



PRAJA'S
**URBAN
GOVERNANCE
STUDY**
TELANGANA



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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 hand holding them to run it in the initial years; we come up with annual white papers on the performances of civic, health, crime, education and housing issues in Mumbai and Delhi; since 2011 we have been coming up with an annual report card to rank performances of MLAs and Councillors in Mumbai and (since 2016) Delhi. We do not just stop at creating standardised matrixes or governance indicators but also support build capacities of elected representatives, executives and citizens by coming up with various handbooks on governance and conducting numerous workshops/trainings on governance issues.

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

- Currently the devolution of powers and the capacity in the cities is not completely mapped. By March 2020 we will be conducting an Urban Governance Reforms Study to capture status of urban reforms in all the states, identify levers and barriers and identify a set of recommendations.
- Our study will create a 'urban governance index' and map urban governance status in all the states of the country.
- As part of the study we will map and meet various stakeholders in all the states across the country and build a network which will be leveraged as a platform for: knowledge sharing; equipping stakeholders; mobilising stakeholders; and advocating for policy changes.

In a nutshell the project will enable urban governance to transform a 'smart city' into a 'smartly governed city' by influencing policy change at a structural and systemic level to democratise city governments and improve delivery of services."



Foundation for Democratic Reforms (FDR) is a non-partisan research and advocacy body, headquartered in Hyderabad. It is headed by Dr. Jayaprakash Narayan (fmr. Member of the National Advisory Council to the Govt. of India and fmr. Member, 2nd Administrative Reforms Commission of India); FDR is a GoI-Ministry of Science and Technology (DSIR) recognized Scientific and Industrial Research Organisation.

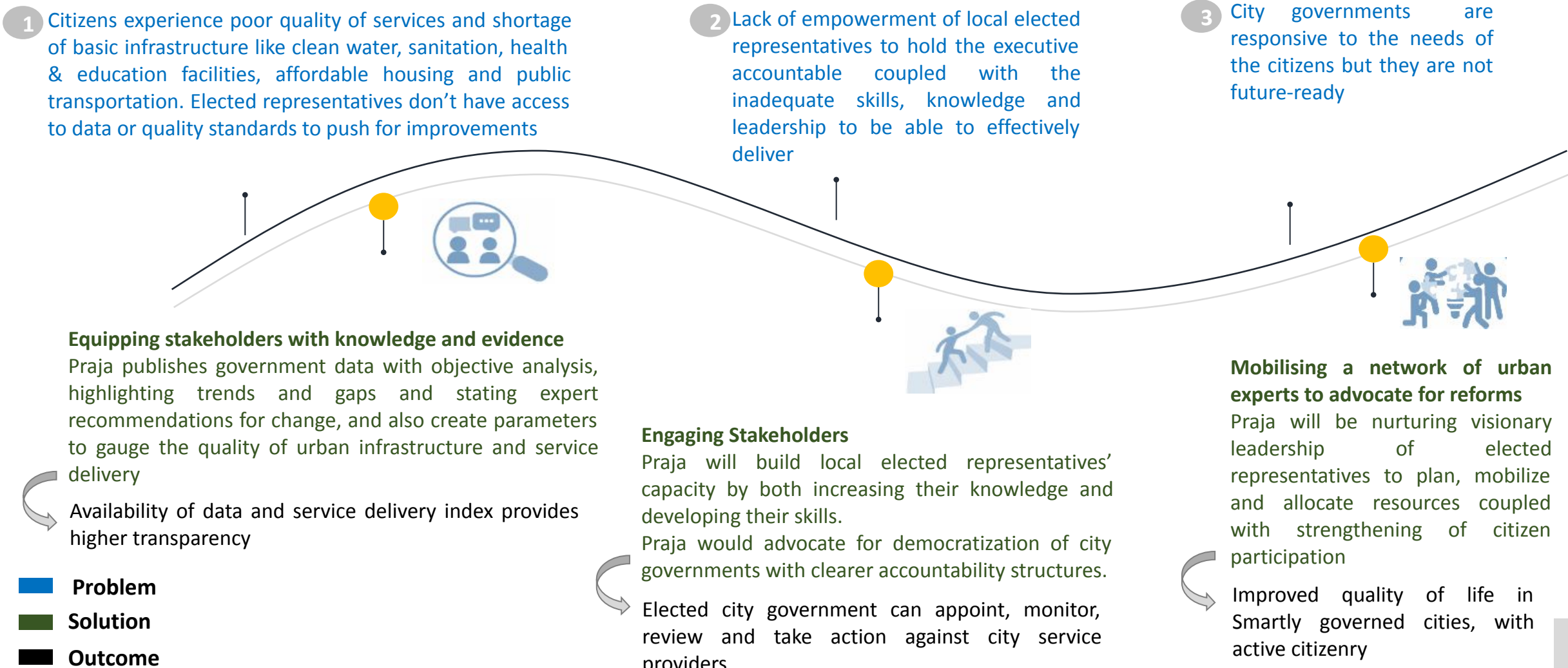
What we do?

- Research and analysis of the functioning of democratic and constitutional institutions in India towards formulating and promoting political and governance reforms. This includes the scientific study and analysis of electoral, administrative, judicial reforms and related matters. This includes the study of best practices and systems from across the world.
- The study, formulation and promotion of state/public policy alternatives in critical areas, compatible with the FDR's reform goals.
- Collaborative research and advocacy efforts with like-minded research institutions, individuals and civil society organizations towards realizing the first two objectives; promoting the capacity building of individuals, institutions and organizations in these areas.

For the study on urban governance in Hyderabad, FDR is the collaborative partner of Praja.



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

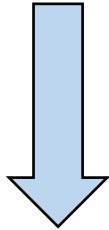




Build the evidence and the case for urban governance reforms

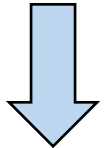
Mapping the implementation of 74th Amendment across 28 states + 1 UT in India through our study on urban governance reforms and existing governance and institutional models in place across Indian cities.

Interviews with key stakeholders to understand the urban governance challenges from the perspectives of different stakeholders. These interviews would provide richer insights into the motivations and relationships between the Executive and the elected wing, the challenges key stakeholders face. In each state we will be looking at carrying out interviews in 1 key city.



Build a network of organisations and individuals (thought leaders and key influencers) who will champion urban governance reforms

Consultations will be held at State and National Level to bring Domain experts, Content providers, Implementation organisations, Key leaders in the government and political parties and Influencers for taking forward the learnings and pushing for urban reforms

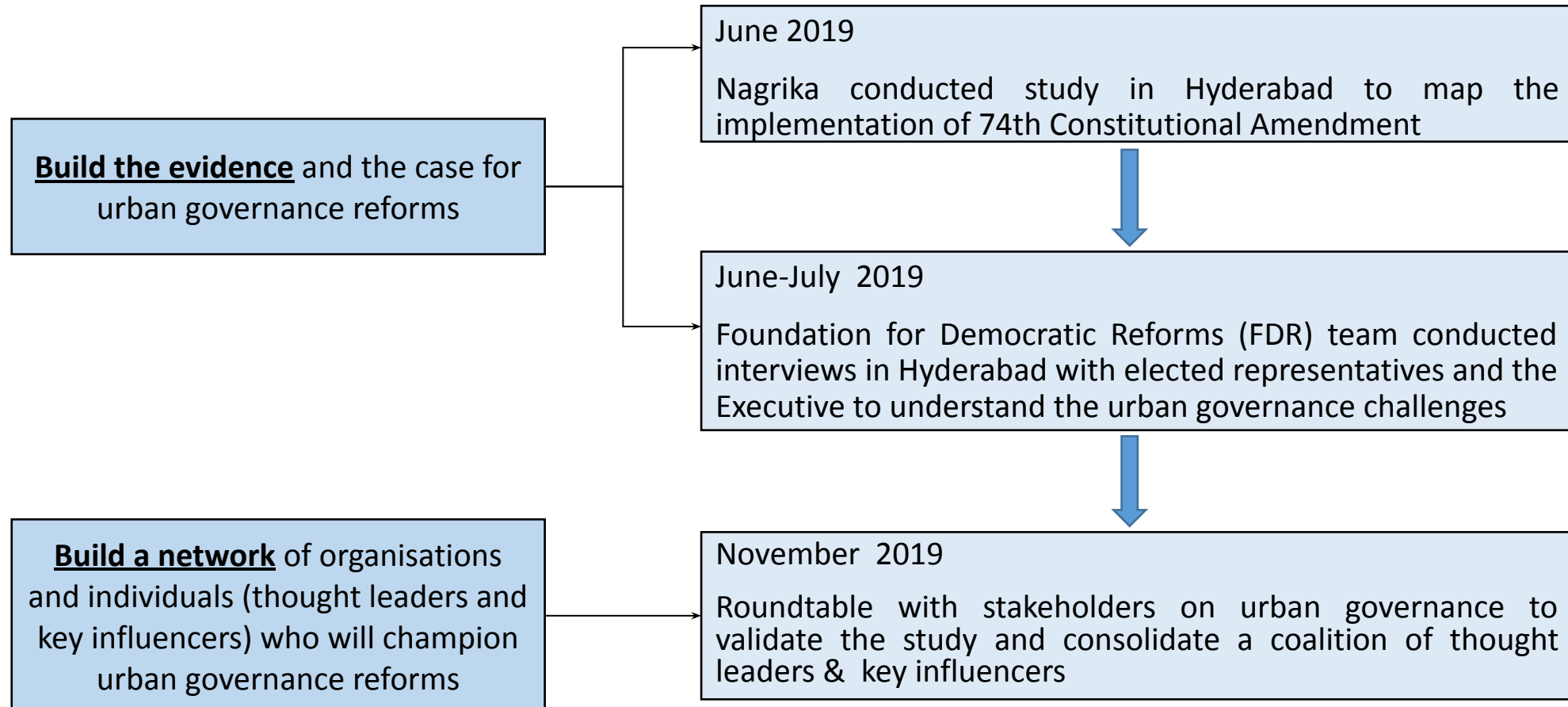


Policy changes that will transform the way Indian cities are governed

Urban Governance Index and leveraging network for Policy change
Our study will create a 'urban governance index' and map urban governance status in all the states of the country. It will capture levers and barriers and set of recommendations which will be updated periodically. Through periodic and targeted conclaves Praja will leverage the network to facilitate various stakeholders into thematic groups on common reform agenda/s. The network will be leveraged as a platform for advocating for policy changes.



The timeline of the study in Telangana





Objective

Some of objectives for conducting the exploratory study by Nagrika were:

1. Identify the prevalent institutional structures in different municipalities
2. Identify the roles and responsibilities of various departments and officials (elected as well as administrative) within a municipality
3. Map the 18 functions and the role of city governments and parastatals in performing them
4. Identify key informants in the administrative and deliberative wings
5. Identify civil society organizations and stakeholders in respective cities

The research for the state reports on 74th CAA was undertaken in three stages.

1. First, a detailed study of existing literature and relevant municipal acts was undertaken to understand the context
2. Second, discussions and interviews were undertaken in Jharkhand with multiple stakeholders over the period of one week. Nagrika team visited the Hyderabad and Warangal city and conducted 14 interviews (3 Councillors, 11 Executives) in each city 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 | Hyderabad | Warangal |
|--------|-------------------------------------------------------------------------|--------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|
| 1 | Act | The Greater Hyderabad Municipal Corporation (GHMC) Act, 1955 | The Telangana Municipal Corporation (TMC) Act, 1994 The Greater Hyderabad Municipal Corporation (GHMC) Act, 1955 |
| 2 | Status (Corp, MC): | Municipal Corporation | Municipal Corporation |
| 3 | Name of the District: | Hyderabad District, Ranga Reddy, Sangareddy, Medchal | Warangal Urban District |
| 4 | Area of the City Government in sq.km | 650 sq km | 471 sq km |
| 5 | Population | 6,731,790 | 627,449 |
| | No. of wards | 150 | 58 |
| 6 | Term duration of present City Government | Five | |
| 7 | Name of the Mayor / President/Chairman | Bonthu Rammohan* | Khaja Sirajuddin* |
| 8 | No. of Corporators /Councillors-Elected | 150 | 58 |
| 9 | No. of Corporators /Councillors-Nominated (if not actual, based on Act) | | |
| 10 | Name of the Commissioner / Chief Officer/Secretary | M Dana Kishore* | N. Ravi Kiran* |
| 11 | No. of Sanctioned Posts in the Corporation | | |
| 12 | No. of Vacant posts in the Corporation | | |
| 13 | Schedule of council meetings (weekly, monthly?) | | |
| 14 | If Smart city, is there a SPV in place? | Not a Smart City | Yes |
| 15 | Have ward committees been created? | | |
| 16 | Are there DPCs in the state? | | |

The Greater Hyderabad Municipal Corporation Act, 1955 and the Telangana Municipal Corporation Act, 1994

Municipal Corporations in Telangana are governed under two Acts viz., the Greater Hyderabad Municipal Corporation (GHMC) Act, 1955 and the Telangana Municipal Corporation (TMC) Act, 1994. The GHMC Act, 1955 was previously the Hyderabad Municipal Corporation Act, 1955 and the title was amended in 2008 after the nearby municipalities and panchayats were merged with the then Municipal Corporation of Hyderabad to form GHMC. In erstwhile Andhra Pradesh, the municipal corporations other than GHMC were governed under the Andhra Pradesh Municipal Corporations (APMC) Act, 1994. After the creation of Telangana in 2014, the APMC Act was made applicable to Telangana through G.O.Ms. No. 143 MA dated 29/10/2015 and the Act was renamed as the TMC Act, 1994.

According to Section 14 of the Telangana Municipal Corporation Act, 1994, all the provisions from the GHMC Act, 1955 are extended to all the municipal corporations constituted under the latter act.

The GHMC Act, 1955 gives the state government the power to suspend the mayor, the deputy mayor, the commissioner, any member or employee of the corporation under the conditions stated under Section 679AA, remove the mayor and the deputy mayor under Section 679B, and dissolve the Corporation under Section 679D. Thus, the Act itself gives the State Government much power over the ULBs.



Mayor and Deputy Mayor

According to Section 90 of the GHMC Act, 1955, the mayor and the deputy mayor shall be elected from amongst the elected councillors for a term of five years and are to be elected by the councillors and the ex-officio members. The Act mentions that the election is to happen through a show of hands on party basis.

The mayor has the responsibility of fixing the day, time and place of Corporation meetings (Section 88(c)). The mayor also serves as the chairperson of the Standing Committee at both the corporations.

The deputy mayor is to carry out the functions of the mayor in the absence of the latter (Section 91). Apart from this, reportedly at GWMC, the Deputy Mayor had administrative powers, could stop or modify works, and advice officials.

Special Committees

Section 98 of the GHMC Act, 1955 allows the Corporation to form Special Committees constituted by the members of the Corporation itself. The sphere of business and the powers and duties is delegated by the Corporation. The Committee shall appoint two of its members to the position of the Chairperson and the Deputy Chairperson.

Wards Committees and Area Sabhas

Both the GHMC Act, 1955 and the TMC Act, 1994 mandate the constitution of Wards Committees (WCs) but place very different conditions on their constitutions.

According to the GHMC Act, 1955, each ward is supposed to get one WC (Section 8-A). The WC is to be comprised of the ward councillor, the Area Sabha representatives, and not more than ten electors from the ward representing the civil society, who will be nominated by GHMC. The councillor shall be the chairperson of the WC. The GHMC Act, 1995 also mandates the formation of Area Sabhas (Section 8-B). Each ward is to be further divided into areas and each area would have an Area Sabha representative, who will be nominated by GHMC.

Each ward has ten WC members and ten Area Sabha representatives. The residents of the particular ward file nomination for the position of either the WC member or Area Sabha representative.

Reportedly, there are minimum qualifying criteria for them, including minimum educational qualifications and compulsory membership of the RWA or Mahila Samiti or Basti Committee etc.

Whereas according to the TMC Act, 1994, each WC is supposed to be comprised of no less than ten wards (Section 10). The members of these committees are to be the elected members i.e. councillors from the wards that each respective WC is representing. The Chairperson would be elected from and by the members for a period of one year and is eligible for re-election. The Commissioner can appoint officials from the Corporation to attend the WC meetings. These officials will have the right to participate in the meetings but will not be able to vote. The TMC Act, 1994 does not mention the participation of civil society members in the WCs, nor does it mention the formation of Area Sabhas.



Standing Committees

Section 93 of the GHMC Act, 1955 states that the Corporation is supposed to have a Standing Committee. The Act says that there are supposed to be 5 to 15 members from the Council who would be chosen by the councillors themselves for a term of one year. But on our visit to both GHMC and GWMC we found that the mayor selects the members, who like in the Act, have a term of one year. The Committee is mandated to meet once a week (Section 97 (a)). The Act does not state any specific work or topic that the Committee is to concern itself with.

The functions of the Standing Committee at GWMC are limited to sanctioning works. Reportedly, no policy level decisions are taken by the committee, which are reserved for the Council. According to the TMC Act, 1994 the Standing Committee at GWMC can sanction works contracts between ₹10 lakhs and ₹50 lakhs, while the Council sanctions works more than ₹50 lakhs (Section 12-A).

According to the GHMC Act, 1955, the Standing Committee can sanction works contract costing more than ₹2 crores but less than ₹3 crores (Section 124A), and this was confirmed being practised at GHMC. As per information from elected representatives, unlike GWMC, the GHMC Standing Committee also takes policy decisions such as promotions of officers and approval of land acquisitions. It reportedly approves the budget before it is forwarded to the Council and can make modifications to it.

Municipal Commissioner

According to the GHMC Act, 1955, the Commissioner is to be appointed by the Government (Section 104), though no term has been mentioned for the appointment. The Commissioner can be removed by a resolution by at least two-thirds of the corporators and by the Government.

Some of the powers and functions of the Commissioner are:

The Commissioner has the right to be present at and participate at Standing Committee meeting discussions, but can't vote or present any proposition (Section 97 (m)).

Produce documents, reports etc to the Corporation on being asked by it (Section 121).

Prepare the Annual Statement of the Corporation (Section 167)).

Additional, Special, Zonal, Joint, Assistant and Deputy Commissioner

The Government can appoint Additional, Special, Zonal, Joint, Assistant and Deputy Commissioners to the Corporation (GHMC Act, 1955, Section 105). These posts are described having the same functions and duties and no formal distinction between them has been provided in the GHMC Act, 1955. The Additional and Deputy Commissioners will be subordinate to the Commissioner, who will delegate powers and duties to them (Section 106).



| Administrative Departments at the GHMC | |
|------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Departments | Functions |
| Revenue | <ul style="list-style-type: none"> Collection of property tax Tendering spaces for advertisements Bus shelters |
| Town Planning | <ul style="list-style-type: none"> Issuing building approvals Enforcing the Master Plan Identification of slums |
| Urban Biodiversity | <ul style="list-style-type: none"> Development and management of parks and gardens Plantation drives Beautification of traffic islands, medians, and lakes |
| Veterinary | <ul style="list-style-type: none"> Running animal birth control centres Slaughter houses and regulation of meat shops |
| Enforcement, Vigilance and Disaster Management | <ul style="list-style-type: none"> Removal of Encroachment Demolition of violative buildings |
| Health | <ul style="list-style-type: none"> Solid Waste Management Fogging |
| Electrical | <ul style="list-style-type: none"> Installation and maintenance of street lights |
| Engineering | <ul style="list-style-type: none"> All GHMC civil works, including new developments and repairs |
| Urban Community Development | <ul style="list-style-type: none"> All GHMC social welfare work Coordination with MEPMA for national and state schemes |
| Fire Prevention | <ul style="list-style-type: none"> Issuing Fire NOCs |

| Administrative Departments at the GWMC | |
|----------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Departments | Functions |
| Town Planning | <ul style="list-style-type: none"> Issuing building approvals Enforcing the Master Plan Identification of slums |
| Public Health | <ul style="list-style-type: none"> Solid Waste Management Fogging Running animal birth control centres Slaughter houses and regulation of meat shops |
| Disaster Management | <ul style="list-style-type: none"> Removal of Encroachment Demolition of violative buildings |
| Engineering | <ul style="list-style-type: none"> All GWMC civil works, including new developments and repairs |
| Fire Wing | <ul style="list-style-type: none"> Used to issue Fire NOCs, not anymore. |
| Horticulture | <ul style="list-style-type: none"> Development and management of parks and gardens Plantation drives Beautification of traffic islands and medians |

Source: Primary Information from Field

| No | Functions listed in 12 th Schedule | Warangal | Hyderabad |
|-----|-------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1 | Urban Planning including town planning | Town Planning Section, Greater Warangal Municipal Corporation (GWMC), Kakatiya Urban Development Authority (KUDA), Disaster Management team (GWMC), Disaster Management Section | Town Planning Section, Greater Hyderabad Municipal Corporation (GHMC), Enforcement, Vigilance and Disaster Management Wing (GHMC), Hyderabad Metropolitan Development Authority (HMDA), Municipal Administration & Urban Development (MA&UD) |
| 2 | Regulation of land-use and construction of buildings | Town Planning Section (GWMC), Disaster Management team (GWMC), Directorate of Town and Country Planning, Administrative Staff College of India (ASCI), Kakatiya Urban Development Authority | Town Planning Section (GHMC), Vigilance and Disaster Management Wing (GHMC), Directorate of Town and Country Planning, Administrative Staff College of India |
| 3 | Planning for economic and social development | Mission for Elimination of Poverty in Municipal Areas | Urban Community Development (GHMC), Mission for Elimination of Poverty in Municipal Areas |
| 4 | Roads and bridges | Roads: Engineering Section (GWMC), Roads and Bridges Department, National Highway Authority of India, Panchayati Raj Bridges: National Highway Authority of India (NHAI), Engineering Section (GWMC) | Roads: Engineering Section (GHMC), Roads and Bridges Department, Hyderabad Road Development Corporation Ltd Bridges: HMDA |
| 5 | Water supply- domestic, industrial and commercial | Public Health & Municipal Engineering Department, Engineering Section (GWMC), Tax Section (GWMC) | Hyderabad Metro Water Supply and Sewerage Board |
| 6 a | Public health, sanitation, conservancy | Health Section (GWMC), District Medical Officer, Mahatma Gandhi Memorial Hospital, ASCI | Health Section (GHMC), Hyderabad Metro Water Supply and Sewerage Board |
| 6 b | Solid Waste Management | Health Section (GWMC) | Health Section (GHMC) |
| 7 | Fire services | Telangana State Disaster Response and Fire Services Department | Telangana State Disaster Response and Fire Services Department, Fire Prevention Wing (GHMC) |
| 8 | Urban forestry, protection of environment and ecology | Horticulture Section (GWMC) | Urban Bio Diversity (GHMC), Engineering Section (GHMC) |
| 9 | Safeguarding the interests of weaker sections society including the handicapped and mentally retarded | Mission for Elimination of Poverty in Municipal Areas | Urban Community Development (GHMC), Mission for Elimination of Poverty in Municipal Areas |

| No. | Functions listed in 12 th Schedule | Warangal | Hyderabad |
|------|-------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 10 | Slum improvement and upgradation | Town Planning Section (GWMC), Engineering Section (GWMC), Mission for Elimination of Poverty in Municipal Areas | Urban Community Development (GHMC), Mission for Elimination of Poverty in Municipal Areas |
| 11 | Urban poverty alleviation | Mission for Elimination of Poverty in Municipal Areas | Urban Community Development (GHMC), Mission for Elimination of Poverty in Municipal Areas |
| 12 | Provision of urban amenities and facilities- parks, gardens and playgrounds | Horticulture Section (GWMC), Engineering Section (GWMC), KUDA | Urban Biodiversity Section (GHMC), Engineering Section (GHMC) |
| 13 a | Promotion of cultural and aesthetic aspects | KUDA, Archeology Department, GWMC, Police Department | GHMC, Greater Hyderabad Heritage Committee |
| 13 b | Promotion of Education | Department of School Education, Department of Higher Education | Department of School Education, Department of Higher Education |
| 14 | Burials and burial grounds, cremations, cremation grounds and electric crematoriums | Engineering Section (GWMC) | Engineering Section (GHMC) |
| 15 | Cattle pounds, prevention of cruelty to animals | Health Section (GWMC) | Veterinary Section (GHMC), Forest Department, Animal Husbandry Department |
| 16 | Vital statistics including registration of births and deaths | GWMC | GHMC |
| 17 a | Public amenities including street lighting, parking lots and public conveniences | Street lights: Engineering Section (GWMC), Telangana State Northern Power Distribution Company Ltd Parking lots: MA&UD, GWMC Public Toilets: Health Section (GWMC) | Street lights: Engineering Section (GHMC), Electrical Section (GHMC), Telangana Southern Power Distribution Company Ltd Parking lots: MA&UD, GHMC Public Toilets: Health Section (GHMC) |
| 17 b | Bus Stops | Bus stops: Town Planning Section (GWMC), Telangana State Road Transport Corporation | Bus stops: Revenue Section (GHMC), Telangana State Road Transport Corporation |
| 18 | Regulation of slaughter houses and tanneries | Health Section (GWMC), Telangana State Pollution Control Board | Engineering Section (GHMC), Veterinary Section (GHMC) |



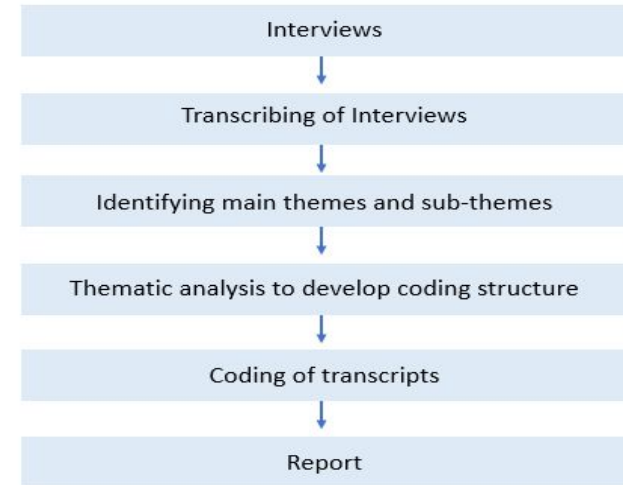
Objective

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

The interviews explore the following themes

1. Governance structures and service delivery;
2. Resources (staff, finance, and skills) available to the Municipal Corporation;
3. Municipal finance and citizen participation.

Analysis



Interviews

As a part of the study, FDR conducted 24 interviews (2 Legislators, 15 Councillors and 7 Executives) in Hyderabad in June-July 2019. The sample included city councillors and members of the Executive. The participants were representative of gender and political parties at the state and city level.

The analysis in the next section is based on a sample of participants.

- The interviews were qualitative and the figures indicate the number of people who highlighted a particular issue.
- The percentages shown in the analysis are not mutually exclusive. Participants could have given more than one of the answers.
- The solutions capture the reflections of different respondents, and are not indicative of FDR's or Praja Foundation's views.

The Interview Questionnaire for MLAs, Councillors and Executive have been added as Annexure.



| Elected Representative | Calculation | E.g. Warangal | E.g. Hyderabad |
|------------------------|------------------------------------------------------------------------------------------------|---------------|----------------|
| No. of MLAs | | 2 | 24 |
| No. of councillors | | 58 | 150 |
| 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) | 6 | 15 |
| | 3 Councillors per MLA approached (or 10% of Councillors whichever is greater) | 2 x 3 = 6 | 2 x 3 = 6 |
| Executives | 1 Executive per 3 Councillors or Minimum 3 | 3 | 5 |
| Total sample | | 11 | 22 |

- 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

STATUS

1. Mayor and Deputy Mayor are elected from amongst the elected councillors. Thus, they are indirectly elected (Section 90 of the Greater Hyderabad Municipal Corporation (GHMC) Act, 1955)
2. Elections of Mayor and Deputy Mayor are held on political basis with party affiliation.
3. Mayor plays a role of ceremonial head.
4. Mayor also represents a ward.
5. Tenure of Mayor is 5 years

If we look at major cities across the world, the city administration is centralized and the Mayor has more authority. However, in Hyderabad, this is not the case and this impacts the effectiveness of administration

Administration

Levers

Mayor

- Since the term of Mayor is 5 years; it is coterminous with the term of Office of the Municipal Corporation which gives stability.

General Body Meetings

- According to Section 88(c) of the GHMC Act, 1955, the Mayor has the responsibility of fixing the day, time and place of Corporation meetings.

Head of standing committee

- Mayor is the chairperson of the Standing Committee.
- Although the GHMC Act, 1955 does not give the Mayor the power to select the members of the Standing Committee, it is the Mayor who nominates the members

Barriers

Limited role

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

KEY TAKEAWAYS

- **Mayor is elected through indirect election.**
- **Tenure of 5 years for the Mayor which is coterminous with the term of the office of the Municipal Corporation gives stability.**
- **Mayor is the head of Standing Committee.**
- **Mayor does not hold any signatory authority and plays a role of ceremonial head.**

STATUS

1. There are total 150 wards in Hyderabad.
2. Each ward is represented by one councillor.
3. Councillors believe their role is to solve civic issues in their respective wards.
4. There is no Councillor Fund. They get funds from the General Budget and Member of Legislative Assembly Local Area Development Scheme (MLALADS)

People expect that all problems can be solved by us and simply demand solutions but they do not understand how administration works or the process works. Even if it's not in our hands or is not technically feasible, they demand answers from us

Councillor

KEY TAKEAWAYS

- **There are 150 Councillors - each representing one ward**
- **Limited availability of funds is a challenge for councillors**
- **There is no Councillor Fund**

Levers

Councillors

- 80% of the Councillors believe their primary role is to supervise service delivery and addresses citizen grievances and complaints.

Barriers

Councillor Fund

- Councillors were of an opinion that they should have a Councillor Fund on the lines of MPs and MLAs local area development (LAD) fund to address citizen concerns immediately instead of waiting for approvals.

There is no separate Councillor Fund. We have to ask the administration. It creates delays in solving problems as longer procedures are to be followed

Councillor

Councillor requires funds to take care of the basic problems. Example some breakage is there, roads have to be developed, some drainage system has to be made which would cost 2,3 lakh rupees we all are dependent on the commissioner to sanction the files

Councillor

Irregular General Body Meetings

- General Body Meetings are not regularly held. In the last 6 months, no General Body Meeting was held

Marginal role in budgeting process

- Councillors can only send concerned proposals for their wards to Mayor or through the standing committee or to Zonal Commissioners.

The Commissioner and the officials decide the budget and then, there is discussion. Zonal Commissioners decide the budget priorities for each zone. We give proposals and they sanction. We have to accept whatever they give

Councillor

State Projects

- 70% of the councillors felt that they were not consulted when state projects were sanctioned in their corporation.

STATUS

1. Standing committee has 15 councillors as members apart from Mayor and Deputy Mayor. The councillors are decided based on political understanding.
2. Standing committee meetings take place once in every month.
3. General body meetings have to take place once in every 3 months, which includes Zonal commissioners, Councillors and officials etc.
4. Section 8-A of the GHMC Act, 1955 mandates the setting up of Ward Committees for each ward.
5. Ward Committees and Area Sabhas have been set up
6. 'Mana Nagaram' (our city) programme is a platform for civil society participation in urban governance in Hyderabad
7. Citizen grievance redressal is robust and citizens register grievances through website, mobile app (My GHMC app)

There are various avenues for citizen participation including GHMC mobile app (which also won Digital India award), GHMC web portal, social media, helpline and petitions made to Commissioners

Administration

KEY TAKEAWAYS

- **Standing committee has been constituted and is functional.**
- **Ward committee is not active and there are no special committees formed.**
- **There are multiple citizen grievance redressal mechanisms**
- **Low awareness limits their effectiveness**

Levers

Multiple Grievance Redressal Mechanisms

- Mobile App, Prajavani, Phone Lines, Website, Social Media etc.

Mana Nagaram (Our City) Programme

- It is a kind of Town Hall Meeting, started in 2017, involving citizens, NGOs, Corporators, GHMC officials, water supply board, discoms etc. So far, four such programmes have been organized
- It ensures that stakeholders are involved in the development of the city
- Issues like modernization of drainages, traffic junction improvement, water supply, road network and beautification of colonies are taken up

Leveraging ICT in citizen participation

- GHMC app received the Digital India award.
- Councillors are using technology to improve citizen participation and service delivery. For example, many councillors are using WhatsApp groups which includes all local residents of a ward, officials, media and elected representatives.

Once colony people post a complaint in the WhatsApp group, concerned official will give proper response because the whole thing is under scanner and there is a fear that it might come in news paper or higher official may monitor

Councillor

Barriers

Ward committees and special committees

- Although ward committees were formed, they do not function actively on ground. GHMC Act provides for special committees whose sphere of business, powers and duties is delegated by the Corporation. No special committees have been constituted

We have a ward committee but meetings hardly take place

Councillor

Lack of awareness about online grievance redressal mechanisms

- Many people are not aware of the mobile apps and online platforms.

STATUS

- Hyderabad houses various parastatal bodies who perform overlapping functions with that of the Greater Hyderabad Municipal Corporation (GHMC) such as, Hyderabad Metropolitan Water Supply and Sewerage Board (HMWSSB), Hyderabad Metropolitan Development Authority (HMDA), Hyderabad Metro Rail Limited (HMRL), Hyderabad Road Development Corporation Limited (HRDCL), Musi River Front Development Corporation Limited (MRDCL) etc.

Whenever some big projects are there like flyovers or Strategic Road Development Plan work, we have a fortnightly or monthly convergence meetings. These are organised at our commissioner level

Administration

Coordination meetings involving all city agencies happen every month. Top officials meet over breakfast. Efforts have been made to build a platform but if something is institutionalized, it will be great.

Administration

KEY TAKEAWAYS

- Multiple parastatal agencies are involved in service delivery
- Coordination happens through convergence meetings but there is no institutionalized mechanism. Furthermore, it does not necessarily translate to efficient outcomes at the ground level

Barriers

Ineffectiveness of convergence meetings

- Most of the respondents said, communication between the agencies is good due to frequent meetings, but that does not transform into efficient service delivery at ground level.

I'll give you an example of lack of coordination between agencies. The footpath around KBR Park was laid 6 months back. Now it is all dug up by the transco department. That is a big crime, in terms of using public money, just because of lack of coordination. No individual is to be blamed. But we have not incorporated such institutional mechanisms in the system

Administration

Lack of nodal agency

- Hyderabad lacks a nodal agency that looks into provision of services leading to coordination issues among multiple agencies and inefficiency in service delivery.

In some of the other countries, the administration is centralized and Mayor has the authority. So, all local administration comes under him. Whereas in Hyderabad, GHMC is not as impactful or not as powerful as that. So, a lot of departments do throw challenges...we face some coordination issues

Administration

STATUS

1. The State Government sanctions the total number of staffs for the GHMC
2. Approval for recruitment of human resources to fill these positions is done by the State Govt.
3. A revised proposal on number of human resources required by the GHMC can be sent to the state government for approval as per necessity.
4. Human Resources available with GWMC are as follows.
 - Sanctioned strength : 9440
 - Present employees : 6277 (66%)
 - Vacant positions : 3163 (34%)
5. GHMC has less than 1 permanent employee per 1,000 population
6. Most of the workers at the lower-level (sanitation workers etc.) are hired on a contractual basis
7. The number of contracted/outsourced employees is 26,138

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

Councillor

KEY TAKEAWAYS

- **Many municipal staff positions are vacant.**
- **Majority of the staff lacks required skill sets and capacity.**
- **GHMC hires contract labours to fill the resource gap and skills gap to provide services.**
- **There are no provisions for regular trainings for municipal staff.**

Barriers

Shortage of municipal staff

- More than 70% respondents felt that GHMC has inadequate staff to carry out functions.
- Many staff positions remain unfilled in GHMC

GHMC is running only with 40-50% staff. There is shortage of sanitation workers. Assistant and Deputy Engineers who sanction our work are also less in number leading to delays. Recruitment of staff should happen through State Public Service Commission.

Councillor

Lack of skilled/trained staffs

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

It is a crisis-like situation. Due to vacancies and slow hiring, a Group I post such as that of Deputy Commissioner is filled by underqualified people (bill collectors, sanitary supervisors etc.) by way of promotion

Administration

Sanitation workers are very old (60+ years). We need to replace them with younger workforce

Councillor

Contractualization of work

- Lower-level positions (such as sanitation workers) are not on direct payroll of GHMC. They work on a contractual basis due to limited resources.

No provision of training of administrative staff

- Provisions for capacity building and training of administrative staff are absent.

Whenever there is opportunity, we recommend staff for training but a formal process is absent

Administration



STATUS

Budget

- Councillors present their views on the budget through the Standing Committee and in the General Body Meetings.
- Budget is approved through council before final approval from State Govt.
- According to budget estimates (BE) for year 2019-20, the GHMC budget size stands at ₹ 6,150 Crores. The overall budget which includes funds for 2 BHK scheme and Hyderabad Road Development Corporation Limited (HRDCL) is ₹ 11,538 Crores.
- The budget per capita is ₹9,136 (Population in 2011 = 6.7 million)

Revenue

- Property tax (90% of total tax revenue), fees for grant of building permit & trade license fee are the major sources of revenue for the GHMC.
- The GHMC is vested with the power to revise tax rates based on recommendations in the general body.

We send proposals to Mayor and the Standing Committee. They are taken into consideration while making the Budget.

Councillor

Levers

Financial Management

- GHMC is the first ULB in the state to use this accrual based double entry system of accounting by implementing National Municipal Accounting Manual. State of the art software system Oracle e-suit is deployed in all circles and zones of GHMC.

Municipal Bonds

- ₹495 cr was raised through issue of municipal bonds in between 2017-19

Autonomy to revise taxes

- The Corporation has autonomy to revise taxes. There is no need to get approval from State govt for tax revision

Barriers

Shortage of funds

- GHMC faces shortage of funds

Funds are a major issue as State government doesn't have enough surplus to spare for local bodies. Property tax revenue is used for almost all activities - maintenance, payment of salaries etc.

MLC

Participation

- 50% of the respondents explicitly mentioned that they were unable to participate in the budget process.

We are informed only after the budget is made and the different allocations are discussed with us.

Corporator

Efficacy of taxes

- Despite autonomy to revise taxes, revision is not done regularly
- There is under-assessment, under-valuation of property tax

KEY TAKEAWAYS

- **Budget is approved through the council before approval from state government**
- **The Corporation has the power to revise taxes**
- **Tax collection is below potential and not in tune with the rising expenditure**
- **Property tax, fees for grant of building permit and trade license are the major sources of revenue for the GHMC**
- **Municipal Bonds have been issued to raise money**



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

| Reform Areas | Hyderabad | Status in other cities |
|---------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Interviews Conducted | <ul style="list-style-type: none"> 24 interviews (1 MLA, 1 MLC, 15 Councillors (including Mayor), 4 Executives (including GHMC Commissioner) and 3 Technical) | <ul style="list-style-type: none"> Total 698 in 21 states including in Mumbai, Delhi, Kochi, Bhopal, Kolkata and Udaipur as of August 2019 |
| Governing Acts | <ul style="list-style-type: none"> Greater Hyderabad Municipal Corporation (GHMC) Act, 1955 and the Telangana Municipal Corporation (TMC) Act, 1994 | <ul style="list-style-type: none"> Different acts for different cities and states |
| Service Delivery | <ul style="list-style-type: none"> Parastatal agencies are also involved in service delivery. Ex - Water supply comes under Hyderabad Metro Water Supply and Sewerage Board; Urban Planning is undertaken by Hyderabad Metropolitan Development Authority | <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"> Per capita budget of Hyderabad is ₹ 9, 136 Property tax, fee for grant of building permit and trade license fee are the major sources of revenue Between 2017-19, additional money of ₹ 495 crore was raised through issue of Municipal Bonds | <p>Mumbai- Per capita budget of Mumbai is 21,982 rupees.</p> <ul style="list-style-type: none"> Mumbai has 72% of own sources of revenue to the total budget. Mumbai collects property tax efficiently. If the citizens fail to pay taxes, water supply services are cut off as penalty. |
| Mayoral System & key deliberative committees | <ul style="list-style-type: none"> The mayor and the deputy mayor are elected from amongst the elected councillors for a term of five years and they are elected by the councillors and the ex-officio members. The mayor has the responsibility of fixing the day, time and place of Corporation meetings (Section 88(c)). The mayor also serves as the chairperson of the Standing Committee. Standing Committee can sanction projects worth ₹ 2 crores - 3 crores | <ul style="list-style-type: none"> Kochi 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. Bhopal and Kolkata have Mayor in council system. Directly elected mayor in Bhopal and Mayor has financial powers can approve projects worth 5 crores. Right to recall of an elected mayor in Bhopal |



| Reform Areas | Hyderabad | Status in other cities |
|-------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Multiple Agencies | <ul style="list-style-type: none">• Convergence meetings take place once every month but it has not necessarily led to improvement of coordination among agencies.• Thus, presence of multiple agencies creates problems for efficient service delivery | <ul style="list-style-type: none">• Multiple agencies are creating problems for efficient service delivery in cities like Delhi, Bhopal, Patna and Lucknow.• Ahmedabad: Corporation can join with any local authority from time to time for forming a joint committee to handle any special subjects of the Corporation.• Kolkata : MIC conducts regular meetings with other agencies in order to have coordination. It acts as a coordinating agency. |
| Urban Reforms (smart city mission) | <ul style="list-style-type: none">• Hyderabad is not a Smart City | <ul style="list-style-type: none">• Udaipur: corporation has control over SPV. Mayor is vice-chairperson of SPV Board.• Coimbatore: Municipal Corporation has complete control over Coimbatore Smart City Ltd. with commissioner heading the SPV board.• Mangaluru: Commissioner, Mayor and 4 councillors are part of the SPV board. |
| Citizen participation | <ul style="list-style-type: none">• Ward committees and Area Sabhas are set up but are either non-functional or ineffective.• However, citizen grievance redressal mechanism is robust through use of both online (GHMC App, web portal etc.) and offline (representations to administrators, councillors) platforms (Mana Nagaram (Our City) programme, Prajavani etc.) | <ul style="list-style-type: none">• In Kochi, Ward Sabhas are conducted once in three months. People raise their issues and give proposals.• Lok Mangal Diwas held in Lucknow where grievances are noted and accordingly directed to concerned officials for solving issue and closing.• Similarly, In Coimbatore, Commissioner Grievance Day held once on every week. |



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

| Sr. No | Functions | Hyderabad | Kochi | Bhopal | Mumbai | Udaipur | Kolkata | Ranchi |
|--------|----------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------|
| 1 | Urban planning including town planning. | Town Planning Section (GHMC), Enforcement, Vigilance and Disaster Management Wing (GHMC), Hyderabad Metropolitan Development Authority, Municipal Administration & Urban Development | Town and Country Planning Office (TCPO). Kochi Municipal Corporation (KMC) has the ownership of the Masterplan but they don't design it. They enforce its regulations. They also don't have a Town Planner position on their rolls. | Town and Country Planning Office (TCPO); Development Authority: Capital Project Administration (Bhopal); Directorate of Urban Administration & Development (DUDA); Bhopal Municipal Corporation (BMC) | Mumbai Metropolitan Region Development Authority (MMRDA), Maharashtra Housing And Urban Development Authority (MHADA) and Maharashtra State Road Development Corp (MSRDC), Municipal Corporation of Greater Mumbai (MCGM)- Town Planning | Master plan prepared by Town and Country Planning (TCP) and implemented by Urban Improvement Trust (UIT) | Kolkata Municipal Corporation (KMC), West Bengal (WB) Govt. | RMC - Town Planning Section; Urban Development & Housing Dept. (UDHD), Ranchi Regional Development Authority (RADA) |
| 2 | Regulation of land-use and construction of buildings. | Town Planning Section (GHMC), Vigilance and Disaster Management Wing (GHMC) Directorate of Town and Country Planning, Administrative Staff College of India | TCPO. KMC has the power to sanction building plan approvals up to a limit. | TCPO; Committee for multi storeyed buildings; Development Authorities; MP Housing Board ; BMC | MCGM, MMRDA | UIT, Udaipur Municipal Corporation (UMC) | KMC, WB Govt. | RMC; Urban Development & Housing Dept. (UDHD), Ranchi Regional Development Authority (RADA) |
| 3 | Planning for economic and social development | Urban Community Development (GHMC), Mission for Elimination of Poverty in Municipal Areas | KMC; District Planning Committees; Ward Committees; | DUDA; BMC | MCGM, State Government | UIT and UMC | KMC, WB Govt. | RMC - NULM Cell, PMAY Cell; District General Administration |
| 4 | Roads and bridges. | Roads: Engineering Section (GHMC), Roads and Bridges Department, Hyderabad Road Development Corporation Ltd Bridges: HMDA | KMC. Roads and Bridges Development Corporation of Kerala (RBDCK) | Public Works Department (PWD); City governments; Traffic Police | Overseen by MCGM, MMRDA, MSRDC and Public Works Department (PWD) | UIT, UMC, Rajasthan State Road Development & Construction Corporation (RSRDCC) | KMC, WB Govt. | RMC; Road Construction Department (RCD); Centre: National Highway Authority of India (NHAI) |
| 5 | Water supply for domestic, industrial and commercial purposes | Hyderabad Metro Water Supply and Sewerage Board | Kerala Water Authority. | Water Dept.; BMC for O&M | MCGM | Public Health Engineering Department (PHED), Rajasthan Water Supply and Sewerage Management Board (RWSSMB) | KMC | RMC - Water Supply Cell; Drinking Water and Sanitation Department (DWSD) |

Legend

| | | |
|-------------------------|-------------------|---------------|
| City government control | Multiple agencies | State Control |
|-------------------------|-------------------|---------------|



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

| Sr. No | Functions | Hyderabad | Kochi | Bhopal | Mumbai | Udaipur | Kolkata | Ranchi |
|--------|-----------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------|---------------------------------------------------------------------|---------------------------------------------|-------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------|---------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 6 a | Public health and sanitation conservancy | Health Section (GHMC), Hyderabad Metro Water Supply and Sewerage Board | KMC; State health department | Public Health Engineering Department (PHED) | MCGM | PHED, UIT, UMC, State Govt. | KMC, WB Govt. | RMC: Health Sections; Jharkhand Urban Infrastructure Development Company Limited (JUIDCO) |
| 6 b | Solid waste management | GHMC | KMC | BMC | MCGM | UMC | KMC | RMC: Health Section |
| 7 | Fire services | Telangana State Disaster Response and Fire Services Department, Fire Prevention Wing (GHMC) | Kerala Fire and Rescue Services | BMC | MCGM | UMC | WB Govt. | Fire Services under Department of Home Jail and Disaster Management |
| 8 | Urban forestry, protection of the environment and promotion of ecological aspects. | Urban Bio Diversity (GHMC), Engineering Section (GHMC) | Forest and Wild life department. KMC (for beautification/greenery) | Forest Dept. and BMC; Biodiversity Board | Tree Authority under MCGM, Forest Department under State Government | UIT, UMC | WB Govt. | RMC: Horticulture Section; Forest Department, Jharkhand State Forest Development Corporation |
| 9 | Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded | Urban Community Development (GHMC), Mission for Elimination of Poverty in Municipal Areas | KMC; Local Self Government (LSG) Dept. | Dept. of Social Justice; BMC | MCGM, Overseen by Social justice and Special assistance department under State Government | UIT and UMC | KMC, WB Govt. | RMC: NULM Cell, PMAY Cell; Dept. of Food and Public Distribution, Labour Dept., UDHD, Department of Women, Child Development & Social Security, District General Administration |
| 10 | Slum improvement and upgradation | Urban Community Development (GHMC), Mission for Elimination of Poverty in Municipal Areas | KMC ; LSG Dept. | BMC; Slum Clearance Board was dissolved | Primarily done by Slum rehabilitation authority (SRA), MCGM, MHADA and MMRDA | UIT and UMC | KMC, WB Govt. | RMC: PMAY Cell ; UDHD |
| 11 | Urban poverty alleviation | Urban Community Development (GHMC), Mission for Elimination of Poverty in Municipal Areas | Kudumsree. KMC | BMC | MCGM and State government | Ministry of Urban Development , Ministry of Housing and Urban Poverty Alleviation, UMC | KMC, Wb Govt. | RMC: NULM Cell; UDHD, District General Administration |

Legend

| | | |
|-------------------------|-------------------|---------------|
| City government control | Multiple agencies | State Control |
|-------------------------|-------------------|---------------|



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

| Sr. No | Functions | Hyderabad | Kochi | Bhopal | Mumbai | Udaipur | Kolkata | Ranchi |
|--------|----------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------|--------------------------------------------------------------------------------------|----------------------------------------------------------------|------------------------------------------------------|----------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------|
| 12 | Provision of urban amenities and facilities such as parks, gardens, playgrounds | Urban Biodiversity Section (GHMC), Engineering Section (GHMC) | Kudumbe ree. City governm ent. | BMC | MCGM | UMC, UIT | KMC, WB Govt. | RMC: Engineering Section, Market Cell, AMRUT Cell; JUDHD, District Authorities; Centre: AMRUT |
| 13a | Promotion of cultural and aesthetic aspects. | GHMC, Greater Hyderabad Heritage Committee | KMC | Culture Dept.; BMC | MCGM and Overseen by Ministry of cultural affairs- Maharashtra | UMC, PWD | KMC, WB Govt | RMC |
| 13b | Promotion of education | State Education Department | State Education Department | State Education Department | BMC run schools | State Education Department , UMC implementing agency | KMC Schools and Department of School Education (State Government) Dept of Higher Education (State Government) | Dept. of Education |
| 14 | Burials and burial grounds; cremations, cremation grounds | Engineering Section (GHMC) | KMC | BMC | MCGM | UMC | KMC | RMC: Engineering Section |
| 15 | Cattle pounds; prevention of cruelty to animals | Veterinary Section (GHMC), Forest Department, Animal Husbandry Department | KMC | BMC, Animal Husbandry | MCGM | UMC | WB Govt. | RMC: Health Sections; Animal Husbandry & Fisheries Dept. |
| 16 | Vital statistics including registration of births and deaths. | GHMC | KMC | BMC | MCGM | UMC | KMC, WB Govt. | RMC: Birth and Death Registration Section; District Statistics Officer |
| 17 | Public amenities including street lighting, parking lots, bus stops and public conveniences. | Street lights: Engineering Section (GHMC), Electrical Section (GHMC), Telangana Southern Power Distribution Company Ltd, Parking lots: MA&UD, GHMC, Bus stops: Revenue Section (GHMC), TSRTC, Health Section (GHMC) | KMC | BMC, Ujjain City Transport Services Limited (UCTSL); Bhopal City Link Limited (BCLL) | Bombay Electric Supply and Transport (BEST) of MCGM | PWD, UMC | KMC, WB Govt. | RMC: Electrical Section, Market Cell, Swacch Bharat Mission Cell, Transport Cell |
| 18 | Regulation of slaughter houses and tanneries | Engineering Section (GHMC), Veterinary Section (GHMC) | KMC | Urban Development and Housing Department (UDHD); BMC; Pollution Control Board | MCGM | UMC | KMC | RMC: Health Section, Engineering Section; Jharkhand State Pollution Control Board, Health Department |

Legend

City government control

Multiple agencies

State Control



Organisational Setup and Service Delivery:

(Questions applicable for MLA as well)

I. Role

- a) How would you define your role as **Councillor** (changes depending on the respondent)?
- b) What would you say are your key responsibilities?
- c) What do the citizens see your responsibility as Councillor/MLA/Administrator?
- d) Are you a part of any statutory committee?
- e) What would you see your role as a member of the said committee?
- f) What are the challenges you face as being a member of the ruling/opposition party? *If in opposition, Is the corporation forum a hurdle or the approach of the bureaucracy?*

II. Service delivery

- a) Pick one service that you believe the municipal corporation has successfully delivered, and one where it has faced significant challenges.
- b) Why was the delivery of the **xx** service a success?
- c) What mechanism is working to make the service a success? (Probe whether it's the funding priority or the manpower efficiency)
- d) Pick one service that you believe the municipal corporation has faced significant challenges
- e) What challenges do you think the corporation faced and
- f) how did they overcome this to make it a success?

III. Monitoring

(Following Questions are not applicable for MLA's)

- a) How do you to monitor the delivery of schemes, raise issues, and hold the administration to account?
- b) (Did you raise questions in the house? Did you ask for a report? Raise issues at Ward Committee? do you make use of the Municipal Secretary department?)
- c) How do you monitor performance and track the progress of the issued raised? Do you receive reports (audits, data etc.), from the administration?
- d) What is the frequency of these reports?
A: Daily; B: Weekly; C: Monthly D: Quarterly; E: Biannually; F: Annually
- e) Do you use these reports to raise questions? Y/N
- f) How is your rapport with the administration?



IV. External agencies

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

v. Resources:

- a) Do you believe that the corporation has adequate resources in terms of manpower and tools to carry out delivery of services?
- b) Do you believe the municipal staff who work in your jurisdiction have the adequate skills to carry out their functions? (Very Poor/Poor/Average/Good/Very Good/Excellent)
- c) Do you think there is requirement for capacity building of corporation employees?
- d) Do you as a councillor have adequate resources in terms of the following to monitor the delivery of schemes, raise and understand issues, and hold the administration to account?
- e) Do you hire your own staff to support you in carrying out your responsibilities?
- f) If yes, how do you fund hiring your own staff? (Do you fund out of your own pocket (10,000 honorarium) or does the party fund it?)



VI. Municipal Finance:

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

VII. Citizen Participation

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



VIII. Evaluation of Municipal Government:

(Following Questions are applicable for MLA's)

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



Annexure 4: Interview Questionnaire for City Executive

I. Role

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

II. Service delivery

- a) Pick one service that you believe the municipal corporation has successfully delivered, and one where it has faced significant challenges.
- b) Why was the delivery of the *xx* service a success?
- c) What mechanism is working to make the service a success? (Probe whether it's the funding priority or the manpower efficiency)
- d) Pick one service that you believe the municipal corporation has faced significant challenges
- e) What challenges do you think the corporation faced and
- f) how did they overcome this to make it a success?

III. Monitoring

- a) How often do you share updates on the delivery of services with municipal councillors?
- b) Do councillors approach you for additional data or reports?
- c) How is your rapport with the councillors?



IV. External agencies:

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

V. Resources:

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



VI. Municipal Finance:

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

VII. Citizen Participation:

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

VIII. Evaluation:

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



Annexure 5: Operational Plan for Urban Governance Project

| | 2018 | | 2019 | | | | | | | | 2020 | | |
|-------------------|----------------------------------------------------------------------------------------------------|------------------------------------------------------------|------------------------------------------------------|---------------------------------------|--------------------------------------|----------------------------|------------------------------------|-------------------------------------------------|----------------------------------|----------------------------------------|-----------------------------------|------------------------------------------------------------------|-----------------------------------|
| | Aug - Sep | Oct - Dec | Jan - Mar | Apr - Jun | Jul | Aug | Sep | Oct | Nov | Dec | Jan | Feb | March |
| Research | Completed Delhi Maharashtra Kerala, MP, West Bengal Rajasthan, Gujarat Goa | Haryana Punjab Andhra Karnataka | Jharkhand, Odisha Manipur Sikkim Tripura | Tamil Nadu Telangana Bihar | Uttar Pradesh Chhattisgarh | | Himachal Pradesh Uttarakhand | Arunachal Pradesh Nagaland Mizoram | | | | | |
| Interviews | | Gujarat Goa Haryana Punjab Andhra Karnataka | Jharkhand, Odisha | Telangana | Patna | Tamil Nadu Chhattisgarh | Uttarakhand Himachal Pradesh | | | | | Manipur Tripura Sikkim Arunachal Nagaland Mizoram | |
| State | | | Rajas, Kerala, MP WB | Gujarat Goa Andhra Karnataka | Haryana Punjab | | Jharkhand, Odisha, Karnataka | Chhattisgarh Uttar Pradesh Andhra Pradesh | Telangana Tamil Nadu Bihar | Uttarakhan d Himachal Pradesh | | | |
| Regional | Completed 1 st Round Table in Apr | | | | | | | | | | 2 nd Round Table | | 3 rd Round Table |