



PRAJA'S
URBAN
GOVERNANCE
STUDY

ASSAM





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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.

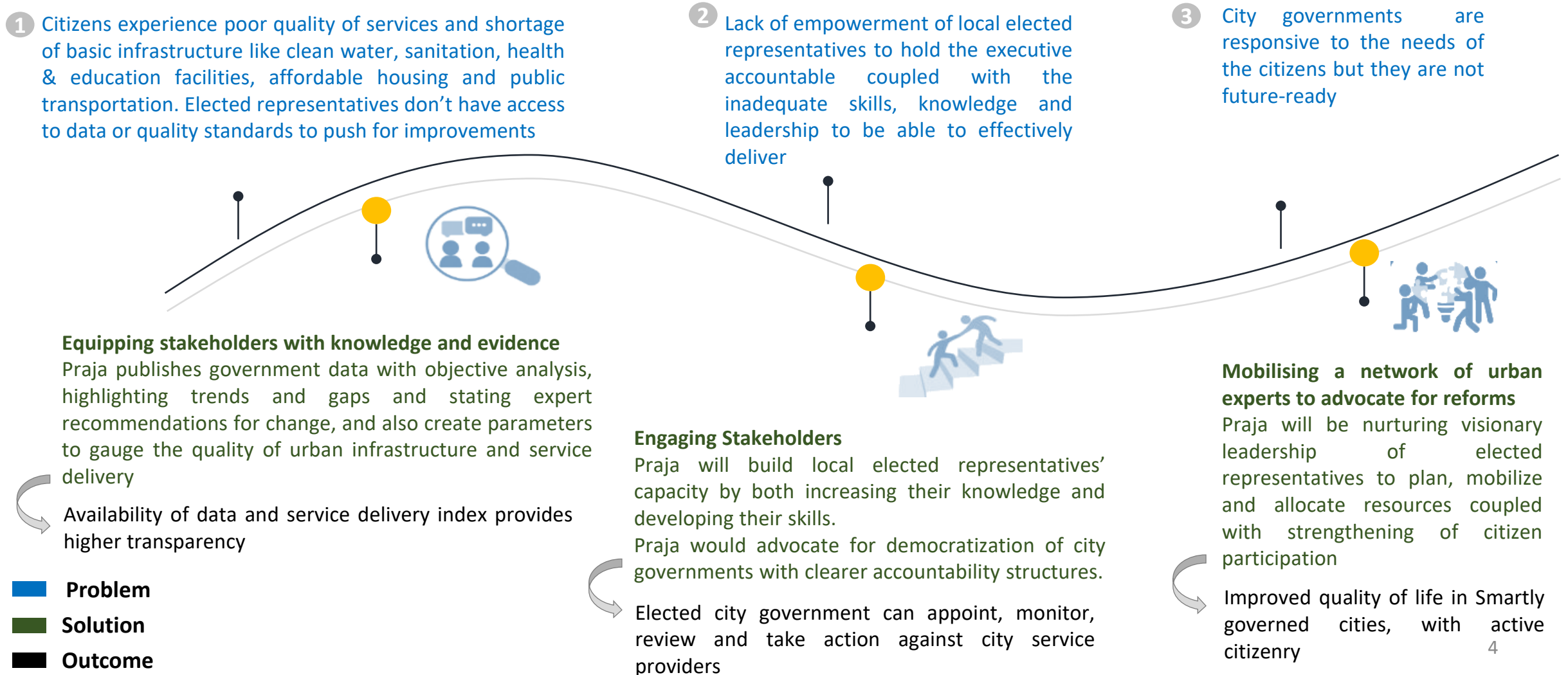
Praja has embarked on an ambitious journey to transform urban governance, to advocate policy changes that will change the way Indian cities are governed. It will be multiyear project in nature, with research being the bedrock to form a network and influence change:

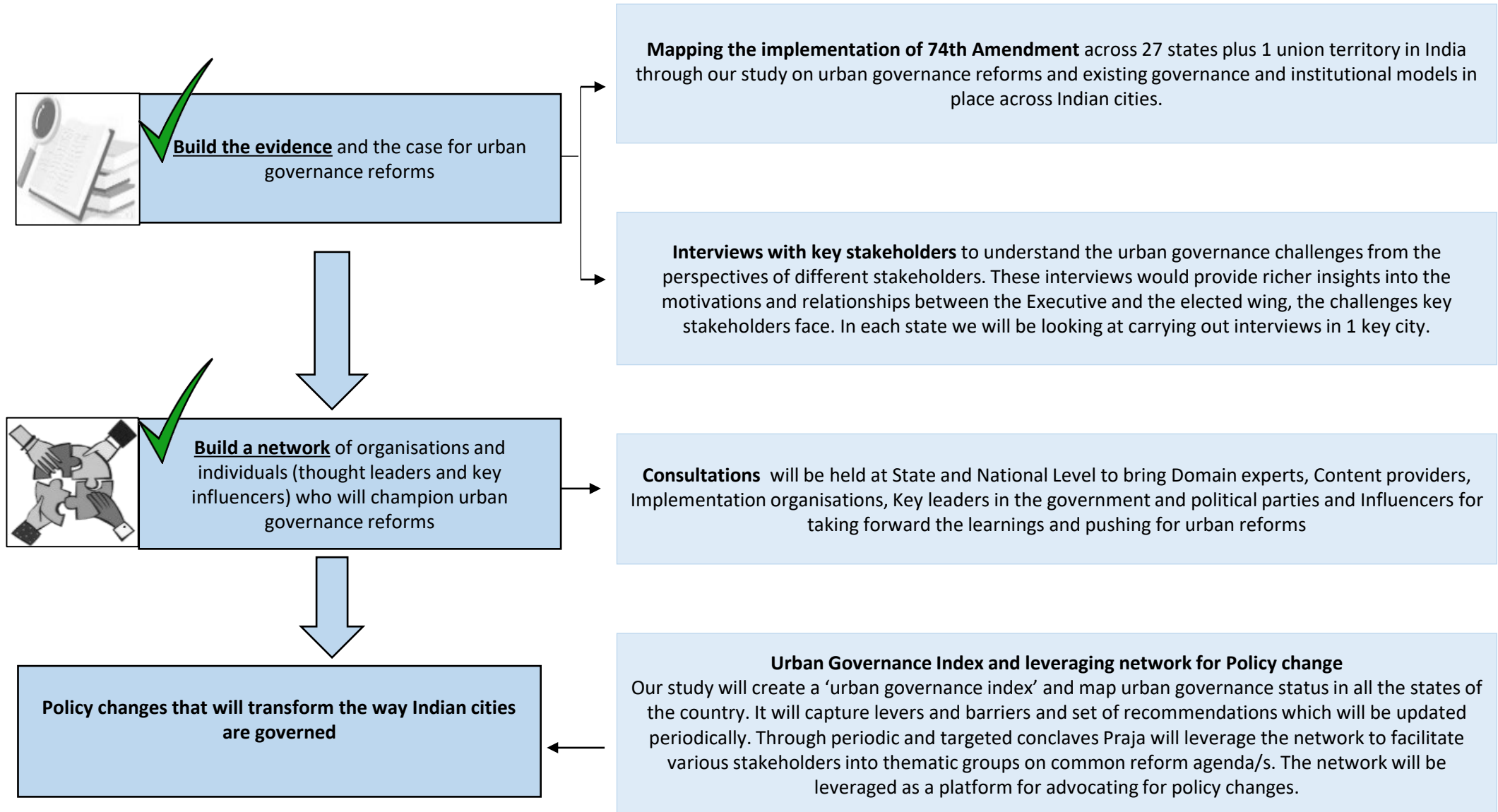
- The devolution of powers and the capacity has been mapped through an Urban Governance Reforms Study in 39 cities across 28 states and NCT of Delhi. The study involved capturing the status of urban reforms in all the states, identify levers and barriers and identify a set of recommendations.
- Our study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



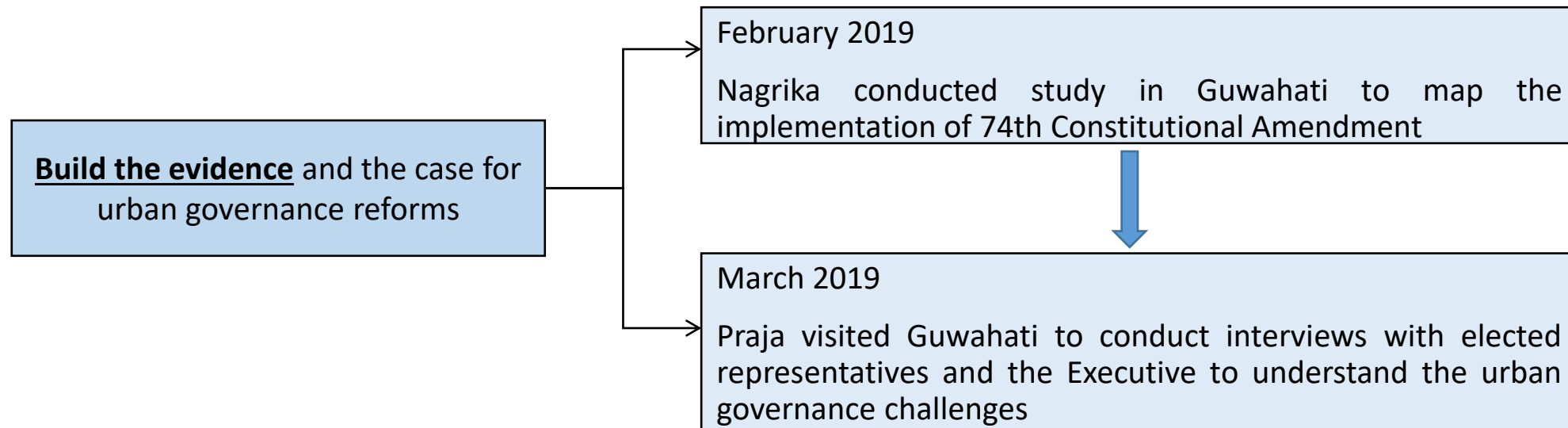
Over the past two decades Praja has been devoted to bringing transparency and is now embarking on an ambitious journey to transform urban governance







The timeline of the study in Assam



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 Assam with multiple stakeholders over the period of one week. Nagrika team visited the Guwahati and conducted 17 interviews (4 Elected Representatives, 13 Executives) to understand the experience of decentralization.
3. Finally, the field insights were corroborated with secondary research to develop this report.



Sr. no	Name of City Government	Guwahati
1	Act	The Gauhati Municipal Corporation Act, 1971
2	Status (Corp, MC):	Municipal Corporation
3	Name of the District:	Kamrup Metropolitan district
4	Area of the City Government in sq.km	328 sq km
5	Population	957,352
	No. of wards	31
6	Term duration of present City Government	Five
7	Name of the Mayor / President/Chairman	NA
8	No. of Corporators /Councillors-Elected	31
9	No. of Corporators /Councillors-Nominated (if not actual, based on Act)	NA
10	Name of the Commissioner / Chief Officer/Secretary	Monalisa Goswami*
11	No. of Sanctioned Posts in the Corporation	
12	No. of Vacant posts in the Corporation	
13	Schedule of council meetings (weekly, monthly?)	Monthly
14	If Smart city, is there a SPV in place?	Yes
15	Have ward committees been created?	Yes
16	Are there DPCs in the state?	Yes

The Gauhati Municipal Corporation Act, 1971

The Guwahati Municipal Corporation (GMC) is the only municipal corporation in the state of Assam. It is governed by the Gauhati Municipal Corporation Act, 1971 (GMC Act, 1971). The enactment of the act ceased the applicability of the following acts on GMC: Assam Municipal Act, 1956, Panchayat Act, 1959, and Assam Town and Country Planning Act, 1959. Currently the jurisdiction of (GMC Act, 1971) lies only within the GMC area and no parts of it has been applied to any other ULB in the state.

The Mayor and the Deputy Mayor

The Mayor and the Deputy Mayor are elected indirectly i.e. elected by and from amongst the elected councillors. The Mayor is the head of the corporation. The term of the Mayor and the Deputy Mayor is of five years. The 2013-18 council was the first one to have a five-year term for these posts. Previously the term was of one year each.

The powers and functions of the Mayor according to the GMC Act, 1971 includes the following:

- Full access to the records of the corporation (Section 17 (1)).
- Allocate functions and duties to MIC members (Section 17 (3)).
- Presiding over the MIC meetings. The Mayor's 'decisions and rulings' at the meetings would be seen as final (Section 118).

*As on 15/02/2019



Mayor-in-Council

The GMC Act 1971 previously gave the provision for seven standing committees. But after the Act was amended in 2006, Standing Committees were replaced by the Mayor-in-Council (MIC) system. The MIC is to be constituted by the Mayor. It consists of the Mayor, the Deputy Mayor, and seven members nominated by the Mayor from amongst the elected representatives (Section 15-A). We found that there were six members in the last term of GMC instead of the stipulated seven. These six MIC members undertook the same responsibilities that the Standing Committees did, which are:

- Taxation and Finance and Planning and Development
- Public Works
- Assessment, Markets and Trades
- Appeals
- Public Health, Sanitation and Environment
- Planning and Development (Building Permission)

The MIC is supposed to meet at least thrice in a year, but reportedly it meets more frequently than that as and when needed. The Corporation is supposed to determine the powers and duties of each MIC (Sec 22 GMC Act 1971).

The MIC discusses relevant issues with the mayor and other officials. For example, the MIC for Public Works supervised the developmental work in the city and coordinated with the Chief Engineer on drainage works. However, the MICs do not have any implementing power.

Ward Committees and Area Sabha

Area Sabhas were to be introduced by state governments if they were to receive funds under JNNURM, under the Community Participation Law, previously called the Nagara Raj Bill 2004. Section 20-A of GMC Act 1971 mandates the provision of Ward Committees and Area Sabhas, to be constituted under the Assam Nagara Raj Act, 2007. Based on the visits thus far, Guwahati seems to be one of the only cities covered under the TUG project to have Area Sabhas.

Depending on the population of the wards, each GMC ward has two to three Area Sabhas. According to the public representatives we spoke to, the elections for the Area Sabha representatives are conducted at the same time as the ward councillor. Each elector votes for both the councillor and for the Area Sabha representative of their respective area. There are no separate Area Sabha committees or meetings and the different Area Sabha representatives meet at the Ward Committee meetings. The other members of the Ward Committees include the ward councillor, who is the chairperson of the committee and representatives from the civil society. Reportedly, these civil society representatives are nominated by the Area Sabha representatives and the Ward Councillor.

Ward Committees meet once a month. According to the councillors that we spoke to, the Area Sabha representatives inform the Councillors of the problems that people of their respective areas face.



Commissioner

The Commissioner is appointed by the state government.

Some of the powers and functions of the Commissioner according to the GMC Act, 1971 are:

- Emergency powers including directing execution of works or directing expenses from the municipal funds which otherwise require the sanction and approval of the Corporation or the Mayor (Section 35).
- Custodian of all records of the corporation (Section 36).
- Preparation of annual administration report of the corporation and submission to the state government (Section 41).
- Authority to make appointments to the corporation (Section 71).
- Sanctioning of works upto ₹10 Lakhs (Section 95).
- Payments from the municipal funds require the commissioner's sign on the cheque (Section 113).
- Preparation and submission of budget estimates to the MIC every year on or before 15th of December (Section 119).
- Call for information from the owner or occupier of any land or building to determine their rateable value (Section 163).
- Commissioner's permission required to erect or exhibit any advertisement in the city (Section 174).
- Construct and maintain waterworks to supply water (Section 217).

Municipal Secretary

The Municipal Secretary is to be appointed by the Corporation with the approval of the state government, who can be on deputation from the government (Section 67). The Secretary is to perform such duties as directed by the Act or the Corporation and the MIC and is to have custody of all papers and documents related to the corporation, the MIC or any sub-committee (Section 68).

At GMC, the Secretary looks after the following divisions and cells too: Nazareth Branch, Council Section, Legal Cell.



Administrative Branches of the GMC	
Branch	Function
Chief Engineer's Branch	<ul style="list-style-type: none"> Does all the construction works related to the municipal corporation
Water Works	<ul style="list-style-type: none"> Supplies water to 30% of the GMC area
Planning Branch	<ul style="list-style-type: none"> Gives building permission Enforces the Master Plan and building by-laws
Health and Sanitation	<ul style="list-style-type: none"> Registers births and deaths Does fogging Does inspection of restaurant and hotel kitchens and gives NOCs
Veterinary Branch	<ul style="list-style-type: none"> Looks after cattle pound and stray dog vaccination and neutering Registers pet dogs in the city Monitors hygiene standards of meat shops and gives licenses
Accounts Branch	<ul style="list-style-type: none"> Makes the budget Looks after the income and expenditure of the corporation

Branch	Function
Enforcement Branch	<ul style="list-style-type: none"> To enforce the Rules & regulations as per Guwahati Municipal Act, 1971 Used for removing encroachments and sealing shops
Markets Branch	<ul style="list-style-type: none"> Rents and leases ut market spaces belonging to GMC Gives permissions to certain private markets
Electrical Branch	<ul style="list-style-type: none"> Installation and maintenance of street lights
Mutation Branch	<ul style="list-style-type: none"> Matters related to mutation of properties
Garage Branch	<ul style="list-style-type: none"> Allotment of vehicles Repairing of vehicles Cleaning of septic tank Proposal for procurement of new vehicle Procurement of spare parts of vehicles Lifting of dead bodies Allotment of dewatering pump set for artificial floo
Nazarath Branch	<ul style="list-style-type: none"> Maintenance of printing materials stocks, office stationaries, furnitures etc.
Source: Primary Information from Field and from GMC website.	

No	Functions listed in 12th Schedule	Guwahati
1	Urban Planning including town planning	Greater Metropolitan Development Authority
2	Regulation of land-use and construction of buildings	GMC: Town Planning Branch, Enforcement Branch; State: Greater Metropolitan Development Authority
3	Planning for economic and social development	GMC - Markets Branch
4	Roads and bridges	Roads: GMC, Public Works Department (Assam Govt.); Bridges: Public Works Department (Assam Govt.)
5	Water supply- domestic, industrial and commercial	Water Works Branch (GMC), Public Health Engineering Department (Assam Govt.), Assam Urban Water Supply & Sewerage Board (Assam Govt.)
6 a	Public health, sanitation, conservancy	GMC: Health Branch, Garage Branch, Engineering Branch; Health Department (Assam Govt.), Assam Pollution Control Board (Assam Govt.)
6 b	Solid Waste Management	GMC - NGOs for collection of waste;
7	Fire services	Assam Fire Service Organisation (Assam Govt.)
8	Urban forestry, protection of environment and ecology	Forest Department (Assam Govt.), Inland Water Transport Department (Assam Govt.)
9	Safeguarding the interests of weaker sections society including the handicapped and mentally retarded	Social Welfare Department
10	Slum improvement and upgradation	Basic Services: GMC; PMAY Cell

No.	Functions listed in 12 th Schedule	Guwahati
11	Urban poverty alleviation	NULM Cell, Directorate of Municipal Administration (Assam Govt.); PDS: Deputy Commissioner (District Authority), Directorate of Food , Civil Supplies & Consumer Affairs (Assam Govt.),
12	Provision of urban amenities and facilities- parks, gardens and playgrounds	CE Branch (GMC), GMDA, District Administration
13 a	Promotion of cultural and aesthetic aspects	Department of cultural affairs (Govt. of Assam)
13 b	Promotion of Education	GMC (Schools)
14	Burials and burial grounds, cremations, cremation grounds and electric crematoriums	CE Branch (GMC)
15	Cattle pounds, prevention of cruelty to animals	Veterinary Branch (GMC)
16	Vital statistics including registration of births and deaths	Health Department (Assam Govt.), Health Branch (GMC); District Authorities (marriage registration)
17 a	Public amenities including street lighting, parking lots and public conveniences	Streetlights: Electrical Branch (GMC); Parking Lots: GMC, GMDA; Public Conveniences: GMC, Akhil Bhartiya Gramin Evam Paryavaran Sanstha (pvt)
17 b	Bus Stops	Bus Stops: GMC
18	Regulation of slaughter houses and tanneries	Assam Livestock and Poultry Corporation (Assam Govt.), Veterinary Branch (GMC), Enforcement Branch (GMC)

City government control		Multiple agencies		State Control	
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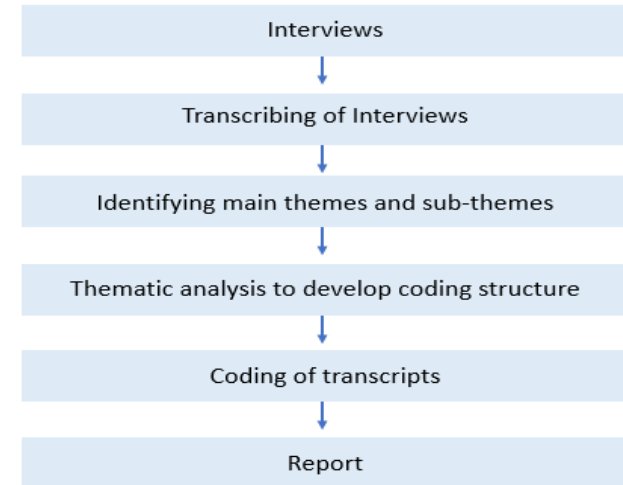
Objective

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, 10 interviews (1 MLA, 4 Councillors, 4 Executives) were carried out in Guwahati in between 4th March and 8th March 2019. 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. Guwahati
No. of MLAs		24	4
No. of councillors		150	31
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)	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	8
<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 Assam, Mayor is indirectly elected i.e. elected by councillors (Section 15, The Gauhati Municipal Corporation Act (GMCA), 1971).
- The term of the office of Mayor is 5 years . Earlier Mayor had tenure of 1 year, however it changed in 2013.
- Guwahati municipal corporation has Mayor-in-council (MIC) which is cabinet form of local governance.
- Mayor is chairperson of Mayor-in-council and has authority to appoint members for MIC. MIC should consist of Mayor, Deputy Mayor and seven councillors (Section 15-A, GMCA, 1971)
- The Mayor presides over all meetings of the Corporation and his decision and rulings in conducting the proceedings of the meetings are final.
- State government has authority to remove Mayor and Deputy Mayor (Section 15 B)

The mayor being elected head of the corporation should have administrative powers. At present Mayor has supervisory role and lacks administrative control

Councillor

Levers

Stable tenure of 5 years

- The term of the Mayor is co-terminus with the term of the office of municipal corporation.

An amendment took place in 2012 in Guwahati act, in which the tenure for the mayor was changed from 1 year to 5 years. Stable tenure is required to take sustainable decisions

Councillor

Mayor-In-Council (MIC) system

- MIC functions as a cabinet for local governance with mayor as chairperson, who holds authority appoint members of the MIC and takes key decisions over works of the corporation.

Barriers

Mayor lacks administrative control

- Mayor has a supervisory role whereas the executive powers are vested with municipal commissioner.

State government has authority to remove Mayor

- State government has authority to remove Mayor at any time without consulting municipal council/house, in the public interests in the opinion of state government.

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.

KEY TAKEAWAYS

- **Mayor has stable term of 5 years**
- **Mayor lacks administrative control**
- **Mayor lacks authority to prepare ACR of municipal commissioner**

2.2 Role of Councillor and Committees

STATUS

- Guwahati Municipal Corporation (GMC) has total 31 wards.
- Councillors believe their role is to look after basic amenities in the ward.
- There are 90 elected area sabha representatives in Guwahati.
- There are six committees for subjects like Taxation, Finance, Planning and Development, Public works, Appeals, Public health, Sanitation and Environment, Assessment, Markets and Trades etc.
- There is a provision in the act to form ward committees and Area sabhas (Section 20-A).
- Area Sabha representatives are directly elected by people of the area. There are 3-4 area sabha representatives in every ward of GMC.
- District Planning Committee is constituted and active in Kamrup metropolitan district under which GMC comes.

The elections for councillors are not conducted on time. It has been a year since municipal council is dissolved in 2018. However announcement regarding new election has not made yet.

Councillor

KEY TAKEAWAYS

- **Councillors do not get remuneration and office**
- **Area sabhas used to be held but they are not active anymore.**
- **Training and capacity building workshops are not conducted for councillors.**
- **District planning committee is constituted.**

Levers

Area Sabha is constituted

- Areas sabhas are constituted in Guwahati. 2 to 3 Area sabha representatives were elected by people in every ward in GMC.
- Area sabha representative take some volunteers to form area development committee which identifies problems in area. Then areas sabhas representative reports problems to councillor in ward committee meeting.

District Planning Committee (DPC) is constituted

- DPC is constituted and representatives from GMC attend the meeting. However DPC meeting is not conducted on regular basis.

Barriers

Councillors do not receive honorarium and are not entitled to office space.

- The councillors are not entitled to receive an honorarium and office in the ward.

No training and capacity building workshops for councillors

- The capacity building workshops are not conducted for newly elected councillors. Also, councillors do not get any kind of training during the tenure.

Irregular Area sabha meetings

- Area sabhas used to be active during its initial phase. However, they are not functional anymore due to lack of funds.

STATUS

- Guwahati Municipal Corporation (GMC), Guwahati Metropolitan Development Authority (GMDA), Public Health Engineering Department (PHED), Assam Urban Water Supply & Sewerage board (AUWSSB), Public Works Department (PWD) are responsible to carry out functions in the city.
- Greater Metropolitan Development Authority (GMDA) is responsible for the urban planning of the city, including making the Master Plan.
- PHED and AUWSSB are collectively involved in supplying water in the GMC area.
- PWD makes roads and bridges in the city.

As per 74th amendment, GMC should be given powers and decentralization should be adopted. GMC should act as an independent body free from state control and the external agencies should be merged with the GMC for better co-ordination and planning for the city

Administration

Barriers

Lack of meetings between GMC and parastatal bodies

- Councillors believe meetings on regular basis do not have between GMC and parastatal bodies like GMDA, PHED, PWD etc.

Poor coordination between multiple agencies

- The coordination among various agencies working in the city is poor. The Councillors believe state departments/ parastatal bodies should consult GMC before doing any work in the jurisdiction of GMC.

GMDA should be dissolved and merged with GMC. There is no need to have separate agency for different work. If various agencies are merged then Coordination related issues will not arise.

Councillor

Lack of unified planning and integration of city plans

- There is lack of unified planning as various agencies make plans in isolation.
- The integrated development plans are not made for the holistic development of the city.

KEY TAKEAWAYS

- Meetings do not happen between multiple agencies working in the city
- Coordination is poor among agencies
- Lack of unified planning

STATUS

- Guwahati is part of Smart City Mission (SCM).
- Assam state government has created a Special Purpose Vehicle (SPV) known as Guwahati Smart City Limited (GSCL) for execution of smart city project in Guwahati.
- Mayor and Municipal commissioner were involved in the smart city mission. However, councillors and area sabha representatives are not members of SPV board.

The projects under smart city mission are not yet implemented in the city. SPV has full control over projects. However, nothing has changed on the ground and problems are still there. Smart city mission is not successful until now.

Councillor

Barriers

SPV Board does not include councillors

- Since councillors are not members of SPV board, they are not able to put forward ward issues under smart city mission projects.
- Councillors believe they understand issues of people from wards, thus they should have involved in the smart city mission.

There is no role of the Corporation in Smart City Mission and no work has been done yet. Only Commissioner and Mayor were representatives of the Corporation in SPV Board but no idea about their designation

Councillor

Top- down decision making

- Councillors believe projects under smart city mission are mainly decided by SPV. GMC is not consulted while taking decisions. Also, public consultation did not happen for the smart city mission.

Area based development

- Projects are implemented only in few wards of GMC. Councillors believe SCM's focus should be on the entire city.

Only few wards from the city are focused under SCM. How will you create smart city by working only in few wards?

Councillor

KEY TAKEAWAYS

- SPV has been constituted for the implementation of SCM
- Councillors and area sabha representatives are not involved in the decision making process of SCM.
- SPV does not consult GMC before implementation of any projects.
- Area based development approach resulting in focus on few wards in the city



STATUS

- State government has authority to decide sanction positions for municipalities and recruit them.
- There is Directorate of Municipal Administration (DMA) who act as link between state government and municipalities. Recruitment process is looked after by DMA.

They are some experienced officers in GMC but newly appointed employees require training. Also newly elected councillors should be given training. Some councillors even don't know about the act and its practical implementation.

Councillor

Barriers

Inadequate Human resources

- The officials mentioned that GMC lacks adequate human resources to carry out functions effectively.

The number of sanctioned staff is sufficient. There are more than 2500 sanctioned positions however, they are not filled. The GMC cannot hire staff. It is done by State Government. So State should recruit sanctioned positions on time.

Councillor

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.

Lack in number of skilled staff in the GMC

- GMC lacks adequate skilled staff such as planners, engineers. revenue officer who are required for effective service delivery.

Lack of training and capacity building programmes

- Training programmes are not conducted for GMC officials. Even newly elected councillors do not get any kind of training.
- Officials believe regular training will improve the skills and capacity of GMC employees.

KEY TAKEAWAYS

- GMC has inadequate human resources to carry out functions
- GMC does not have authority to recruit municipal staff.
- Training programmes are not conducted for municipal employees.
- GMC requires adequate skilled staff.



Theme 3: Municipal Finance

3.1 Budget & Sources of Revenue

STATUS

Budget

- GMC's Budget for the financial year 2018-19 was Rs. 504 crores. The budget estimates for 2019-20 is not available.
- Budget per capita is Rs. 5231
- GMC administration makes the budget and Finance committee which is headed by councillor gives approval to it. Then budget goes to municipal council/board for final approval.

Sources of Revenue

- The city is divided into six revenue zones for tax collection.
- Property tax, Advertisement tax, Professional tax, Trade licence fee, Tolls on vehicles, Water user charges are sources of revenue for the GMC.

State Finance Commission

Constitution order – 4th SFC

SFC Report – 5th SFC

Action Taken Report – 5th SFC

The GMC does not have adequate funds to run the city. GMC cannot revise its tax rates. We have to submit proposal and get approval of state government in order to increase tax rates. We need financial autonomy to take decisions then revenue will improve

Councillor

KEY TAKEAWAYS

- **Inadequate Budget**
- **GMC does not have authority to impose new taxes and revise them.**
- **There is inefficiency in tax collection.**
- **High dependency on central/state governments for funds.**

Lever

GMC holds independent authority over final approval of the budget

- GMC administration prepares the budget and Finance committee which is headed by councillor gives approval to it. Then budget goes to municipal council/board for final approval.

Barriers

Budget is inadequate

- Officials and councillors mentioned that GMC does not have enough funds to carry out functions and GMC has limited sources of revenue.

GMC does not have authority to revise tax rates.

- Councillors and Officials mentioned that GMC does not have authority to revise tax rates without approval from state government.

Inefficiency in tax collection

- Tax collection does not happen efficiently. Officials mentioned that 100% revenue collection does not happen and there is lot of scope to increase revenue by improving efficiency in collection.

Inability to gain revenue from large number of Unauthorised properties

- Officials mentioned that there are unauthorised properties in the city and tax is not collected from such properties.

Administration

There is no 100% tax recovery. It must be around 60-70%. Also there are 10-15 % illegal, unauthorised properties in the city. If we collect taxes from such properties, then revenue will increase.

GMC does not have authority levy new taxes by its own

- GMC does not have authority to impose new taxes, state government has authority to introduce new taxes of revenue.

High dependency on state/central government grants

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



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

Reform Areas	Guwahati	Status in other cities
Interviews Conducted	30 total including 10 ERs, 17 Executives, 3 CSOs	<ul style="list-style-type: none"> Total 904 interviews in 39 cities across 28 states and NCT of Delhi, including Itanagar, Imphal, Shillong, Aizawl, Kohima, Gangtok and Agartala till 29th February 2020.
Governing Acts	The Gauhati Municipal Corporation Act, 1971	<ul style="list-style-type: none"> Different acts for different states, cities.
Service Delivery	<ul style="list-style-type: none"> GMC holds control over only 2 out of the 18 functions mentioned in the 74th CAA. 	<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"> Final approval of the corporation budget is given by the Board of councilors. However, budget is inadequate. GMC does not have authority to revise tax rates and to introduce new taxes. 	<ul style="list-style-type: none"> Mumbai- Mumbai has 72% of own sources of revenue to the total budget. The property tax collection is efficient. 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 has stable term of 5 years Mayor lacks administrative control and does not hold authority to prepare ACR of municipal commissioner Councillors do not get remuneration and office Area sabhas used to held but they are not active anymore. MIC system followed with Mayor as chairman and 6 members who are councillors heading 6 subject committees respectively. 	<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	Guwahati	Status in other cities
Multiple Agencies	<ul style="list-style-type: none">Guwahati Municipal Corporation (GMC), Greater Metropolitan Development Authority (GMDA), Public Health Engineering Department (PHED), Assam Urban Water Supply & Sewage board (AUWSSB), Public Works Department (PWD) are responsible to carry out functions in the city.Coordination is poor among agencies and there is lack of unified planning	<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">Assam state government has created a Special Purpose Vehicle (SPV) known as Guwahati Smart City Limited (GSCL) for execution of smart city project in Guwahati.Municipal commissioner are involved in the smart city mission. However, Mayor, councillors and area sabha representatives 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 Engagement and Grievance Redressal	<ul style="list-style-type: none">Area sabhas are constituted in Guwahati. 2 to 3 Area sabha representatives were elected by people in every ward in GMC.Area sabha representative take some volunteers to form area development committee which identifies problems in area. Then area sabhas representative reports problems to councillor in ward committee meeting.However, the Area Sabhas are not active.	<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.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	Guwahati	Itanagar	Imphal	Shillong	Aizawl	Kohima	Gangtok	Agartala
1	Urban planning including town planning.	Greater Metropolitan Development Authority	Town Planning Department Arunachal Pradesh - Master Plan	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	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.	GMC: Town Planning Branch, Enforcement Branch; State: Greater Metropolitan Development Authority	Town Planning Department Arunachal Pradesh - Building Permissions and Demolitions	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	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	GMC - Markets Branch	NULM and PMAY - IMC	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	Urban Development and Housing Department; GMC: Bazaar Section	AMC: Development Section, Market Section; State: UDD
4	Roads and bridges.	Roads: GMC, Public Works Department (Assam Govt.); Bridges: Public Works Department (Assam Govt.)	PWD for roads and bridges	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	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 74th constitutional Amendment functions (2/4)

Sr. No	Functions	Guwahati	Itanagar	Imphal	Shillong	Aizawl	Kohima	Gangtok	Agartala
5	Water supply for domestic, industrial and commercial purposes	Water Works Branch (GMC), Public Health Engineering Department (Assam Govt.), Assam Urban Water Supply & Sewerage Board (Assam Govt.)	PHE for water supply	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	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	GMC: Health Branch, Garage Branch, Engineering Branch; Health Department (Assam Govt.), Assam Pollution Control Board (Assam Govt.)	State Govt. for hospitals, sanitation by PHE	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	Health & Family Welfare Department, Public Health Engineering Department;	Mechanical Section; State: Health Department, UDD; NBCC
6 b	Solid waste management	GMC	IMC for Solid Waste Management	IMC for Solid Waste Management	Health Section of SMB	AMC for Solid Waste Management	KMC	GMC;	AMC: Health Section
7	Fire services	Assam Fire Service Organisation (Assam Govt.)	Fire Services Arunachal Pradesh (Police Department)	Fire Department	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.	Forest Department (Assam Govt.), Inland Water Transport Department (Assam Govt.)	Department of Environment and Forests	Environment and Ecology Wing, Forest Department	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 74th constitutional Amendment functions (3/4)

Sr. No	Functions	Guwahati	Itanagar	Imphal	Shillong	Aizawl	Kohima	Gangtok	Agartala
9	Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded	Social Welfare Department	NULM and PMAY by IMC	IMC for implementation of PMAY	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	Basic Services: GMC; PMAY Cell	NULM and PMAY by IMC	IMC for implementation of NULM	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	NULM Cell, Directorate of Municipal Administration (Assam Govt.); PDS: Deputy Commissioner (District Authority), Directorate of Food , Civil Supplies & Consumer Affairs (Assam Govt.)	NULM and PMAY by IMC	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	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	CE Branch (GMC), GMDA, District Administration	IMC	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	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 74th constitutional Amendment functions (4/4)

Sr. No	Functions	Guwahati	Itanagar	Imphal	Shillong	Aizawl	Kohima	Gangtok	Agartala
13a	Promotion of cultural and aesthetic aspects.	Department of Cultural Affairs (Govt. of Assam)	IMC only supports	Sports department of manipur for events, MAHUD	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	GMC (Schools)	State government	Department of Education	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	CE Branch (GMC)	Built and maintained by IMC, funded by State Government	Maintenance by IMC, but private ownership	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	Veterinary Branch (GMC)	IMC	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	Urban Development and Housing Department, Animal Husbandry Department	State: UDD
16	Vital statistics including registration of births and deaths.	Health Department (Assam Govt.), Health Branch (GMC); District Authorities (marriage registration)	IMC for birth and death registration	Birth and death by IMC, marriage registration by sub-registrar office of district	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 74th constitutional Amendment functions (4/4)

Sr. No	Functions	Guwahati	Itanagar	Imphal	Shillong	Aizawl	Kohima	Gangtok	Agartala
17	Public amenities including street lighting, parking lots, bus slops and public conveniences	Streetlights: Electrical Branch (GMC); Parking Lots: GMC, GMDA; Public Conveniences: GMC, Akhil Bhartiya Gramin Evam Paryavaran Sanstha (pvt)	Streetlights by IMC and AP Energy Department, Public Conveniences by PHE; Parking lots and Bus stops by IMC;	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;	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	Assam Livestock and Poultry Corporation (Assam Govt.), Veterinary Branch (GMC), Enforcement Branch (GMC)	IMC	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	Animal Husbandry Department; GMC	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 you use your councillor/MLA/MP fund for?
- b) How did you go about deciding where to use this fund?
- c) How did you decide whether it should be funded from your fund or the administration core/sanctioned budget?
- d) Are you able to participate in the budgeting process of the Corporation?
- e) At what level are you able to participate in the budget making process?
- f) Who decides the priorities of the corporation for budgeting?
- g) Does the corporation have adequate budget?
- h) Do you believe it is being utilized?
- i) What are the major sources of revenue, which is the highest source of revenue?
- j) What are the other potential sources of revenue collection?
- k) Is the corporation mostly dependent on the state government for finances?
- l) How much control does the corporation have over deciding the tax and service rates?
- m) What are your views on providing municipal governments with more control over the way they spend their funds?
- n) Are you aware of the State Finance Commission? Whether the reports of the SFC are taken into consideration while reviewing corporation financial powers?
- o) Are recommendations implemented?
- p) What is your opinion on Goods and Services Tax, has it affected municipal finance?

VII. Citizen Participation

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



VIII. Evaluation of Municipal Government:

(Following Questions are applicable for MLA's)

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



Annexure 4: Interview Questionnaire for City Executive

I. Role

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

II. Service delivery

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

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

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

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

e) What challenges do you think the corporation faced and

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

III. Monitoring

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

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

c) How is your rapport with the councillors?



Annexure 4: Interview Questionnaire for City Executive

IV. External agencies:

- a) What other agencies/departments were involved in the delivery of these services? (Give a list of agencies/departments)
- b) Why is the process of delivering this service complicated?
 - a) Because of the involvement of agencies
 - b) Because of the lack of leadership
 - c) Lack of Accountability
 - d) Poor communication between agencies
- c) Do you see yourself as having a role in improving the communication between the agencies?
- d) Do you/they hold regular meetings to ensure that its being done?
- e) Who organises it, at what level are they organised?
- f) Is there an escalation process of passing the work, if you face challenges?
- g) When state projects are sanctioned in your area/ that affect your department do you have a say in the decision making process?
- h) Once the project is sanctioned, how do you monitor whether the benchmarks are being met?
- i) When projects are delayed or cost overruns happen, are you able to hold responsible authorities accountable?
- j) (If the city is under Smart City Mission) What is the role and nature of the Special Purpose Vehicle?
- k) What are the key responsibilities of the SPV?
- l) What members of the corporation are a part of the SPV project?
- m) What is your opinion/evaluation on the SPV of the Smart city mission?

V. Resources:

- a) Do you believe that the corporation has adequate resources in terms of manpower and tools to carry out delivery of services?
- b) Do you believe the municipal staff who work in your jurisdiction have the adequate skills to carry out their functions? (Very Poor/Poor/Average/Good/Very Good/Excellent)
- c) Do you think there is requirement for capacity building of corporation employees?



Annexure 4: Interview Questionnaire for City Executive

VI. Municipal Finance:

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

VII. Citizen Participation:

- a) Is there is grievance/complaint redressal mechanism where citizens can complaint directly to the administration/corporation?
- b) Do you think citizens are aware about this?
- c) Are councillors able to communicate the citizen grievances to you, to improve delivery of service?

VIII. Evaluation:

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