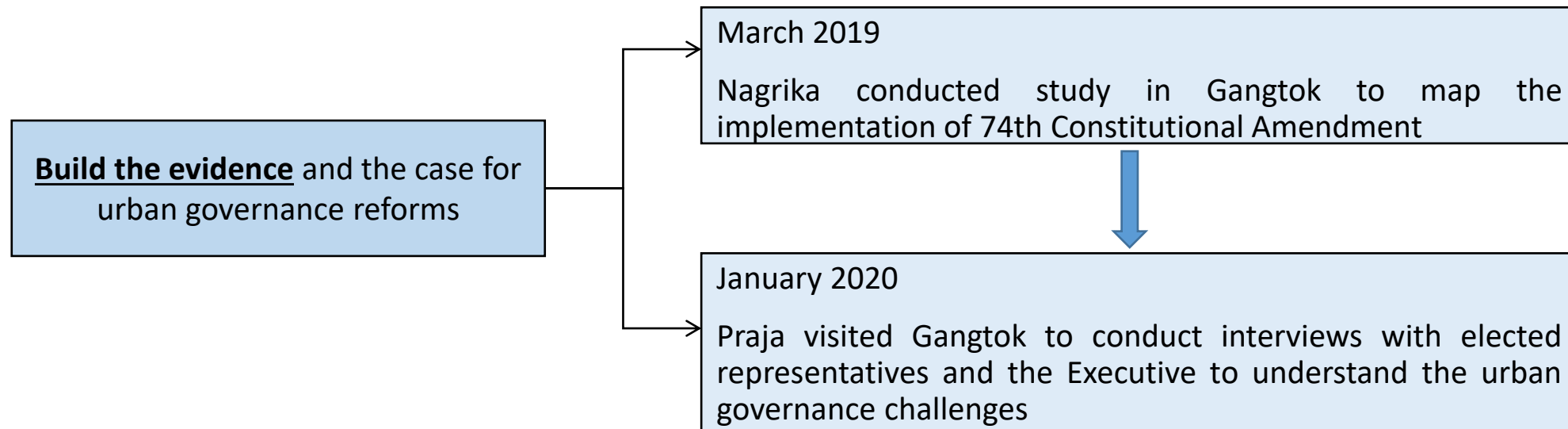
Over the past two decades Praja has been devoted to bringing transparency and is now embarking on an ambitious journey to transform urban governance







The timeline of the study in Sikkim



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 Sikkim with multiple stakeholders over the period of one week. Nagrika team visited the Gangtok and conducted 12 interviews (2 Elected Representatives, 10 Executives) to understand the experience of decentralization.
3. Finally, the field insights were corroborated with secondary research to develop this report.

1	Name of ULB	Gangtok Municipal Corporation
2	Status (Corp, MC):	Municipal Corporation
3	Name of the District:	East Sikkim
4	Area of the ULB in sq.km	19.2 sq km
5	Population	100,286
6	No. of wards	17
7	Term duration of present Municipal Government	Five
8	Name of the Mayor / President/Chairman	Shakti singh Choudhary
9	No. of Corporators /Councillors-Elected	17
10	No. of Corporators /Councillors-Nominated (if not actual, based on Act)	2
11	Name of the Commissioner / Chief Officer/Secretary	Tshewang Gyachho
12	No. of Sanctioned Posts in the ULB	
13	No. of Vacant posts in the ULB	
14	Schedule of council meetings (weekly, monthly?)	Monthly
15	If Smart city, is there a SPV in place?	Yes
16	Have ward committees been created?	Yes
17	Are there DPCs in the state?	Yes

Decentralisation in Sikkim

After the merger with the Union of India, a Municipal Corporation was set up under the Gangtok Municipal Corporation (GMC) Act 1975. Gangtok was the only urbanised area in Sikkim and hence the Act was specific to the city with the provision of being applied elsewhere by the State Government. There were no elections and the Corporation was put under an Administrator. In 1985, both of these acts were repealed by the Sikkim (Repeal and Miscellaneous Provisions) Act, 1985 and the administrative powers were transferred to the erstwhile Local Self Government and Housing Department of the Sikkim Government. The Local Self Government and Housing Department was renamed into the Urban Development and Housing Department in 1990. From 1985 to 2010, the civic governance of Gangtok was discharged by the State Government through this department.

In 1995, the State Government introduced the Sikkim Municipalities Act, 1995. Even though there were plans to form urban local bodies (ULBs) in 2004, none were created in the state. In 2007, the Sikkim Municipalities Act, 2007 was legislated, but the first election for ULBs was held in 2010.

Sikkim Municipalities Act, 2007

The Sikkim Municipalities Act (SMA), 2007 was enacted in 2007. The first general municipal elections in Sikkim took place in 2010, and the second in 2016. Through the provisions of the Act, a Municipal Corporation was created in Gangtok and a Municipal Council in Namchi. Apart from these, five Nagar Panchayats were also created. The Act has two categories of functions for the ULBs; Core and Other Functions, which roughly correspond to mandatory and discretionary functions respectively. It allows the ULB to provide for the Core functions through the state government departments and agencies.

The District Planning Committee

There is a District Planning Committee (DPC) for East Sikkim District whose headquarter is Gangtok. An official notification regarding the formation of DPCs during the first term of the Corporation in 2013 shows three councillors from GMC were listed as members of the East DPC. Non-voting members included the MPs and MLAs, the District Collectors and the District Planning Officer.

Committees

The Act calls for the formation of Area Sabhas in each ward, with the local elected councillor being the chairperson of the Sabha (Section 26). But we found that there are no Area Sabhas in Gangtok in practice. The Act does not mention ward committees and none were constituted in the city. There is one Subject Committee in place which comprises of the Mayor, the Dy. Mayor and five Executive Councillors (shown in Table). These executive councillors have added responsibilities of having some of the 18 functions mapped to them. The Executive Councillors are selected by the party president, who is the Chief Minister of the state. There is no provision for such a position in the Act. The Committee has a sanctioning power of Rs. 5 Lakh to Rs. 5 Crore. Reportedly, the Committee has not been holding meetings. The reason provided for this was the lack of funds at the Corporation for the Committee to take up the subjects.

Mayor and Deputy Mayor

According to the Act, the Mayor is the presiding officer of the Corporation (Section 20 (2)). The term of both the Mayor and the Deputy Mayor (Dy. Mayor) is of five years and is co-terminus with the corporation. The Mayor and the Dy. Mayor are elected indirectly by and from amongst the councillors themselves. The Mayor can require the Commissioner 'to undertake the execution of any work certified by the State Government to be urgently required in the public interest' and utilise the Municipal Fund for this reason (Section 44). In addition to this, the Mayor is tasked with the responsibility to present the municipal budget on the 31st of every August (Section 50 (5)). The Mayor can be removed with a resolution from the majority of the Council (Section 24 (3)). Section 25 of the Act empowers the Deputy Mayor to act in place of the Mayor in case the latter is absent due to leaves, illness or death.

Executive Councillors at GMC

Councillor	Functions
Ashish Rai	<ul style="list-style-type: none"> Trade License Urban Planning including Town Plan Regulation of Land Use and Construction of Buildings, Planning for Economic and Social Development
Sandhya Rani Prasad	<ul style="list-style-type: none"> Public Health, Sanitation, Conservancy and Solid Waste Management Slum Improvement and Upgradation
Kunzang Namgyal	<ul style="list-style-type: none"> Urban Amenities and Facilities such as Parks, Gardens, and Playgrounds Advertisement and Hoardings
Budha Maya Mukhiya	<ul style="list-style-type: none"> Public Amenities including Street Lighting, Bus Stops and Public Conveniences
Dawthi Bhutia	<ul style="list-style-type: none"> Safeguarding the Interest of Weaker Sections of Society, including the Differently Abled and Mentally Retarded

Source: Primary Information from Field

Commissioner

The Commissioner is called the Chief Municipal Officer in the Act, but at GMC, the position was known as the Commissioner. According to the Act, the Commissioner can be appointed 'on a regular basis or on deputation from the State Government or any agency of the State Government or on a contract basis' (Section 22 (2)). The term is to be of at least three years.

Some of the Commissioner's duties and powers are:

The Commissioner is to prepare a detailed report on projects which are to be executed (Section 22 (2)).

The Commissioner is to prepare the budget estimate each year (Section 50).

The Commissioner shall prepare and submit to the Corporation an Annual Statement of the ULB (Section 74).

The Commissioner can amalgamate or separate lands or buildings to bring them within the conformity of the provisions of the Act (Section 112 (5)).

No advertisement of any kind can be displayed in the city without the written permission of the Commissioner (Section 139).

Selected Administrative Branches of the GMC

Branch	Function
Engineering	<ul style="list-style-type: none"> Responsible for civil works in Gangtok (footpaths, foot overbridge, drains, school etc)
Town Planning	<ul style="list-style-type: none"> Building Approval of new buildings Regularisation of Existing Buildings in newly added areas.
Bazaar	<ul style="list-style-type: none"> Collection of rent from Market Complexes Issuing licenses Parking Lots
Birth and Death Cell	<ul style="list-style-type: none"> Issues birth and death certificates

Source: Primary Information from Field

No	Functions listed in 12th Schedule	Gangtok, Sikkim
1	Urban Planning including town planning	Urban Development and Housing Department
2	Regulation of land-use and construction of buildings	Urban Development and Housing Department; GMC: Town Planning Section; District Collectorate.
3	Planning for economic and social development	Urban Development and Housing Department; GMC: Bazaar Section
4	Roads and bridges	Urban Development and Housing Department, Roads & Bridges Department; National Highway Authority of India
5	Water supply- domestic, industrial and commercial	Public Health Engineering Department
6 a	Public health, sanitation, conservancy	Health & Family Welfare Department, Public Health Engineering Department;
6 b	Solid Waste Management	GMC;
7	Fire services	Fire & Emergency Services Department
8	Urban forestry, protection of environment and ecology	Forest Department, Sikkim State Pollution Control Board
9	Safeguarding the interests of weaker sections society including the handicapped and mentally retarded	Urban Development and Housing Department, Social Justice, Empowerment, and Welfare Department; GMC

No.	Functions listed in 12 th Schedule	Gangtok, Sikkim
10	Slum improvement and upgradation	Urban Development and Housing Department; GMC; Smart City, Pradhan Mantri Awas Yojana
11	Urban poverty alleviation	Urban Development and Housing Department; National Urban Livelihood Mission
12	Provision of urban amenities and facilities- parks, gardens and playgrounds	Urban Development and Housing Department, Forest Department; GMC
13 a	Promotion of cultural and aesthetic aspects	Human Resource Development Department; GMC
13 b	Promotion of Education	Education Department (Govt. of Sikkim)
14	Burials and burial grounds, cremations, cremation grounds and electric crematoriums	GMC
15	Cattle pounds, prevention of cruelty to animals	Urban Development and Housing Department, Animal Husbandry Department
16	Vital statistics including registration of births and deaths	GMC: Birth and Death Registration Cell
17 a	Public amenities including street lighting, parking lots and public conveniences	Urban Development and Housing Department, Power & Energy Department; GMC: Bazaar Section; Smart City
17 b	Bus Stops	Transport department
18	Regulation of slaughter houses and tanneries	Animal Husbandry Department; GMC

City government control		Multiple agencies		State Control	
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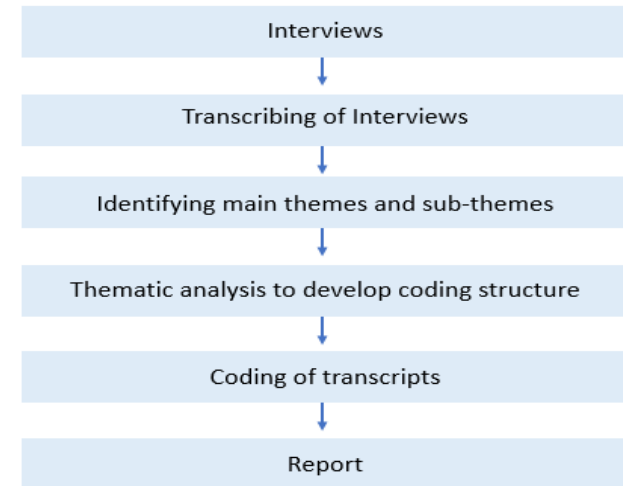
Objective

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

The interviews explore the following themes

1. City Government –composition & function 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 (1 MLA, 5 Councillors, 6 Executives) were carried out in Gangtok in between 27th January and 29th January 2020. The sample included Mayor, MLA, City councillors and 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.



Methodology: Interviews with Elected Representatives and City Executive

Elected Representative	Calculation	E.g. Hyderabad	E.g. Gangtok
No. of MLAs		24	1
No. of councillors		150	19
MLA	10% of total MLAs in the city or a minimum of 2 (whichever is greater)	2	1
Councillor	10% of the Councillors (or a minimum of 3 Councillors per MLA approached whichever is greater)	15	3
	3 Councillors per MLA approached (or 10% of Councillors whichever is greater)	2 x 3 = 6	1 x 3 = 3
Executives	1 Executive per 3 Councillors or Minimum 3	5	3
Total sample		22	7
<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

- In Sikkim, Mayor is indirectly elected i.e. elected by councillors.
- The term of the office of Mayor is coterminous with the duration of municipal corporation. (Section 23 (4)), The Sikkim Municipalities Act (SMA), 2007.
- There is position of Deputy Mayor in municipalities of Sikkim.
- Mayor is chairperson of executive committee. The executive committee consists of Deputy Mayor and 5 councillors. (Section 20 (3)), SMA, 2007.
- The **Executive Committee** has authority to look after execution of works and take decisions related to contracts (Section 22).

Mayor being a elected representative should have control over execution of projects and functioning of municipal corporation. It is also important that local government should be empowered. But the state government does not want to give powers to local government

Councillor

Levers

Tenure of Mayor is co-terminus with that of Corporation

- The term of the Mayor is co-terminus with the term of the office of municipal corporation.
- Councillors and officials believe 5 years period gives stability to mayor to take decisions.

Mayor is Chairperson of the Executive committee system

Mayor is chairperson of executive committee. The Mayor plays vital role in the decision making of municipal corporation. Executive committee holds strong executive control over works and financial sanctioning of project contracts under the corporation.

Barriers

Mayor does not have authority to prepare ACR of commissioner

- Municipal act does not provide authority to Mayor to prepare Annual Confidential Report (ACR) of municipal commissioner.

Mayor does not have exclusive executive powers

- Although Mayor has signatory authority, however executive power and administrative control is mainly vested with municipal commissioner.

KEY TAKEAWAYS

- **Tenure of Mayor is co-terminus with the term of office of municipal corporation**
- **Mayor is chairperson of executive committee.**
- **Mayor does not have authority to prepare of ACR of Commissioner.**
- **Executive committee has financial and executive powers.**

2.2 Role of Councillor and Committees

STATUS

- Gangtok Municipal Corporation (GMC) has total 19 wards and there are 19 councillors in Gangtok.
- The councillors believe their role is to look after delivery of all services in the ward.
- All councillors get **Ward Development Fund** in Gangtok. The fund amount varies from 20-30 Lakhs rupees every year as it depends upon grants given by state government to GMC.
- Section 26 mandates the formation of **Area Sabha** in every ward of municipal corporation.
- **District Planning Committees** (DPCs) are set up in Sikkim. DPCs are active and meetings happen once in six months or twice a year.
- Three councillors from GMC are members of DPC

Training for councillors is needed and would be useful. There is place called SICUN (Sikkim state cooperative union) where training can be conducted. However there is lack of will among both state government as well city government.

Councillor

KEY TAKEAWAYS

- **Councillors get remuneration and office**
- **Subject committees are not functional.**
- **Area sabhas are constituted but meetings are not held on regular basis**
- **Training and capacity building workshops are not held for councillors.**
- **District planning committees are active**

Levers

Councillors receive honorarium and have individual office space

- There is provision for remuneration to elected councillors. Councillors get an honorarium of 10,000 per month.
- However, the sitting allowance is not given to councillors.
- Every councillor gets office to work in GMC.

Area Sabhas are functional

- Areas sabhas are constituted in Gangtok. Councillors mentioned area sabha meetings happen with limited people from ward.

Councillor

We do have meetings with people. however, all people from the ward do not come. We consult with key 10-20 people from the ward. We discuss issues from ward and priorities for ward development fund etc.

DPC Meetings take place regularly

- Councillors mentioned that DPC is active in Gangtok.
- Issues from cities, villages are discussed, and priorities for state finance commission grants are decided.

Barriers

Subject committees are not functional

- 5 subject committees were formed in GMC but are not functional. Councillors believe there is no point in having subject committees since GMC does not have control over respective subjects.

No training and capacity building workshops for councillors

- Elected councillors do not get training. Also capacity building workshops are not held to empower them.

Irregular Area sabhas

- Area sabha meeting are not conducted on regular basis. They are conducted as per requirement once in 3-6 months.
- Mainly 10-20 selected people from ward attend the meeting.

STATUS

- Gangtok Municipal Corporation (GMC), Roads and Bridges Department (RBD), Urban Development and Housing Department (UDHD) and Public Health Engineering Department (PHED) are involved in the delivery of services in Gangtok.
- Urban planning and development is under UDHD of Sikkim state government.
- PHED looks after water supply in the Gangtok.
- RBD is entrusted with planning, construction and maintenance of roads.

Multiple government departments must work together for better service delivery and convenience of people. There needs to be good coordination between various government departments.

Administration

Barriers

GMC has control over very few functions

- GMC mainly looks at solid waste management and trade licenses. It does not have control over basic services like roads, water supply, fire services etc.
- GMC works under direction of UDHD.

UDHD creating multiple agencies with overlapping functions

- UDHD is creating/handling allotting projects to multiple agencies who have overlapping functions with that of the corporation. This is leading to coordination issues, as well as, is a bypass to constitutional mandate to hand over control over functions to city government.

Lack of coordination between GMC and parastatal bodies

- Councillors believe meetings on regular basis do not happen between GMC and parastatal bodies like PHED, RBD etc.
- There is lack of communication between agencies. At present planning happens in isolation.

Councillor

Drainage lines, water pipelines should be constructed before road is constructed. For this to happen, concerned state departments/parastatal bodies should work together with GMC.

- Councillors believe State departments/ parastatal bodies should consult GMC before doing any work in the jurisdiction of GMC.

KEY TAKEAWAYS

- GMC has control over very limited functions.
- Regular meetings do not happen between GMC and parastatal bodies.
- Directorate for municipal administration is not established.

STATUS

- Gangtok is part of Smart City Mission (SCM).
- Sikkim state government has created a Special Purpose Vehicle (SPV) known as Gangtok Smart City Development Limited (GSCDL) for execution of smart city project in Gangtok.
- Mayor and few councillors were involved in the beginning of the smart city mission. However, councillors and mayor were later not members of the board.

Since SCM projects are supposed to be implemented in the jurisdiction of Gangtok municipal corporation, thus it is important that SPV should consult us. Because we are connected to people, we understand ground reality.

Councillor

Barriers

SPV Board does not include Mayor and councillors

- Since Mayor and councillors are not members of SPV board, they are not able to put forward ward issues under smart city mission projects.

There is no coordination between smart city CEO and GMC. There are no meetings with SPV. As per guidelines, Mayor should have been one of the directors of SPV board. SPV does not consult GMC while taking decisions and implementing them.

Councillor

- Councillors believe that they have better understanding about ward level issues than bureaucrats, thus they should be involved in decision making process.

Smart City SPV projects have not seen any implementations

- In the beginning of smart city project, Mayor and councillors were involved and 1 crore rupees were allotted for developmental projects in every ward. However, projects were not implemented on the ground.

The decision was taken to allot 1 core rupees to every ward for developmental projects. Tendering process was completed for the same, but nothing happened afterwards. At present, we are not consulted by SPV for any projects in Gangtok.

Councillor

KEY TAKEAWAYS

- SPV has been constituted for the implementation of SCM
- Mayor and councillors are not involved in the decision making process of SCM.
- SPV does not consult GMC before implementation of any projects.



STATUS

- GMC is dependent upon state government for staff. Most of the officials at GMC are appointed on deputation by state government.
- Municipal cadre is not established in Sikkim.
- Human Resources available with GMC are as follows.
- Sanctioned positions : 38
- Present employees : More than 38 (Includes officials on deputation)
- Contractual positions: 179 (Includes 18 consolidated employees who get fixed salary)
- GMC has 2 employees per 1000 population to carry out functions in Gangtok.

If GMC lack capacity and expertise to carry out functions, then it is responsibility of state to build capacity of local government. But state does not empower local governments as they think it will reduce their powers.

Councillor

KEY TAKEAWAYS

- GMC has adequate staff.
- Many officials are appointed on deputation by state government.
- Municipal cadre does not exist.
- GMC does not have authority to recruit municipal staff.
- GMC lacks skilled staff

Levers

Adequate staff due to limited functions

- GMC Officials and councillors mentioned that staff is sufficient since they have very few functions to carry out.

Councillor

Staff is sufficient since we have just 2-3 functions. We mainly look after solid waste management. However, if we get more functions, then existing staff won't be sufficient, we will definitely need more staff.

Barriers

Most officials on deputation and are subject to frequent transfers

- The officials in the GMC are appointed on deputation by state government. Officials on deputation are transferred frequently by the state government which creates problem in the functioning of GMC.

Councillor

I am the oldest in the corporation whereas our officers keep on changing. By the time officials understand how GMC functions, They get transferred. We need officers with stable tenure.

Lack of Municipal Cadre

- Municipal Cadre does not exist in Sikkim. Councillors believe unless there is dedicated staff for GMC, situation will not change and municipal cadre will solve staff related problem by providing dedicated staff for municipalities.

Shortage of Skilled staff and Required capacity building trainings are required

- GMC does not have skilled staff, engineering cell to handle functions and schemes like AMRUT. There is need to build capacity of GMC by providing urban planners, engineers, skilled employees.

Councillor

AMRUT was supposed to be implemented by GMC. However state government did not give it to us as GMC does not have capacity, engineering cell, experts to implement the scheme.

GMC does not have authority to recruit

- If vacancies exist, municipal corporations cannot recruit human resources, only state government has authority to recruit the municipal staff.



Theme 3: Municipal Finance

3.1 Budget & Sources of Revenue

STATUS

Budget

- GMC's Budget for the financial year 2018-19 is around Rs. 25 crores. The budget estimates for 2019-20 is not available.
- Budget per capita is Rs. 2492

Financial powers to sanction execution of works, contracts

- Commissioner :- Up to Rs. 5 Lakhs
- Executive committee :- Above 5 lakhs to 1 crore
- Municipal Council :- Above 1 Crore

Sources of Revenue

- Property tax is not levied in Gangtok by GMC.
- Trade licence fee, Rents from shopping complexes, Garbage collection charges, Parking space charges, Entertainment tax and Advertisement fee are sources of revenue for the GMC.

State Finance Commission

Constitution order – 4th SFC

SFC Report – 4th SFC

Action Taken Report – 4th SFC

GMC is mainly dependent upon grants from state government to run the city. The existing sources of revenue are not enough. Unless GMC is empowered, it won't be able to function independently.

Administration

Barriers

State government has final authority to revise tax rates

- Councillors and Officials mentioned that GMC had revised garbage collection charges. However recently state government decreased rates without consulting GMC.

As per rules, we had increased garbage rates, however recently state has decreased rates without consulting GMC. If we don't get decision making powers then how will we increase our revenue.

Councillor

GMC has very limited sources of revenue

- Official and councillors mentioned that GMC has very limited sources of revenue and they are not enough.
- Property tax is not implemented yet in Gangtok. Thus GMC has not levied it yet.

GMC cannot levy new taxes by its own

- GMC does not have authority to impose new taxes, they have to approach state government for approval.

High dependency on state/central government grants

- Officials stated that GMC is highly dependent upon state and central government for funds.

There is a condition put by state government that municipalities should increase their revenues by 5% every year to get grants. But how will we increase revenue since we have limited sources.

Administration

KEY TAKEAWAYS

- State government has authority to revise tax rates
- GMC has very limited sources of revenue
- New taxes cannot be levied by GMC



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

Reform Areas	Gangtok	Status in other cities
Interviews Conducted	<ul style="list-style-type: none"> 24 total including 8 ERs, 16 Executives. 	<ul style="list-style-type: none"> Total 904 interviews in 39 cities across 28 states and NCT of Delhi, including Itanagar, Guwahati, Imphal, Shillong, Aizawl, Kohima, Gangtok and Agartala till 29th February 2020.
Governing Acts	<ul style="list-style-type: none"> The Sikkim Municipalities Act (SMA), 2007. 	<ul style="list-style-type: none"> Different acts for different states, cities.
Service Delivery	<ul style="list-style-type: none"> Very limited functions are independently controlled by GMC. State government and parastatal bodies control many functions. 	<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"> Property tax collection does not happen in Gangtok. There is high dependency on state government for funds. 	<ul style="list-style-type: none"> Mumbai- Mumbai has 72% of own sources of revenue to the total budget. The property tax collection is efficient. Raipur Municipal Corporation holds authority to revise taxes on its own without approval from State Government.
Mayoral System & key deliberative committees	<ul style="list-style-type: none"> Mayor is indirectly elected for tenure of 5 years Mayor is chairperson of executive committee. Mayor does not have authority to prepare ACR of commissioner. DPCs are active in Sikkim. No subject committees have been constituted in Gangtok. 	<ul style="list-style-type: none"> Kochi's Mayor is indirectly elected and has tenure of 5 years Kochi has eight standing committees and each councillor is part of at least one committee. 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 Three-tiered committee system followed in Agartala - MIC, ZAC and ward committees are active, and meetings are held regularly. Traditional local governance through Local Councils (erstwhile Village Councils) have been converged with formalized city governance structure in Aizawl.



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

Reform Areas	Gangtok	Status in other cities
Multiple Agencies	<ul style="list-style-type: none">• Gangtok Municipal Corporation (GMC), Roads and Bridges Department (RBD), Urban Development and Housing Department (UDHD) and Public Health Engineering Department (PHED) are involved in the delivery of services in Gangtok.• There is lack of communication between agencies. At present planning happens in isolation.	<ul style="list-style-type: none">• Multiple agencies are creating problems for efficient service delivery in cities like Mumbai, Delhi, Bhopal, Kolkata.• 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.• 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.
Urban Schemes (Smart City Mission)	<ul style="list-style-type: none">• Special Purpose Vehicle (SPV) known as Gangtok Smart City Development Limited (GSCDL) for execution of smart city project in Gangtok.• Mayor and councillors are not members of SPV board.	<ul style="list-style-type: none">• Bhopal has control over SPV to some extent.• Udaipur: corporation has control over SPV. Mayor is vice-chairperson of SPV Board.
Citizen participation	<ul style="list-style-type: none">• Area Sabhas are constituted in Gangtok. However, meetings do not happen on regular basis.• Limited people from ward participate in area sabha meetings.	<ul style="list-style-type: none">• In Kochi, Ward Sabhas are conducted once in three months. People raise their issues and give proposals.• Ward Sabhas are active in Dharamshala wherein citizens are entitled to participate in sabha meetings.• Lok Mangal Diwas held in Lucknow where grievances are noted by Mayor and Commissioner presiding the meeting and accordingly complaints are directed to concerned officials for solving issues and closing.• In Aizawl, the Local Councils enforce Hnatlang (a customary practice of Mizo tradition), wherein every household need to participate in community services for the common good of the people.



Annexure 2: Mapping of 74th constitutional Amendment functions (1/4)

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

Legend

City government control

Multiple agencies

State Control



Annexure 2: Mapping of 74th constitutional Amendment functions (2/4)

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

Legend

City government control

Multiple agencies

State Control



Annexure 2: Mapping of 74th constitutional Amendment functions (3/4)

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

Legend

City government control

Multiple agencies

State Control



Annexure 2: Mapping of 74th constitutional Amendment functions (4/4)

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

Legend

City government control

Multiple agencies

State Control



Annexure 2: Mapping of 74th constitutional Amendment functions (4/4)

Sr. No	Functions	Gangtok	Itanagar	Guwahati	Imphal	Shillong	Aizawl	Kohima	Agartala
17	Public amenities including street lighting, parking lots, bus stops and public conveniences	Urban Development and Housing Department, Power & Energy Department; GMC: Bazaar Section; Smart City; Transport department	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)	IMC, manipur state power distribution company, IMC and smart city for parking lots, IMC for public conveniences	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;	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	Animal Husbandry Department; GMC	IMC	Assam Livestock and Poultry Corporation (Assam Govt.), Veterinary Branch (GMC), Enforcement Branch (GMC)	No slaughterhouses in imphal. IMC for license to meat shops and meat vendors	Animal Husbandry and Veterinary Dept. of Meghalaya State for Slaughterhouses and SMB for licenses to Meat Shops	Department of Transport; AMC;	KMC	AMC: Public Works Section, Health Section

Legend

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

VII. Citizen Participation

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



VIII. Evaluation of Municipal Government:

(Following Questions are applicable for MLA's)

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



Annexure 4: Interview Questionnaire for City Executive

I. Role

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

II. Service delivery

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

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

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

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

e) What challenges do you think the corporation faced and

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

III. Monitoring

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

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

c) How is your rapport with the councillors?



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?