Jana Urban Space Foundation (India)

A S I C S

ANNUAL SURVEY OF
INDIA'S CITY-SYSTEMS

JANAAGRAHA
Janaagraha Centre for Citizenship & Democrac

VOICE OF CITY GOVERNMENTS

A look into the views of India's city-leaders and
administrators on the challenges cities face today
and on how we can move towards a better future

About Janaagraha Centre for Citizenship and Democracy

Janaagraha Centre for Citizenship and Democracy (Janaagraha) is a Bengaluru based not-for-profit institution that is a part of the Jana group. Janaagraha's mission is to transform quality of life in India's cities and towns. It defines quality of life as comprising quality of infrastructure and services and quality of citizenship. To achieve its mission, Janaagraha works with citizens to catalyse active citizenship in city neighbourhoods and with governments to institute reforms to City-Systems. You can read more about Janaagraha at www.janaagraha.org

About Jana Urban Space Foundation

Jana Urban Space (Jana USP) is a Professional Services Social Enterprise (PSSE), delivering transformational, world-class work on the spatial dimension of India's cities. Jana USP has four inter-disciplinary Studios - Urban Planning Studio; Urban Design Studio; Spatial Mapping and Analytics Studio; and Architecture and Design Studio. The multiple studios reflect Jana USP's systems-driven approach to addressing urban Spatial challenges. Jana Urban Space is a not-for-profit entity. You can read more about Jana USP at www.janausp.org

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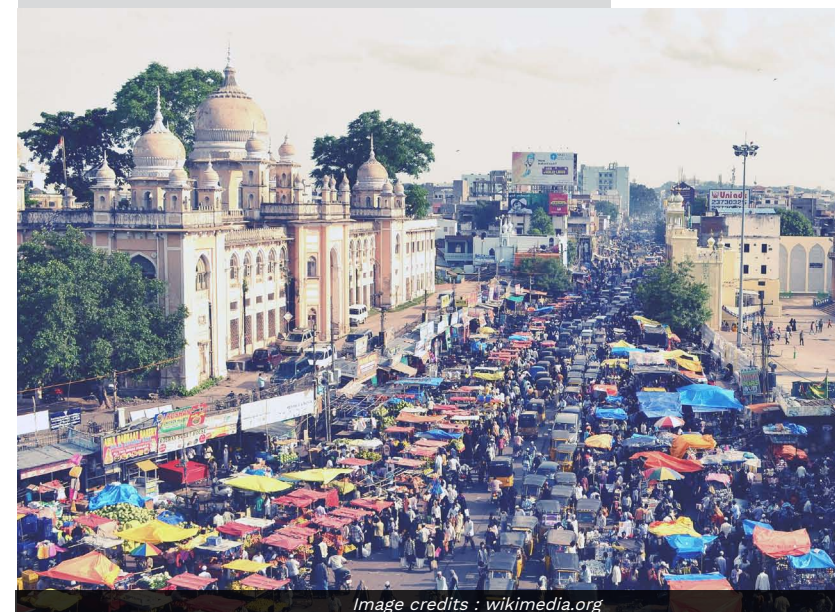
VOICE OF CITY GOVERNMENTS

Image credits : google map

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Introduction to the
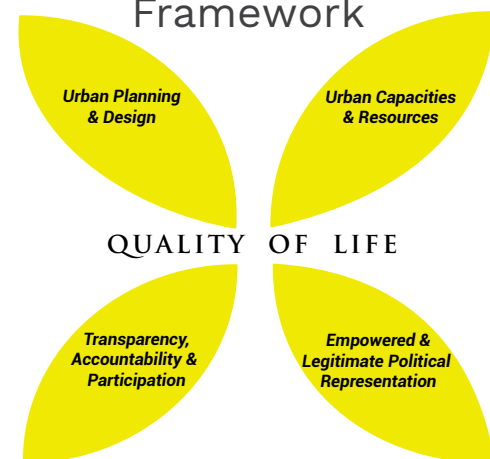# VOICE of City Governments Survey

The 'VOICE of City-Governments' survey is designed to help the reader better understand the perspectives of city administrators and elected representatives on the urban challenge; in essence, bringing forth their views on systemic issues plaguing urban India as well as the ways in which such challenges can be addressed.

It is designed to complement the Annual Survey of India's City-Systems (ASICS) report, one of India's flagship reports on urban governance, and bring forth a better view of how India's cities can be transformed for the better.

It is a matter of urgent importance that the Central Government takes immediate steps to improve the delivery of public services to our citizens. The best and most effective way to achieve this is through the devolution of power to democratically elected and empowered Mayors and panchayat heads. If we are to build smart cities, we need to provide a smarter and more accountable form of governance in them.

Dr Shashi Tharoor,
Hon'ble Member of Parliament, 16th Lok Sabha of India

India is in the midst of a huge transformation. Over the next 13 years, more than 200 million Indians will join the urban fold and by 2050. Even with the conservative definitions we have today, India will be more than 50% urban by then. There is ample evidence that India's cities today are under severe stress. Floods, pollution, traffic jams, garbage littered on streets etc. repeatedly find a mention in headlines and such quality-of-life issues constantly undermine the potential of our cities. India's cities, drivers of its economic growth and prosperity, need to be strengthened to not just welcome the millions looking to make them home but also to lead the fight against climate change and move the country towards a more sustainable future.

And to do so, we need to fix urban governance systems, which we at Janaagraha view through the City-Systems framework. The City-Systems framework comprises of four distinct but interconnected components that together form what we popularly refer to as urban governance.

The City-Systems Framework

Urban Planning & Design

Urban Capacities & Resources

QUALITY OF LIFE

Transparency, Accountability & Participation

Empowered & Legitimate Political Representation

The City-Systems framework is an approach to address the lingering challenges that plague our cities in three specific ways.

- Focuses on root causes rather than symptoms
- Recognizes the need for a systems approach
- Facilitates periodic measurement of progress

This theoretical framework forms the basis of one of India's flagship report on urban governance, titled Annual Survey of India's City-Systems (ASICS). The report assesses urban governance in 21 of India's largest cities using 83 objective parameters developed using the City-Systems framework; it surfaces deep-rooted systemic issues that result in the quality-of-life issues citizens face and helps city-leaders chart a reforms roadmap.

However, ASICS does not present us with the views of the people entrusted with governing urban India and shaping its policies. This is where the VOICE of City-Governments survey finds its place. The views that city-leaders hold have been formed over years of experience in urban administration and will add to and sometimes even differ with the picture that objective and quantifiable data on urban governance shows.

Accessing and understanding these, which objective studies such as ASICS often fail to capture adequately, will only add to the prevalent knowledge on City-Systems in India and help everyone involved in the transformation of urban India make better, more informed, decisions. We hope that the VOICE of City Governments survey, in its inaugural edition, begins a successful journey towards doing just that.

Image credits : etnworkshops

In its inaugural edition, the survey was able to solicit responses from 21 city-leaders from 8 states spread across the South, East, West and North-East of India. Those interviewed for the survey include MPs, Municipal Commissioners and Ex-Commissioners, MLAs and Mayors. The key findings of this inaugural survey, when read along with the insights that ASICS 2016 surfaced, are given below.
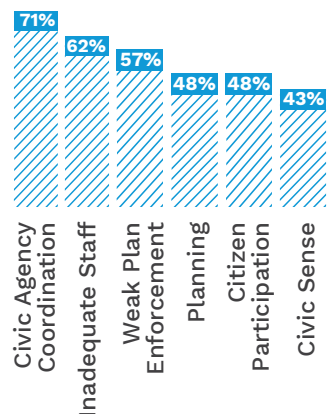
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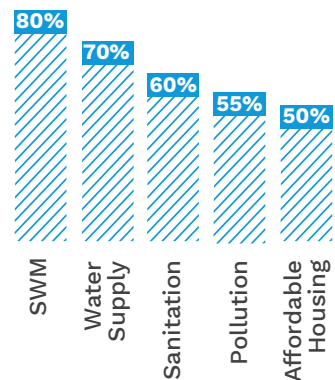
City-leaders perceive issues in Solid Waste Management (SWM), Water Supply, Sanitation, Pollution and Affordable Housing as the five major challenges that our cities face today and in the immediate future.

2

86%

There is overwhelming agreement on the fact that fixing the issues our cities face requires a 'systems' approach.

3

Systemic issues in 'Urban Planning' are believed to stymie efforts towards progress most; lack of adequate skilled staff and civic apathy also cited as key issues that prevent cities from providing high quality services and infrastructure.

4

80%

Reforms towards Citizen Participation in governance are looked at favourably by most city-leaders; over 80% agree that Participatory budgeting and Ward Committees/Area Sabhas will help our cities. On the flip-side, a significant proportion, (20% to 32%) does not view empowering mayors as a beneficial reform.

5

Power & Control

- are the two key factors why, despite 25 years of passing of the 74th CAA, State Governments are yet to devolve adequate funds, functions and functionaries to cities.

I think maybe, in my experience with the government, ULB have failed to deliver. At times, the government may also think that they cannot leave people at the mercy of the Nagar Nigams. I have witnessed this in Bihar too. Maybe that amount of trust is not there with the ULBs that they can deliver. Maybe it is a form of guardianship. Government is not willing to handover everything to the hands of the ULB. Maybe apprehension, maybe some kind of a fear, maybe lack of confidence which the government with the ULBs could be an important reason.

Nitish Mishra
MLA, Bihar

6

95%

Devolving more powers to ULBs over taxation and fees considered more important for the financial sustainability of cities instead of just increasing the amount of State and Central grants.

A large number of functions and responsibilities such as Waste Management, Street lighting, Drinking Water Supply, Health care, Child care, Housing infrastructure, Social Security pensions, Birth and Death Registration etc. are carried out by the City Corporation. But scarcity of funds is the major constraint for satisfying the growing needs of the Urban population.

Adv V K Prashanth
Mayor, Thiruvananthapuram Municipal Corporation

"The current system of taxation involves a high dependence of the Urban Local Bodies on the state and central government. The ULBs undergo what is known as the "Sandwich Effect" wherein it is caught between the state and central government and have to rely heavily on grants and funds. The ULBs get a share in the collections of the Goods & Services Tax (GST). The prosperous cities that generate immense economic output tend to lose out on such an arrangement. The returns given by the central and state government is not in tandem with the amount of output contributed by a big city like Pune. There should be a proper mechanism to help ULBs attain financial independence with the advent of GST as the ULBs have become more dependent on the levels of government above them."
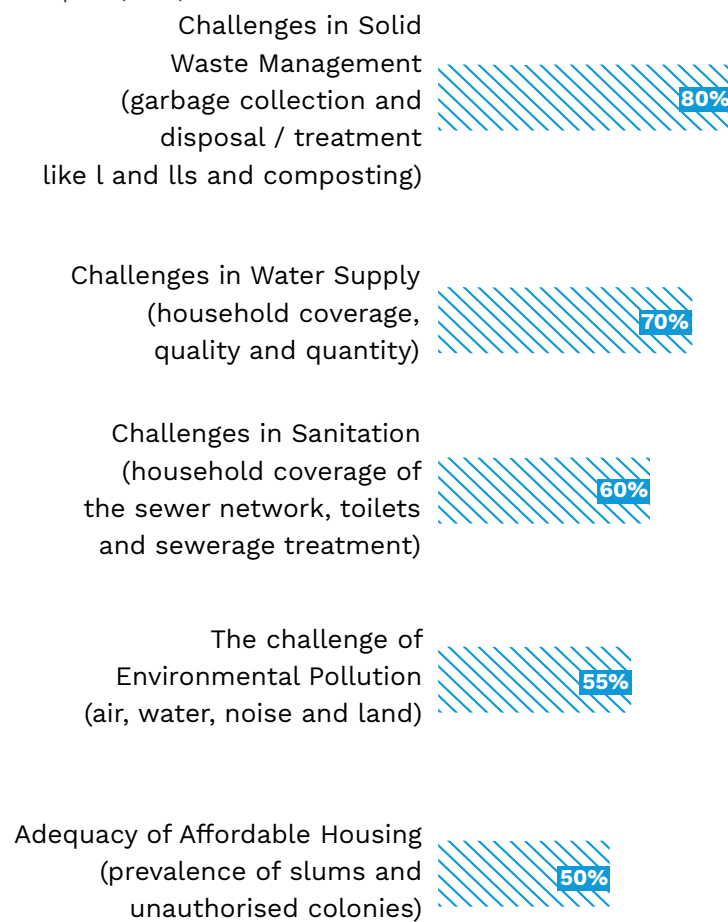
Kunal Kumar
Commissioner, Pune Municipal Corproation

Findings in detail

1

City-leaders perceive issues in Solid Waste Management, Water Supply, Sanitation, Pollution and Affordable Housing as the five major challenges that our cities face today and in the immediate future.

Graph 1 (n=21)

Challenge	%
Challenges in Solid Waste Management (garbage collection and disposal / treatment like l and lls and composting)	80%
Challenges in Water Supply (household coverage, quality and quantity)	70%
Challenges in Sanitation (household coverage of the sewer network, toilets and sewerage treatment)	60%
The challenge of Environmental Pollution (air, water, noise and land)	55%
Adequacy of Affordable Housing (prevalence of slums and unauthorised colonies)	50%

Responses received from city leaders clearly align with some of the key national urban priorities set by the central government.
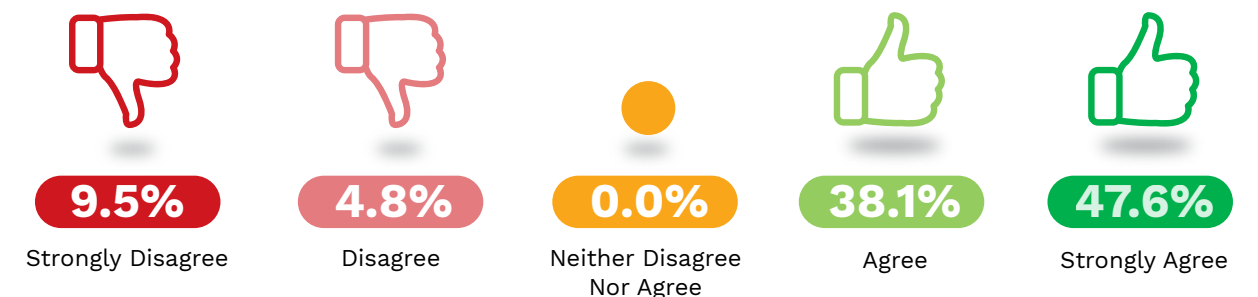
Swacch Bharath Mission-Urban (SBM-U) aims at making urban India free from open defecation and achieving 100% scientific management of municipal solid waste in 4,041 statutory towns in the country. The Smart Cities Mission (SCM) and Atal Mission for Rejuvenation and Urban Transformation (AMRUT) focus on infrastructure creation that has a direct link to provision of better services with respect to the priorities listed by city leaders. This invariably covers provision of water supply and sewerage among other services. Similarly, Pradhan Mantri Awas Yojana (PMAY) envisages a "Slum Free India" with inclusive and equitable cities in which every citizen has access to basic civic infrastructure and social amenities and decent shelter. India is yet to have central policy on urban environmental pollution but this aspect is covered in the efforts such as SBM-U, SCM and AMRUT. The Ministry of Environment has also launched National Air Quality index acknowledging the problem of continuously rising air pollution levels in the country.

It is interesting to note that, while there has been increasing noise over the challenges on urban mobility, the same did not figure among the top five quality of life challenges cited most by city-leaders. While respondents from bigger cities did identify mobility as a significant and immediate challenge, those from smaller cities did not. Challenges pertaining to health, education, safety and security were, similarly, not seen as among the top-5. Likewise, while there is growing recognition of the economic instrumentality of cities in terms of job creation and growth, only 25% of the respondents viewed it as one of the top five challenges faced by cities. Challenges in power supply, greenery and open spaces, preservation of culture and heritage received the least number of mentions in the survey.

The High-Powered Expert Committee report (HPEC) 2011, has captured the weak state of India's urban service delivery. According to the report, capital expenditure estimates for 2031 for solid waste management, water supply and sanitation put together amounts to 8,03,209 Crore. Affordable housing, another challenge identified by the respondents has implications over economy and equity of a city. Urban housing shortage in India, is estimated to be 19 million during the 12th Plan period with consequent increases resulting from increase in urbanization. The challenges of liveability are further exacerbated by the growing degradation of the urban environment. A recent report by Greenpeace claimed that not a single city in northern India meets the international air quality standards, with air pollution killing more than 1 million Indians each year and causing a 3% loss in the country's GDP.

2

There is overwhelming agreement on the fact that fixing the issues our cities face requires a 'systems' approach.

Graph 2 (n=21)

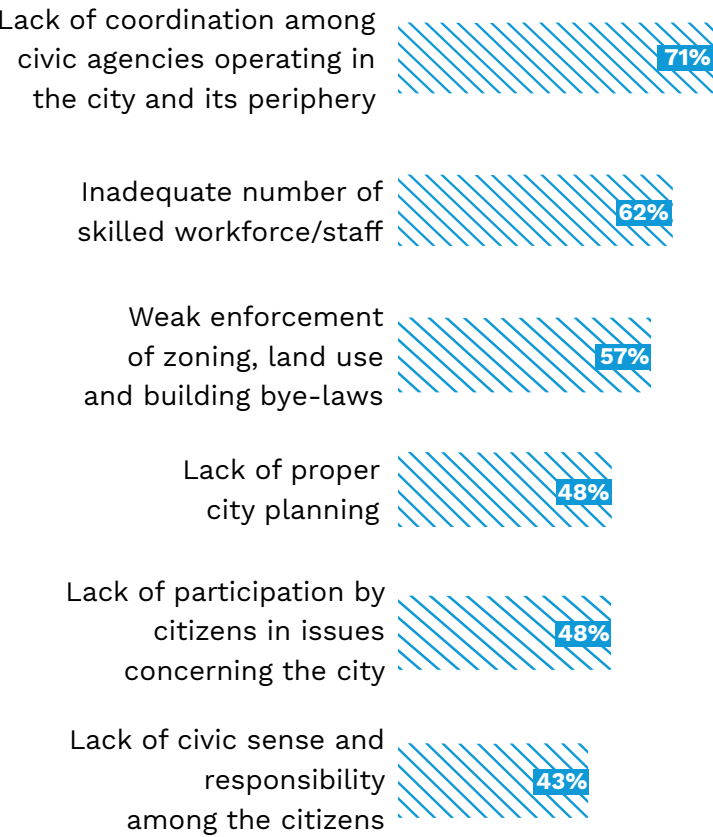| 9.5%	4.8%	0.0%	38.1%	47.6%
Strongly Disagree	Disagree	Neither Disagree Nor Agree	Agree	Strongly Agree

Eighty six percent of all city-leaders and administrators that have been spoken to, either agreed or strongly agreed with the statement "the only way to solve the issues that our cities face repeatedly, such as issues in solid waste management, water supply etc., is to reform our laws, policies, accountability mechanisms and service delivery institutions as well as facilitate citizen participation in governance". This is an encouraging finding given that we often see governments focusing mostly on 'symptomatic' fixes such as the recent ad-hoc filling of potholes in Bengaluru and an introduction of the odd-even scheme in Delhi, when faced with an issue. However, a question that this finding begs is why, despite city-leaders and administrators being aware of the need for a 'systems' approach in solving issues, city-governments react mostly in an ad-hoc manner, relying heavily on short-term and unsustainable solutions.

There are indications that this may be akin to a chicken-and-egg situation. It is well-known that that city-governments are resource-constrained, especially in human resources and capacities. Basic calculations using data from the 21 cities studied under ASICS suggests that there may be an average vacancy of 38% municipal staffing. This, along with a mismatch between capabilities and roles, may compel cities to spend significantly more resources on 'fire-fighting' activities such as fixing potholes, clearing storm-water drains etc., that also tend to capture most of the popular public discourse, instead of focusing on instituting systemic reforms that prevent the frequent occurrence of such issues. However, shortfalls in human resources and capacities is only one of the several 'systemic' deficiencies that prevent cities from consistently and sustainably delivering high-quality services and infrastructure to its citizens. The survey's next area of investigation was about other such factors.

Systemic issues in 'Urban Planning' are believed to stymie efforts towards progress most; lack of adequate skilled staff and civic apathy also cited as key issues

Graph 3 (n=21)

Lack of coordination among civic agencies operating in the city and its periphery — **71%**

Inadequate number of skilled workforce/staff — **62%**

Weak enforcement of zoning, land use and building bye-laws — **57%**

Lack of proper city planning — **48%**

Lack of participation by citizens in issues concerning the city — **48%**

Lack of civic sense and responsibility among the citizens — **43%**

City leaders were presented with a choice of 14 systemic issues that prevent a city from delivering high quality infrastructure and services. These are all issues that exist within laws, policies, institutions, accountability mechanisms and citizen participation mechanisms. The list was developed using Janaagraha's City-Systems framework, findings from several studies such as the ASICS report, recommendations of the 14th Finance Commission of India, NITI Aayog's 2015 study on the capacity building needs of ULBs as well as from Janaagraha's experiences in having worked with several city-governments and leaders over the last 15 years.

Out of the top-five issues that emerged, three are related to 'Urban Planning & Design' with the top-most cited issue being a lack of coordination between the myriad of civic agencies operating in city making (see Graph-3). The ASICS 2016 report also shows, just as its previous editions did, that out of the 4 City-Systems, it is Urban Planning and Design that is the weakest. City-leaders appear to be well aware of this. Examples of systemic weaknesses within planning include outdated Town and Country Planning Acts, most of which belong to the last century and a lack of adequate numbers of town planners (with India having only 1 for each 400,000 of our citizens compared with 48 in the US and 148 in the UK) .

The second most cited issue was that of not having adequate number of skilled staff. Information obtained using Right to Information (RTI) applications and other sources reveal how under-staffed India's cities are, especially when compared to the likes of London and New York; out of the 21 ASICS cities, Delhi has the highest number of municipal staff at 1,260 per lakh of its population but this pales in comparison with New York, which has just under 3,500 per lakh. On Average, the ASICS Cities have 600 municipal staff per lakh. Another well-known issue with municipal staffing is a lack of adequate numbers of managerial staff.

The third most cited issue is that of weak enforcement of plans and building bye-laws, an aspect that perhaps doesn't need much evidence given how rampant building and plan violations are on-ground. The fourth most-cited issue (two issues jointly holding this position as can be seen in Graph-3) were a lack of civic sense and public apathy. Six respondents, when presented with these options, indicated that there were other important issues not present in the shown list that they would like to state. These 'systemic' issues ranged from those of political devolution and quality of staffing, to 'a sheer lack of political will for city development.

Reforms towards Citizen Participation in governance are looked at favourably by most city-leaders; over 80% agree that Participatory budgeting and Ward Committees/Area Sabhas will help our cities. On the flip-side, a significant proportion does not view empowering mayors as a beneficial reform.

After soliciting views of city-leaders on 'systems' issues that render their cities unable to provide for their citizens in the best manner, their opinions on some key City-Systems reforms were sought. They were shown 14 key reform measures spread more or less equally across the four City-Systems and were asked to state whether each of the said reforms would benefit their city. Their responses have been tabulated in Table-1 below.

Table 1 (n=21 per row)

City-System	Key City-System Reforms	Yes	No	May-be	Can't Say
Urban Planning & Design	Amend Town & Country Planning Acts to mandate creation of city plans from the ward level up i.e. to be made up of local area and regional plans	57%	10%	29%	5%
	Enact policies, such as land titling that provides clear ownership rights, to help improve utilisation of land in cities	62%	5%	29%	5%
	Ensure citizen participation at all levels of city planning i.e. mandatorily taking citizen inputs into account while drawing up plans and then executing them	65%	5%	30%	0%
	Establish a coordination agency that ensures all civic agencies in a city and its outskirts make plans that t well together	52%	10%	38%	0%
Urban Capacities & Resources	Empower the Urban Local Body (ULB) with more freedom to raise money	80%	0%	15%	5%
	Create policies that help the ULB hire the best of talent directly from the private sector (instead of only through union and state service commissions)	43%	10%	48%	0%
	Mandate adoption of financial management best practices such as independent audit of accounts	67%	14%	19%	0%
	Mandate that a Municipal Commissioner has a minimum fixed tenure of 2 years to ensure continuity of administrative leadership	67%	10%	24%	0%
Empowered & Legitimate Political Representation	Devolve critical functions such as water supply and sewerage, town and country planning etc. to ULBs	62%	10%	29%	0%
	Empower Mayors with higher sanction limits and more powers over the ULB's staff and finances	42%	32%	16%	11%
	Have a directly elected Mayor with a fixed 5-year term	35%	20%	30%	15%
Transparency, Accountability & Participation	Constitute citizen participation platforms such as Ward Committees/ Area Sabhas to improve the government's decision-making process	86%	5%	10%	0%
	Introduce a participatory budgeting process where a proportion of the city's budget is allocated based on citizen inputs	81%	0%	19%	0%
	Create laws and policies that mandate timely disclosure of information on city administration (such as on public works, service level benchmarks etc.)	76%	5%	19%	0%

As can be seen in Table-1 above, reforms on citizen participation in governance (creation of Ward Committees and Area Sabhas, participatory budgeting), transparency in information regarding city administration and allowing ULBs to raise more money were looked at positively by most respondents (between 76% and 86% stating that such reforms would benefit their city). There is a growing recognition of the role of civic participation in solving the challenges that our cities face. An aware and engaged citizenry is fundamental to democratic and accountable governance. The survey reveals that city-leaders are also increasingly recognizing the value of civic participation with 86% saying 'yes' to constituting citizen participation platforms such as Area Sabhas and Ward Sabhas. 81% of the respondents said 'yes' to introducing participatory budgeting process where a proportion of the city's budget is allocated based on citizen inputs.

Some respondents took the stand favoring citizen participation with caution. "A comment on citizen participation would depend on how the process is worked out. I would say that citizens' input is essential, but the exact nature in which the input is received matters. You can't elect a directly-elected Mayor and then tie them down with citizen's inputs. A directly-elected Mayor must have the freedom to make their own decisions, policy preferences and judgements and administer accordingly. So, citizen's inputs within reason would be the answer.", said Dr Shashi Tharoor, Honorable Member of Parliament.

5 Power and Control are the two key factors why, despite 25 years of passing of the 74th CAA, State Governments are yet to devolve adequate funds, functions and functionaries to cities.

As is evident in Table-1, the reforms that were looked unfavourably by most include fixing a 5-year mayoral term, empowering mayors with more power over the ULB's staff and finances and allowing ULBs lateral hiring from the private sector (with only between 35% and 43% stating that such reforms will help cities). Empowering mayors and city councils, arguably a pre-requisite for strengthening cities in a democracy, has traditionally been an area that has seen no reforms in India. This survey asked respondents why they supported, or didn't, a five-year term for mayors along with holding direct elections for the post. Those who favoured having a directly elected mayor said that such a system would bring in better quality candidates into the system and also that this might improve accountability. However, a pertinent point made on the issue was that of empowerment, essentially stating that direct elections must be accompanied by increased mayoral empowerment for it to truly benefit cities. One of the respondents stated *"If the Mayor is elected by the people then it is important that the Mayor be given substantial authority to carry out to articulate the visions of people's aspirations"*. This point was also alluded by another respondent who was not in favour of the reform; the respondent stated *"In the current political scenario in India, it does not matter career-wise, for any politician, post of Mayor is just a step to be able to get a ticket for MLA/MP election. Since local bodies are not sufficiently empowered, Mayorship is not coveted. It is just a promotional venue for political approach. If local bodies are sufficiently empowered, then only Mayor will become more important than an MLA or MP".*

Other respondents who were not in favour of the reform cited potential issues in co-operation by Councilors and democratic decision-making. They said that such a system might lead to a dead-lock in councils with a different party being in the majority in the council and the member of a different political party being a mayor and one stated *"The person may not represent complex realities of democratic Indian society"*.

These answers, also appeared to be closely linked with the low levels of empowerment of India's ULBs. More than two decades have passed since the passing of the 74th Constitutional Amendment Act (74th CAA) that brought to life, urban local self-governance but State Governments have not yet devolved funds, functions or functionaries in a manner that reflects the spirit of the 74th CAA. As a result, ULBs today are merely glorified service providers instead of local governments. The survey asked respondents why State Governments hadn't devolved critical functions, such as water supply and city-planning to ULBs. The answers, on why this hadn't happened yet, can be bucketed into two major themes – 1) issues in efficiency, resources and ability of ULBs, 2) equations of political power and control with the latter being more prominent.

Dr. Shashi Tharoor, Hon'ble Member of Parliament, one of the respondents in this study stated, "I think this is entirely a question of the administrative and political convenience of the state government. I think they feel that they have power over local governments and they refuse to let go of something they can control. The time has come for us to completely rethink the structure of our system so that our Mayors are actually people with genuine authority, including budgetary authority, and serious ability to do useful work. Right now a Mayor is a glorified Chairman of the Municipal Council, which itself has no power."

On the perceived lack of ability of ULBs, one respondent stated "I think maybe, in my experience with the government, ULBs have failed to deliver. At times, the government may also think that they can't leave people at the mercy of the Nagar Nigams. Maybe that the amount of trust is not there with the ULBs that they can deliver. Maybe it's a form of guardianship. Government is not willing to handover everything to the hands of the ULB".

6 Devolving more powers to ULBs over taxation and fees is considered more important for the financial sustainability of cities instead of merely increasing the amount of State and Central grants.

India's ULBs are starved of funds and depend heavily on State and Central Government grants. This affects their autonomy, as such grants are often tied to projects or outcomes that may not be aligned with the interests or priorities of the city. The 21 cities studied under ASICS generate only, on average, 36.7% of their own revenues. Financial devolution remains an unfinished agenda. Given this scenario, our survey asked respondents if ULBs should be provided more funds by State Governments, or if they should be devolved more powers over taxation. All but one respondents agreed that ULBs should be given more powers over taxation and fees but some of them did so with a rider, that any such devolution has to be considered and based on a just formula that takes into consideration population of the city and the principle of social justice/redistribution.

When asked why such powers should be devolved, most respondents ended up citing the fact that ULBs today, are heavily reliant on state governments and that itself is reason for increased devolution. Some respondents, however, did elaborate on the advantages of financial devolution by stating "ULBs should be given more powers over taxation and fees because they understand their needs better. In fact, if they have to deliver, if they have to perform, they can't be dependent on the state government for budget and financials. You know that if I am going to be there, this much I have generated, this is what I am going to do, uncertainty won't be there and plus this will also improve ULBs efficiency – to collect the taxes and also to deliver".

An allied question asked in the survey had to do with the outsourcing of property tax and user fee collection and whether doing so would benefit a city's finances. To this, 33% of the respondents said yes, that it will benefit cities while a majority, 48%, said that it may or may not do so. A common theme among these sets of respondents was that of 'accountability'; most either alluded to or directly said that such outsourcing should be accompanied by strengthening, monitoring of agencies and ensuring their accountability. Interestingly, one respondent said that such a move would not benefit as accountability is often lacking in such systems.

The survey, conducted between the months of September and November 2017, used a mix of telephonic interviews and self-administered questionnaires for data collection. The instrument itself, attached at the end of this section, was developed using Janaagraha's City-Systems framework, findings from ASICS reports over the years, and various other reports and studies listed later in this section. This study was executed in three-stages:

- Desktop Stage – This included developing the survey instrument, conducting pilots with respondents, and developing a database of respondents (Mayors, Municipal Commissioners, MLAs, MPs and others)
- Data Collection Stage – This included sending out postal mailers with self-administered questionnaires, e-mailers with soft-copies of the self-administered questionnaires, appointment requests for telephonic or face-to-face interviews followed by conducting actual interviews and receipt of completed questionnaires. At this stage, over 500 eligible respondents were contacted with requests for an interview or for filling the self-administered instrument.
- Report Generation Stage – This included analyzing responses, incorporating ASICS insights and report writing.

The three stages combined lasted between August & December 2017 and saw 21 successful interviews.

Other Studies and Reports Referred to
- Annual Survey of India's City Systems (ASICS) report 2013, 2014, 2015, 2016 , Janaagraha
- A Study to Qualitatively Assess the Capacity Building Needs of Urban Local Bodies, NITI Aayog.
- India's Urban Awakening; Building Inclusive Cities, Sustaining Economic Growth, 2010, McKinsey Global Institute
- Report on Indian Urban Infrastructure and Services, 2011, The High Powered Expert Committee (HPEC) for Estimating the Investment Requirements for Urban Infrastructure Services (HPEC)

The self-administered survey instrument

MAIN QUESTIONNAIRE

Q1. Listed below are some of the key challenges facing our cities. Please tick the top **FIVE** challenges that your city either faces today or is likely to face in the next 5 years.

Sr. No	Challenges affecting cities	Tick any 5 below
1	Challenges in Water Supply *(household coverage, quality and quantity)*	⬭
2	Challenges in Sanitation *(household coverage of the sewer network, toilets and sewerage treatment)*	⬭
3	Challenges in Solid Waste Management *(garbage collection and disposal/treatment like landfills and composting)*	⬭
4	Challenges in Public Transport and Mobility *(coverage of bus and train/metro networks, quality of roads, traffic congestion etc.)*	⬭
5	Challenges in Safety and Security *(increasing crime rates, quality of fire safety response etc.)*	⬭
6	The challenge of Environmental Pollution *(air, water, noise and land)*	⬭
7	Challenges in Power Supply *(household coverage, uninterrupted supply etc.)*	⬭
8	Adequacy of Affordable Housing *(prevalence of slums and unauthorised colonies)*	⬭
9	Challenges in Education *(availability, affordability and quality of schools and teachers etc.)*	⬭
10	Challenges in Healthcare *(systems for disease prevention as well as availability, affordability and quality of hospitals and its staff)*	⬭
11	The challenge of creating adequate Employment Opportunities	⬭
12	Challenges in Social Inclusiveness and Cohesiveness	⬭
13	Adequacy of Greenery and Recreational Spaces *(tree cover, parks and playgrounds etc.)*	⬭
14	Challenges in the preservation of Culture and Heritage	⬭
15	Others 1 *(type/write here)*..	⬭
16	Others 2 *(type/write here)*..	⬭

Q2. How strongly do you agree or disagree with the following statement?

The **ONLY** way to solve the issues that our cities face repeatedly, such as those described in the question above, is to reform our laws, policies, accountability mechanisms and service delivery institutions as well as facilitate citizen participation in governance.

Strongly disagree	Somewhat disagree	Neither disagree nor agree	Somewhat agree	Strongly agree
⬭	⬭	⬭	⬭	⬭

Q1. Given below are some **systemic issues** that prevent any city from addressing its challenges and providing its citizens high quality services and infrastructure. Please tell us which **FIVE** affect your city the most?

	Sr. No	Issues preventing your city from providing high quality services and infrastructure	Tick any 5 below
City Planning	1	Lack of coordination among civic agencies operating in the city and its periphery	☐
	2	Lack of proper city planning	☐
	3	Weak enforcement of zoning, land use and building bye-laws	☐
City Finances and Human Resources	4	Inadequate financial resources	☐
	5	Lack of accountability on usage of funds to meet desired levels of citizen service	☐
	6	Inadequate number of skilled workforce/staff	☐
	7	Inadequate use of information technology for city administration	☐
City's Leadership	8	Lack of powers available to the Mayor and City Council (with respect to sanction limits, framing rules and laws, powers over staffing etc.)	☐
	9	Lack of a directly elected Mayor	☐
	10	Lack of a 5-year term for the Mayor	☐
City's Transparency, Accountability and Citizen Participation	11	Lack of a formal platform for citizen participation and engagement	☐
	12	Inadequate disclosure of information and data regarding the city's administration	☐
	13	Lack of participation by citizens in issues concerning the city	☐
	14	Lack of civic sense and responsibility among the citizens	☐

Are there any other key systemic issues preventing your city from providing high quality services and infrastructure?

Others (type/write here)

1. ....
   ....
2. ....
   ....
3. ....
   ....

Q2. Listed below are key City-Systems i.e. urban governance reforms to address some of the root causes that affect quality of life in our cities. Do you think your city will benefit from the following reforms? (Tick one box on each row)

Sr. No	Reform Options	Yes	Maybe	No	Can't Say
City Planning					
1	Amend Town & Country Planning Acts to mandate creation of city plans from the ward level up i.e. to be made up of local area and regional plans	☐	☐	☐	☐
2	Enact policies, such as land titling that provides clear ownership rights, to help improve utilisation of land in cities	☐	☐	☐	☐
3	Ensure citizen participation at all levels of city planning i.e. mandatorily taking citizen inputs into account while drawing up plans and then executing them	☐	☐	☐	☐
4	Establish a coordination agency that ensures all civic agencies in a city and its outskirts make plans that fit well together	☐	☐	☐	☐
5	Any others that will benefit the city *(type/write here)*..				
City Finances and Human Resources					
6	Empower the Urban Local Body (ULB) with more freedom to raise money	☐	☐	☐	☐
7	Create policies that help the ULB hire the best of talent directly from the private sector (instead of only through union and state service commissions)	☐	☐	☐	☐
8	Mandate adoption of financial management best practices such as independent audit of accounts	☐	☐	☐	☐
9	Mandate that a Municipal Commissioner has a minimum fixed tenure of 2 years to ensure continuity of administrative leadership	☐	☐	☐	☐
10	Any others that will benefit the city *(type/write here)*..				
City's Leadership					
11	Devolve critical functions such as water supply and sewerage, town and country planning etc. to ULBs	☐	☐	☐	☐
12	Empower Mayors with higher sanction limits and more powers over the ULB's staff and finances	☐	☐	☐	☐
13	Have a directly elected Mayor with a fixed 5-year term	☐	☐	☐	☐
14	Any others that will benefit the city *(type/write here)*..				
City's Transparency, Accountability and Citizen Participation					
15	Constitute citizen participation platforms such as Ward Committees/Area Sabhas to improve the government's decision-making process	☐	☐	☐	☐
16	Introduce a participatory budgeting process where a proportion of the city's budget is allocated based on citizen inputs	☐	☐	☐	☐
17	Create laws and policies that mandate timely disclosure of information on city administration (such as on public works, service level benchmarks etc.)	☐	☐	☐	☐
18	Others (type/write here)..				

Q1. As you may be aware, state governments have not yet devolved critical functions such as water supply, city planning etc. to Urban Local Bodies (ULBs). Why do you think this is so?

Q2. Do you think the reforms mentioned below will benefit your city?
(tick yes or no for **EACH** of the options below)

Having a directly elected Mayor (direct election by citizens)	◯ Yes / ◯ No

Why do you say so?

Having a Mayoral tenure of at least 5 years or till the dissolution of the City Council	◯ Yes / ◯ No

Why do you say so?

Q3. Which one of the following suggestions is **MORE** important for the long term financial sustainability of your city? (tick **ANY ONE** box)

ULBs should be given more powers over taxation and fees	◯
States should provide more funds to ULBs	◯

Why do you say so?

Q4. Do you think that outsourcing of activities such as property tax collection and user fee collection will help improve your city's finances? (tick **ANY ONE** box below)

Yes	Maybe	No	Don't Know
◯	◯	◯	◯

Why do you say so?

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