

# MUNICIPAL PERFORMANCE INDEX

2020





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### Message

India's developmental journey is strongly linked to the governance improvements that have been made over time. Municipalities or Urban Local Bodies play a vital role in determining development outcomes in our cities. The growth of Indian cities, thus, is greatly dependent on the capacity and efficiency of their municipalities.

The idea of improving municipal governance has been central to the approach of the Central Government. The Swachh Survekshan surveys were launched to enhance cleanliness at the municipal level. The Ease of Living Index and the ClimateSmart Cities Index are similar initiatives aimed at providing data-driven insights for city improvement.

Along similar lines, I am pleased to launch the Municipal Performance Index to capture the state of municipal governance across Indian cities. Assessment of the performance of Urban Local Bodies is the way forward to bringing efficiency in their functioning along with transparency and accountability.

This Index confers a data-driven approach to verticals that facilitate urban governance in municipalities across India and assist local government authorities, policymakers and urban planners and practitioners in identifying and tackling gaps in development measures thus driving cities towards better socio-economic outcomes.

I would like to congratulate the Smart Cities Mission, Ministry of Housing and Urban Affairs and other partners involved in the preparation of the Index. I hope that these findings can help facilitate efficient local governance and management of urban India.

  
(Hardeep S Puri)

New Delhi  
01 March 2021







दुर्गा शंकर मिश्र  
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#### **MESSAGE**

As nations develop, cities play a key role in opening pathways to achieve sustained economic growth. In this context, the rise of Indian cities presents immense potential to tap into higher potential of development & transformation over time. More importantly, the governance structures of these cities define how these opportunities could be unlocked.

In its quest to achieve urban development, the Government of India has initiated several programmes that not only catalyse economic progress but seek to improve the quality of life of the people. The initiatives launched include Deen Dayal Yojana- National Urban Livelihood Mission (DAY-NULM), Pradhan Mantri Awas Yojana-Urban (PMAY-U), Swachh Bharat Mission – Urban (SBM-U), Atal Mission for Rejuvenation and Urban Transformation (AMRUT), Smart Cities Mission (SCM) and Schemes/Projects for Urban Transport. These programmes span across the country, confronting challenges from poverty alleviation to access to various civic infrastructure that makes urban areas conducive to achieve ones potential.

As an accompaniment to the Ease of Living Index-2020, the Municipal Performance Index (MPI) provides a granular understanding of the functioning of the urban local bodies. On the one hand Ease of Living Index focuses on assessing ease of liveability based on outcomes, Municipal Performance Index emphasises elements that act as inputs and condition those end results.

The assessment process would help identify existing gaps in local service delivery and governance structures. It would discern best practices and promote peer learning and healthy competition among municipal bodies. Most significant feature of the index is to provide more clarity to the citizens and promote transparency and accountability in the local governance practices.

This report would not come to fruition without the efforts of numerous people. I acknowledge the efforts of team Smart Cities Mission, Institute for Competitiveness, India Smart Cities Fellows, Karvy Data Management Services and their supporting partners for their valuable insights that have shaped this index.

I hope this Index will motivate our Municipal Bodies to improve their outputs on different civic/governance infrastructure to serve their citizens better. Any suggestions to improve this Index is welcome.

**(Durga Shanker Mishra)**

New Delhi  
26<sup>th</sup> February, 2021

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### MESSAGE

Over the last few years, the Government of India and the Ministry of Housing and Urban Affairs have led several efforts to provide a better quality of life for citizens. These efforts have materialized through various programs in sectors such as health, education, livelihoods, and infrastructure. With cities acting as engines of growth, the Ministry of Housing and Urban Affairs has undertaken several initiatives that include the Swachh Bharat Mission (SBM-U), Pradhan Mantri Awas Yojana (PMAY-U), Deen Dayal Antyodaya Yojana-National Urban Livelihood Mission (DAY-NULM), Atal Mission for Rejuvenation and Urban Transformation (AMRUT), Smart Cities Mission (SCM).

These programs align with India's commitment to **Sustainable Development Goals**. Achieving SDG targets at the city level will be paramount in fulfilling India's targets. It goes without saying that local governments will play a central role in this endeavour.

Focusing on urban development has become critical, and it has made the role of local governments more important than ever before. **The 74<sup>th</sup> Amendment Act, 1992** gave urban local bodies the status of the third-tier of government. Various functions under the 12<sup>th</sup> Schedule still do not lie under their purview because of Municipal Laws in practice in the States. It, therefore, becomes critical to decode the roles, responsibilities, and extent of power that the local municipal bodies wield.

The key enablers that influence the performance of urban local bodies can be broadly classified into five verticals- **Services, Finance, Planning, Technology, and Governance**. These are the pillars based on which the **Municipal Performance Index** has been framed. The index aims to cultivate informed policy decisions based on performance evaluation of municipalities, which would, in turn, accelerate successful development outcomes, especially pertaining to the Sustainable Development Goals.

The Municipal Performance Index essentially examines how well a municipal body is functioning in respect of service delivery, financial management, efficiency of planning, the adoption of technology and governance practices.

Learnings from the index will help improve urban development efforts by guiding evidence-based policymaking at the local level and creating healthy competition between municipal bodies across the country. The Index will empower citizens by transparent disclosure of information regarding their Municipal Corporations in comparison with other Municipal bodies in the country.

(KUNAL KUMAR)

New Delhi  
01<sup>st</sup> March, 2021







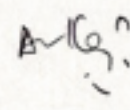
Amit Kapoor |  
Honorary Chairman

India's population demography has witnessed a marked shift from a predominantly rural population to an increasing urban population. Studies have revealed that 17 of the 20 fastest-growing cities between 2019-2035 globally will belong to India. These urban agglomerations will contribute immensely to economic development in the country. However, the rise in urban agglomerations simultaneously brings forth tremendous scope for growth and impending challenges.

The initiatives launched by the Government of India has made commendable efforts in transforming the country's urban agglomerations. They aim to improve the quality of life of the people and boost the development process. The Ease of Living Index was developed in 2018 to evaluate the ease of living conditions in India's cities. The second edition has incorporated learnings from the initial index and strengthened the framework. The evaluation process has been divided into two distinct indices: the Ease of Living Index 2020 and the Municipal Performance Index 2020. While the former examines the ease of liveability in India based on the outcome of the indicators selected for measuring city performance, the Municipal Index seeks to analyse the factors that defined those outcomes.

After extensive deliberations and insights from experts, the framework to measure the performance of 111 municipalities was devised. The Verticals comprising of, Services, Finance, Planning, Technology, and Governance, further expanding across 100 indicators under 20 sectors, was implemented. The index would also provide a simplified understanding of the functions, and performance of local administration to the citizens, and other vital stakeholders, invoking transparency and accountability as characterised in a true Democracy.

I am deeply grateful to the Ministry of Housing and Urban Affairs for giving this opportunity to Institute for Competitiveness to develop and analyse the first Municipal Performance Index in India.

  
1/3/2021  
(Amit Kapoor)







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### **Technology**

- Digital Governance
- Digital Access
- Digital Literacy

### **Planning**

- Plan Preparation
- Plan Implementation
- Plan Enforcement

### **Governance**

- Transparency & Accountability
- Human Resources
- Participation
- Effectiveness

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- Significant variance has been observed across verticals
- Urban Planning remains a critical point for most Municipalities
- Index scores reflect the persisting regional disparity
- Financial performance is interlinked with Governance and Service delivery
- Effective decentralisation is yet to be realised
- Ease of Living Index and Municipal Performance Index scores are positively correlated
- Interlinkages between Services and Quality of Life
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# Preface

As India continues to urbanize at an exponential pace, the Government of India (GoI) has also responded to this phenomenon with a myriad of interventions. Some of the flagship programmes currently in operation are the Swachh Bharat Mission-Urban (SBM-U), Smart Cities Mission, Atal Mission for Rejuvenation and Urban Transformation (AMRUT), Pradhan Mantri Awas Yojana-Urban (PMAY-U), Deen Dayal Antyodaya Yojana-National Urban Livelihood Mission (DAY-NULM) and Heritage City Development and Augmentation Yojana (HRIDAY).

To assess the impact of these programmes, India had launched its first-ever Ease of Living (EoL) Index in 2018. With an aim to empower cities to use evidence-based planning and ensure a better quality of life for its citizens, the index measured the development indicators in 111 cities. In the latest edition of the EoL index, the framework for assessment has been reformed, and in the process, has led to the inception of Municipals Performance Index (MPI). In the discussions and deliberations following the first edition of the EoL index, it was decided that the framework for EoL needed to emphasize on the outcomes of development, while the inputs or enabling factors were to be separately assessed under MPI.

An index solely focusing on the enabling factors would involve an assessment of the municipalities as they are lowest tiers of administration working at the grassroots. As such, their functioning directly determines the governance of cities. Since municipalities are the key agents impacting development outcomes in cities, an assessment of their functioning is a window to understanding the gaps in policies and implementation that are reflected in the outcomes presented in the EoL index. With this view, the Ministry of Housing and Urban Affairs has launched the first ever MPI to bolster the efforts of local governments in realising the vision of building 'Smart cities'.

The first edition of MPI provides an in-depth analysis of the functioning of 111 municipalities across a set of five verticals, namely Governance, Services, Finance, Technology

and Planning. These further include 20 sectors and 100 indicators. The five vertical cover significant aspects of governance that impact the lives of citizens. The Services vertical involves an assessment of all functions that citizens experience on a daily basis; Finance measures the municipalities' management of public funds and their how they access financial resources; Planning examines the level of preparation, implementation, and enforcement of urban planning; Technology showcases the status of digital governance and the municipalities' endeavours to promote the same; and Governance covers the administrative aspects of the municipal body. The sectors-wise analysis helps provide a simplified understanding of the performance of local administration.

Bases on the analyses, the report also draws out major insights and learnings that give a more wholesome perspective on the data figures. Issues of regional disparity, effective decentralisation, and the interlinkages between MPI scores and EoL scores are some of the insights discussed in the subsequent sections of the report.

The Institute of Competitiveness is grateful to the Ministry of Housing and Urban Affairs for having given this opportunity to develop and analyse the first Municipal Performance Index in India. An exercise conducted at such a massive scale would not have been possible without the efforts of the other stakeholders involved: officers of the Smart City Mission, the Smart City Consultants and Smart City Fellows, Karvy Data Management Services and their supporting partners.

The index not only intends to aid municipalities in their approach to policymaking and governance, but also aims to give more teeth to democracy. The index brings transparency about how the cities are being governed, thus allowing citizens and other vital stakeholders to have deeper insights into the functioning of their local governments and to hold them accountable.



# Executive Summary

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**A vast majority of the world's population resides in urban areas. It is believed that there has been an emergence of a new geological epoch in the world, called the "urban century". Cities have thus, come to play a central role**



globally, especially for India, which displays one of the highest urbanization rates.

As per the United Nation World Urbanization Prospects, 2018, India's urbanization level nearly doubled since 1950, reaching 34 percent in 2018. This rate is expected to double in size. Urban India's expansion holds great promise for India's growth, but it also brings persisting challenges for government bodies and policymakers alike.

The Government of India thus launched various initiatives to tackle issues and propagate urban development in India. The initiatives seek to improve the citizens' quality of life and therefore require a strong foundation backed by data-driven information for increased efficacy. The Ease of Living Index was launched to provide such data-driven insights. Improving upon the previous editions, this time, the assessment process has been broken into two distinct exercises: The Ease of Living Index 2020 and the Municipal Performance Index 2020. The former evaluates the ease of living based on the outcome of indicators, whereas the latter examines the input of indicators.

The Municipal Performance Index assesses the sectoral/sectors performance of municipalities, serving as a guide for informed

policy decisions, and helping achieve broader development outcomes and the Sustainable Development Goals across cities. The evaluation will also bring forth the outcomes achieved by municipal bodies and provide citizens with crucial insights into the functioning of local bodies and build dialogue between stakeholders.

The index focuses on municipalities because they are the critical enablers in improving citizens' quality of life and bringing development to the grassroots. The Urban Local Bodies or ULBs now serve as a critical link between governance structure in cities since the 74th Amendment Act, 1992, has designated municipal bodies as the third-tier governance in cities. Therefore, it is significant to understand municipal bodies' functioning based on their level of power, role, and responsibilities. The index is divided into five key verticals of **Services, Finance, Planning, Technology, and Governance**, expanding across 20 sectors and 100 indicators. It provides a glimpse into the role and function of municipalities. It seeks to raise awareness among citizens and key stakeholders regarding their local government bodies and build greater transparency and accountability.





# 1.

## Introduction

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**Cities are recognized as hubs for economic opportunity that provide possibilities for social mobility and increased living standards**

But they also display a concentration of population, inadequate infrastructure capacity, and challenges ranging from affordable housing, healthcare, and transport, to increasing pollution, water scarcity, and environmental degradation.





Business centres in Connaught Place, New Delhi



Municipalities play a vital role in ensuring that these challenges are met. Their success determines the quality of urban services and the trajectory of regional development.



Recognizing the need to address these problems and promote sustainable development outcomes for Indian cities and their residents, the Government of India launched several programmes to achieve these goals. A three-level strategy has been undertaken. The first level seeks to address poverty alleviation, affordable housing, and cleanliness. In order to accomplish this, Deen Dayal Antyodaya Yojana-National Urban Livelihood Mission (DAY-NULM), Swachh Bharat Mission-Urban (SBM-U), Atal Mission for Rejuvenation and Urban Transformation (AMRUT), Pradhan Mantri Awas Yojana-Urban (PMAY-U), Smart Cities Mission (SCM), Schemes/Projects for Urban Transport, and the Heritage City Development and Augmentation Yojana (HRIDAY) were implemented in all urban local bodies.

**The second level tackles service-related issues such as infrastructure, water supply, sewage/septage projects, and green parks. They require economies of scale and are thus implemented in 500 cities with a**


### **population of 1,00,000 and above through Atal Mission for Rejuvenation and Urban Transformation (AMRUT).**

At the final level, ease of living would be improved through new paradigms of urban governance, which puts the community at the core and utilizes digital technology for developing infrastructure, service delivery and optimal use of resources. The Smart Cities Mission was implemented in 100 cities to achieve this outcome. The fundamental aim of the Smart Cities Mission (SCM) is to improve the quality of life by promoting sustainable, clean outcomes through “Smart” solutions. Smart Cities can pave the path as trailblazers for achieving development goals by harnessing technology in its operationalization..

The Municipal Performance Index and the Ease of Living Index have been developed to incorporate data-driven governance in India’s urban development. The former is aimed to assess the input-level parameters that play a crucial role in enabling better provisioning of municipal services to citizens. It is meant to complement the Ease of Living Index, which captures these services’ outcome in terms of better living standards.

Ultimately, the efficient management of urban spaces can only occur if local governance is also strengthened. The core element of local governance is its municipalities. The Municipal Performance Index measures the sectors performance of 111 municipalities by





identifying the gaps in their service delivery mechanisms, planning efforts, financial systems, and governance. The assessment serves as a guide for evidence-based policymaking decisions that help cities achieve their broader development goals, including sustainable development.

The focus on municipalities is critical because they are the key agents for improving living conditions in cities. The 74th Constitutional Amendment has accorded municipalities as third-tier government authority in cities, with the Urban Local Bodies (ULBs) acting as the governance structure's closest link. The functioning of municipalities directly impacts the development outcomes of urban spaces. Nevertheless, the performance of ULBs is based on various factors, particularly the municipal law in practice in the state that specifies its roles, functions, and power. In assessing municipalities, it is also essential to understand how decentralization comes into force within the governance framework.

The Municipal Performance Index extends a granular assessment of the local government bodies and, in the process, also creates scope for increasing transparency and promoting grassroots democracy. The performance evaluation keeps citizens in the loop and allows other stakeholders to examine their municipalities' governance scenario. Moreover, an Index is a convenient way to depict and report complex ground realities in a simplified manner. It keeps citizens informed and builds trust and confidence in local government bodies.





## 2.

# Framework and Methodology

**The Municipal Performance Index evaluates the sectors performance of municipalities. In total, 111 municipalities were assessed across a set of 5 verticals, which include 20 sectors and 100 indicators. The following figure demonstrates the framework for the index**

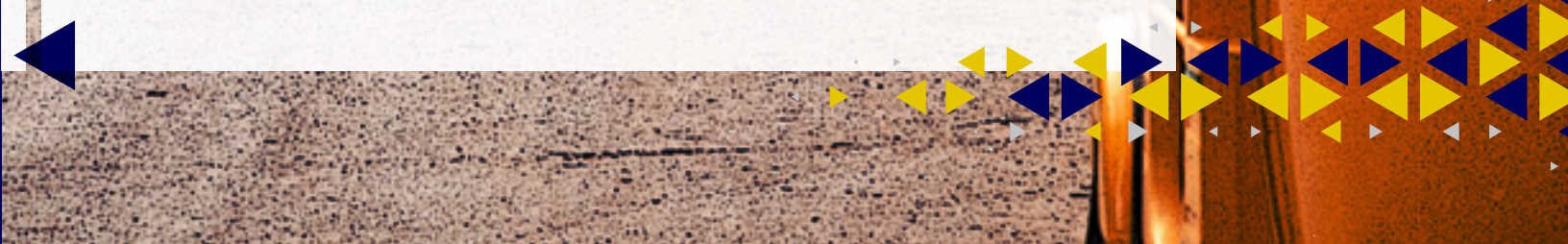




A busy market in Tamil Nadu, India

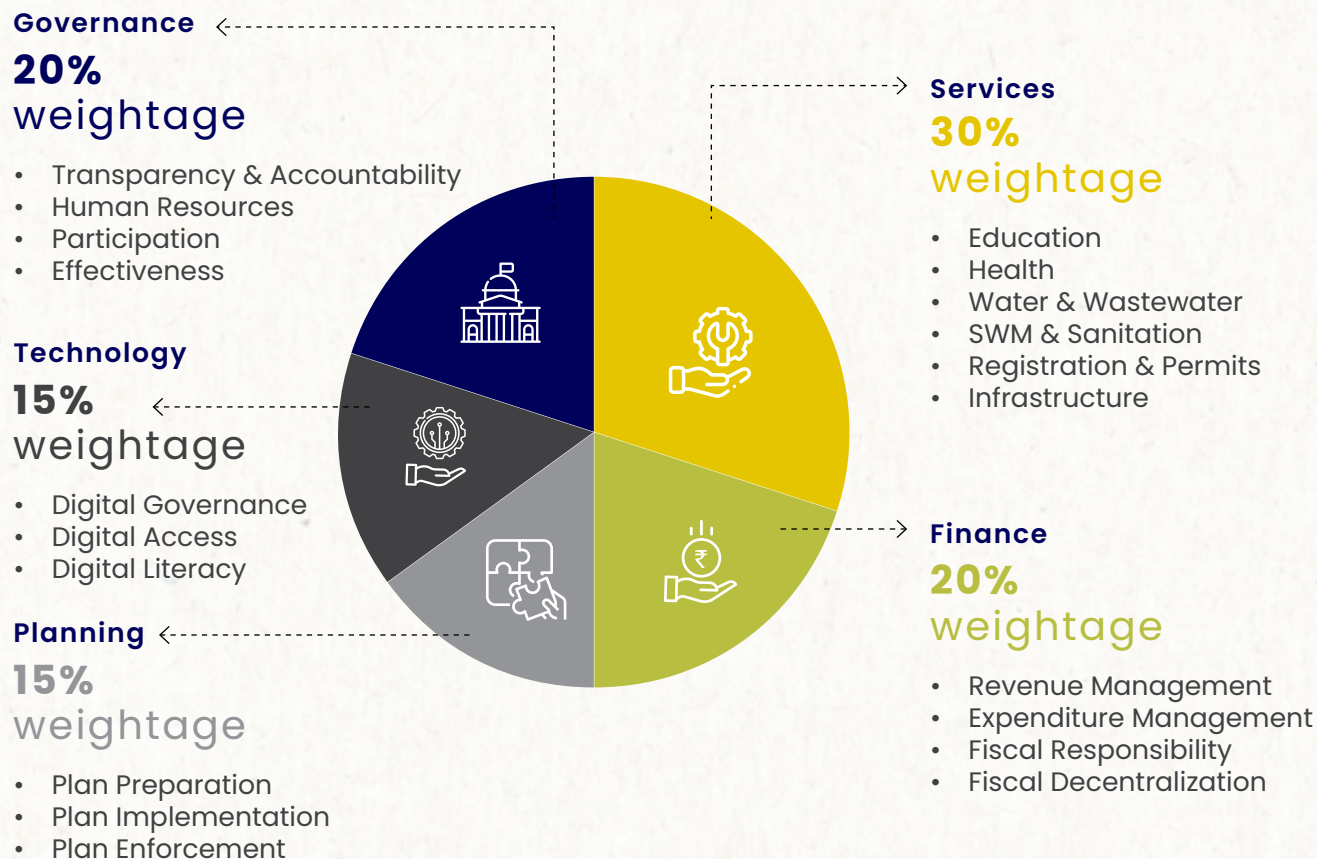


Municipalities play a vital role in ensuring that these challenges are met. Their success determines the quality of urban services and the trajectory of regional development.





**Figure 1: Assessment framework for Municipal Performance Index 2020**



The vertical for **Services** include an assessment of all functions that citizens experience on a daily basis. **Finance** measures municipalities based on how they manage public funds and how their agency is accessing financial resources. The vertical for **Planning** examines the level of preparation, implementation, and enforcement of urban planning. Digital coverage of municipality services and the extent to which it empowers its citizens to access such services, is measured under **Technology**. Finally, **Governance** deals with aspects of municipal bodies and their governance mechanism.

These vertical showcase significant aspects of governance that impact the lives of citizens. The sectors under each vertical vary in number based on the range of functionalities they encompass. Nevertheless, each sector is equally critical, and thus, has been given equal weightage. The variance in the vertical

overall weightage is based on the number of indicators they comprise of. Even so, each indicator under each sectors has been accorded equal weightage.

The set of 100 indicators that form the Municipal Performance Index is a combination of metrics that have varied nature and specifications. So, a series of steps have been followed to standardize the data for comparability across the Index.



## City Classification

Cities across India show a wide variety of variations in terms of their level of development. To provide a fair comparison, cities were divided based on their population

size as per the 2011 Census (figure listed below) and all cities under the Smart Cities Mission (regardless of their population size).

**Table 1: Classification of Municipalities based on population size**

CLASSIFICATION	POPULATION RANGE (as per projected population)
Less than Million	Population < 1 million
Million+	Population ≥ 1 million

## Scoring Methods

The 100 indicators selected for the analysis vary in terms of their units of value and differ in their nature and significance. The data points have been standardized for comparability across the index. For instance, vacancy of teachers in municipal schools will be a percentage of the actual staff strength

to total sanctioned staff strength. At the same time, road density will be a ratio of total road length within the municipality to the total municipal area. Each indicator will differ in its scoring mechanism (percentage, ratio, binary marking, and deviation from mean).

## Data Transformation

The indicator set includes some indicators that are positively correlated with the phenomenon that we are trying to capture through the index while some other indicators that are negatively correlated with the overall index. For example, total households covered by piped water connections is positively

related with the performance of municipalities while the average number of days in which birth and death certificates are issues reflects negatively about the functioning of municipalities. Therefore, the first step is to modify all the indicators in the set in a way that greater value means a higher score.

## Normalization

It is the step required to make the indicators comparable with each other. It is critical to normalize the data before making any data

aggregation as indicators have different units. For example, coverage of sewerage network is captured as a percentage of the



total road length while the pupil teacher ratio is a proportion. These indicators are not comparable by any standards. The normalization procedure is carried out to transform all the data into dimensionless numbers. This is done using z-scores that can

be placed in a normal distribution. The z-score or the standard score indicates how many standard deviations an indicator value is from the mean. It ranges from -3 standard deviation to +3 standard deviation.

## Standardization

Standardization helps in solving the problem of non-comparability by making indicators unitless as it rescales them with a mean of zero and standard deviation of one.

**It is calculated using the following formula:**

$$z = \frac{(x - \mu)}{\sigma}$$

Z-score

$\mu$  Mean

X Indicator value

$\sigma$  Standard Deviation

## Aggregation

The aggregation methodology of the Municipal Performance Index is based on three elements i.e. indicators, sectors and verticals. Each indicator under the sectors will be given equal weightage. The sectors values are calculated by summing the weighted scores using the following formula:

$$\text{Sectors} = \sum (w_i * \text{indicator})$$

This implies that: Scores of Health = (0.2\* Value of number of municipal primary healthcare institutions + 0.2\* Value of vacancy of doctors, lab assistants and nursing staff in municipal hospitals + 0.2\*Value of deviation

of expenditure on healthcare from average + 0.2\*Value of number of community healthcare workers)

These scores will be transformed to a 0 to 100 scale. The calculation will be done using the following formula:

$$\frac{(X - \text{Minimum Score})}{(\text{Maximum Score} - \text{Minimum Score})}$$

Where X is the City Score.

The sector value is represented in the table 2 below, from A-T.

## Vertical Scores

The scores of the sectors under each vertical will be aggregated to arrive at the vertical score. This will be calculated using the following formula:

$$\text{Vertical} = \sum (w_i * \text{Category Scores})$$



The table presented below presents the weights and methodology of each vertical:

**Table 2: Weights and Methodology of each vertical in the Municipal Performance Index 2020**

Verticals	Sectors	Scores of Verticals
<b>Services (30%)</b>	Education (A) Health (B) Water and Waste Water (C) SWM & Sanitation (D) Registration & Permits (E) Infrastructure (F)	$U = (A+B+C+D+E+F)/6$
<b>Finance (20%)</b>	Revenue Management (G) Expenditure Management (H) Fiscal Responsibility (I) Fiscal Decentralization (J)	$V = (G+H+I+J)/4$
<b>Technology (15%)</b>	Digital Governance (K) Digital Access (L) Digital Literacy (M)	$W = (K+L+M)/3$
<b>Urban Planning (15%)</b>	Plan Preparation (N) Plan Implementation (O) Plan Enforcement (P)	$X = (N+O+P)/3$
<b>Governance 20%</b>	Transparency & Accountability (Q) Human Resources (R) Participation (S) Effectiveness (T)	$Y = (Q+R+S+T)/4$

## Municipal Index Scores

The municipal index score is weighted average of the scores of all the vertical. This will be calculated using the following formula:

$$\text{Municipal Index Scores} = 0.30*U + 0.20*V + 0.15*W + 0.15*X + 0.20*Y$$





# 3.

## Overall Rankings

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**The 111 municipal corporations surveyed have achieved an average score of 43.13 on the Municipal Performance Index, showing that Indian municipalities still have a long way to go and have immense potential for achieving their urban development goals.**





However, population size is a significant differentiator in terms of the performance of ULBs as there are wide disparities between more prominent and more populous municipalities and the smaller, less populated municipalities. Hence, for fair comparability, the municipalities have been classified under two categories- Million+ Municipalities (municipalities having over a million population) and Less than Million Municipalities (municipalities having less than a million population).

Under the first category of Million+ municipalities, Indore has emerged as the top performer with a score of 66.08, followed by Surat (60.82) and Bhopal (59.04) in the second and third positions, respectively. They are also the top performers in the overall index



**Table 3: Ranking of Million+ municipalities in Municipal Performance Index 2020**

Rank	Million+ Municipality	Score	Rank	Million+ Municipality	Score
1	Indore	66.08	30	Nagpur	45.12
2	Surat	60.82	31	Bengaluru	45.02
3	Bhopal	59.04	32	Nashik	44.97
4	Pimpri Chinchwad	59.00	33	Lucknow	44.76
5	Pune	58.79	34	Gwalior	44.31
6	Ahmedabad	57.60	35	Dhanbad	44.00
7	Raipur	54.98	36	Kanpur	43.65
8	Greater Mumbai	54.36	37	Prayagraj	42.91
9	Visakhapatnam	52.77	38	Amritsar	42.68
10	Vadodara	52.68	39	Ranchi	41.76
11	Navi Mumbai	50.74	40	Faridabad	41.45
12	Coimbatore	50.52	41	Vasai Virar	40.86
13	Varanasi	50.14	42	East Delhi MC	40.79
14	Bareilly	50.04	43	Jabalpur	40.42
15	Rajkot	50.03	44	Ludhiana	39.88
16	Patna	49.25	45	Solapur	39.82
17	Hyderabad	49.08	46	Jodhpur	39.37
18	Chennai	48.74	47	Aurangabad	38.09
19	Jaipur	48.58	48	North Delhi MC	37.66
20	Ghaziabad	48.28	49	Srinagar	25.93
21	Hubli Dharwad	48.14	50	Kota	25.90
22	Madurai	48.10	51	Guwahati	18.14
23	Chandigarh	47.71			
24	Agra	47.71			
25	Thane	47.04			
26	Kalyan Dombivali	46.36			
27	Vijayawada	46.04			
28	South Delhi MC	46.00			
29	Meerut	45.52			



**Table 4: Ranking of less than Million municipalities in Municipal Performance Index 2020**

Rank	Less than Million Municipality	Score	Rank	Less than Million Municipality	Score
1	New Delhi MC	52.92	31	Moradabad	40.74
2	Tirupati	51.69	32	Thiruvananthapuram	40.61
3	Gandhinagar	51.59	33	Belagavi	40.39
4	Karnal	51.39	34	Shivamogga	40.39
5	Salem	49.04	35	Bihar Sharif	40.27
6	Tiruppur	48.92	36	Bhagalpur	39.94
7	Bilaspur	47.99	37	Silvassa	39.82
8	Udaipur	47.77	38	Rae Bareli	39.28
9	Jhansi	47.04	39	Jalandhar	38.88
10	Tirunelveli	47.02	40	Sagar	38.35
11	Kakinada	46.85	41	Ajmer	38.24
12	Kochi	46.85	42	Mangalore	38.16
13	Erode	46.56	43	Muzaffarpur	37.83
14	Vellore	46.18	44	Rampur	37.74
15	Gurugram	45.84	45	Dahod	37.17
16	Dharamshala	45.68	46	Davanagere	36.83
17	Tiruchirappalli	45.54	47	Dehradun	36.74
18	Warangal	45.30	48	Rourkela	36.65
19	Ujjain	45.10	49	Port Blair	36.26
20	Thoothukudi	44.59	50	Diu	34.99
21	Karimnagar	44.47	51	Agartala	34.88
22	Saharanpur	43.96	52	Jammu	34.77
23	Tumakuru	43.95	53	Aizawl	34.52
24	Shimla	43.71	54	Satna	32.33
25	Bhubaneswar	43.38	55	Gangtok	26.29
26	Thanjavur	42.60	56	Itanagar	26.28
27	Amravati	42.41	57	Pasighat	25.95
28	Panaji	42.22	58	Kohima	24.38
29	Aligarh	41.45	59	Imphal	22.30
30	Dindigul	40.85	60	Shillong	12.17





# 4.

## Regional Analysis

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## ► North

Unlike the Ease of Living Index 2020, none of the Million+ northern municipalities have secured the top 10 positions in the rankings. Municipalities from Uttar Pradesh such as Varanasi and Bareilly have ranked 13th and 14th respectively, while Jaipur has ranked 19th amongst all Million+ municipalities. Northern municipalities such as Prayagraj (37th), Faridabad (40th) Ludhiana (44th), Srinagar (49th) and Kota (50th) have secured bottom ranks amongst the 51 Million+ municipalities, with and amongst their respective states.

The case for northern municipalities slightly contrasts in the light of Less than Million municipalities, with 3 Less than Million municipalities ranking amongst the top 10 municipalities, in the Less than Million rankings. New Delhi MC has ranked the highest, followed by Karnal, Udaipur, and Jhansi securing 4th, 8th and 9th ranks respectively.

**Table 5: Scores of Million+ municipalities in the Northern region**

State	Million+ Municipality	Services	Finance	Technology	Planning	Governance	Score	Rank
Chandigarh	Chandigarh	60.69	48.68	32.77	26.77	54.19	47.71	23
Haryana	Faridabad	47.01	48.07	19.96	47.22	38.25	41.45	40
Jammu & Kashmir	Srinagar	27.02	33.45	9.02	37.40	20.83	25.93	49
NCT Delhi	South Delhi MC	65.57	57.24	16.34	36.20	35.02	46.00	28
	East Delhi MC	48.63	52.22	16.91	28.42	44.80	40.79	42
	North Delhi MC	51.68	45.43	14.71	33.06	29.53	37.66	48
Punjab	Amritsar	47.35	47.42	28.29	45.00	40.00	42.68	38
	Ludhiana	38.14	50.11	30.69	36.31	41.82	39.88	44
Rajasthan	Jaipur	58.88	49.69	24.48	55.70	44.76	48.58	19
	Jodhpur	56.37	49.84	8.57	24.65	37.56	39.37	46
	Kota	26.30	37.47	5.29	23.14	31.24	25.90	50
Uttar Pradesh	Varanasi	56.57	55.96	35.45	50.53	45.39	50.14	13
	Bareilly	55.08	55.92	46.85	19.78	61.69	50.04	14
	Ghaziabad	73.92	57.43	18.58	24.28	40.96	48.28	20
	Agra	54.49	58.94	25.75	42.32	46.82	47.71	24
	Meerut	48.01	53.54	20.84	42.74	54.35	45.52	29
	Lucknow	48.39	58.59	23.84	58.27	31.02	44.76	33
	Kanpur	48.77	56.16	28.72	34.46	41.56	43.65	36
Prayagraj	57.41	52.20	25.09	26.78	37.31	42.91	37	



**Table 6: Scores of Less than Million municipalities in the Northern region**

State	Less than Million Municipality	Services	Finance	Technology	Planning	Governance	Score	Rank
Haryana	Karnal	61.91	50.24	34.33	39.51	58.48	51.39	3
	Gurugram	57.07	58.05	19.61	29.34	48.83	45.84	15
Himachal Pradesh	Dharamshala	60.86	51.06	13.61	41.66	44.58	45.68	5
	Shimla	59.35	50.65	21.91	20.69	46.94	43.71	25
Jammu & Kashmir	Jammu	42.98	41.62	16.03	32.85	31.08	34.77	48
NCT Delhi	New Delhi MC	63.37	65.27	33.47	36.23	51.97	52.92	1
Punjab	Jalandhar	46.28	41.07	19.86	40.72	38.47	38.88	36
Rajasthan	Udaipur	59.17	58.10	27.86	31.87	47.22	47.77	9
	Ajmer	50.82	48.76	17.67	22.11	36.36	38.24	41
Uttar Pradesh	Jhansi	60.96	52.63	19.64	40.54	45.98	47.04	8
	Saharanpur	58.08	53.54	26.62	16.60	46.73	43.96	27
	Moradabad	42.27	55.00	16.03	35.19	46.91	41.45	31
	Aligarh	48.09	61.80	33.35	13.32	38.30	40.74	40
	Rampur	37.85	53.07	19.94	41.85	32.50	39.28	43
	Rae Bareli	49.36	56.92	13.18	1.77	54.23	37.74	47
Uttarakhand	Dehradun	38.92	48.58	6.79	53.73	31.32	36.74	29

## ► South

The overall performance of southern Million+ municipalities is consistent in nature, with all municipalities ranking around the top 30 positions. While Million+ municipalities such as Visakhapatnam (9th), Hubli Dharwad (13th), Hyderabad (15th), and Coimbatore

(16th) have a balanced performance across verticals, big cities such as Bengaluru have a much lower ranking at 31 due to comparatively low scores attained in finance, technology and planning verticals.

**Table 7: Scores of Million+ municipalities in the Southern region**

State	Million+ Mun.	Services	Finance	Technology	Planning	Governance	Score	Rank
Andhra Pradesh	Visakhapatnam	63.35	59.87	34.64	71.81	29.13	52.77	9
	Vijayawada	61.46	54.63	26.02	36.81	36.25	46.04	25
Karnataka	Hubli Dharwad	53.22	64.09	15.89	53.79	44.51	48.14	13
	Bengaluru	56.00	47.61	26.21	30.41	51.01	45.02	31
Tamil Nadu	Coimbatore	58.84	64.18	28.03	36.12	52.03	50.52	16
	Chennai	59.39	66.00	29.97	26.01	46.63	48.74	24
	Madurai	61.39	50.98	32.11	28.85	51.72	48.10	26
Telangana	Hyderabad	46.96	59.81	33.63	45.84	55.56	49.08	15



The presence of Less than Million municipalities is the highest in the southern region, with top ranking municipalities such as Tiruppur (4th), Tirupati (6th), Tirunelveli (10th), Erode (11th), Salem (12th), Kochi (13th), Warangal (16th), Kakinada (14th), to just name a few. rank 3rd, 5th, 8th and 9th ranks respectively.

The eastern region observes a lower proportion of Million+ municipalities participating in this index. Patna emerges as the top-ranking municipality in this region, ranking 11th amongst Million+ municipalities.

**Table 8: Scores of Less than Million municipalities in the Southern region**

State	Less than Million Mun.	Services	Finance	Technology	Planning	Governance	Score	Rank
Andhra Pradesh	Tirupati	65.77	57.18	46.89	34.45	41.62	51.69	2
Karnataka	Kakinada	50.27	46.73	31.42	54.16	47.95	46.85	11
	Tumakuru	59.00	46.67	25.35	25.62	46.34	43.95	23
	Belagavi	51.67	60.20	17.38	21.39	35.16	40.39	33
	Shivamogga	52.84	49.89	26.61	21.82	36.46	40.39	34
	Mangalore	51.61	56.58	18.70	15.67	31.04	38.16	42
Kerala	Davanagere	47.81	45.82	18.99	25.31	33.40	36.83	46
	Kochi	49.24	57.43	19.17	36.25	61.39	46.85	12
	Thiruvananthapuram	48.84	56.04	16.81	31.81	37.30	40.61	32
Tamil Nadu	Salem	55.52	50.98	33.12	46.73	51.06	49.04	5
	Tiruppur	59.61	56.29	25.88	35.49	52.87	48.92	6
	Tirunelveli	55.11	40.44	49.03	46.83	40.07	47.02	10
	Erode	57.71	52.04	17.79	40.48	50.48	46.56	13
	Vellore	63.50	59.60	21.85	24.20	41.50	46.18	14
	Tiruchirappalli	61.74	51.36	22.02	26.43	47.37	45.54	17
	Thoothukudi	61.50	58.01	20.33	15.54	45.80	44.59	20
	Thanjavur	56.18	54.11	15.29	26.47	43.28	42.60	26
	Dindigul	59.38	50.14	11.14	14.72	45.62	40.85	30
Telangana	Warangal	56.71	54.59	19.86	40.05	41.92	45.30	18
	Karimnagar	58.63	55.57	23.16	28.60	40.02	44.47	21



## ► East

The eastern region observes a lower proportion of Million+ municipalities participating in this index. Patna emerges as the top-ranking municipality in this region, ranking 11th amongst Million+ municipalities.

With a significantly higher proportion of Less than Million municipalities in the eastern

region, much of these municipalities have lower rankings than its peers across the country. Municipalities such as Bhagalpur (45th), Muzaffarpur (51st), and Gangtok (57th) are a few of the low-ranking Less than Million municipalities from this region.

**Table 9: Scores of Million+ municipalities in the Eastern region**

State	Million+ Mun.	Services	Finance	Technology	Planning	Governance	Score	Rank
Bihar	Patna	53.69	54.64	20.42	60.74	50.22	49.25	16
Jharkhand	Dhanbad	50.81	46.69	24.46	32.24	54.57	44.00	35
	Ranchi	42.94	56.08	29.07	33.05	41.72	41.76	39

**Table 10: Scores of Less than Million municipalities in the Eastern region**

State	Less than Million Municipality	Services	Finance	Technology	Planning	Governance	Score	Rank
Andaman	Port Blair	51.62	33.13	15.29	42.39	27.49	36.26	49
Bihar	Bihar Sharif	35.34	52.82	16.08	36.57	56.05	40.27	35
	Bhagalpur	45.66	53.38	23.75	12.68	50.52	39.94	36
	Muzaffarpur	42.06	47.63	26.12	19.48	44.22	37.83	43
Odisha	Bhubaneswar	43.18	55.52	37.92	52.76	28.62	43.38	25
	Rourkela	37.84	44.98	25.62	45.19	28.40	36.65	48
Sikkim	Gangtok	31.01	35.43	3.53	15.59	35.17	26.29	55



## ► West

There emerges a higher proportion of Million+ municipalities in the western region, many of whom have also secured the top ranks in overall Million+ municipalities rankings. Municipalities such as Surat (2nd), Pimpri Chinchwad (4th), Pune (5th), Ahmedabad (6th), Greater Mumbai (7th) Vadodara (8th) are amongst the top 10 Million+ municipalities. However, the western region also has its share of poor-performing Million+ municipalities, with Nagpur (39th), Vasai Virar (43rd), Aurangabad (45th) and Solapur

(47th) ranking lowest among 51 Million+ municipalities.

The western region also observes a comparatively lower share of Less than Million municipalities. Barring Gandhinagar (which ranks 3rd among all Less than Million municipalities), most of these municipalities are concentrated on the bottom half of the overall Less than Million municipal rankings with municipalities such as Panaji (28th), Silvassa (37th), Dahod (45th), and Diu (50th).

**Table 11: Scores of Million+ municipalities in the Western region**

State	Million+ Mun.	Services	Finance	Technology	Planning	Governance	Score	Rank
Gujarat	Surat	63.01	67.81	41.61	68.64	59.09	60.82	2
	Ahmedabad	64.72	61.28	41.90	58.46	54.39	57.60	6
	Vadodara	60.92	61.87	23.66	63.44	44.84	52.68	10
	Rajkot	65.90	55.24	31.44	42.22	40.84	50.03	15
Maharashtra	Pimpri Chinchwad	62.36	57.41	40.65	62.99	66.33	59.00	4
	Pune	63.56	58.62	39.30	67.47	59.93	58.79	5
	Greater Mumbai	56.95	44.02	34.67	71.49	62.74	54.36	8
	Navi Mumbai	63.85	62.39	25.05	37.12	48.88	50.74	11
	Thane	59.65	50.62	21.76	39.16	49.44	47.04	25
	Kalyan Dombivli	55.90	48.47	25.80	29.19	58.25	46.36	26
	Nagpur	56.80	46.27	35.75	19.16	52.94	45.12	30
	Nashik	55.51	54.65	26.54	26.93	46.82	44.97	32
	Vasai Virar	45.32	50.88	22.04	31.79	45.06	40.86	41
	Solapur	52.12	41.23	26.17	28.41	38.76	39.82	45
Aurangabad	47.41	32.15	16.45	35.23	48.43	38.09	47	



**Table 12: Scores of Less than million municipalities in the Western region**

State	Less than Million Mun.	Services	Finance	Technology	Planning	Governance	Score	Rank
Dadra and Nagar Haveli	Silvassa	54.96	50.76	16.43	40.79	22.97	39.82	37
Daman and Diu	Diu	45.64	58.36	10.43	1.77	38.98	34.99	50
Goa	Panaji	58.94	51.89	19.63	19.60	41.36	42.22	28
Gujarat	Gandhinagar	64.20	47.50	32.38	50.53	51.98	51.59	3
	Dahod	53.06	46.50	21.04	33.31	19.01	37.17	45
Maharashtra	Amravati	57.60	44.86	12.62	34.88	45.17	42.41	27





## ► Central

The central region, with a balanced proportion of both Million+ and Less than Million municipalities, houses both top-performing as well as bottom-ranking municipalities. Indore, which is the highest scoring Million+ municipality in the country, is closely followed by Bhopal at 3rd position, and Raipur at 10th position. Bilaspur, a Less than Million municipality, has also secured

the 10th position amongst Less than Million municipalities. However, focusing on bottom-performing Million+ municipalities such as Jabalpur (48th), and Less than Million municipalities such as Sagar (46th) and Satna (54th) could elevate the overall regional performance.

**Table 13: Scores of Million+ municipalities in the Central region**

State	Million+ Mun.	Services	Finance	Technology	Planning	Governance	Score	Rank
Chhattisgarh	Raipur	55.72	63.52	51.24	47.34	53.87	54.98	7
Madhya Pradesh	Indore	68.60	69.69	54.57	68.58	65.46	66.08	1
	Bhopal	61.50	62.45	39.12	67.90	60.24	59.04	3
	Gwalior	55.76	51.50	25.79	42.86	34.89	44.31	34
	Jabalpur	49.30	42.96	28.32	24.62	45.47	40.42	43

**Table 14: Scores of Less than Million municipalities in the Central region**

State	Less than Million Mun.	Services	Finance	Technology	Planning	Governance	Score	Rank
Chhattisgarh	Bilaspur	66.18	56.79	56.79	32.10	42.03	47.99	7
Madhya Pradesh	Ujjain	60.21	51.35	51.35	27.29	38.22	45.10	19
	Sagar	48.13	51.47	51.47	21.04	35.57	38.35	40
	Satna	48.56	51.93	51.93	1.77	21.35	32.33	54

## ► North East

The north-east region has not only very few municipalities, but also most of them rank the lowest among both Million+ and Less than Million municipalities. Significantly lower

scores attained in technology and planning verticals have severely impacted the overall performance of these municipalities



**Table 15: Scores of Million+ municipalities in the North-eastern region**

State	Million+ Mun.	Services	Finance	Technology	Planning	Governance	Score	Rank
Assam	Guwahati	22.78	25.57	8.58	7.85	18.63	18.14	51

**Table 16: Scores of Less than Million municipalities in the North-eastern region**

State	Less than Million Mun.	Services	Finance	Technology	Planning	Governance	Score	Rank
Arunachal Pradesh	Itanagar	36.86	27.34	16.29	23.86	18.63	26.28	56
	Pasighat	23.34	21.15	13.00	29.67	41.58	25.95	57
Manipur	Imphal	37.61	22.25	15.11	1.77	20.16	22.30	59
Meghalaya	Shillong	21.44	21.60	7.70	1.77	0.00	12.17	60
Mizoram	Aizawl	32.82	51.91	11.09	25.80	43.79	34.52	53
Nagaland	Kohima	24.51	37.02	18.74	0.00	34.08	24.38	58
Tripura	Agartala	39.15	49.96	10.87	6.71	52.51	34.88	51





# 5.

## Vertical and Sector Analysis

The Municipal Performance Index evaluates different municipalities on the basis of 5 verticals, namely

- **Services**
- **Finance**
- **Technology**
- **Planning**
- **Governance**





Garbage Collecting Workers in Bangalore, Karnataka







The performance of municipalities has not been consistent across different verticals. Municipalities have performed the best in *Services*, with a national average of 52.13, closely followed by *Finance* at 51.11. *Technology* emerges as the lowest-scoring vertical, at 24.02. Municipalities have also fallen short in their *planning* performance, with the national average at 34.03. *Governance* observes its national average at 42.83.

### National Average scores of verticals

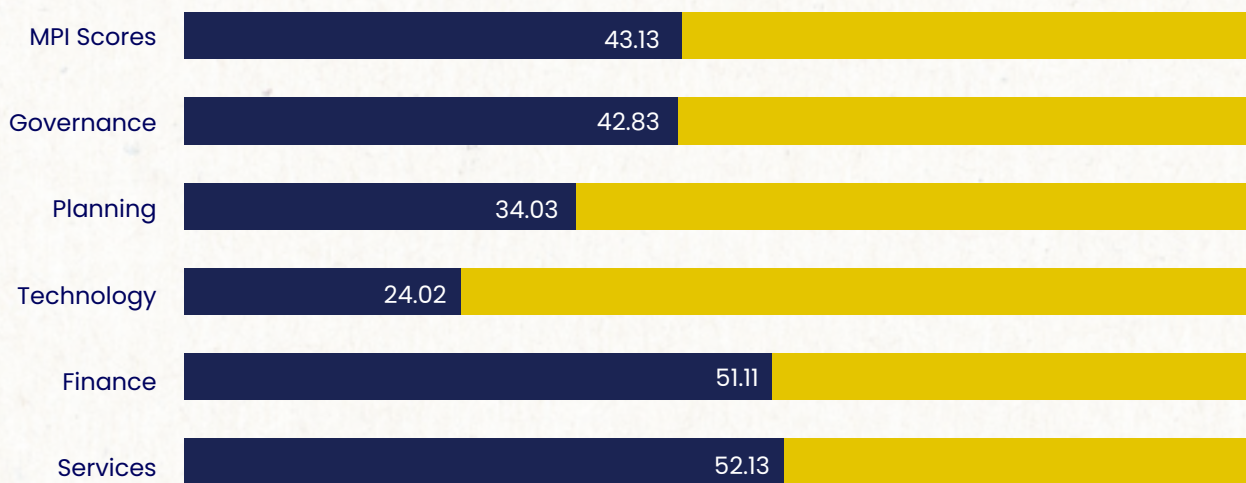


Figure 2: National Average scores of all MPI Verticals

## A. Services

One of the fundamental responsibilities of government authorities is to provide access to services to the citizens, notwithstanding the fast pace of urbanisation and limited resources and amenities. Developing countries particularly encounter this problem on a large scale, with the impending need to achieve developmental goals and better quality of life. Inadequacy in infrastructural capacity, provisions for healthcare, and schooling can severely impact cities' development outcomes. However, some services such as Education and Health are not under the mandate of all municipalities.

Identifying the roadblocks that obstruct quality service delivery to people is paramount.

The vertical on *Services* attempts to assess municipalities' service delivery across six sectors of *Education, Health, Water & Waste Water, SWM & Sanitation, Registration & Permits, and Infrastructure, along with thirty indicators*

The *Services* verticals overall score has been accentuated by the high scores attained in *Registration & Permits*, wherein



65 municipalities have scored above the national average of 82.49. Some of the sectors to Services, such as *Education* and *Health*, are not under the mandate of some municipalities, affecting the average scores for these sectors. Interestingly, *Education* also has a high national average score of 72.65, despite 45 municipalities not having the same provisions. On the other hand, *Health* has a much lower average score, wherein 43 municipalities do not have health-provisions. It must be noted that municipalities from major metropolitan hubs have health and education provisions under their mandate.

### National Average of Services sectors

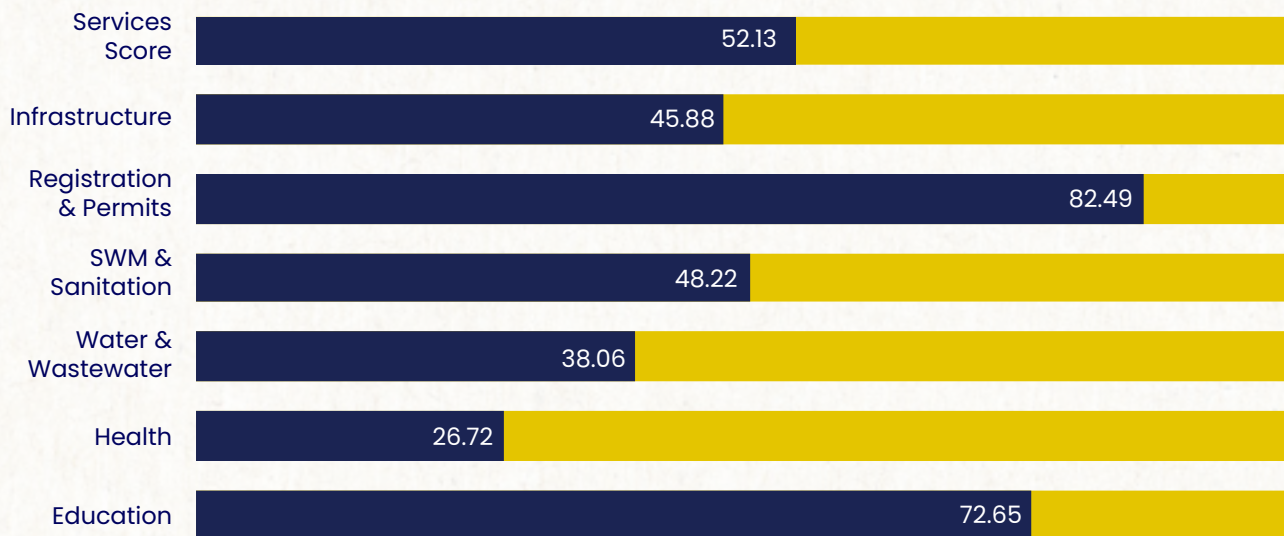


Figure 3: National Average scores of Services vertical and its sectors

Ghaziabad has topped the rankings in Services vertical, at 73.92, followed by Indore (68.60), Rajkot (65.90) and South Delhi MC (65.57), among Million+ municipalities. On the other hand, Bilaspur has scored the highest in this vertical amongst all Less than Million municipalities at 66.18, followed by Tirupati (65.77) and Gandhinagar (64.20).



**Table 17: Ranking and scores of Million+ municipalities in Services Vertical**

Rank	Million+ Municipalities	Service Score	Rank	Million+ Municipalities	Service Score
1	Ghaziabad	73.92	29	Nashik	55.51
2	Indore	68.60	30	Barielly	55.08
3	Rajkot	65.90	31	Agra	54.49
4	South Delhi MC	65.57	32	Patna	53.69
5	Ahmedabad	64.72	33	Hubli Dharwad	53.22
6	Navi Mumbai	63.85	34	Solapur	52.12
7	Pune	63.56	35	North Delhi MC	51.68
8	Visakhapatnam	63.35	36	Dhanbad	50.81
9	Surat	63.01	37	Jabalpur	49.30
10	Pimpri Chinchwad	62.36	38	Kanpur	48.77
11	Bhopal	61.50	39	East Delhi MC	48.63
12	Vijayawada	61.46	40	Lucknow	48.39
13	Madurai	61.39	41	Meerut	48.01
14	Vadodara	60.92	42	Aurangabad	47.41
15	Chandigarh	60.69	43	Amritsar	47.35
16	Thane	59.65	44	Faridabad	47.01
17	Chennai	59.39	45	Hyderabad	46.96
18	Jaipur	58.88	46	Vasai Virar	45.32
19	Coimbatore	58.84	47	Ranchi	42.94
20	Prayagraj	57.41	48	Ludhiana	38.14
21	Greater Mumbai	56.95	49	Srinagar	27.02
22	Nagpur	56.80	50	Kota	26.30
23	Varanasi	56.57	51	Guwahati	22.78
24	Jodhpur	56.37			
25	Bengaluru	56.00			
26	Kalyan Dombivali	55.90			
27	Gwalior	55.76			
28	Raipur	55.72			

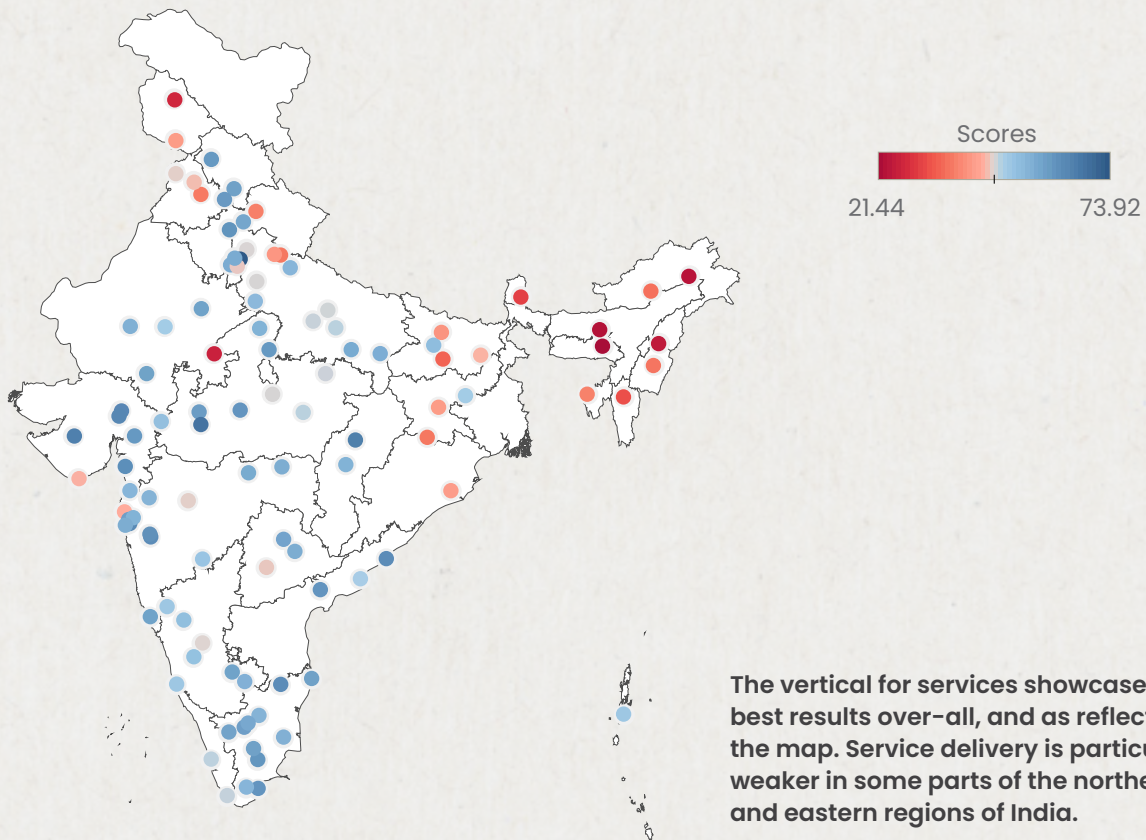


**Table 18: Ranking and scores of Less than Million municipalities in Services Vertical**

Rank	Less than Million Municipalities	Service Score	Rank	Less than Million Municipalities	Service Score
1	Bilaspur	66.18	31	Port Blair	51.62
2	Tirupati	65.77	32	Mangalore	51.61
3	Gandhinagar	64.20	33	Ajmer	50.82
4	Vellore	63.50	34	Kakinada	50.27
5	New Delhi MC	63.37	35	Rae Bareli	49.36
6	Karnal	61.91	36	Kochi	49.24
7	Tiruchirappalli	61.74	37	Thiruvananthapuram	48.84
8	Thoothukudi	61.50	38	Satna	48.56
9	Jhansi	60.96	39	Sagar	48.13
10	Dharamshala	60.86	40	Aligarh	48.09
11	Ujjain	60.21	41	Davanagere	47.81
12	Tiruppur	59.61	42	Jalandhar	46.28
13	Dindigul	59.38	43	Bhagalpur	45.66
14	Shimla	59.35	44	Diu	45.64
15	Udaipur	59.17	45	Bhubaneswar	43.18
16	Tumakuru	59.00	46	Jammu	42.98
17	Panaji	58.94	47	Moradabad	42.27
18	Karimnagar	58.63	48	Muzaffarpur	42.06
19	Saharanpur	58.08	49	Agartala	39.15
20	Erode	57.71	50	Dehradun	38.92
21	Amravati	57.60	51	Rampur	37.85
22	Gurugram	57.07	52	Rourkela	37.84
23	Warangal	56.71	53	Imphal	37.61
24	Thanjavur	56.18	54	Itanagar	36.86
25	Salem	55.52	55	Bihar Sharif	35.34
26	Tirunelveli	55.11	56	Aizawl	32.82
27	Silvassa	54.96	57	Gangtok	31.01
28	Dahod	53.06	58	Kohima	24.51
29	Shivamogga	52.84	59	Pasighat	23.34
30	Belagavi	51.67	60	Shillong	21.44



**Figure 4: Mapping of Services vertical scores**



## Education

The complexities involved in providing education as a fundamental right to people have led to an increasingly important role of local government bodies in ensuring accessible, quality education to children, especially at primary and secondary schooling levels. However, even with various attempts to improve India's education accessibility, comprehensive and accessible education to all society sections remains elusive. Therefore, the implicit approach to strengthening local governance to assure education to people is even more critical.

The sector for *Education* includes measures for

- *Vacancy of teachers*

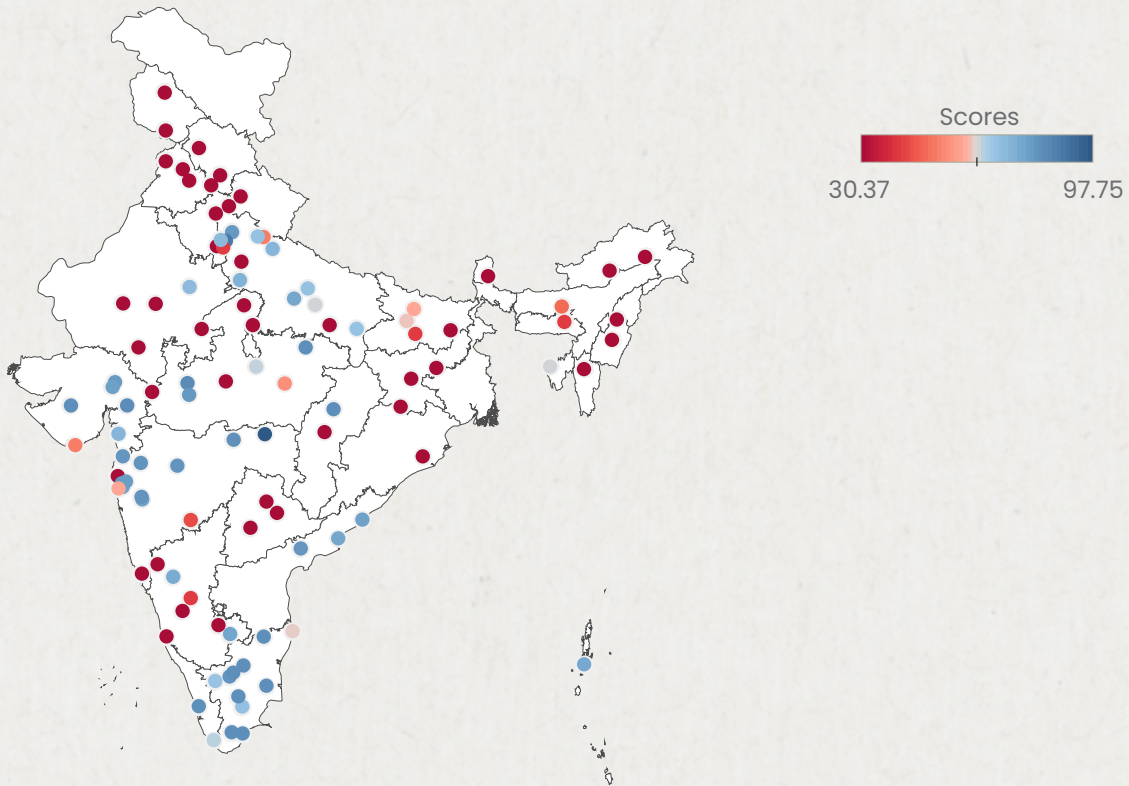
- *Pupil-teacher ratio*
- *Expenditure*

The evaluation indicates Nagpur, Ghaziabad, Ujjain, Vadodara, Dindigul, Satna, and Tiruchirappalli as some of the best performing municipalities for *Education*. Meanwhile, Raipur fared worse off. Overall, this sector had the best performance apart from *Registration & Permits*.

The 12th schedule does not mention Education under the mandate of municipalities, even though the 11th schedule lists both Primary and Secondary Education for the Panchayat. The former merely states, "Promotion of cultural, educational and aesthetic aspects" (Entry 13, Schedule XII)." However, education



**Figure 5: Mapping of Education sector score**



in larger cities such as Mumbai and New Delhi continue to be spearheaded by the local municipal corporations. (Sharma, 2007). It is enabled through Acts such as the Delhi Municipal Corporation Act 1957 (and its amendment in 1993)

The 74th Amendment does not explicitly place Education under the ambit of local authorities. Nevertheless, even though some municipalities do not make provisions for Education, this sector fared the best among all service deliveries with the national average score of 72.65. The efforts made by the government to universalise education has led to considerable success.





# Health

Healthcare services play a critical role in the development outcomes of a country. But the swift pace of urbanisation has led to unprecedented challenges, causing a mismatch between limited resources available and significantly rising demands. In fact, the National Urban Health Mission (NUHM) was launched to help tackle the urban population's challenges and create better healthcare service delivery in Indian cities. The challenges include an unhealthy lifestyle leading to a higher prevalence of non-communicable diseases such as diabetes, hypertension, cancers, outbreaks of seasonal illnesses, accidents and injuries, and air pollution conditions.

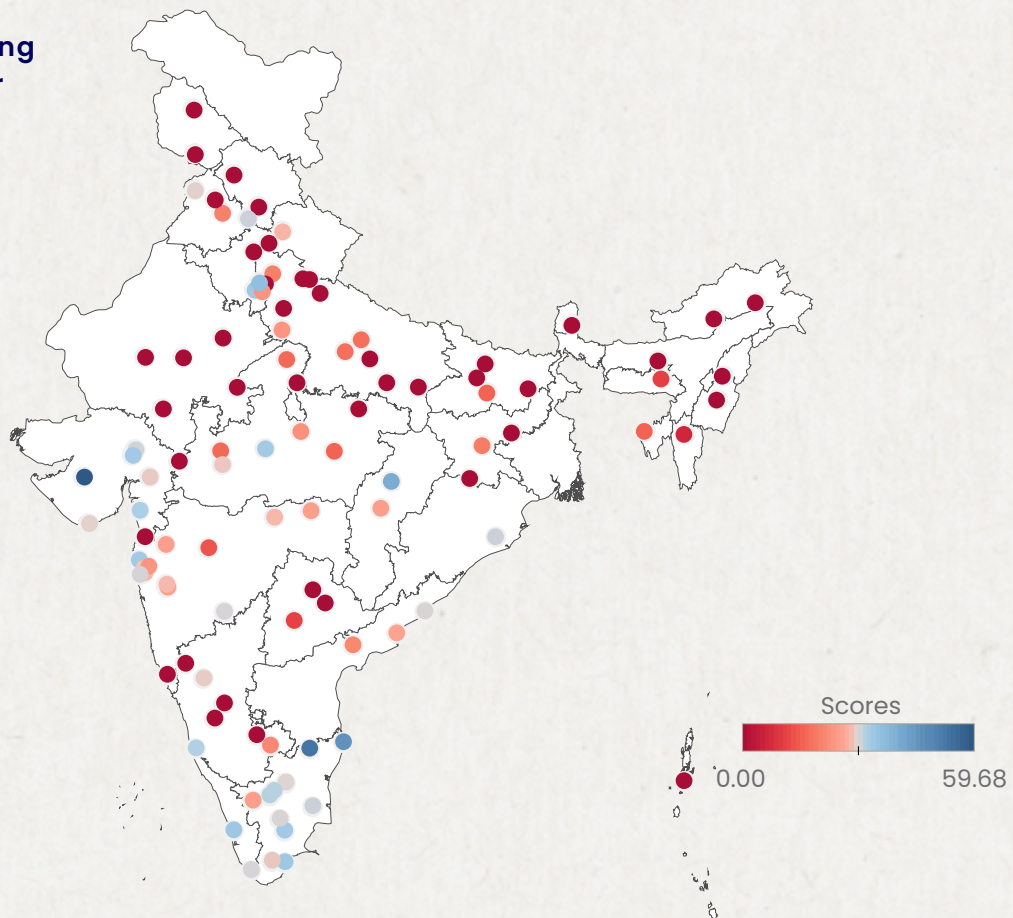
Additionally, the vulnerability of the urban poor and other minorities of the population is

also critical. India has one of the highest rates of OOPe expenditure, although the figures are declining. The OOPe as a per cent of Current Healthcare Expenditure stands at 58.7% in 2016-17. The number of persons with health insurance also increased from 28.80 crores in 2014-15 to 48.20 crores in 2017-18<sup>1</sup>. Efforts in various healthcare insurance schemes have relegated significant improvement. However, with a country as vast and diverse as India, there is more scope to improve universal healthcare.

The *Health* sector includes:

- *Primary healthcare institutions*
- *Vacancy of doctors, expenditure*
- *Community healthcare workers*

**Figure 6: Mapping of Health sector score**





Perhaps out of all the services measured under the vertical for *Services*, the performance of municipalities in this sector was the least impressive. Existing disparities in healthcare services are also reflected in how various municipalities have performed under this vertical. The all India average reflects a low score of 26.72. The municipalities that emerged on top include Rajkot, Vellore, New Delhi MC, Chennai, and Bilaspur. Subsequently, some of the worse off municipalities were Hyderabad and Shillong.

The 2020-21 Economic Survey has also emphasised increasing spending on public healthcare services from 1 per cent to 2.5-3 per cent of GDP. It would decrease OOEPE from 65 per cent to 35 per cent in overall healthcare spending. It recognised that the health of a nation depends on its citizens having access to an equitable, affordable and accountable healthcare system. High OOEPE can push people into poverty. Providing affordable solutions and healthcare services to citizens is fundamental for the well-being of the people.

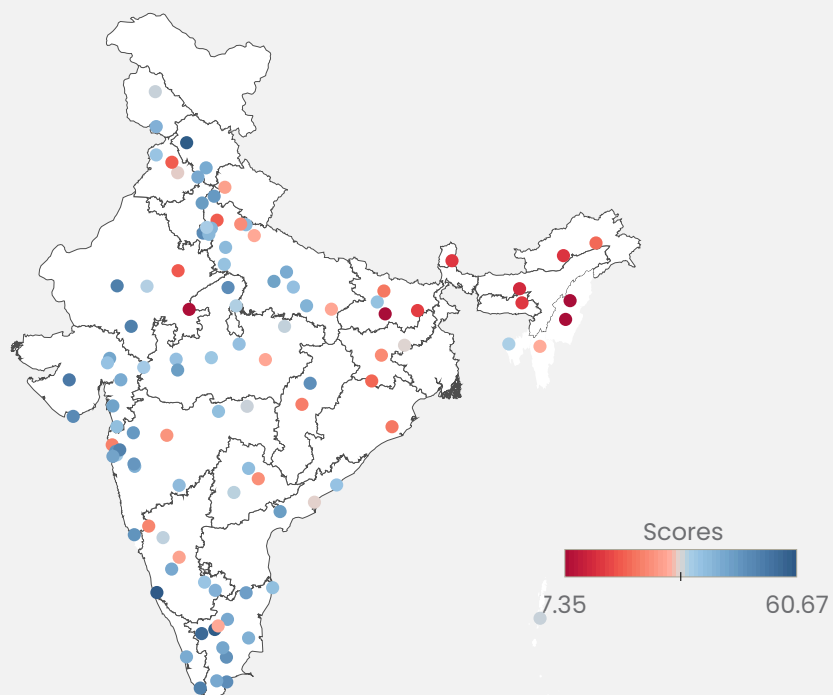
## Water & Wastewater

According to a sub-national Water Stress Index, which measures the water consumption rates of households, farms, and industries and the availability of water resources such as rivers and lakes, India stands at the 46th most at-risk country in the world. Eleven of India's 20 largest cities, including Chennai, Bengaluru, Hyderabad, Indore, Nashik, Jaipur, Ahmedabad, Agra, and Lucknow, are under "extreme risk" of water stress. At the same time, seven other cities remain at "high risk" of water stress<sup>3</sup>. Some of the largest Indian cities'

plight is considerably worsening as they face a surge in population and extensive water scarcity. Apart from improving water supply, Indian cities also need to meet environmental challenges induced by climate change. The sector for *Water and Waste Water* measures households with:

- Piped connections
- Water supplied
- Wastewater treatment
- Stormwater drainage
- Sewage network

**Figure 7: Mapping of Wastewater sector scores**



<sup>2</sup>Ministry of Finance Economic Survey Press Release <https://pib.gov.in/PressReleasePage.aspx?PRID=1693225>

<sup>3</sup>Verisk Maplecroft (2019). Chennai is the Tip of the Iceberg for India's Water Stressed Cities. <https://www.maplecroft.com/insights/analysis/chennai-is-the-tip-of-the-iceberg-for-indias-water-stressed-cities/>





People filling containers with drinking water from a municipal tanker

Data reveals Mangalore, Tiruppur, Dharamshala, Coimbatore, Rajkot, Udaipur, and Jodhpur have the *best water supply, management, and drainage systems*. However, in terms of water accessibility and supply, many factors impact cities' ability to manage the growing water demand with limited and decreasing water availability.

As a study on urban water supply and sanitation in India state found based on the Census, 70 per cent of households have access to tap water, out of which 62 per cent can obtain treated tap water. Overall, close to 40 per cent of the urban households do not have access to public water supply and thus,

depend on other sources. Subsequently, many households with access to public supply do not have access to it within their premise, i.e., only 49 per cent of the households have access to piped water supply within the premise (IIHS, 2014). The accessibility concerns are further magnified with growing inequities in distribution and consumption. In Mumbai, for example, 46 per cent of the population consumes 95% of the water since 54 per cent of the city resides in slums and lives on only 5 per cent of the supplied water.<sup>4</sup>

## SWM & Sanitation

The urban local bodies are bestowed with the responsibility of keeping cities clean, as per the 12th Schedule of the 74th Amendment Act, 1992. With the constant increase in urban population, the amount of waste generated also increases significantly as the report from NIUA on Urban Solid Waste Management in Indian Cities (2015) found evidence for the same from various studies.

Urban areas in India generate close to 1000 megatonne (MT) of waste per day. Large cities like Bangalore generate close to 500 MT, whereas Mumbai generates 700 MT of waste per day. Pune and Ahmedabad generate somewhere between 1600-3500 MT of waste per day. Typically, *solid waste management (SWM)* involves everything from collection

and storage to transfer, transportation, and disposal of waste. In Indian cities, the ULBs are responsible for managing municipal solid waste (MSW).

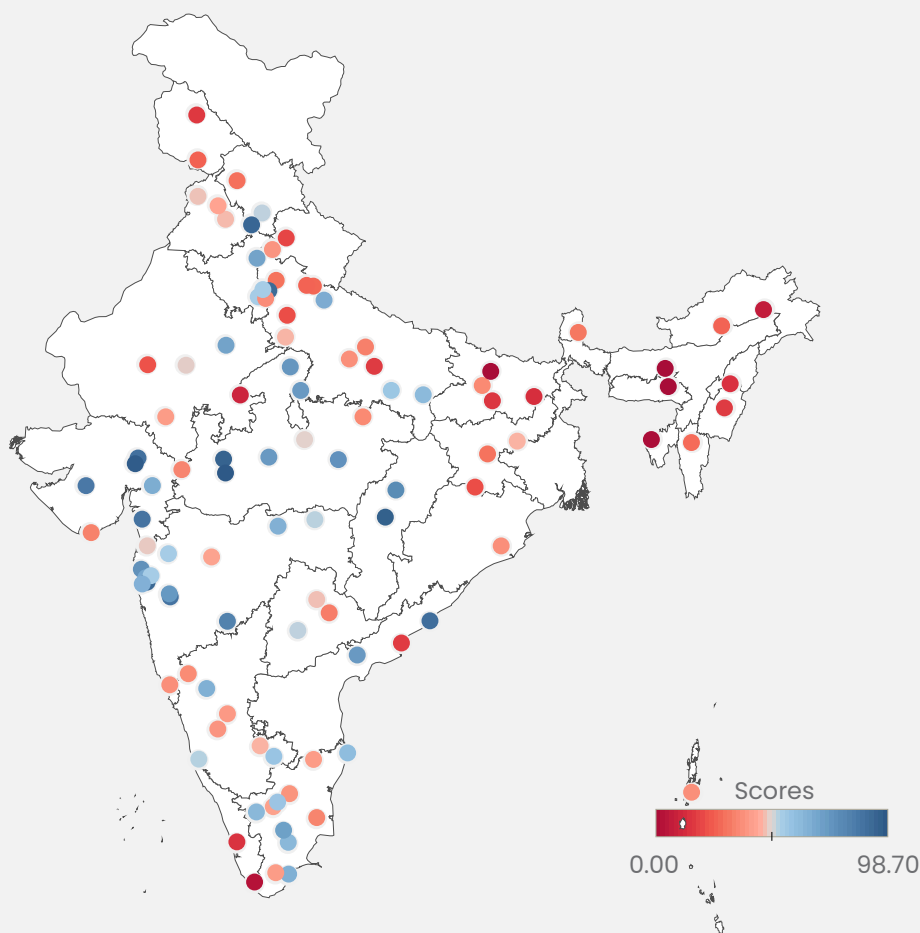
These numbers call upon the critical need for waste management in India's urban landscape.

The *SWM & Sanitation* sector consists of indicators such as

- *Garbage collection*
- *Street cleanliness*
- *Waste disposal*
- *Waste treatment*
- *Sewage treatment capacity*
- *Household sewer collection*



**Figure 8: Mapping of SWM and Sanitation sector scores**



Indore had the best solid waste management and sanitation system, followed by Ahmedabad, Raipur, Ujjain, Chandigarh, Navi Mumbai, Ghaziabad, and Visakhapatnam.

As per the 2011 Census, only 42 cities had over 90% of their households connected to sewerage systems. One hundred fifteen cities had sewerage connections in 70%-90% of their households, and 224 cities provided connection to sewerage connection to 50%-75% of the households. While the condition has improved over the years, a significant population continues to remain without piped sewerage connection at their households.

Moreover, only a small number of cities are successfully collecting wastewater. Existing sewerage systems are not maintained properly and suffer from blockages, siltation, missing man-hole and other such issues. There is a shortage of preventive

maintenance with rare occurrences of repairs taking place. (IHS, 2014). The impact on environment is further worsened as sewers are not connected to wastewater treatment plants and are discharged untreated into surface water bodies.



# Registration & Permits

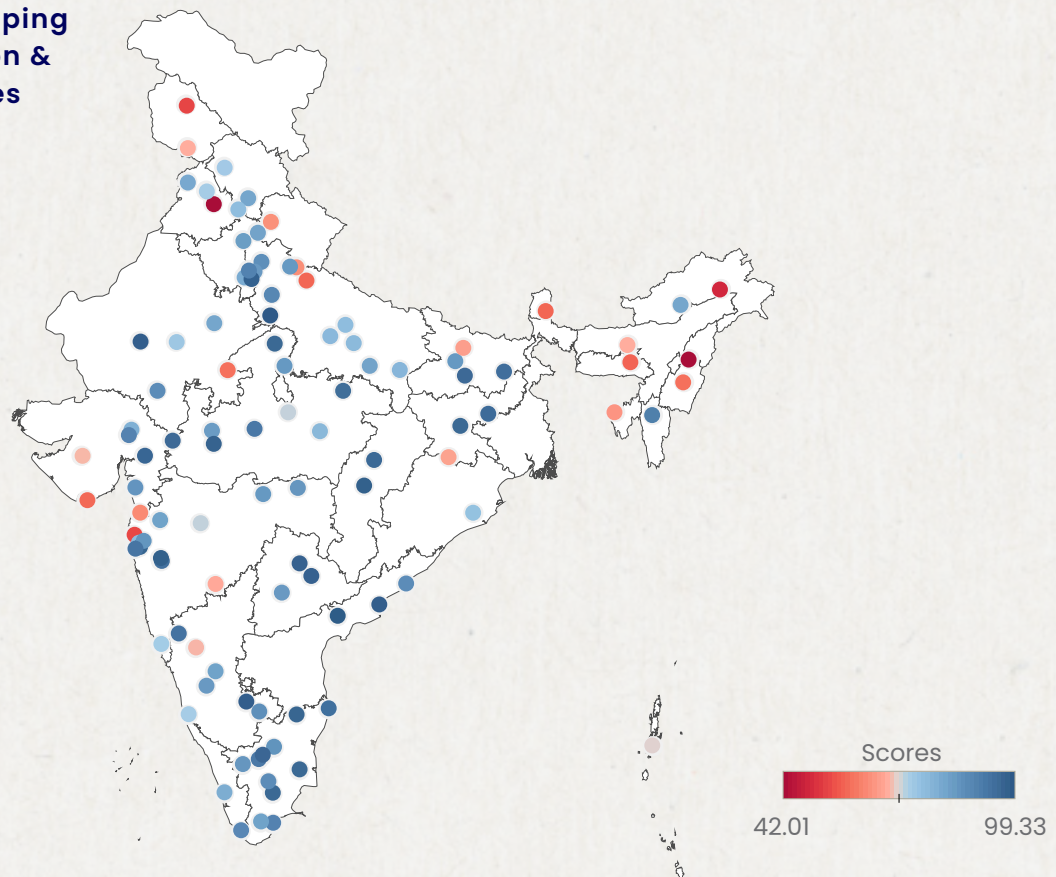
The *Registration & Permits* sector includes indicators for the following:

- *Registration efficiency*
- *Online registration*
- *Ease of obtaining permits*
- *Online registration for permits*
- *Online registration for licenses*
- *Number of licenses awarded.*

This sector exhibits some of the highest scores, with sixty-five municipalities scoring above than the national average of 82.49. The municipalities of Agra, Vijayawada, Tumakuru, Kakinada, Jodhpur, Raipur, Pimpri Chinchwad, and Faridabad emerged as top performers. Bareilly, Srinagar, and Ludhiana scored way below the national average.

Ensuring ease in acquiring and registering licenses and permits indicates a substantial advantage to the city's economic environment. Subsequently, it establishes a well-functioning and efficient regulatory framework. The presence of fast-track approval systems, ease in online registrations, and establishing a standard streamlined process for application and clearance of permits are some of the initiatives that have led to successful results. These reforms ultimately speed up procedures, prevent backlog, reduce costs, and offer transparency. Large cities like New Delhi and Mumbai take the lead in the ease of getting construction permits. Such efforts contribute to the overall development initiatives and provide

**Figure 9: Mapping of Registration & Permits scores**





a conducive business environment. India's Ease of Doing Business Index performance improved considerably after such reforms were implemented in 2017. Conversely, cumbersome procedures with difficult regulations can have adverse effects.

A complex system that propagates outdated services can seriously impede productivity. Nevertheless, sustaining such efforts is equally crucial through consistent revision and monitoring that secure best practices.

## Infrastructure

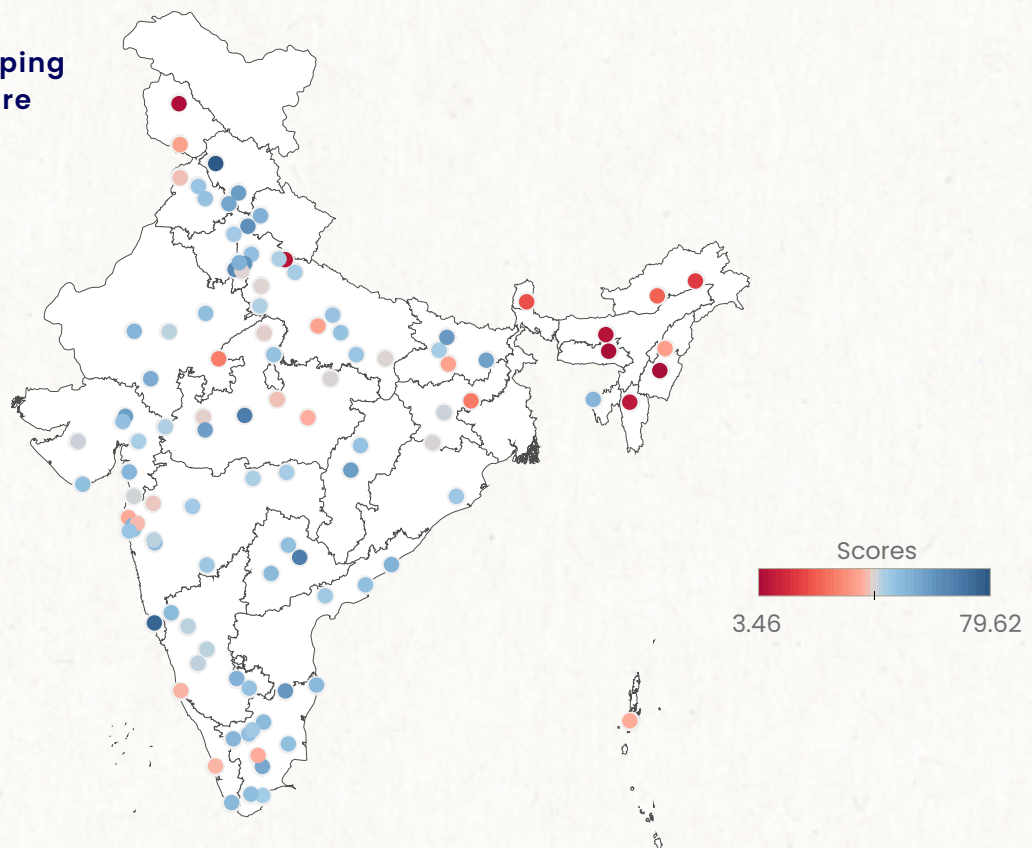
Managing urban spaces inevitably calls for building and sustaining better infrastructure for people. Economic growth would fail to take place in the face of the inadequate infrastructural capacity of a nation. The visible deficiency in providing adequate infrastructural services poses a severe threat to economic growth and people's well-being. Therefore, it is essential to provide infrastructure and improve upon the existing

services to meet the ever-expanding urban population of Indian cities.

The *Infrastructure* sector measures:

- Roads with street lights
- Street lights with light-emitting diode (LED)
- Expenditure on road maintenance
- Road density
- Footpath density

**Figure 10: Mapping of Infrastructure sector scores**





Dharamshala, Panaji, Bhopal, Warangal, New Delhi MC, Gurugram, South Delhi MC, Saharanpur, and Ghaziabad had the best *infrastructure* provisions. On the other hand, East Delhi MC, Kota, and Dhanbad had some of the lowest scores for *Infrastructure*.

Without robust infrastructure, cities fail to secure smooth operations that could otherwise significantly increase productivity. It plays a central role in laying the foundation, allowing cities to connect, equip, and grow. A burgeoning population, coupled with increasing vehicle production, command a need to control high traffic congestion levels in big cities and maintain and construct better roads to accommodate such a circumstance. Better management and integrated urban planning are fundamental. Traffic congestion occurs due to many motorised vehicles since cities like Varanasi encounter slow traffic flow and heavy congestion despite having a lower number of motorised vehicles. (Alam & Ahmed, 2013) These are some of the issues that have resulted from swift, and often unplanned urban expansion.

Providing street lights is a critical necessity as it services various functions, from enhancing visibility to safeguarding the people's well-being and securing roads. Consequently, LEDs street lights help conserve energy to a large extent. In 2019, India embarked on one of the most extensive streetlight replacement drives. As a part of the country's energy efficiency and smart city program, the Ministry of State for Power, New, and Renewable Energy announced the installation of 1 million smart LED streetlights. The initiative seeks to illuminate 270,000 km of roads to save 6.71 billion KWh of energy. This initiative has been adopted by the Energy Efficiency Services Limited (EESL) (the implementing agency) and municipalities across India under a 7-year contract to reduce energy consumption by 50 per cent. The participating ULBs and EESL have made extensive efforts that pave the path for development and enable sustainability in the long run.

## B. Finance

Finance is a crucial measure of political and administrative autonomy of governance bodies. In fact, one of the major purposes of decentralizing local governance was to empower municipal bodies both administratively, as well as financially. Municipal bodies need to be fiscally healthy in order to effectively administer and ensure service delivery in cities. The performance of municipalities is thus crucially dependent on their overall financial health, and ability to attract resources that can boost urban infrastructure and planning initiatives, while ensuring a standard quality of life to its residents.

The **Finance** vertical has four sectors, namely:

- *Revenue Management*
- *Expenditure Management*

- *Fiscal Responsibility*
- *Fiscal Decentralisation*

The top performers in the *Finance* vertical have also excelled in their overall MPI scores, with Indore scoring the highest. Municipalities have performed well in terms of *Fiscal Responsibility*, which measures participatory budgeting, auditing budget, and the availability of budget and expenditure in the public domain, wherein 65 municipalities scoring above the average score of 67.25. Municipalities have scored less in terms of their *Expenditure Management*, which measures the efficient usage of *Central* and *State* grants available.



## National Average of Finance Sector

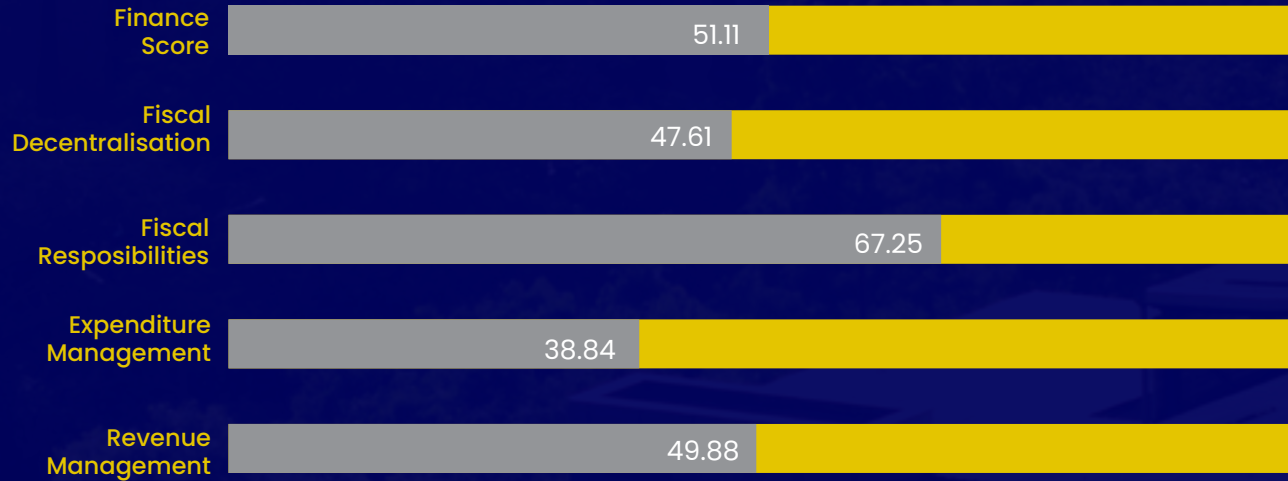


Figure 11: National Average scores of Finance Vertical, and its Sectors

As observed from both the mapping and rankings of *Finance* vertical scores, it is apparent that the top performers are concentrated in the central, western and southern parts of the country, including municipalities such as Indore, Surat, Chennai, Pune, Bhopal, and Ahmedabad. The poor performers in the *Finance* vertical are concentrated primarily in the north-eastern part of the country, with municipalities such as Pasighat and Imphal securing the lowest ranks.

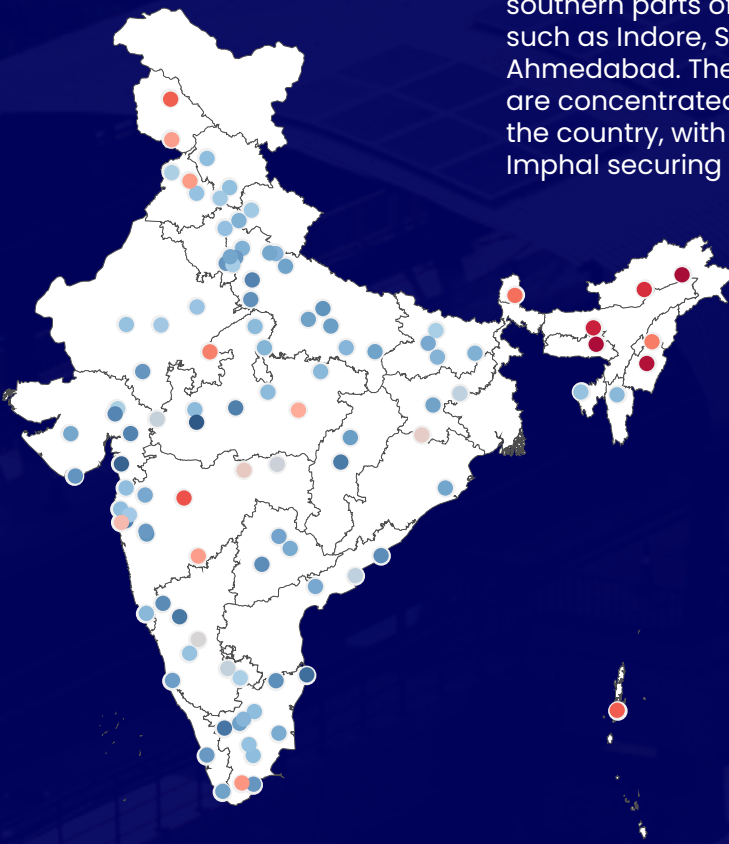
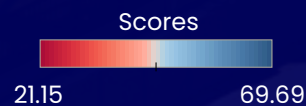


Figure 12: Mapping of Finance vertical scores





**Table 19: Ranking and scores of Million+ municipalities in Finance Vertical**

Rank	Million+ Municipalities	Finance Score	Rank	Million+ Municipalities	Finance Score
1	Indore	69.69	30	Gwalior	51.50
2	Surat	67.81	31	Madurai	50.98
3	Chennai	66.00	32	Vasai Virar	50.88
4	Coimbatore	64.18	33	Thane	50.62
5	Hubli Dharwad	64.09	34	Ludhiana	50.11
6	Raipur	63.52	35	Jodhpur	49.84
7	Bhopal	62.45	36	Jaipur	49.69
8	Navi Mumbai	62.39	37	Chandigarh	48.68
9	Vadodara	61.87	38	Kalyan Dombivali	48.47
10	Ahmedabad	61.28	39	Faridabad	48.07
11	Visakhapatnam	59.87	40	Bengaluru	47.61
12	Hyderabad	59.81	41	Amritsar	47.42
13	Agra	58.94	42	Dhanbad	46.69
14	Pune	58.62	43	Nagpur	46.27
15	Lucknow	58.59	44	North Delhi MC	45.43
16	Ghaziabad	57.43	45	Greater Mumbai	44.02
17	Pimpri Chinchwad	57.41	46	Jabalpur	42.96
18	South Delhi MC	57.24	47	Solapur	41.23
19	Kanpur	56.16	48	Kota	37.47
20	Ranchi	56.08	49	Srinagar	33.45
21	Varanasi	55.96	50	Aurangabad	32.15
22	Bareilly	55.92	51	Guwahati	25.57
23	Rajkot	55.24			
24	Nashik	54.65			
25	Patna	54.64			
26	Vijayawada	54.63			
27	Meerut	53.54			
28	East Delhi MC	52.22			
29	Prayagraj	52.20			



**Table 20: Ranking and scores of Less than Million municipalities in Finance Vertical**

Rank	Less than Million Municipalities	Finance Score	Rank	Less than Million Municipalities	Finance Score
1	New Delhi MC	65.27	31	Tiruchirappalli	51.36
2	Aligarh	61.80	32	Ujjain	51.35
3	Belagavi	60.20	33	Dharamshala	51.06
4	Vellore	59.60	34	Salem	50.98
5	Diu	58.36	35	Silvassa	50.76
6	Udaipur	58.10	36	Shimla	50.65
7	Gurugram	58.05	37	Karnal	50.24
8	Thoothukudi	58.01	38	Dindigul	50.14
9	Kochi	57.43	39	Agartala	49.96
10	Tirupati	57.18	40	Shivamogga	49.89
11	Rae Bareli	56.92	41	Ajmer	48.76
12	Bilaspur	56.79	42	Dehradun	48.58
13	Mangalore	56.58	43	Muzaffarpur	47.63
14	Tiruppur	56.29	44	Gandhinagar	47.50
15	Thiruvananthapuram	56.04	45	Kakinada	46.73
16	Karimnagar	55.57	46	Tumakuru	46.67
17	Bhubaneswar	55.52	47	Dahod	46.50
18	Moradabad	55.00	48	Davanagere	45.82
19	Warangal	54.59	49	Rourkela	44.98
20	Thanjavur	54.11	50	Amravati	44.86
21	Saharanpur	53.54	51	Jammu	41.62
22	Bhagalpur	53.38	52	Jalandhar	41.07
23	Rampur	53.07	53	Tirunelveli	40.44
24	Bihar Sharif	52.82	54	Kohima	37.02
25	Jhansi	52.63	55	Gangtok	35.43
26	Erode	52.04	56	Port Blair	33.13
27	Satna	51.93	57	Itanagar	27.34
28	Aizawl	51.91	58	Imphal	22.25
29	Panaji	51.89	59	Shillong	21.60
30	Sagar	51.47	60	Pasighat	21.15



# Revenue Management

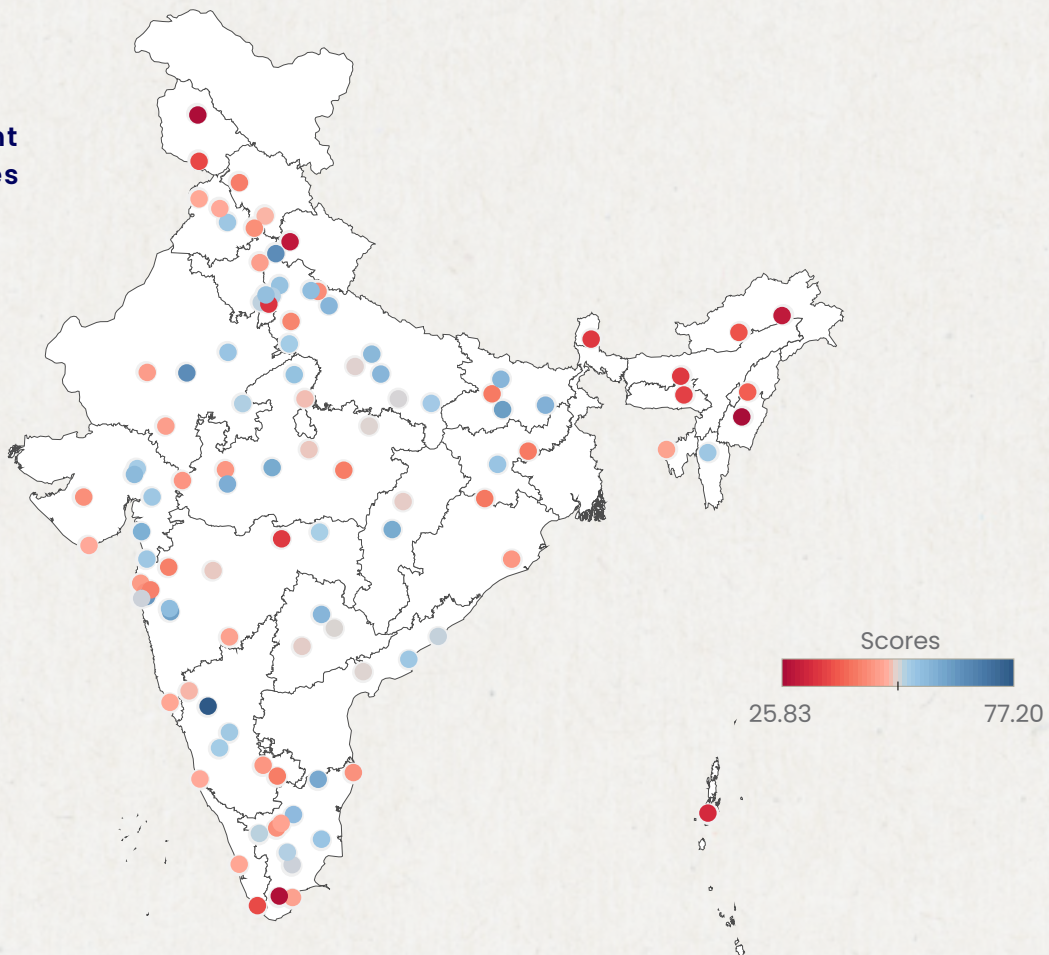
The performance of municipalities paints a mixed picture in the regional mapping of the *Revenue Management* sector, with several municipalities scoring less in it. The sector does not observe an exceptionally high performance from municipalities either.

Municipalities have a varied performance in terms of *generating their own revenue*, with both positive and negative outliers. Million+ municipalities such as Hubli Dharwad, Lucknow, Ludhiana, Nagpur, and Ranchi, and Less than Million municipalities such as Aizawl, Ajmer, Itanagar, and Muzaffarpur have been successful in generating the entirety of its

total revenue by itself. On the contrary, 50% of the participating municipalities generate less than 23% of the total revenue generated by themselves. In fact, 50% of the participating municipalities generate less than 23% of the total revenue generated by themselves.

A significant portion of these municipalities are dependent on *tax revenue*, with more than 50% of the municipalities generating 80% of their *total revenue through taxes*. Fourteen municipalities (with the likes of Ajmer, Hubli Dharwad, Vellore, Dindigul, Kota, Salem, Sagar, Thanjavur, Belagavi, Rae Bareilly, Agra, Thoothukudi, Dhanbad and Aurangabad) are

**Figure 13:**  
Mapping  
of Revenue  
Management  
sector scores





solely dependent on tax revenue to generate the totality of its revenue. On the other hand, municipalities such as Gangtok, Solapur, Chandigarh, Ujjain, Greater Mumbai, Gwalior, Faridabad, and Delhi are less dependent on tax revenue for generating income for the municipality.

Interestingly, the *tax collection efficiency* is higher for those municipalities dependent on securing a significant portion (80% and above) in of their total revenue in terms of taxes, while it decreases for those municipalities not generating revenue through tax collection. This implies the potentiality of municipalities to generate revenue through efficient taxation.

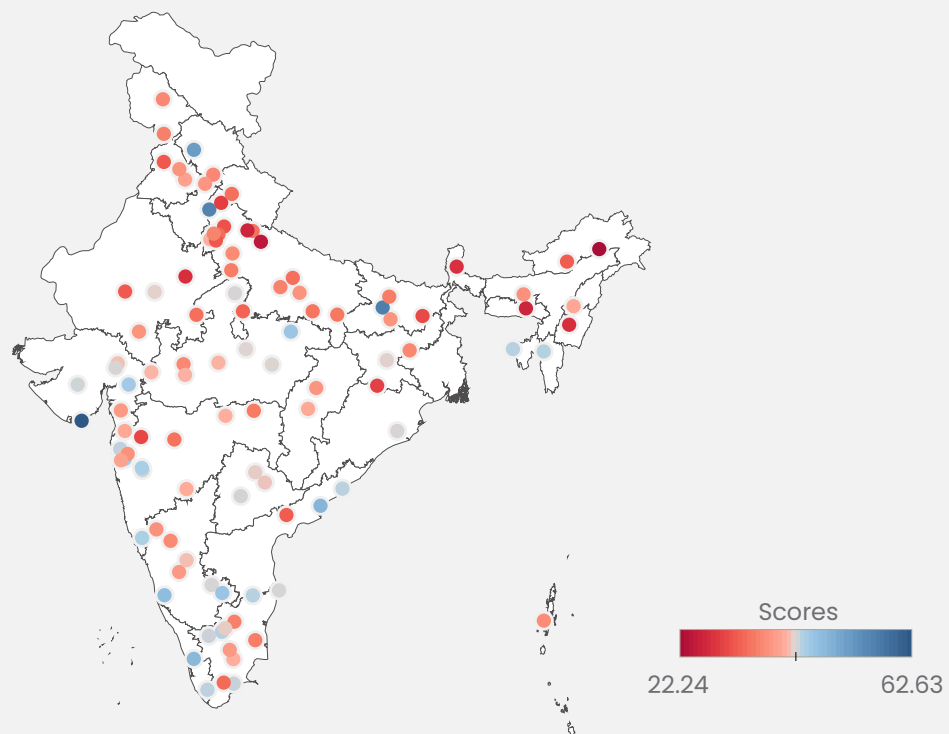
It has also been observed that hardly 5 municipalities are able to *raise earnings/borrowings from alternate sources of financing* (excluding State/Central grants), with municipalities such as Ajmer, Hubli Dharwad, Rae Bareli, Jodhpur, and Diu. In fact, more than 95% of the municipalities have been able to raise less than 5 per cent of their *earnings/borrowings through alternate sources of financings*, outside of state and central grants.

## Expenditure Management

Municipalities across the country have attained relatively poor scores in terms of *Expenditure Management*.

The top-performing municipalities emerge from certain big cities, and are handful in number.

**Figure 14: Mapping of Expenditure Management sector scores**





The Central Grants Expenditure Efficiency is high for more than 13 Million+ municipalities (including Jabalpur, Madurai, Vadodara, Coimbatore, Pune, Pimpri Chinchwad, and Chennai), and 17 Less than Million municipalities with the likes of Bhubaneswar, Karimnagar, Tirupati, Tiruchirappalli, Thiruvananthapuram, and Thoothukudi.

Comparatively, the State Grants Expenditure Efficiency is even higher for municipalities. 19 Million+ municipalities (such as Greater Mumbai, Madurai, Hyderabad, Chandigarh, Bengaluru, Ranchi, Nagpur, Gwalior), and 25 Less than Million municipalities with the likes of Tiruchirappalli, Tiruppur, Karimnagar, Thiruvananthapuram, Kochi, Kohima, and Pasighat have emerged as positive outliers. While some municipalities such as Sagar, Tirunelveli, Udaipur and Jhansi have low State Grants Expenditure Efficiency, their Central Grants Expenditure Efficiency is much higher.

Less than 22 per cent of the municipalities have their *Capital Expenditure* comprising of 80% of their total expenditure on a three-year average. The *Capital Expenditure per Capita* is on the lower-end for Million+ municipalities

such as Chandigarh, Lucknow, East Delhi MC, Varanasi, South Delhi MC, Greater Mumbai, Hyderabad and Bengaluru, implying that much of their municipal activities are labour-intensive in nature. Few municipalities such as Guwahati have no *Establishment Expenditure*. On the other hand, Million+ municipalities such as Nagpur, Bareilly, Hubli Dharwad, East Delhi MC, North Delhi MC and Prayagraj have exceedingly high occurrence of *Establishment Expenditure*.

The *Budget Deficit* is significantly lower for major metropolitan municipalities such as Greater Mumbai, Kalyan Dombivali, East Delhi MC, Vadodara, Patna, South Delhi MC, and Bhopal at less than 5 percent. Other Million+ municipalities such as Hyderabad, Ahmedabad, Bengaluru, Pune, Chandigarh have a much higher *budget deficit*, which could imply higher spending on urban infrastructure and urban planning projects. However, it also points to the need to access alternate sources of earnings to finance this deficit.

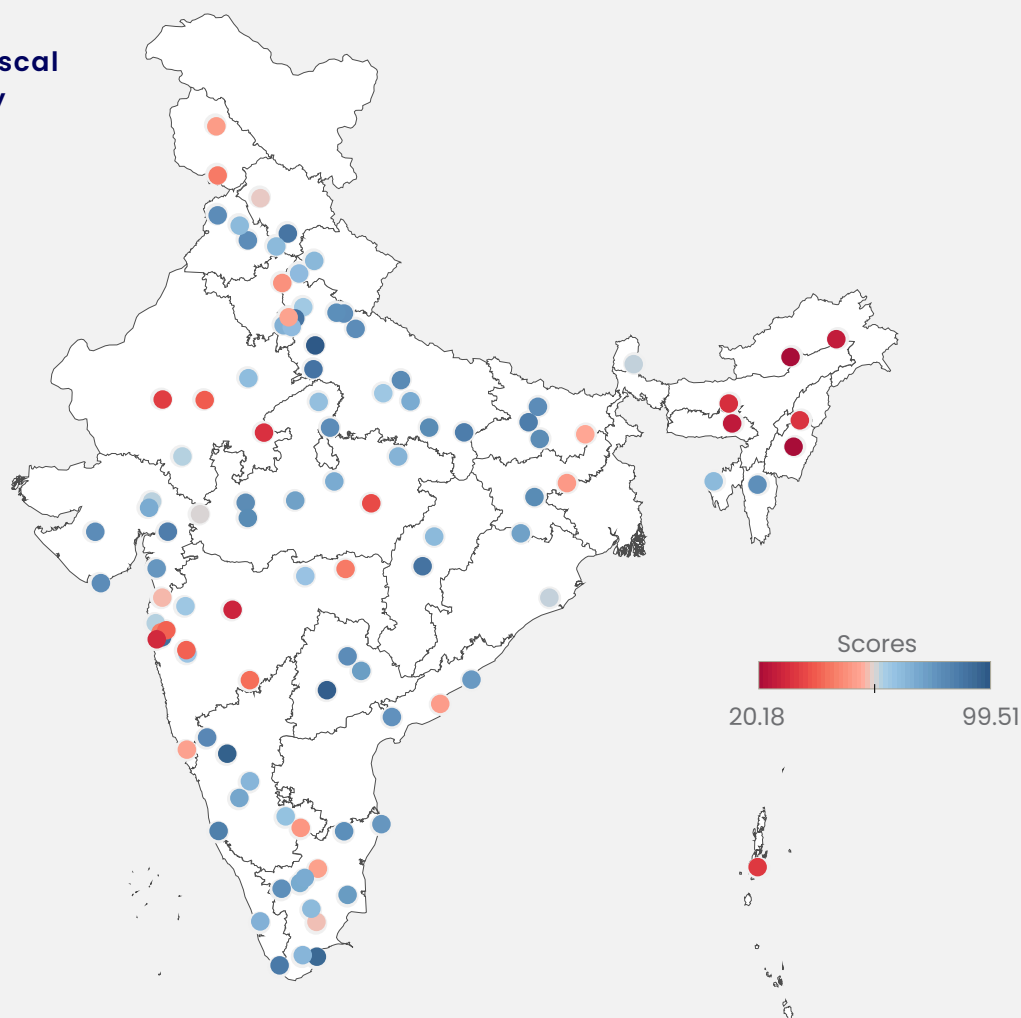
## Fiscal Responsibility

The *Fiscal Responsibility* sector observes a relatively better performance amongst other **Finance** sectors such as *Revenue Management* and *Expenditure Management*. While some negative outliers emerge from the states of Maharashtra, Rajasthan and the north-eastern states, the overall high scores of municipalities in this particular sector assures the presence of practices in exercising fiscal responsibility.





**Figure 15:  
Mapping of Fiscal  
Responsibility  
sector scores**



*Participatory budgeting* appears to be amiss amongst the majority of municipalities, with over 67% of all municipalities not allocating any proportion of their budget towards the same, including 75% of Less-than Million municipalities, and 58% of Million+ municipalities. Very few municipalities practice Participatory Budgeting, including Agartala, Agra, Aligarh, Bengaluru, Hyderabad, Mangalore, Navi Mumbai, Shimla, and Raipur, to just name a few. Less than 50% of all the municipalities participating in this index have published both internal and external audited accounts for the three financial years of 2016-17, 2017-18 & 2018-19. 23 municipalities have not published any audited accounts for the three financial years, including major municipalities such as East Delhi MC, Pimpri Chinchwad, North Delhi MC, Dharamshala, and Kakinada.

More than 75% of municipalities have made their financial and operational statistics of the ULB available in the public domain, in the last financial year. Million+ municipalities such as Thane, Bengaluru, North Delhi MC, and Guwahati, along with Less than Million municipalities such as Bhubaneswar, Dharamshala, Pasighat, Shillong, Imphal, Itanagar, Jammu, Gangtok and Silvassa are among the 27 municipalities that have not published their financial and operational statistics in the public domain in the past financial year.

Around 72 municipalities of 111, comprising of 65% of all the municipalities have conducted *internal audits* in the last financial year. Amongst the 35% of the municipalities that do have not conducted such internal



audits include Million+ municipalities such as Gwalior, Pune, Kanpur, Madurai, Kalyan Dombivali, Pimpri Chinchwad, Bengaluru, Aurangabad, Kota and Jodhpur; and Less than Million municipalities such as Kochi,

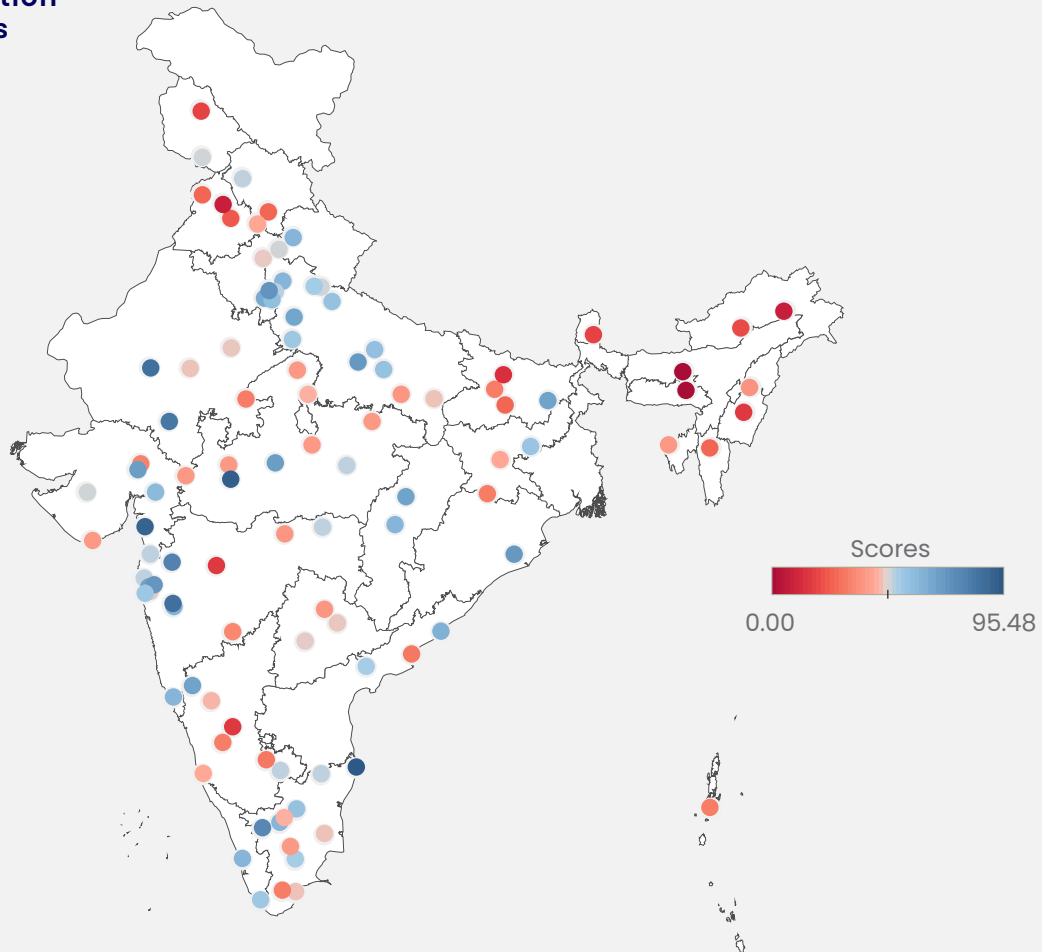
Mangalore, Warangal, Panaji, Salem, New Delhi MC, Gandhinagar, Pasighat, Shillong, Imphal and Itanagar.

## Fiscal Decentralisation

The *Fiscal Decentralisation* sector assesses the financial autonomy of municipalities in conducting their affairs. The mapping of this sector scores indicates that this goal is far from being achieved, as several municipalities

from across the country (especially the north-eastern municipalities) have emerged as negative outliers in this sector.

**Figure 16:**  
**Mapping of Fiscal Decentralisation sector scores**





Only 13 Million+ municipalities (Chennai, Coimbatore, East Delhi MC, Indore, Kalyan Dombivalli, Kanpur, Nashik, Pimpri Chinchwad, Rajkot, Surat and Thane), and 7 Less than Million municipalities (Aligarh, Belagavi, Bhagalpur, Bhubaneswar, Bilaspur, New Delhi MC and Udaipur) have *powers to borrow and invest funds without state approval*.

This means that over 91 municipalities, consisting of 81 percent of the municipalities participating in this index, do not have powers to borrow and invest funds without state approval. This is a serious blow to the goal of the 74th Constitutional Amendment Act, that sought to decentralise urban governance in order to disburse more financial autonomy at the ground-level. Inherently, major financial decisions of municipal bodies are taken by state governments, and not the municipal office-holders themselves.

All major Million+ municipalities have the highest credit rating point at 7.00, with municipalities such as Ahmedabad, Bhopal, Greater Mumbai, Hyderabad, Lucknow, Navi Mumbai, Pune, South Delhi MC, Visakhapatnam, Indore, Pimpri Chinchwad, Surat and Thane. Million+ municipalities such as Amritsar, Aurangabad, Guwahati, Kota, Patna and Rajkot, on the other hand, have an extremely *low credit rating*. The proportion of low credit rating is incidentally higher in the case of Less than Million municipalities. With a low credit-rating for a majority of Indian municipalities, raising alternate sources of earnings through borrowings from the market stands as a challenge for many. Urban governance becomes heavily dependent on the allocation of State and Central grants, as lenders would also have a preference for big cities that can generate the capital to fund their borrowings from the market. This potentially also dampens the creation of cities as self-sustaining economic units of governance, that can take up challenges in urban governance by itself.



The Greater Chennai Municipal Corporation

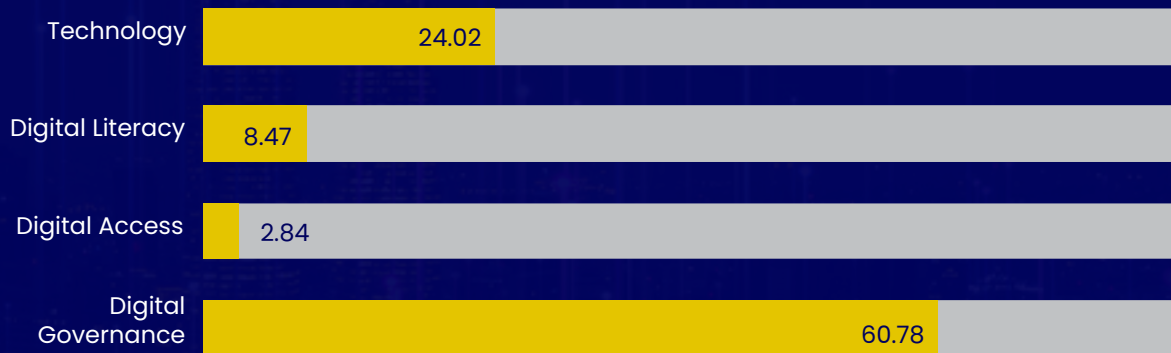


## C.Technology

Technological advancement has become one of the most lucrative aspects of socio-economic progress. Successful development outcomes cannot take place without facilitating reforms that enable technological progress. Initiatives that sanction internet connectivity, propagate digital literacy and deploy e-Governance are therefore crucial. The vertical for Technology evaluates municipalities based on three verticals of

*Digital Governance, Digital Access, and Digital Literacy*, encompassing thirteen indicators. While India has made commendable strides in digitalising the economy, there are significant constraints within the system.

### National Average of Technology Sectors

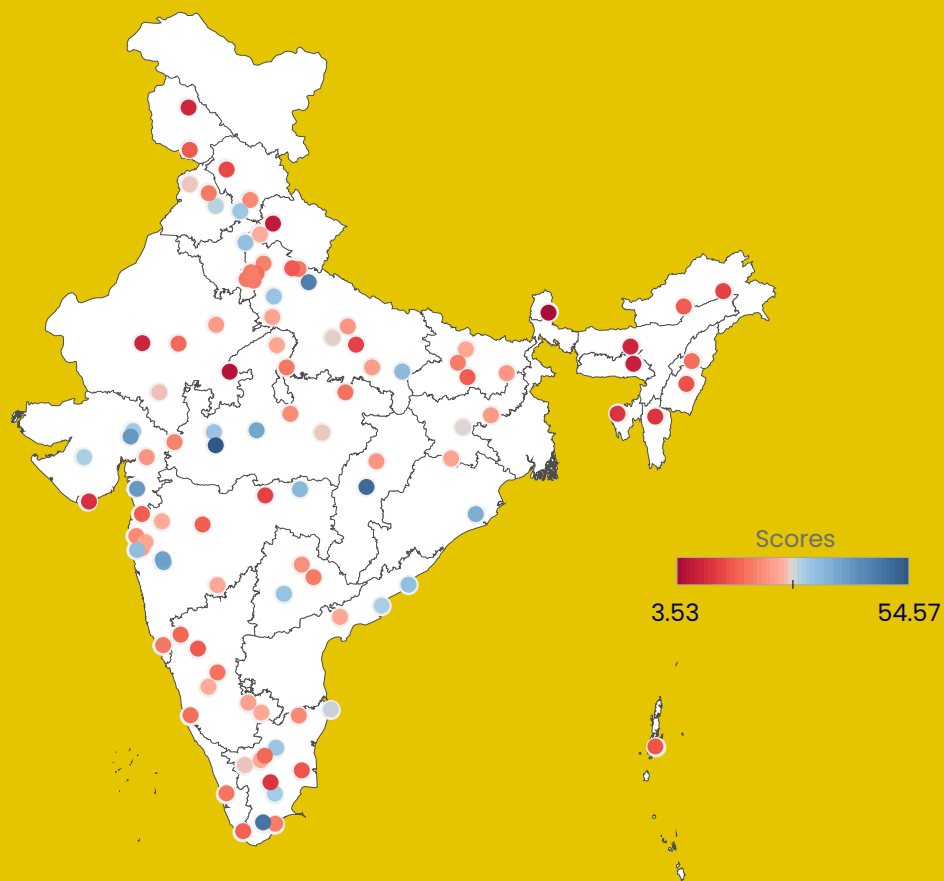


**Figure 17: National Average scores of Technology Vertical and Sectors**

The *Technology* vertical has the lowest national average score at 24.02. This has several implications for achieving good governance goals through active citizen engagement and public information in urban local bodies. Technology plays a crucial role in sustaining smart cities and improving their residents' quality of life.



Figure 18:  
Mapping of  
Technology  
vertical scores



The overall performance for *technology* remains weak across all regions. The cities in the Million+ category that fared better than their peers are Indore, Raipur, Bareilly, Ahmedabad, and Surat. In the Less than Million category, Tirunelveli, Tirupati, Bhubaneswar, Karnal, and Ujjain performed better than their peers.



**Table 21: Ranking and scores of Million+ municipalities in Technology Vertical**

Rank	Million+ Municipalities	Technology Score	Rank	Million+ Municipalities	Technology Score
1	Indore	54.57	30	Agra	25.75
2	Raipur	51.24	31	Prayagraj	25.09
3	Bareilly	46.85	32	Navi Mumbai	25.05
4	Ahmedabad	41.90	33	Jaipur	24.48
5	Surat	41.61	34	Dhanbad	24.46
6	Pimpri Chinchwad	40.65	35	Lucknow	23.84
7	Pune	39.30	36	Vadodara	23.66
8	Bhopal	39.12	37	Vasai Virar	22.04
9	Nagpur	35.75	38	Thane	21.76
10	Varanasi	35.45	39	Meerut	20.84
11	Greater Mumbai	34.67	40	Patna	20.42
12	Visakhapatnam	34.64	41	Faridabad	19.96
13	Hyderabad	33.63	42	Ghaziabad	18.58
14	Chandigarh	32.77	43	East Delhi MC	16.91
15	Madurai	32.11	44	Aurangabad	16.45
16	Rajkot	31.44	45	South Delhi MC	16.34
17	Ludhiana	30.69	46	Hubli Dharwad	15.89
18	Chennai	29.97	47	North Delhi MC	14.71
19	Ranchi	29.07	48	Srinagar	9.02
20	Kanpur	28.72	49	Guwahati	8.58
21	Jabalpur	28.32	50	Jodhpur	8.57
22	Amritsar	28.29	51	Kota	5.29
23	Coimbatore	28.03			
24	Nashik	26.54			
25	Bengaluru	26.21			
26	Solapur	26.17			
27	Vijayawada	26.02			
28	Kalyan Dombivali	25.80			
29	Gwalior	25.79			



**Table 22: Ranking and scores of Less than Million municipalities in Technology Vertical**

Rank	Less Than Million Municipalities	Technology Score	Rank	Less Than Million Municipalities	Technology Score
1	Tirunelveli	49.03	31	Panaji	19.63
2	Tirupati	46.89	32	Gurugram	19.61
3	Bhubaneswar	37.92	33	Kochi	19.17
4	Karnal	34.33	34	Davanagere	18.99
5	Ujjain	33.54	35	Satna	18.89
6	New Delhi MC	33.47	36	Kohima	18.74
7	Aligarh	33.35	37	Mangalore	18.70
8	Salem	33.12	38	Erode	17.79
9	Gandhinagar	32.38	39	Ajmer	17.67
10	Kakinada	31.42	40	Belagavi	17.38
11	Udaipur	27.86	41	Thiruvananthapuram	16.81
12	Saharanpur	26.62	42	Silvassa	16.43
13	Shivamogga	26.61	43	Itanagar	16.29
14	Muzaffarpur	26.12	44	Bihar Sharif	16.08
15	Tiruppur	25.88	45	Jammu	16.03
16	Rourkela	25.62	46	Moradabad	16.03
17	Tumakuru	25.35	47	Thanjavur	15.29
18	Bhagalpur	23.75	48	Port Blair	15.29
19	Bilaspur	23.72	49	Imphal	15.11
20	Karimnagar	23.16	50	Dharamshala	13.61
21	Sagar	22.28	51	Rae Bareli	13.18
22	Thiruchirappalli	22.02	52	Pasighat	13.00
23	Shimla	21.91	53	Amravati	12.62
24	Vellore	21.85	54	Dindigul	11.14
25	Dahod	21.04	55	Aizawl	11.09
26	Thoothukudi	20.33	56	Agartala	10.87
27	Rampur	19.94	57	Diu	10.43
28	Jalandhar	19.86	58	Shillong	7.70
29	Warangal	19.86	59	Dehradun	6.79
30	Jhansi	19.64	60	Gangtok	3.53



# Digital Governance

Digital Governance or e-Governance pertains to incorporating information and communication technology (ICT) for providing government services, exchanging information, communication transactions, integrating discrete services and systems between Government and citizens, Government and Businesses, along with back-office procedures and interactions within the entire Government Framework (Sugata and Masud, 2007). It enhances services delivery and provides for greater transparency, and improves the efficacy of services. Digital solutions aim to reform governance structure and practices to distinctly improve the lives of citizens. India has already embarked upon a digital transformation journey through various initiatives such as “Digital India”. It contains provisions such as form simplification and field reduction, online repositories, integrating services and platforms through the Aadhaar platform of Unique Identity Authority of India (UIDAI), payment gateway, Mobile Seva platform, sharing of data through open Application Programming Interfaces (API) etc<sup>5</sup>.

Various local governance structures have also taken cognisance of the need to digitise government framework. The National e-Governance Service Delivery Assessment 2019 highlights best practices in governance portals- New Delhi MC and Gujrat for accessibility; Tripura, Andaman and Nicobar Islands, Kerala for content

availability; Meghalaya and West Bengal, for ease of use, Telangana for end service delivery; and Rajasthan and Nagaland for integrated service delivery. Various states have undertaken initiatives to promote e-governance.

Himachal Pradesh has commissioned the development of the “Himachal Pradesh District Governance Index. Whereas Andhra Pradesh’s effort for providing “Real Time Governance Initiative” to address citizen grievances, monitor infrastructure projects, and receive live updates of incidents and weather and climatic events across the state is commendable. Indeed there is a long way to go before India successfully transitions into a digital India. However, some of the largest cities have spearheaded commendable efforts to help achieve this goal and driving India’s quest to pivot the digital revolution. Smaller cities and municipalities are yet to make significant progress in technological advancement.

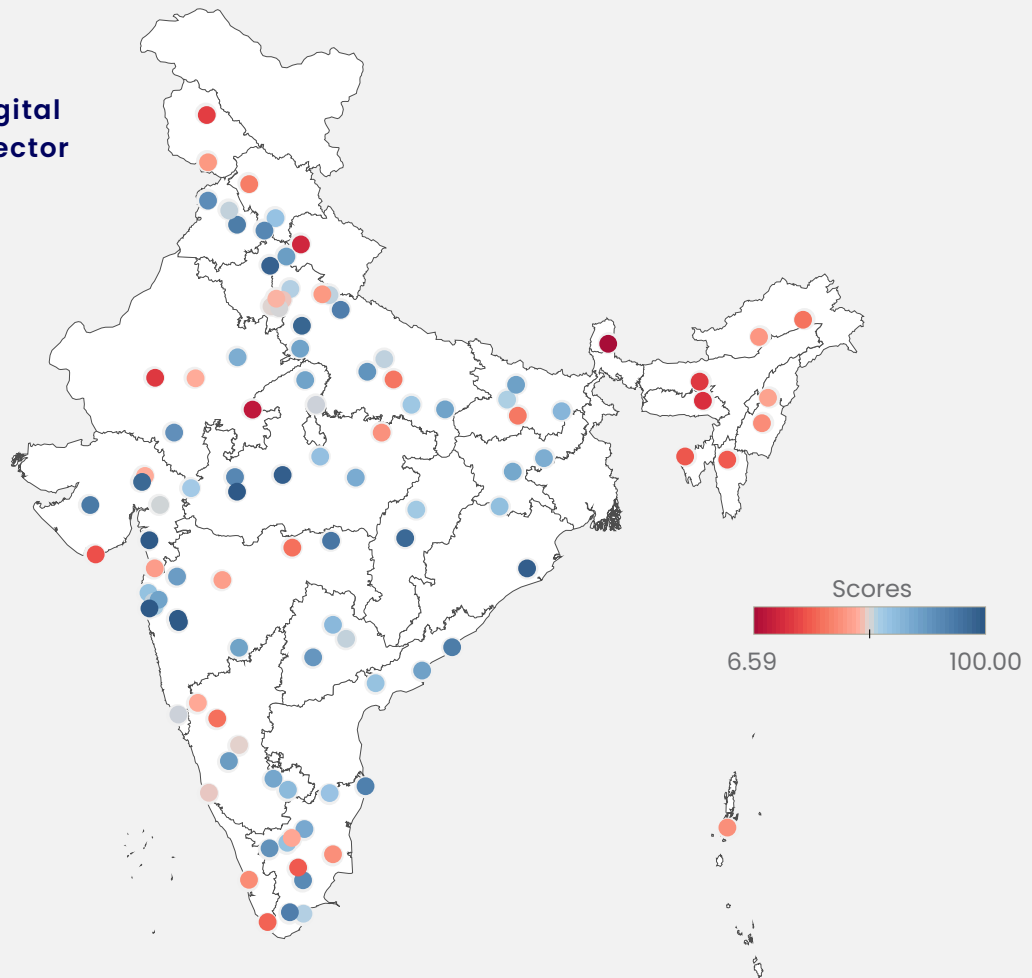
*Digital Governance* comprises of the following indicators:

- *e-Governance initiatives*
- *Command and Control system*
- *Number of e-tenders*
- *Value of e-tenders*
- *Open Data Policy*
- *Presence of CDO*
- *City-data Alliance*
- *Presence on Open Data Portal.*





**Figure 19:  
Mapping of Digital  
Governance sector  
scores**



With a score of 100, municipalities like Greater Mumbai, Indore, Pimpri Chinchwad, Pune and Surat have implemented robust digital governance. Other top performers include

Bhopal, Bhubaneswar, Karnal, Aligarh, Ahmedabad and Raipur. About 55 municipalities scored higher than national average of 60. 78.

## Digital Access

The UN e-Government Index, 2020, which measures online services, telecommunication connectivity, and human capacity, places India at the 100th rank out of 193 countries. India's position slipped four points since the 2018 survey, where India had leapt 22 places to rank 96. Digital access is particularly vital for India, with 560 million internet subscribers in 2018 and an average mobile data consumption of 8.3 gigabits (GB) per

month. For comparison, China consumes 5.5 GB of mobile data, and the Republic of Korea, with an advanced digital economy, consumes between 8.0 to 8.5 GB of mobile data each month.<sup>6</sup> However, India has yet to provide universal access to the internet. Despite having the second-largest online market globally, 50% of Indians do not have access to the internet<sup>7</sup>. *Digital Access* yields full electronic participation of citizens.

<sup>6</sup>McKinsey Global Institute (2019). Digital India: Technology to transform a connected nation. <https://www.mckinsey.com/-/media/McKinsey/Business%20Functions/McKinsey%20Digital/Our%20Insights/Digital%20India%20Technology%20to%20transform%20a%20connected%20nation/MGI-Digital-India-Report-April-2019.pdf>  
<sup>7</sup>World Economic Forum (2020). These are the countries where internet access is lowest. <https://www.weforum.org/agenda/2020/08/internet-users-usage-countries-change-demographics/>

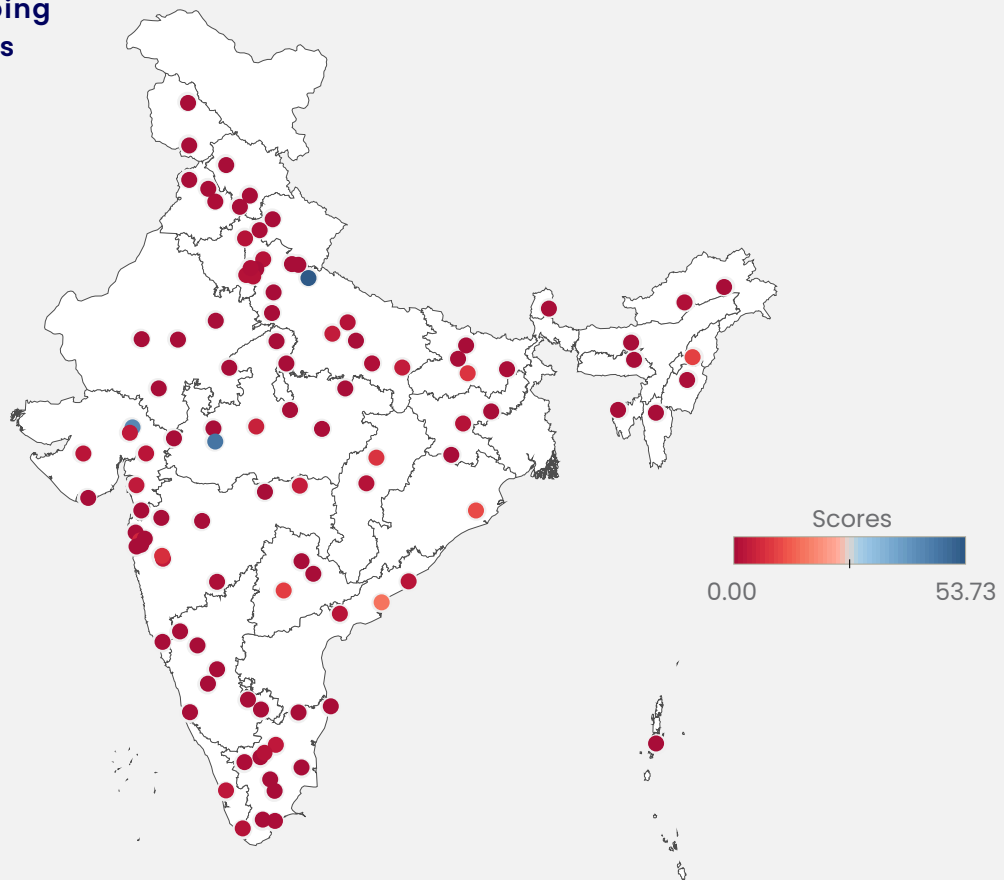


The *Digital Access* sector measures *internet access and usage*. The reach of digital services has expanded to a large extent over the years in India. Over sixty municipalities surfaced as negative outliers. Few municipalities showcase high scores in *Digital Access*, including Bareilly, Indore, Gandhinagar.

The internet reach is swiftly gaining traction, even though large cities invariably appear to be better off. New Delhi, Mumbai, Kerala, Bangalore, Ahmedabad, Hyderabad, and Chennai had some of the highest internet penetration rates. As the 2019 report from the

Internet & Mobile Association of India (IAMA) has revealed, rural internet penetration is growing at a faster rate of 18% than its urban counterpart. Consequently, rural India has 10% more internet users, even with lower internet penetration eastern states showcased the faster growth rate at a 24% increase in internet user base, whereas Bihar and Jharkhand had the highest growth of internet penetration among all other states. There have been extensive efforts in improving internet access and facilities. Nevertheless, there is room to grow to provide accessible, inclusive digital service to the people.

**Figure 20: Mapping of Digital Access sector scores**





# Digital Literacy

In the current world, as technology comes to play a central and increasingly important role in our lives, it is now more critical than ever for authorities to facilitate digital literacy. It provides skills that equip people with the ability to use digital technology, platforms, and services such as the internet and computer devices. Subsequently, with the increasing promotion of digitisation, several other services related to technology such as telemedicine and e-banking may remain elusive to a significant share of the population who lack digital literacy. It signifies the need for providing digital literacy and equitable digital services to ensure inclusive development.

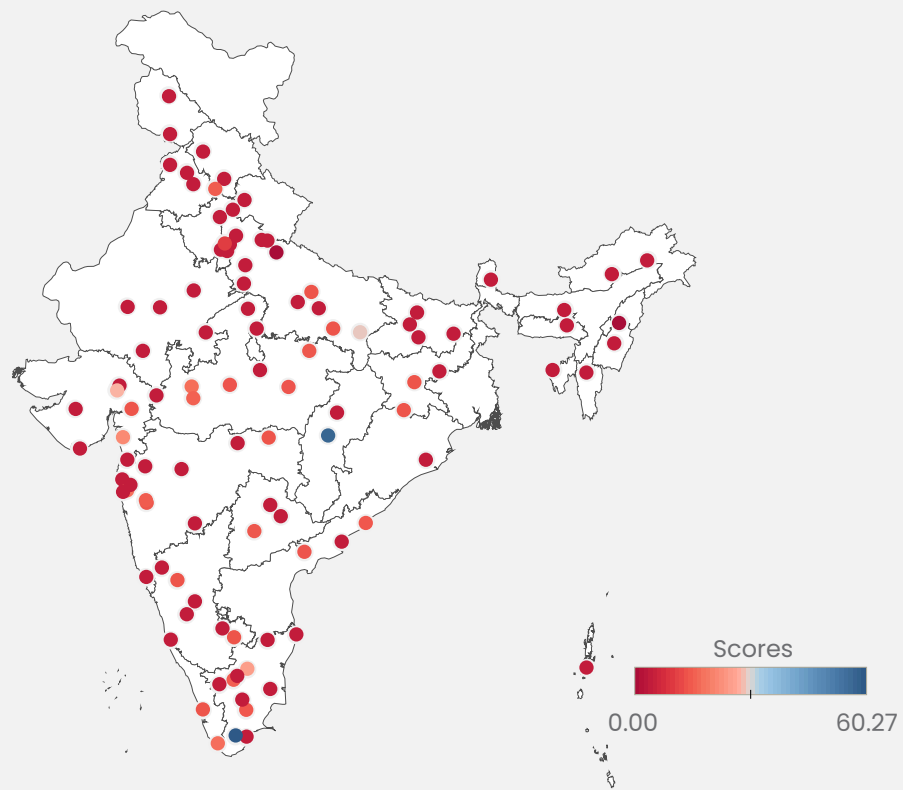
This sector consists of indicators for digital literacy programmes, the number of people who participated in these programmes,

and the number of centres in a particular municipality.

*Digital literacy* showcased dismal performance across all municipalities barring Tirunelveli and Raipur, which had the highest scores.

Digital literacy in large cities is often overlooked. In truth, only 29 per cent of the municipalities run digital literacy programs. Even though India boasts of an extensive *internet user database*, a vast section of its population remains digitally illiterate. There is a need to overhaul the approach towards digital governance and ensure inclusive accessibility at the local level. It is necessary to structure programmes in place based on the level of digital literacy required.

**Figure 21: Mapping of Digital literacy sector scores**





## D.Planning

The rapid pace of urbanisation has been concentrated in Indian cities, wherein it is expected that India's urban population will grow by 416 million by 2050<sup>8</sup>. With Sustainable development goal 11, which seeks to make cities and human settlements inclusive, safe, resilient and sustainable, efforts must be made to guide urbanisation in a planned and sustainable manner, addressing the rising challenges of climate change and poverty enabling economic growth. It thus becomes a crucial device in guiding this urbanisation,

with urban local bodies becoming catalysts in enabling planning policies and practices at the local level. Planning of urban settlements have major implications on the economic development, society, environment and welfare of communities residing within them.

The **planning** vertical has three sectors:

- *Plan preparation*
- *Plan enforcement*
- *Plan implementation*

### National Average of Planning Sectors

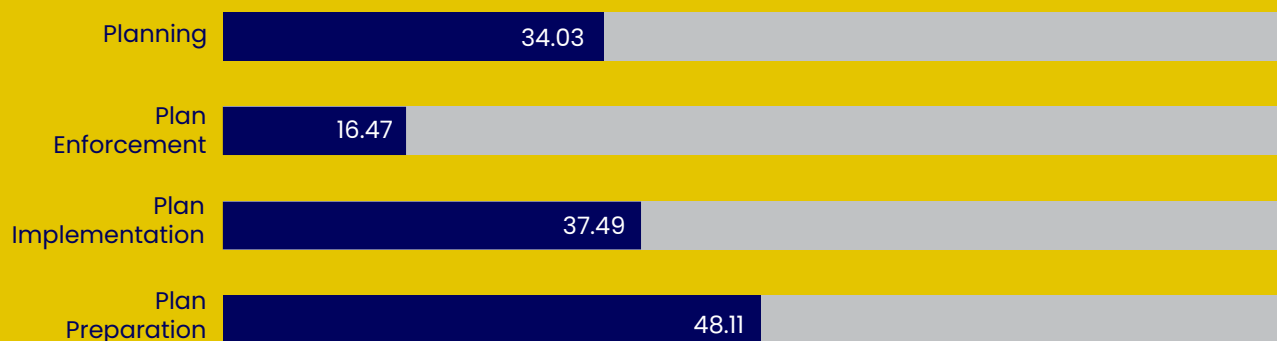
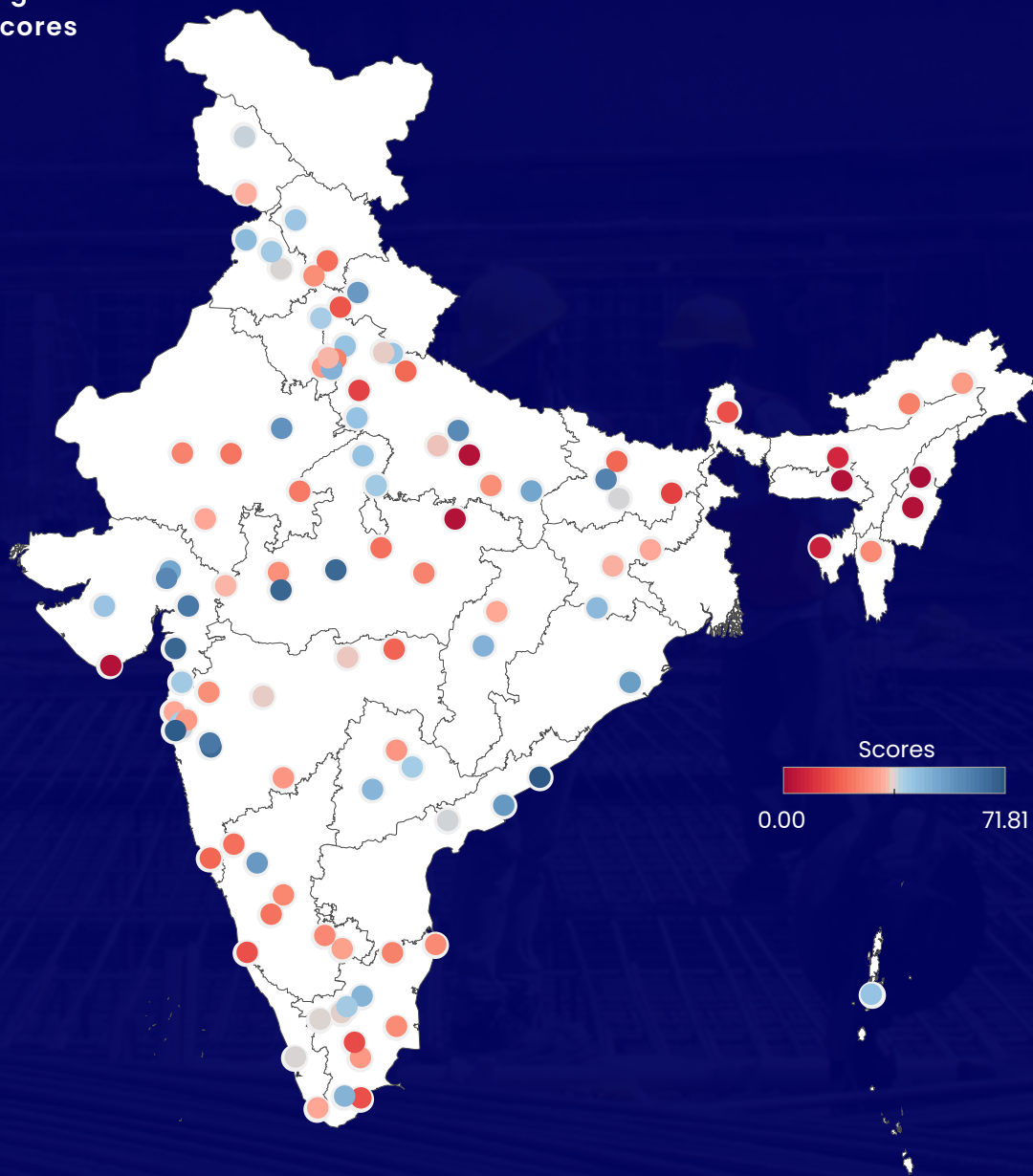


Figure 22: National Average scores of Planning Sectors



Figure 23: Mapping of Planning vertical scores



The mapping and ranking of Planning scores highlights the top-scoring municipalities concentrated amongst big cities, while several municipalities from the northern,

north-eastern and southern parts of the country scoring dismally.



**Table 23: Ranking and scores of Million+ municipalities in Planning vertical**

Rank	Million+ Municipalities	Planning Score	Rank	Million+ Municipalities	Planning Score
1	Visakhapatnam	71.81	30	Aurangabad	35.23
2	Greater Mumbai	71.49	31	Kanpur	34.46
3	Surat	68.64	32	North Delhi MC	33.06
4	Indore	68.58	33	Ranchi	33.05
5	Bhopal	67.90	34	Dhanbad	32.24
6	Pune	67.47	35	Vasai Virar	31.79
7	Vadodara	63.44	36	Bengaluru	30.41
8	Pimpri Chinchwad	62.99	37	Kalyan Dombivali	29.19
9	Patna	60.74	38	Madurai	28.85
10	Ahmedabad	58.46	39	East Delhi MC	28.42
11	Lucknow	58.27	40	Solapur	28.41
12	Jaipur	55.70	41	Nashik	26.93
13	Hubli Dharwad	53.79	42	Prayagraj	26.78
14	Varanasi	50.53	43	Chandigarh	26.77
15	Raipur	47.34	44	Chennai	26.01
16	Faridabad	47.22	45	Jodhpur	24.65
17	Hyderabad	45.84	46	Jabalpur	24.62
18	Amritsar	45.00	47	Ghaziabad	24.28
19	Gwalior	42.86	48	Kota	23.14
20	Meerut	42.74	49	Bareilly	19.78
21	Agra	42.32	50	Nagpur	19.16
22	Rajkot	42.22	51	Guwahati	7.85
23	Thane	39.16			
24	Srinagar	37.40			
25	Navi Mumbai	37.12			
26	Vijayawada	36.81			
27	Ludhiana	36.31			
28	South Delhi MC	36.20			
29	Coimbatore	36.12			



**Table 24: Ranking and scores of Less than Million municipalities in Planning Vertical**

Rank	Less Than Million Municipalities	Planning Score	Rank	Less Than Million Municipalities	Planning Score
1	Kakinada	54.16	31	Karimnagar	28.60
2	Dehradun	53.73	32	Ujjain	27.29
3	Bhubaneswar	52.76	33	Thanjavur	26.47
4	Gandhinagar	50.53	34	Tiruchirappalli	26.43
5	Tirunelveli	46.83	35	Aizawl	25.80
6	Salem	46.73	36	Tumakuru	25.62
7	Rourkela	45.19	37	Davanagere	25.31
8	Port Blair	42.39	38	Vellore	24.20
9	Rampur	41.85	39	Itanagar	23.86
10	Dharamshala	41.66	40	Ajmer	22.11
11	Silvassa	40.79	41	Shivamogga	21.82
12	Jalandhar	40.72	42	Belagavi	21.39
13	Jhansi	40.54	43	Sagar	21.04
14	Erode	40.48	44	Shimla	20.69
15	Warangal	40.05	45	Panaji	19.60
16	Karnal	39.51	46	Muzaffarpur	19.48
17	Bihar Sharif	36.57	47	Saharanpur	16.60
18	Kochi	36.25	48	Mangalore	15.67
19	New Delhi MC	36.23	49	Gangtok	15.59
20	Tiruppur	35.49	50	Thoothukudi	15.54
21	Moradabad	35.19	51	Dindigul	14.72
22	Amravati	34.88	52	Aligarh	13.32
23	Tirupati	34.45	53	Bhagalpur	12.68
24	Dahod	33.31	54	Agartala	6.71
25	Jammu	32.85	55	Diu	1.77
26	Bilaspur	32.10	56	Imphal	1.77
27	Udaipur	31.87	57	Rae Bareli	1.77
28	Thiruvananthapuram	31.81	58	Satna	1.77
29	Pasighat	29.67	59	Shillong	1.77
30	Gurugram	29.34	60	Kohima	0.00



# Plan Preparation

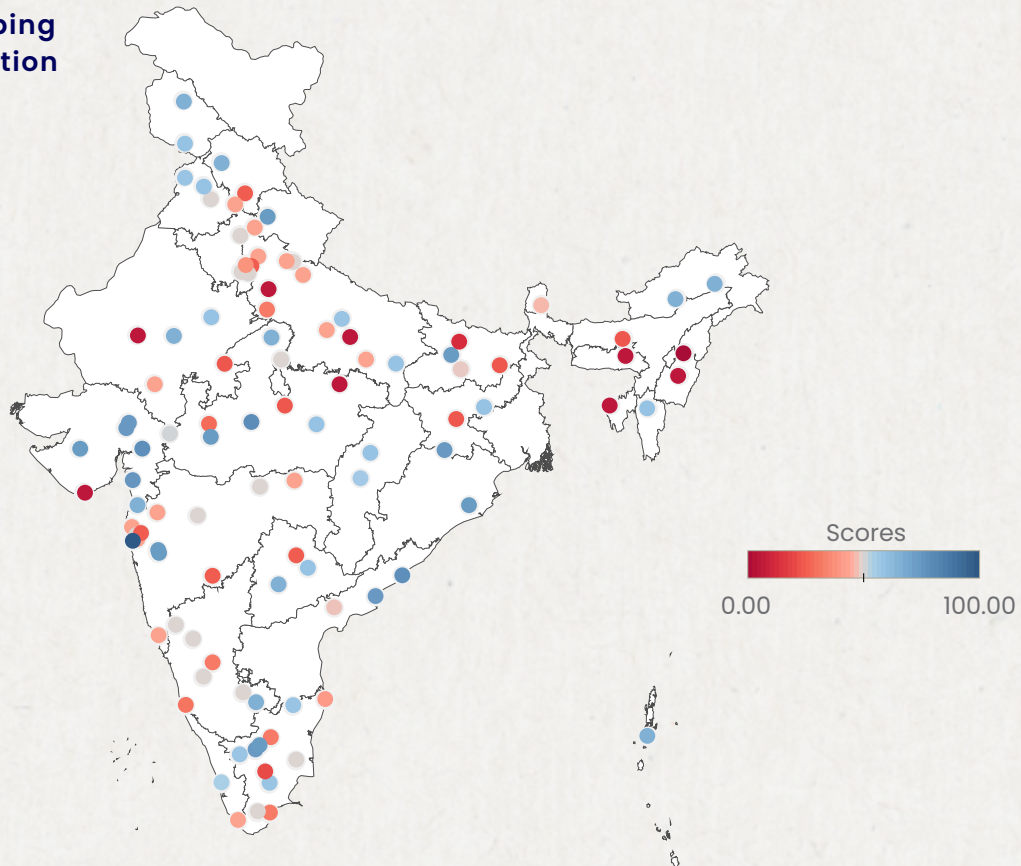
*Plan Preparation* is the first step towards the promotion and growth of urban centres, as it can direct the nature of urban growth that addresses service delivery and provision of amenities of municipalities. *Plan Preparation* identifies the existing gaps in the available physical and social infrastructure, and can enable strategies to bridge those existing gaps.<sup>9</sup> Urban policies such as AMRUT seek to incorporate technology in the realm of urban planning, has provisions of including modern tools such as Geographic Information Systems (GIS) that can drive planning support systems, decision-making frameworks by incorporating a combination of computer and information technology, urban growth models, and computer-based visualization techniques to support community-based planning.<sup>10</sup>

- Does the city have a development plan / master plan which was updated in the last 10 years?
- Is the current development plan of the city is built on a geographic information system (GIS)?
- Is the land-use plan preparation done by qualified town planners?
- Does the municipal corporation follow the practice of local area planning?

The top-scorers in the *Plan preparation* sector emerge from Million+ municipalities, with Greater Mumbai emerging as the only positive outlier, followed by Bhopal (80.16), Vadodara (79.04), Visakhapatnam (78.58), Surat (75.63) and Gandhinagar (74.77).

- The *Plan preparation* sector evaluates municipalities based on the following indicators:

**Figure 24: Mapping of Plan Preparation sector scores**





## Given the binary scoring of these particular indicators:

# 01

Eighty-seven municipalities have a **development plan/master plan updated in the last 10 years**, including:

- Forty-four of 51 Million+ municipalities from major cities such as Mumbai, Surat, Indore, Bhopal, Lucknow, Ahmedabad, Bengaluru, Hyderabad, North Delhi MC, and Chandigarh
- Forty-six of 60 Less than Million municipalities, such as Bhubaneswar, Tirupati, Thiruvananthapuram, Gurugram, Itanagar, Gangtok, Pasighat, Kochi, and Karnal
- Agra, South Delhi MC, Diu, East Delhi MC Ghaziabad, Shimla, Chennai, Shillong, Kohima, and Muzaffarpur are among the 27 municipalities that **do not have a development/master plan updated in the last 10 years.**
- An updated development plan/master plan within the past ten years implies that urban local bodies have undertaken attempts to not only analyse the prevalent gaps in urban governance and infrastructure, but also initiating efforts to resolves the emerging gaps with growing urban needs.

# 02

Forty-six municipalities have their **current development plan of the city built on a geographic information system (GIS)**, including:

- Twenty-Two of 51 Million+ municipalities such as Visakhapatnam, Greater Mumbai, Surat, Bhopal, Indore, Pune, Hyderabad, Bengaluru, and Chennai
- Twenty-four of 60 Less than Million municipalities with the likes of Kakinada, Dehradun, Bhubaneswar, Gandhinagar, Pasighat, Aizawl, Itanagar, and Gangtok
- South Delhi MC, North Delhi MC, East Delhi MC, Gurugram, Lucknow, Agra, Navi Mumbai, Coimbatore, Kanpur, Vasai Virar, Thane, Shimla, Guwahati, Imphal, Shillong, Kohima, and Chandigarh are among the 65 municipalities that do not have their city master plans based on GIS.

It must be noted that the formulation of GIS-based Master plans is one of the important reforms AMRUT, and has been approved as a 100% centrally funded sub-scheme in 2015.<sup>11</sup>



# 03

Eighty-nine municipalities out of 111 municipalities have their **land-use plan preparation done by qualified town planners**, including

- Forty-six out of 51 Million+ municipalities, such as Visakhapatnam, Greater Mumbai, Ahmedabad, Pune, Patna, Surat, Bhopal, Indore, South Delhi MC, East Delhi MC, Hyderabad, Navi Mumbai, Chennai, and Bengaluru
- Forty-three out of 60 less than municipalities such as Bhubaneswar, Gandhinagar, Gurugram, Pasighat, Karimnagar, Aizawl, Shimla, and Itanagar

# 04

Sixty-three municipalities out of 111 follow the practice of **local area planning**, of which

- Twenty-eight are out of 51 Million+ municipalities including Ahmedabad, Agra, Bengaluru, Greater Mumbai, Hyderabad, North Delhi MC, South Delhi MC, Surat, Thane, Visakhapatnam, Pune, and Patna
- Thirty-five are out of 60 municipalities including Bhubaneswar, Ajmer, Dharamshala, Gurugram, Gangtok, Kochi, Pasighat, Rourkela, Thanjavur, and Tirupati
- Of the 45 municipalities that **do not practice local area planning** are Million+ municipalities such as Bareilly, Chandigarh, Chennai, East Delhi MC, Meerut, Navi Mumbai, Vasai Virar, Varanasi, Ranchi, and Less than Million municipalities such as Aizawl, Diu, Kohima, Moradabad, Panaji, Shillong, Shimla, and Udaipur



MCD vehicle sprays water on road to reduce dust pollution



# 05

Has the town planner implemented plan through **town planning schemes (TPS schemes)**? If yes, then what is the area covered under TP schemes over the last three years?

- Eighty-four municipalities do not have plan implementation through town planning schemes, of which 37 are Million+, and 47 are Less than Million
- **Only thirty-one municipalities have plan implementation through town planning schemes**, including 17 Million+ municipalities such as Ahmedabad, Bhopal, Amritsar, Greater Mumbai, Indore Lucknow, North Delhi MC, Patna, Pune, Rajkot, Surat, Vadodara and Visakhapatnam; and fourteen Less than Million municipalities such as Bhubaneswar, Dehradun, Dahod, Dindigul, Gandhinagar, Kochi, Kohima, and Rourkela.

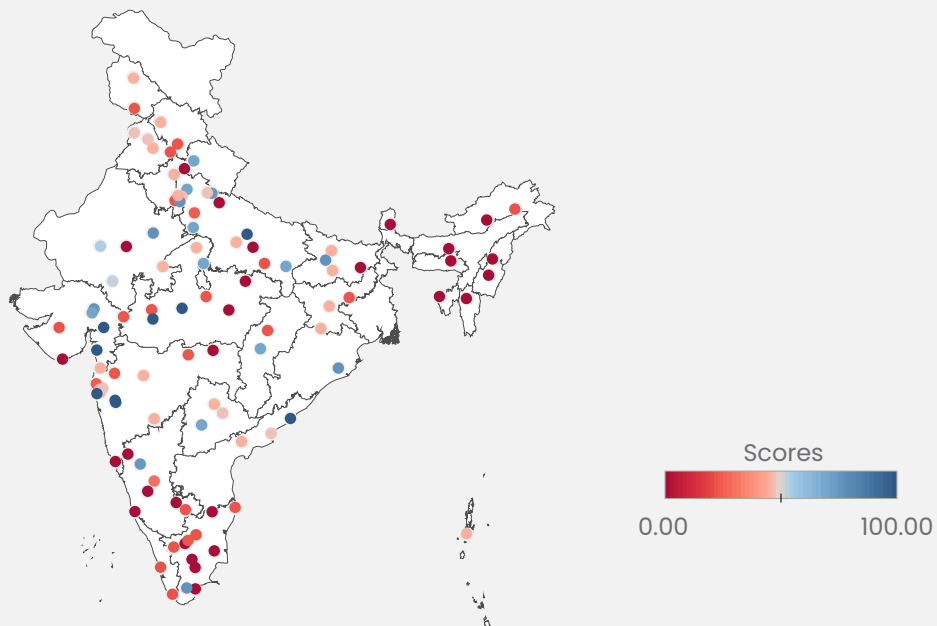
## Plan Implementation

The conception of planning policies and practices are often guided by a set of pre-determined goals and objectives. However, implementation of planned initiatives is often dependent on the beneficiaries and stakeholders of the said policies and practices, based on socio-economic realities. Accessing the benefits of urban planning requires legislative impetus to enable access to land, housing and other amenities, and can determine the success of the objectives envisioned in plan preparation.

*Plan Implementation* sector evaluated municipalities based on the following indicators:

- *Presence of Land titling laws*
- *Presence of Land pooling laws*
- *Single-window clearance in place for building and construction projects (that undertake affirmative action such as affordable housing)*
- *Incentivisation of Green Buildings*

**Figure 25:**  
Mapping of Plan Implementation sector scores





## Given the binary scoring of these particular indicators:

### 01 In terms of Land titling,

Twenty municipalities have land titling laws, of which;

- Fourteen are Million+ municipalities such as Bhopal, Greater Mumbai, Hubli Dharwad, Indore, Jaipur, Lucknow, Patna, Pune, Surat and Vadodara; and
- Six Less than Million municipalities are Bhubaneswar, Davanagere, Gandhinagar, Rampur, Tirunelveli, and Udaipur.

Nintey-one municipalities out of 111 **do not have land titling;**

- Of these, thirty-seven are Million+ municipalities such as Agra, Ahmedabad, Bengaluru, Chandigarh, Chennai, East Delhi MC, Hyderabad, Navi Mumbai, North Delhi MC, South Delhi MC, Thane, Varanasi, and Vasai Virar.
- Of these, fifty-four are Less than Million municipalities, such as Agartala, Dharamshala, Kochi, Pasighat, Itanagar, Gurugram, Gangtok, Jammu, Karimnagar, Kochi, and Tirupati.

### 02 In terms of Land pooling,

Thirty-three have land pooling laws;

- Of these twenty-three municipalities are Million+ including Agra, Ahmedabad, Bhopal, Greater Mumbai, Hyderabad, Surat, Vadodara, Varanasi and Visakhapatnam
- And ten Less than Million municipalities such as Bhubaneswar, Dehradun, Gandhinagar, Jalandhar, Kakinada and Warangal, have

Seventy-eight municipalities **do not have land pooling, including**

- Fifty Less than Million municipalities such as Aizawl, Bhagalpur, Gurugram, Imphal, Itanagar, Karimnagar, Kochi, Pasighat, Shimla, Shillong and Silvassa
- Twenty-eight Million+ municipalities such as Bengaluru, Chandigarh, Chennai, East Delhi MC, North Delhi MC, South Delhi MC, Navi Mumbai, Thane, Vijayawada, and Guwahati

### 03 In terms of Single window clearance,

Sixty-nine municipalities have Single Window clearance for building and construction projects, including

- Forty Million+ municipalities such as Ahmedabad, Bengaluru, Chennai, East Delhi MC, Greater Mumbai, Hyderabad, Lucknow, North Delhi MC, Patna, Pune, South Delhi MC, Surat, Thane, Vadodara
- Twenty-nine Less than Million municipalities including Bhubaneswar, Dharamshala, Gurugram, Shimla, Tirupati, Karimnagar, Erode, Ujjain and Warangal

Forty-two municipalities **do not have Single Window Clearance**

- Eleven Million+ municipalities such as Chandigarh, Bareilly, Guwahati, Nagpur, Prayagraj and, Vasai Virar
- Thirty-one Less than Million municipalities such as Aizawl, Gangtok, Imphal, Gandhinagar, Kochi, Kohima, Pasighat, Panaji, Shillong, Thiruvananthapuram, and Vellore.



## 04 In terms of incentivisation of Green Buildings,

Fifty-one municipalities have incentivised green buildings, including

- Thirty-four Million+ municipalities such as Agra, Ahmedabad, Bhopal, Chandigarh, East Delhi MC, Greater Mumbai, Hyderabad, Navi Mumbai, Pune, Prayagraj, South Delhi MC, Pune, Surat, Srinagar
- Seventeen Less than Million municipalities such as Dehradun, Dharamshala, Gandhinagar, Kochi, Pasighat, Rampur, Rourkela, Thiruvananthapuram

Sixty municipalities **do not incentivise Green Buildings**, including

- Seventeen Million+ municipalities such as Amritsar, Bareilly, Bengaluru, Chennai, Guwahati, Kalyan Dombivali, Madurai, Patna and Vasai Virar
- Forty-three Less than Million municipalities such as Agartala, Aizawl, Bhubaneswar, Dindigul, Gurugram, Imphal, Itanagar, Mangalore, Shillong, Shimla, Tirupati, and Udaipur.

## Plan Enforcement

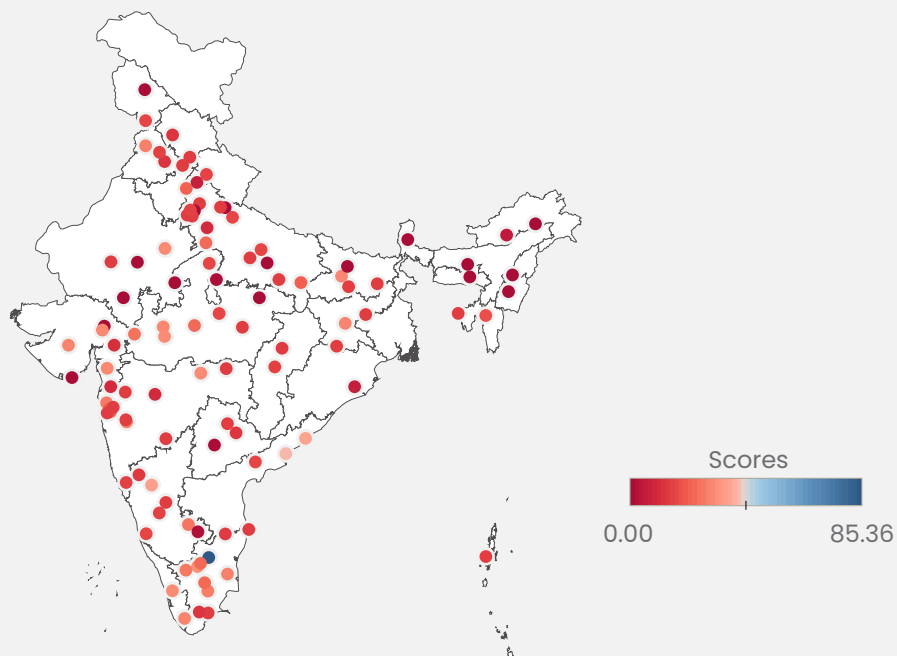
Urban planning initiatives have limited success unless enforcement of planning policies and practices are undertaken with rigour at the ground level. The regulation of urban planning initiatives becomes crucial to identify their socio-economic and environmental impact. The lack of institutionalized regulatory structures can potentially promote urban development in an informal set-up, thereby exacerbating existing urban challenges. But for municipal bodies

to effectively undertake **plan enforcement**, a strong municipal cadre working on the ground level is a pre-requisite.

The *plan enforcement* sector evaluates municipalities based on:

- *Plan Violations*
- *Penalty Efficiency*
- *Land under encroachment*

**Figure 26:**  
**Mapping of Plan Enforcement sector scores**





# 01

Measuring the instances of **Plan Violations** compared to the total number of plans sanctioned,

- Metropolitan cities such as Lucknow and Bengaluru have a high percentage of plan violations, at almost 90%.
- Forty-nine municipalities including Twenty-one Million+ such as Chandigarh, East Delhi MC, Greater Mumbai, North Delhi MC, Prayagraj; and Twenty-eight Less than Million municipalities such as Gurugram, Rourkela, and Shimla have the highest instances of plan violations.
- Million+ municipalities such as Bareilly, Jaipur, Patna, Indore, Gwalior, South Delhi MC have emerged as positive outliers, with almost no plan violations in the past year. Metropolitan cities such as Ahmedabad, Surat, Chennai, and Pune have less than 20% of their total number of sanctioned plans resulting in plan violations.
- Southern Less than Million municipalities such as Mangalore, Salem, Kochi, Tiruppur have one of the lowest percentages of plan violations, along with Aizawl, Amravati, Sagar, Ujjain and Thiruvananthapuram

# 02

The **Penalty Efficiency** of municipalities, measured by the number of penalties levied compared to the total number of plan violations,

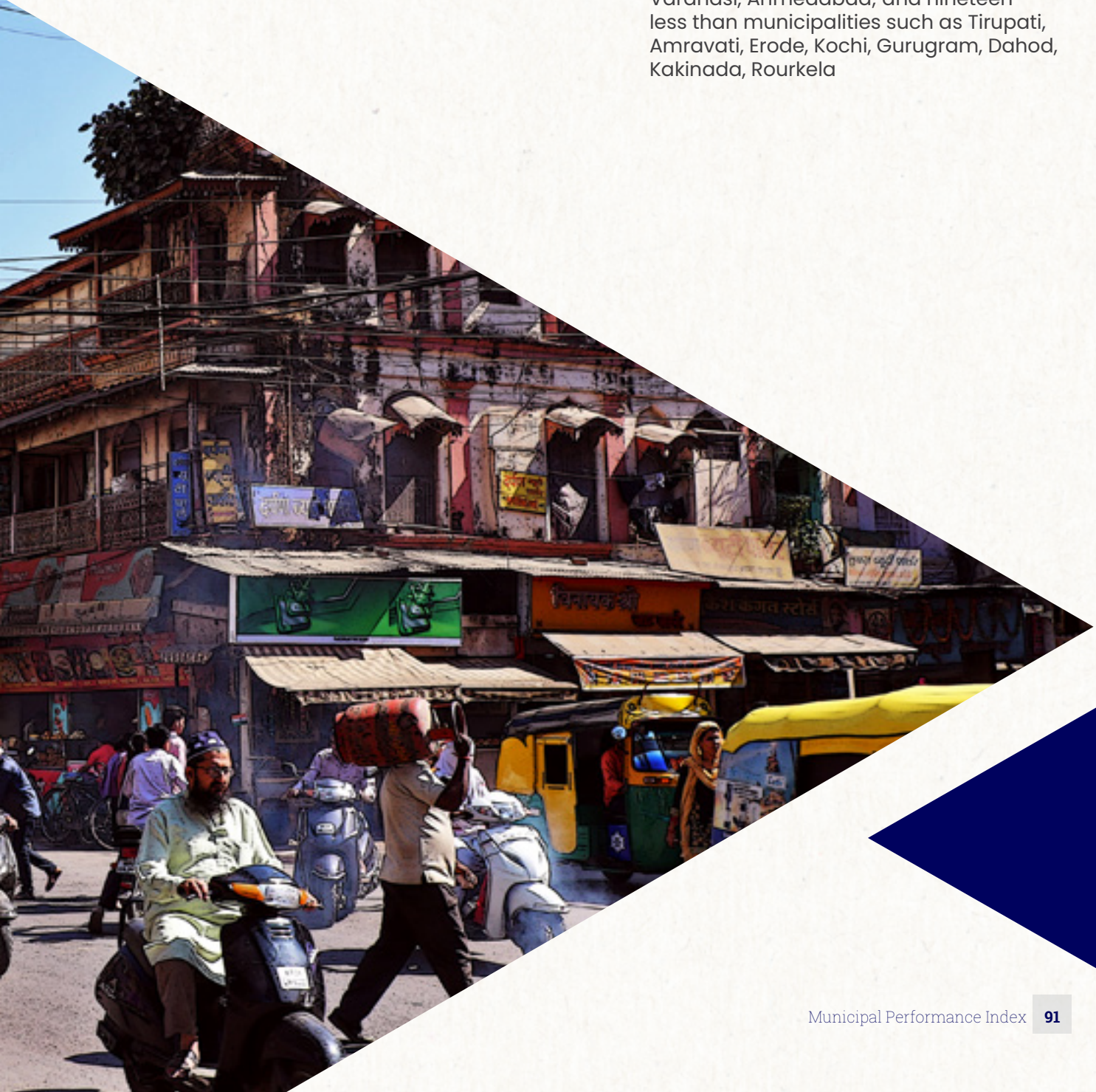
- Fifty-five municipalities, of which Twenty-two are Million+ municipalities such as East Delhi MC, Nagpur, Kanpur, North Delhi MC, Agra, Varanasi and Bhopal; and Thirty-three Less than Million municipalities such as Agartala, Dehradun, Karnal, Bilaspur, and Warangal have the lowest penalty efficiency.
- Salem observes the highest score in Penalty Efficiency.
- The top scorers in penalty efficiency, such as Less than Million municipalities such as Salem, Kakinada, Tirupati, Aizawl, Kochi; and Million+ municipalities Visakhapatnam, Indore, Vijayawada, Amritsar, Surat, Ahmedabad also have low instances of plan violations.



# 03

The percentage of **Land under encroachment** of the total land under the Urban Local Body (ULB)

- Forty-four municipalities have a high percentage of land under encroachment, including fourteen Million+ municipalities such as Ludhiana, Vadodara, Amritsar, Thane, and thirty Less than Million municipalities such as New Delhi MC, Saharanpur, Aligarh, Bihar Sharif, and Tumakuru.
- Forty-eight municipalities have, on the other hand, emerged as positive outliers, including Million+ municipalities such as South Delhi MC, Jaipur, Chandigarh, Pune, Vasai Virar, East Delhi MC, Surat, North Delhi MC, Prayagraj, Navi Mumbai, Varanasi, Ahmedabad; and nineteen less than municipalities such as Tirupati, Amravati, Erode, Kochi, Gurugram, Dahod, Kakinada, Rourkela







## E.Governance

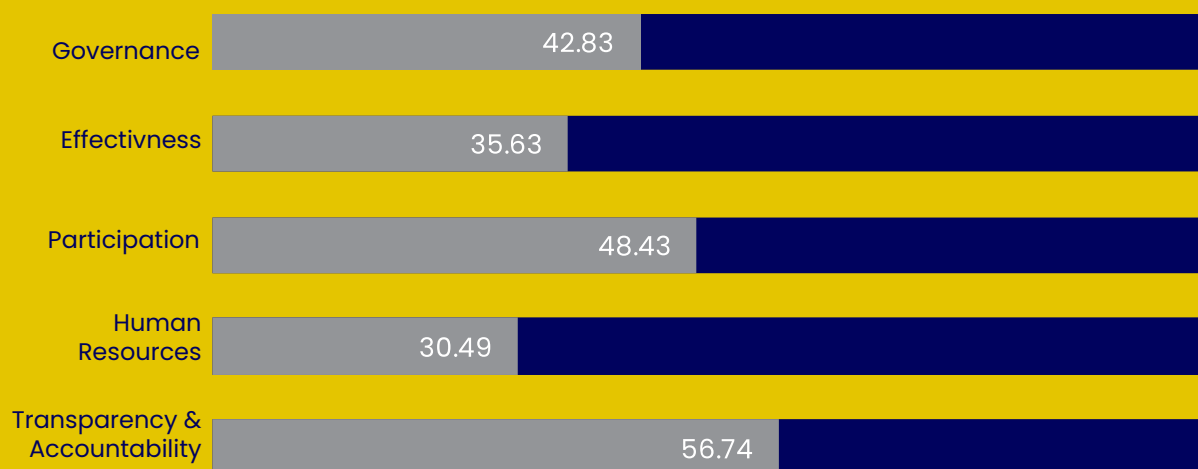
In determining the functions and efficacy of urban governance, the role of local governance structure and administration cannot be overlooked. Challenges surfacing due to the rapid expansion of Indian cities can only be addressed by urban governance that proves to be more efficient and incorporates inclusive and sustainable practices.

As the role of local Municipalities becomes increasingly essential, it also becomes more and more challenging. It is, therefore, necessary to measure governance practices across municipalities in India. The vertical for *GOVERNANCE* consists of four distinct verticals of *transparency & Accountability, Human Resources, Participation, and Effectiveness*, expanding across 16 indicators.

The *Governance* vertical has observed a balanced performance across municipalities, with 59 municipalities scoring above the average score of 42.83. The scores have been accentuated by municipalities' performance in the *Transparency & Accountability* sectors, with the top scorers in MPI having performed well in this particular sector. *Human Resources* observes a comparatively low-score amongst municipalities, which can be attributed to the executive committees' varying political structures in these municipalities. For instance, 60% of the municipalities participating in this index do not have direct elections for their mayors, which is a concern in terms of the political autonomy of these ULBs.



### National Average of Governance Sectors



**Figure 27: National Average scores of Governance vertical, and its sectors**

The performance for *Governance* was more balanced across regions. Some of the top performers from the Million+ category are Pimpri Chinchwad, Indore, Greater Mumbai, Bareilly, and Bhopal. In the Less than Million category, Kochi, Karnal, Bihar Sharif, Rae Bareilly and Tiruppur, emerged as top performers.



**Table 25: Ranking and scores of Million+ municipalities in Governance vertical**

Rank	Million+ Municipalities	Governance Score	Rank	Million+ Municipalities	Governance Score
1	Pimpri Chinchwad	66.33	29	Vadodara	44.84
2	Indore	65.46	30	East Delhi MC	44.80
3	Greater Mumbai	62.74	31	Jaipur	44.76
4	Bareilly	61.69	32	Hubli Dharwad	44.51
5	Bhopal	60.24	33	Ludhiana	41.82
6	Pune	59.93	34	Ranchi	41.72
7	Surat	59.09	35	Kanpur	41.56
8	Kalyan Dombivali	58.25	36	Ghaziabad	40.96
9	Hyderabad	55.56	37	Rajkot	40.84
10	Dhanbad	54.57	38	Amritsar	40.00
11	Ahmedabad	54.39	39	Solapur	38.76
12	Meerut	54.35	40	Faridabad	38.25
13	Chandigarh	54.19	41	Jodhpur	37.56
14	Raipur	53.87	42	Prayagraj	37.31
15	Nagpur	52.94	43	Vijayawada	36.25
16	Coimbatore	52.03	44	South Delhi MC	35.02
17	Madurai	51.72	45	Gwalior	34.89
18	Bengaluru	51.01	46	Kota	31.24
19	Patna	50.22	47	Lucknow	31.02
20	Thane	49.44	48	North Delhi MC	29.53
21	Navi Mumbai	48.88	49	Visakhapatnam	29.13
22	Aurangabad	48.43	50	Srinagar	20.83
23	Agra	46.82	51	Guwahati	18.63
24	Nashik	46.82			
25	Chennai	46.63			
26	Jabalpur	45.47			
27	Varanasi	45.39			
28	Vasai Virar	45.06			

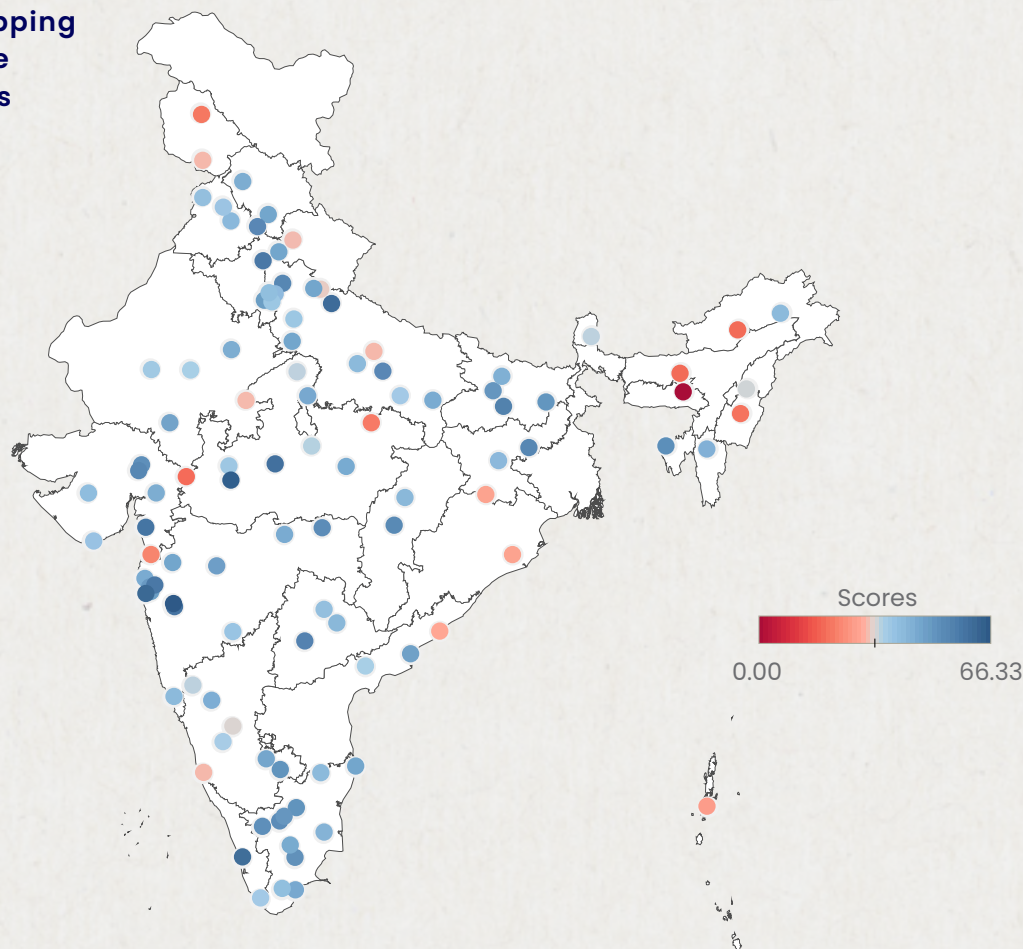


**Table 26: Ranking and scores of Less than Million municipalities in Governance vertical**

Rank	Less Than Million Municipalities	Governance Score	Rank	Less Than Million Municipalities	Governance Score
1	Kochi	61.39	31	Pasighat	41.58
2	Karnal	58.48	32	Vellore	41.50
3	Bihar Sharif	56.05	33	Panaji	41.36
4	Rae Bareli	54.23	34	Tirunelveli	40.07
5	Tiruppur	52.87	35	Karimnagar	40.02
6	Agartala	52.51	36	Diu	38.98
7	Gandhinagar	51.98	37	Jalandhar	38.47
8	New Delhi MC	51.97	38	Aligarh	38.30
9	Salem	51.06	39	Ujjain	38.22
10	Bhagalpur	50.52	40	Thiruvananthapuram	37.30
11	Erode	50.48	41	Shivamogga	36.46
12	Gurugram	48.83	42	Ajmer	36.36
13	Kakinada	47.95	43	Sagar	35.57
14	Tiruchirappalli	47.37	44	Gangtok	35.17
15	Udaipur	47.22	45	Belagavi	35.16
16	Shimla	46.94	46	Kohima	34.08
17	Moradabad	46.91	47	Davanagere	33.40
18	Saharanpur	46.73	48	Rampur	32.50
19	Tumakuru	46.34	49	Dehradun	31.32
20	Jhansi	45.98	50	Jammu	31.08
21	Thoothukudi	45.80	51	Mangalore	31.04
22	Dindigul	45.62	52	Bhubaneswar	28.62
23	Amravati	45.17	53	Rourkela	28.40
24	Dharamshala	44.58	54	Port Blair	27.49
25	Muzaffarpur	44.22	55	Silvassa	22.97
26	Aizawl	43.79	56	Satna	21.35
27	Thanjavur	43.28	57	Imphal	20.16
28	Bilaspur	42.03	58	Dahod	19.01
29	Warangal	41.92	59	Itanagar	18.63
30	Tirupati	41.62	60	Shillong	0.00



**Figure 28: Mapping of Governance vertical scores**



## Transparency & Accountability

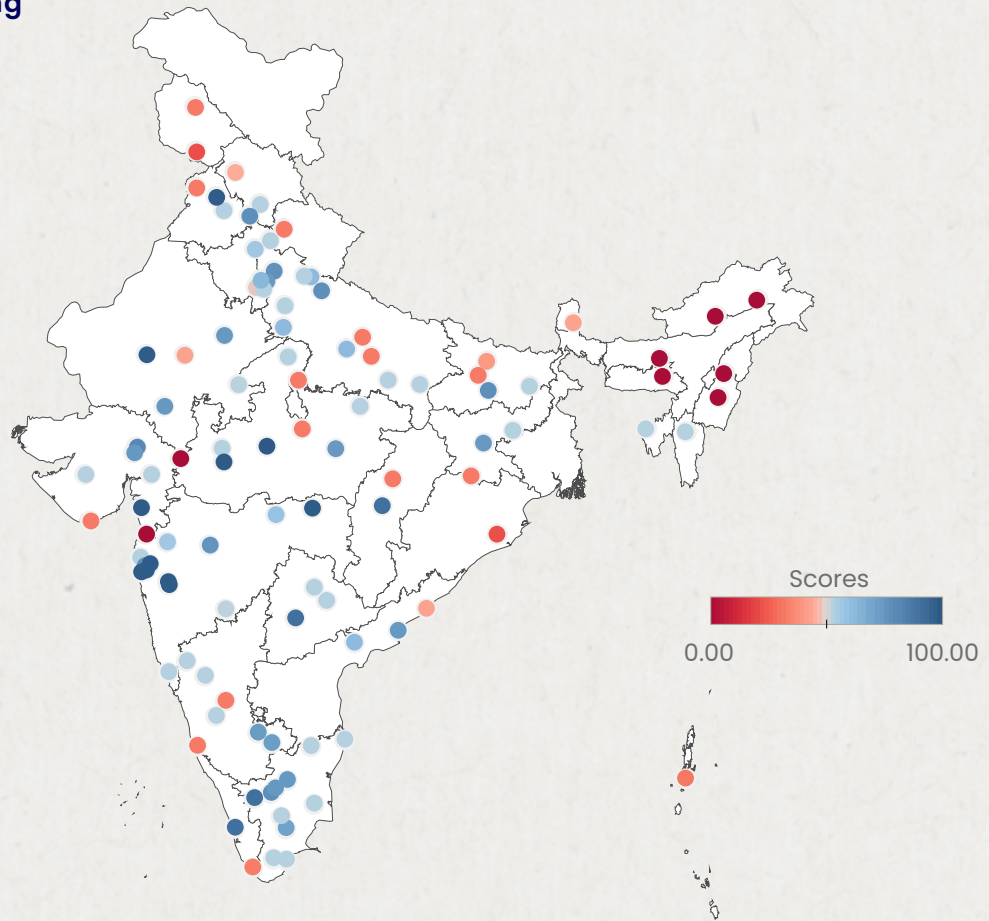
*Transparency & Accountability* have a profound impact on ratifying a true Democracy. Moreover, a Government's credibility is built upon these two factors. Yet, *Governance* practices are often devoid of trust due to low levels of transparency. A 2017 report on the Annual Survey of India's City-Systems corroborates this conception. Lack of a structured platform for citizen participation and the systematic participatory process often leads to incoherent citizen grievance redressal systems. Subsequently, lack of transparency in financial decisions and operationalisation instigate low levels of trust, which in turn induce a weaker democracy. Deficiency in the availability of data and information further worsen the situation.

The sector for *Transparency & Accountability* evaluates various aspects of fair *Governance* practices in municipalities. It includes indicators for the following components:

- *Disclosure of assets*
- *Budget publication*
- *Publication of Performance and Reports*
- *Environmental Status Reports*
- *Corruption Cases Against Employees*



**Figure 29: Mapping of Transparency & Accountability sector scores**



Municipalities of New Delhi MC, Greater Mumbai, Nagpur, Surat, Pune, Pimpri Chinchwad, Navi Mumbai and Indore has some of the highest scores. While, Bhopal emerged as the top performer under this sector. Close to 45 municipalities scored higher than the average score of 56.74 across India. Conversely, Mangalore, Patna, Rae Bareli, Rourkela, Sagar, Srinagar, Port Blair, North Delhi MC, Bhubaneswar, and Jammu scored well below the national average.

As urban development becomes exceedingly important, the role of sub-national government bodies is also heightened. Improving accessibility for an official document on budget, regional reports, statements containing detailed information, and providing civic participation opportunities is vital in generating public trust.



# Human Resources

Inadequacy in the capacity of Urban Local Bodies or ULBs stemming from personnel unavailability with requisite skills can inhibit the administration's proper functioning. Consequently, problems arising from unstable leadership, gender disparity, and unempowered Mayors also prevent cities' efficient management.

The sector for *Human Resource* examines the performance of municipalities on the following indicators:

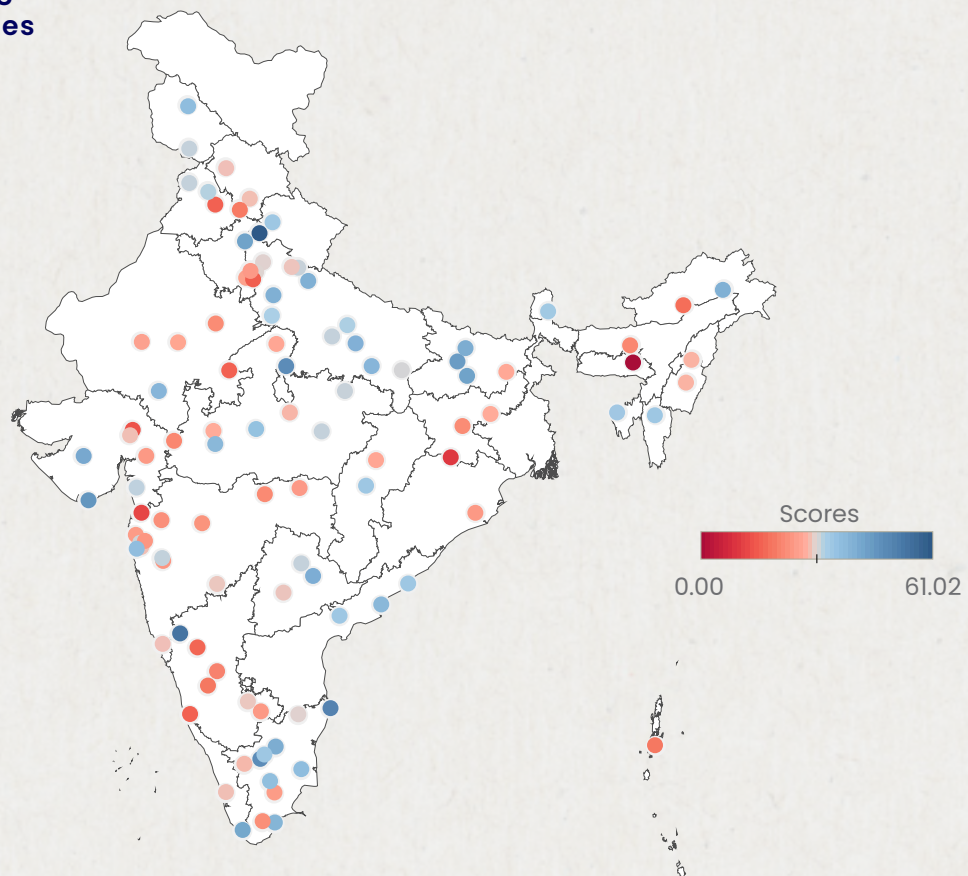
- *Adequacy of ULB staff*
- *Leadership and Stability*
- *Gender Equality*
- *Average Tenure of Mayor*
- *Direct Election of Mayor*

Data reveals Saharanpur, Belagavi, Chennai, Tiruppur, Jhansi, and Tiruchirappalli as municipalities with the best *Human Resource* Management. Fifty-two municipalities score over the national average of 30.49.

However, the sector for *Human Resource* also accounts for the most unfavourable results compared to other sector of *Transparency & Accountability* and *Effectiveness*. The municipalities that accrued some of the lowest scores were Hubli Dharwad, Ludhiana, Mangalore, Kota, Faridabad, Tirupati, Gandhinagar, Silvassa, and Rourkela.

As the pressure on urban service delivery and governance expands, it may be time to revisit the municipal body's role and functions. The tenure of Mayors must be fixed to prevent frequent leadership changes, which creates

**Figure 30: Mapping of Human Resources sector scores**





instability. Mayors are heads of the municipal body. However, they are indirectly elected and lack executive power. When Mayors are relegated to holding representative positions without exercising power, they serve only a fraction of their tenure. It is a significant

impairment in their capacity to serve the citizens. Perhaps a direct election may provide for greater legitimacy and generate more trust from the citizens.

## Participation

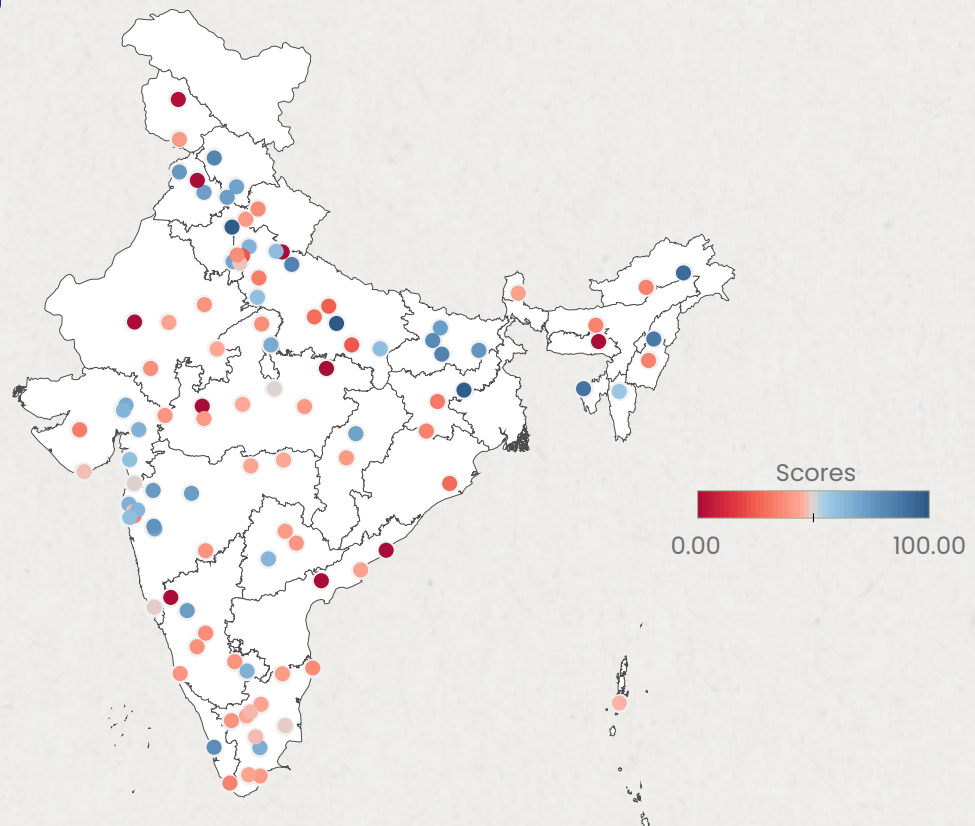
For a Municipal body to function effectively, it must ensure cooperation and participation from its citizens. All aspects of governance are inter-linked. Suppose citizens cannot trust the Governing bodies or do not see fair representation in the local municipality. In that case, it is likely to affect their community participation and voter turnout.

The variance in the executive capacity of various municipalities has led to this sector scoring relatively low.

The sector for *Participation* comprises of the following indicators:

- *Voter Turnout*
- *Local Representation*
- *Community Involvement*

**Figure 31: Mapping of Participation sector scores**





Rae Bareilly had the highest score of 100, followed by Karnal, Dhanbad, Pasighat, Agartala, Kohima, Bihar Sharif, Bareilly, Dharmashala, Patna and Kochi.

There are many reasons for voters' low turnout, including voter apathy, suggesting loss of faith in ULBs and the services it provides. Even community involvement in ULBs remains low. Even though reforms brought

about by the Jawaharlal Nehru Urban Renewal Mission (JNNURM) that held provisions for Community Participation Law (CPL) to establish a better relationship between ULBs and citizens continues to be a shortage of ward committees and area sabhas to engage civic participation. When civic participation is low, it prevents democratic involvement from taking place, which hinders development outcomes.

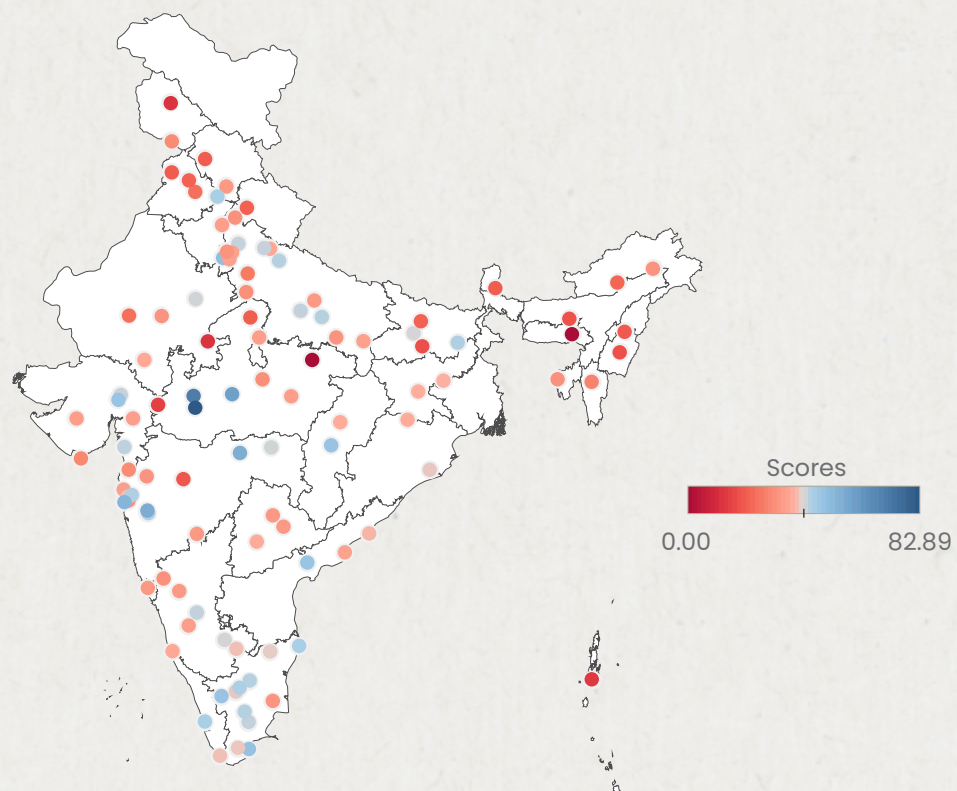
## Effectiveness

The sector for *Effectiveness* measures the following indicators:

- *Citizen Charter*
- *Establishment Exp per Employee*
- *Capacity Building*
- *Presence of Ombudsman*

The municipalities that had the best performance under this sector are Ujjain, Bhopal, Pimpri Chinchwad, Amravati, Greater Mumbai and Gurugram, with Indore scoring the highest.

**Figure 32: Mapping of Effectiveness sector scores**







### Construction of viaduct at Pune Metro Rail Project

About 53 municipalities scored higher than the all India average of 35.63. Aurangabad, Guwahati, Imphal, Bihar Sharif, Dahod, Port Blair, Kota, and Srinagar, exhibiting some of the lowest scores in providing effective local governance.

A Citizen's Charter accounts for services provided by the municipal body within a specific time frame. It declares the commitment to provide quality services to the citizens. A Citizen's Charter's primary aim is to improve service delivery by setting credible standards and ensuring accountability and scope for addressing any grievances in the process. Some critical features of a Citizen's Charter are listed below:

- Set and published standards for service delivery
- Ensuring openness sharing information about service delivery
- Provision for Choice and Consultation with users

- Ensuring Courtesy and helpfulness in service delivery
- Providing equitable quality service delivery to all

Provision for redressal of grievances  
A citizen's charter is a vital provision for good governance practice. Most municipalities lack a citizen charter which is a significant aspect of ensuring stakeholder participation and accountability. It diminishes the relationship between Citizens and Governments by denying the former a platform for grievance redressal. While few cities provide a Citizen charter, they fail to include service levels, and the timeline for service delivery, and a process for obtaining relief if service levels are not available or met. Provision for an ombudsman is also missing in most Citizen Charters, which further limit grievance redressal.





# 6.

## Key Findings and Discussions



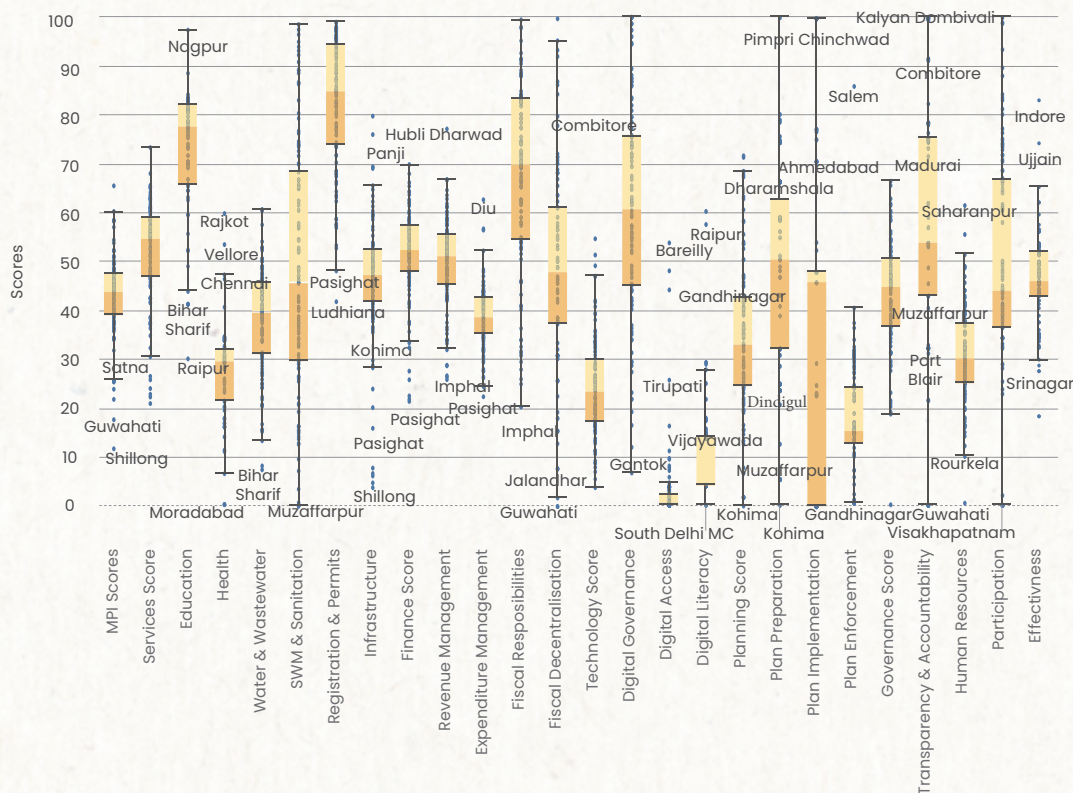


A giant mist cannon being used by Kolkata municipal (KMC)



Significant variance has been observed across verticals

Figure 33: Variance in score across verticals and sectors



- Firstly, it can be observed that the lowest scorers across most verticals and sectors emerge from municipalities in the North-Eastern states, and northern and eastern states such as Uttar Pradesh and Odisha. While municipalities such as Shillong, Guwahati, Aizawl, Imphal and Kohima have scored less in **Services**, **Finance** and **Planning**, other municipalities such as Muzaffarpur have scored less in *Solid-Waste Management & Sanitation (Services)*, *Digital Governance (Technology)* and *Plan-Preparation (Planning)*.
- Secondly, there appears a lack of consistency in municipal performance across different verticals and sectors. Most municipalities have a satisfactory performance in sectors of Services,

*Finance and Governance*, with *Registration & Permits* observing the highest overall performance for municipalities. Two sectors within Governance namely *Transparency & Accountability*, and *Participation*, observe majority of the municipalities scoring above the median score.

- Thirdly, the median scores for the sectors of *Technology* and *Planning* are much lower, as compared to other verticals and sectors. This is in tandem with the national average scores for these verticals, which are also among the lowest. Two sectors, that is, *Digital Access (Technology)* and *Plan Implementation (Planning)* observe most municipalities scoring below the median score for these sectors.





## Urban planning remains a critical point for most municipalities

Majority of the municipalities have scored below the national average and median in terms of *Plan Implementation*. While nine municipalities, including the likes of Visakhapatnam, Greater Mumbai, Bhopal, Indore, Pune and Vadodara have emerged as perfect positive outliers in this sectors, the overall performance of municipalities have significantly fallen short of, especially in terms of *Land Titling* and *Land Pooling*. *Land Titling* is a crucial step towards enabling access to land and property under the ambit of law, and is a precursor to sustainable urban planning, that benefits its stakeholders. A low score on this front exemplifies the bottlenecks in the local governance system that can hinder urban planning initiatives in the future.

*Planning* remains one of the most critical aspects of pushing urban development, for as cities have emerged as engines of growth, a lack of spatial planning affects the ease of living of its residents within its perimeters, thereby affecting economic growth of the city itself. Urban planning has emerged as a critical point for ULBs, especially in the context of growing metropolitan hubs such as Bengaluru and Hyderabad. Thus, a closer look into the planning performance of select metropolitan cities puts this aspect of municipal performance into perspective.

Aerial panoramic view of Mumbai's richest business district



## Ranking of select metropolitan cities in terms of planning

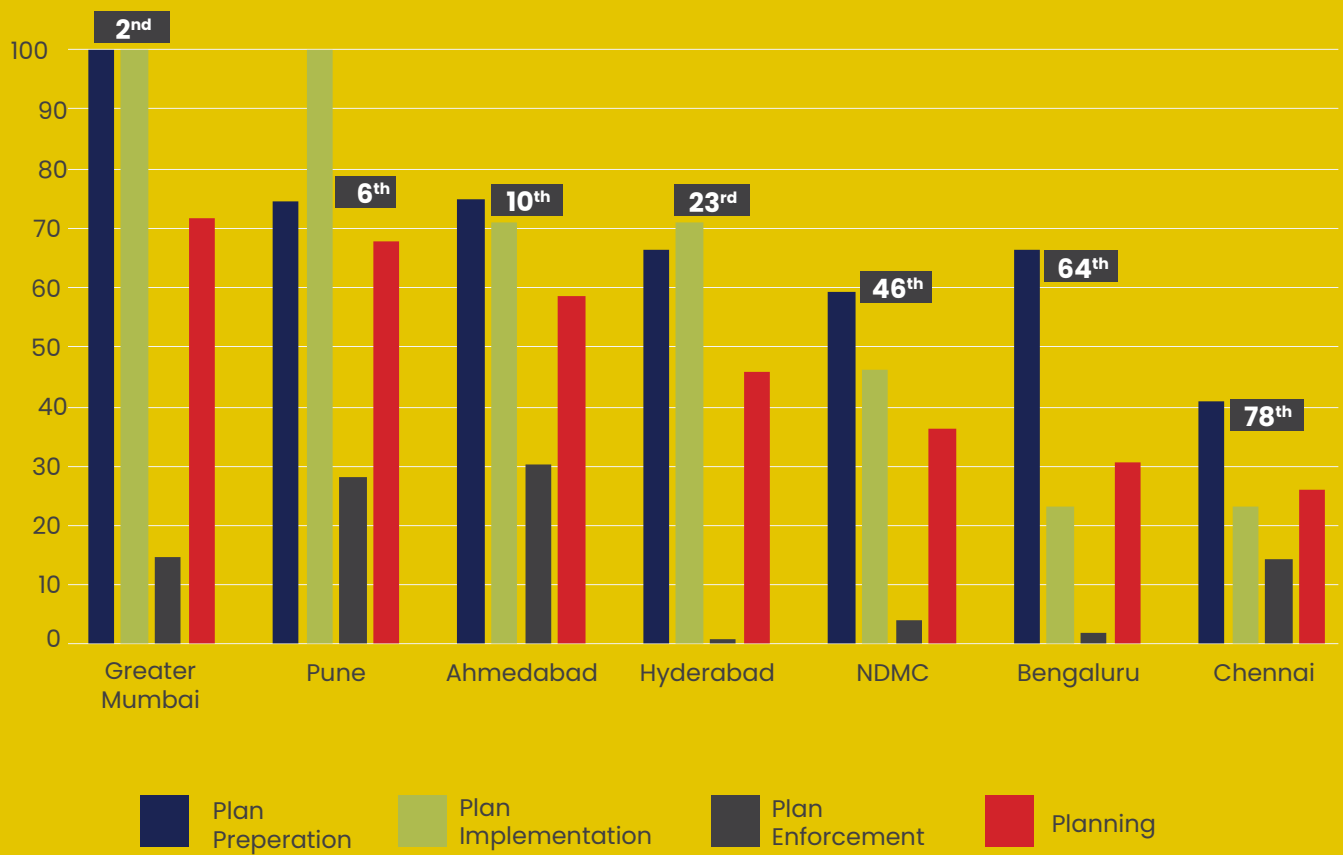



Figure 34: Ranking of Select Metropolitan Cities in terms of Planning





From the above graph, *Plan Enforcement* appears to be a contentious point across all of these cities. Municipalities such as NDMC, Hyderabad and Bengaluru have scored low in this sector. As these cities have grown exponentially to meet the demand of rapid economic growth, a significantly low score in terms of *Plan Enforcement* could point to the presence of informal planning networks, that operate beyond the formal planning structures in place. This could further imply the lack of municipal personnel and staff to effectively implement and enforce norms and regulations in growing metropolitan hubs.

While tracing the correlation between *Planning* and *Services*, it is observed that while most of the cities have a low score in terms of planning, they have performed well in the delivery of services such as *SANITATION* and *WASTE-MANAGEMENT*. These further evidences the existence of informal planning, a crucial aspect to urban planning in developing countries such as India.





## Correlation between Planning and Services Vertical

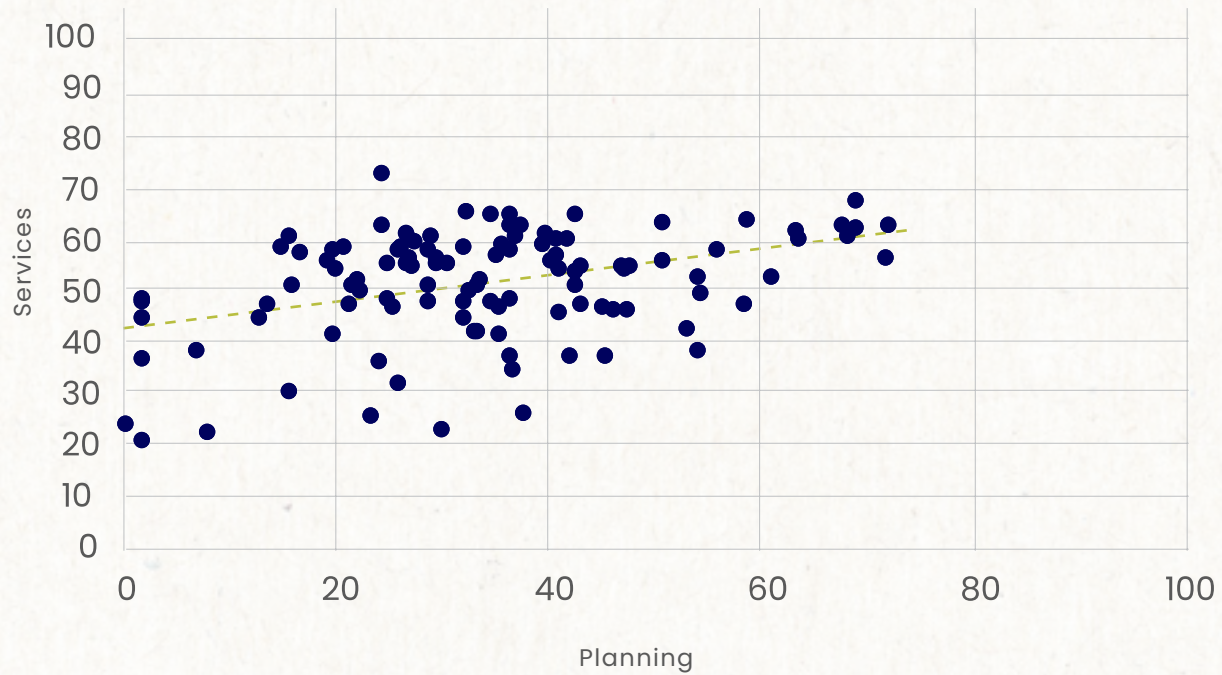


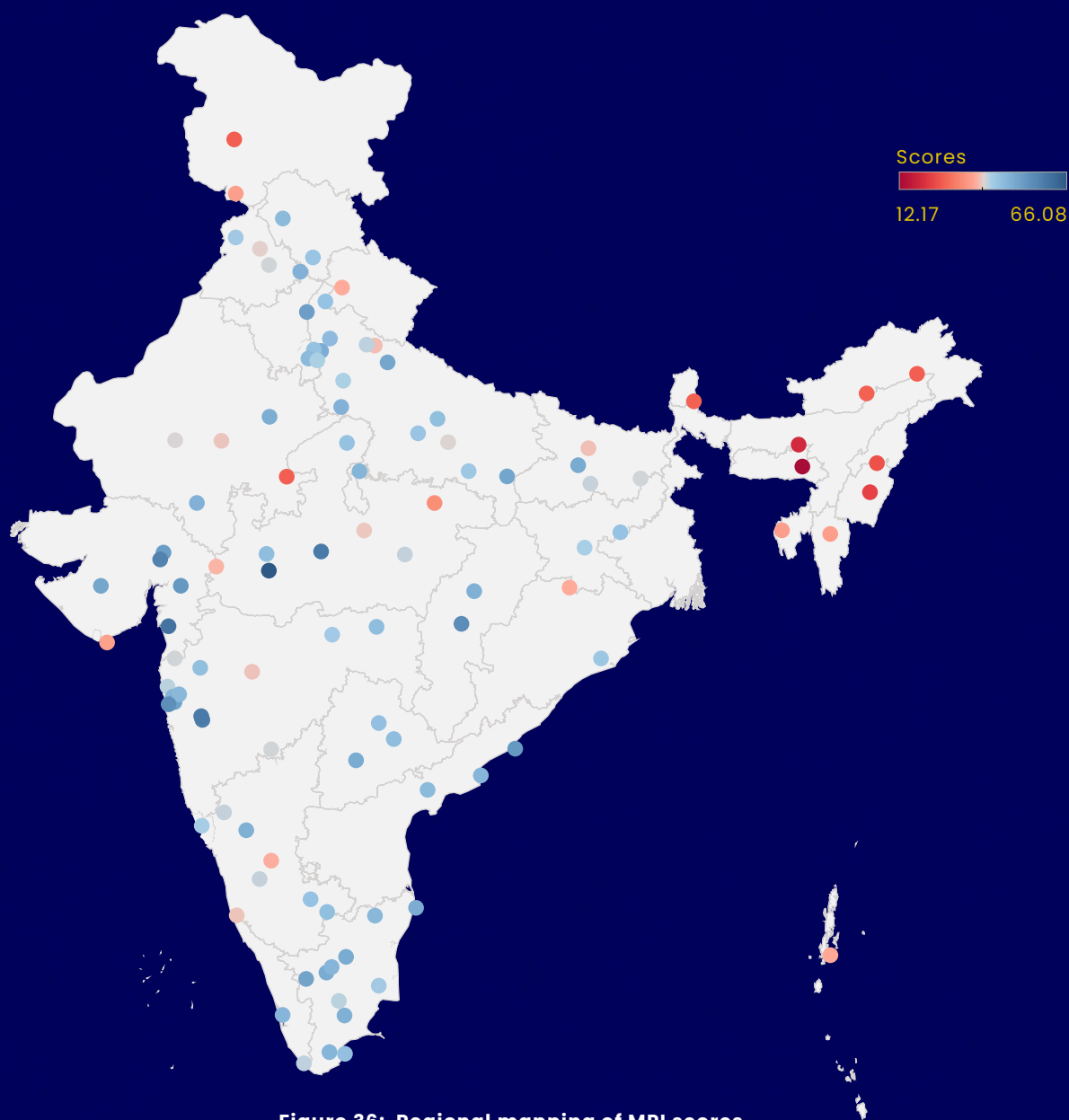
Figure 35: Correlation between Planning and Services Verticals

### C. Index scores reflect the persisting regional disparity

A regional mapping of municipalities on the basis of their MPI scores shows a significant regional disparity, wherein the municipalities from the southern and western parts of the country dominate the top ranks, while municipalities in the north-eastern, northern and eastern parts of the country have featured in the bottom rankings. This pattern of regional disparity has also been observed in the Ease of Living Index, wherein cities from the southern and western parts of the country topped the index, while north-eastern and northern cities secured much lower scores.







**Figure 36: Regional mapping of MPI scores**

Most of the top-scoring municipalities emerge from major metropolitan cities, with a history and legacy of urban-local governance much before the formalisation of the same through the 74th Constitutional Amendment Act. With a historical advantage of serving as financial and industrial hubs from colonial times, these urban centres have attracted the flow of capital and labour that have enabled the formation of urban-governance bodies, that focus on the growing needs of these cities.

Given that an economic regional imbalance persists in the country, with northern and north-eastern states lagging behind,

municipalities such as Shillong, Guwahati, Imphal have attained the bottom ranks across all verticals. Thus, such north-eastern municipalities are lagging in overall terms of municipal performance, and not one specific vertical/sector, which raises concern. While there is evidence of human capital resource development in the form of investment in health and education, it is also dependent on ancillary services provided by municipalities that affect the overall quality of life of its residents. With significantly low scores on Finance, a lack of political decentralisation at the local level is evident, with more powers exercised by state governments.



### Vertical scores of select North-eastern cities

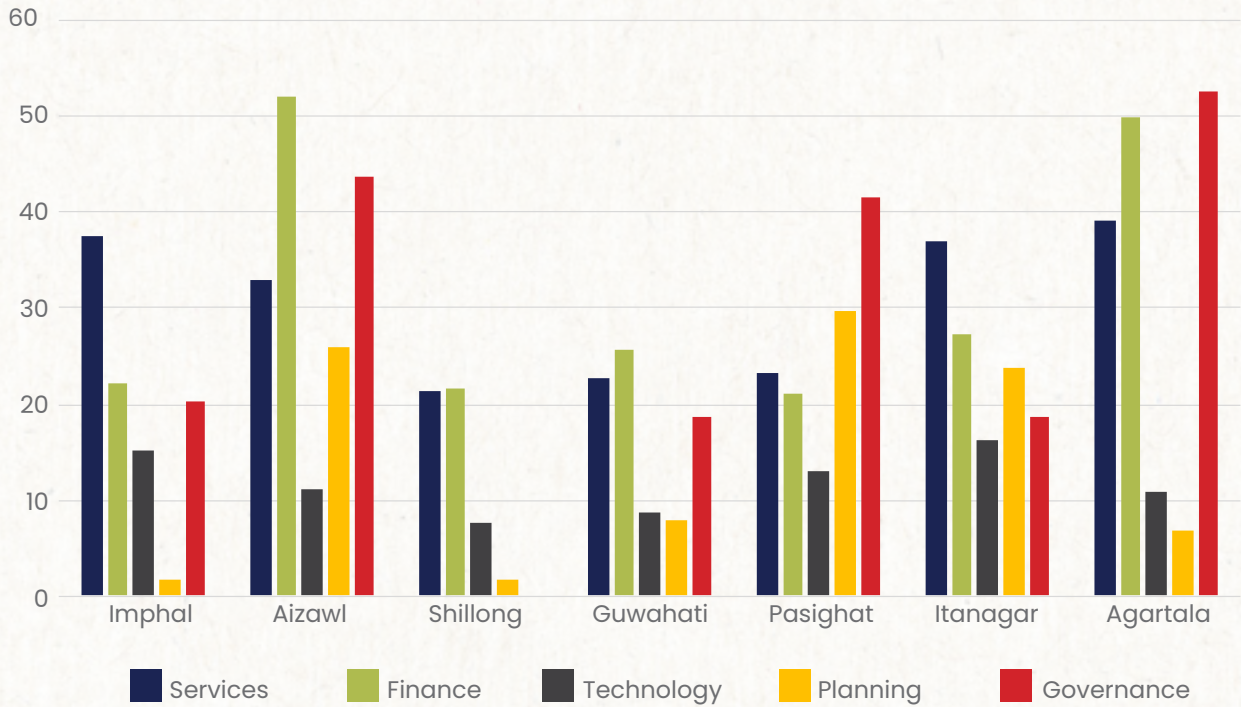


Figure 37: Vertical Scores of Select North-eastern Cities

Additionally, this disparity evidences the persistence of a big-city bias, as they become points of interaction for India with the rest of the world. It also appears that various urban development plans such as JNUURM have largely benefited these big cities more, because of their ability to attract more capital for their own planning projects, as compared to cities from the north-eastern region who have lesser resources to work on their own planning needs.

### D. Financial performance in interlinked with Governance and Service delivery

The 74th Constitutional Amendment Act, 1992 added Urban Local Bodies (ULBs) as the third tier of government, with the aim to decentralise governance through the devolution of functions, functionaries and finances.



Delhi Gurgaon MCD Toll tax



However, the Constitution does not specify the revenue base for ULBs, leaving it to the discretion of the state government. Hence, the financial autonomy of municipal corporation varies from state to state, as mandated by their respective municipal laws. It has implications on the functioning of the ULBs and consequently on the delivery of basic services to the residents.

component of decentralised governance, and the lack thereof can restrict the ULBs from functioning to their full potential. The graph below shows that *Finance* has a positive correlation with *Governance*, which corroborates related literature on the topic, that municipal corporations that are better equipped to raise their revenues and efficiently utilise it are also better at governing their cities.

**Finance** is indeed tightly interlinked with **Governance**. Financial autonomy is a crucial

### Correlation between Finance and Governance Verticals

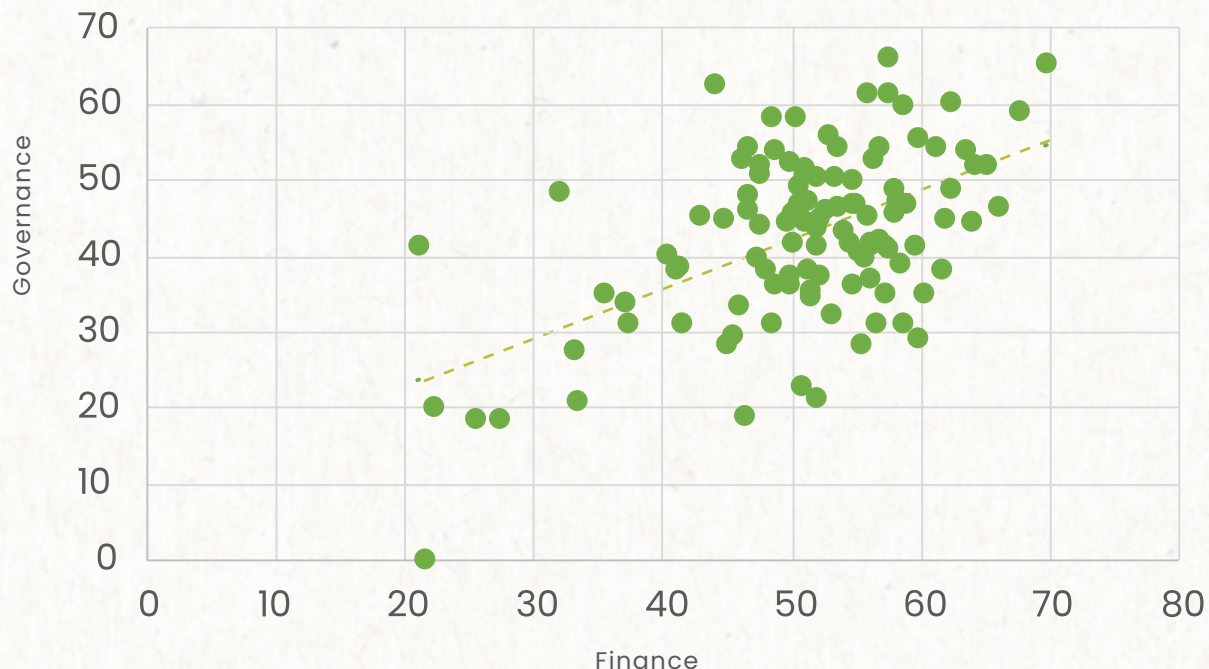


Figure 38: Correlation between Finance and Governance verticals

Municipal corporations can access revenue from the following sources: (i) tax revenue (ii) non-tax revenue, (iii) grants-in-aid, and (iv) debt. Property tax forms a major share of the internal sources of revenue, but issues of undervaluation, non-availability of database of properties, low collection efficiency, low rates and lack of indexation of property values limits the extent of property tax that can be collected. Hence, states need to empower the ULBs so that they are able to access various

sources of revenue that are not routed through the State Government.

The benefits of financial autonomy and efficient management of funds also translates into better services to the citizens. As demonstrated in the graph, municipalities that score high in **Finance** also score high in **Services** like *Health, Education and Infrastructure*.



## Correlation between Finance and Services Verticals

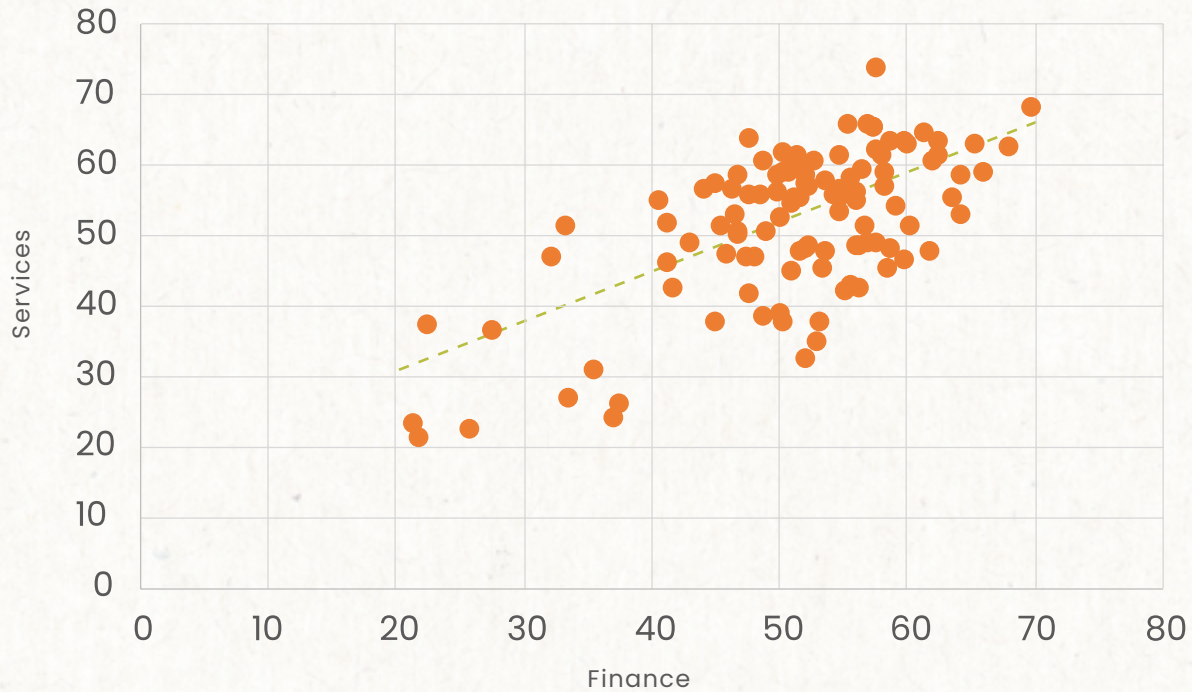


Figure 39: Correlation between Finance and Services Verticals

Rapid urbanization requires huge amounts of resources to deliver better services. Hence, more than ever now, municipalities need

financial independence to access revenue sources other than grants from Central and State Governments.

## E. Effective decentralisation is yet to be realised

The 12<sup>th</sup> Schedule of the Constitution identifies 18 areas that can fall under the purview of municipalities, such as public health, urban planning, poverty alleviation, economic and social development planning, construction of roads and bridges, etc., but it is the state government that decides which of these areas should be assigned to the ULBs. Since each state has a separate Municipal Act that demarcates the roles and responsibilities of the local governments, some of the services assessed in the study are not under the jurisdiction of the Municipal Corporations.

Education and Health were two areas of urban development where a significant number of city governments did not have jurisdiction over. Out of all the municipalities surveyed, 45 of them did not operate municipal schools, of which 42 did not allocate funds towards education. Similarly, in the area of public health, 44 municipalities do not manage or run primary healthcare institutions and municipal hospitals, and 39 of them do not allocate funds towards healthcare. This is a major concern as Education and Health are the aspects of development where decision-making is needed at the local level.





## F. Ease of Living Index and Municipal Performance Index scores are positively correlated

The Ease of Living Index and the Municipal Performance Index are two sides of the same coin. While EoL Index captures the development outcome of cities, the MPI assesses the enabling factors that go into achieving those development outcomes. In other words, the efforts and inputs of city administrations determine the output/development outcomes, and therefore, the EOL scores are likely to reflect the MPI scores. Naturally, the graph below shows a positive relationship between the two. Cities whose municipal corporations have achieved a high score in MPI have also performed better in the EOL Index. There are also outliers like Shillong, Guwahati and Imphal who score the lowest in MPI but perform relatively better in EOL.

Without taking Citizens Perception Survey (CPS) into account, the EOL scores show a more positive correlation with the MPI scores. In both the cases, the EOL scores have a stronger correlation with the MPI scores when CPS is excluded from the EOL score. It is because citizens were found to have a higher perception of their cities' performance possibly due to a lower benchmark of evaluation or other factors like media discourse or level of trust in the government which inflated the total EOL index scores. Therefore, the EOL index scores sans CPS are more representative of the actual performance of cities, and hence a more accurate reflection of the MPI scores.

### Correlation between EOL and MPI Scores

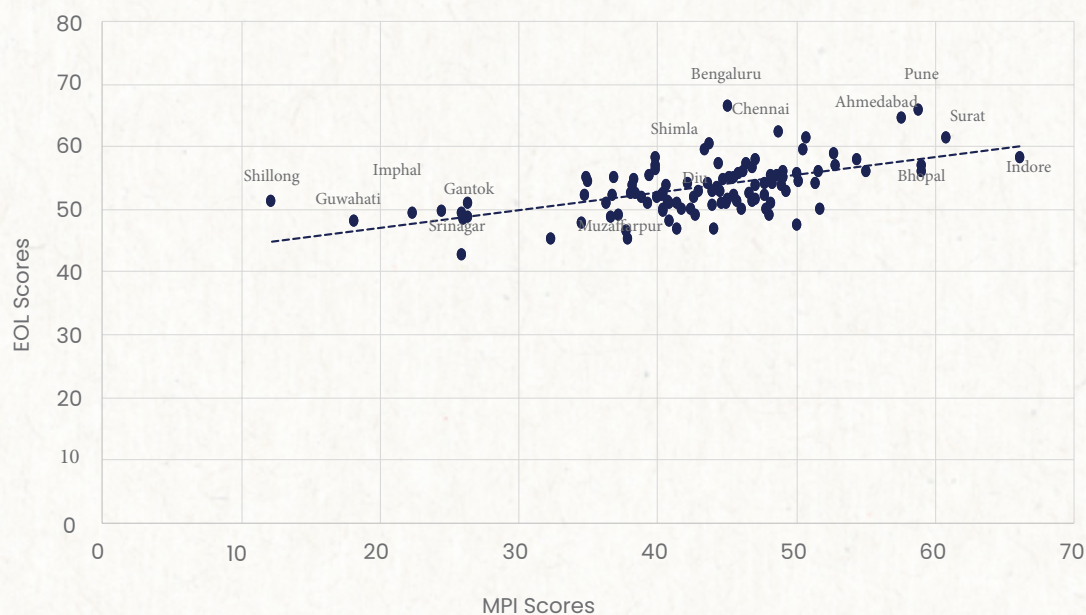


Figure 40: Correlation between EOL and MPI scores



## Correlation between MPI and EOL scores (excluding CPS)

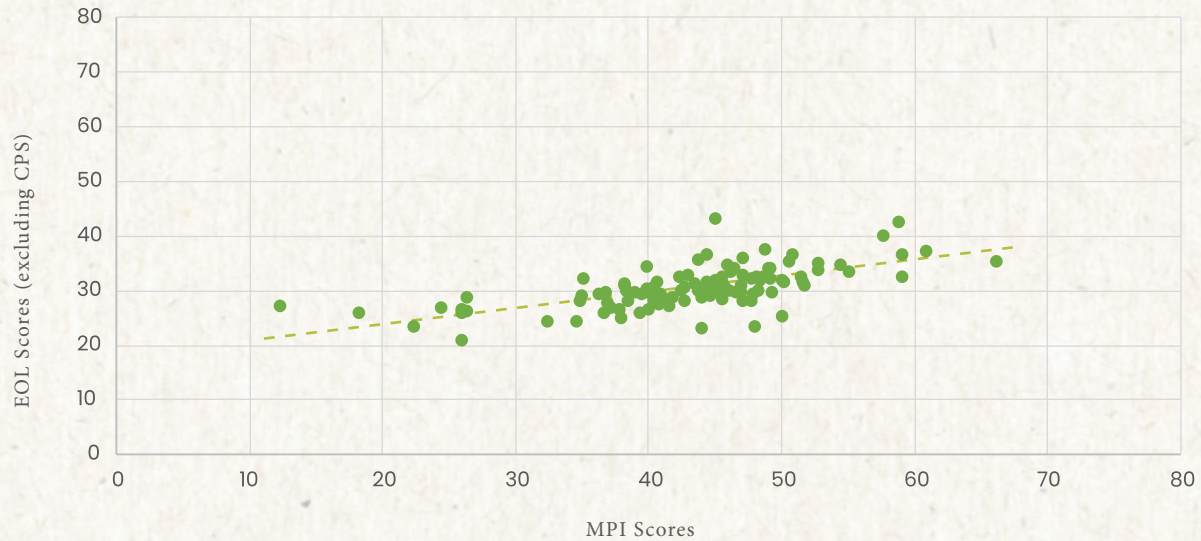


Figure 41: Correlation between MPI and EOL scores (excluding CPS)



## G. Interlinkages between Services and Quality of Life

**Services provided by municipalities impact the quality of life led by its citizens to a fair extent.**

The *Services* vertical in the MPI assesses an array of services such as *Education, Health, Water & Wastewater, SWM & Sanitation, Registration & Permits, and Infrastructure*. *Education and Health* are services that particularly impact the disadvantaged sections of the population as they are more likely to avail public services than others. Given that the Ease of Living Index measures the performance of cities on the basis of the quality of life of its residents, *Services* and *Quality of Life* show a positive correlation. In other words, a better performance in *Services* results in better quality of life of the residents. It is evident from the upward slope in Figure 11 wherein a high score in *Services* corresponds to a high score in *Quality of Life* too.



## Correlation between MPI vertical-Services, and EOL vertical- Quality of Life

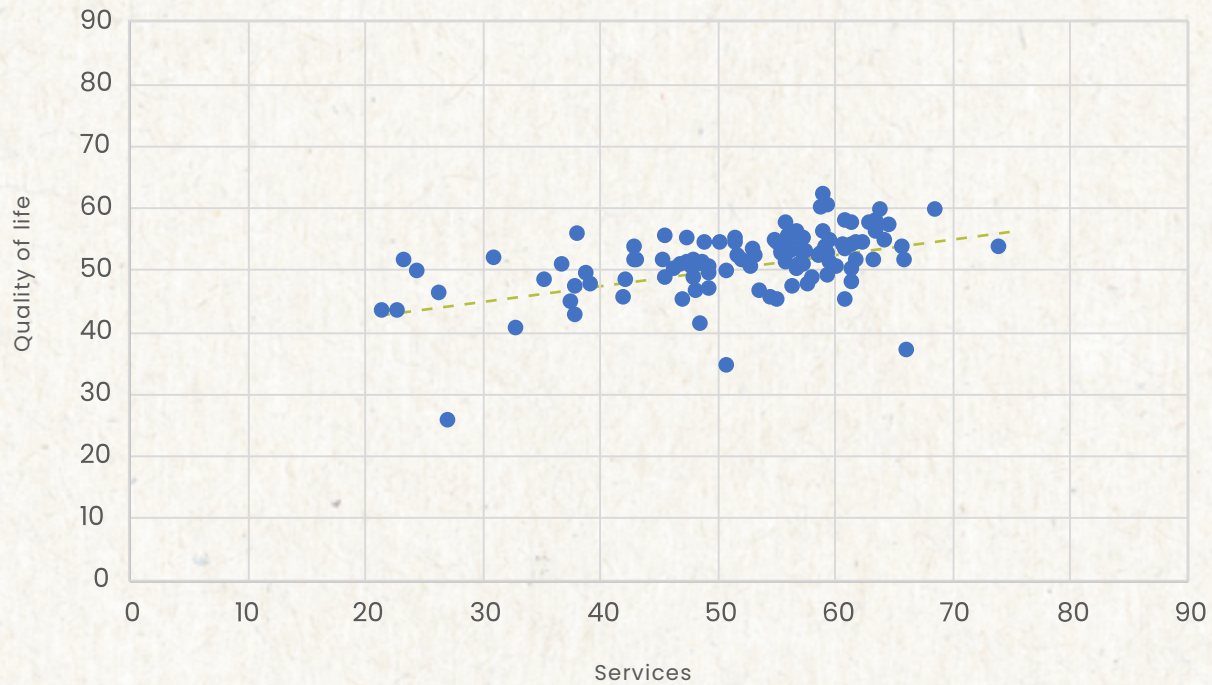


Figure 42: Correlation between MPI vertical-services, and EOL vertical-Quality of Life

With the R-squared value at 0.23, it is understandable that the correlation is not very strong as the indicators *Quality of Life* are not completely a reflection of the services provided by the municipalities. Basic amenities like housing, education and health are provided by the Centre and States, and the ULBs have a limited role in it. As mentioned in the previous section, some municipalities do not have jurisdiction over some of the areas of development like health and education. Therefore, the outcomes in those sector are disconnected from the functioning of the municipalities.





## E. Citizens have inflated perception of their cities

As municipalities are mandated with the delivery of services for its residents, the need for good governance is often highlighted to not only improve the functioning of these local bodies, but also include more people in its ambit. Interestingly, the Citizens Perception Survey, that allows citizens to evaluate

their Ease of Living, should ideally be in sync with aspects of governance, such as *Transparency, Accountability, Participation and Effectiveness*. Some of these sectors are expected to have directly influenced the survey scores, and thus a correlation of both *Governance* and CPS have been mapped out in the graph below.

### Correlation between Governance and Citizens' Perception Survey Scores

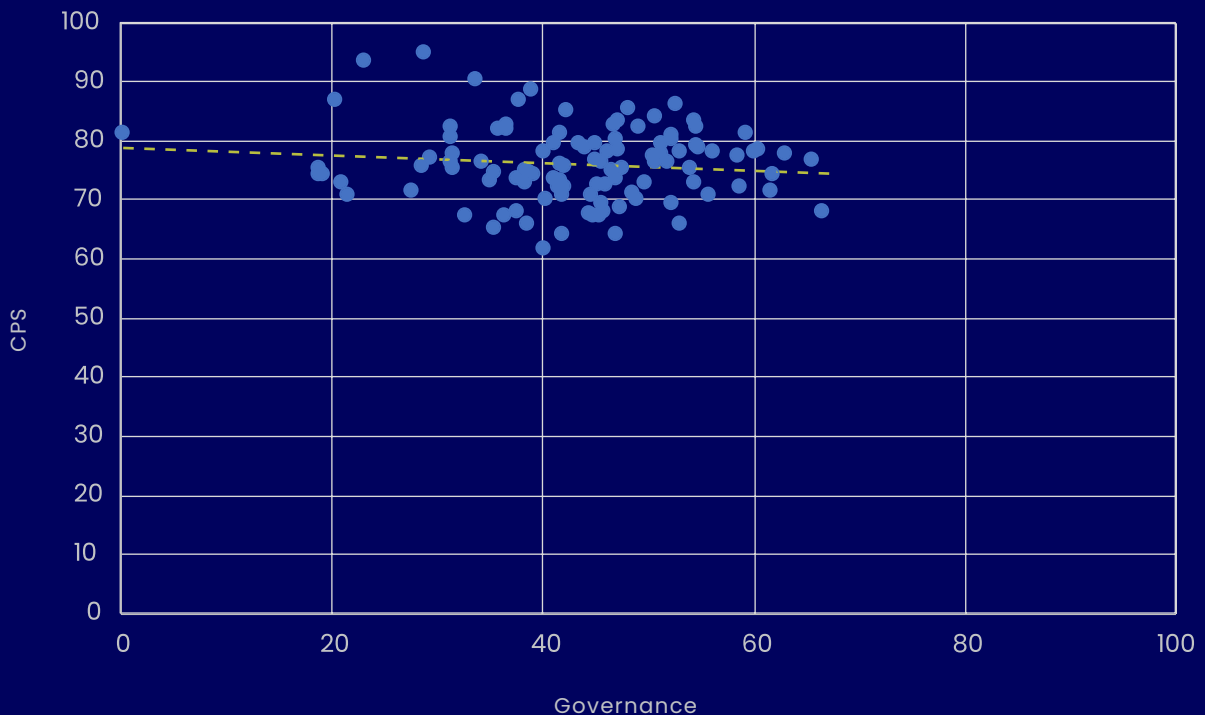
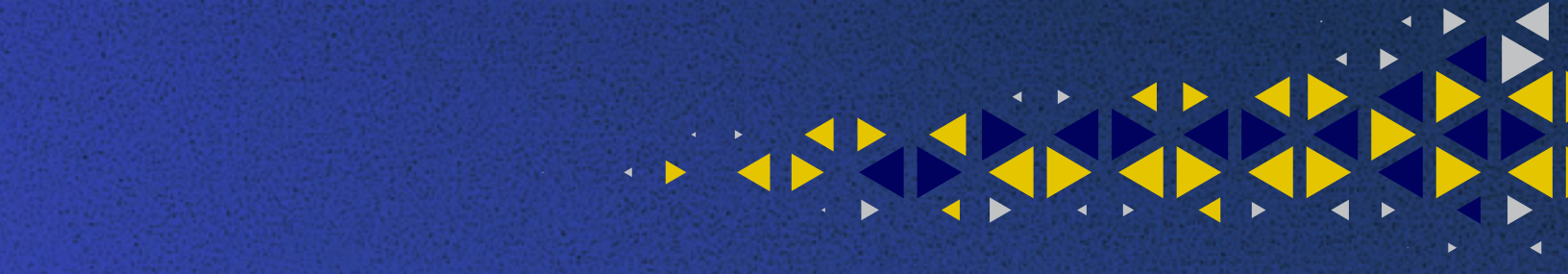


Figure 43: Correlation between Governance and Citizens' Perception Survey Scores





An ideal scenario should be that of positive correlation, wherein a top scorer in CPS should also score well in Governance. However, the graph above points out to a negative correlation, wherein citizens may have evaluated their municipalities on a higher scale, while the actual performance of municipalities in Governance are not as high.

Out of the 111 municipalities ranked, 69 of them do not have an ombudsman present for service-level related queries and grievance redressal, including major cities such as Bengaluru, Pune, Navi Mumbai, Thane, and Hyderabad. 48 cities also are negative outliers in terms of community involvement, including the cities that have scored the highest in CPS such as Bhubaneswar, Solapur, and Silvassa, who also do not have the provision for an ombudsman.

Interestingly, the cities that have scored highly on the Ease of Living Index, such as Bengaluru, Pune, Ahmedabad, had relatively low scores in their CPS. But these cities also are perfect positive outliers in terms of community involvement and participation, which not only implies a more inclusive approach on governance, but also indicates how community participation pushes ULBs to perform better.







# 7.

## Index to Action

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Municipal workers working on street of Kolkata





- **Increasing the autonomy of Urban Local Bodies**

Presently, various municipal bodies are institutionalised based on state government legislations. These legislations differ on mayoral tenures, lack of autonomy to appoint municipal commissioners, and delegation of municipal activities such as planning, development, housing, water, and environment to specialised parastatal bodies that report to State governments instead of municipal bodies. It adversely affects municipal bodies' autonomy and stability to function, as it results in fragmented governance and low accountability. Consolidating these parastatal bodies under the purview of municipal bodies and legislative changes that result in universal mayoral terms of 5 years could be a cornerstone in ensuring India's municipal bodies' autonomy.

- **Financing municipal activities**

For urban local bodies to provide quality services, a permanent and sustained form of financial support is requisite for these bodies' sustained functioning. One of the critical solutions could be shifting revenue sources from the state governments to the cities themselves. In his book *Financing Cities in India*, P.K. Mohanty talks about cities gaining access to various taxations such as motor vehicle tax, professional tax, fuel tax, entertainment tax, which the state governments presently control. He also argues for a city-based Goods and Services tax share to ensure that the cities gain their rightful share of their revenue. This would require amending the constitution and making a separate provision for cities to tax and generate revenue. Financial independence could further solve the problems of urban planning and governance. The MPCs would be better positioned to effectively allocate resources and functioning to various authorities because of their autonomy.

- **Creation of a national consortium for municipal bodies**

Through effective advocacy, urban local bodies can materialise the democratic decentralisation envisioned in the 74th Constitutional Amendment Act. The creation of a national consortium for municipal bodies and city councils would enable the consolidation and representation of India's urban citizens' needs to higher levels of state authorities, including State and Central governments.

- **Inclusive Planning of Indian cities**

Conventional urban Planning has been traditionally understood as a technical tool<sup>12</sup> that has not included growing urban needs. Furthermore, while Indian cities have a dismal performance in undertaking planning activities at the municipal level, the pre-existing planning efforts do not consider the spatial and demographic challenges, resulting in isolated socio-economic advancement. Yet, it is by re-positioning urban Planning that can enable shared prosperity in times of rising economic inequalities. In an UN-Habitat survey, it was observed that efficient urban Planning and urban management are essential pre-conditions for shared prosperity. Urban Planning must thus re-focus itself from serving as a technical functionality and instead be incorporated in the governance processes of urban local bodies to reflect the citizenry's collective interests and needs.

- **Strengthening human resources and municipal personnel**

Municipal cadre is pivotal to undertaking the daily functionalities of urban local bodies. According to the ASICS 2017 report, the average staff vacancy in Indian cities is at 35%, with the absence of cadre and recruitment rules crucial for covering the technical and managerial competencies for positions at municipalities. Creation of model Human Resource policies for municipalities, comprising normative standards for job roles, cadre, and recruitment rules could incorporate municipal staffing in mainstream skills agendas, attracting a skilled and motivated task force to undertake India's growing urban needs.



- **Gaps in the 74<sup>th</sup> Constitutional Amendment Act**

The goal of the 74th Constitutional Amendment Act, 1992 (popularly known as the NagarPalika Act) was straightforward—essentially disseminating the ideals of development to the people by decentralising power to the base of the pyramidal structure. Every region has its historical process that has essentially shaped its society, economy and consequently the polity. Still, even within these regions, smaller districts and subsequently even smaller units of human habitation have a myriad of problems, which was sought to be addressed through decentralising the democracy.

The Act identifies three urban areas based on population and area and recommends various local-governing bodies for each, such as Nagar Panchayats, Municipal Councils and Municipal Corporations. The idea was to decentralise the governing process and make decision-making more participatory by including the people themselves in the governance.

While this highlights the beauty of the processes that envisage a democracy, the problem continuously extends beyond the law's periphery and its provisions. Today, the metropolitan cities, which contribute significantly to the Indian economy, are posited with many problems with its growing economy and population boom. And in turn, they pose severe challenges to the processes of urban governance.

The 74th Constitutional Amendment Act (CAA) was enacted to solve urban governance problems, with beautifully structured institutions that should ideally deal with the problems that come with urbanisation. But evidently, the reality speaks otherwise. So, the question remains—is the 74th Constitutional Amendment Act sufficient to meet the challenges of the 21st-century Indian cities? For this purpose, the problems that grapple with the Indian metro must be well understood.

Metropolitan cities such as Mumbai, Bangalore, Hyderabad, Kolkata and Chennai are categorised as big cities, with more than ten lakhs residing within its boundaries. With the setting up of industries, increased economies of scale have attracted migration, thereby leading to congestion, simply because of the mismatch between Planning initiatives and ground-level accommodation. One of the biggest problems that plagued Indian cities was the absence of Planning and the increasing burden on environmental resources.

The 74th Amendment, in its theorisation, has the provision of Metropolitan Planning Committees (MPC), under Article 243ZE, as an institution that has the responsibility of planning on the issues of spatial development, sharing of water and other physical resources, the integrated development of infrastructure and environmental conservation. Apart from developmental Planning, the MPCs are also mandated to decide the investments needed by the Central and State government in these areas.

The problem remains that this provision was hardly enacted by all the metropolitan cities, barring Kolkata and subsequently cities in Maharashtra. Even when these MPCs have been legally constituted, their functioning is weak in most metropolitan cities, thus leading to the kind of spatial problems prevalent in these congested cities today.

The second problem stems from the actual lack of democratisation in the scenario of local urban governance. The 74th CAA requires ward committees' participation in the planning process, given that these wards are minor units within the urban body. However, this is far from its materialisation. Barring certain metropolitan cities such as Kolkata, ward committees do not function the way they are supposed to.

But even if the MPCs were to function effectively in the urban space, the problem also boils down to financing the same. Under the 74th CAA, the urban local bodies have minimal ways to obtain finance and are dependent on the State and Central governments' allocation for their functioning. The State Finance Commissions (SFC) was



also set up under the 74<sup>th</sup> CAA and is required to monitor the urban local governing bodies' funding. But according to a 2010 McKinsey report, India will be needed to spend \$1.2 trillion on its cities but currently spends a meagre amount of \$50 per capita. It is also important to note that the urban local bodies' revenue amounts to less than 0.9% of the total GDP, even though it contributes some 60% to the total GDP.<sup>13</sup>

The 74<sup>th</sup> CAA addresses the twin problems of developmental Planning and generating finances, but the problem lies in the law itself. For these local urban governing bodies to function effectively, they must be autonomous enough to take decisions. The absence of autonomy is evident in the constitutional act, especially in terms of finances, making it dependent on the State and Central governments for basic functioning. Politically, the 74th Amendment Act has enough provisions to address the problems that face present metropolitan cities today. But presently, it is hardly implemented in the letter and spirit. These local bodies' functions are required to be legally enacted by the respective state legislature, which has compromised the uniform implementation of the Act. The act does not give adequate powers to these local governing bodies, as the source of its functioning lie with other institutions of state legislatures, in terms of its composition and roles.

Thus, critically speaking, the 74th Constitutional Amendment cannot adequately address the problems that face Indian cities today. Even though the law has creative solutions to address the problems, it lacks proper implementation. And even when the laws are implemented, there is a lack of autonomy in these urban local governing bodies' decision-making. For this, the constitution has to be amended and requires its citizens and institutions' active participation across the state, market, and society.







Residents climb on municipal water tanker to fill their containers






# 8.

## Conclusion

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**The Municipal Performance Index is an attempt to assess and analyse the performance of Indian municipalities, on the basis of the varied responsibilities these local bodies have, ranging from the provision of basic public services to more complex domains of urban planning.**





.As we move closer to the 30th anniversary of the 74th amendment act, that paved the way for decentralisation of governance to urban local bodies, it becomes imperative to assess the performance of Indian municipalities in materialising the goals and aspiration of its parent legislature. The country has evolved significantly since the passage of this act, the goal of decentralisation was to reflect the changes on ground, in the governance process.

A preliminary analysis has revealed that not only there exists a regional disparity in the urban imagination in the country, but also that municipal bodies have struggled to disburse more complex functions of urban planning, which has allowed the emergence of informal planning in big cities. While some cities have grown to become centres of finance and power, their evolution into destination cities has not only attracted migration from rural areas, but also other urban areas. The disparity can be accrued to the variations in the political empowerment of these urban local bodies, for they continue

to be increasingly dependent on state governments for sanctioning of projects, financial grants and appointment of officials, to just name a few.

Understanding the Municipal Performance Index in tandem with the Ease of Living Index is needed, for their complementary natures gives insight into the liveability in these Indian cities. This regional disparity was also observed in the Ease of Living Index, wherein metropolitan cities with a legacy of industrialisation and businesses have emerged as top performers in the Municipal Performance Index as well. Beyond these select cities, our municipal bodies in the northern and north-eastern parts of the country, are yet to become autonomous institutions of governance themselves, that truly engage with local citizens and push the way for urban growth and development.





# 9.

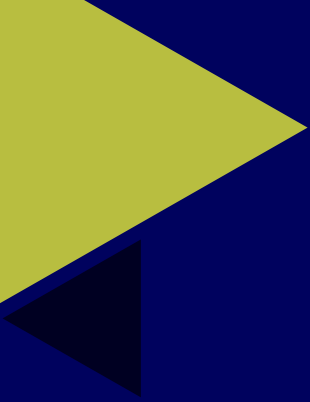
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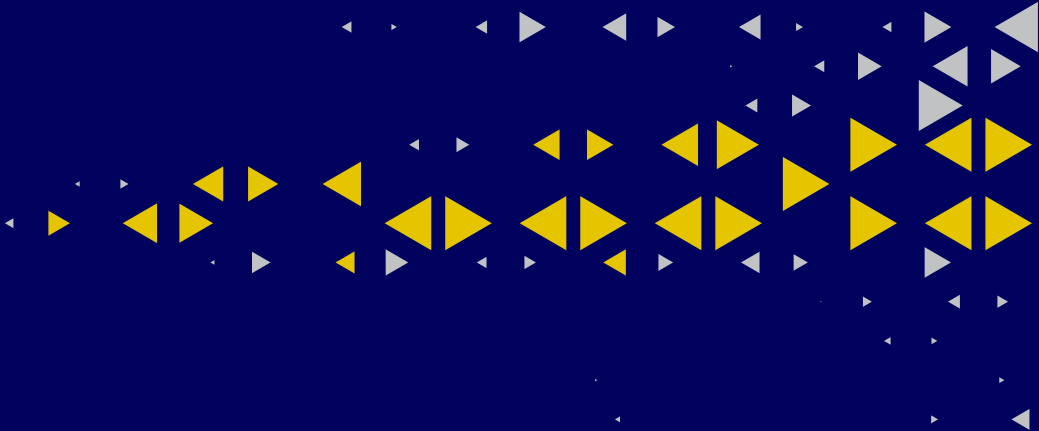




# City Profiles

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Category: Million+





Rank

24

Score: 47.71

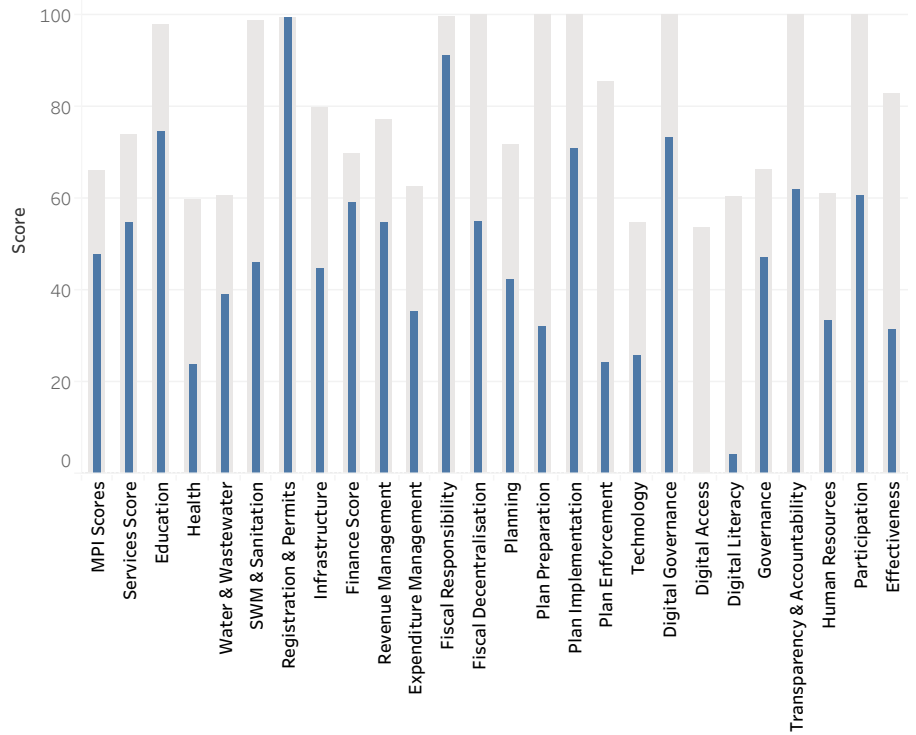
# Agra

Category: Million +

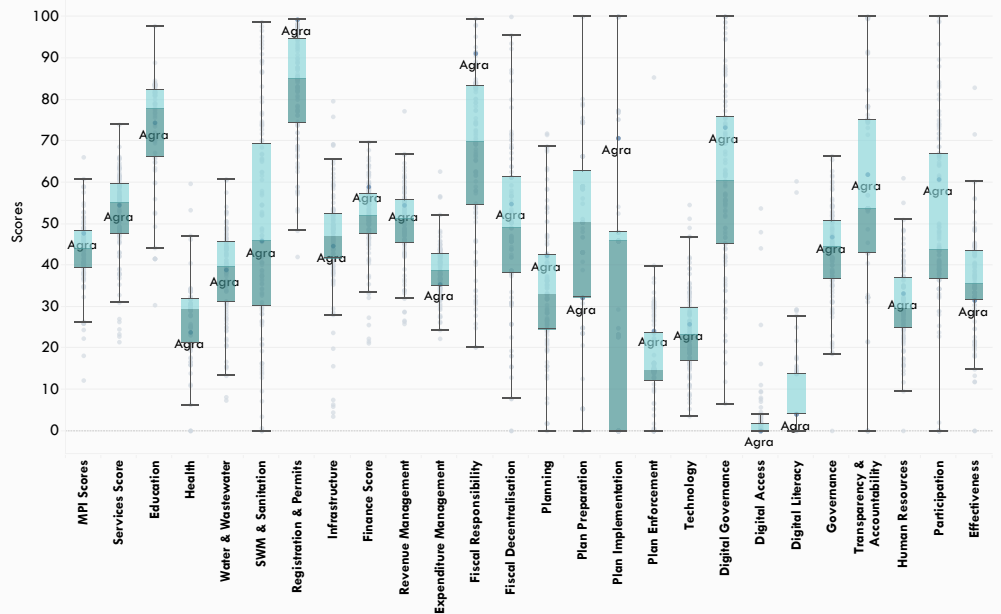


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

06

Score:  
57.60

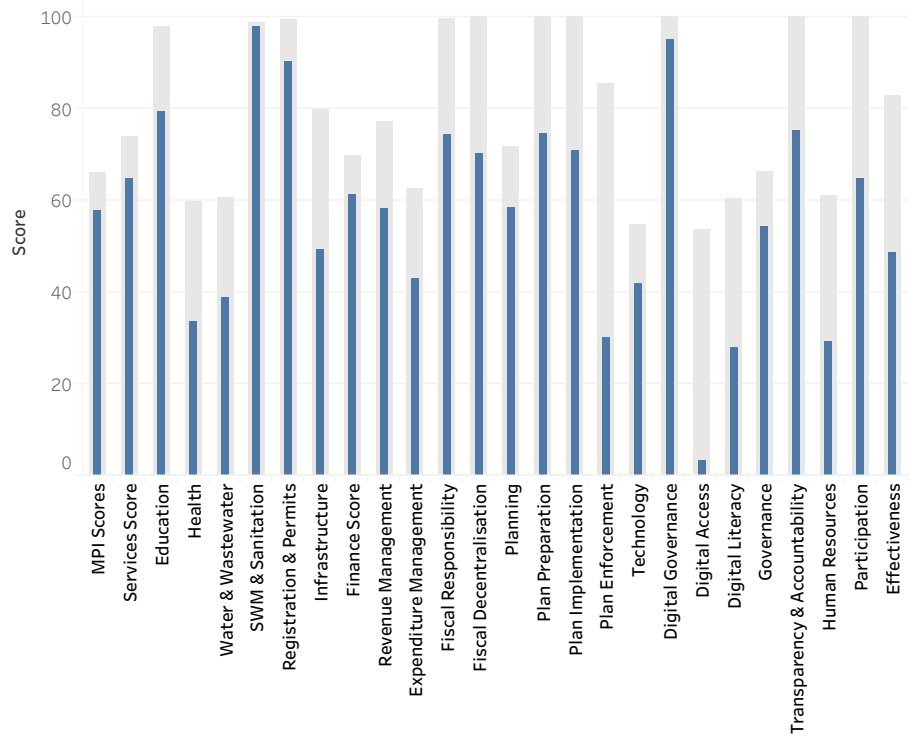
# Ahmedabad

Category: Million +

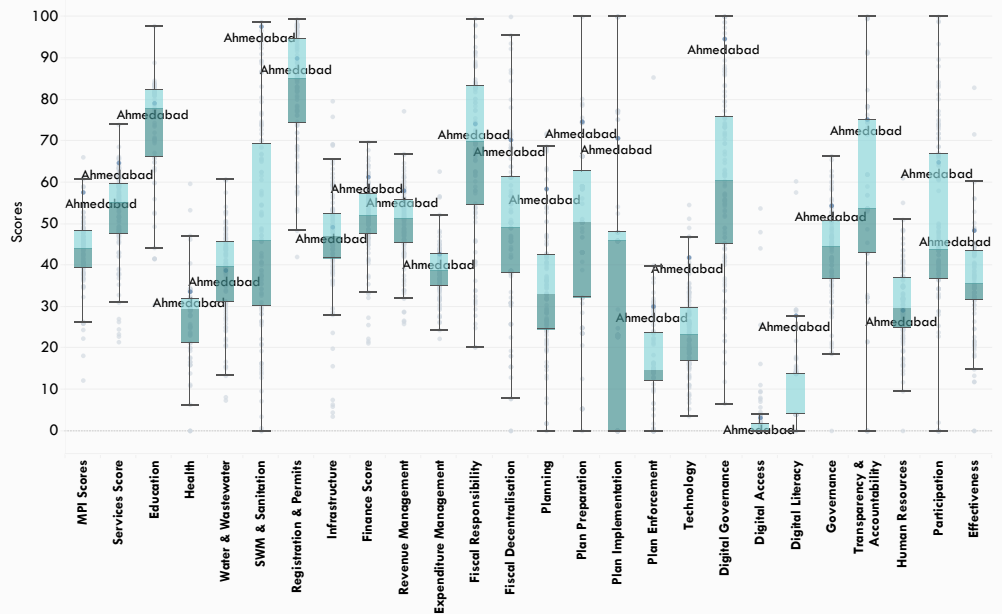


## Municipalities Scores and Best Score Comparison

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## Variation Across Cities





Rank

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Score: 42.68

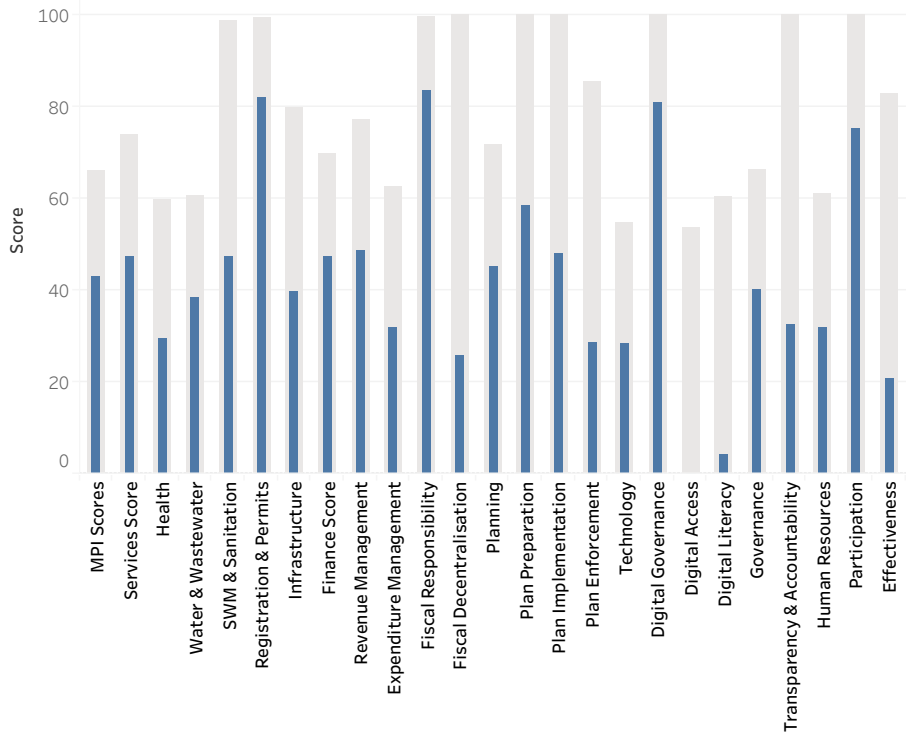
# Amritsar

Category: Million +

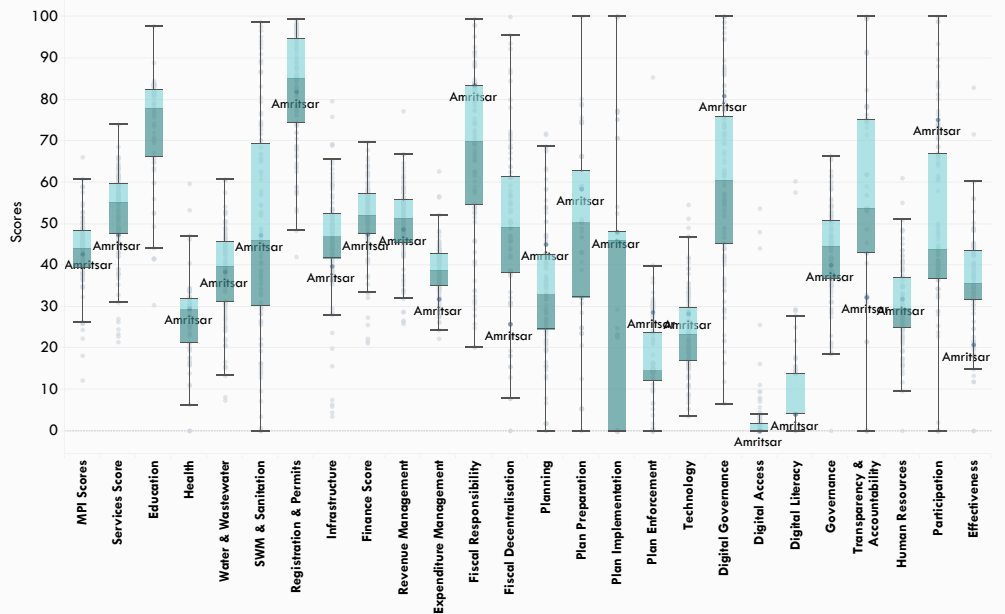


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

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Score:  
38.09

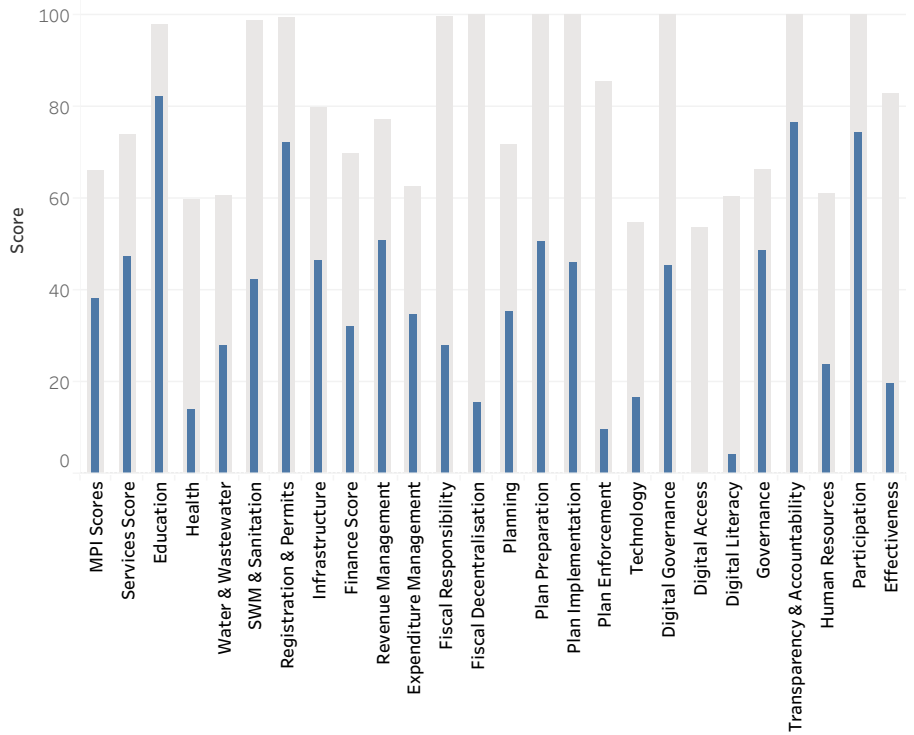
# Aurangabad

Category: Million +

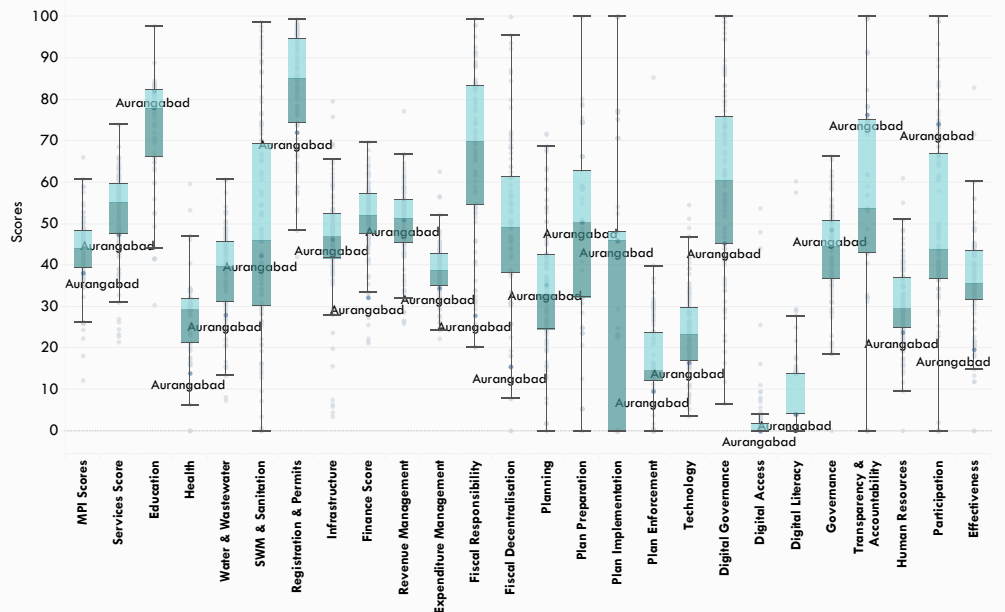


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

14

Score: 50.04

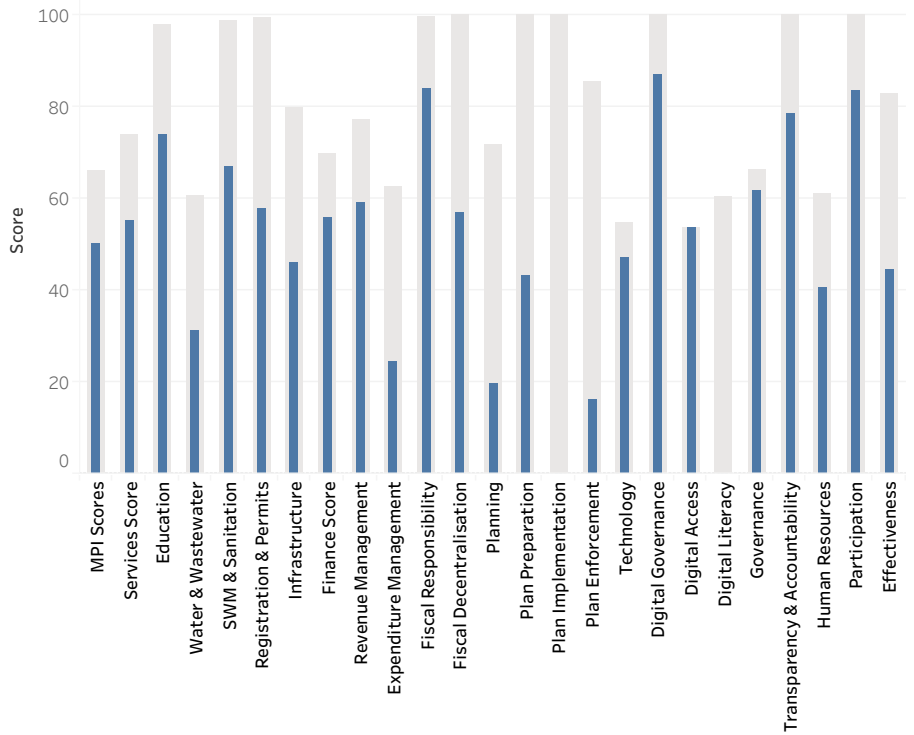
# Bareilly

Category: Million +

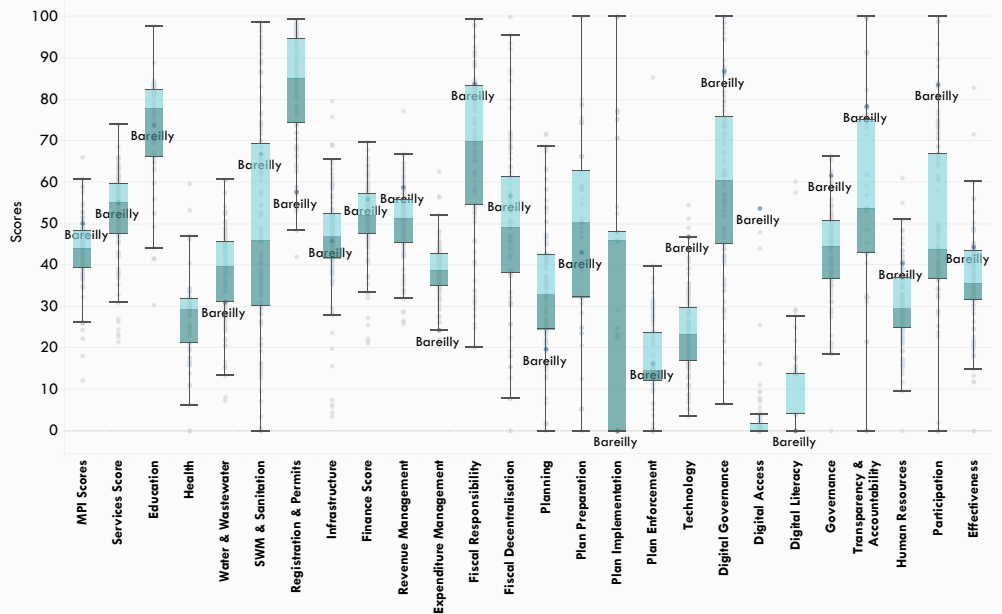


## Municipalities Scores and Best Score Comparison

■ Municipality Score
 ■ Best Score



## Variation Across Cities





Rank

31

Score: 45.02

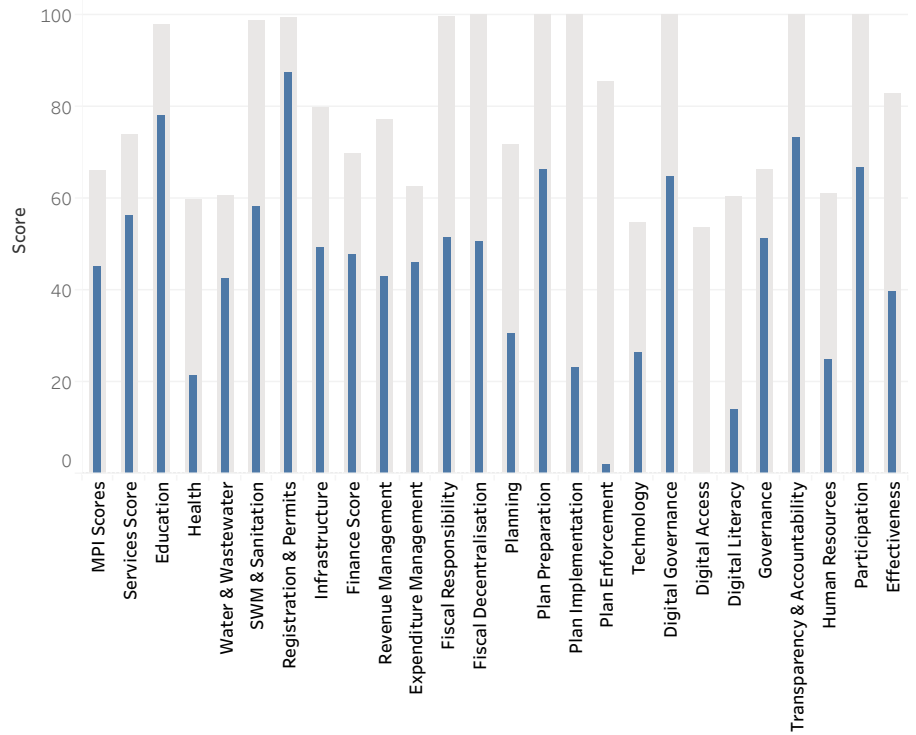
# Bengaluru

Category: Million +

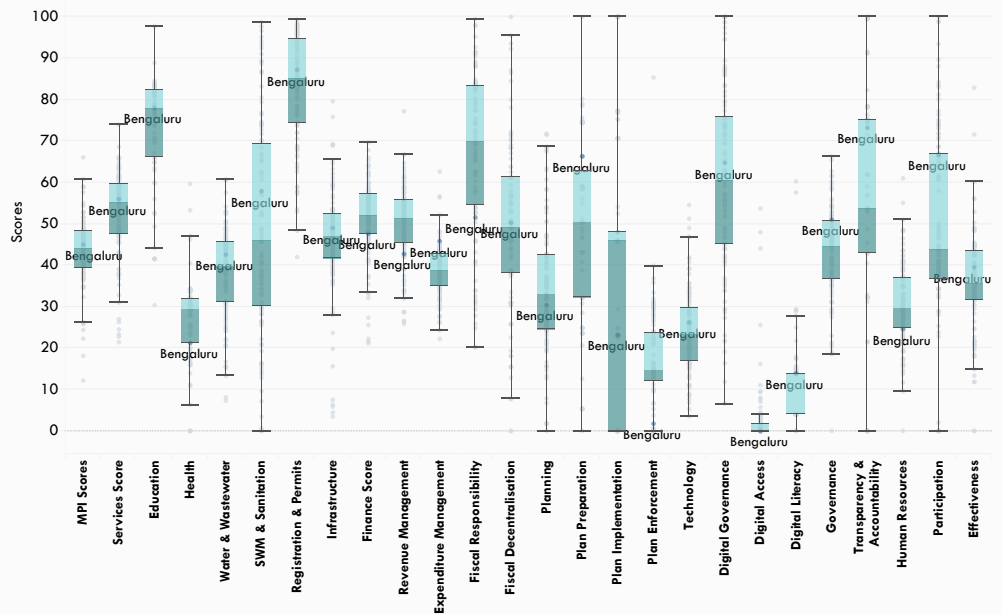


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

03

Score:  
59.04

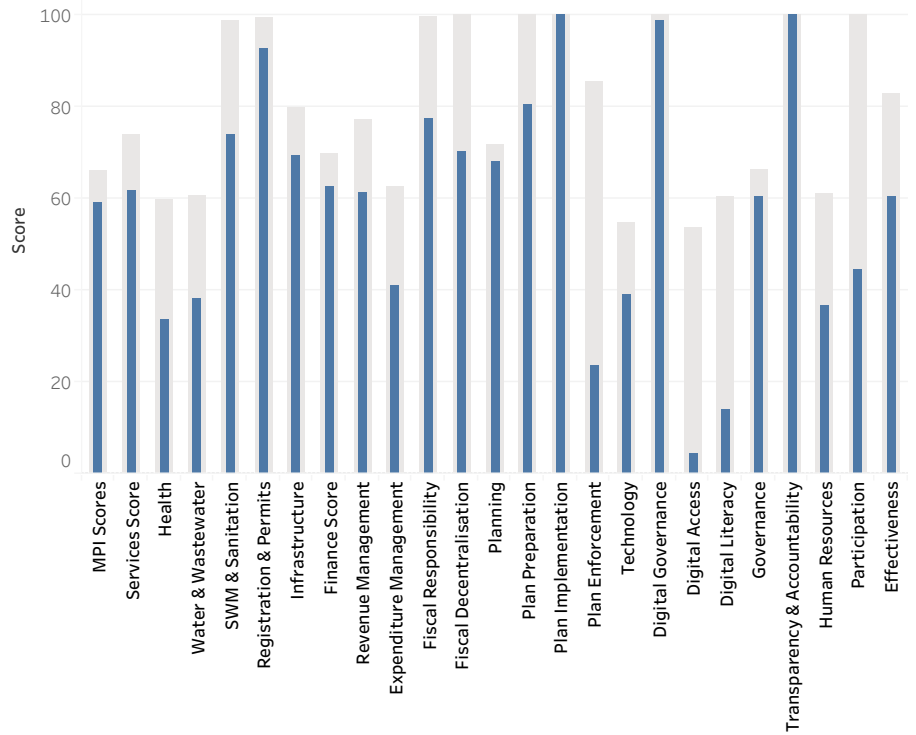
# Bhopal

Category: Million +

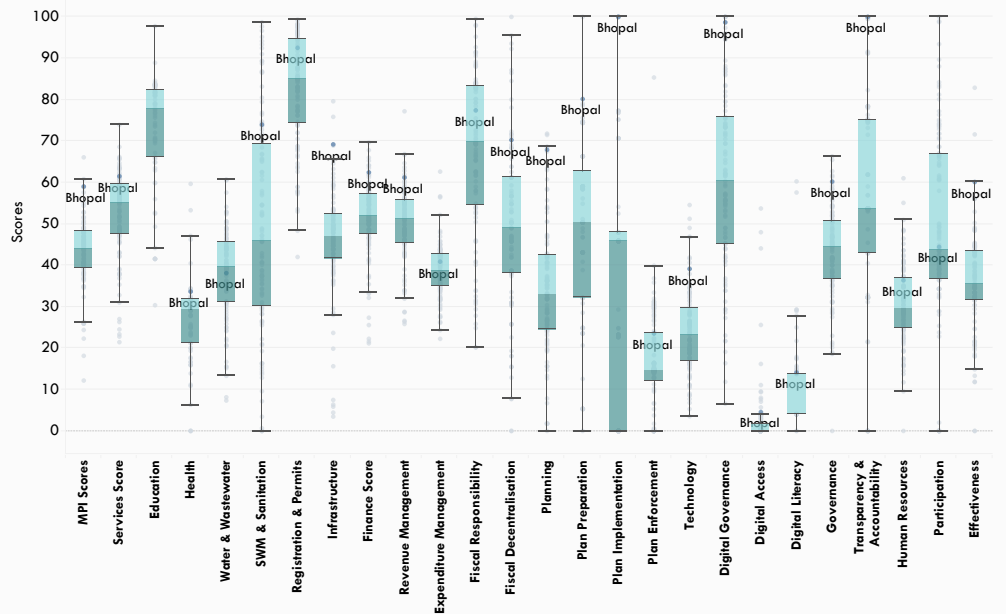


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

23

Score:  
47.71

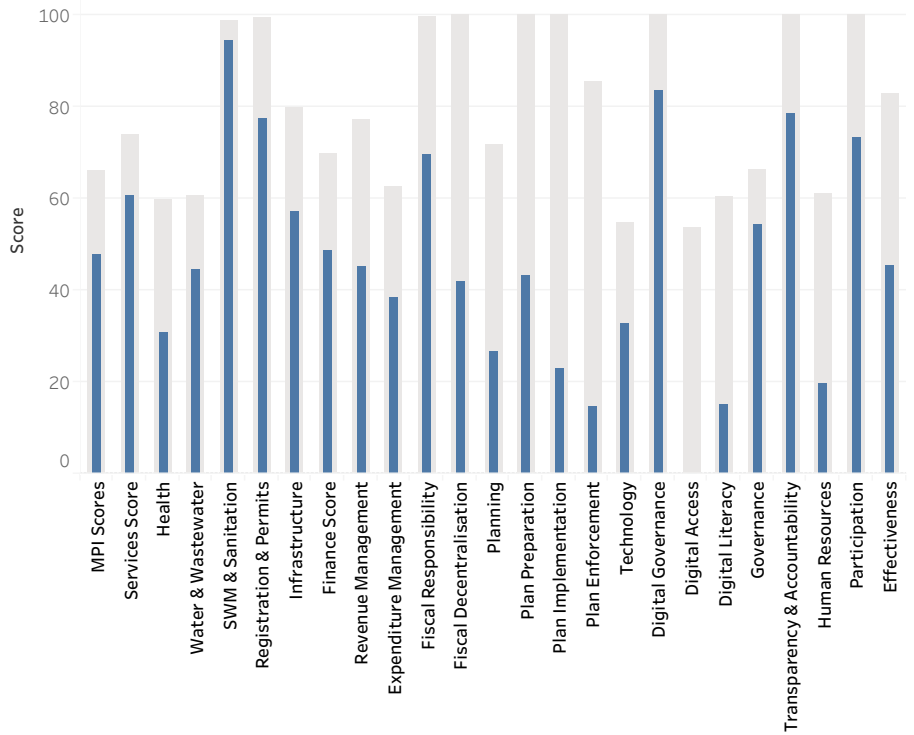
# Chandigarh

Category: Million +

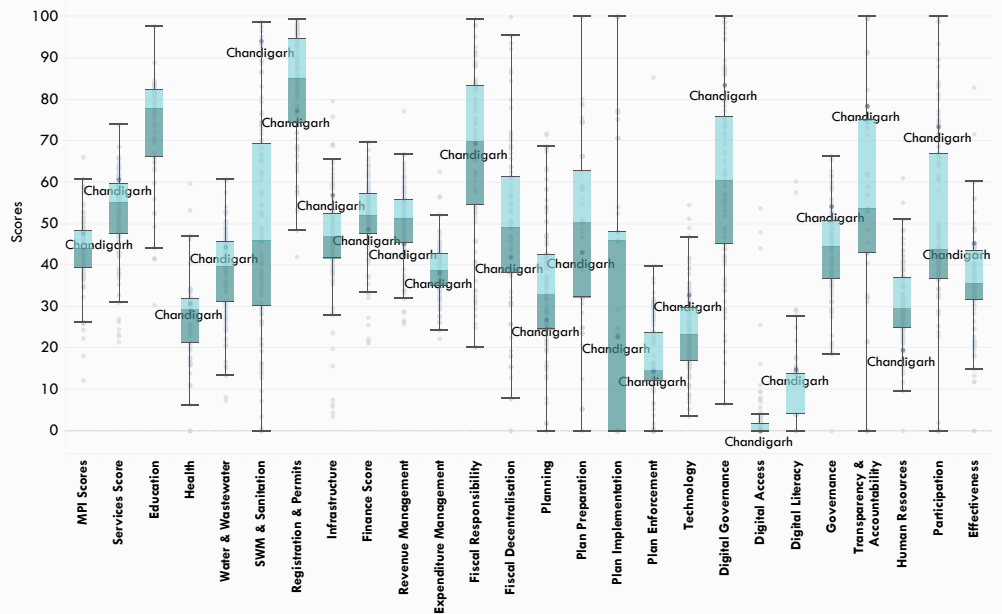


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

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Score:  
48.74

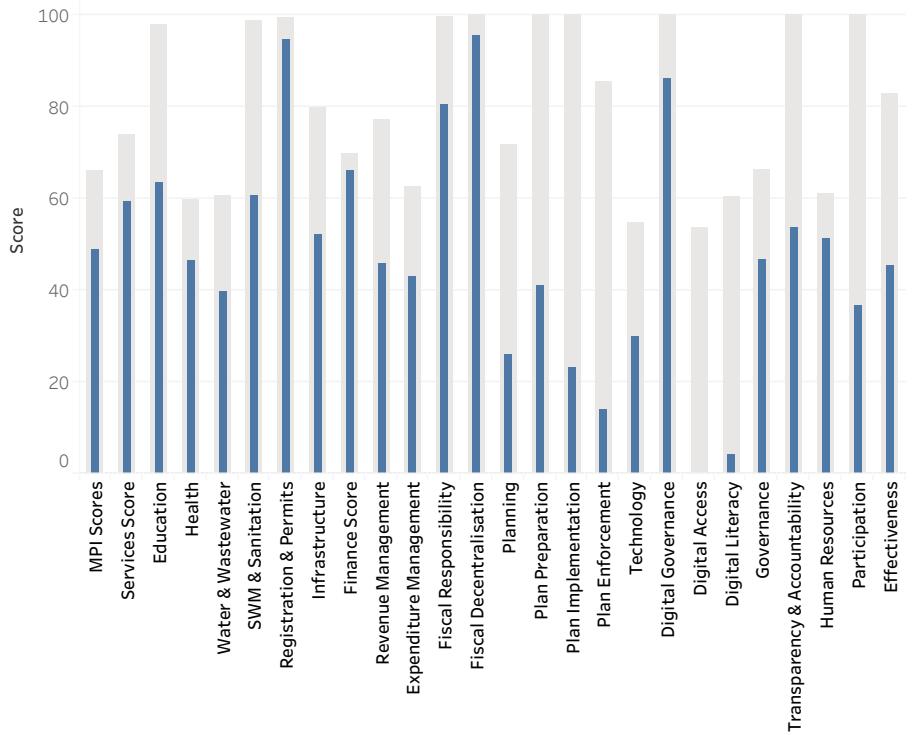
# Chennai

Category: Million +

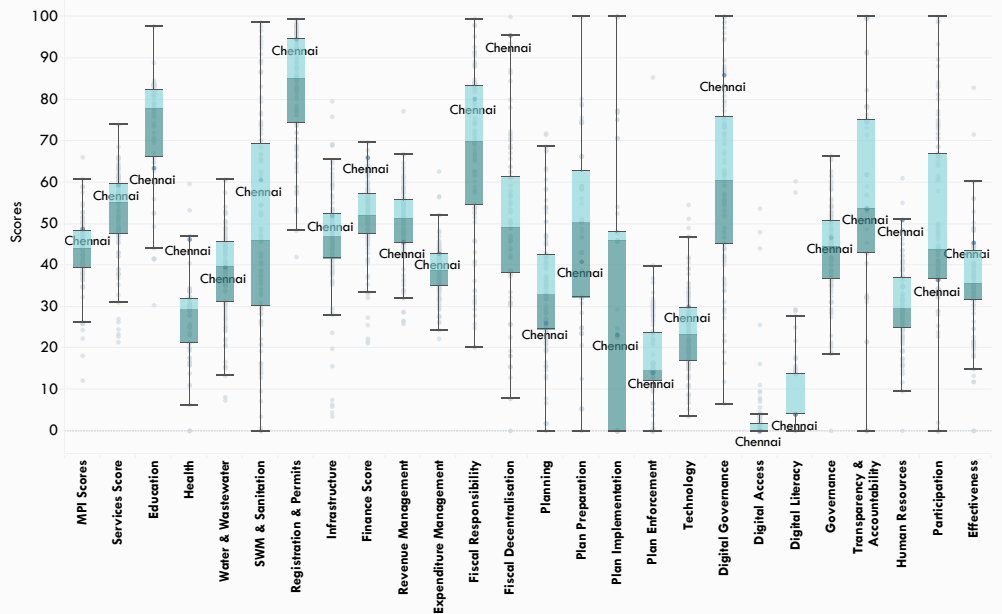


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

12

Score: 50.52

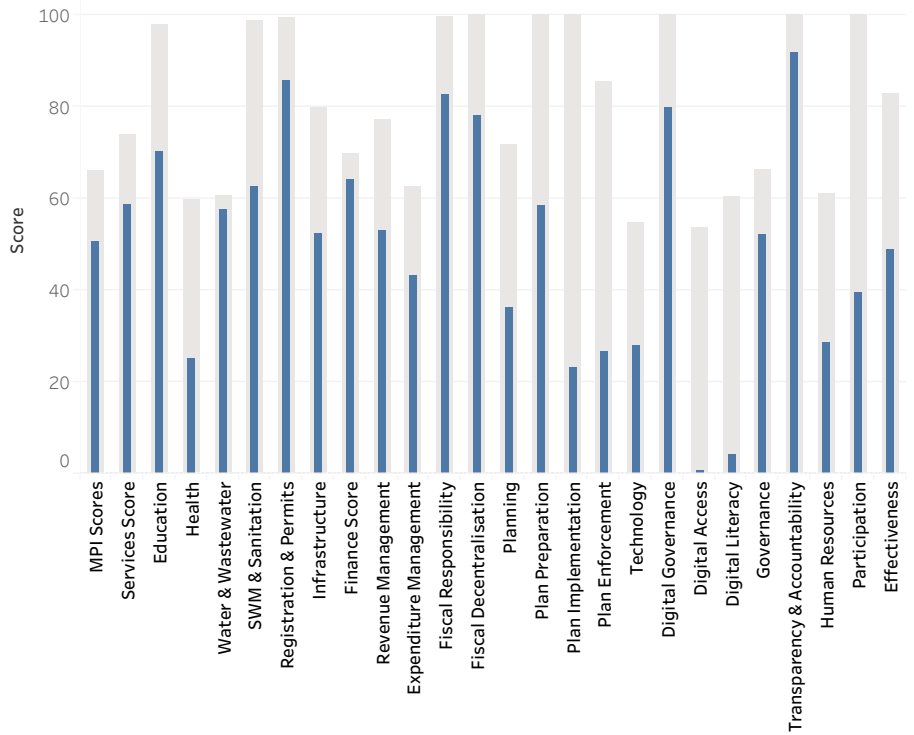
# Coimbatore

Category: Million +

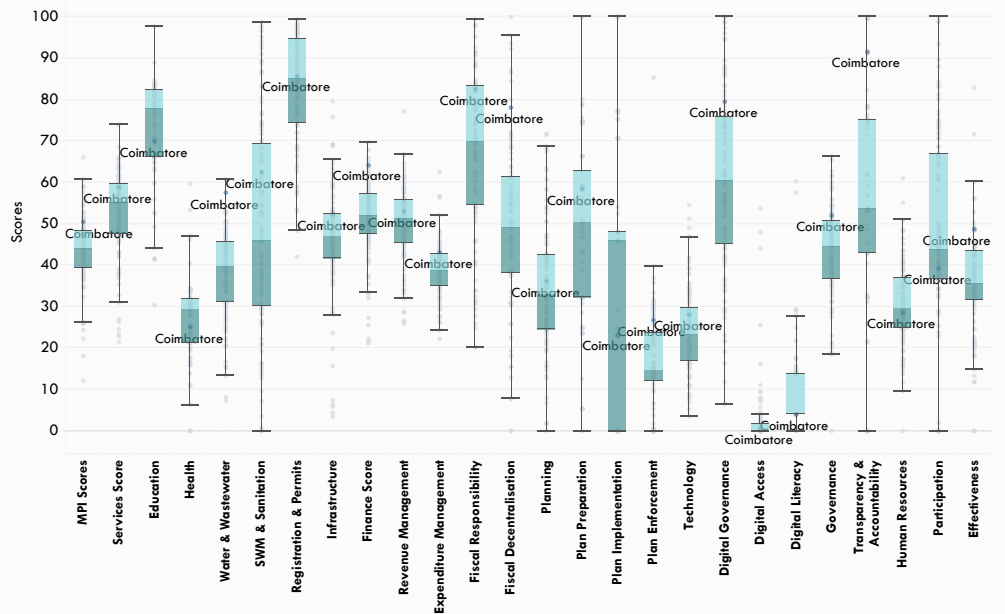


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

35

Score: 44.00

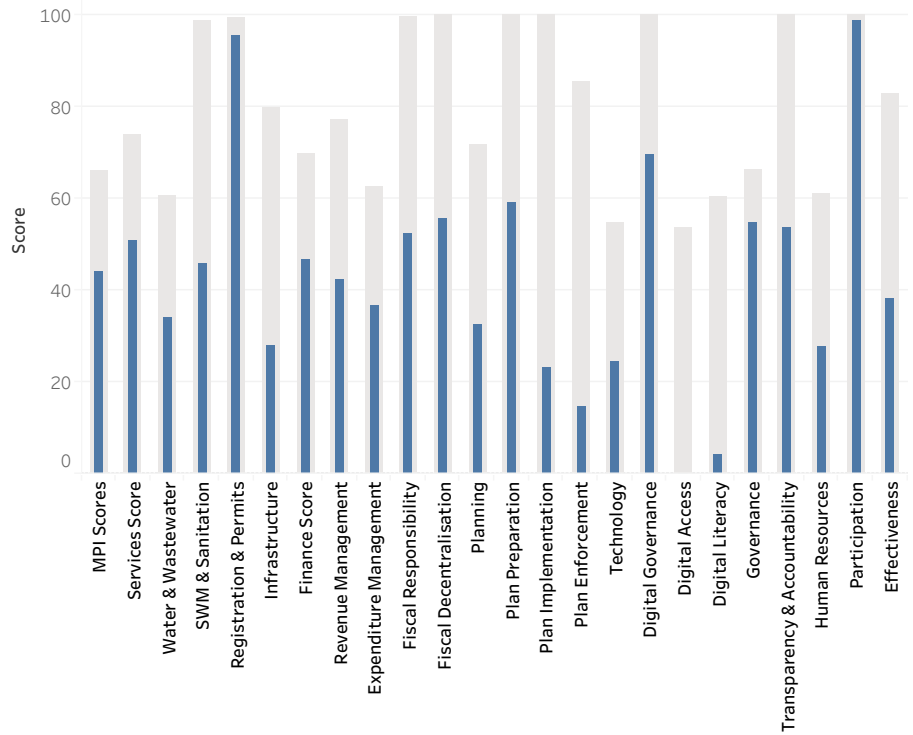
# Dhanbad

Category: Million +

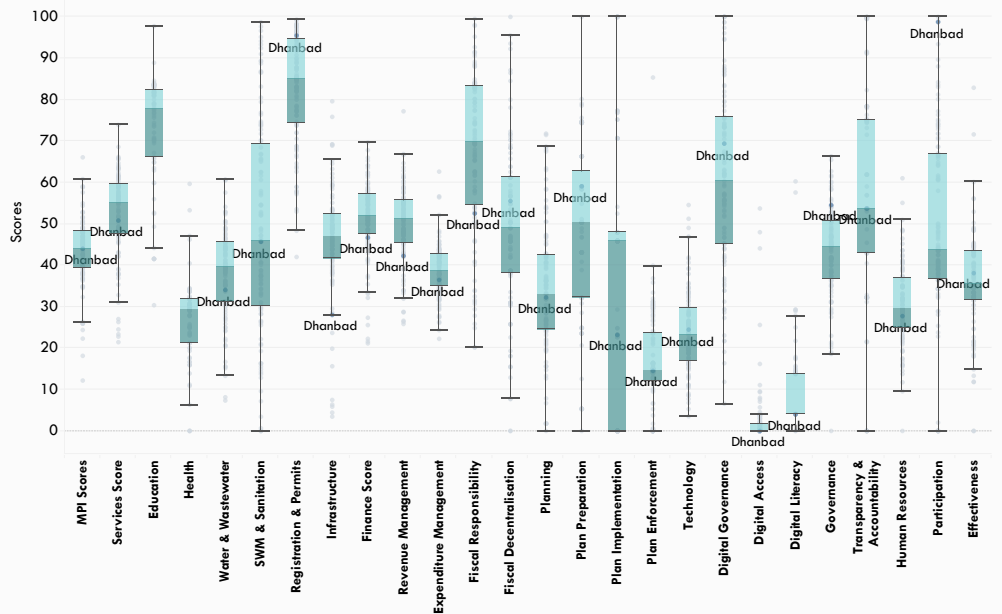


## Municipalities Scores and Best Score Comparison

■ Municipality Score
 ■ Best Score



## Variation Across Cities





Rank

42

Score:  
40.79

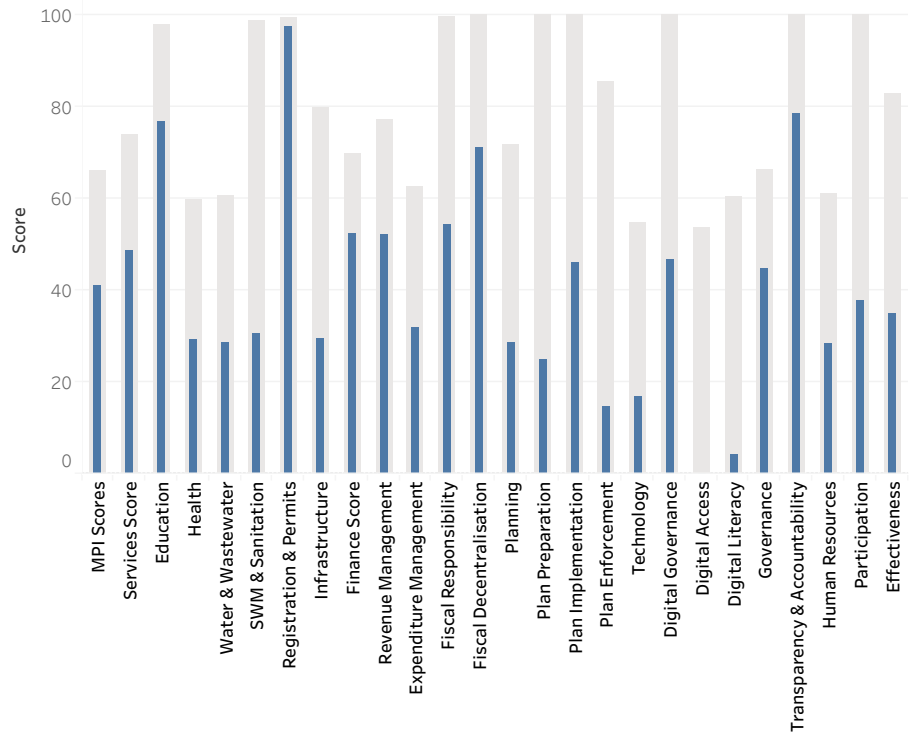
# East Delhi MC

Category: Million +

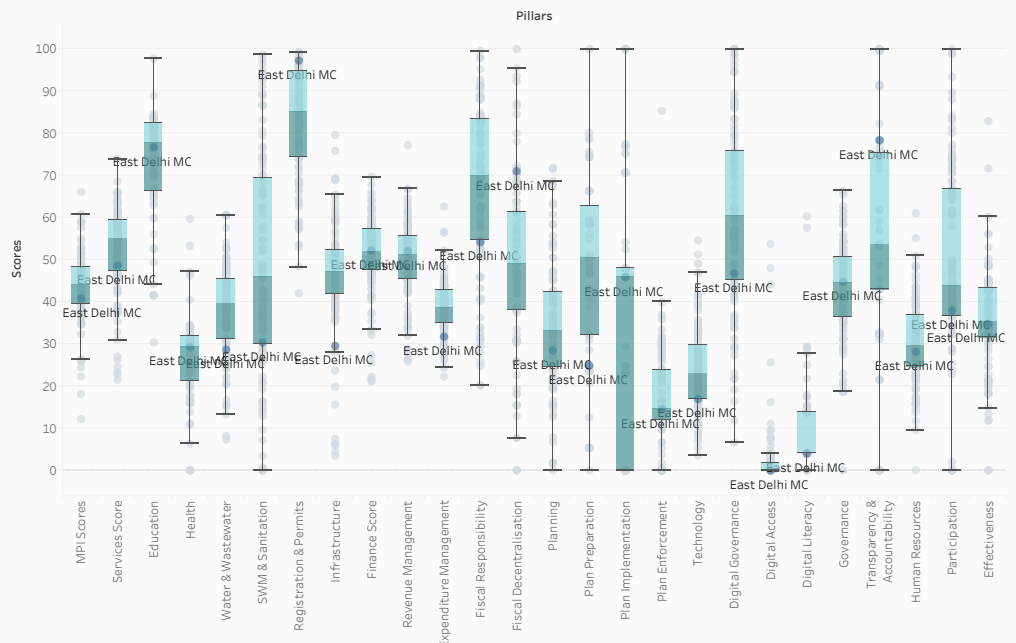


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

40

Score: 41.45

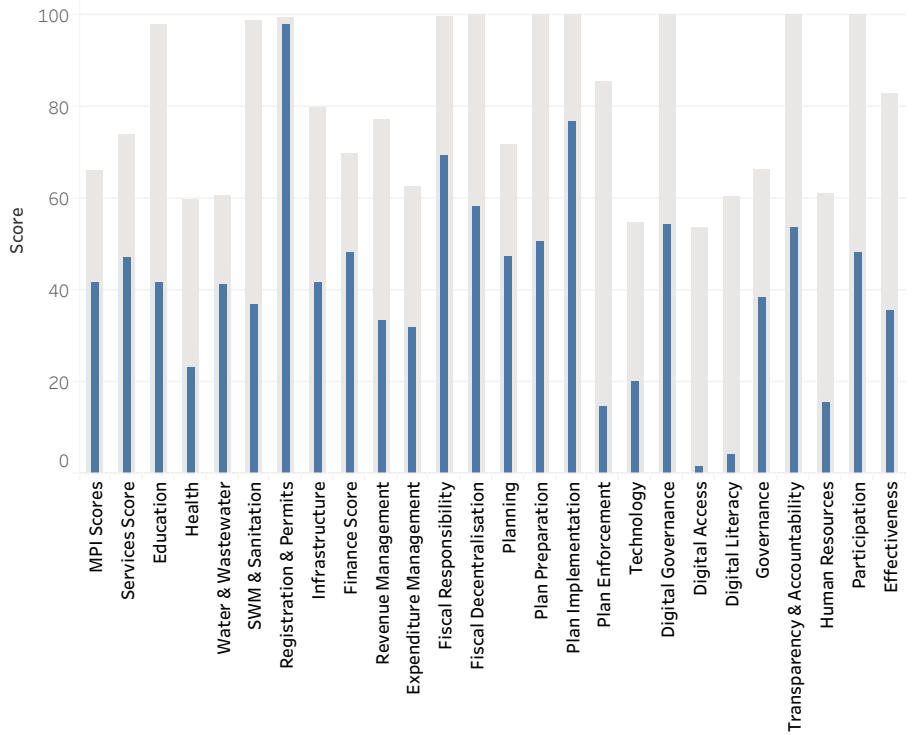
# Faridabad

Category: Million +

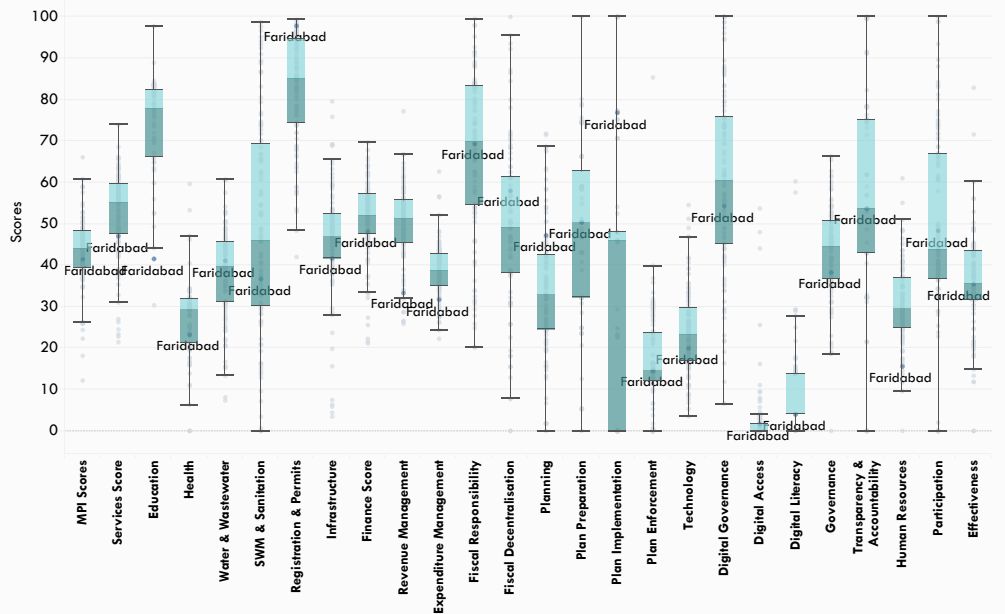


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

20

Score:  
48.28

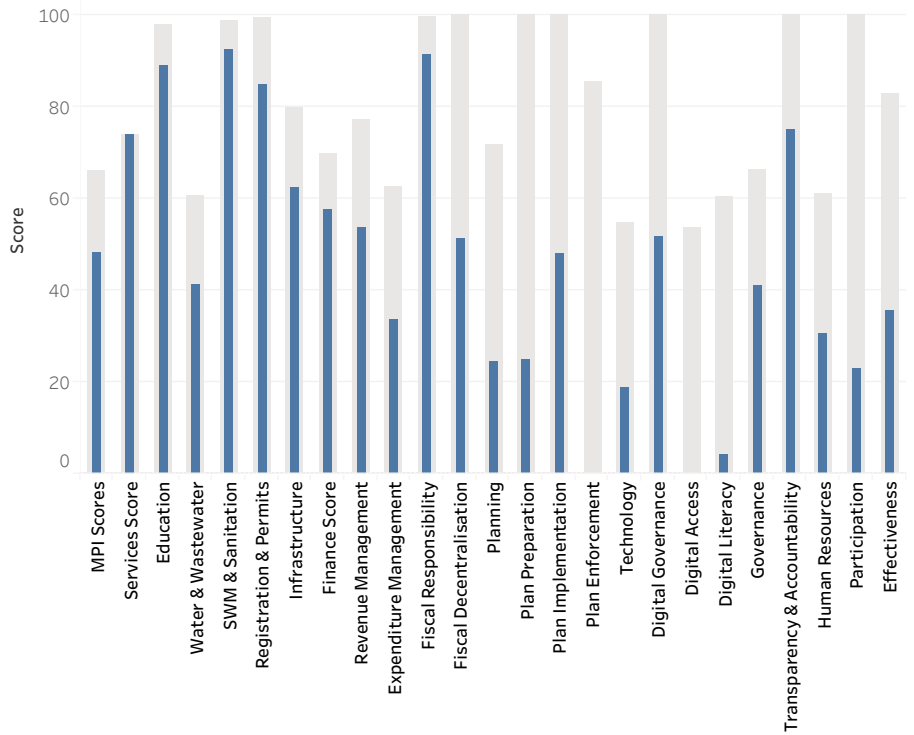
# Ghaziabad

Category: Million +

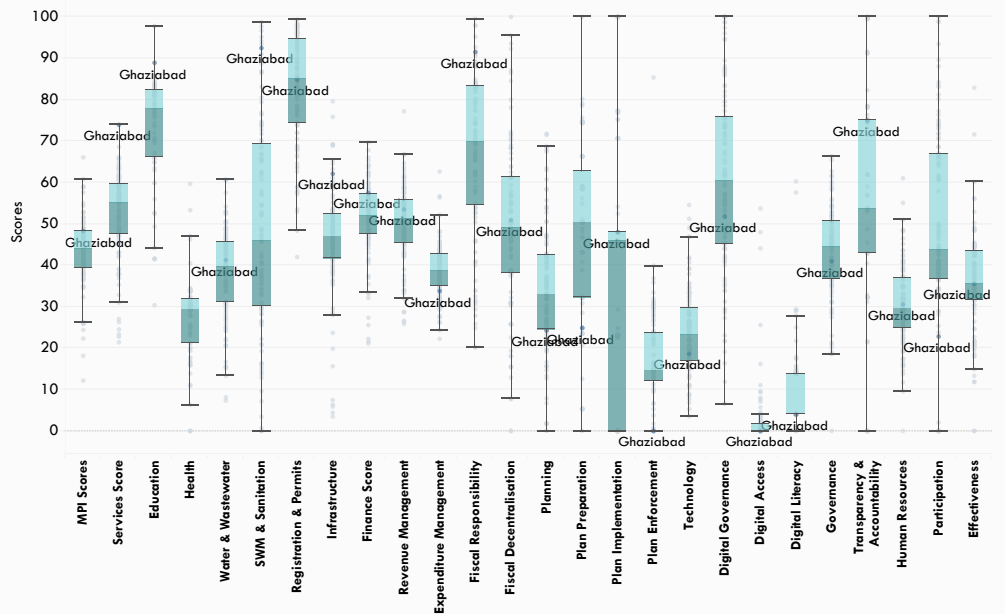


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

08

Score: 54.36

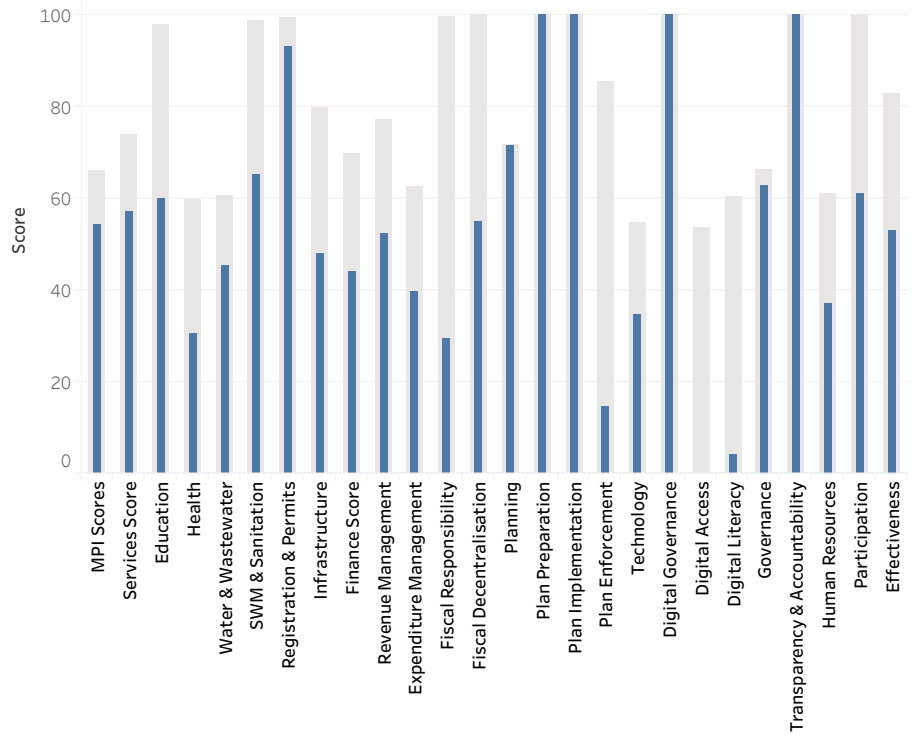
# Greater Mumbai

Category: Million +

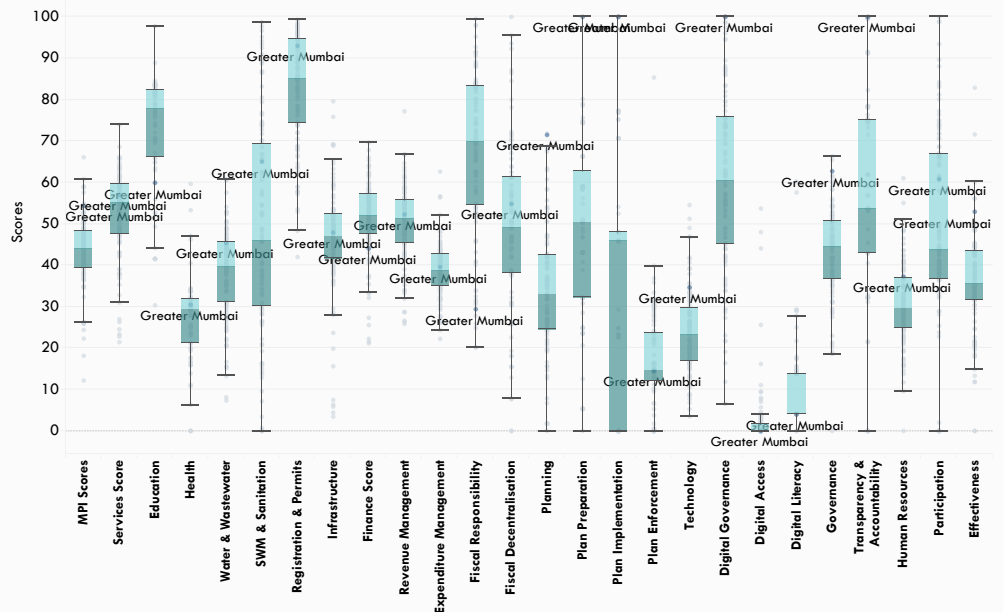


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

51

Score:  
18.14

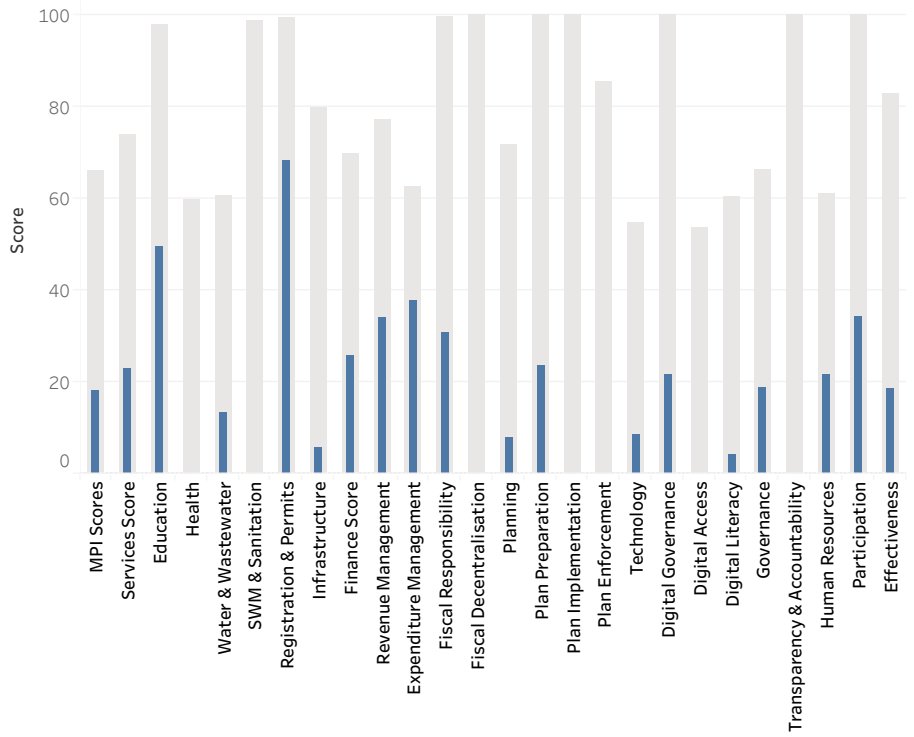
# Guwahati

Category: Million +

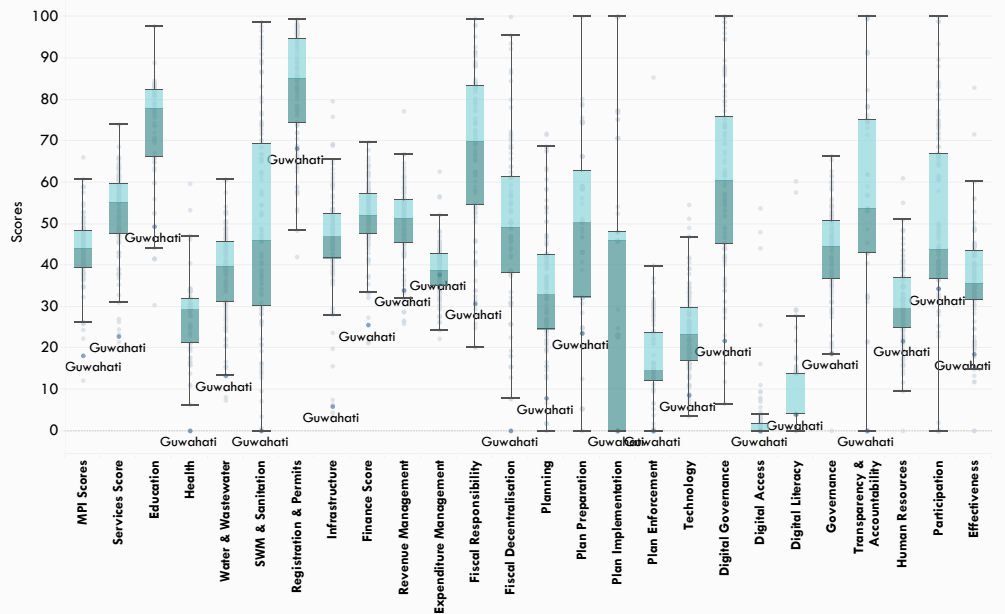


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

34

Score: 44.31

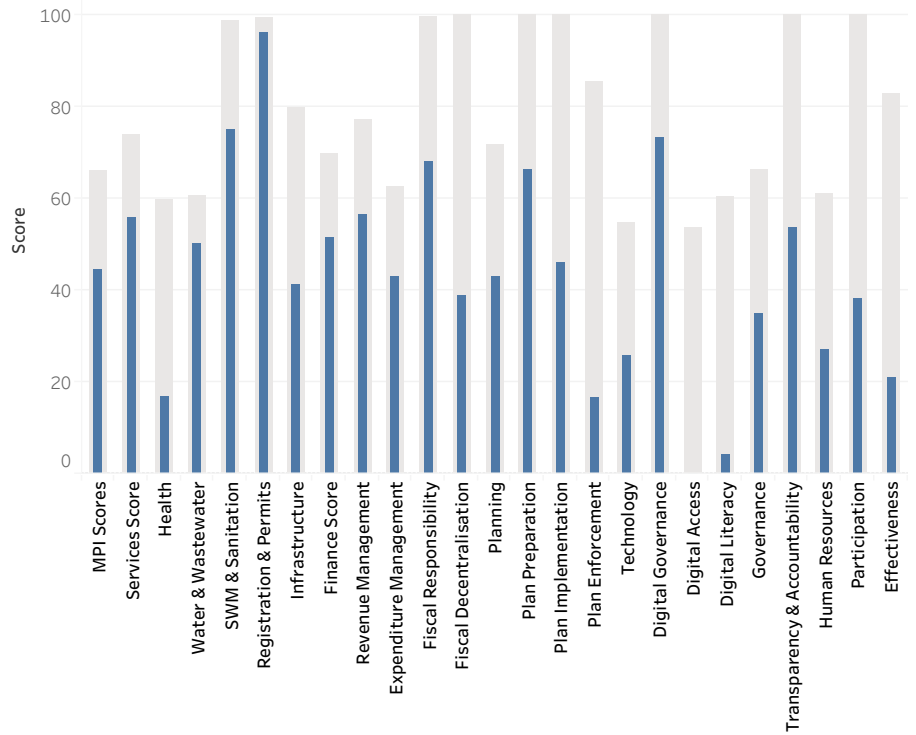
# Gwalior

Category: Million +

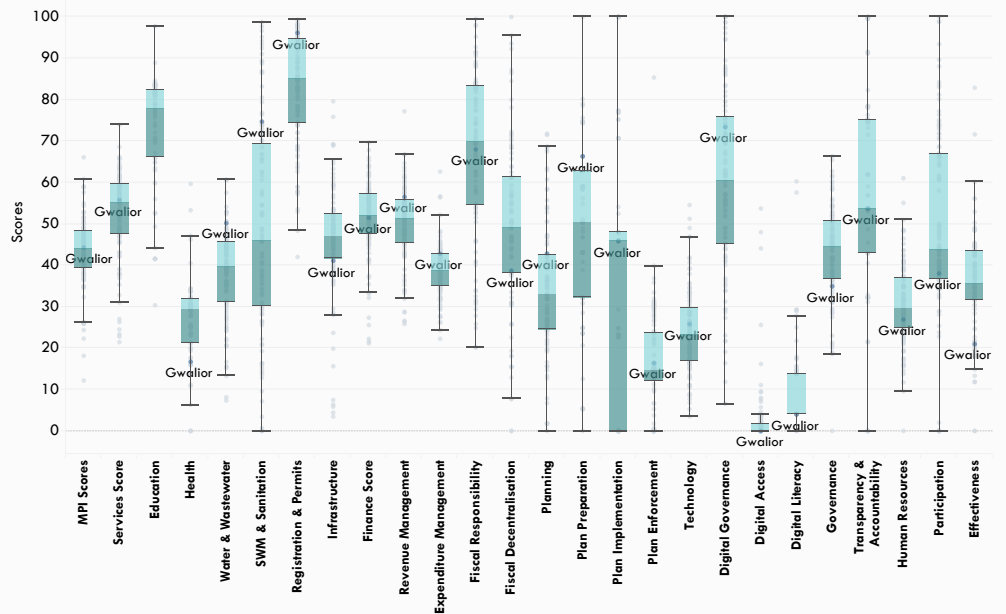


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

21

Score:  
48.14

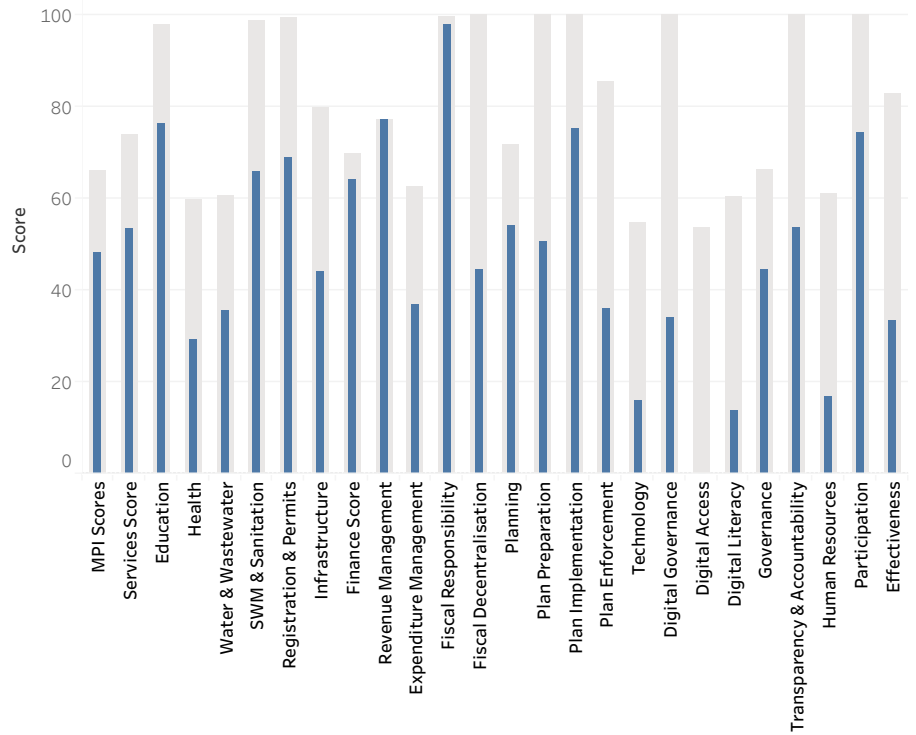
# Hubli Dharwad

Category: Million +

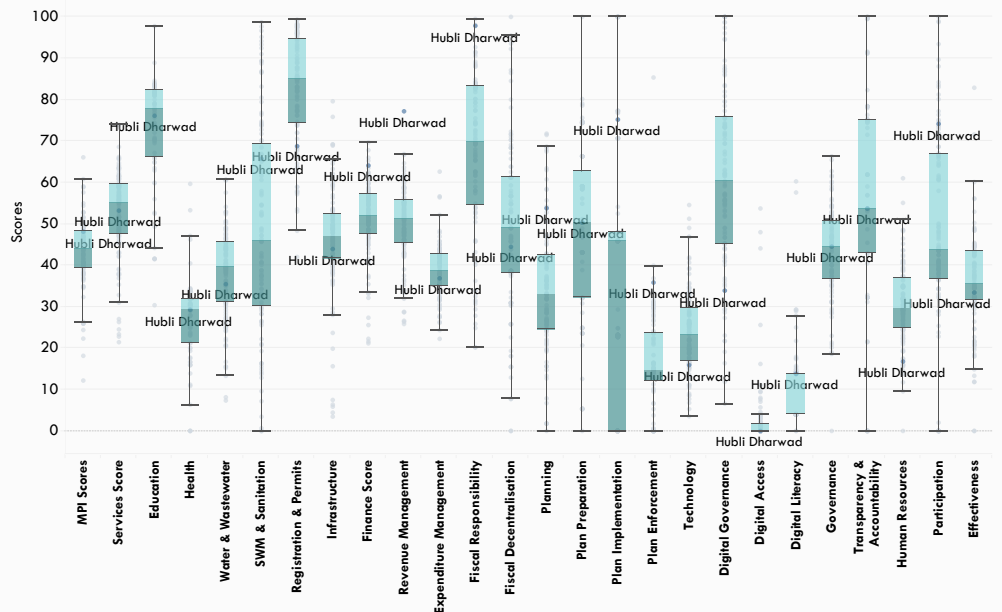


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

17

Score:  
49.08

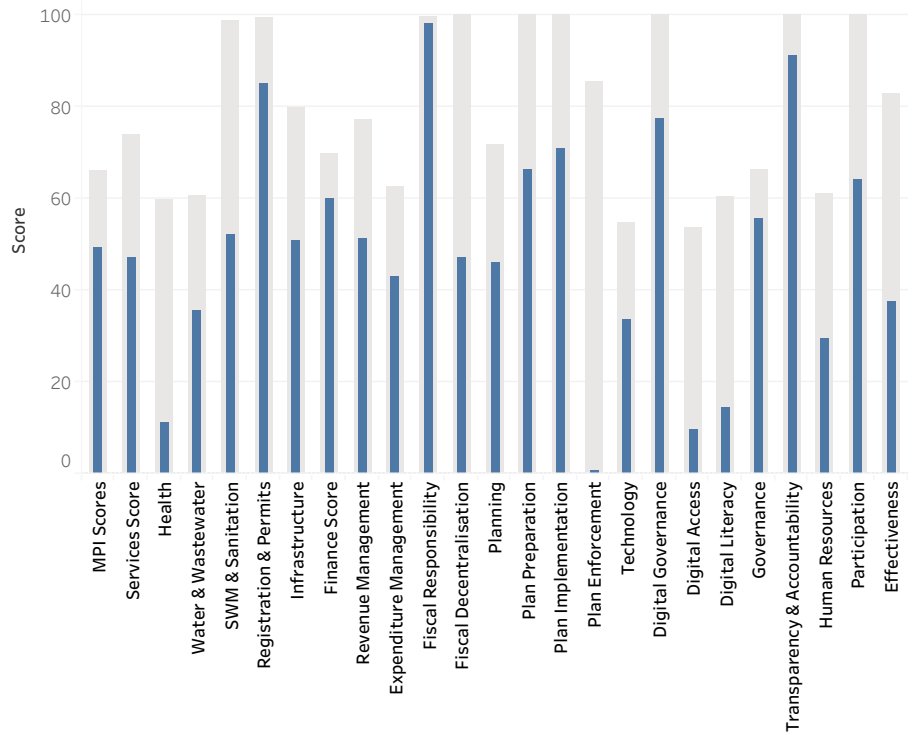
# Hyderabad

Category: Million +

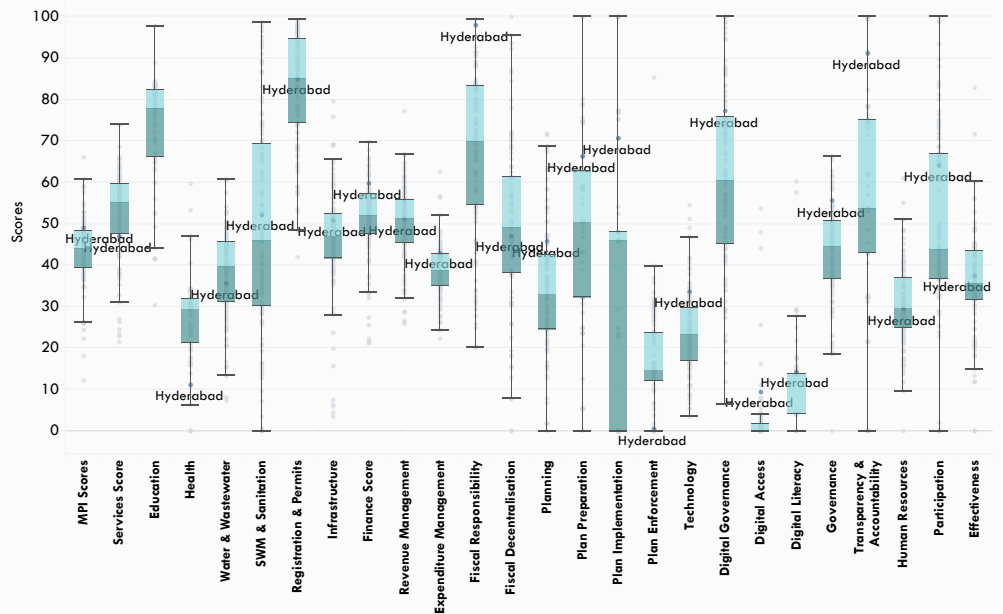


## Municipalities Scores and Best Score Comparison

Legend: ■ Municipality Score ■ Best Score



## Variation Across Cities





Rank

01

Score:  
66.08

# Indore

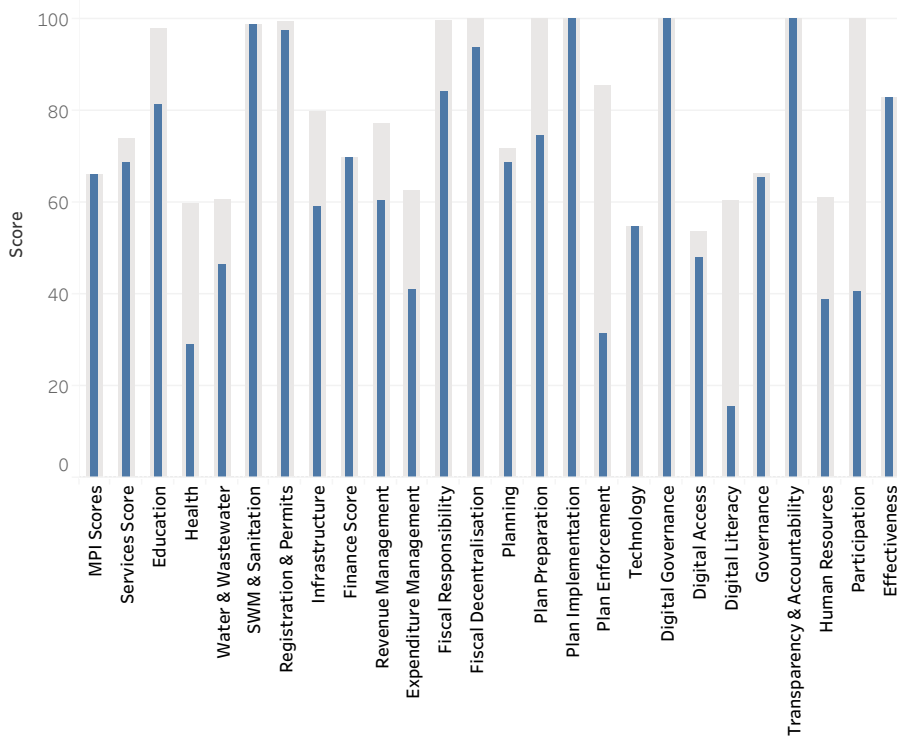
Category: Million +



## Municipalities Scores and Best Score Comparison

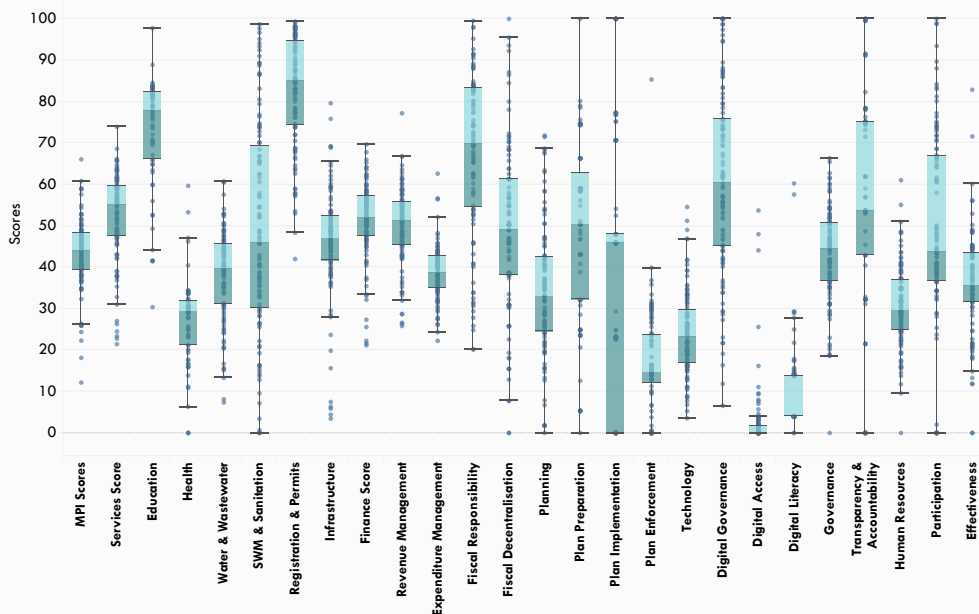
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■ Municipality Score    ■ Best Score



## Variation Across Cities

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Rank

43

Score: 40.42

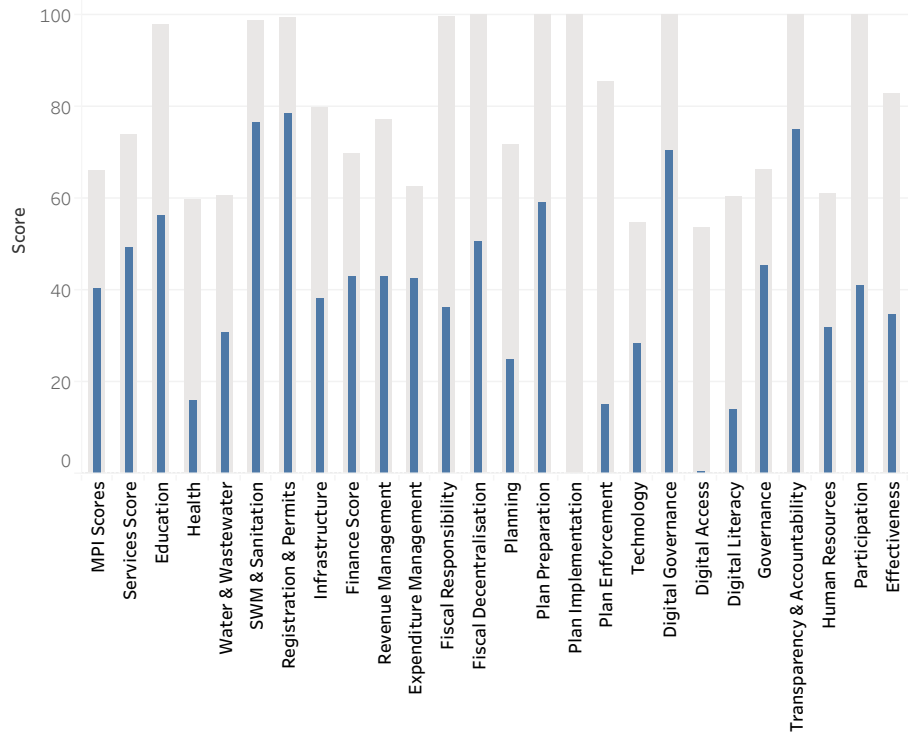
# Jabalpur

Category: Million +

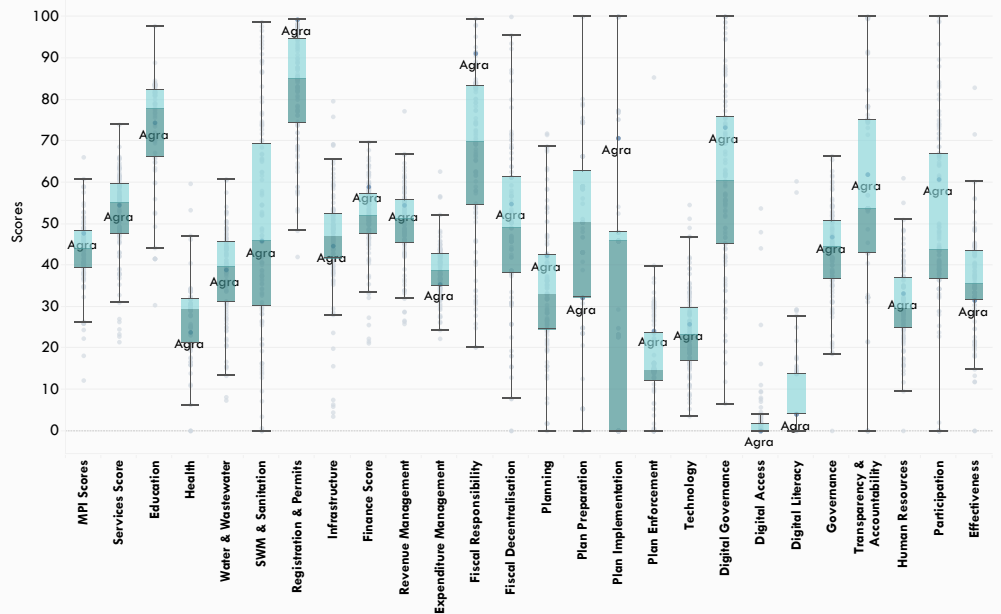


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

19

Score:  
48.58

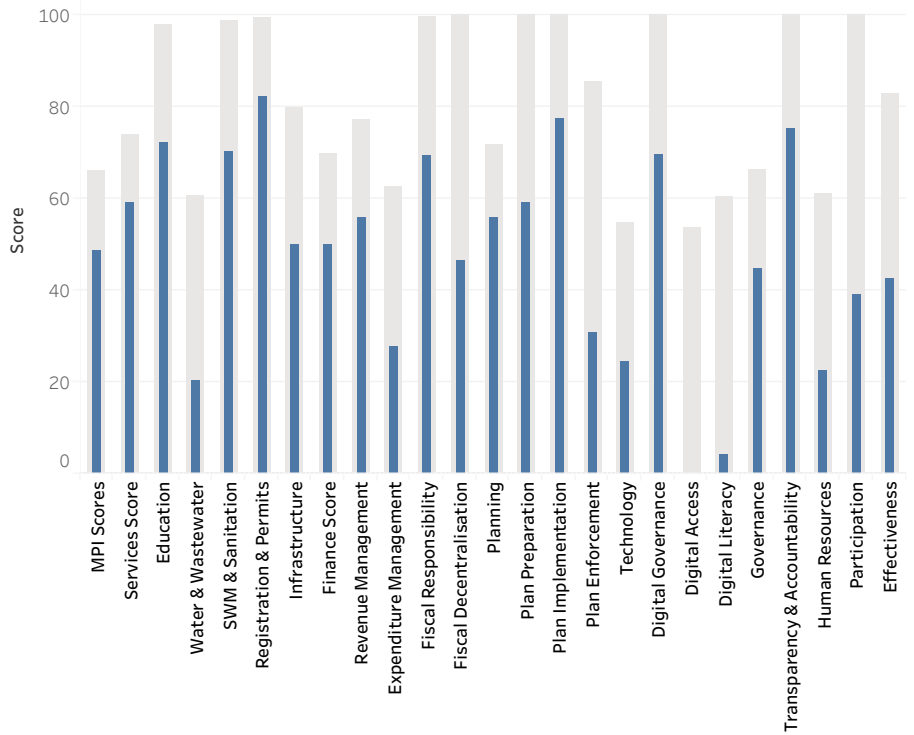
# Jaipur

Category: Million +

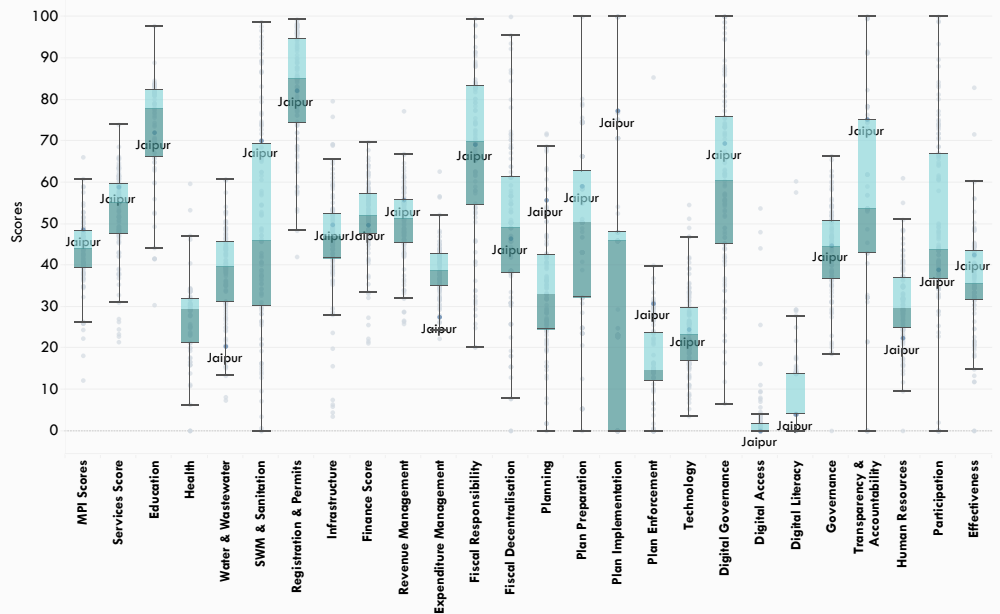


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

46

Score:  
39.37

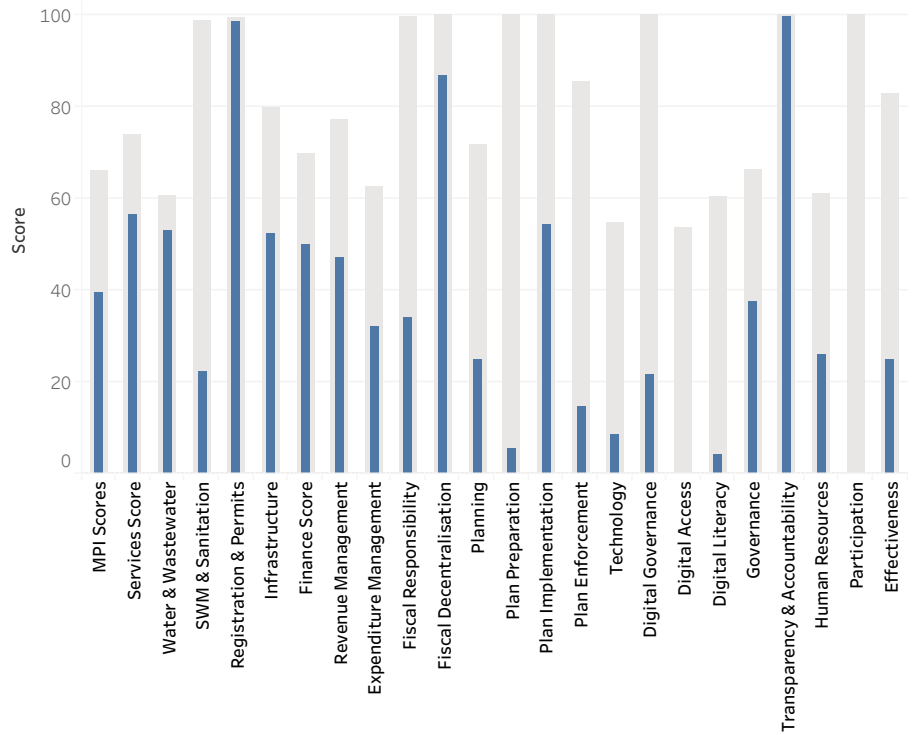
# Jodhpur

Category: Million +

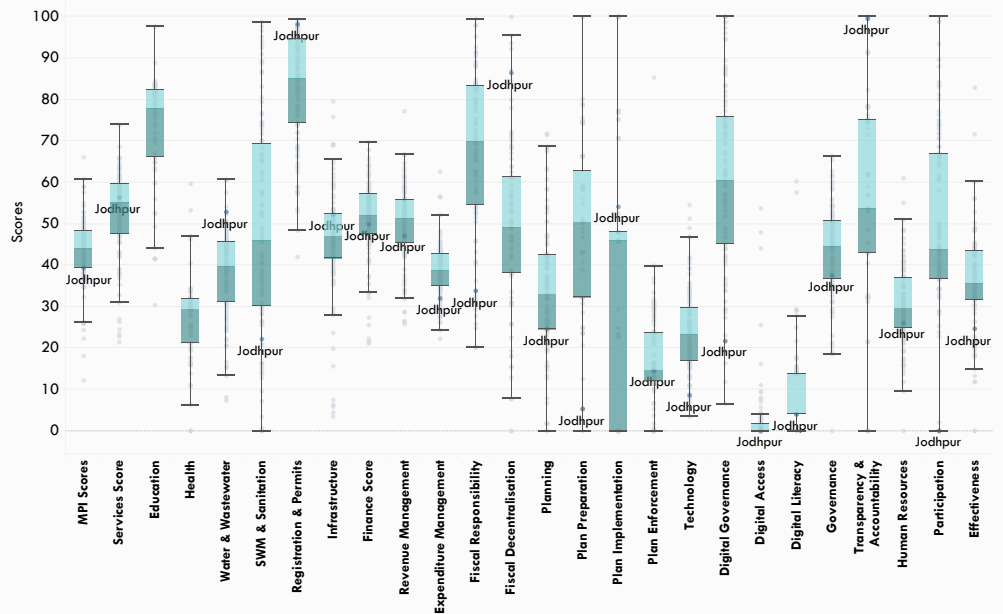


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

26

Score: 46.36

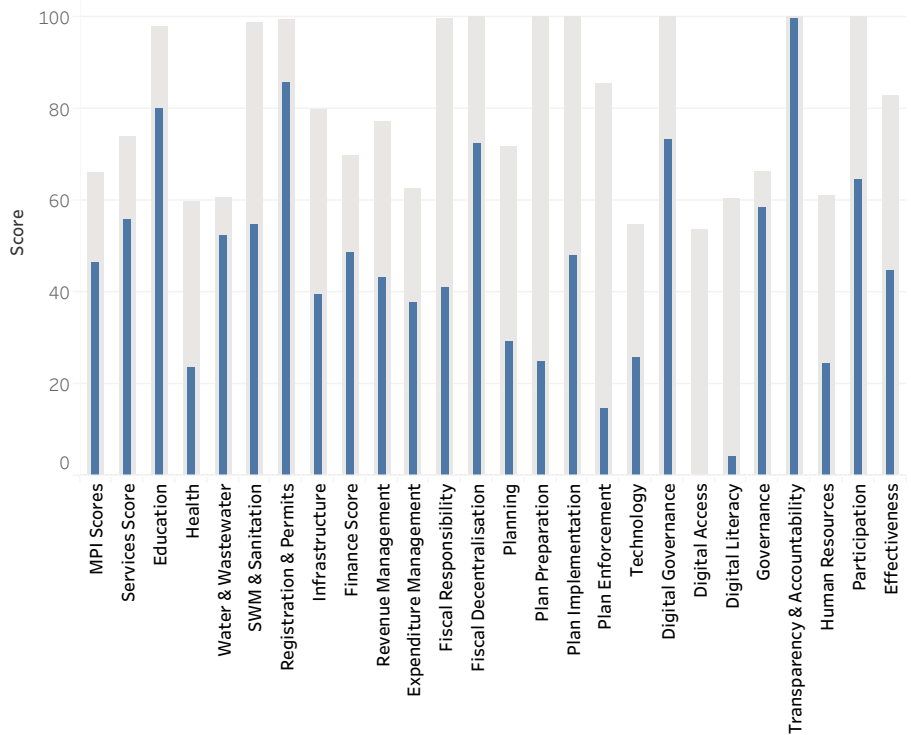
# Kalyan Dombivali

Category: Million +

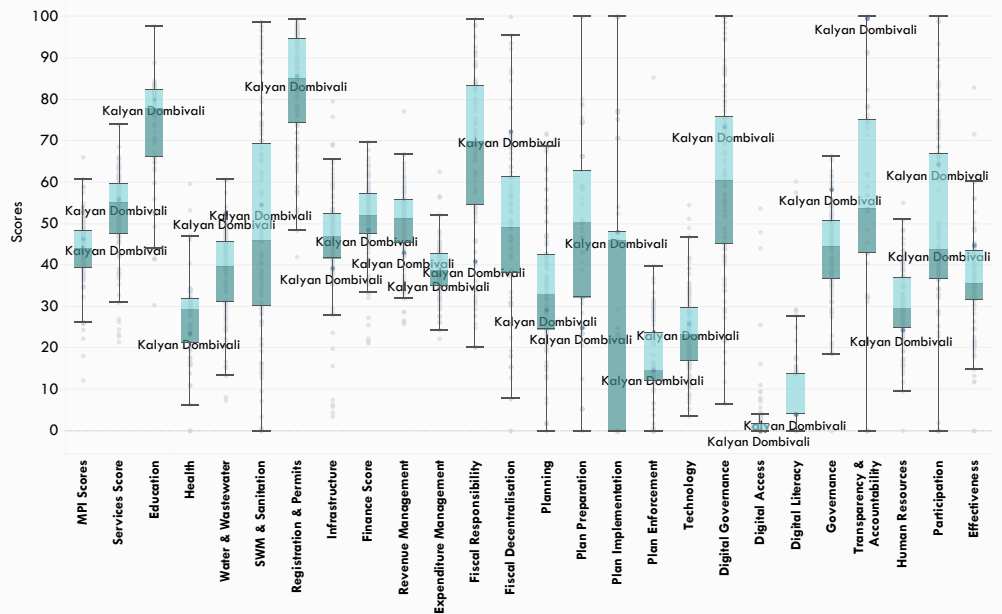


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

36

Score: 43.65

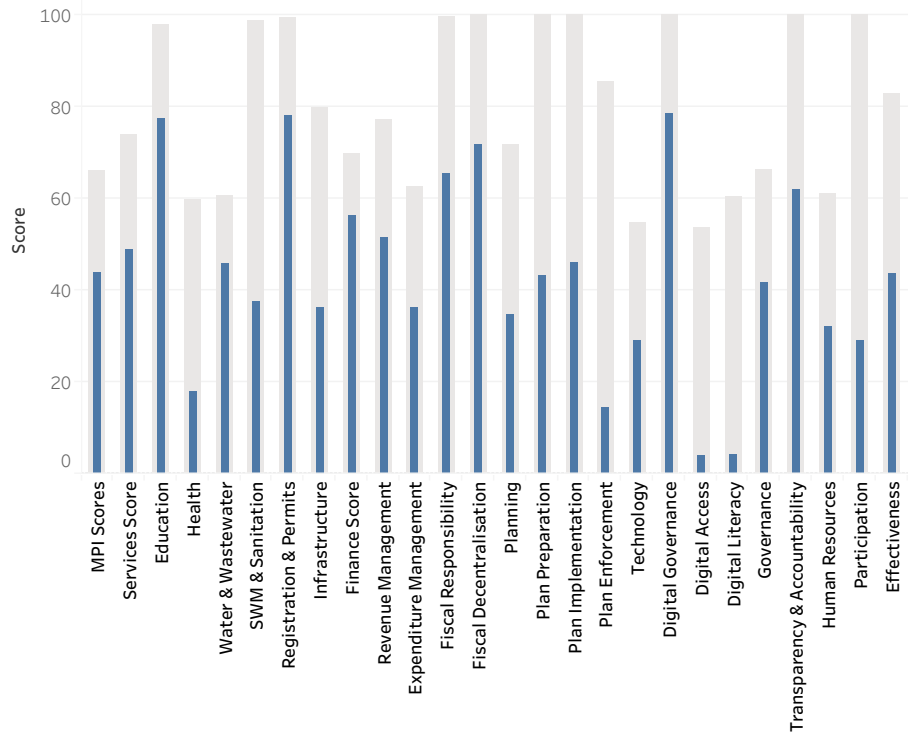
# Kanpur

Category: Million +

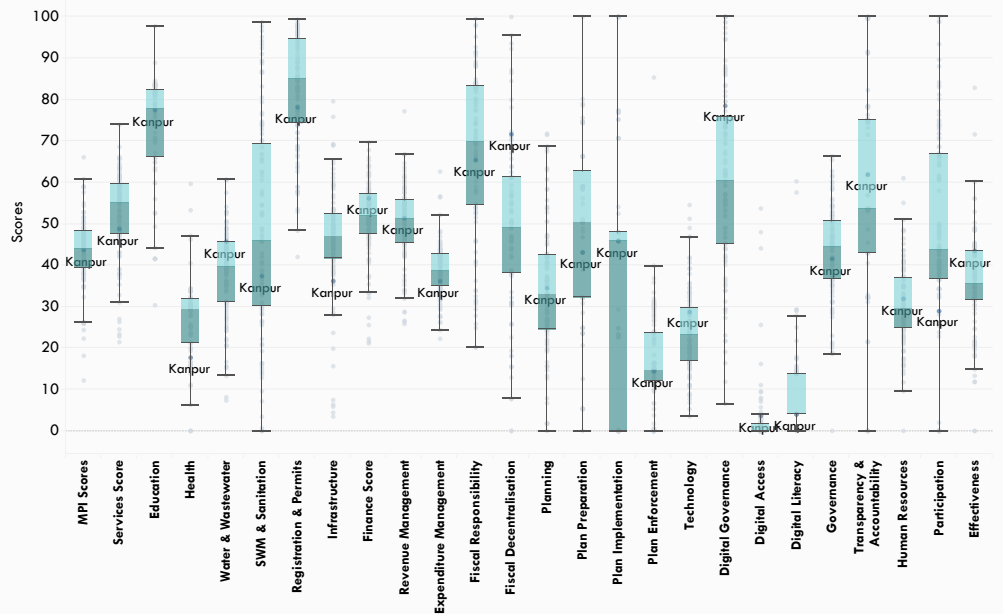


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities



Rank

50

Score: 25.90

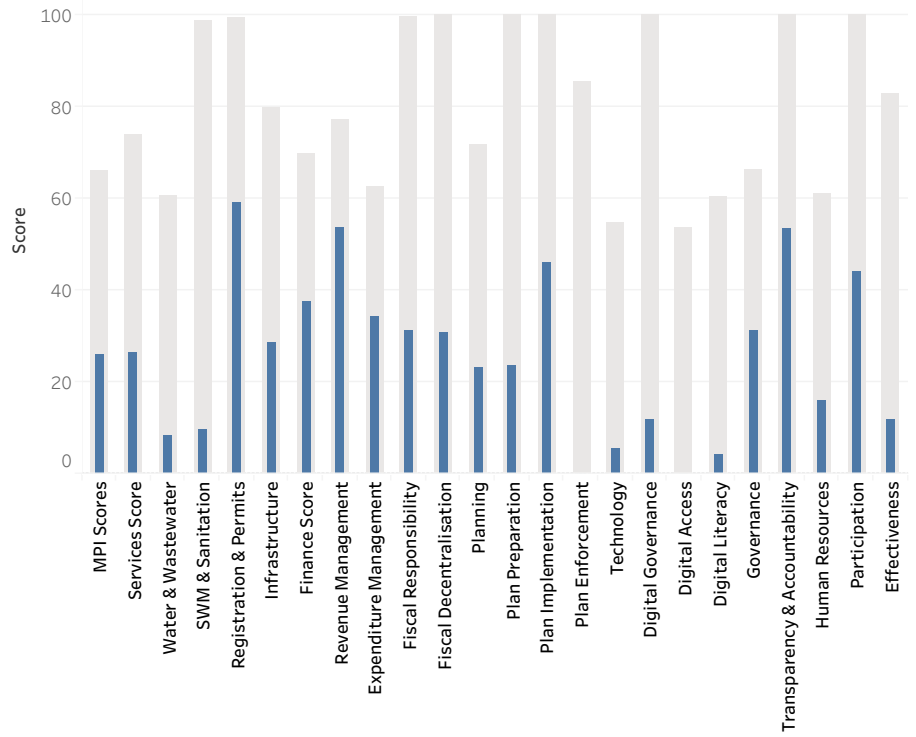
# Kota

Category: Million +

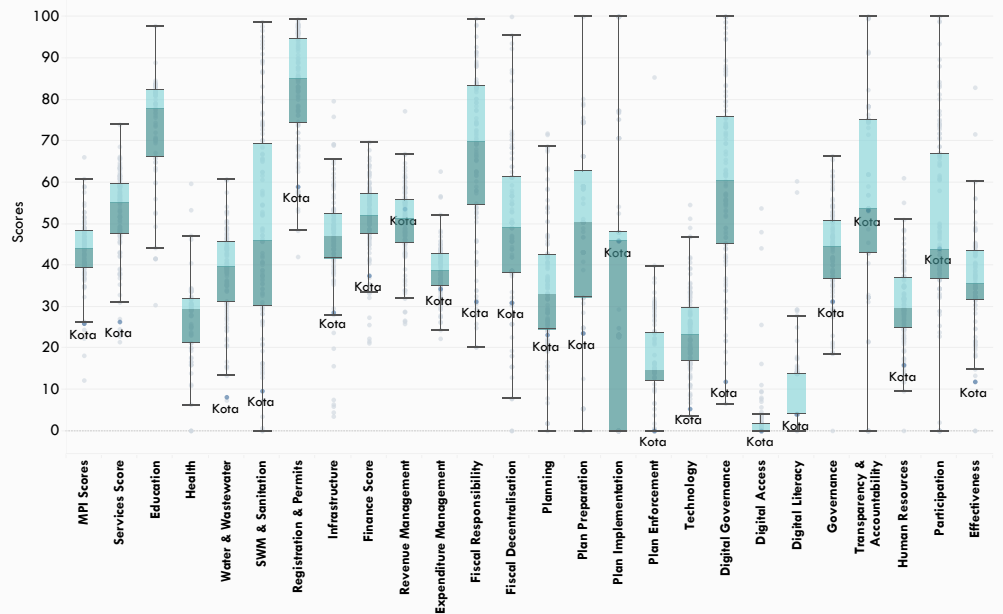


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

33

Score: 44.76

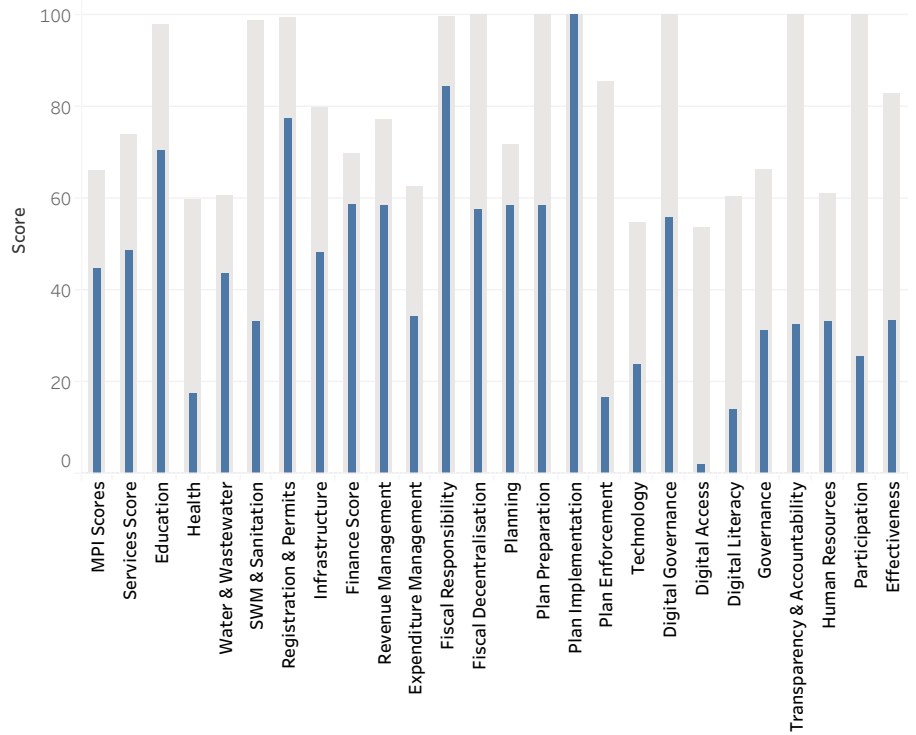
# Lucknow

Category: Million +

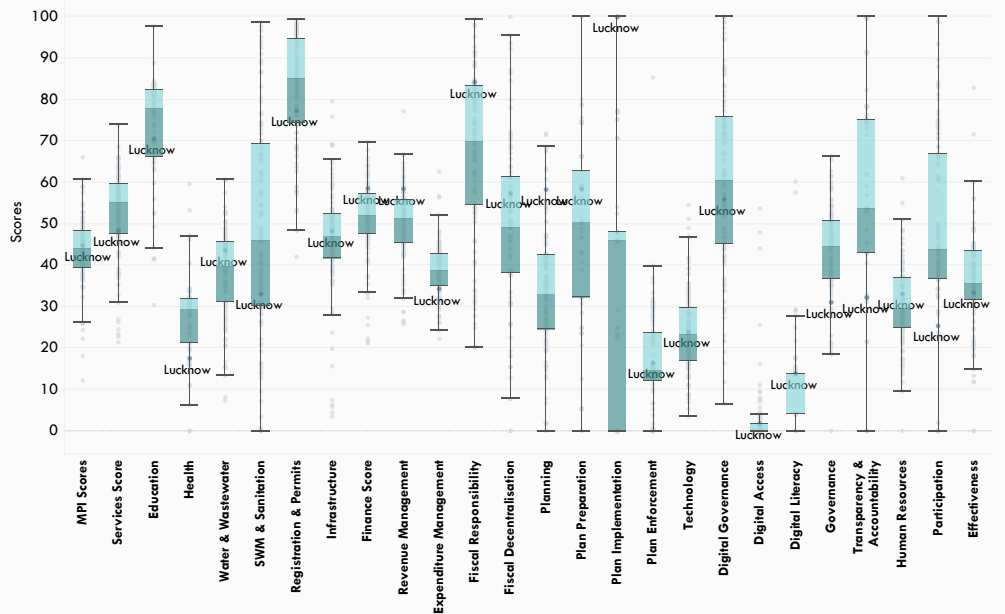


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities



Rank

44

Score: 39.88

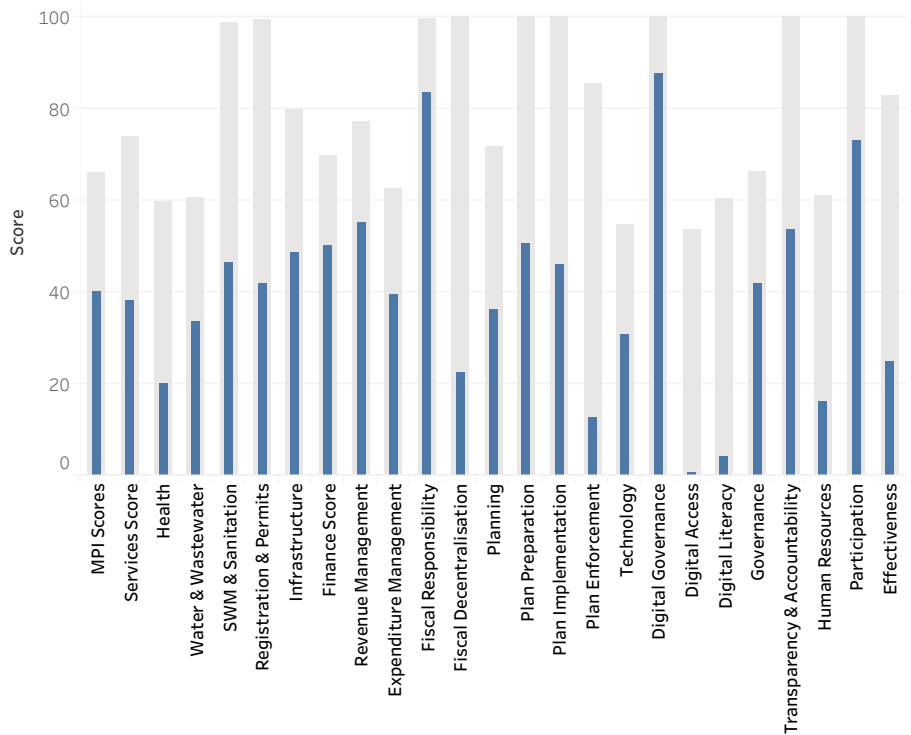
# Ludhiana

Category: Million +

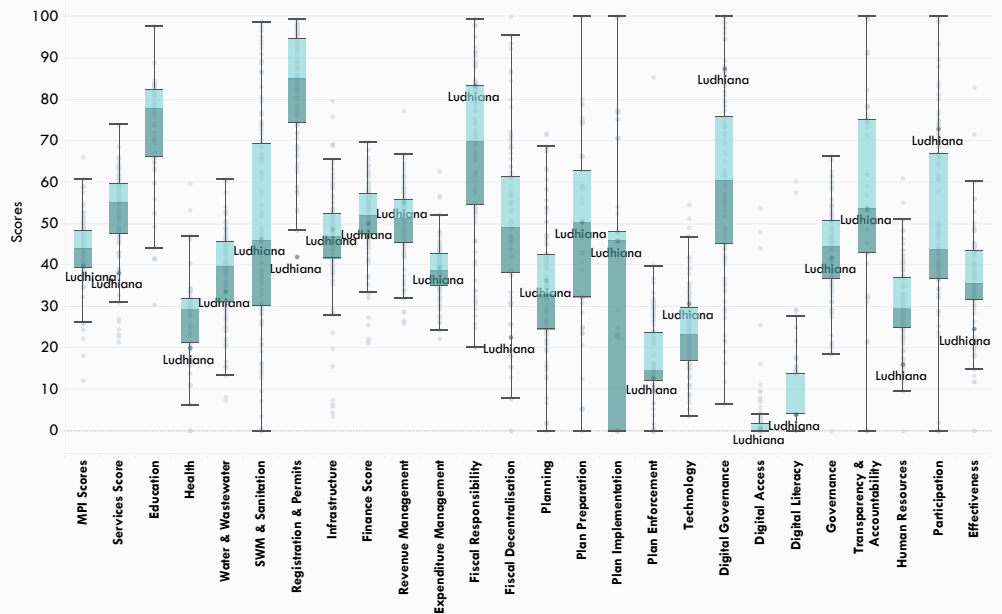


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

22

Score:  
48.10

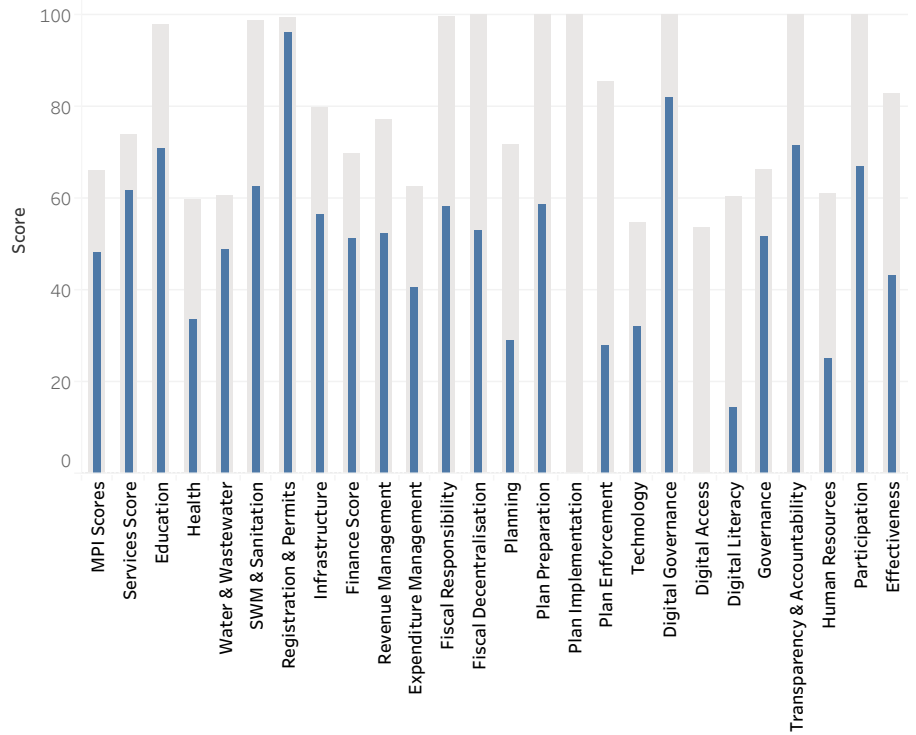
# Madurai

Category: Million +

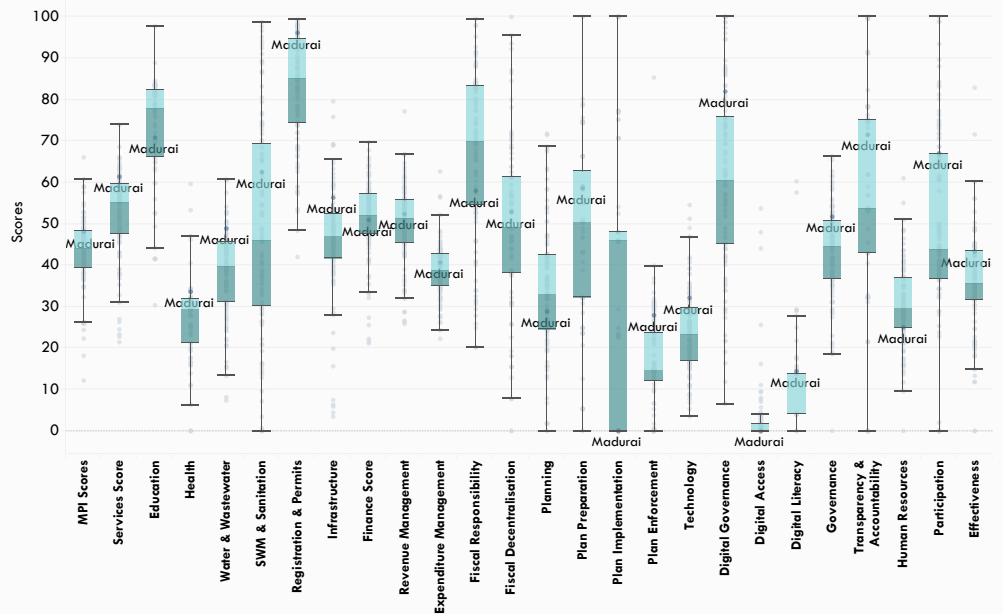


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities



Rank

29

Score: 45.52

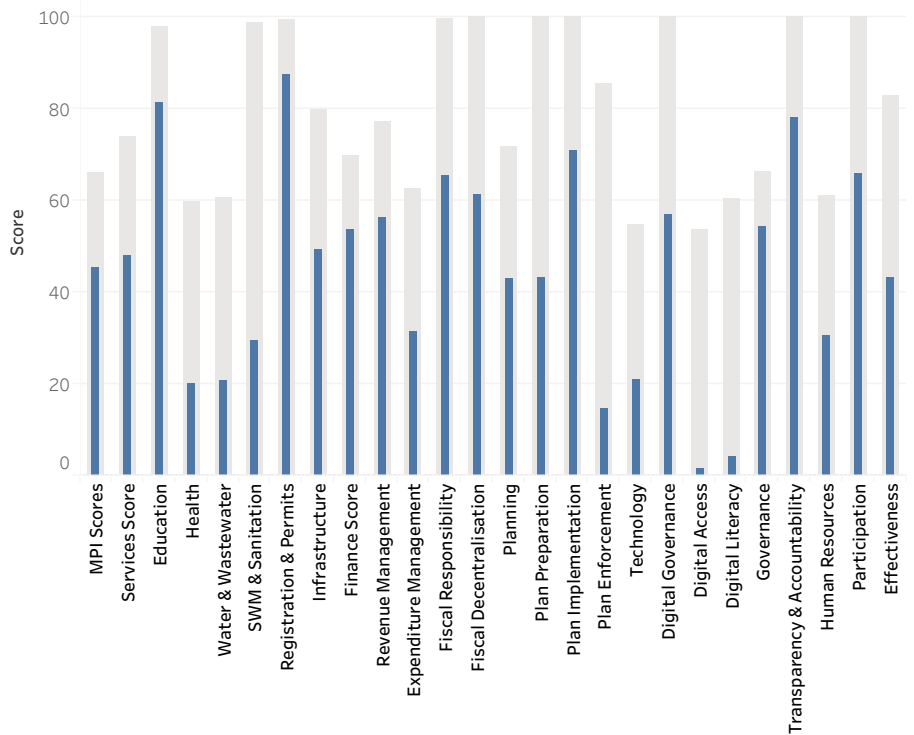
# Meerut

Category: Million +

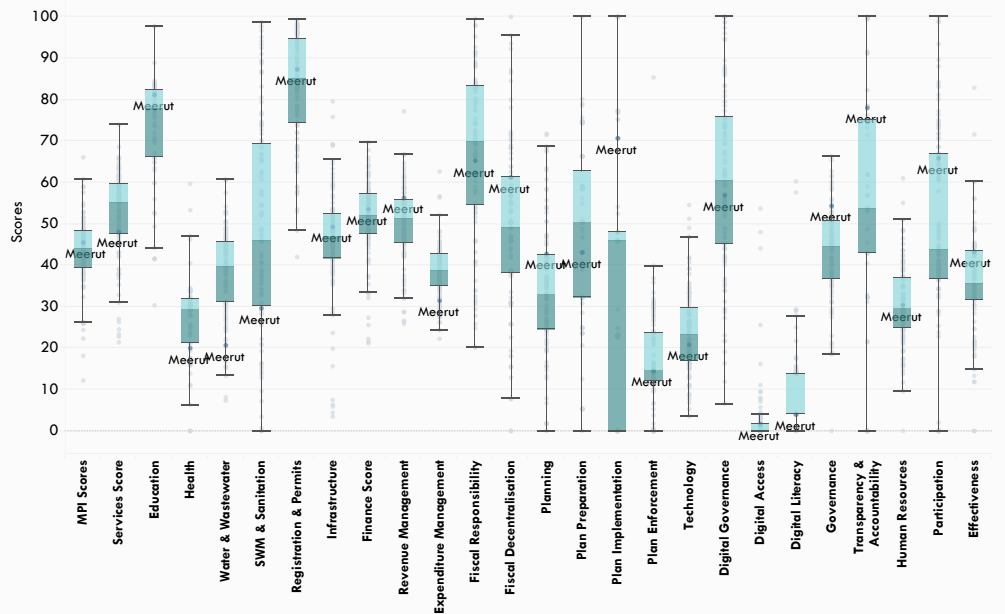


## Municipalities Scores and Best Score Comparison

■ Municipality Score
 ■ Best Score



## Variation Across Cities





Rank

30

Score: 45.12

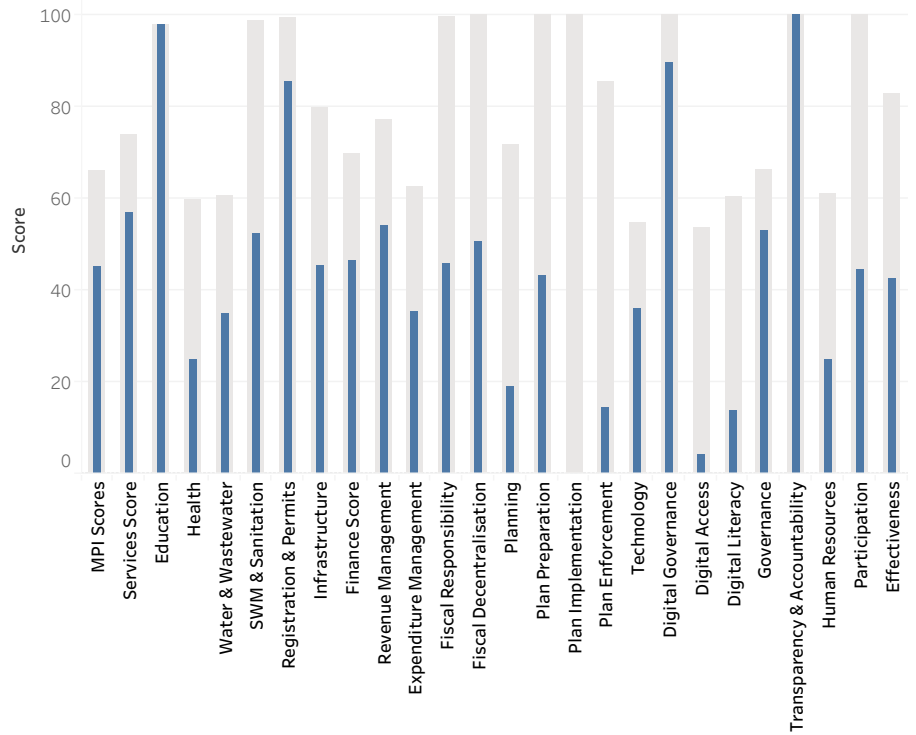
# Nagpur

Category: Million +

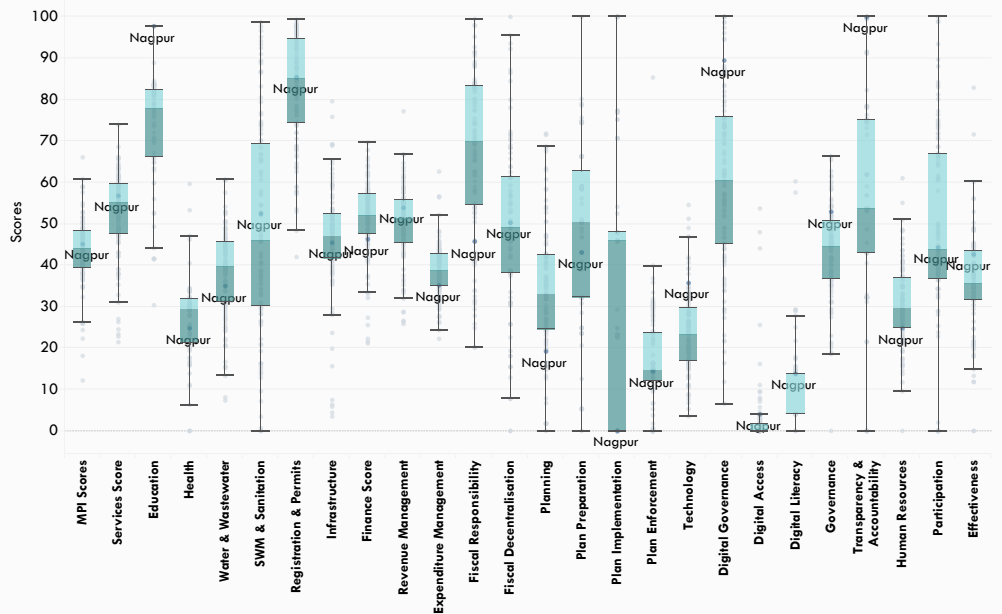


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities



Rank

32

Score: 44.97

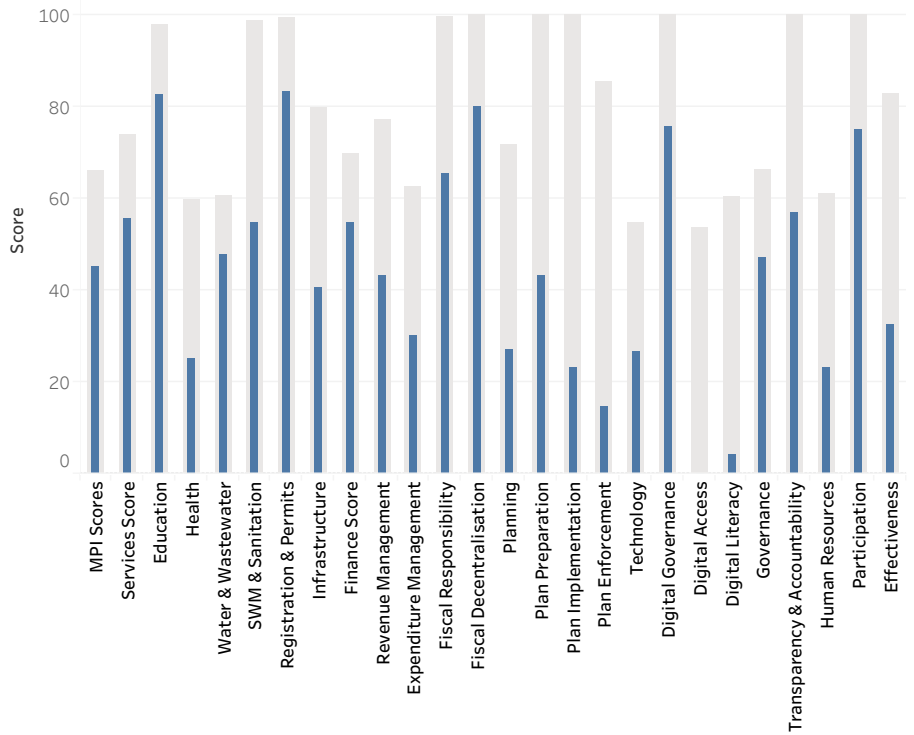
# Nashik

Category: Million +

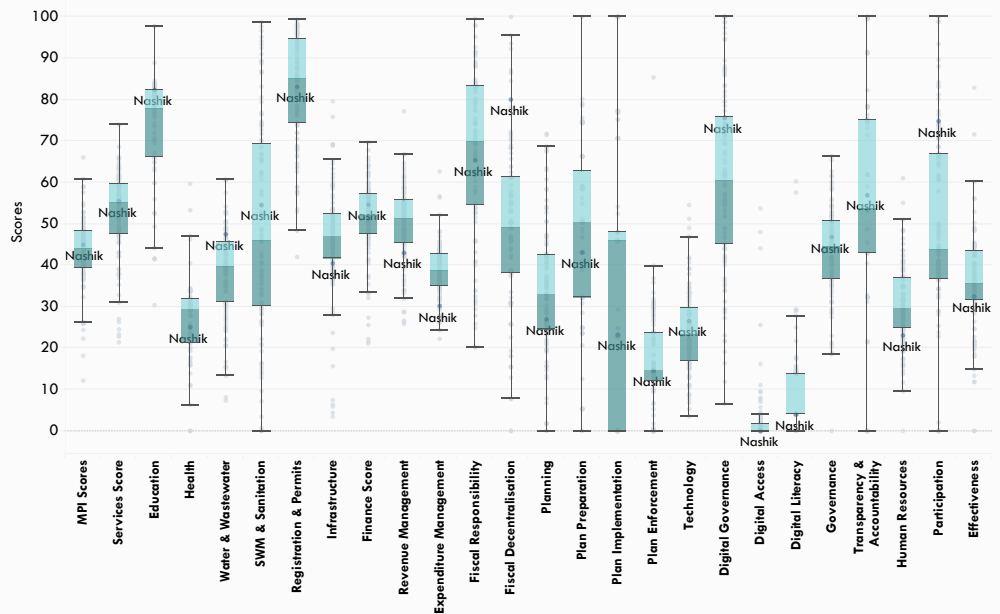


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

11

Score:  
50.74

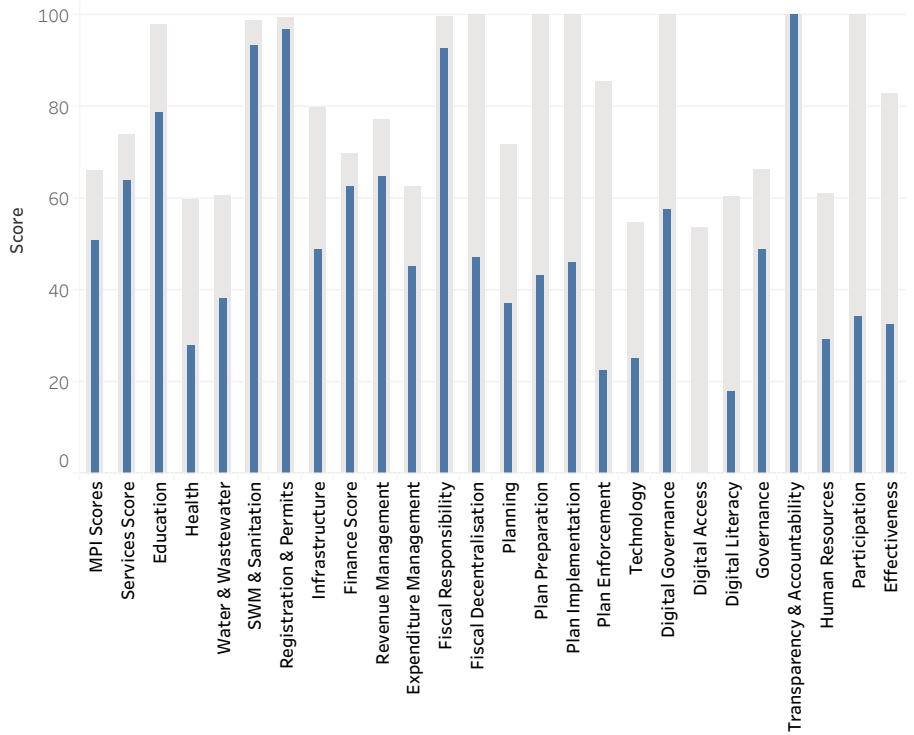
# Navi Mumbai

Category: Million +

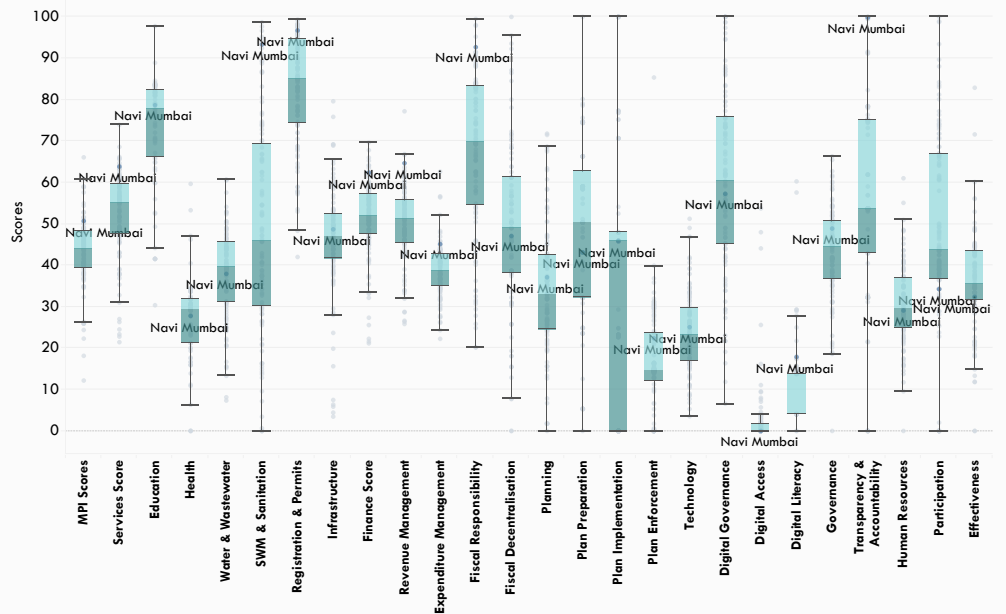


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities



Rank

48

Score:  
37.66

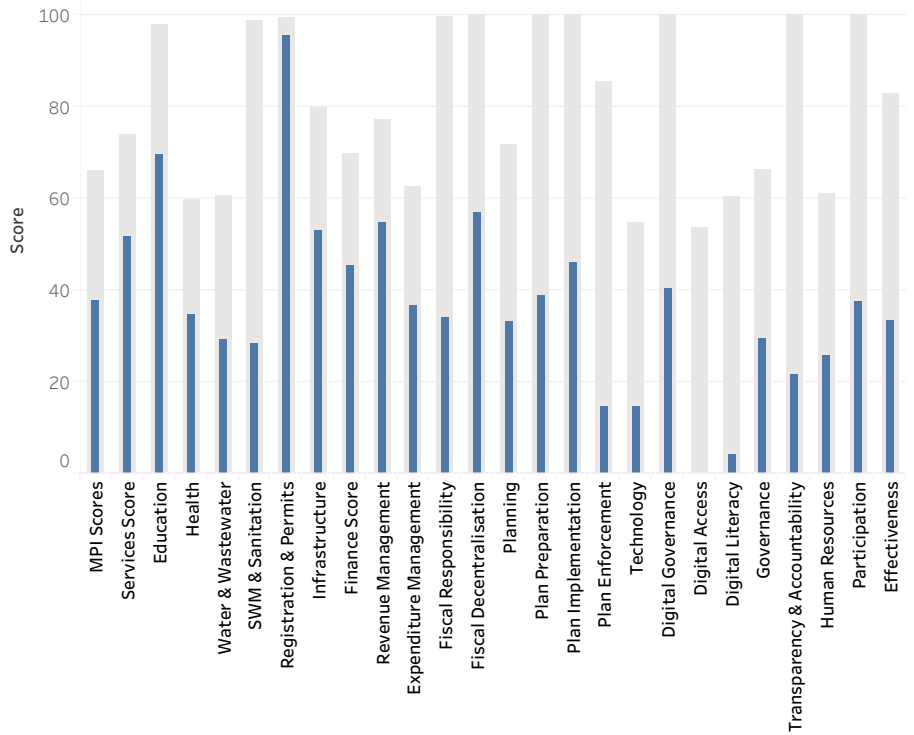
# North Delhi MC

Category: Million +

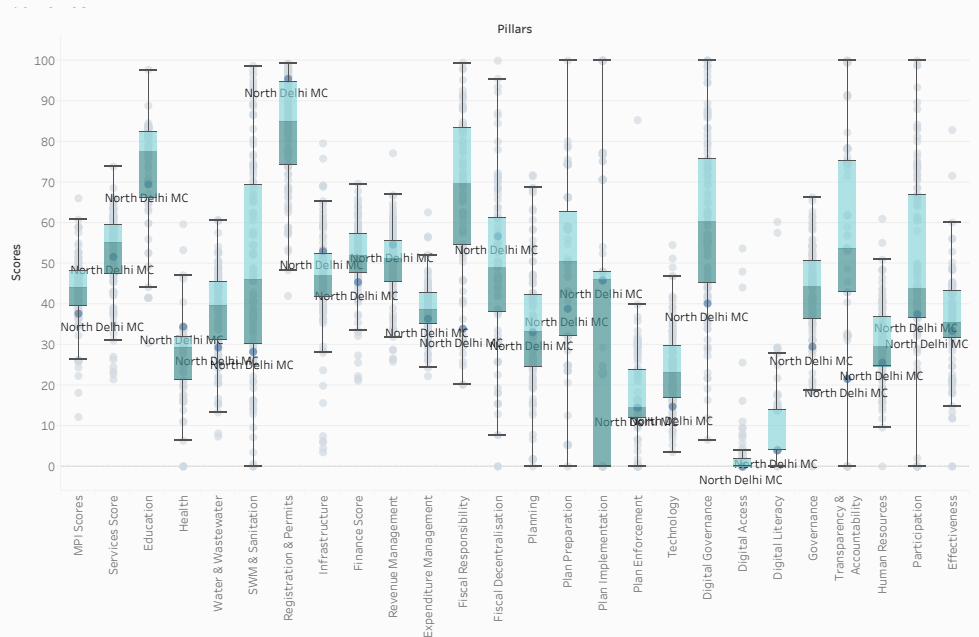


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

16

Score: 49.25

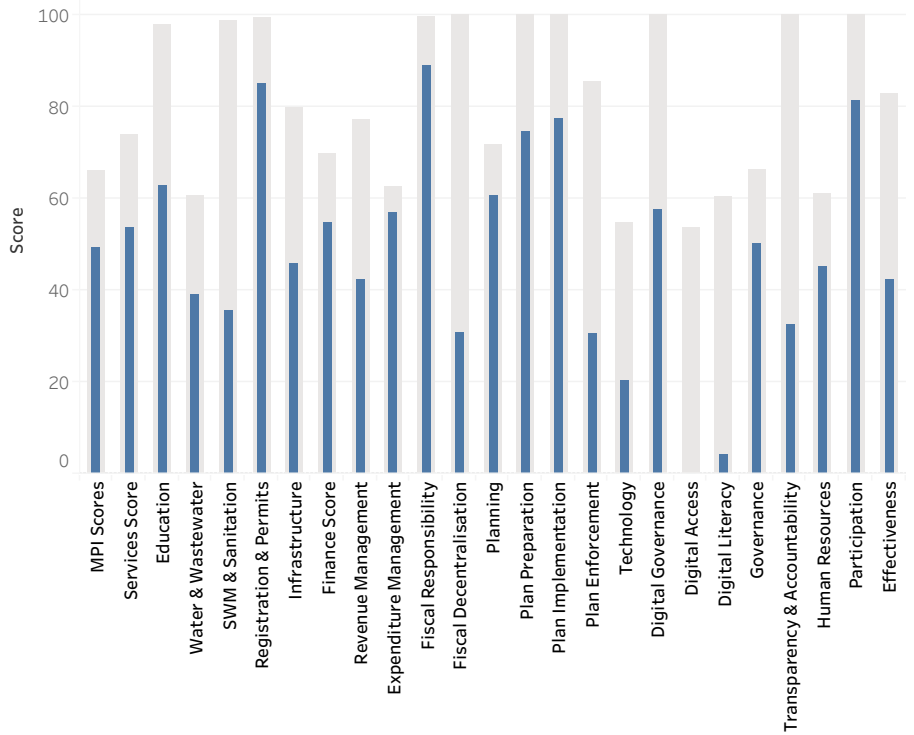
# Patna

Category: Million +

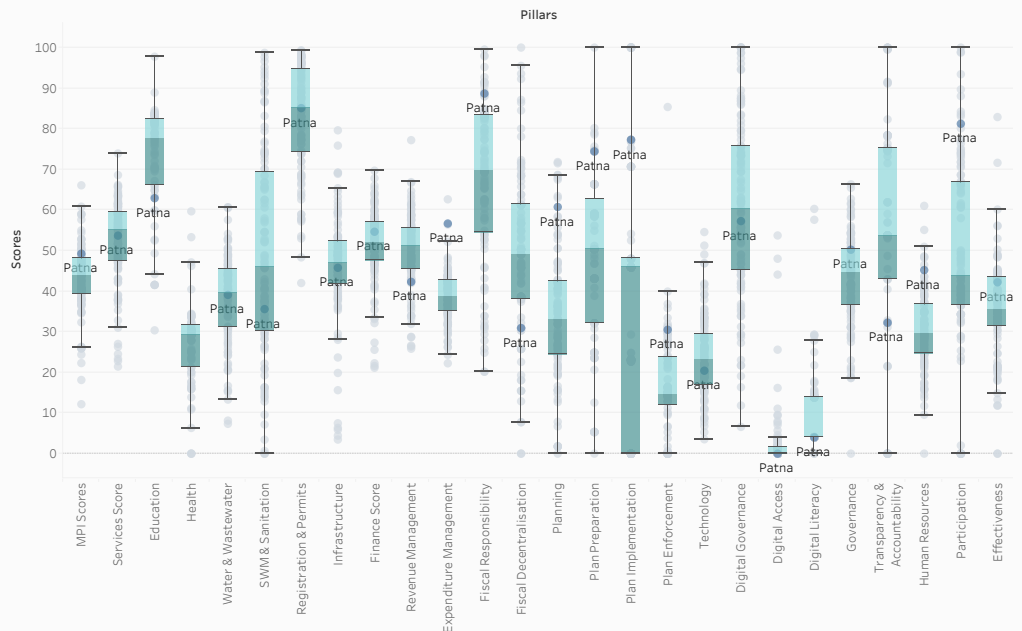


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

04

Score: 59.00

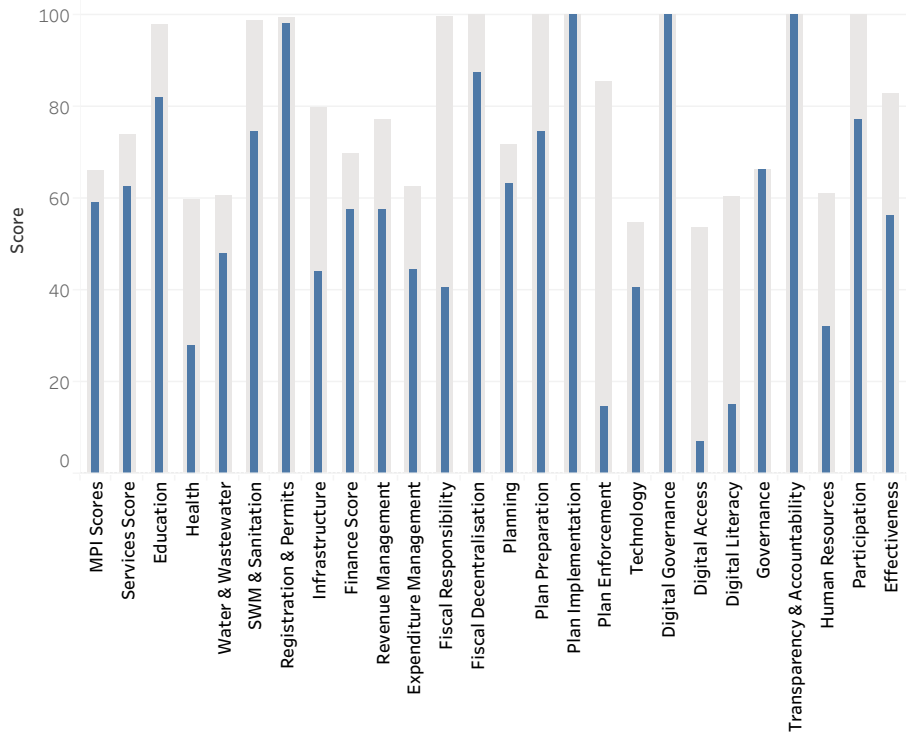
# Pimpri Chinchwad

Category: Million +

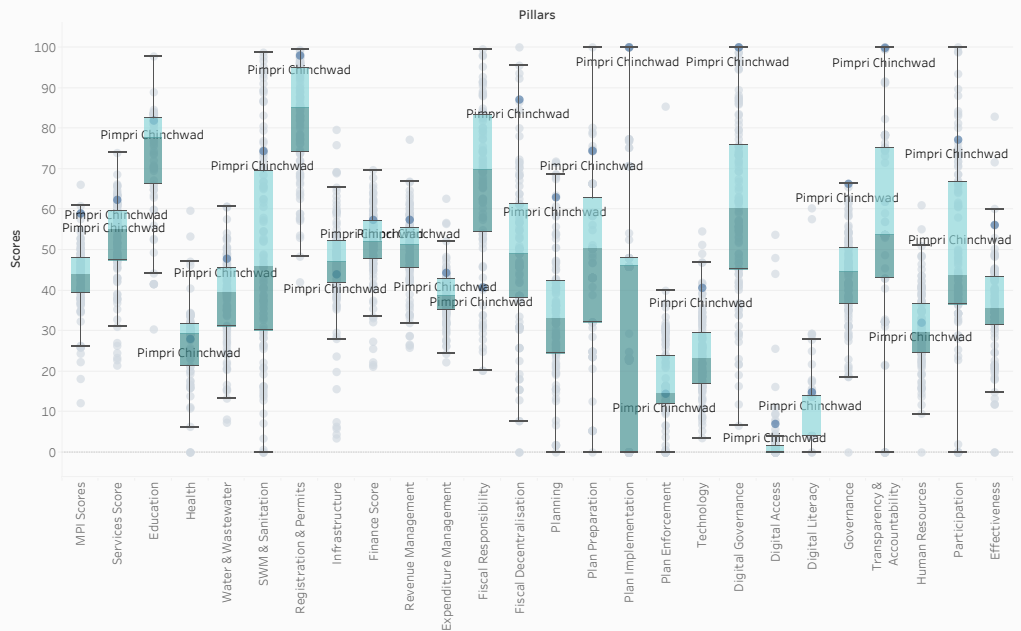


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

37

Score: 42.91

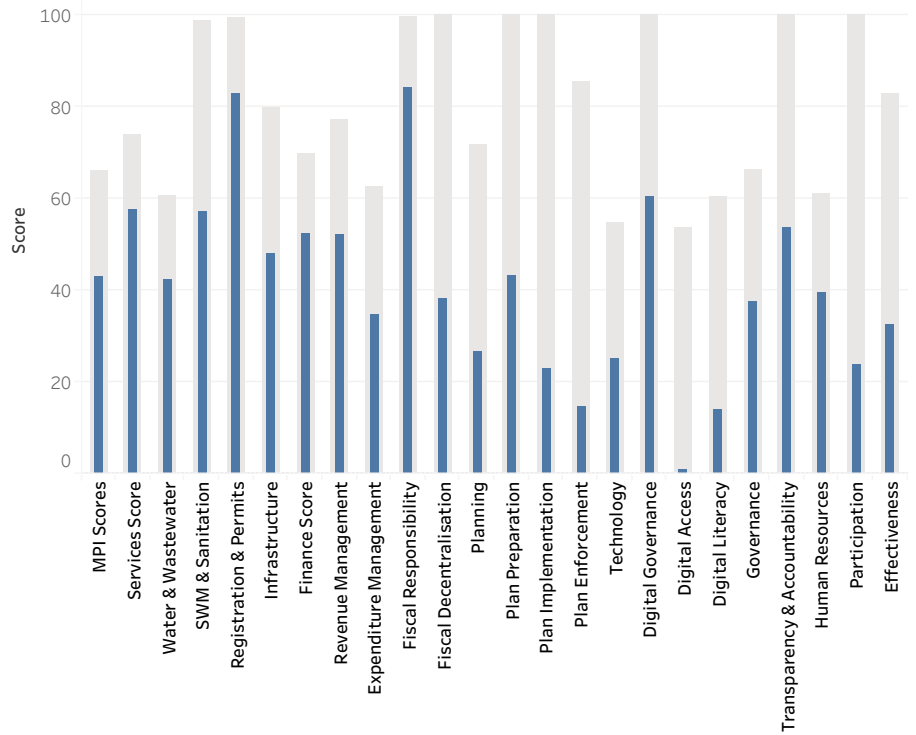
# Prayagraj

Category: Million +

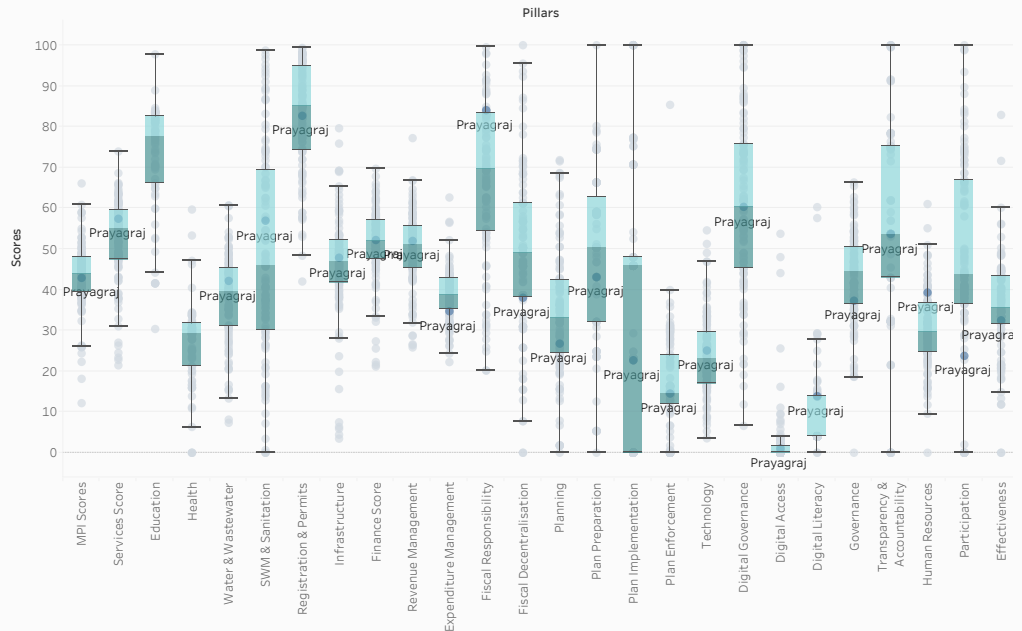


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

05

Score: 58.79

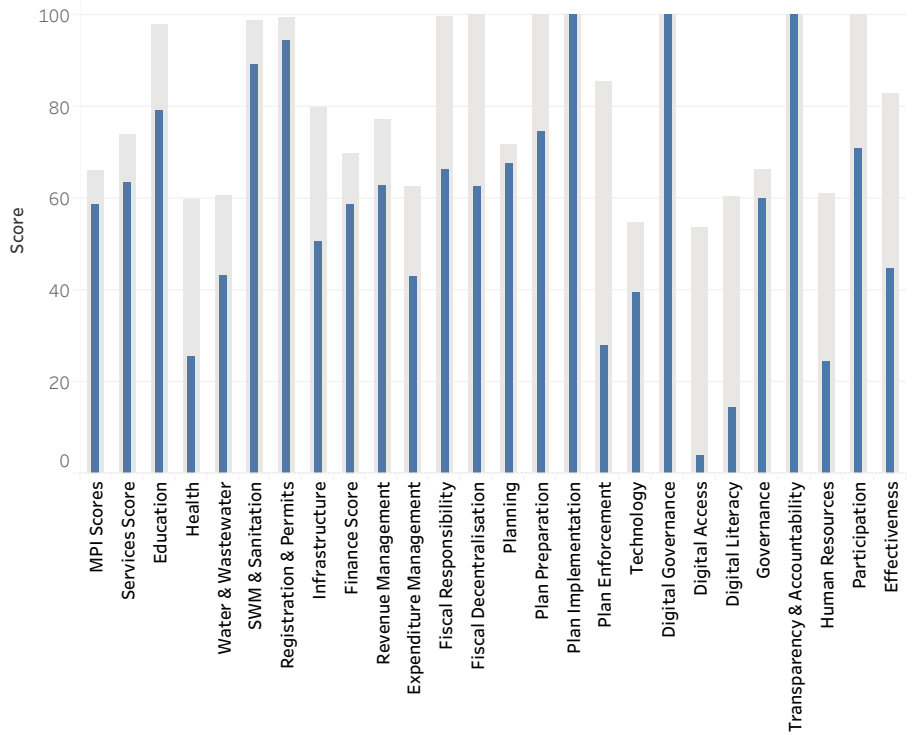
# Pune

Category: Million +

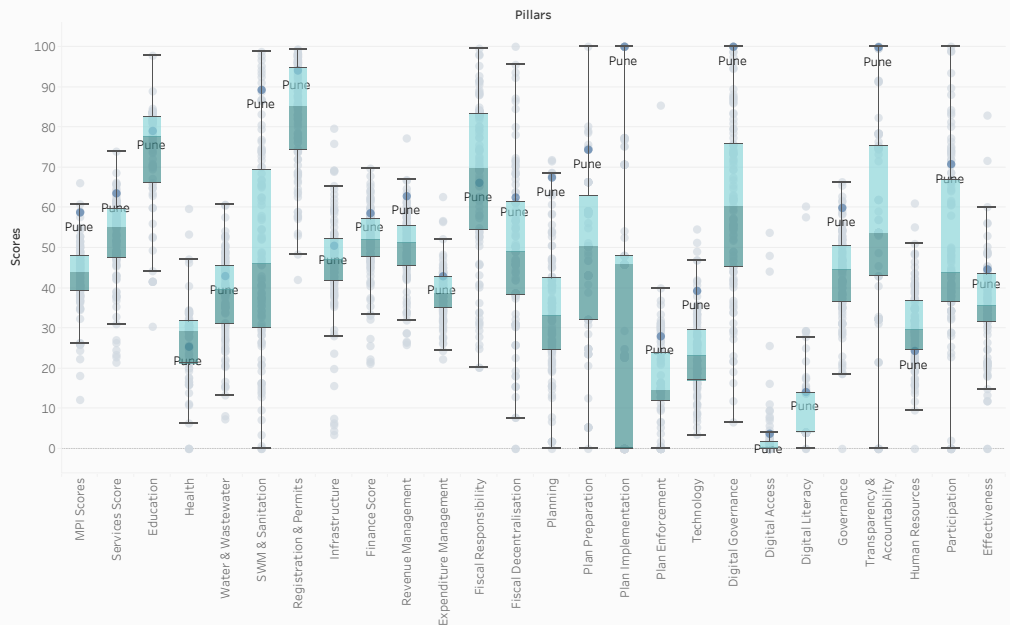


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

07

Score:  
54.98

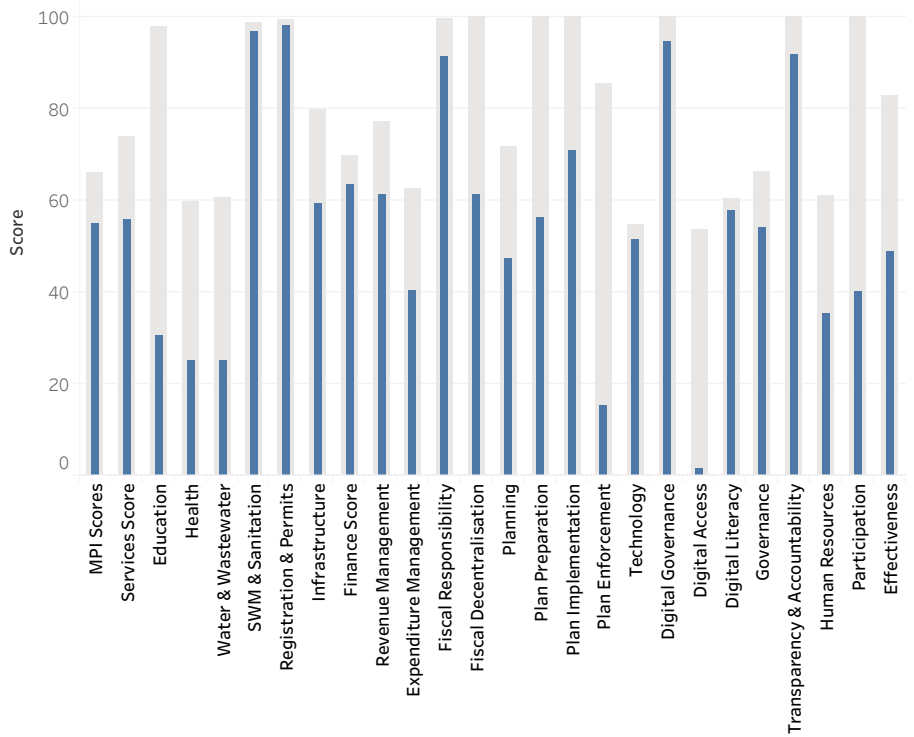
# Raipur

Category: Million +

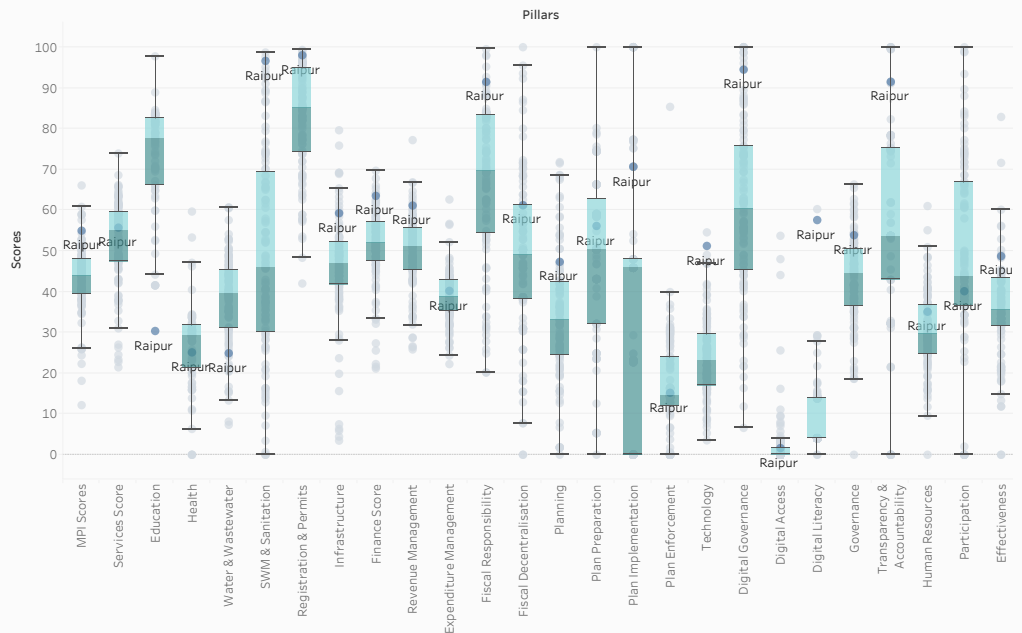


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities



Rank

15

Score: 50.03

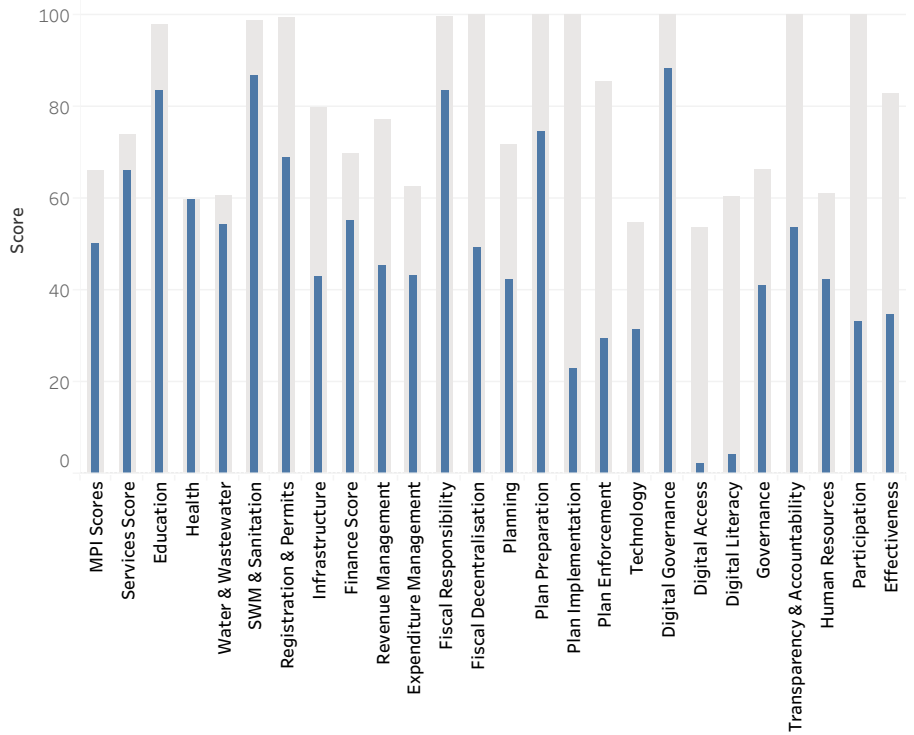
# Rajkot

Category: Million +

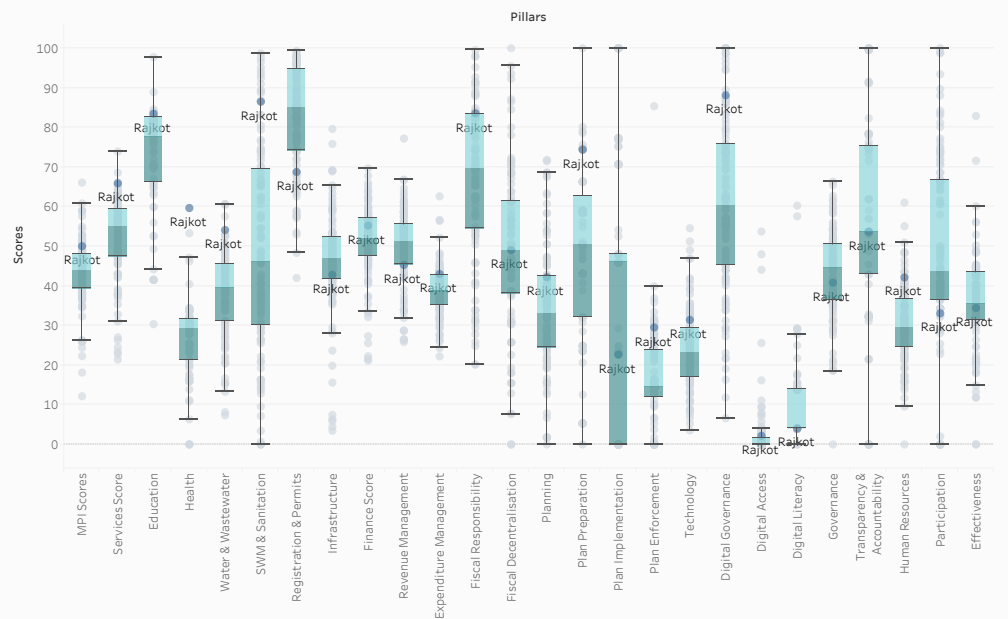


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

39

Score:  
41.76

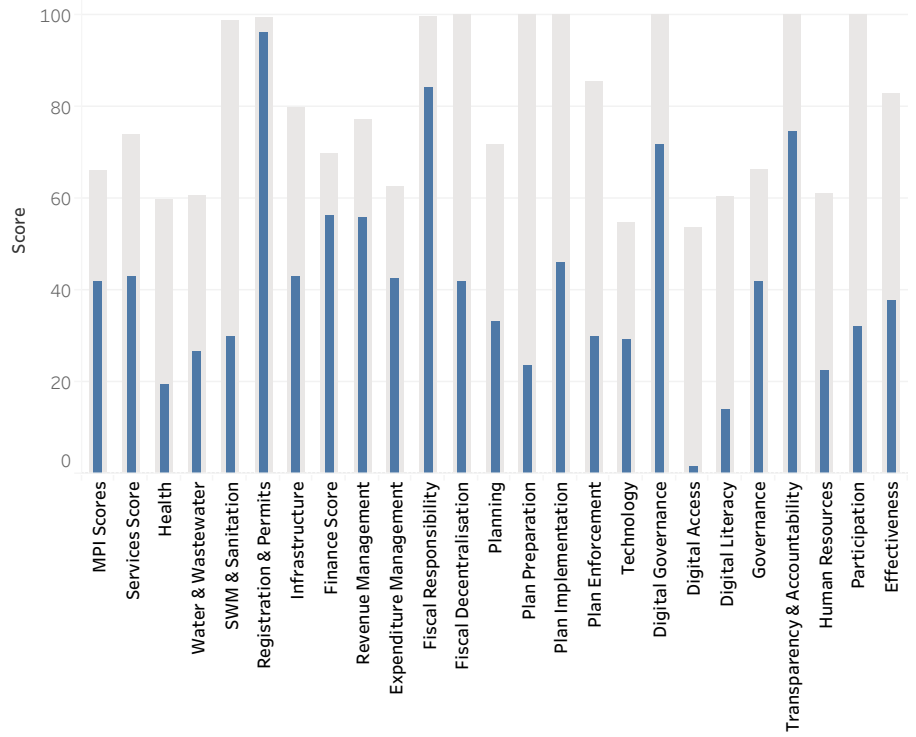
# Ranchi

Category: Million +

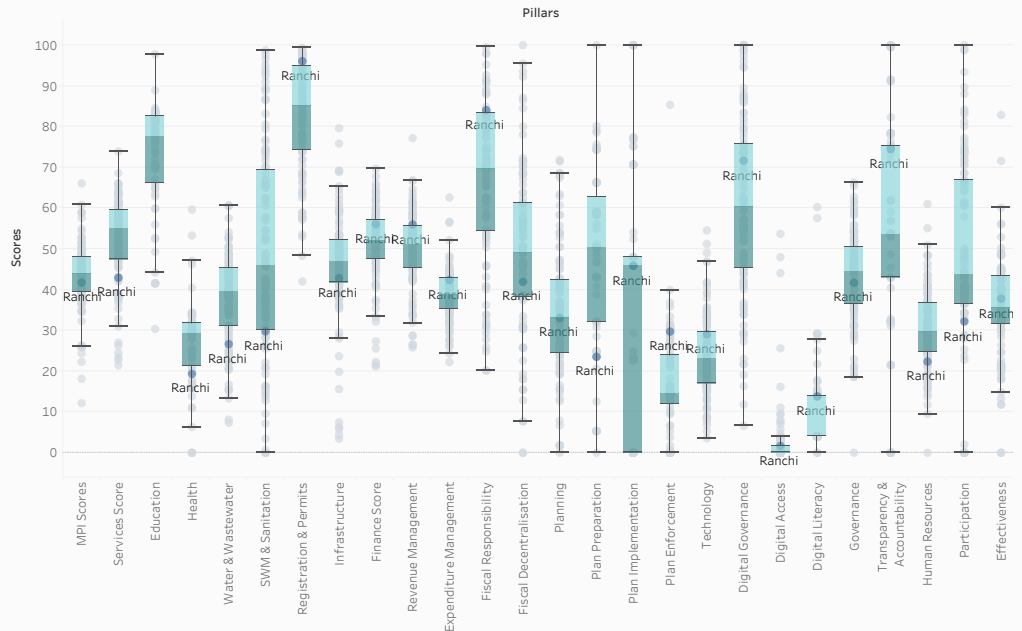


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

45

Score:  
39.82

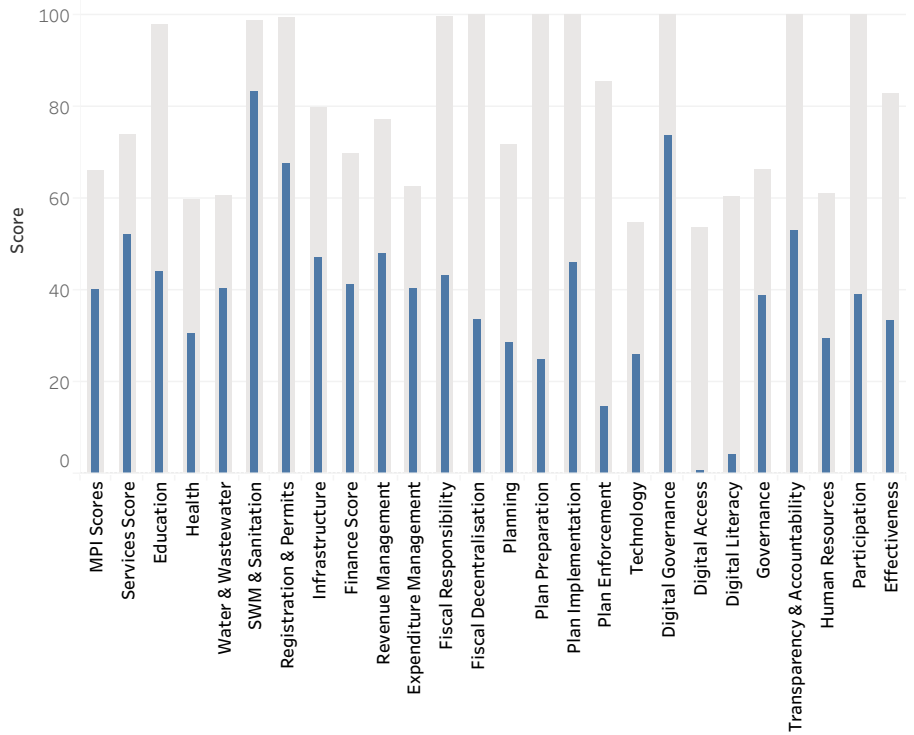
# Solapur

Category: Million +

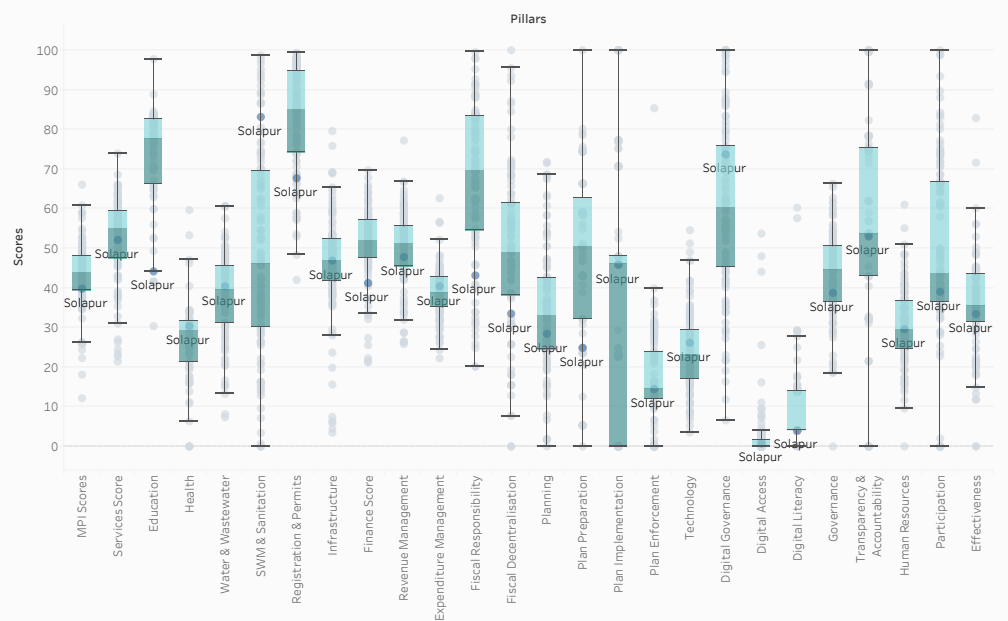


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

28

Score:  
46.00

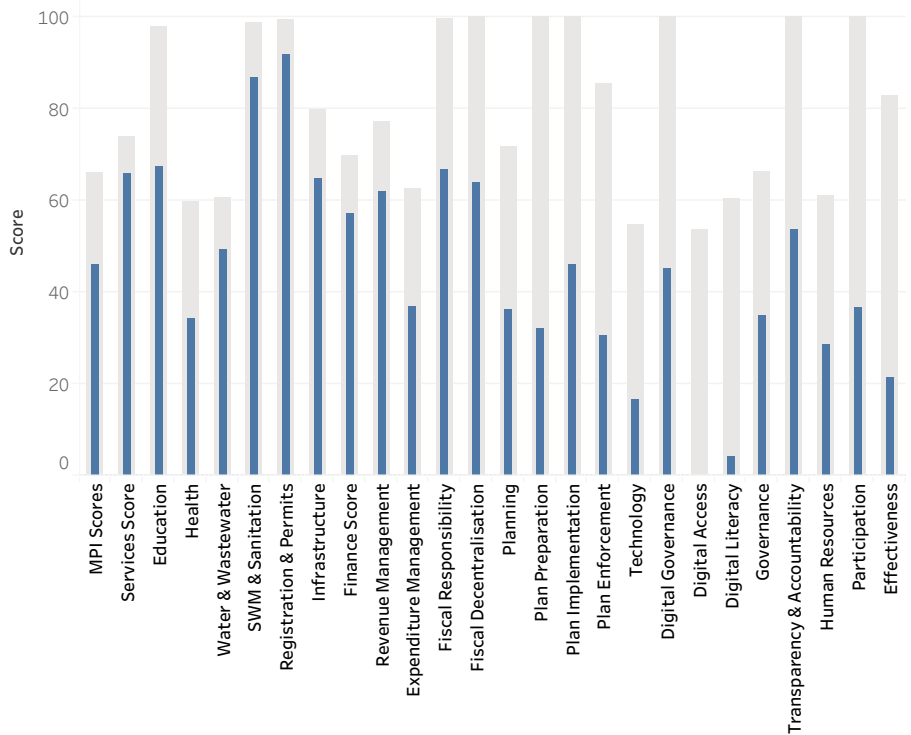
# South Delhi MC

Category: Million +

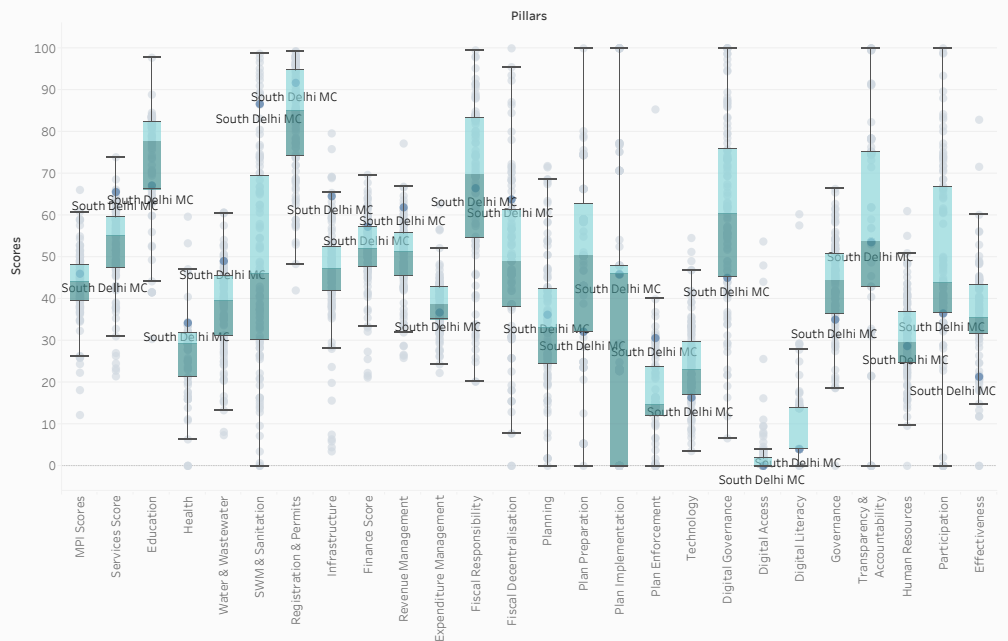


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

49

Score:  
25.93

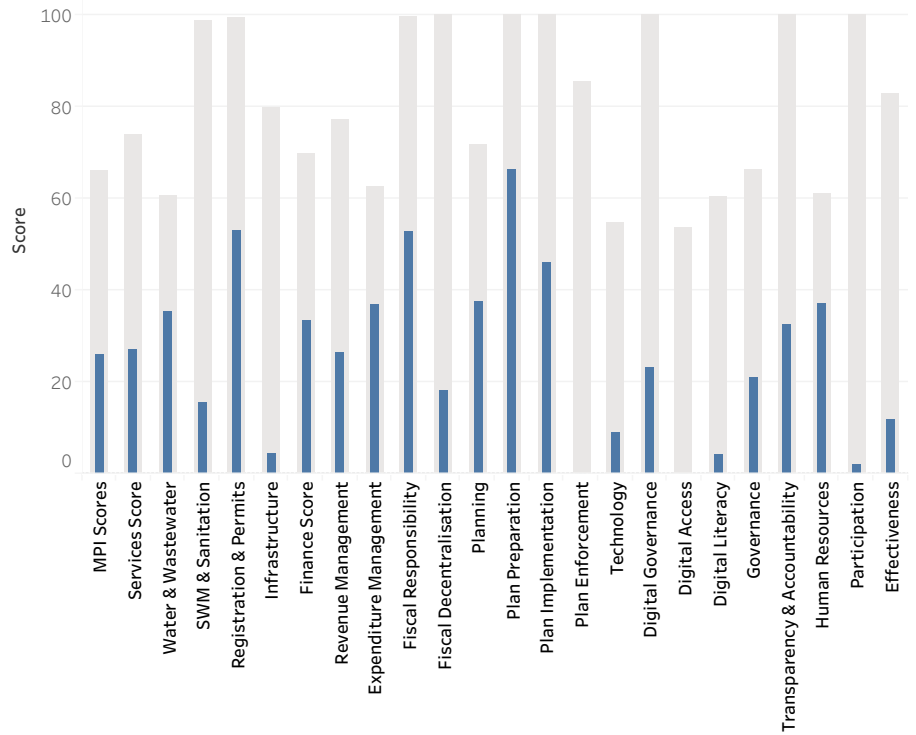
# Srinagar

Category: Million +

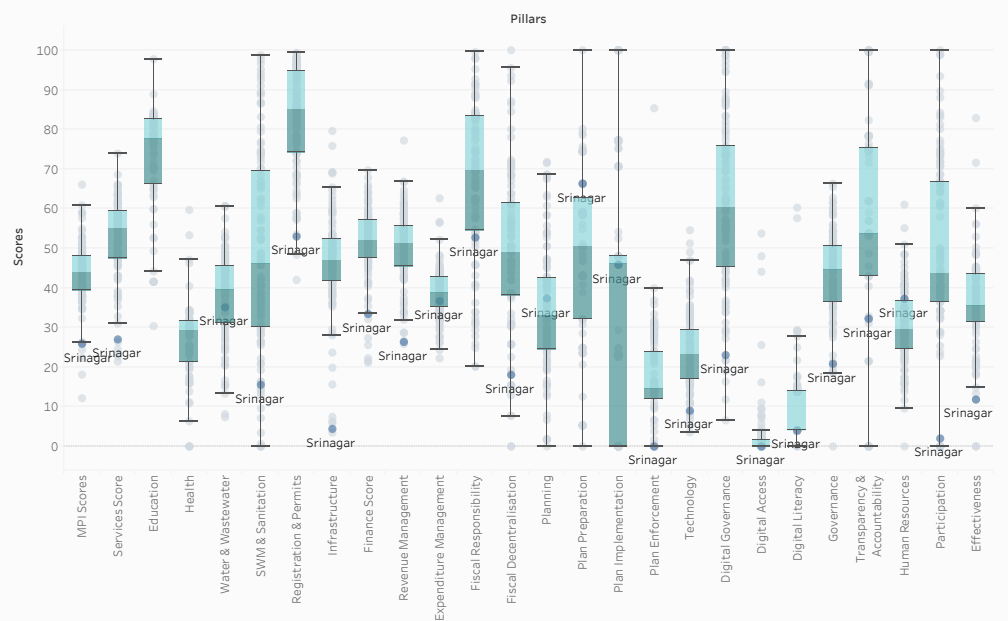


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

02

Score: 60.82

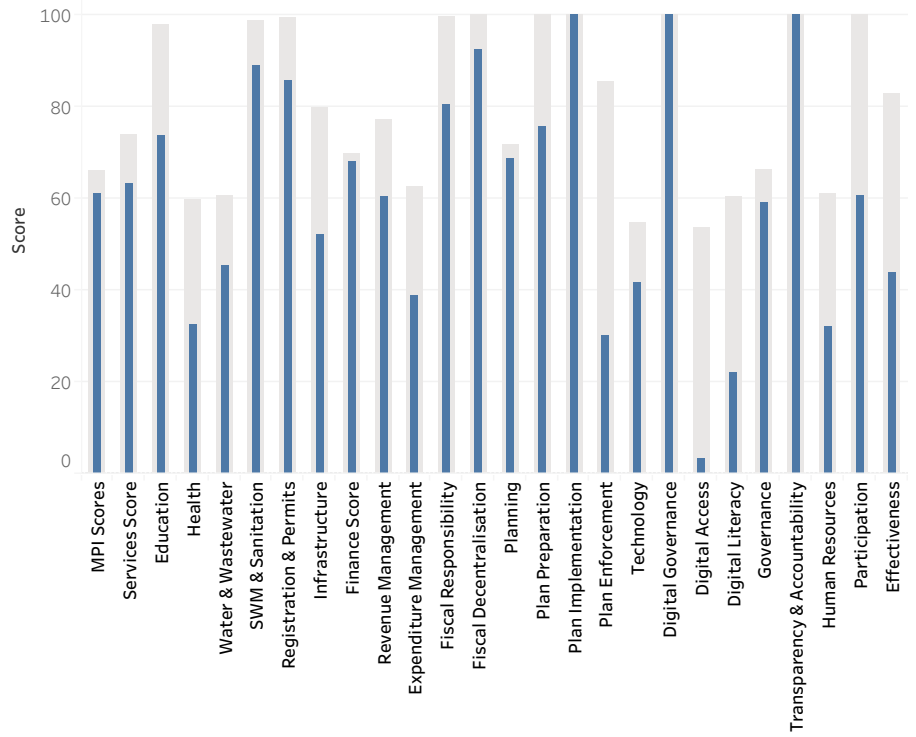
# Surat

Category: Million +

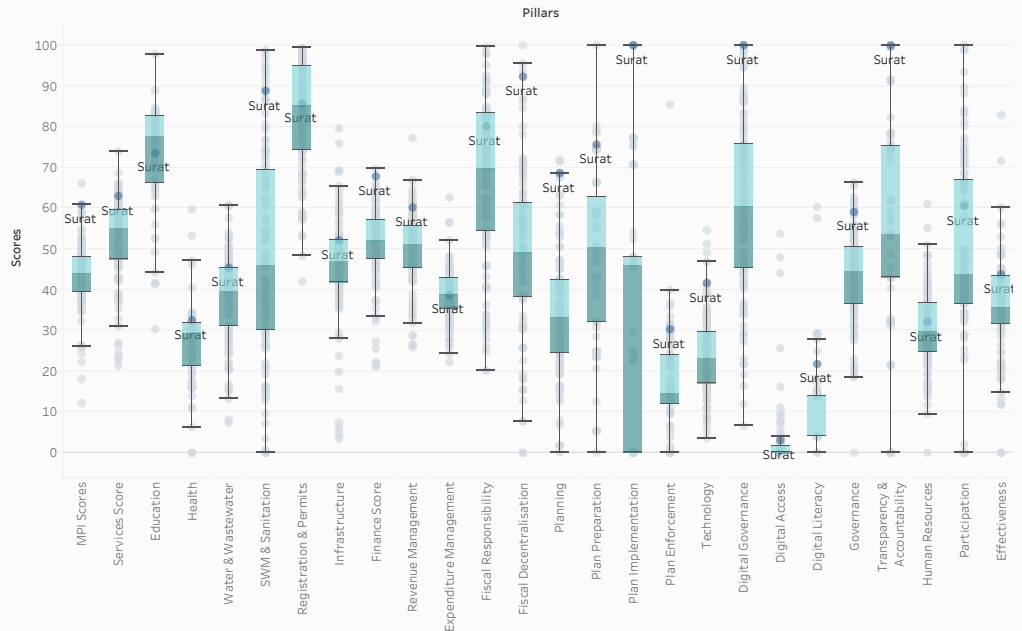


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities



Rank

25

Score: 47.04

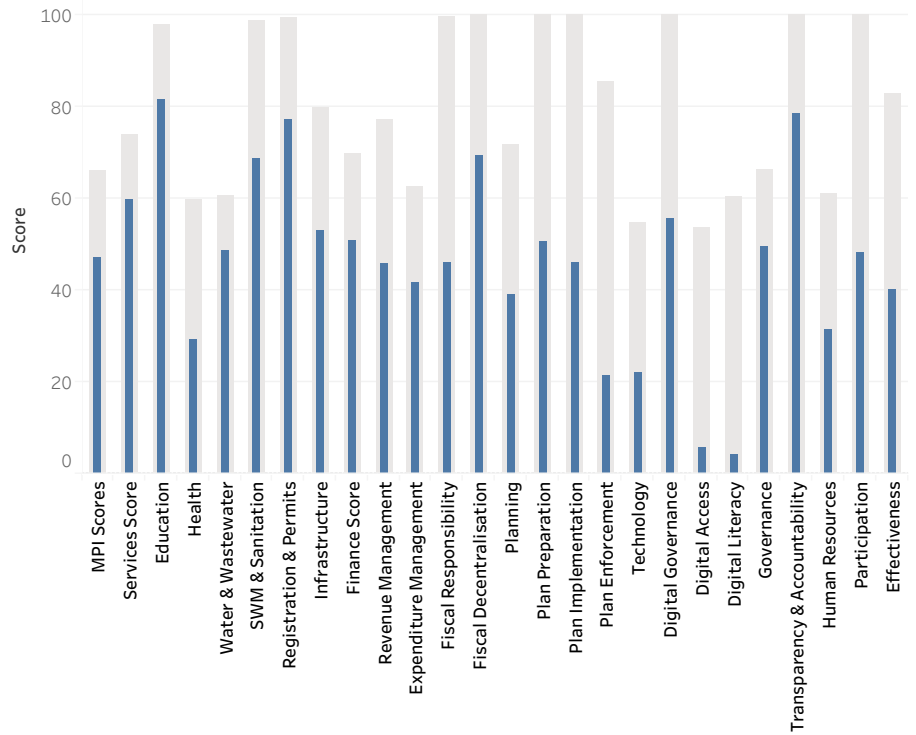
# Thane

Category: Million +

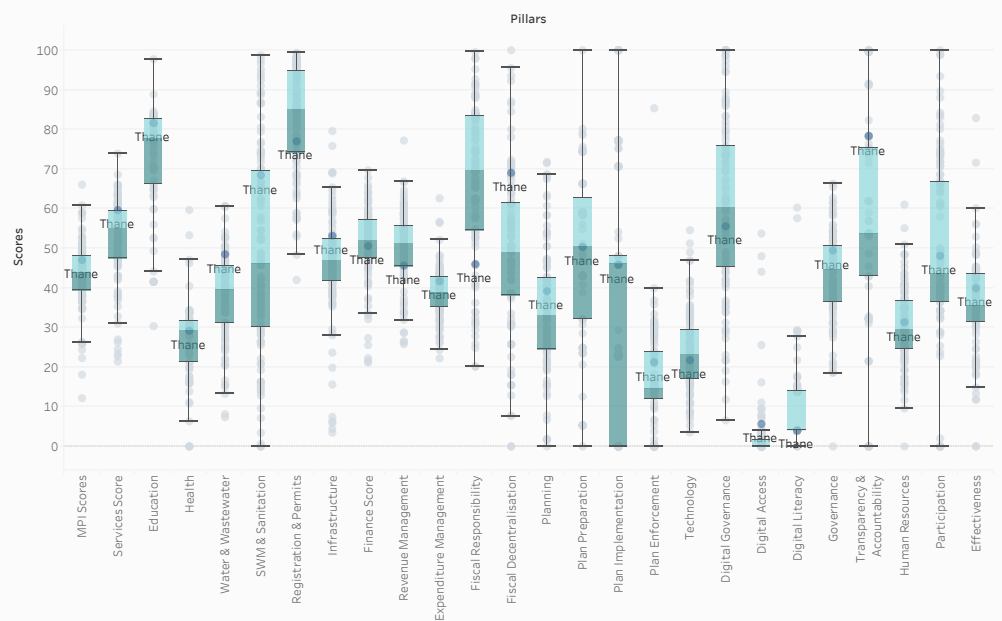


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

10

Score: 52.68

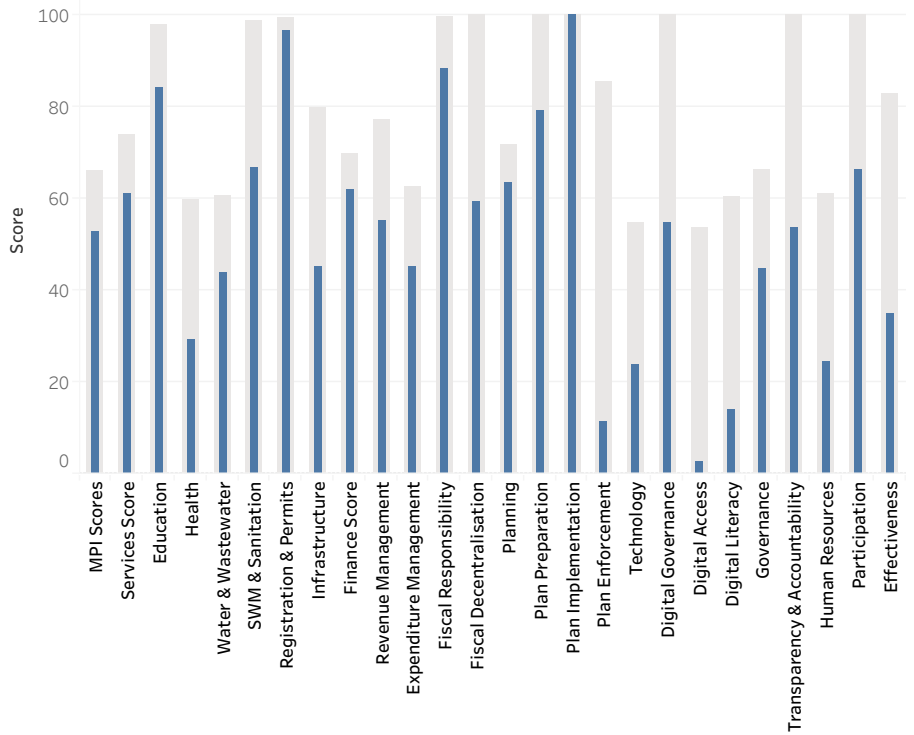
# Vadodara

Category: Million +

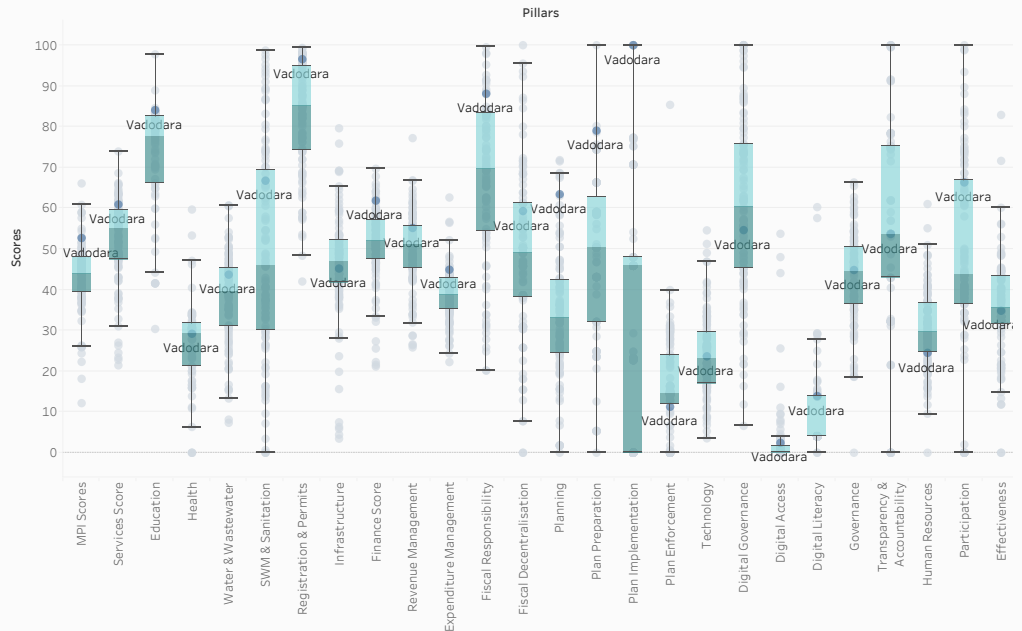


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

13

Score:  
50.14

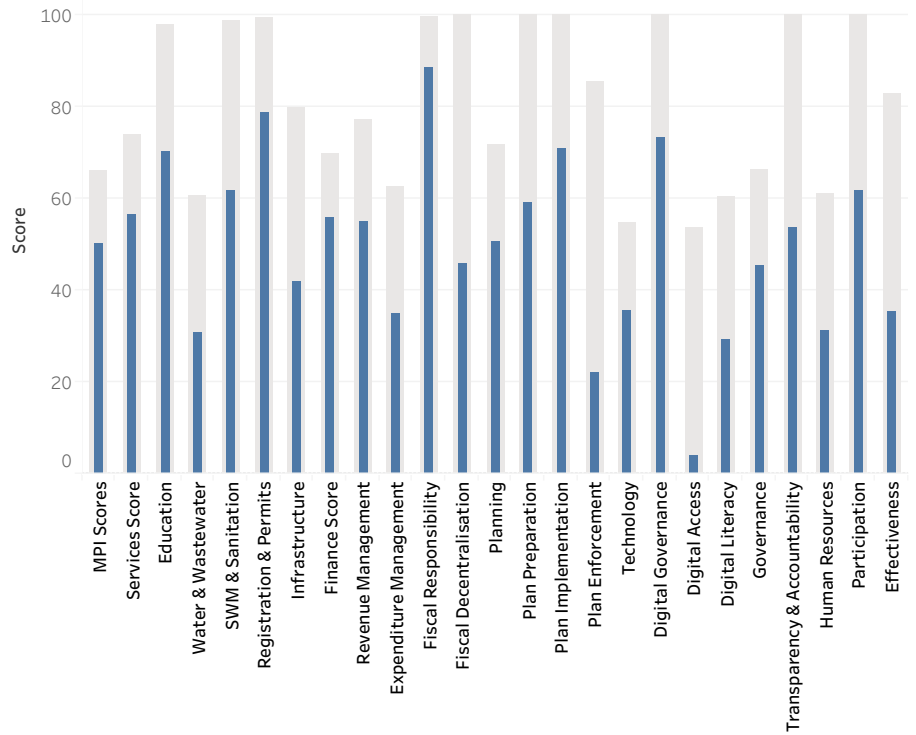
# Varanasi

Category: Million +

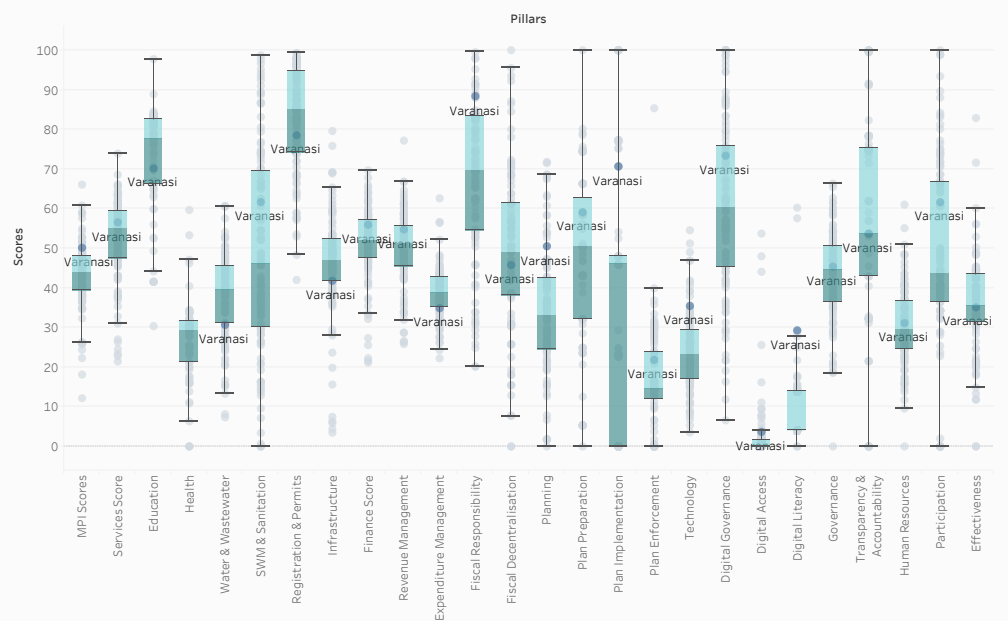


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

41

Score:  
40.86

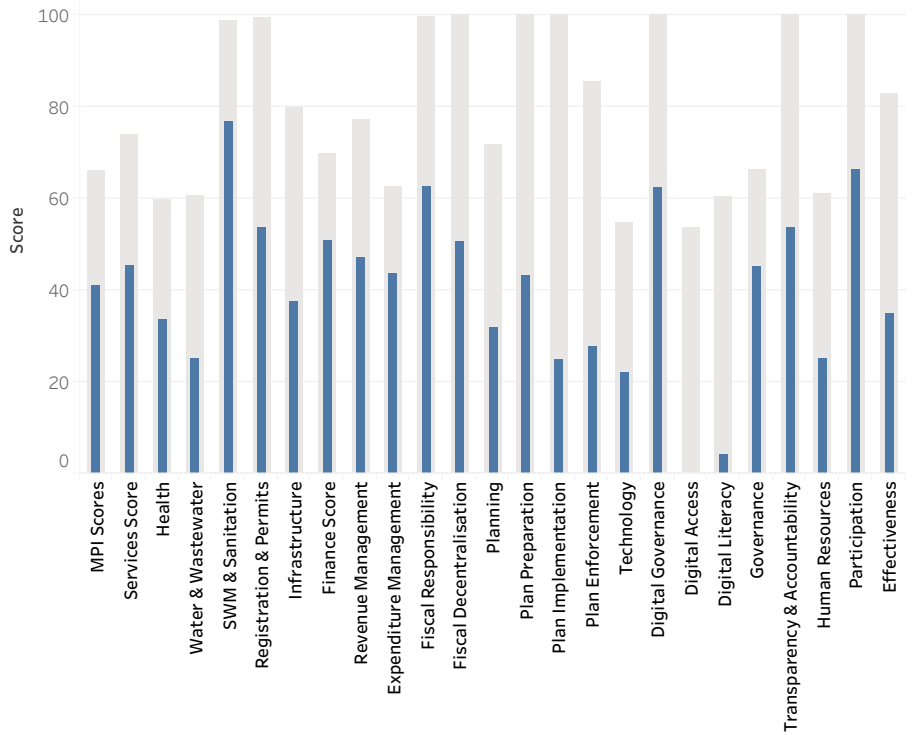
# Vasai Virar

Category: Million +

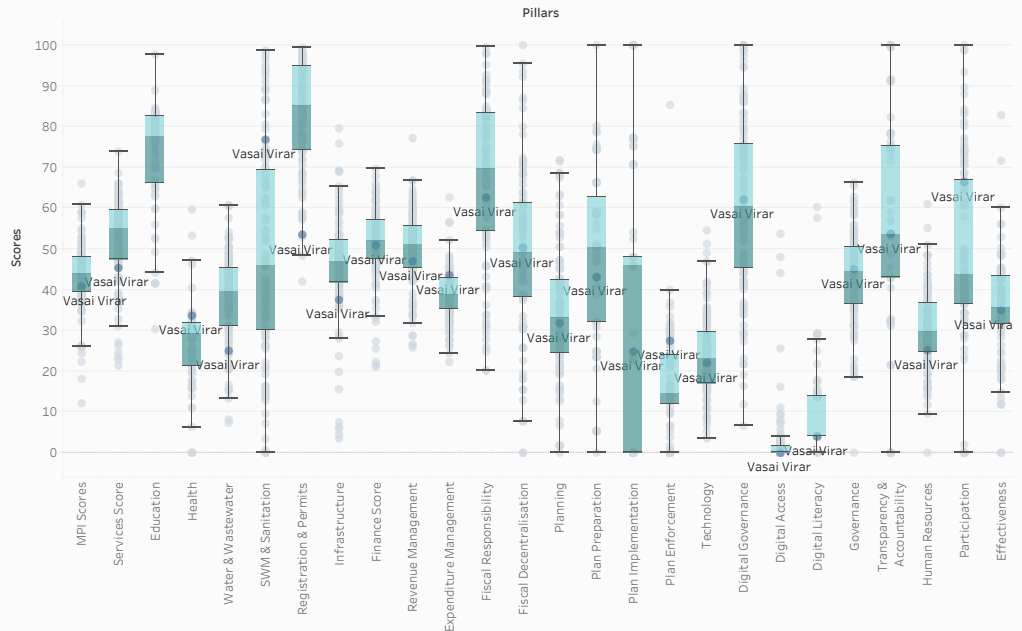


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

27

Score:  
46.04

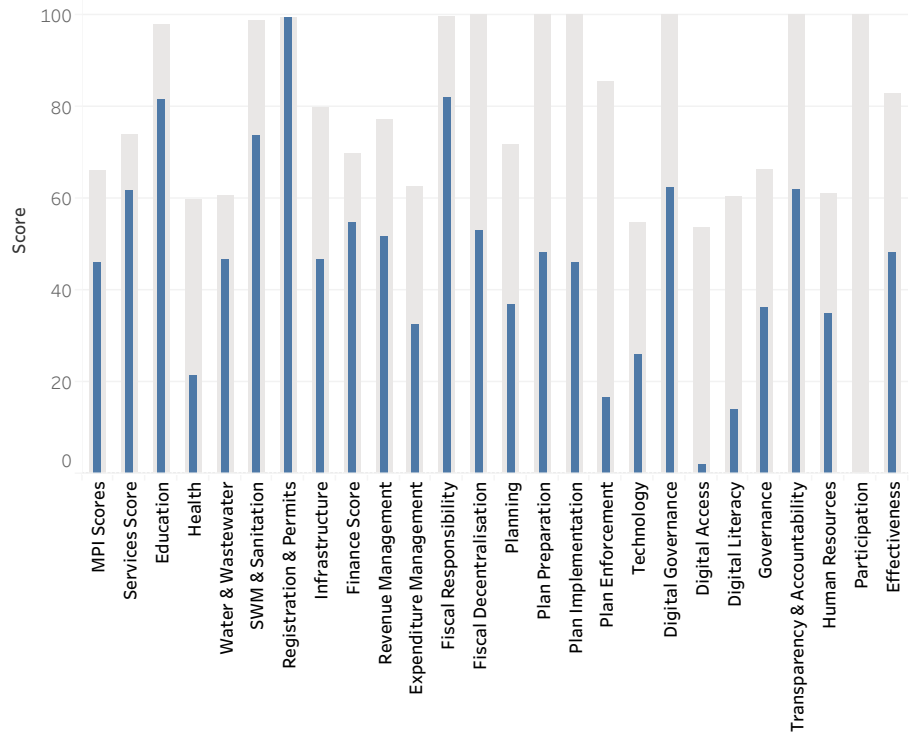
# Vijayawada

Category: Million +

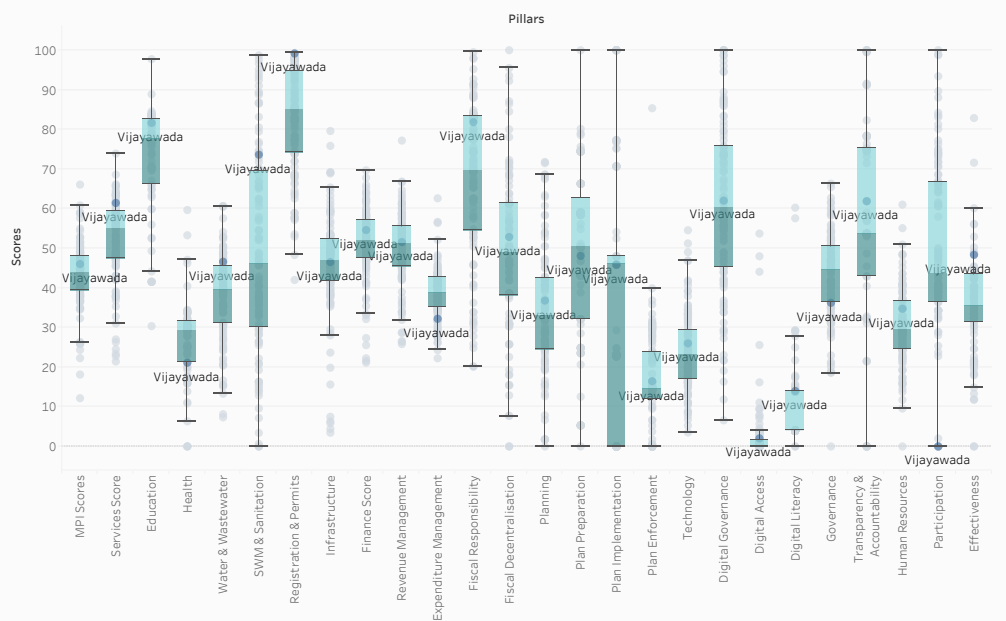


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

09

Score: 52.77

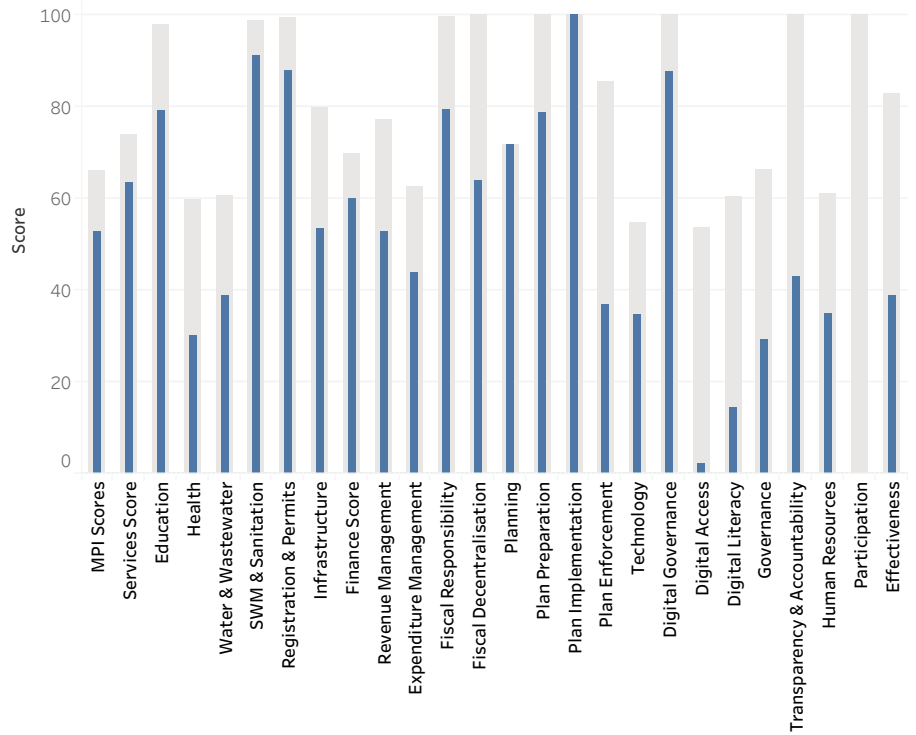
# Visakhapatnam

Category: Million +

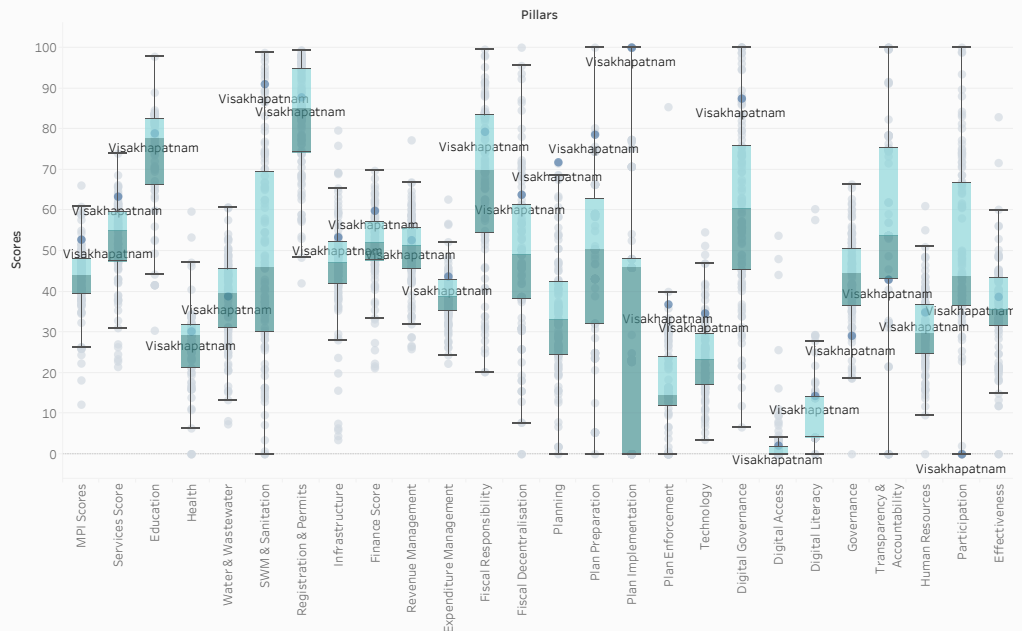


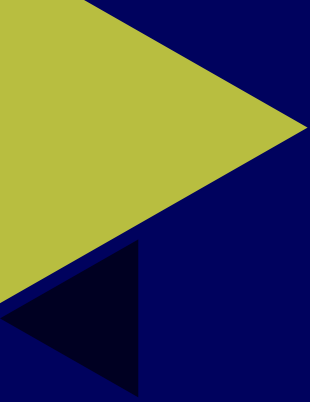
## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities

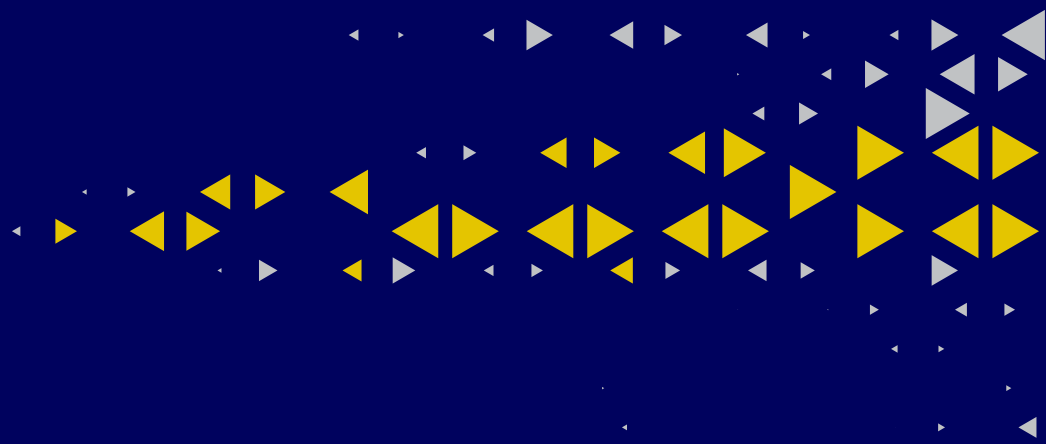




# City Profiles

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Category: Less than Million





Rank

51

Score:  
34.88

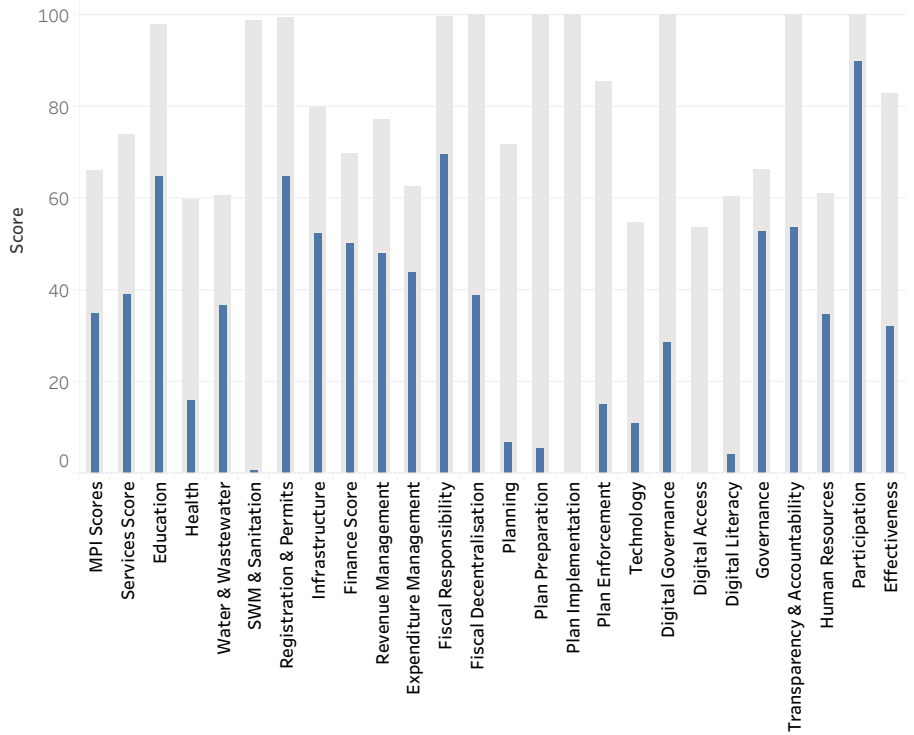
# Agartala

Category: Less than Million

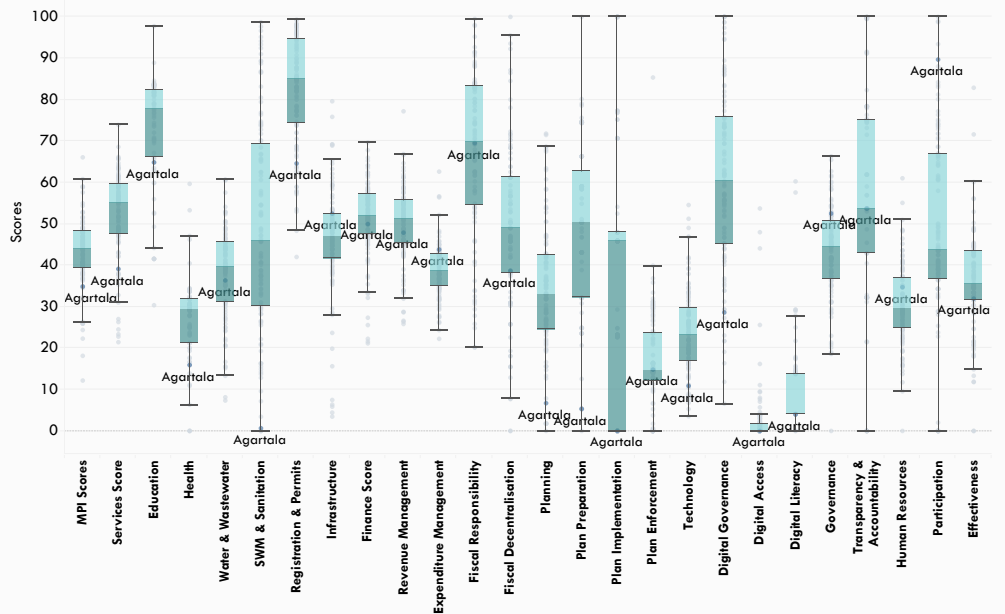


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

53

Score: 34.52

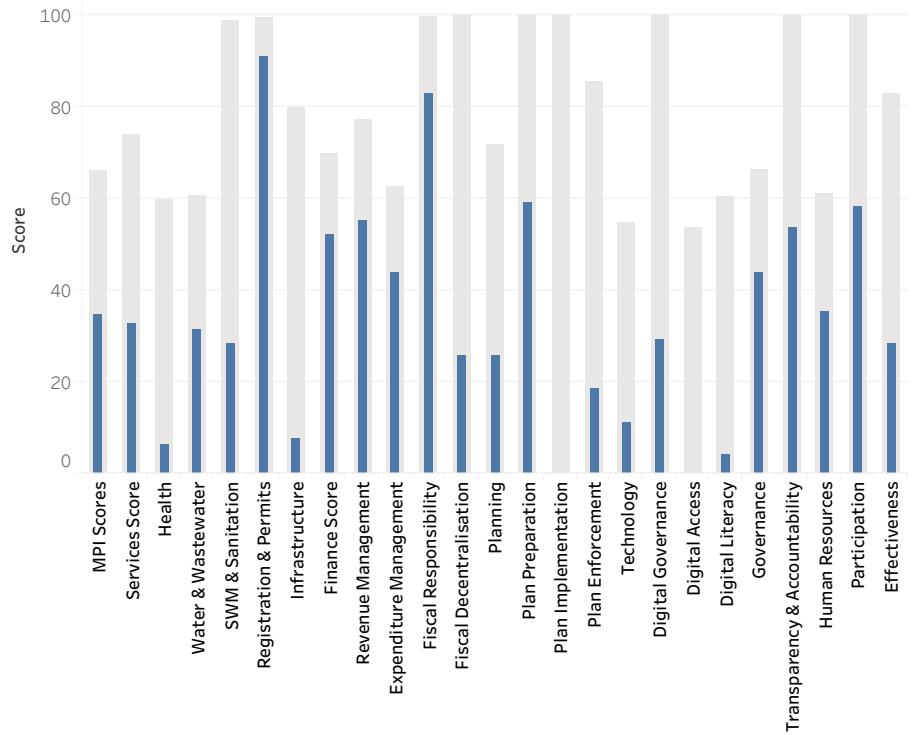
# Aizawl

Category: Less than Million

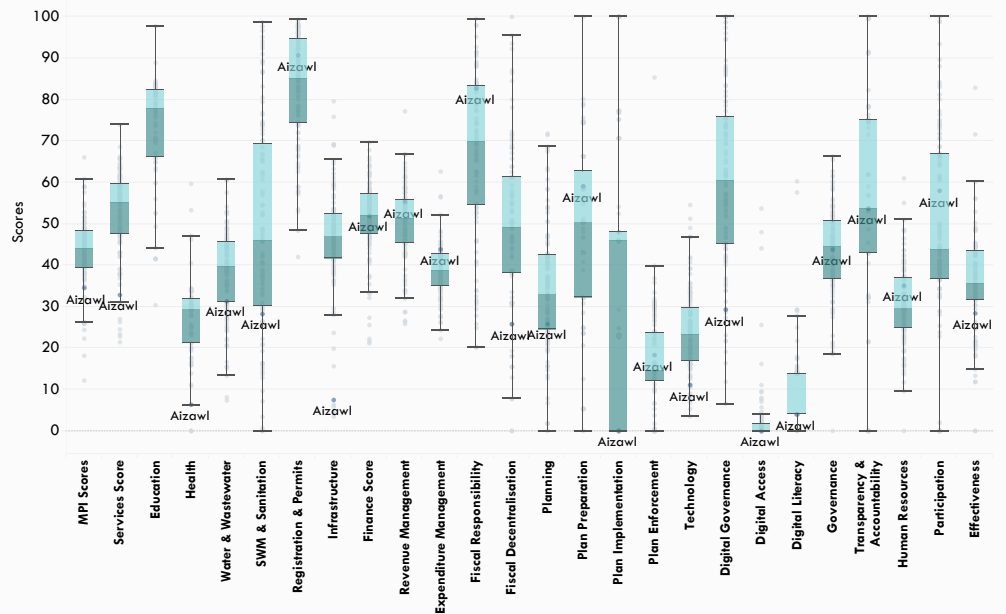


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

41

Score:  
38.24

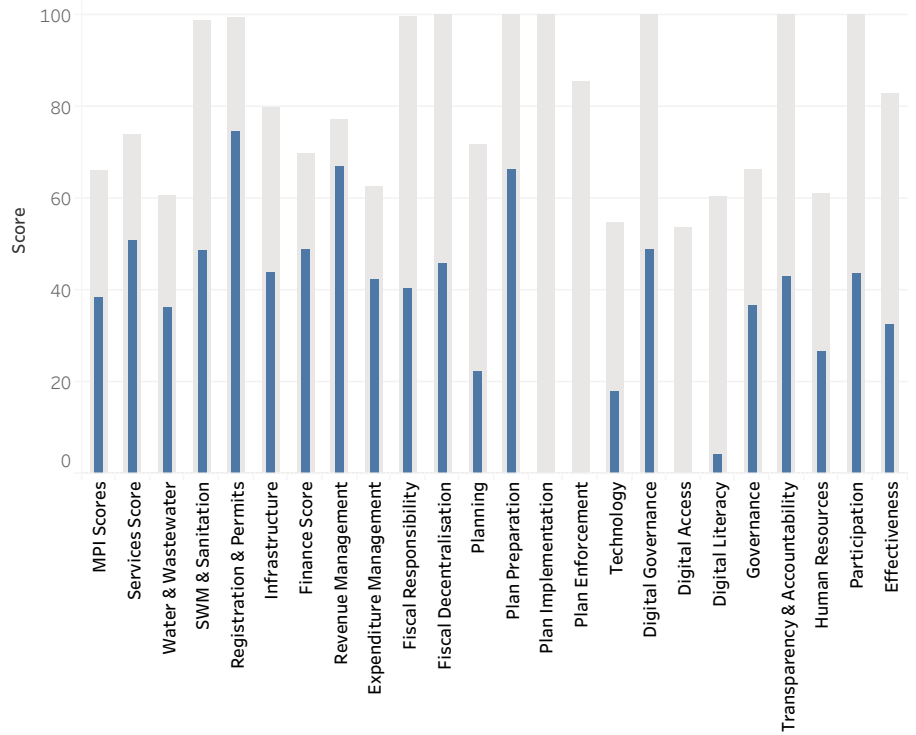
# Ajmer

Category: Less than Million

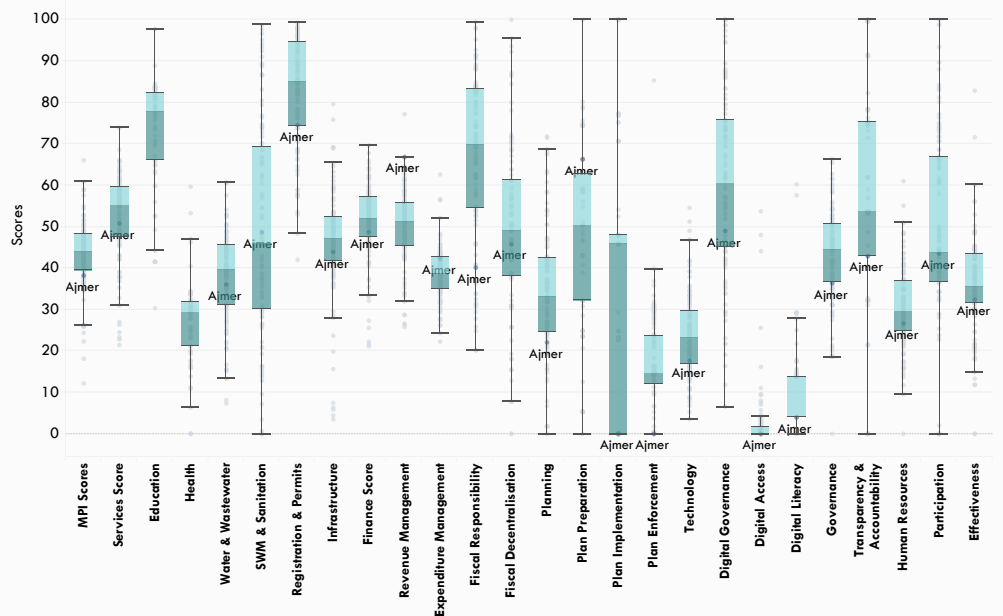


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

29

Score: 41.45

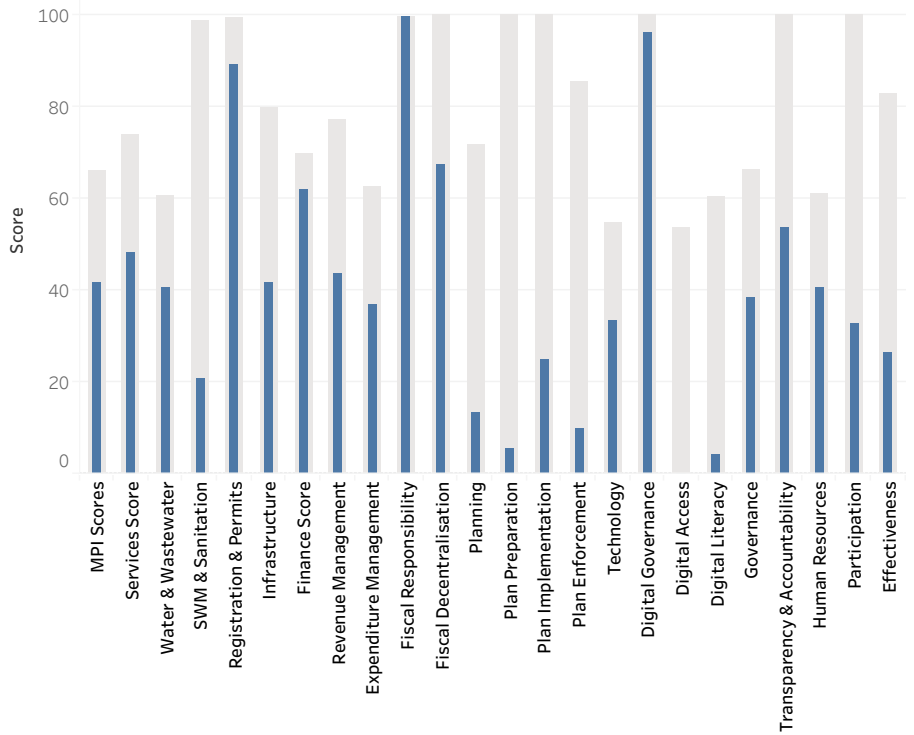
# Aligarh

Category: Less than Million

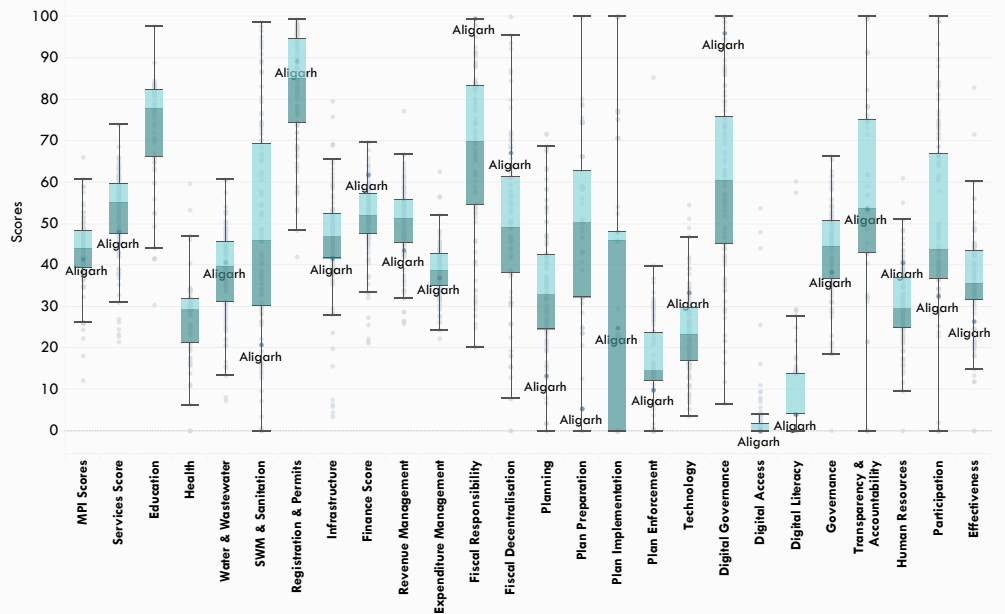


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

27

Score:  
42.41

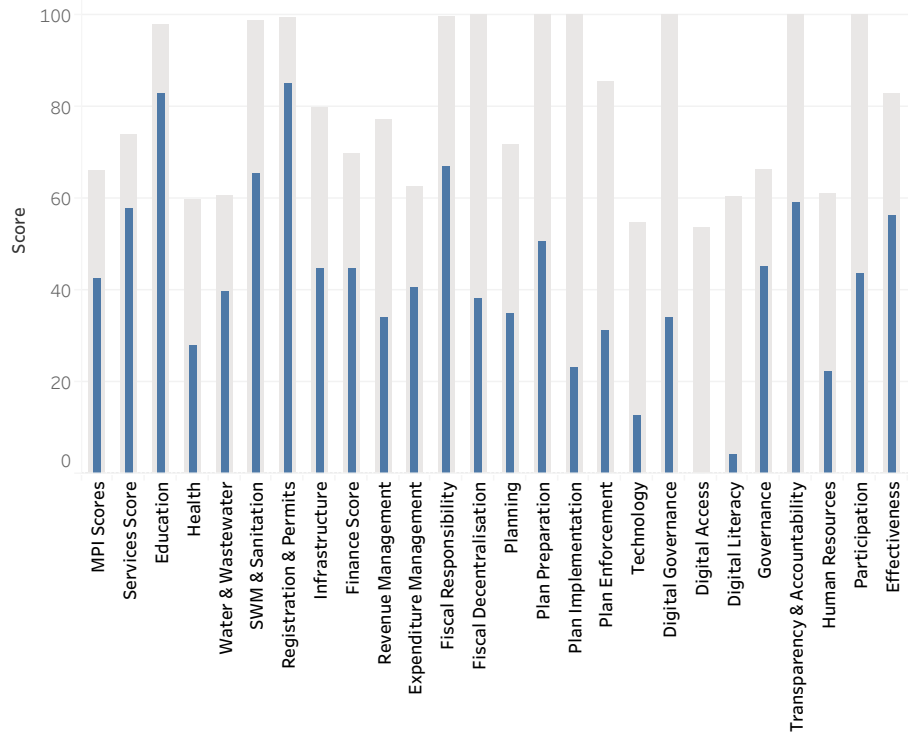
# Amravati

Category: Less than Million

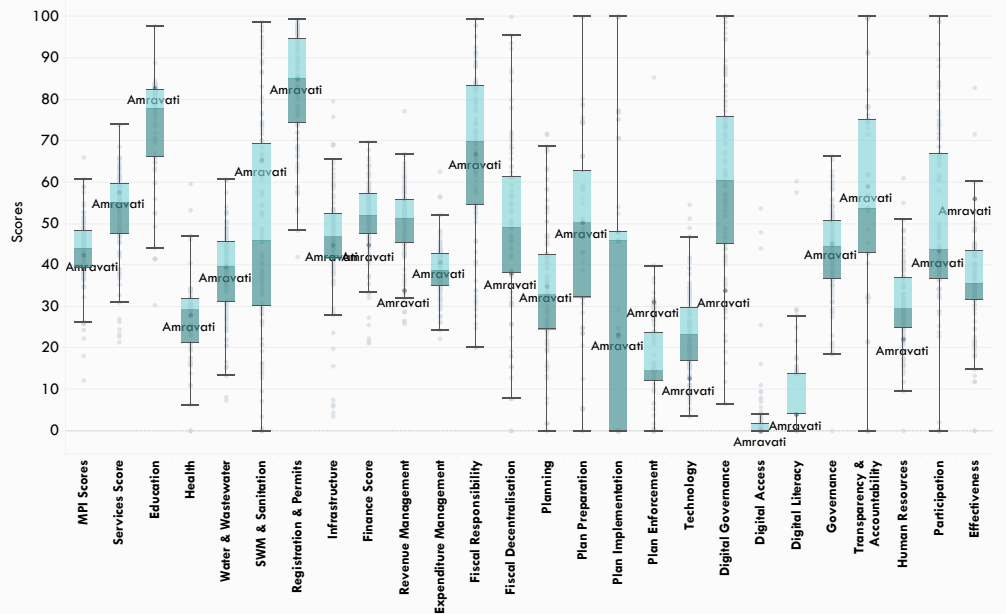


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

33

Score: 40.39

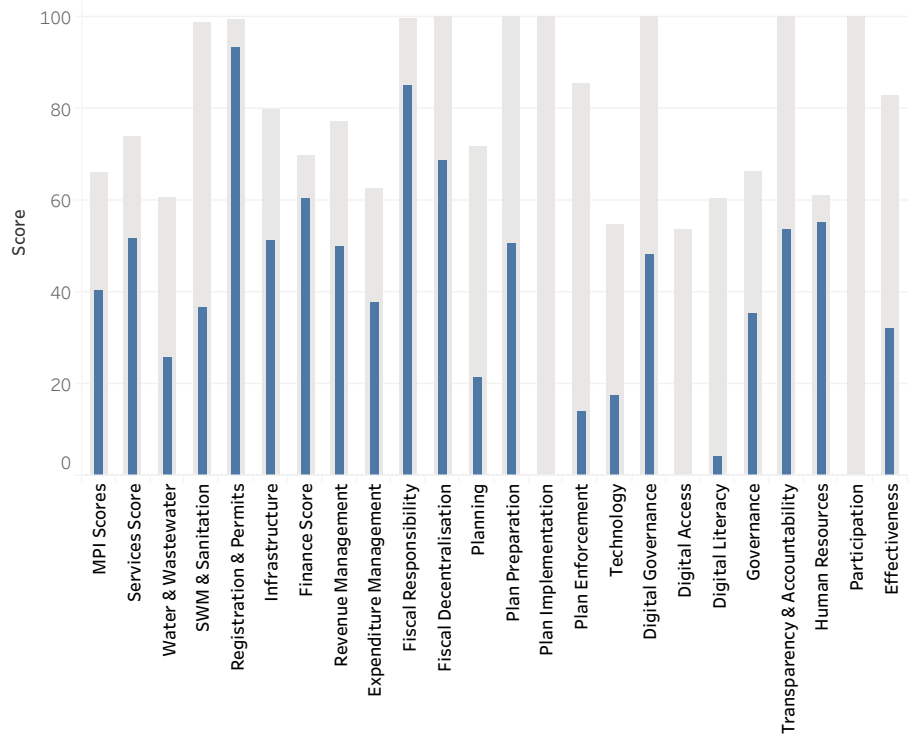
# Belagavi

Category: Less than Million

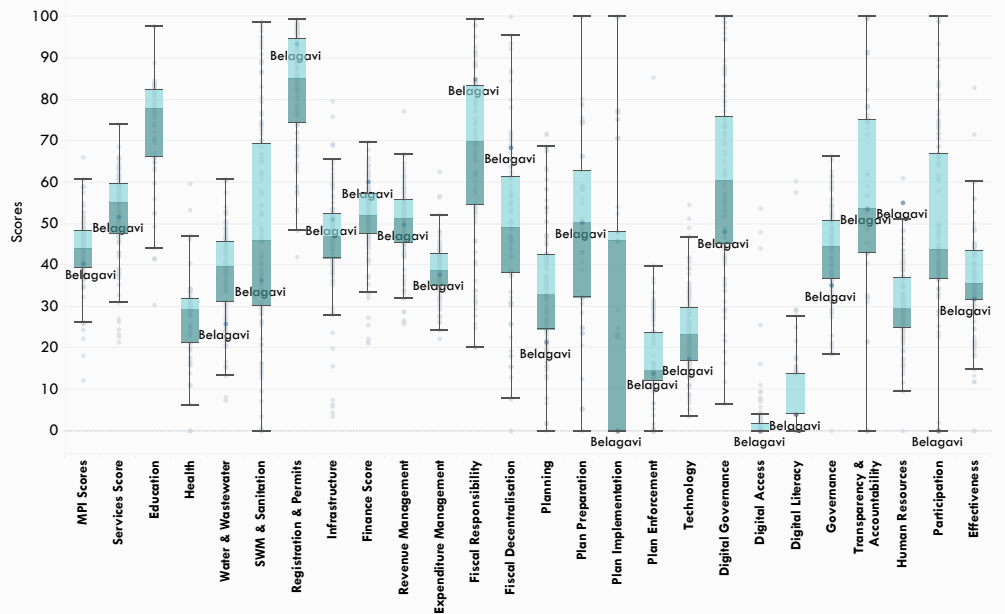


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

36

Score: 39.94

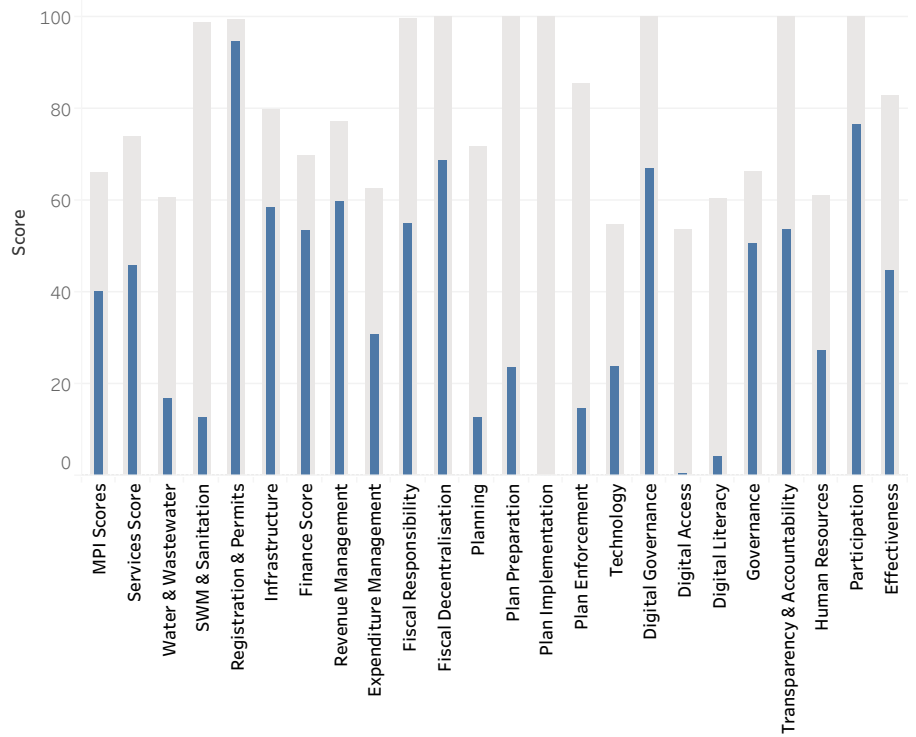
# Bhagalpur

Category: Less than Million

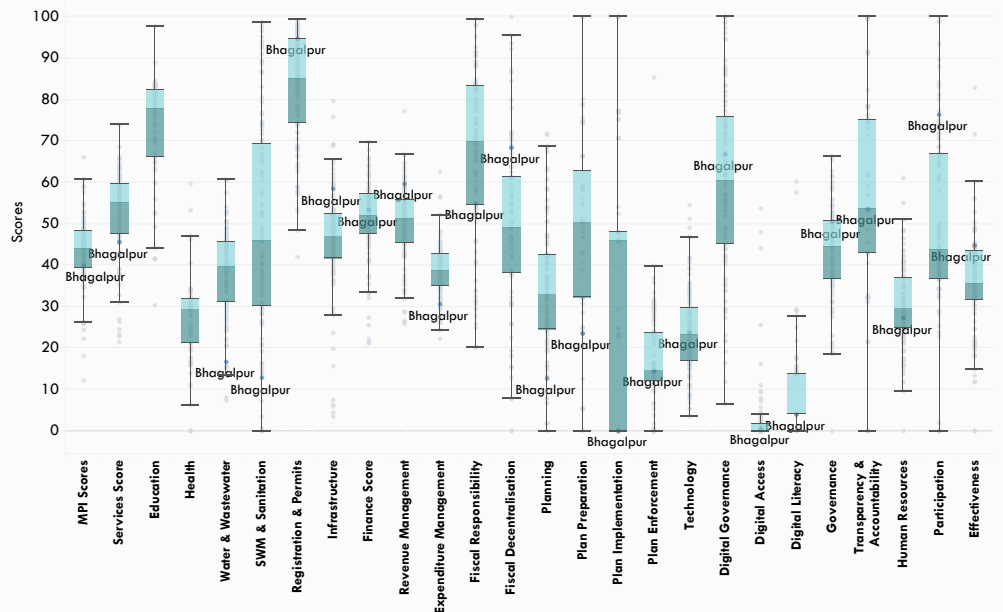


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

25

Score:

43.38

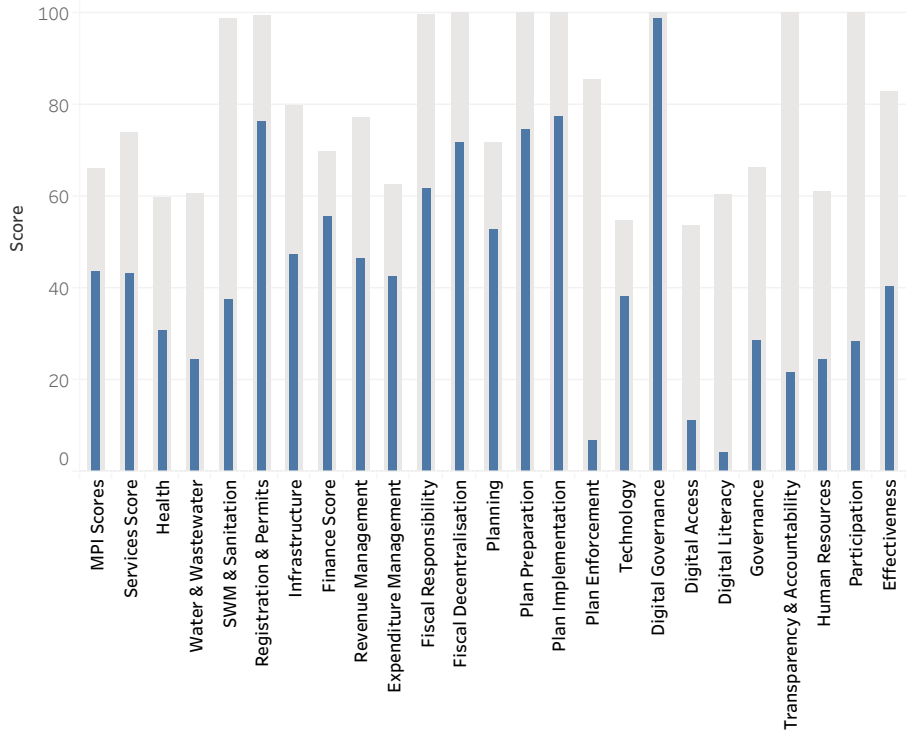
# Bhubaneswar

Category: Less than Million

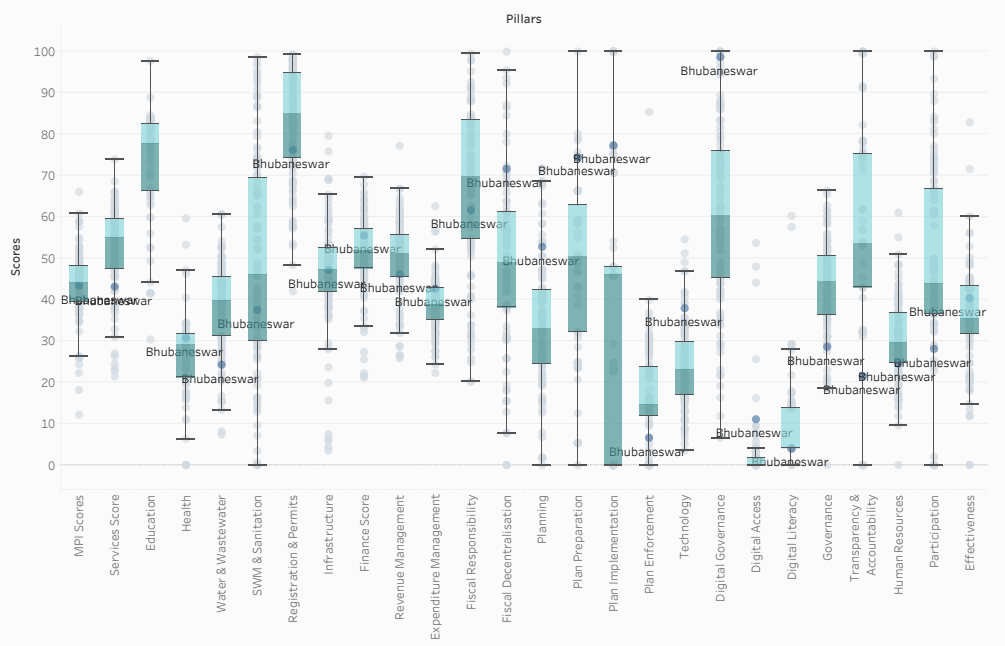


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

35

Score: 40.27

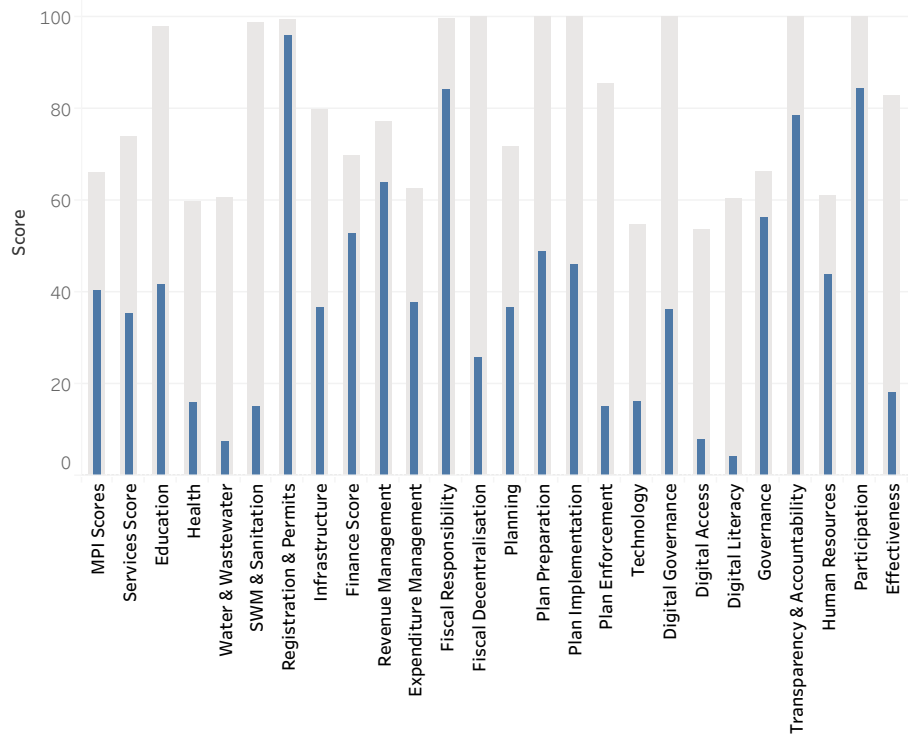
# Bihar Sharif

Category: Less than Million

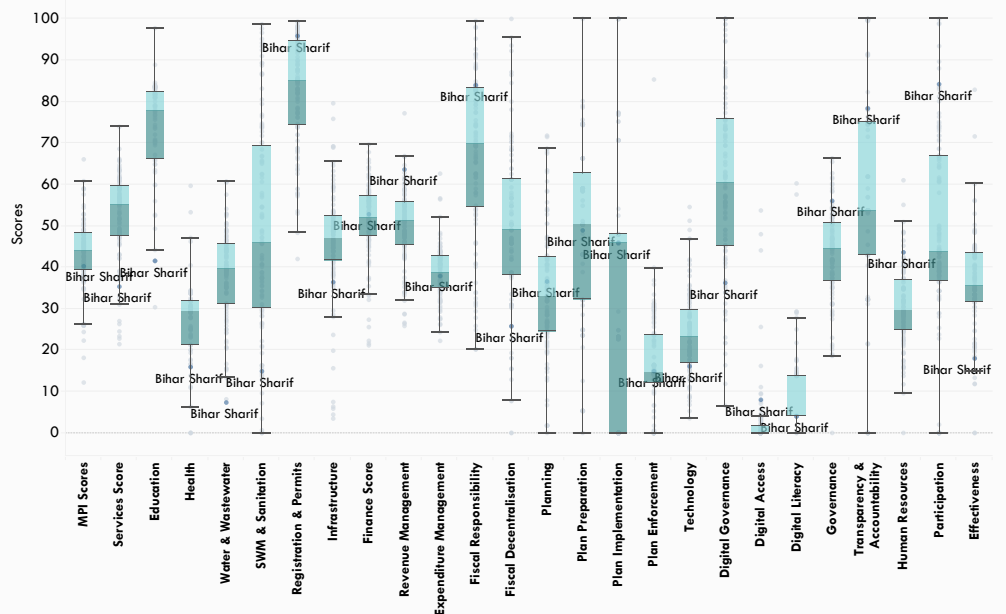


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

07

Score:  
47.99

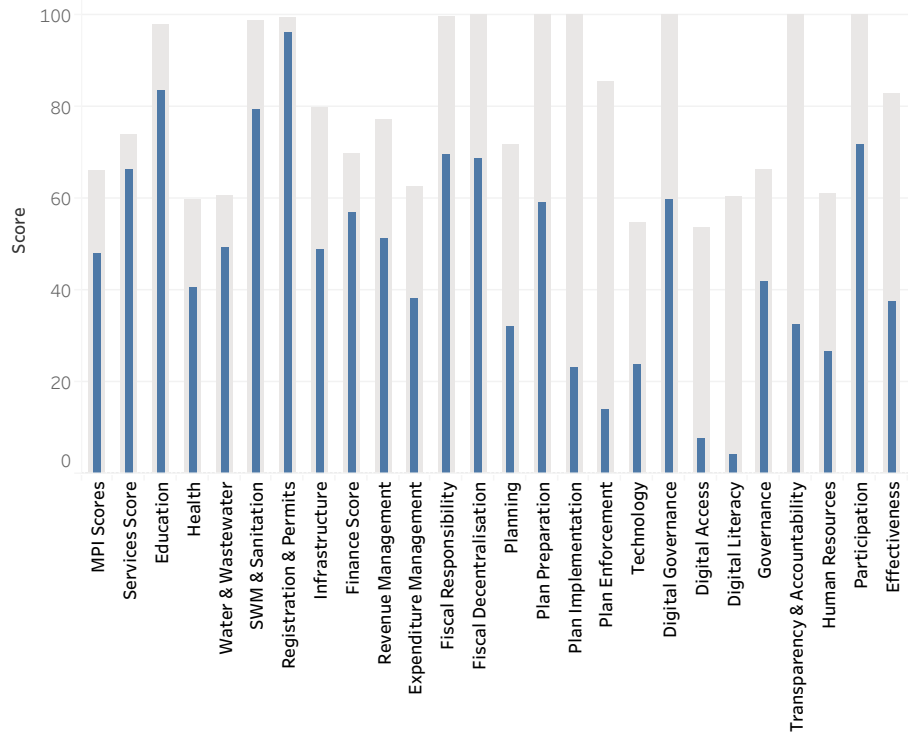
# Bilaspur

Category: Less than Million

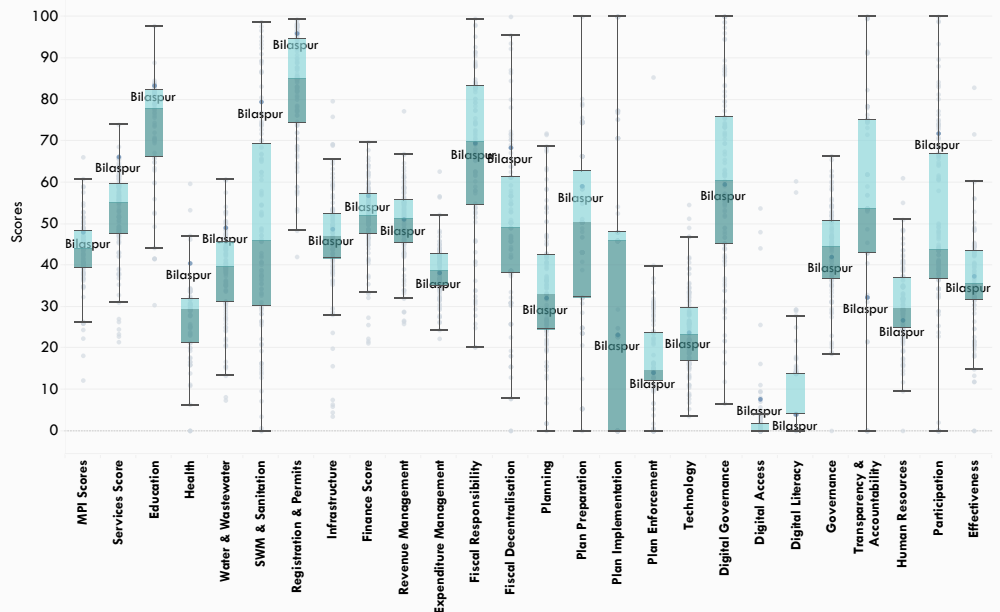


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

45

Score:  
37.17

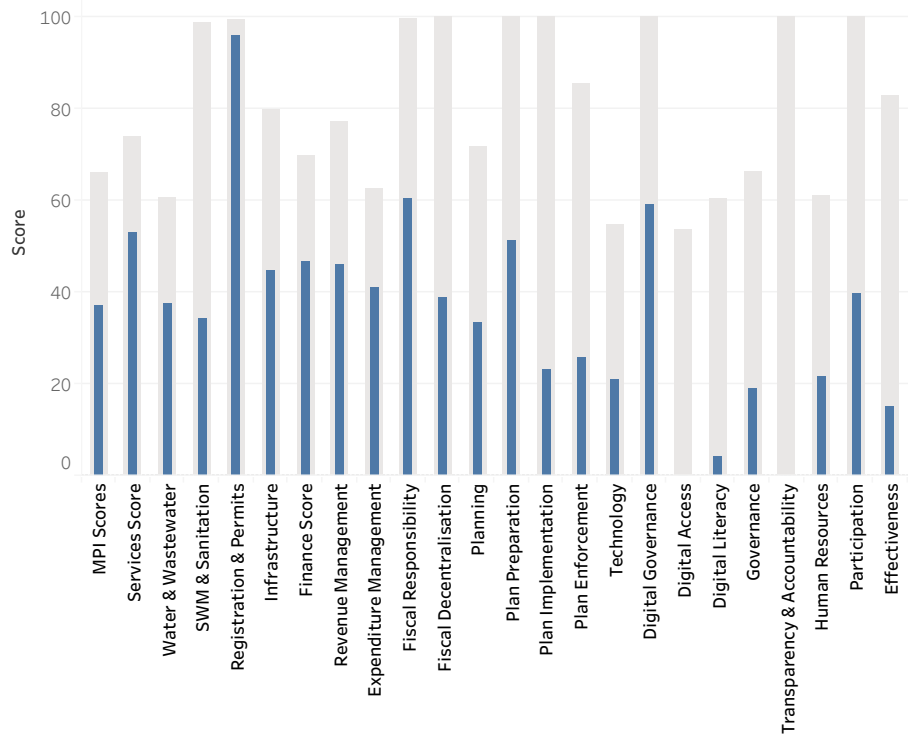
# Dahod

Category: Less than Million

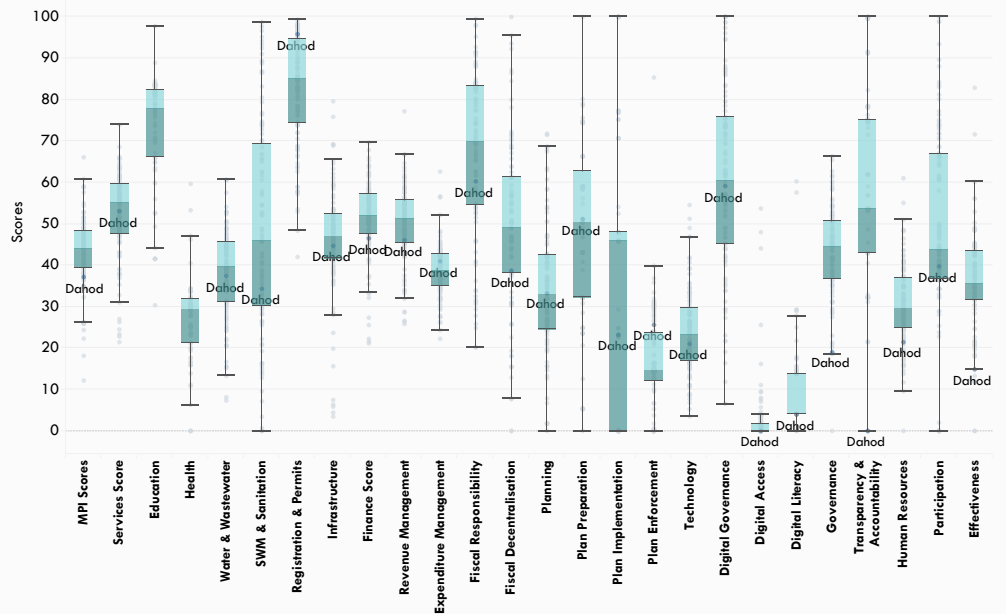


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



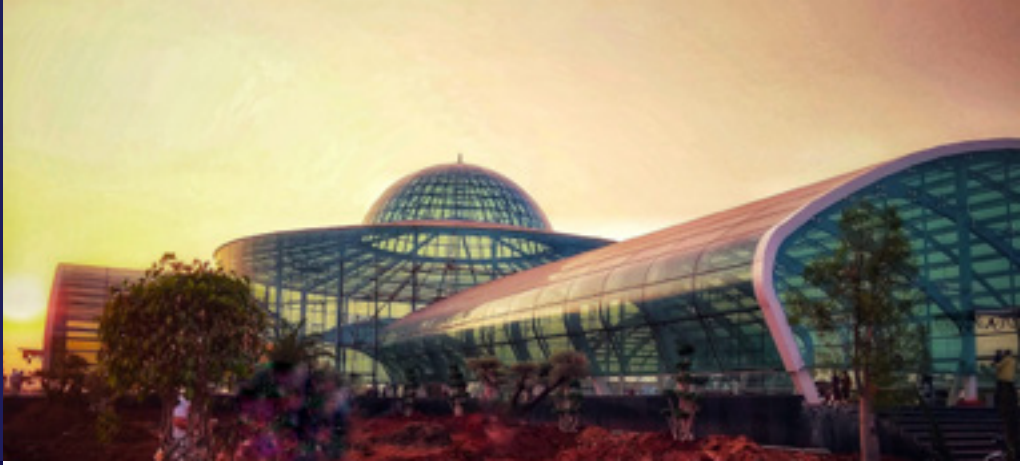
Rank

46

Score:  
36.83

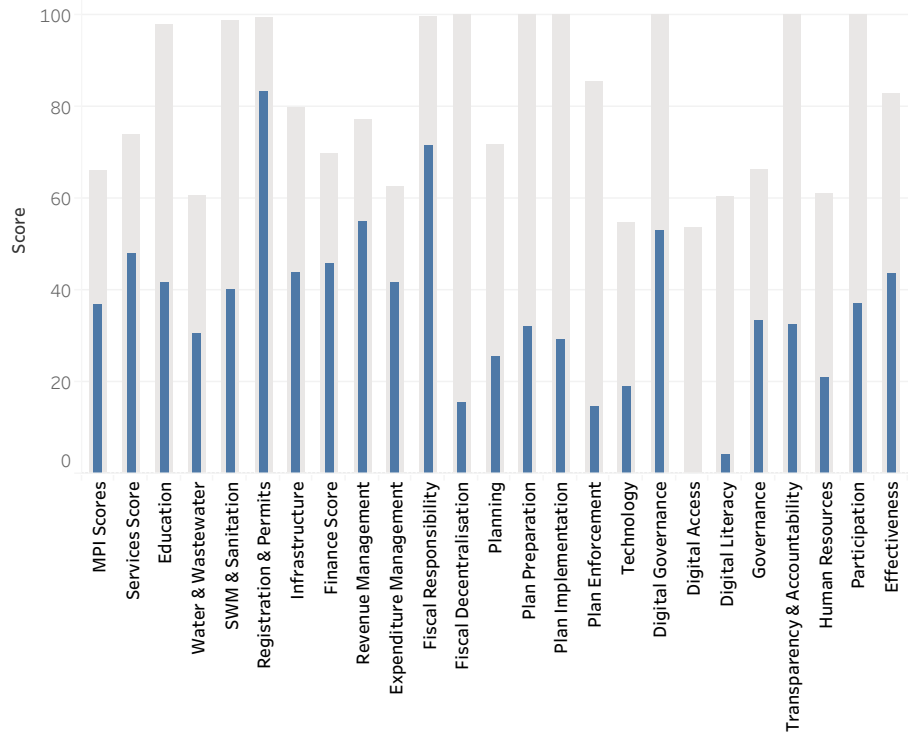
# Davanagere

Category: Less than Million

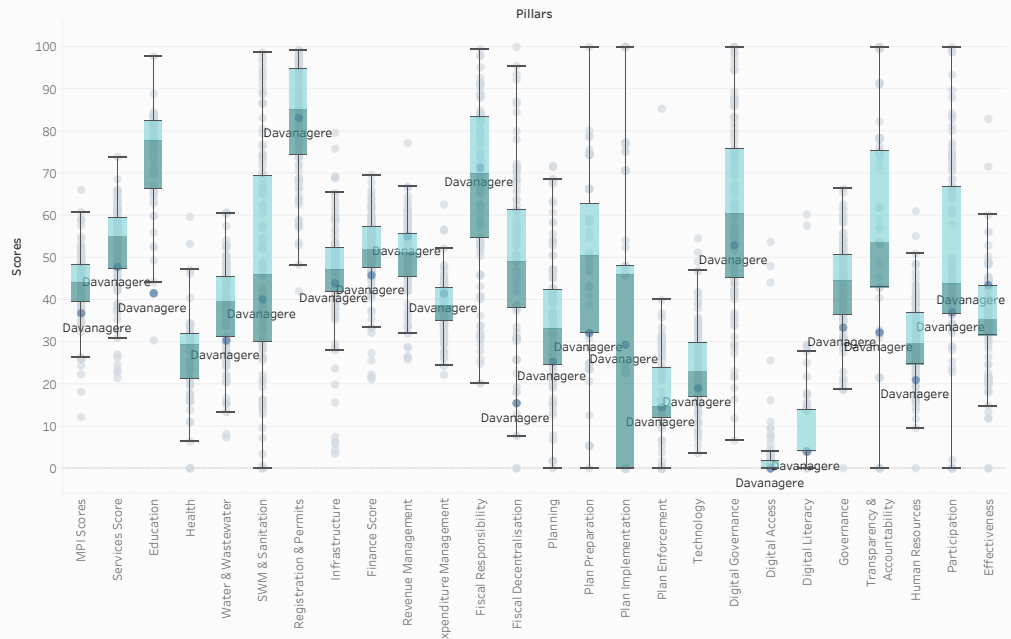


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

47

Score:  
36.74

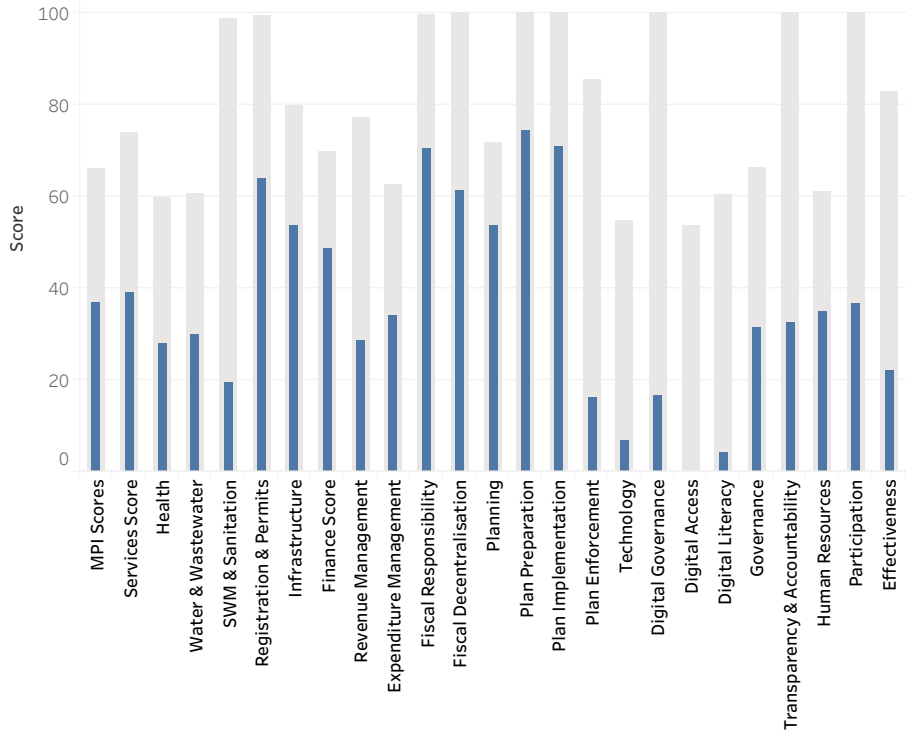
# Dehradun

Category: Less than Million

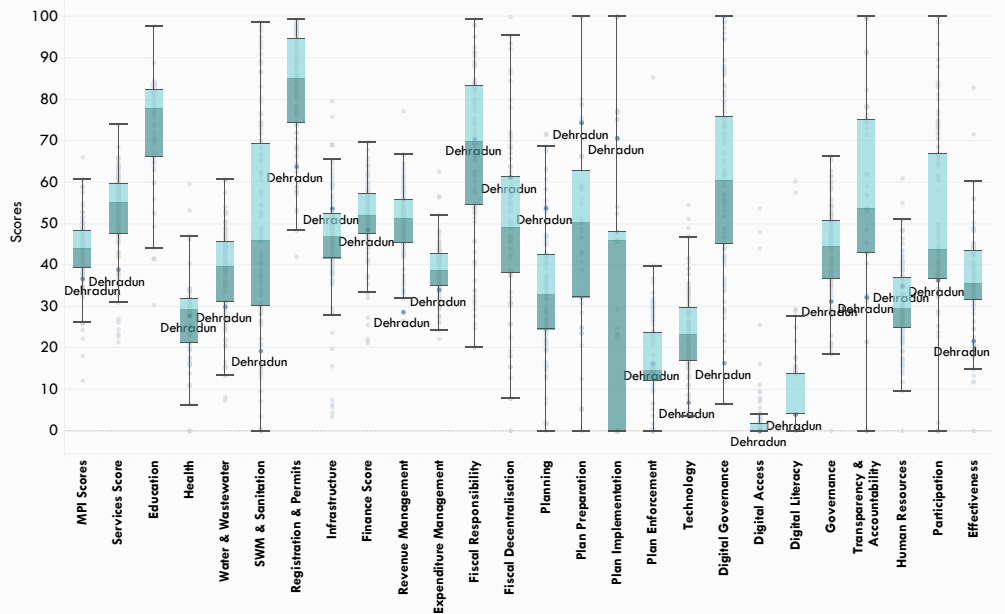


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

01

Score:  
52.92

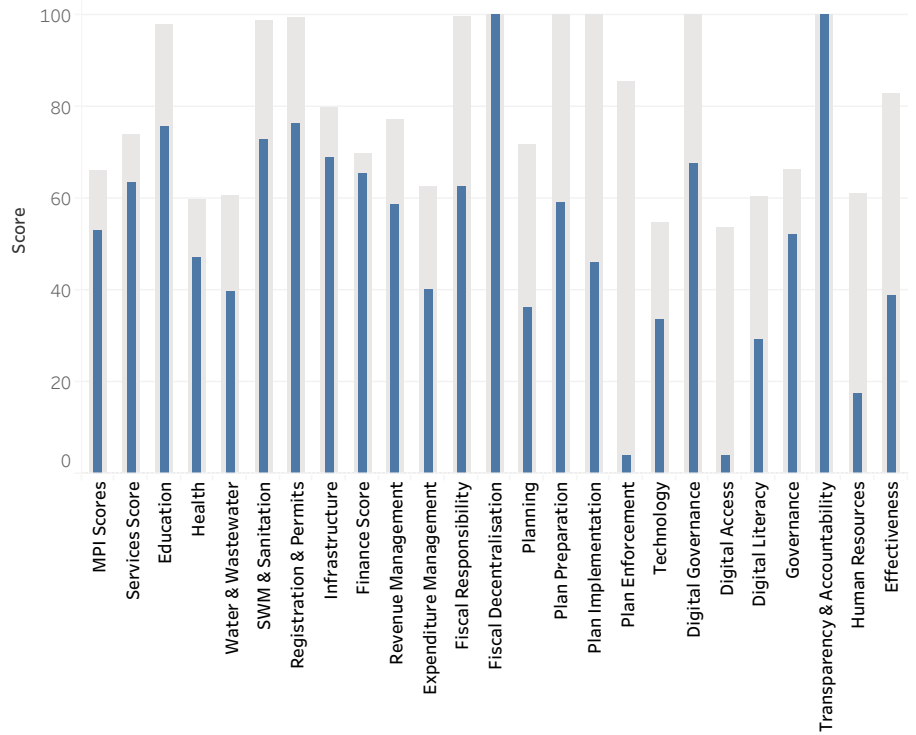
# New Delhi MC

Category: Less than Million

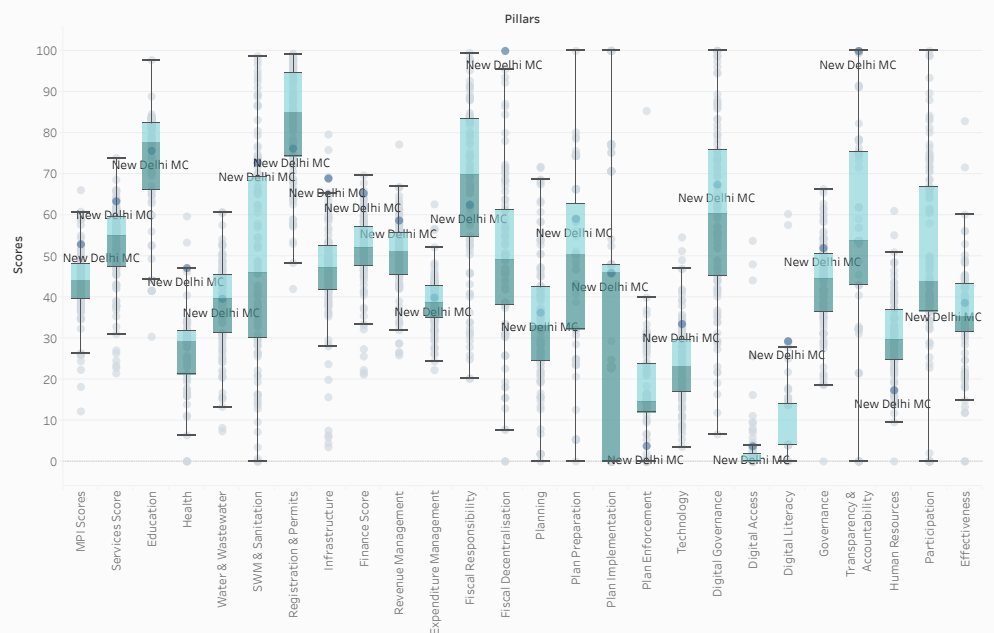


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

16

Score:  
45.68

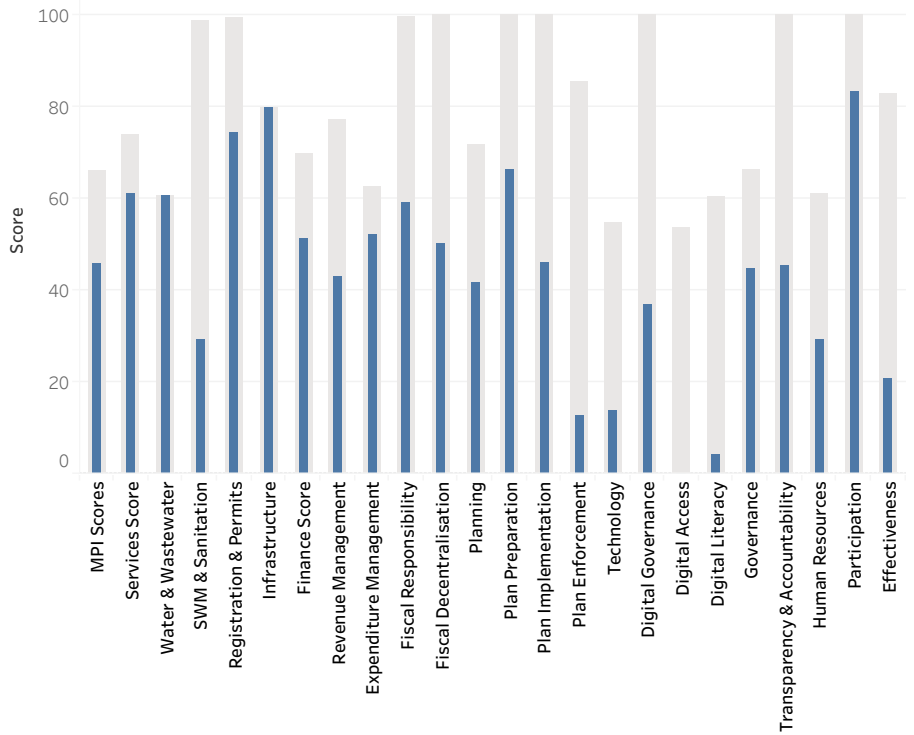
# Dharamshala

Category: Less than Million

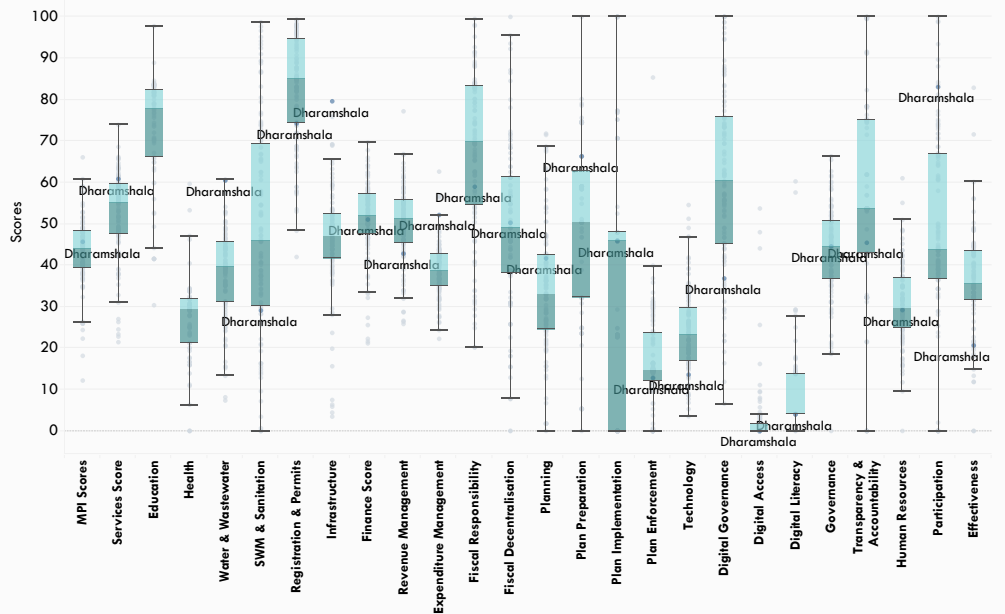


## Municipalities Scores and Best Score Comparison

Municipality Score Best Score



## Variation Across Cities



Rank

30

Score: 40.85

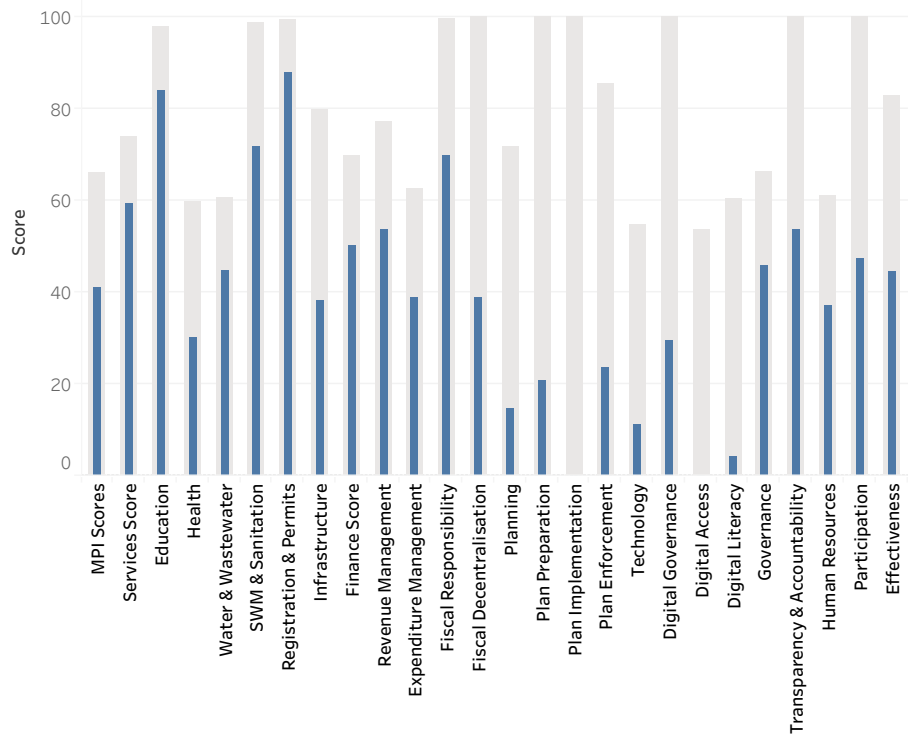
# Dindigul

Category: Less than Million

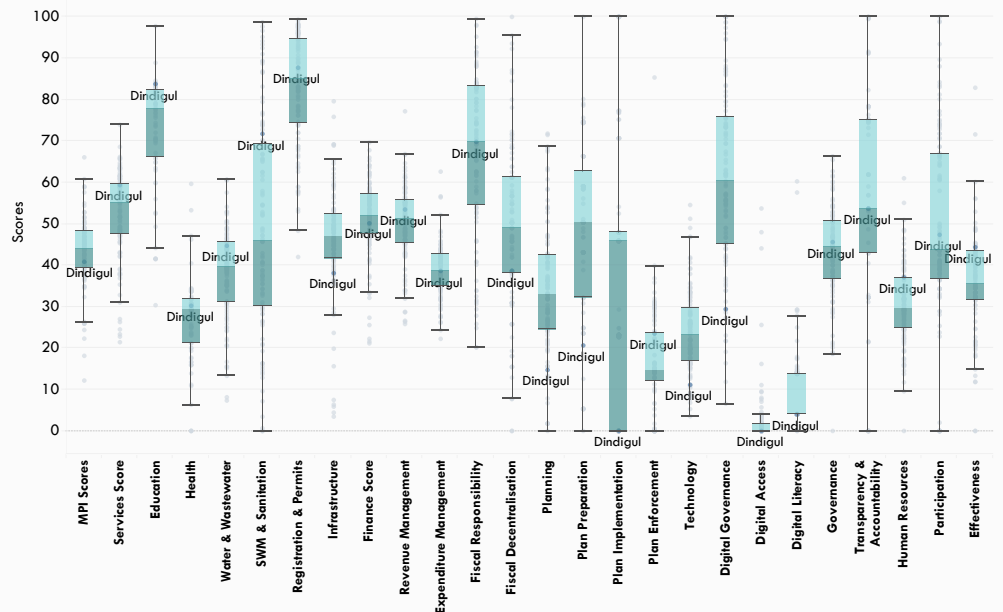


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

50

Score: 34.99

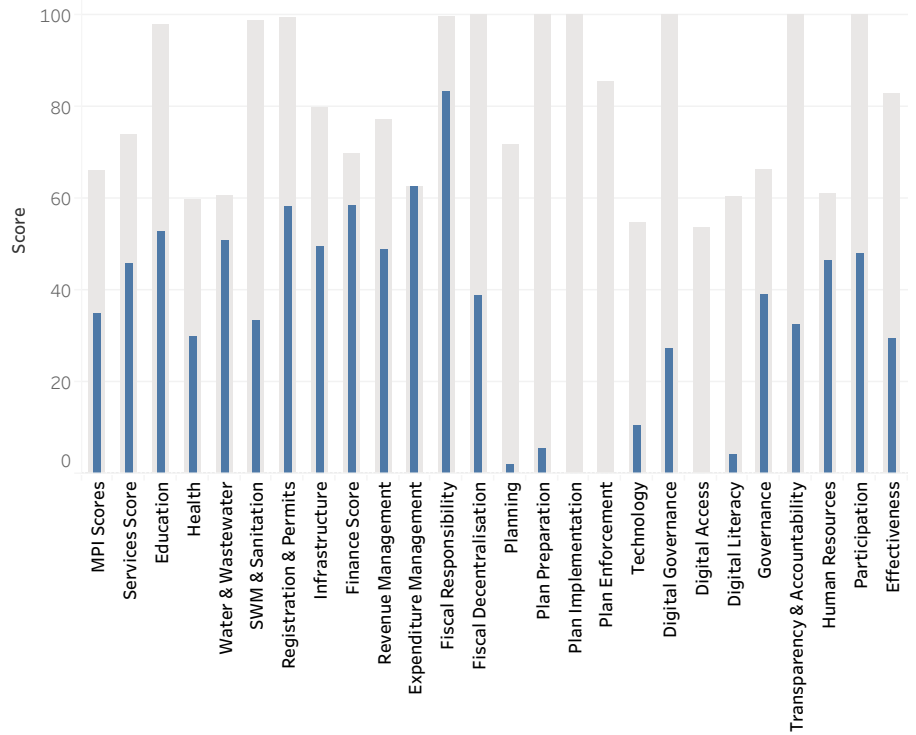
# Diu

Category: Less than Million

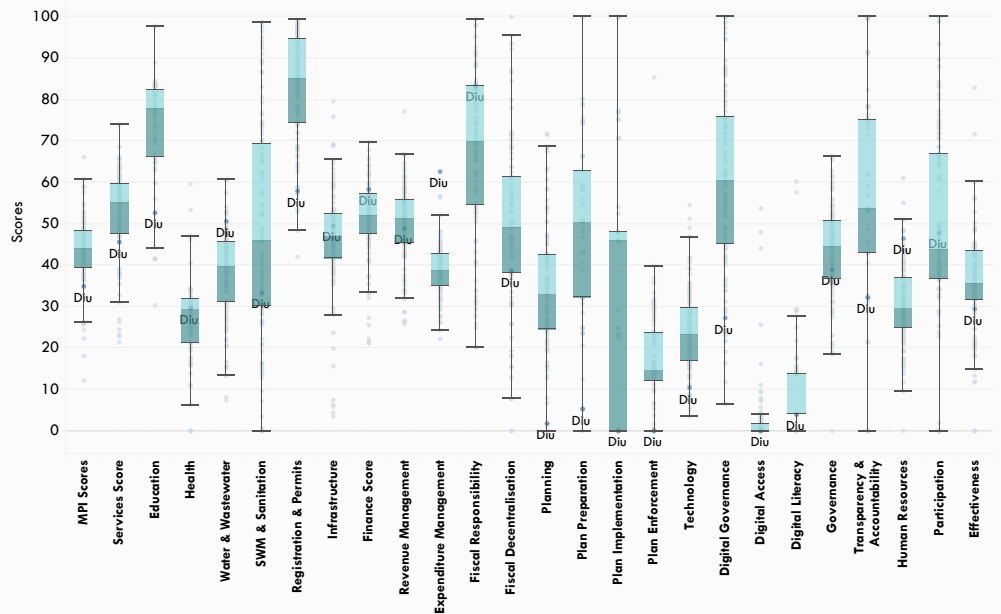


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities



Rank

13

Score:  
46.56

# Erode

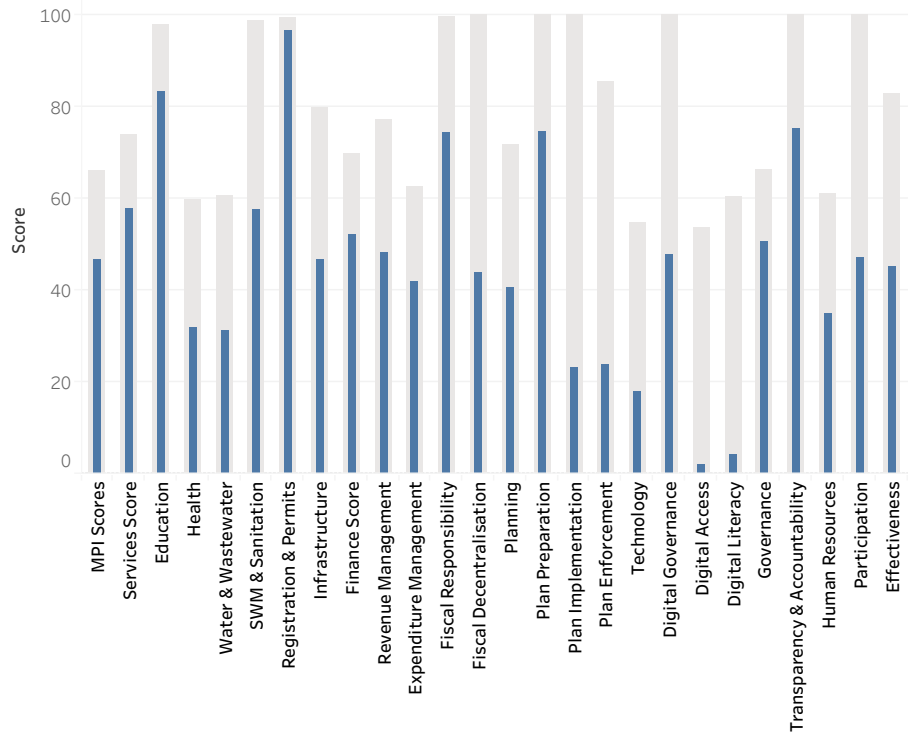
Category: Less than Million



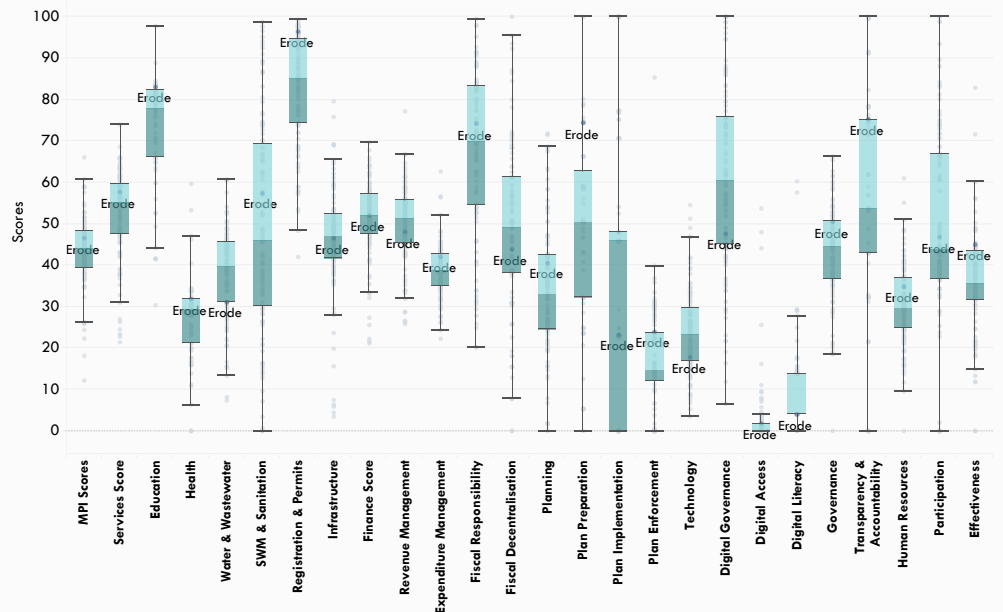
## Municipalities Scores and Best Score Comparison

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■ Municipality Score
 ■ Best Score



## Variation Across Cities





Rank

03

Score:  
51.59

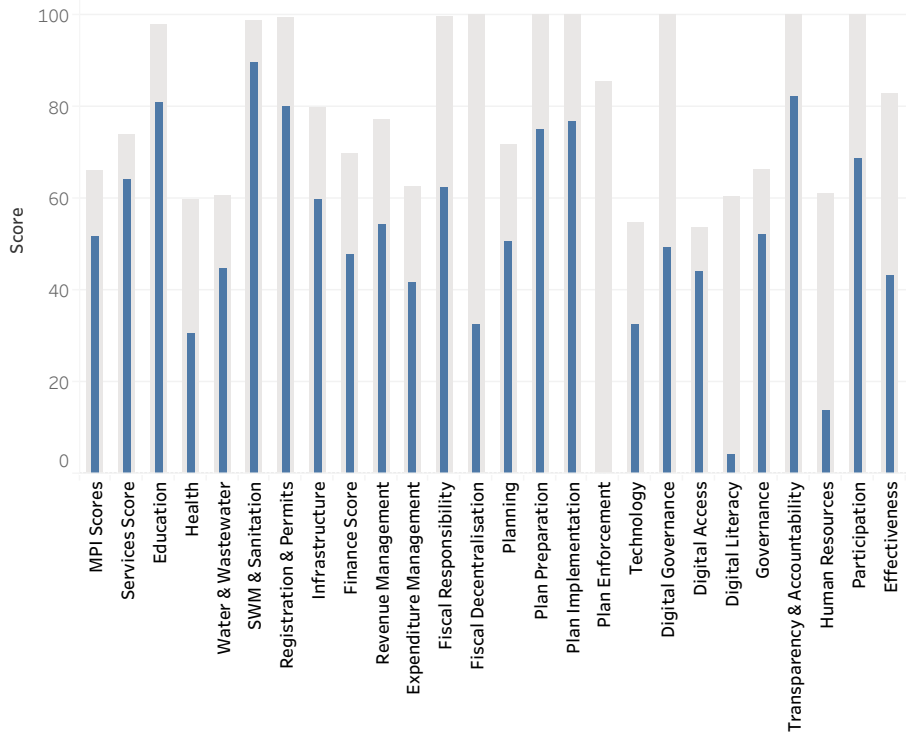
# Gandhinagar

Category: Less than Million

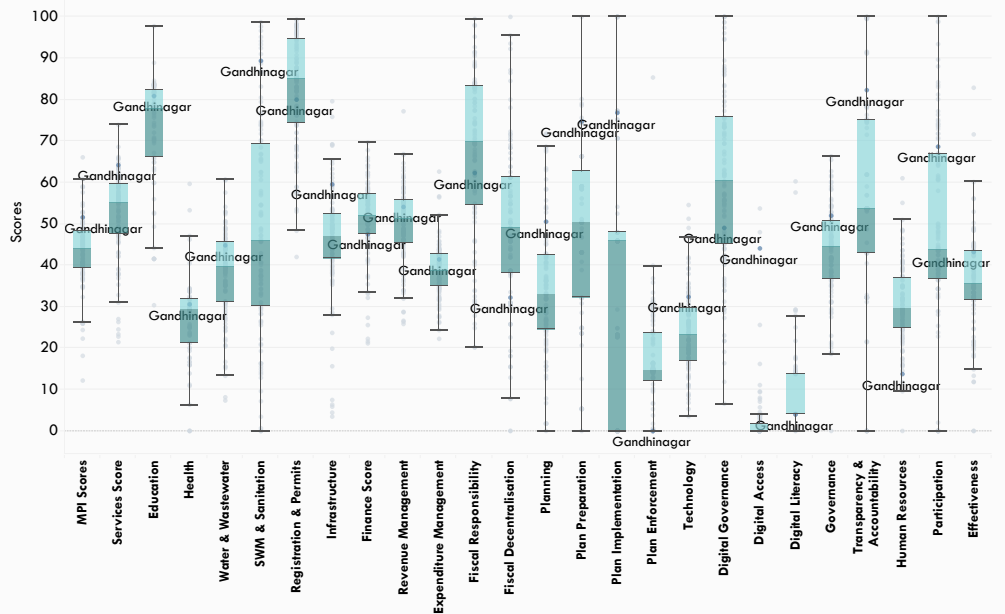


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

55

Score:  
26.29

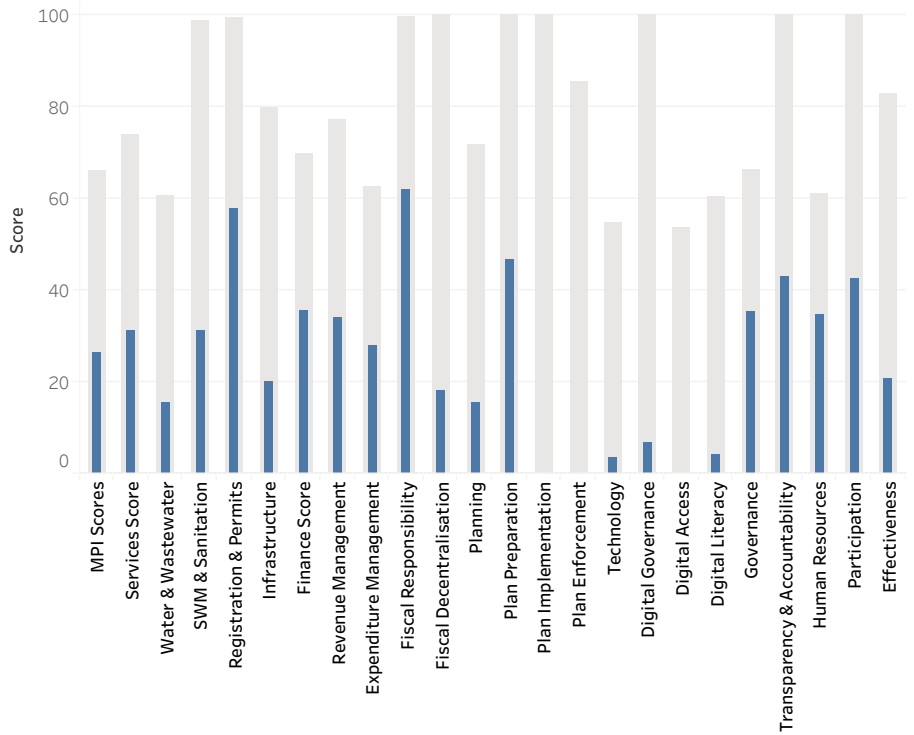
# Gangtok

Category: Less than Million

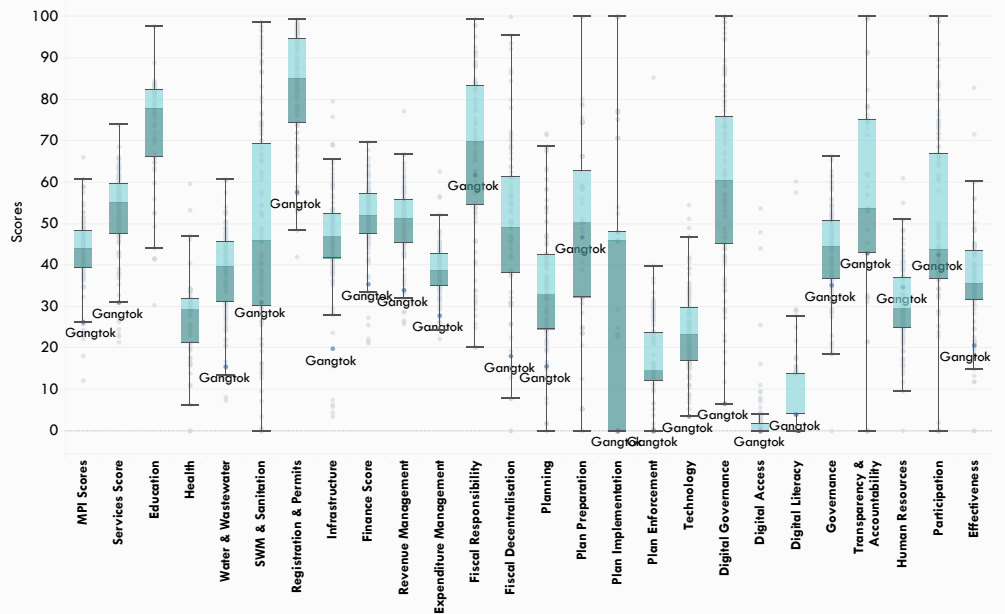


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

15

Score:  
45.84

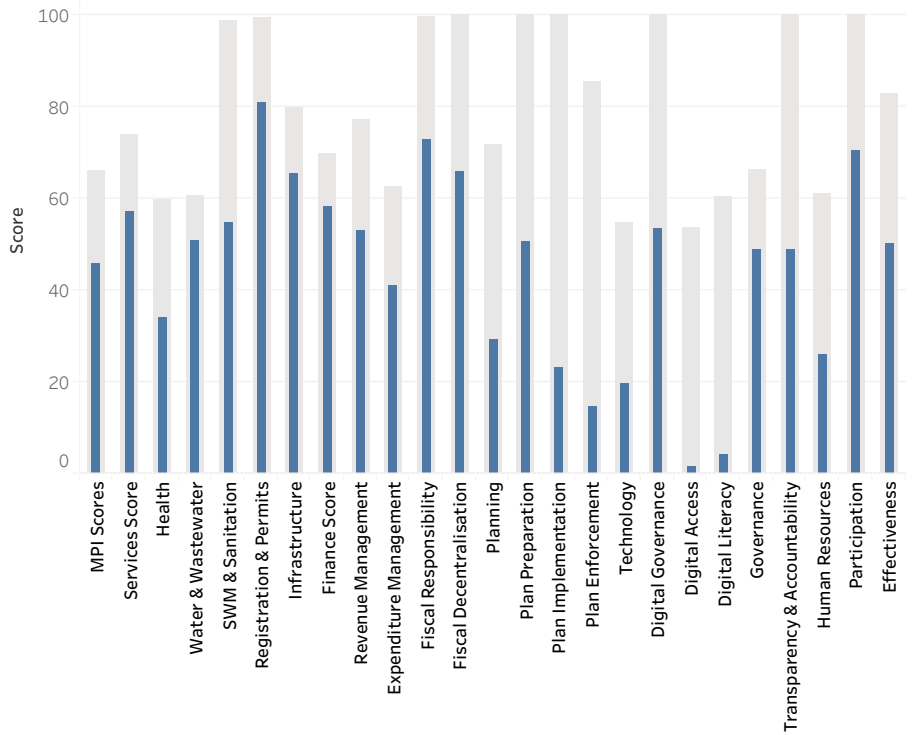
# Gurugram

Category: Less than Million

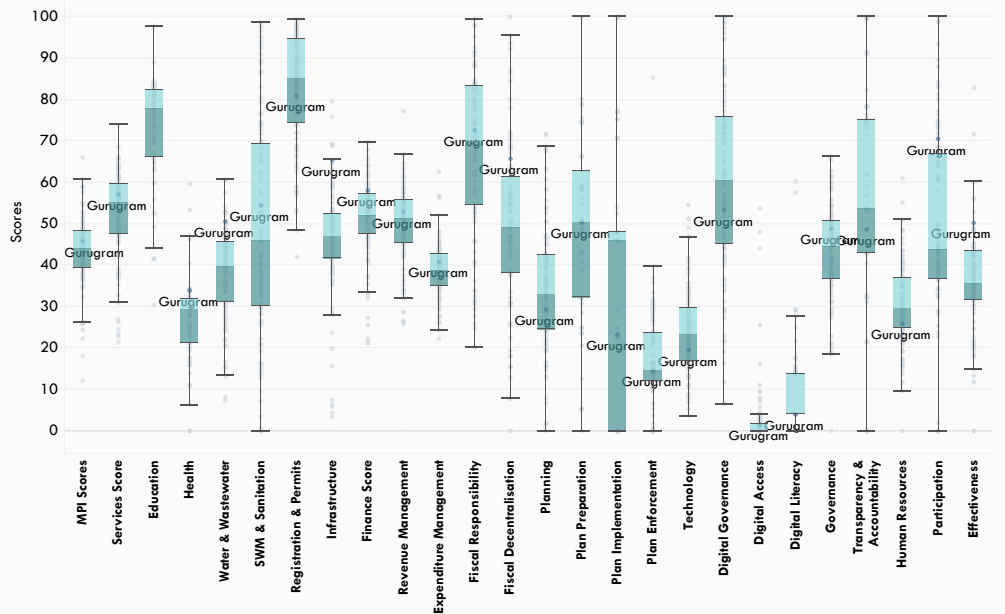


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

59

Score:  
22.30

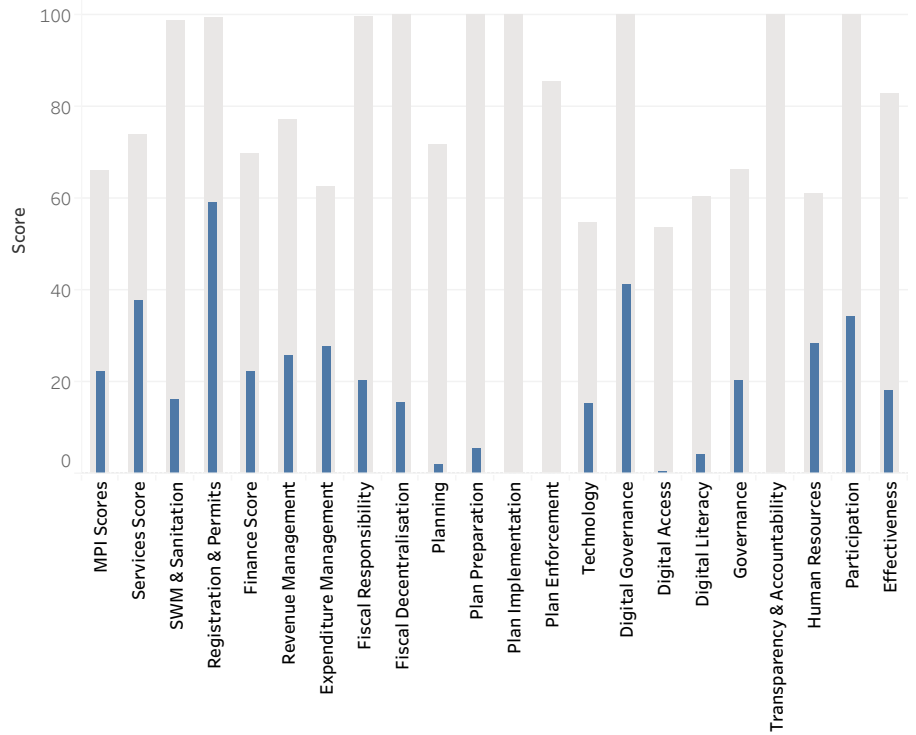
# Imphal

Category: Less than Million

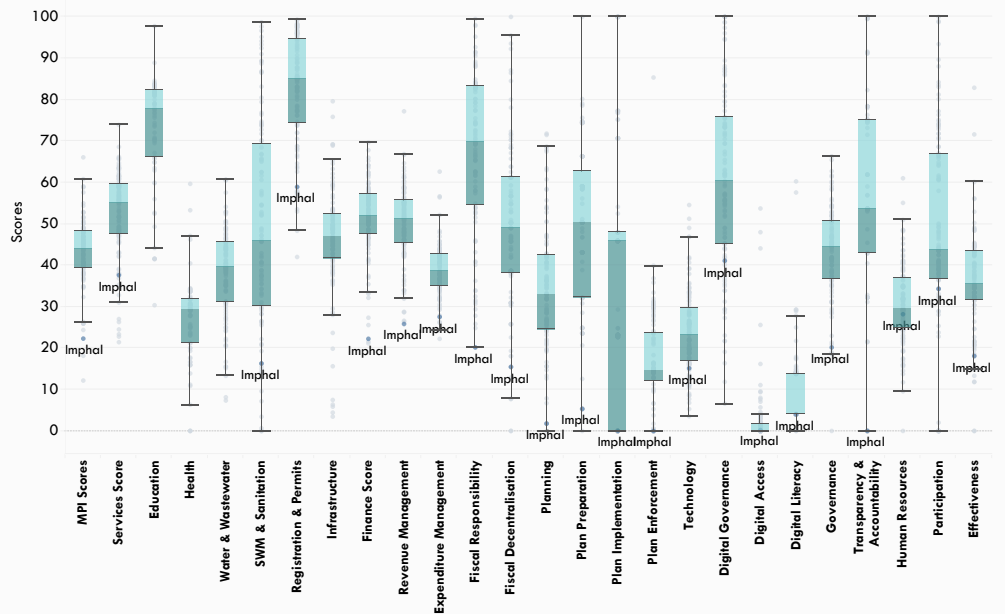


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

56

Score: 26.28

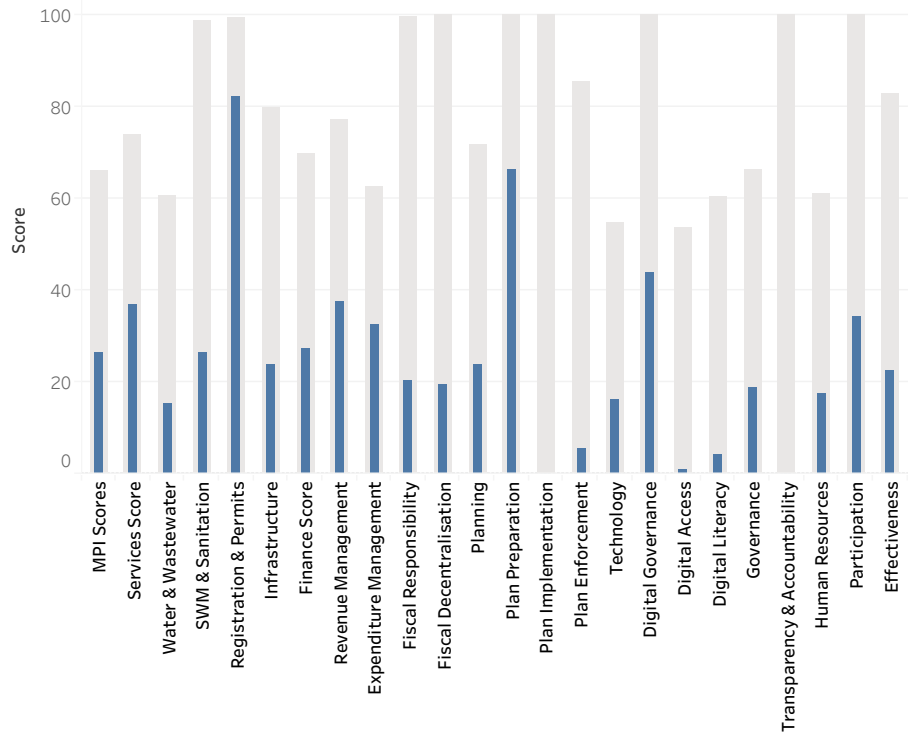
# Itanagar

Category: Less than Million

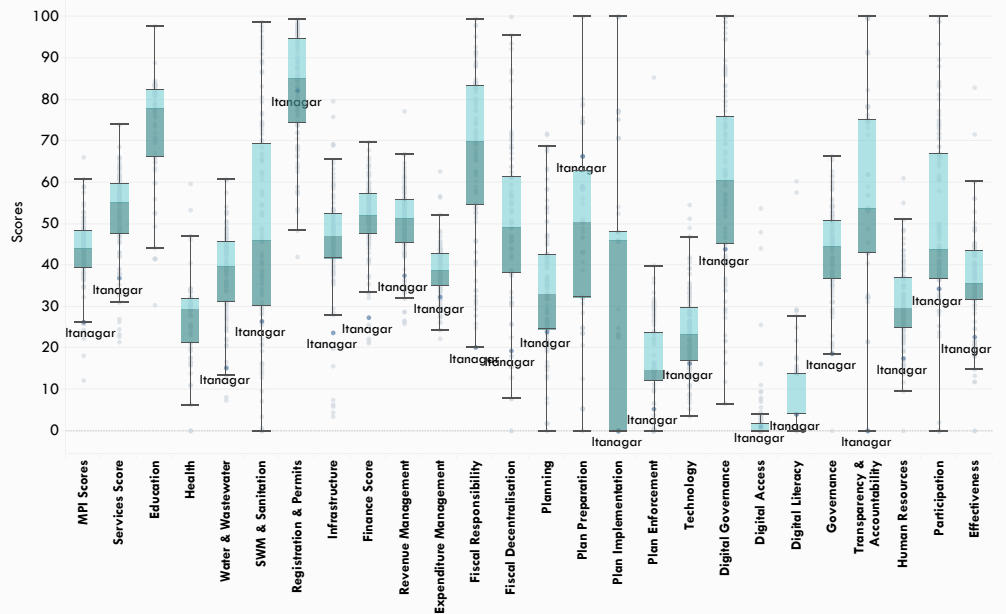


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

39

Score:  
38.88

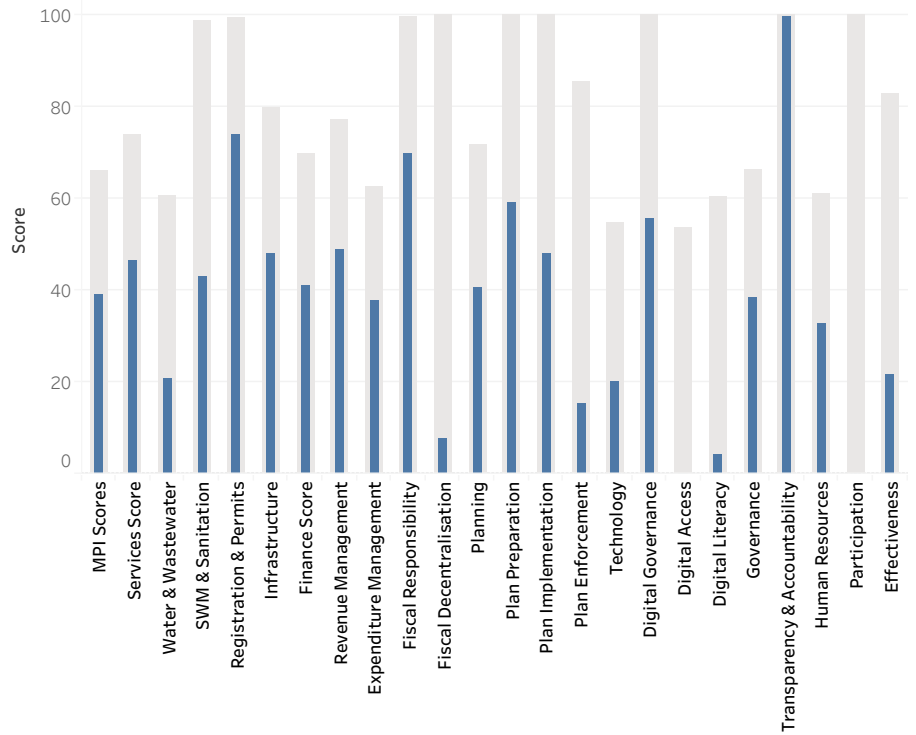
# Jalandhar

Category: Less than Million

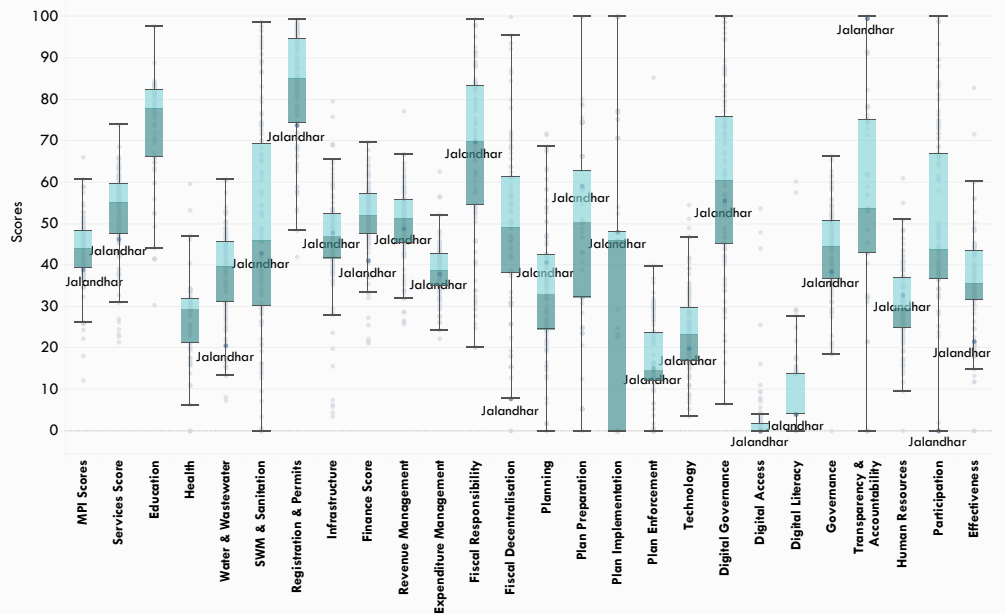


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

52

Score: 34.77

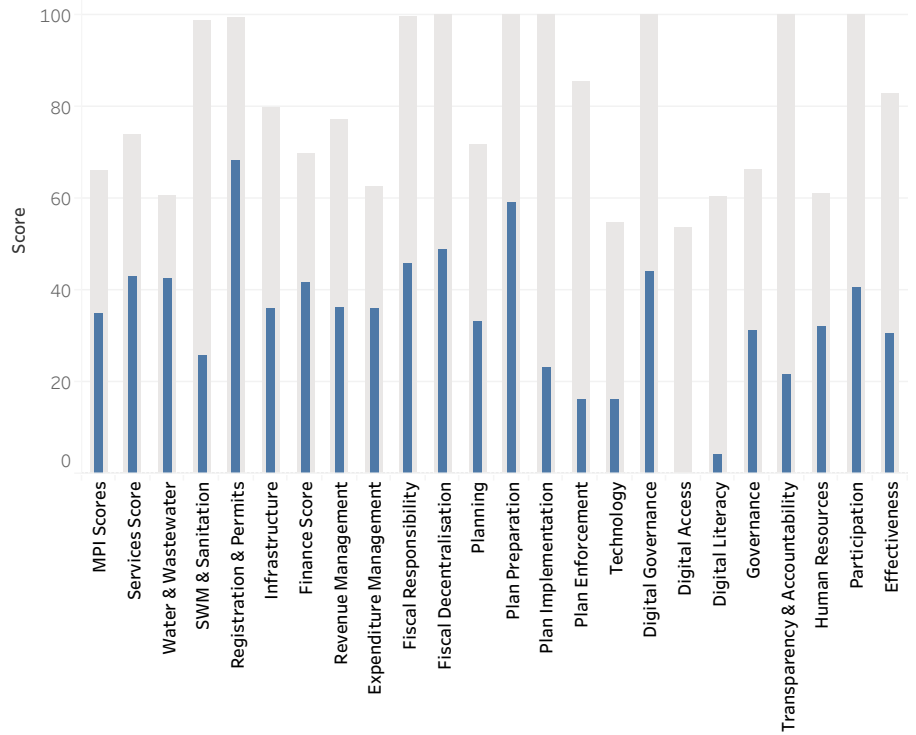
# Jammu

Category: Less than Million

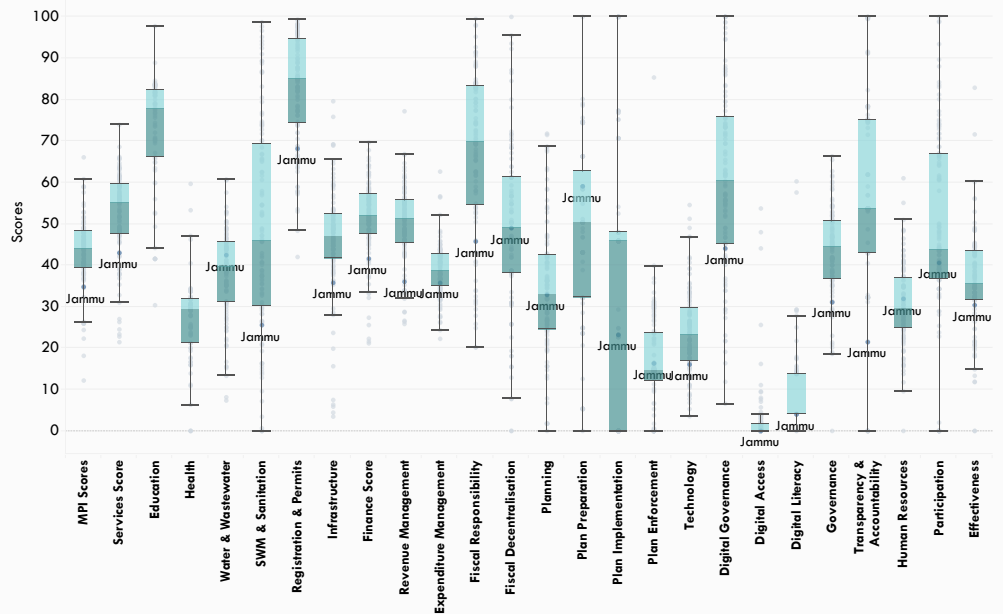


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

09

Score:  
47.04

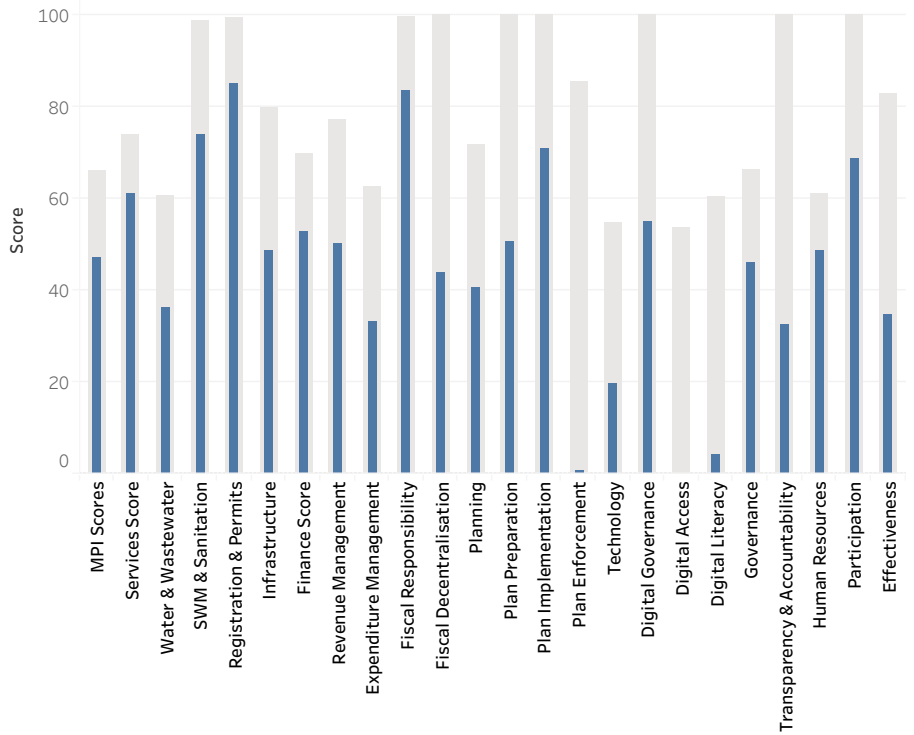
# Jhansi

Category: Less than Million

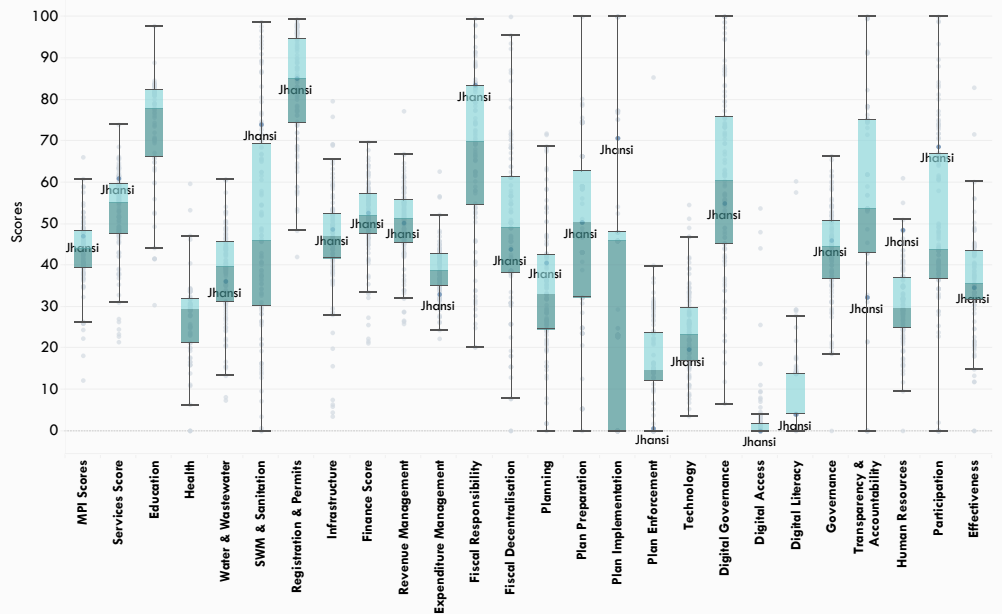


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

11

Score:  
46.85

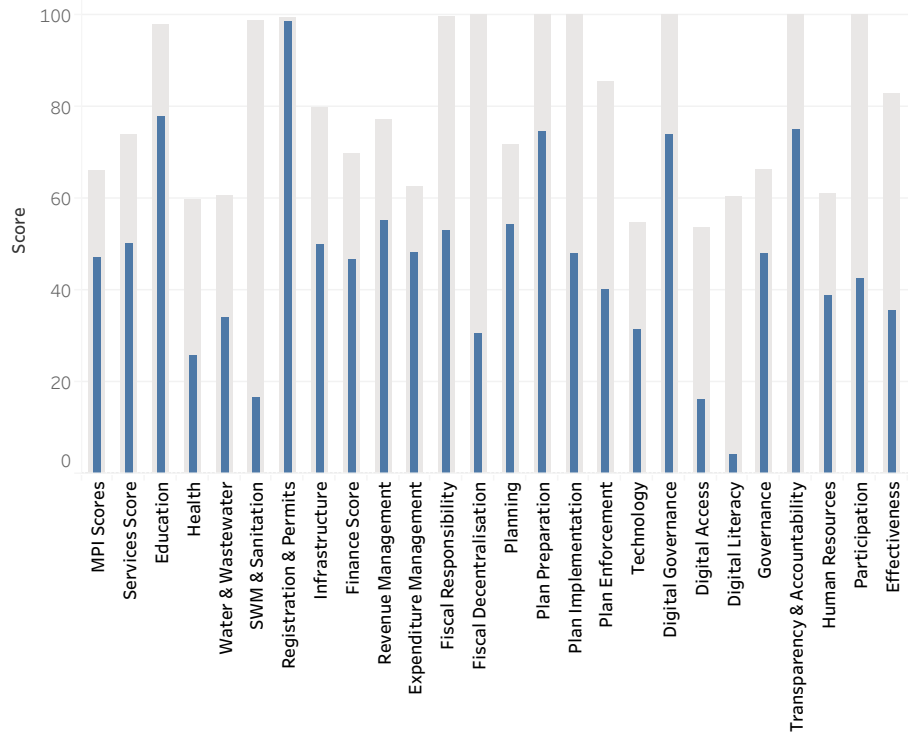
# Kakinada

Category: Less than Million

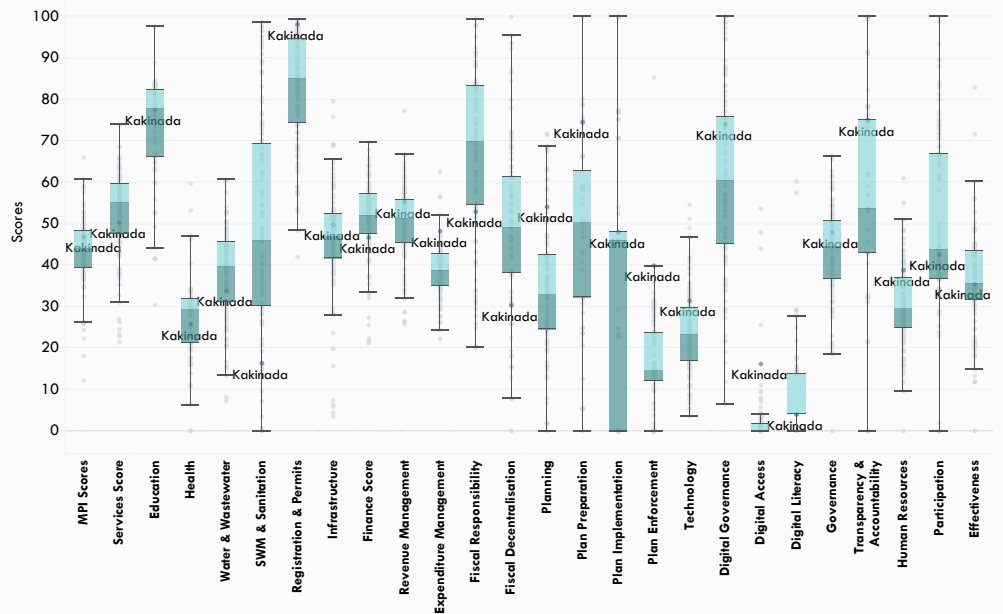


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

21

Score:  
44.47

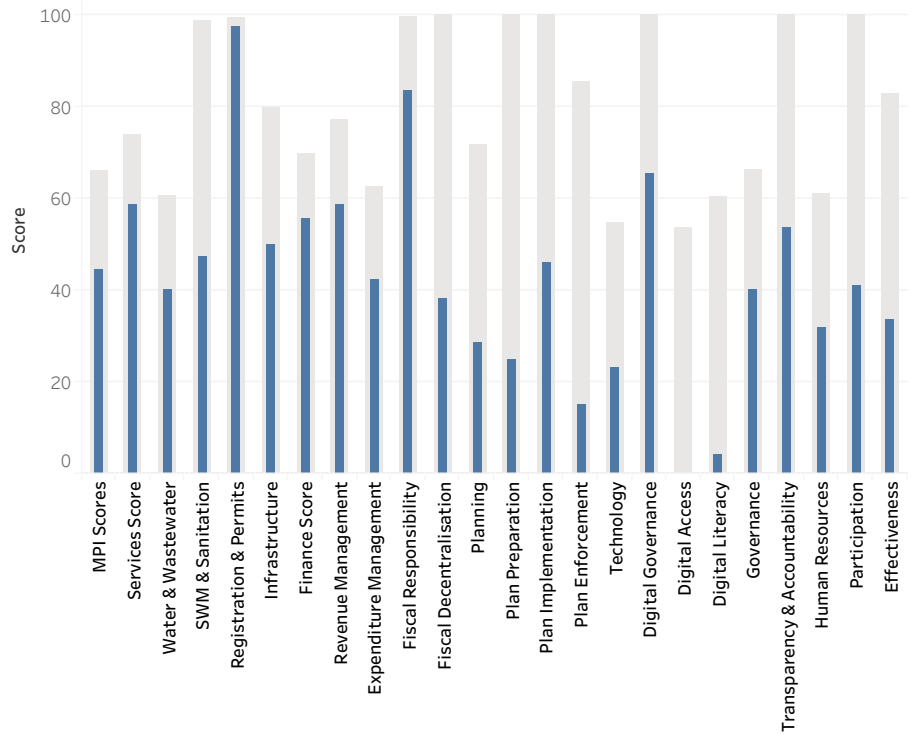
# Karimnagar

Category: Less than Million

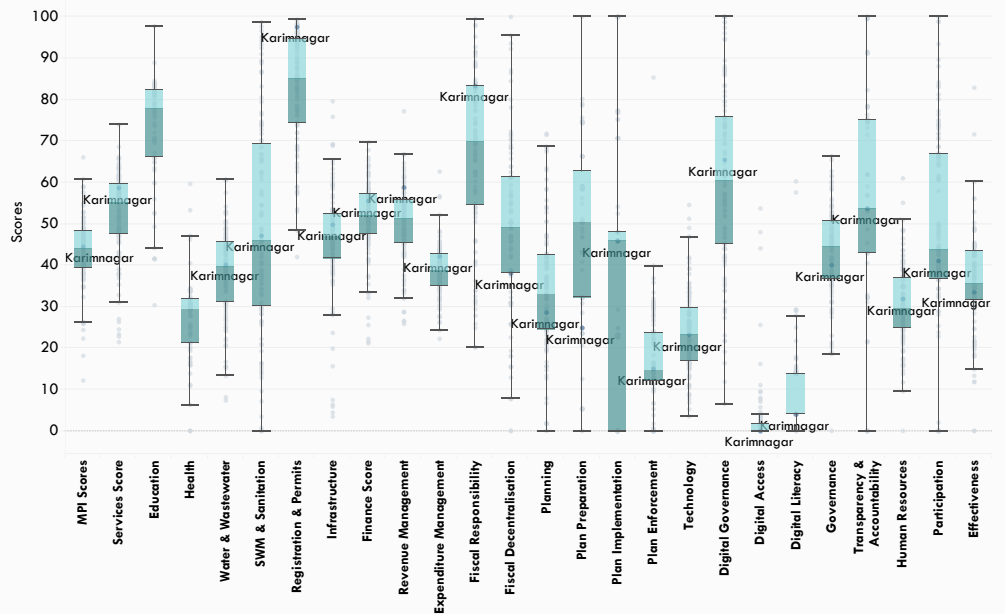


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

04

Score: 51.39

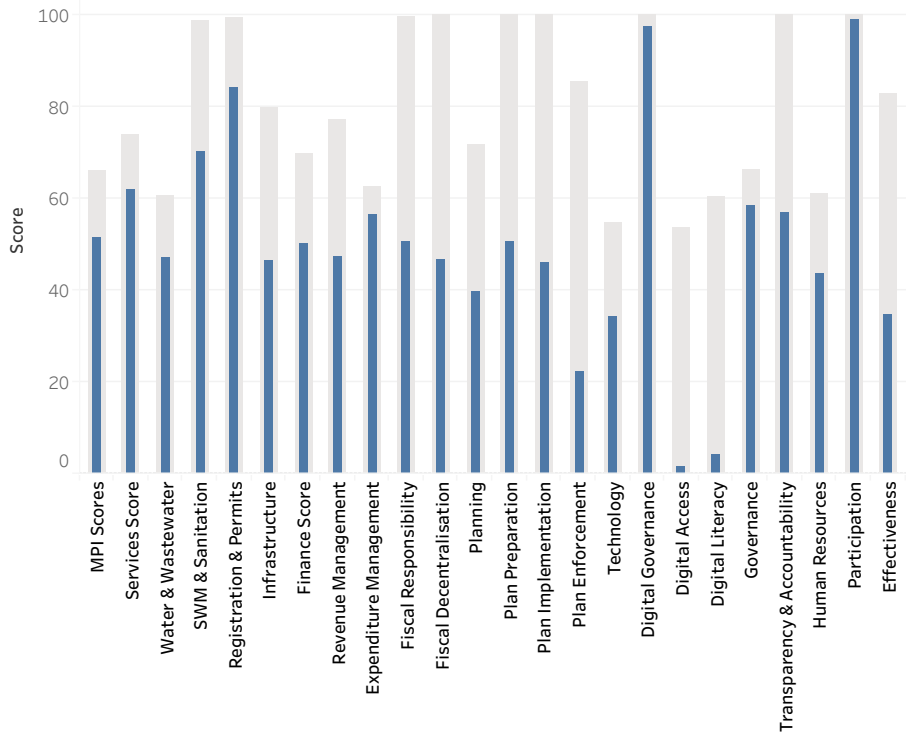
# Karnal

Category: Less than Million

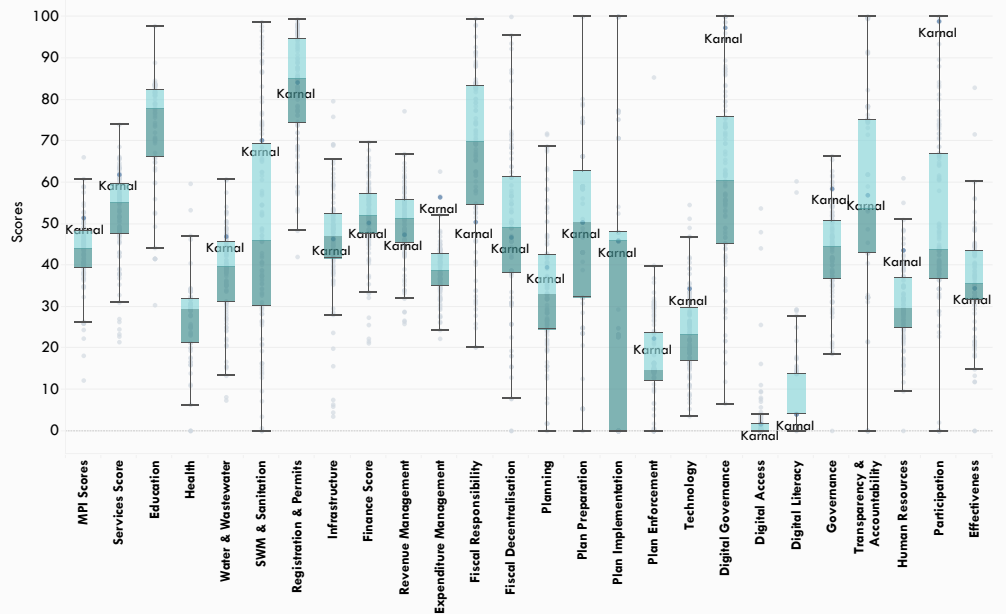


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

12

Score:  
46.85

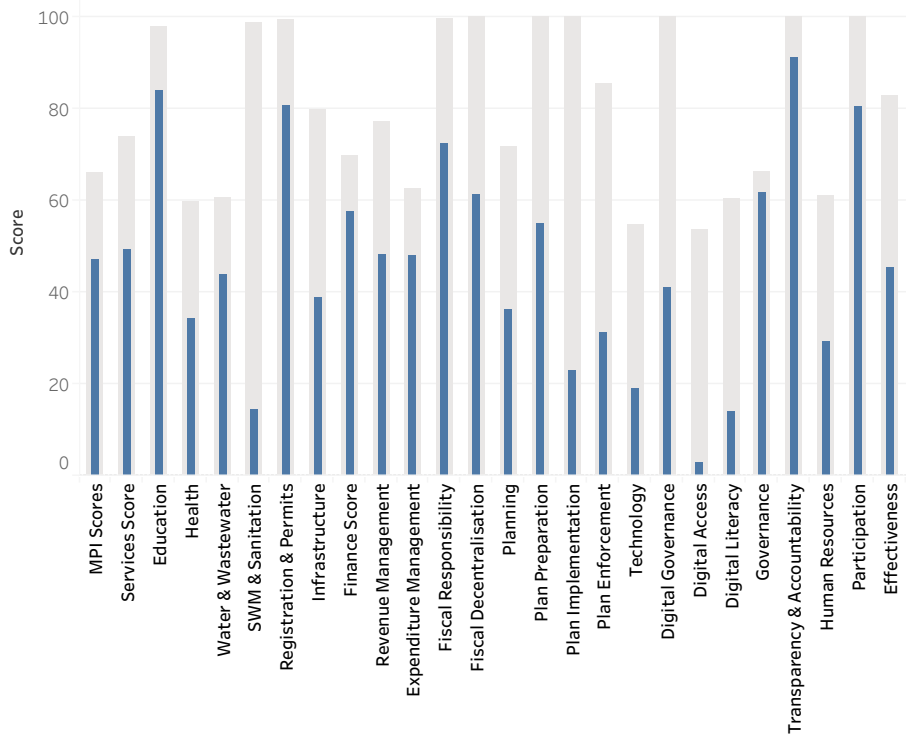
# Kochi

Category: Less than Million

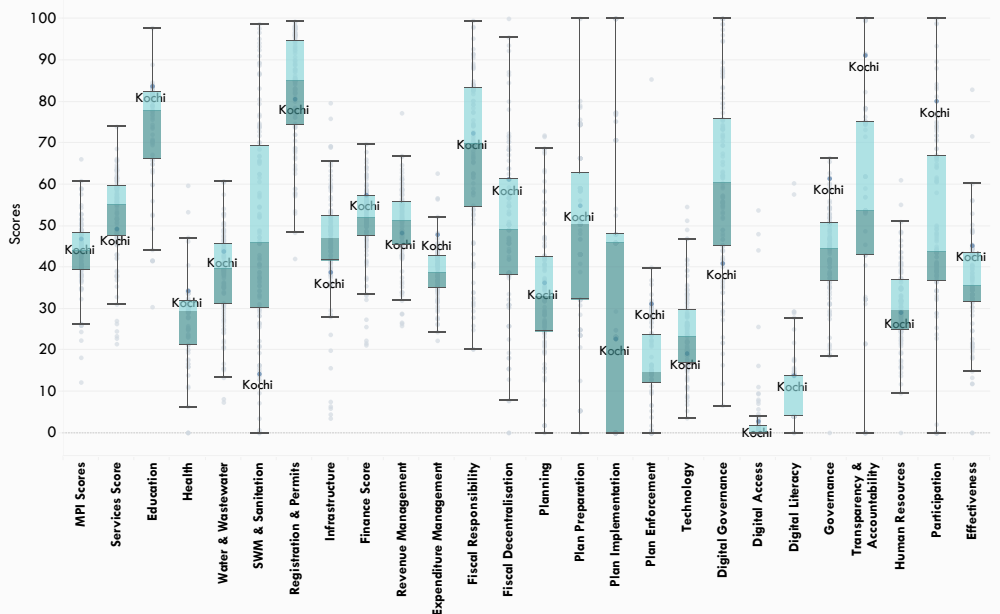


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

58

Score: 24.38

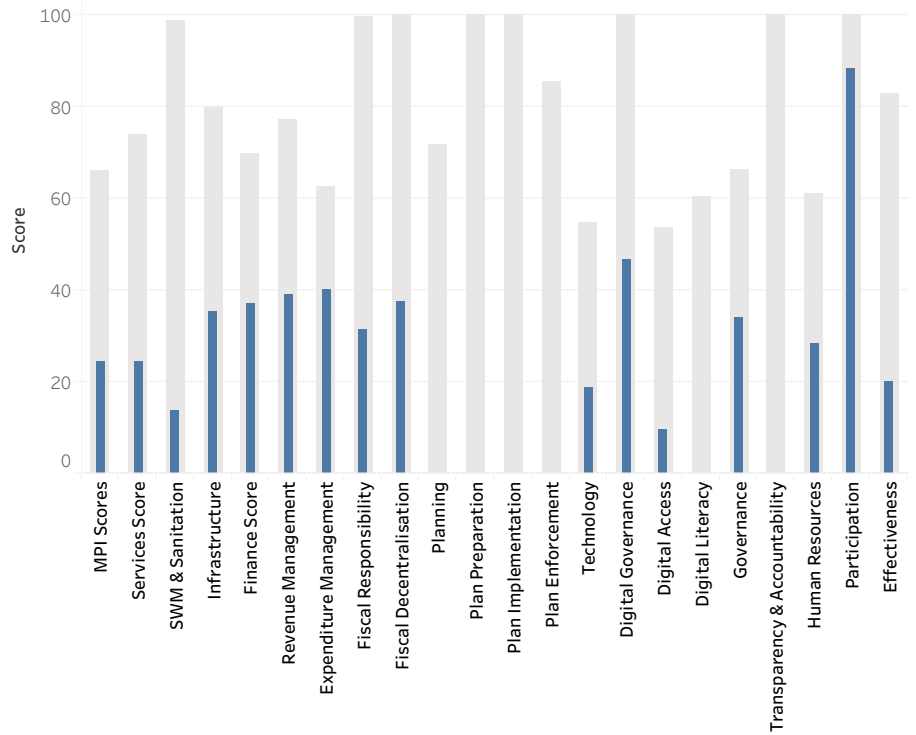
# Kohima

Category: Less than Million

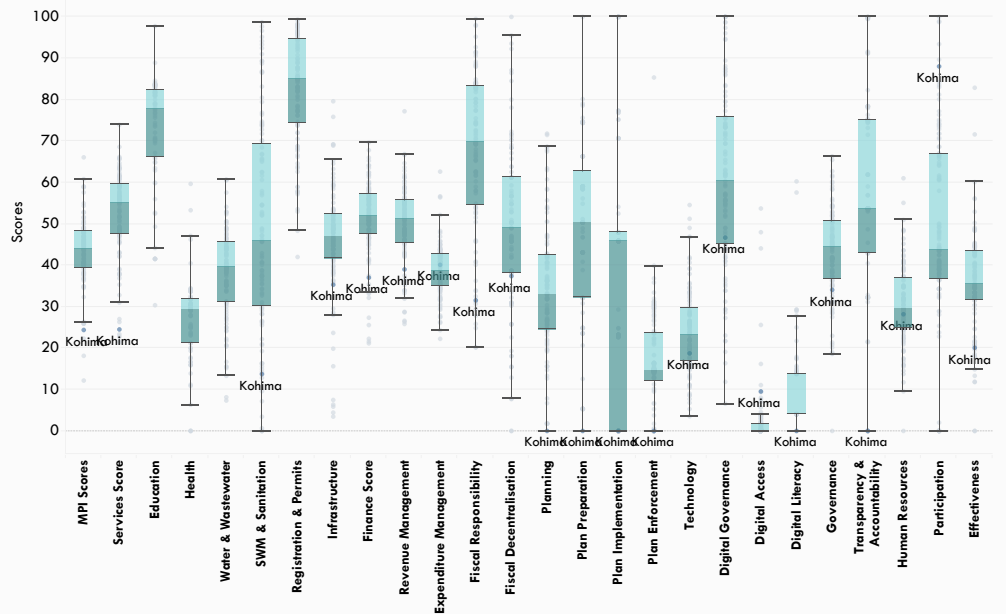


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

42

Score:  
38.16

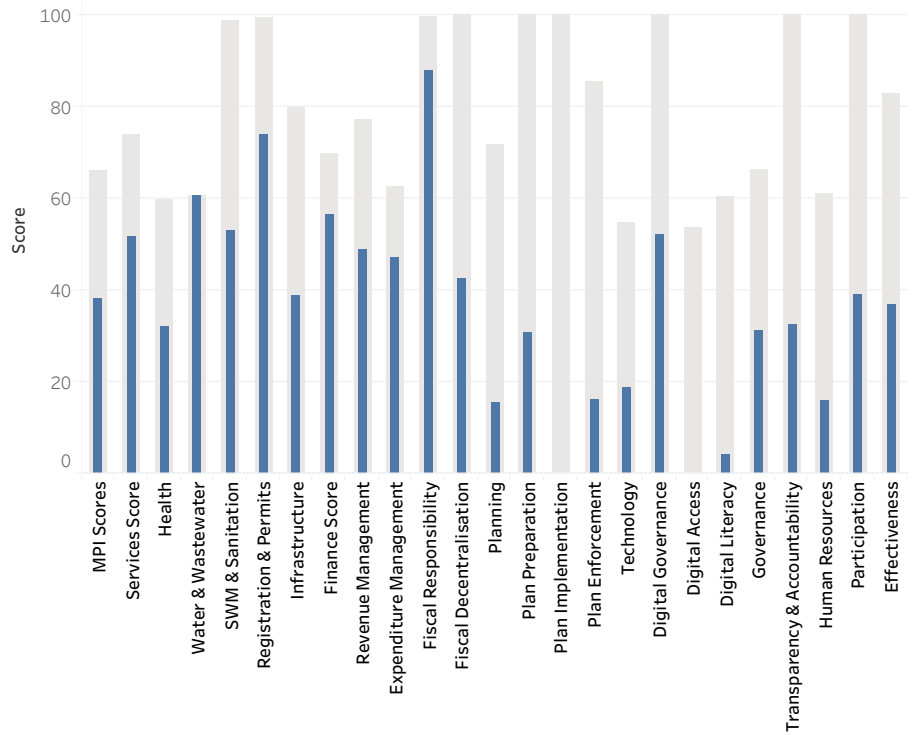
# Mangalore

Category: Less than Million

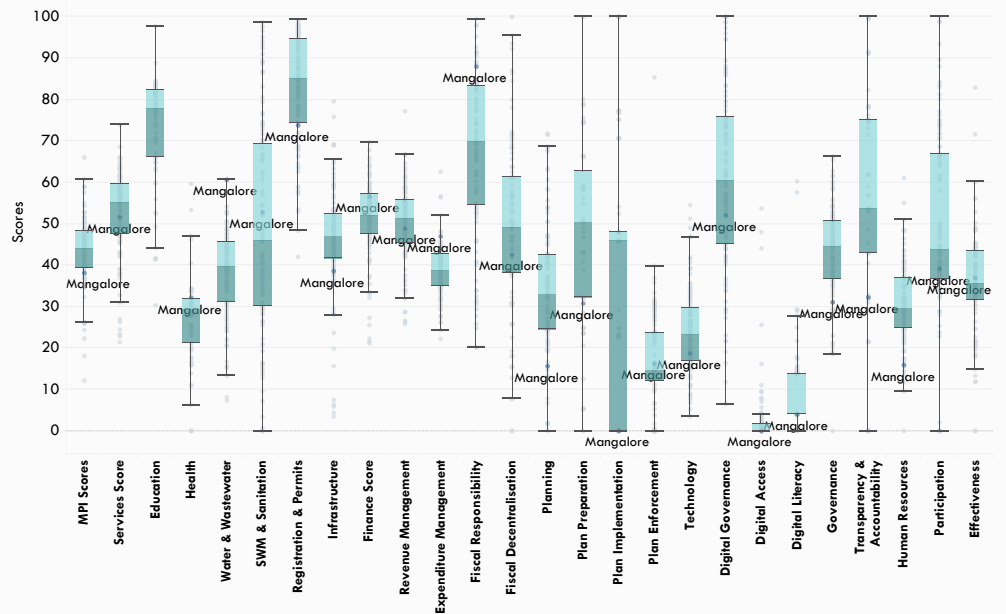


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

31

Score:  
40.74

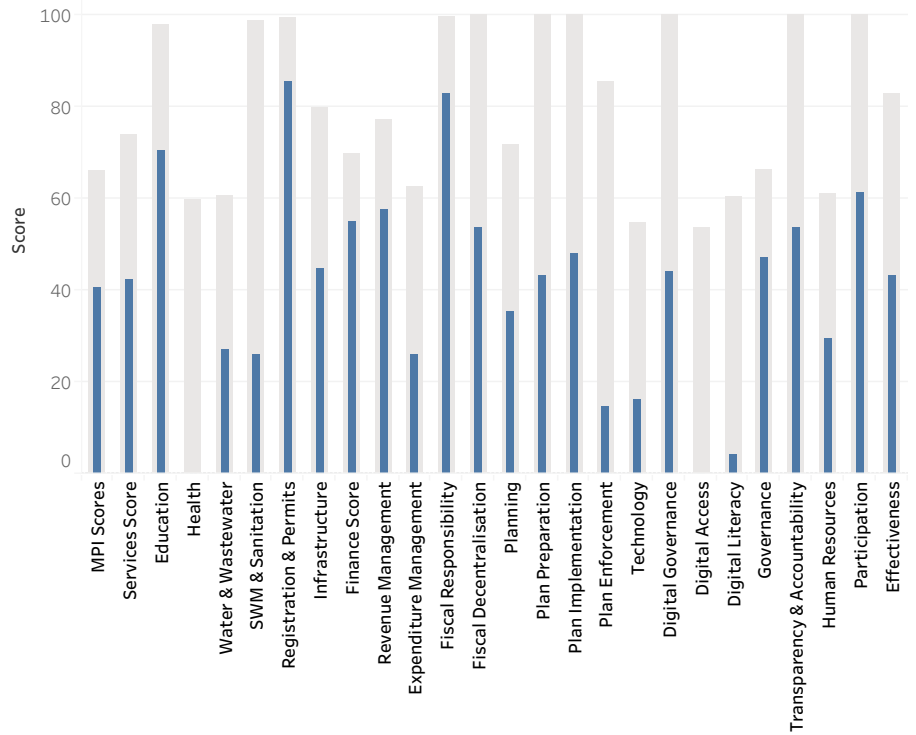
# Moradabad

Category: Less than Million

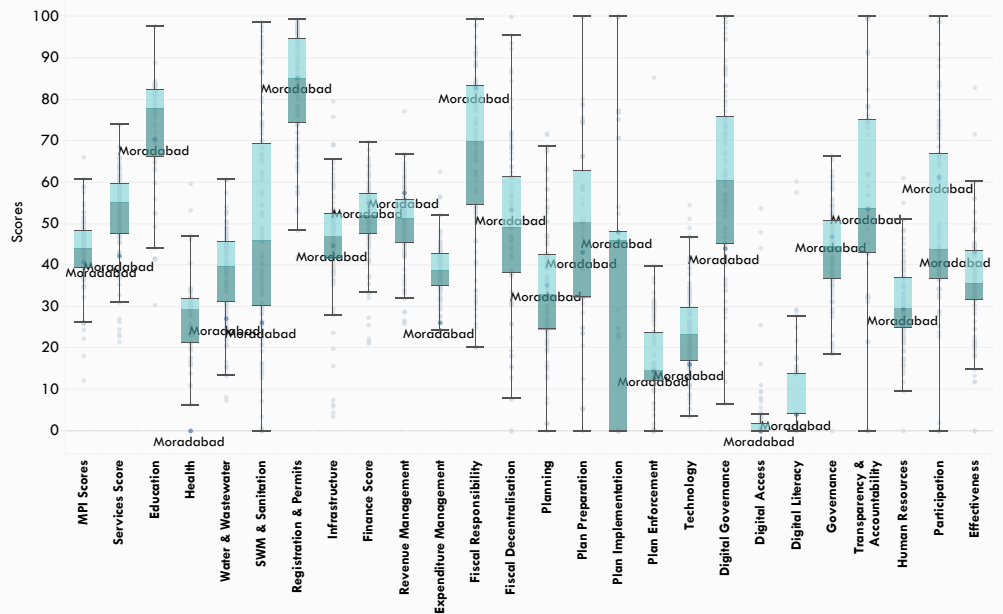


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

43

Score: 37.83

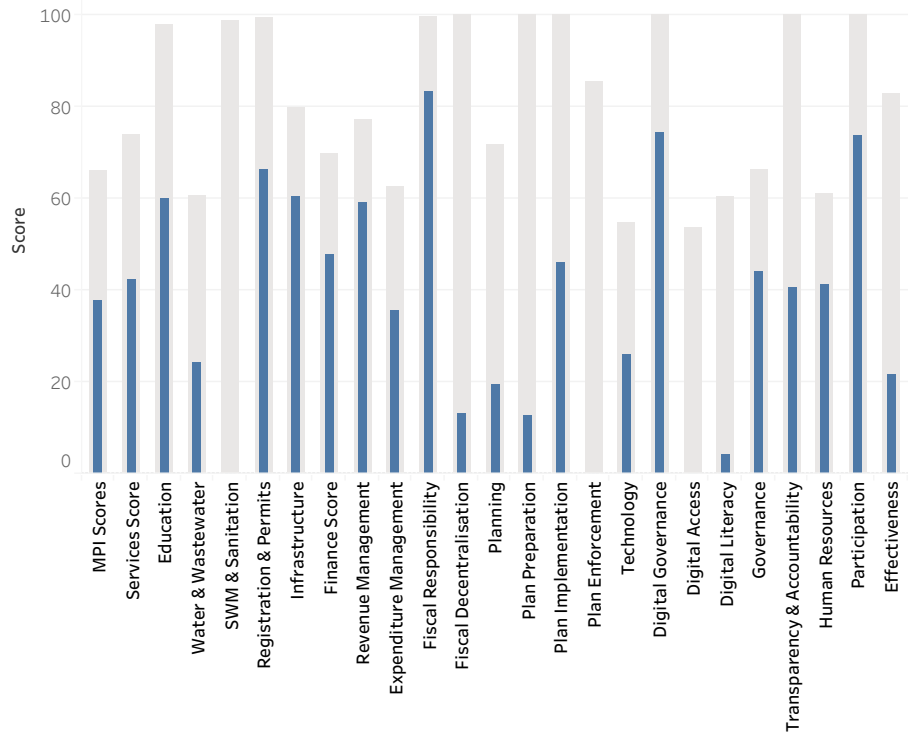
# Muzaffarpur

Category: Less than Million

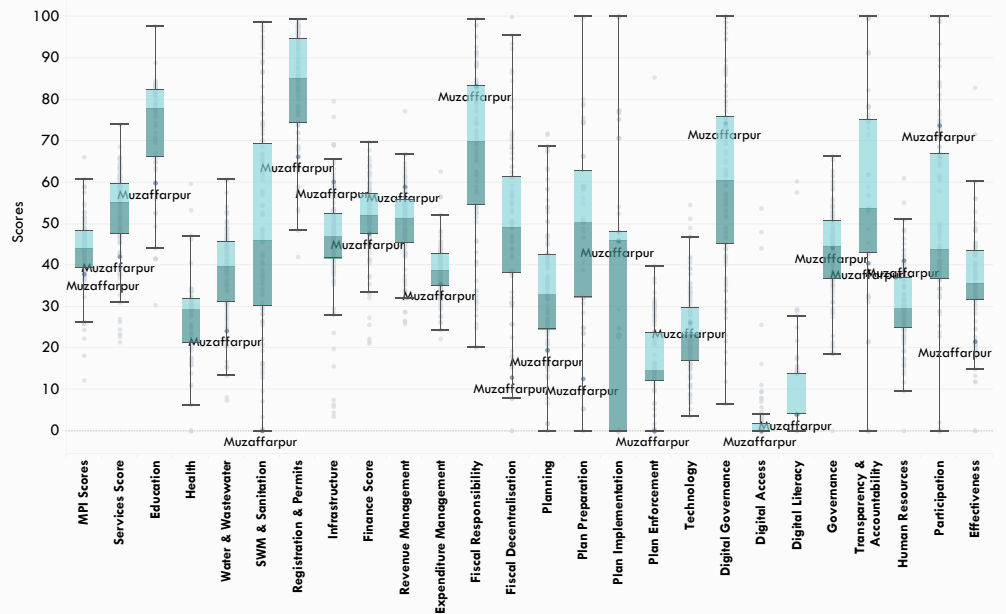


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

28

Score:  
42.22

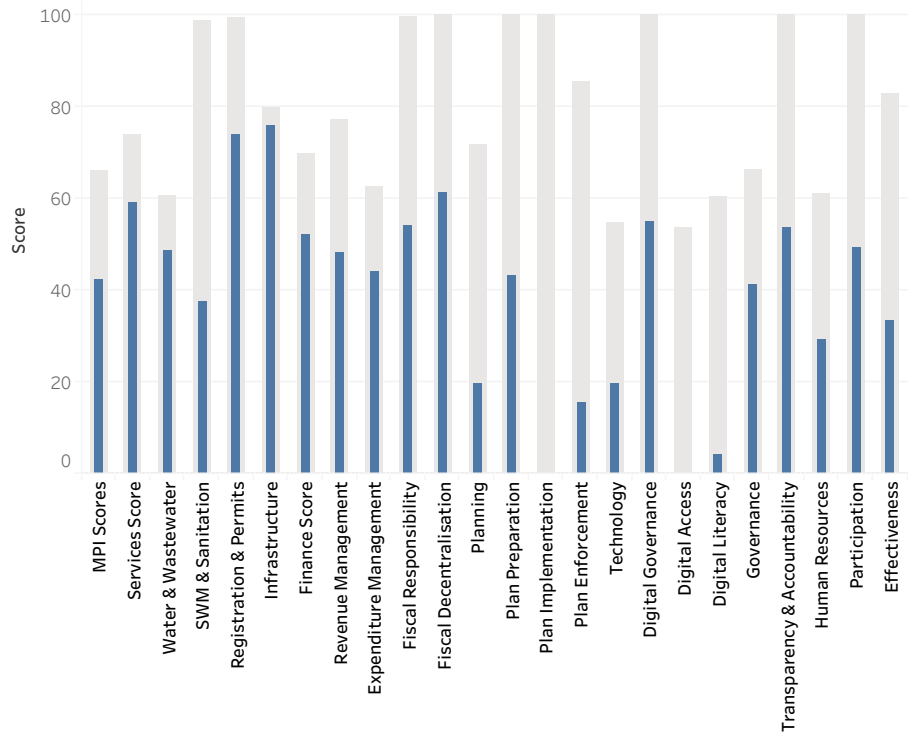
# Panaji

Category: Less than Million

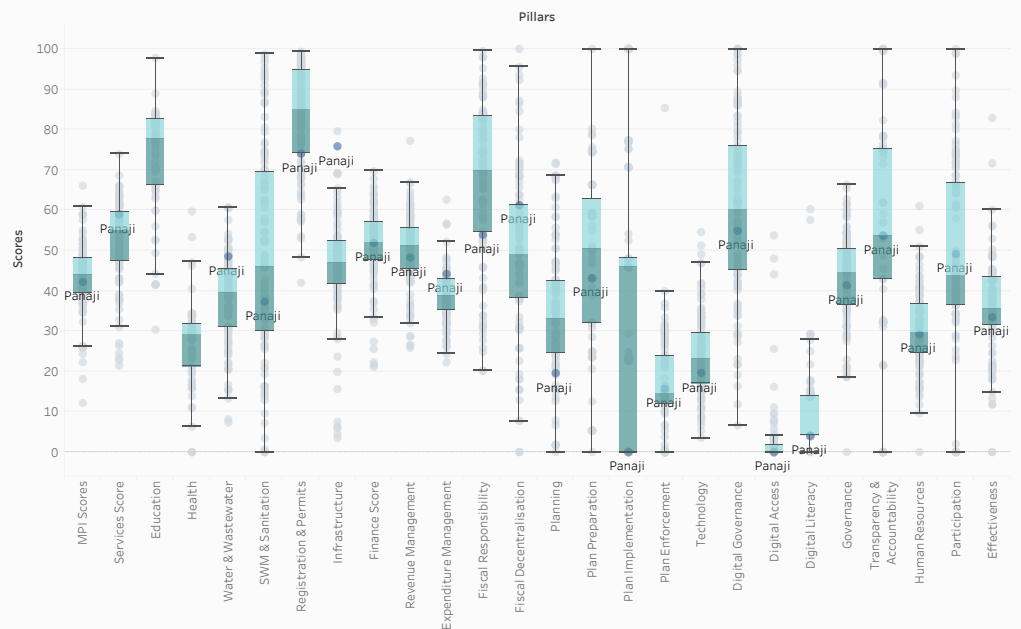


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

57

Score: 25.95

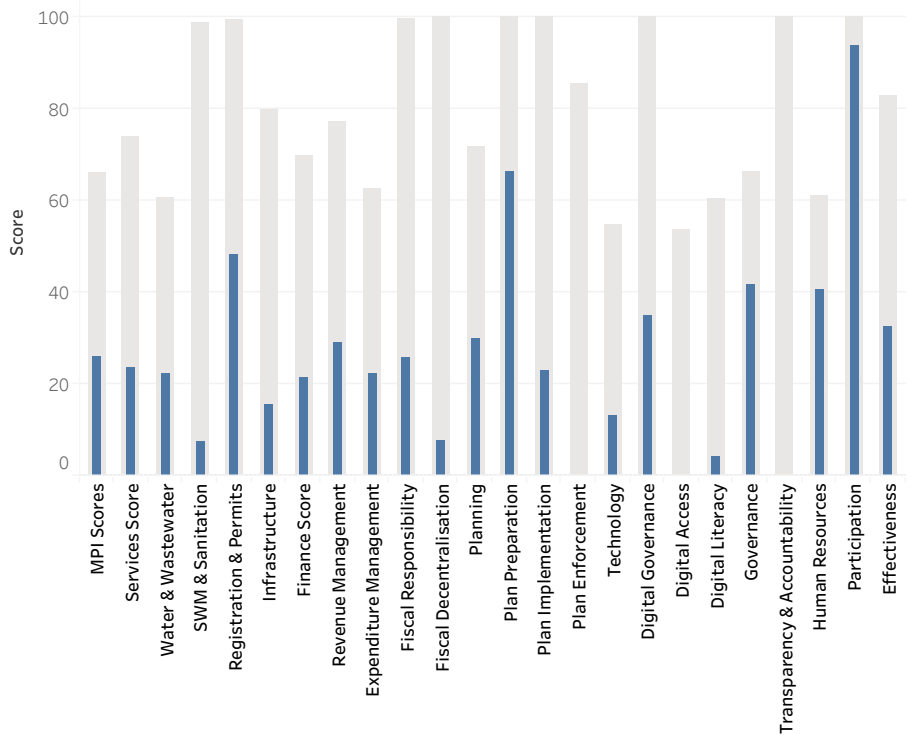
# Pasighat

Category: Less than Million

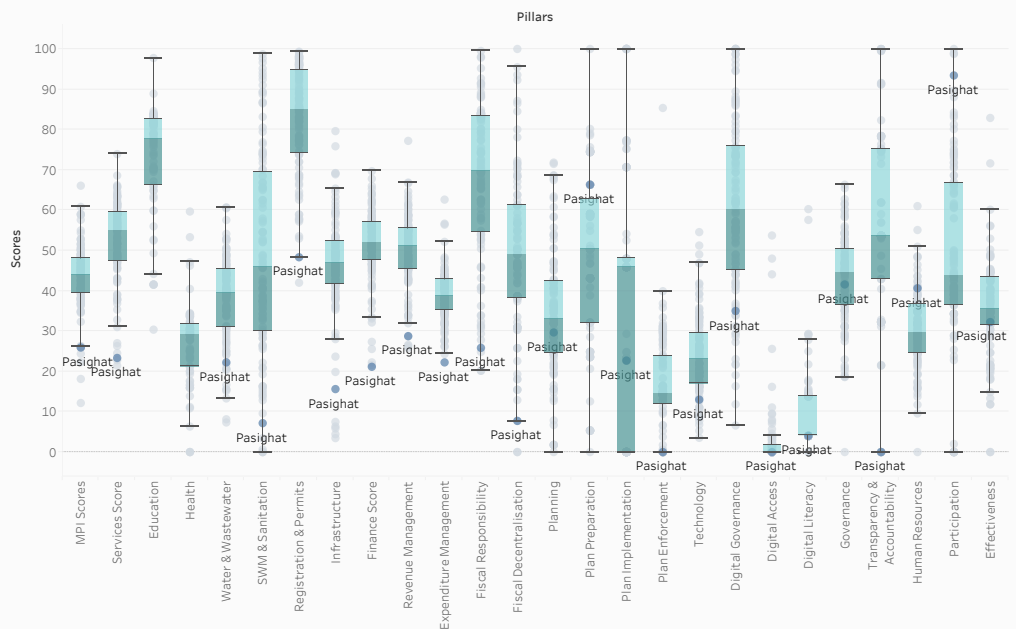


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

49

Score:  
36.26

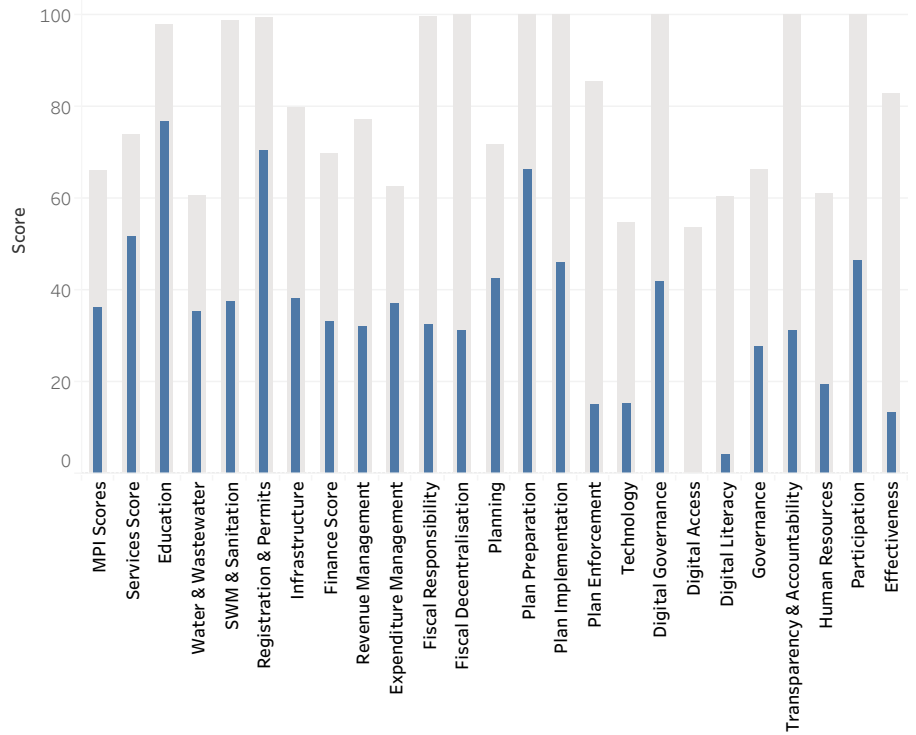
# Port Blair

Category: Less than Million

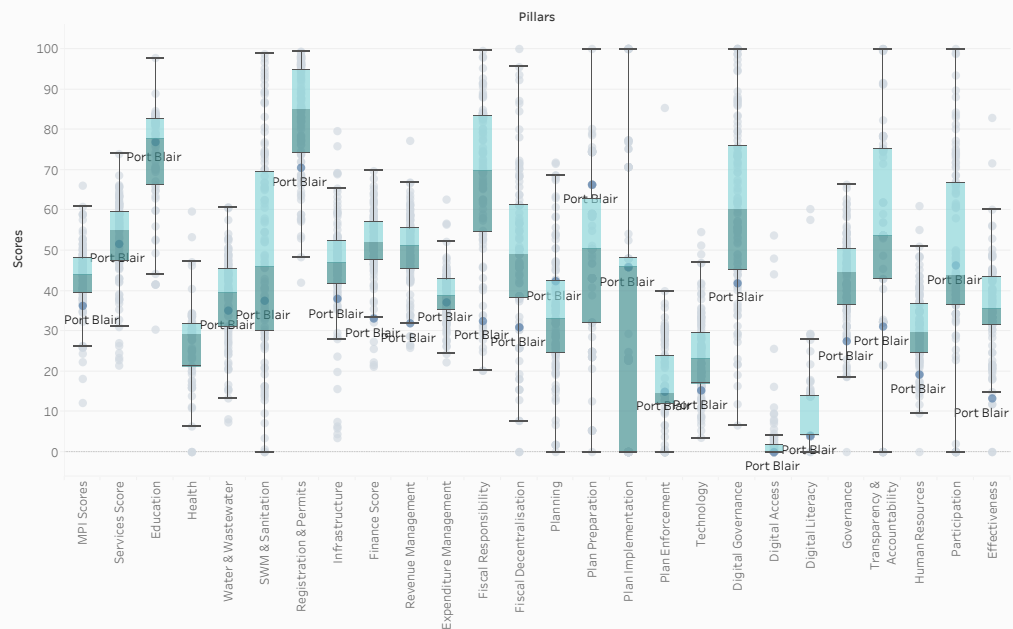


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

38

Score: 39.28

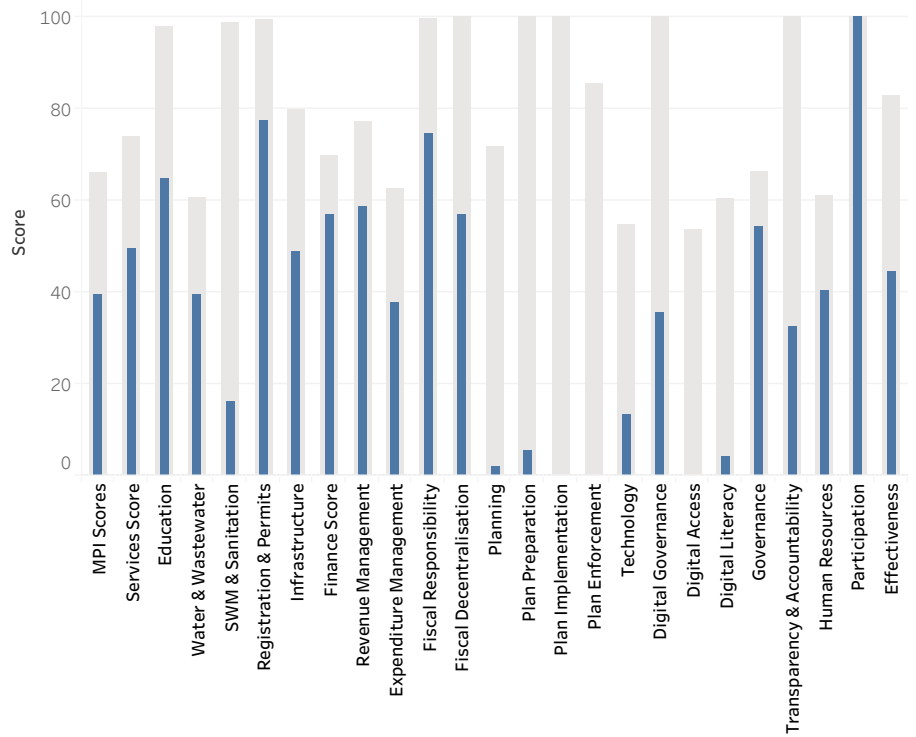
# Rae Bareilly

Category: Less than Million

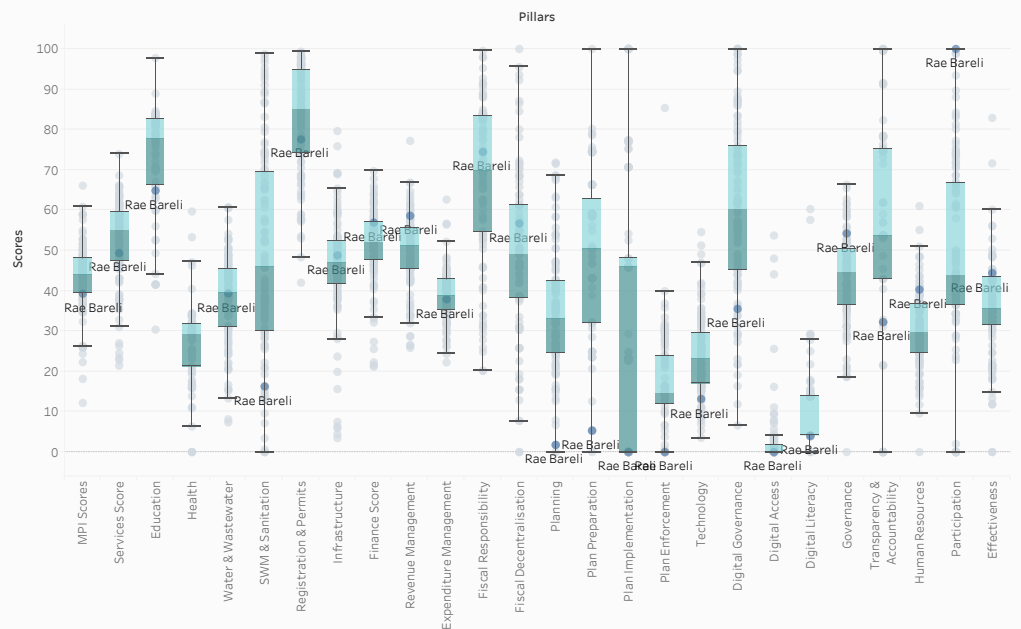


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

44

Score:  
37.74

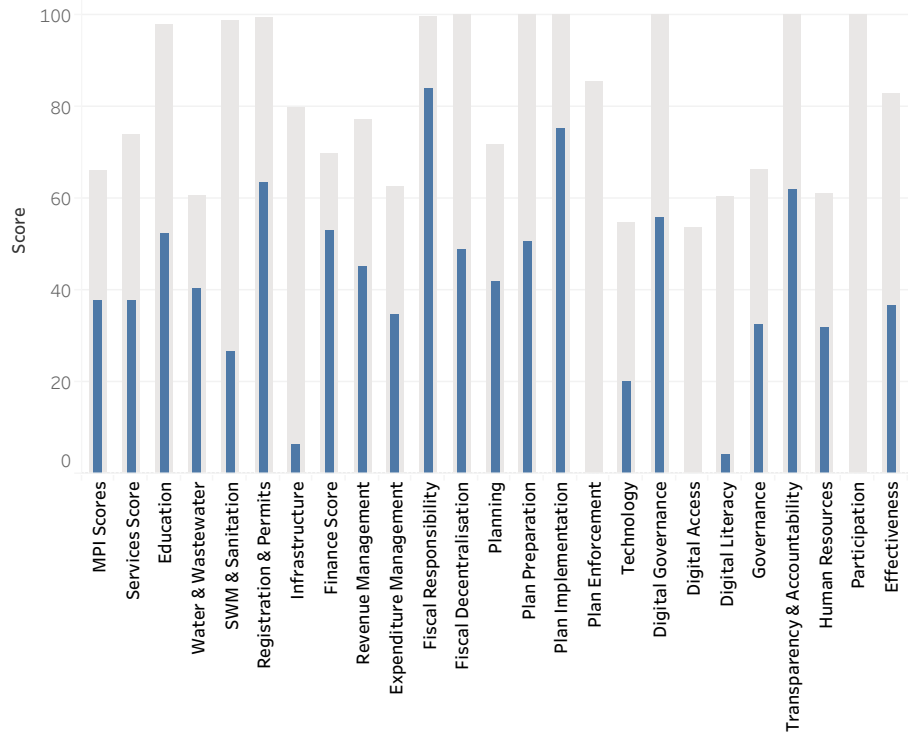
# Rampur

Category: Less than Million

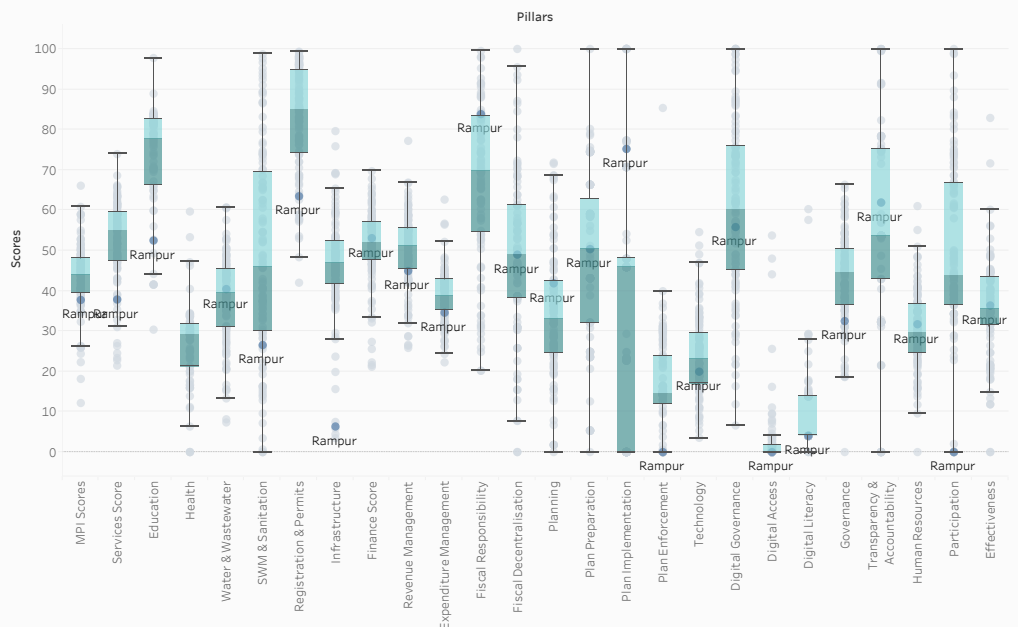


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

48

Score:  
36.65

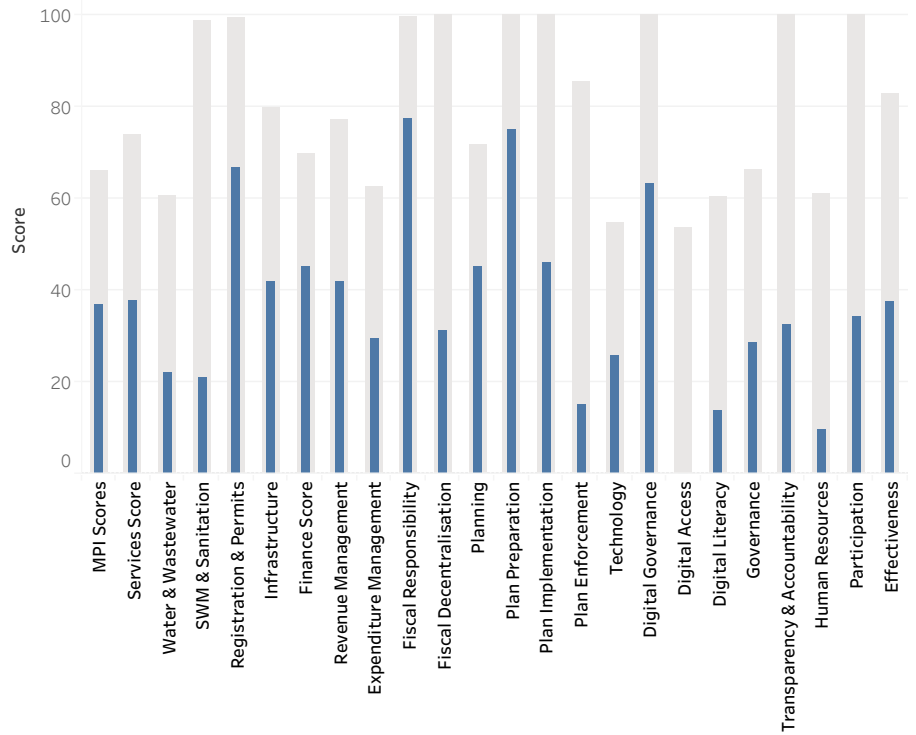
# Rourkela

Category: Less than Million

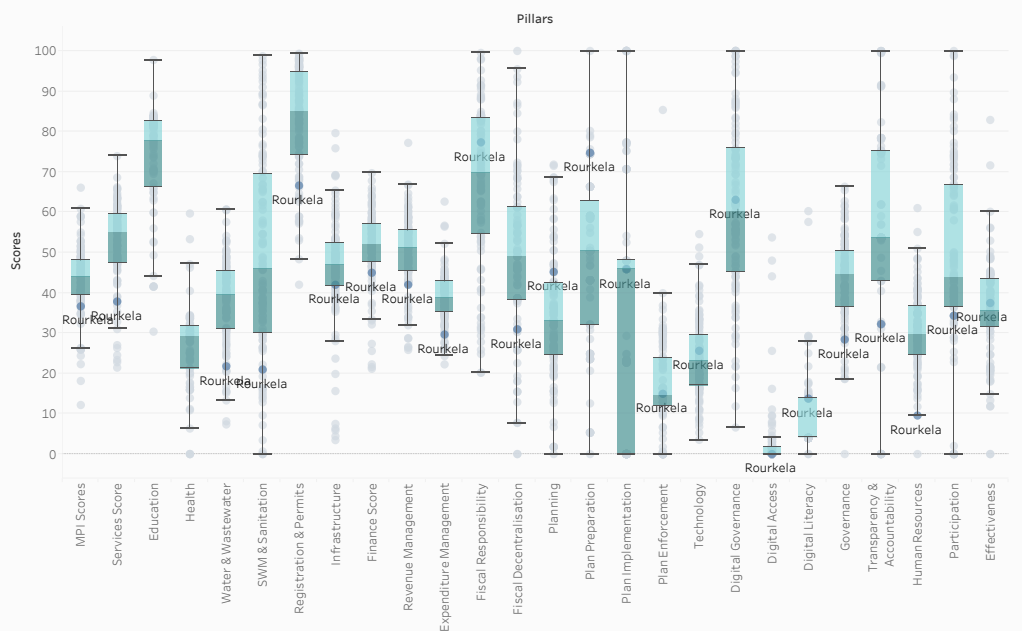


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

40

Score: 38.35

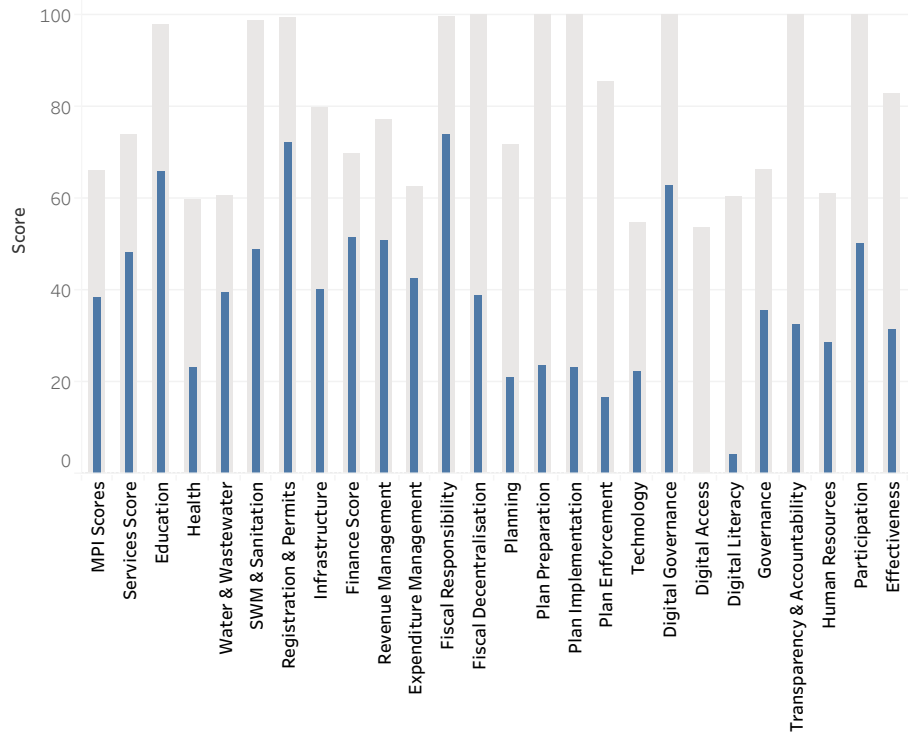
# Sagar

Category: Less than Million

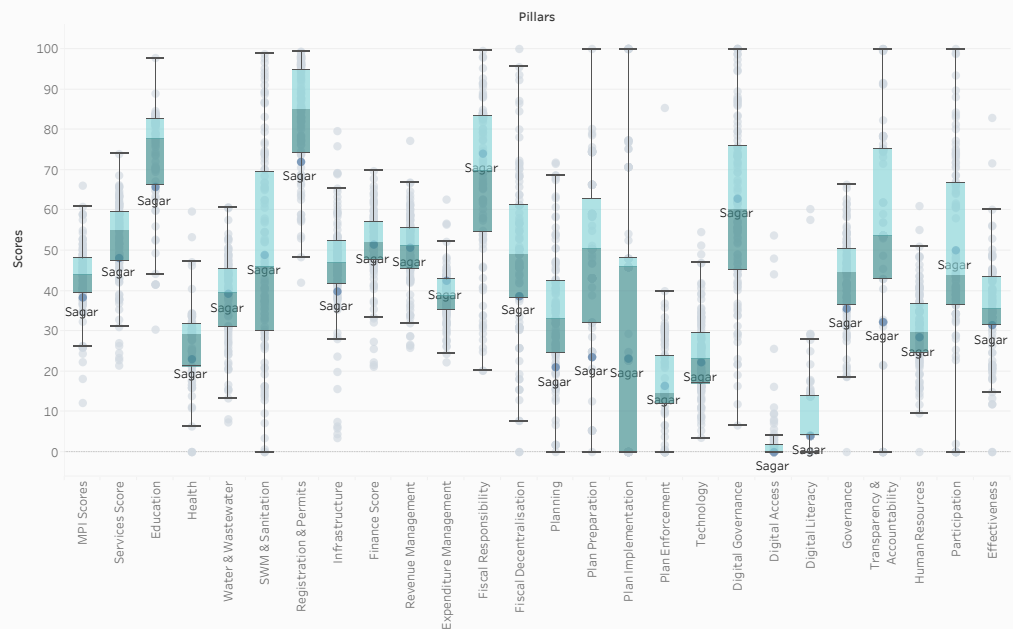


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities



Rank

22

Score: 43.96

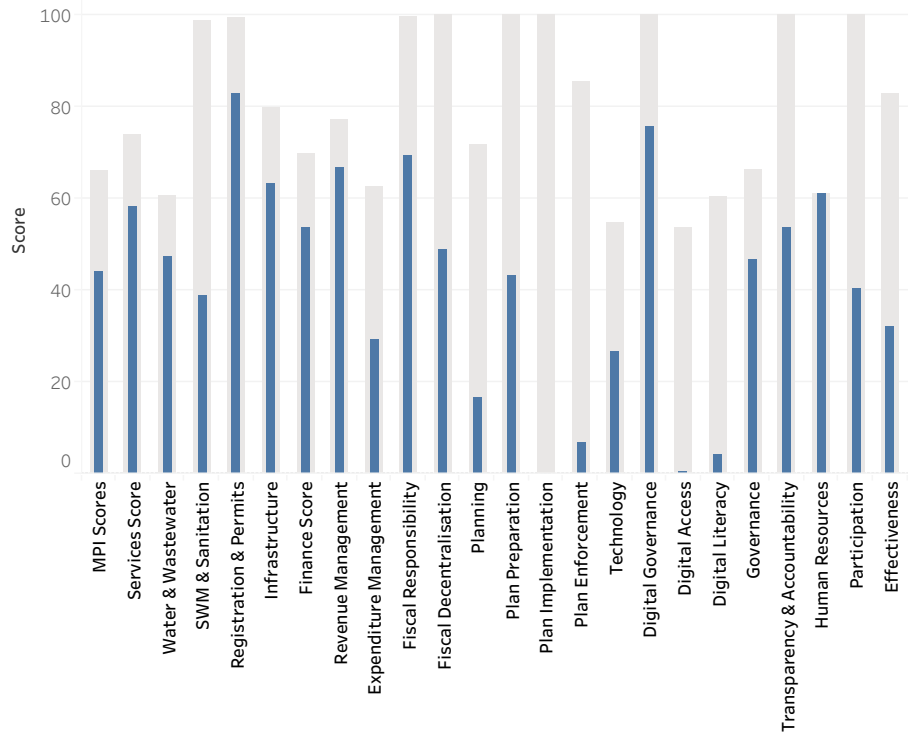
# Saharanpur

Category: Less than Million

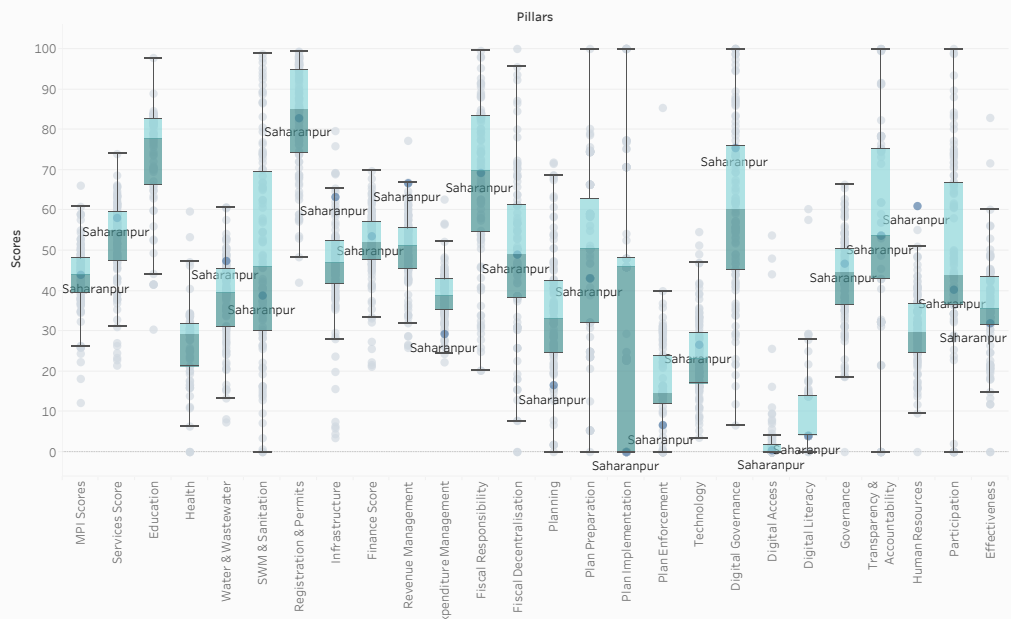


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

05

Score:  
49.04

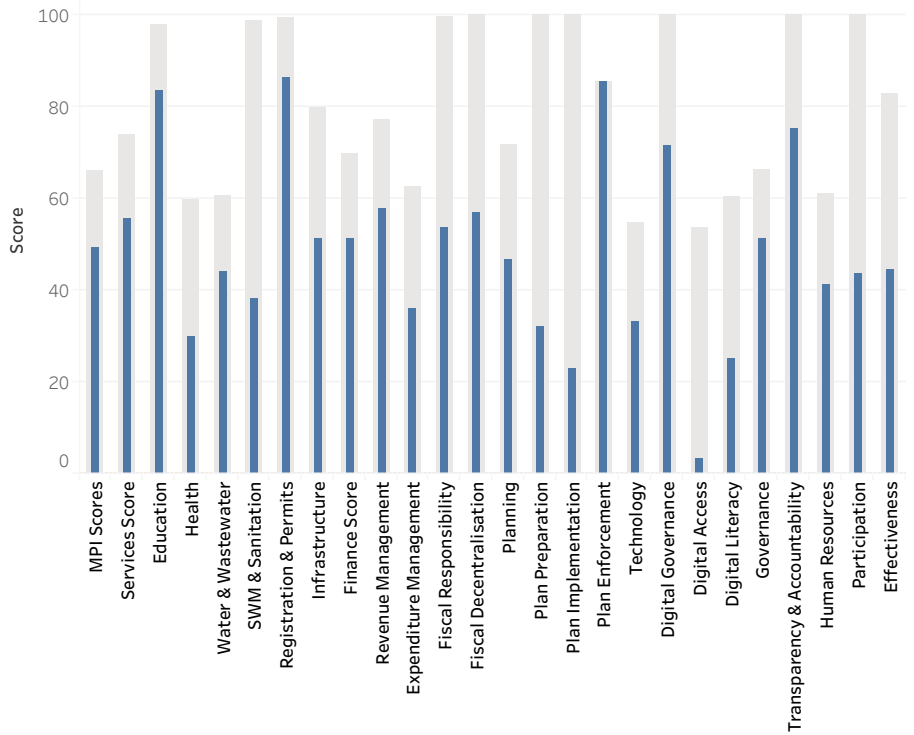
# Salem

Category: Less than Million

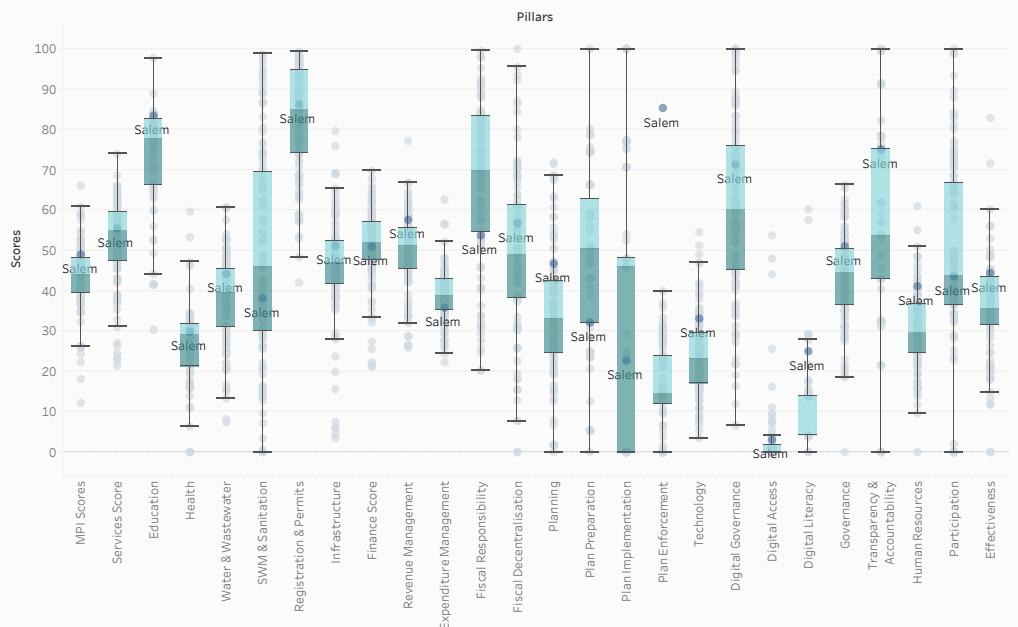


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities



Rank

54

Score: 32.33

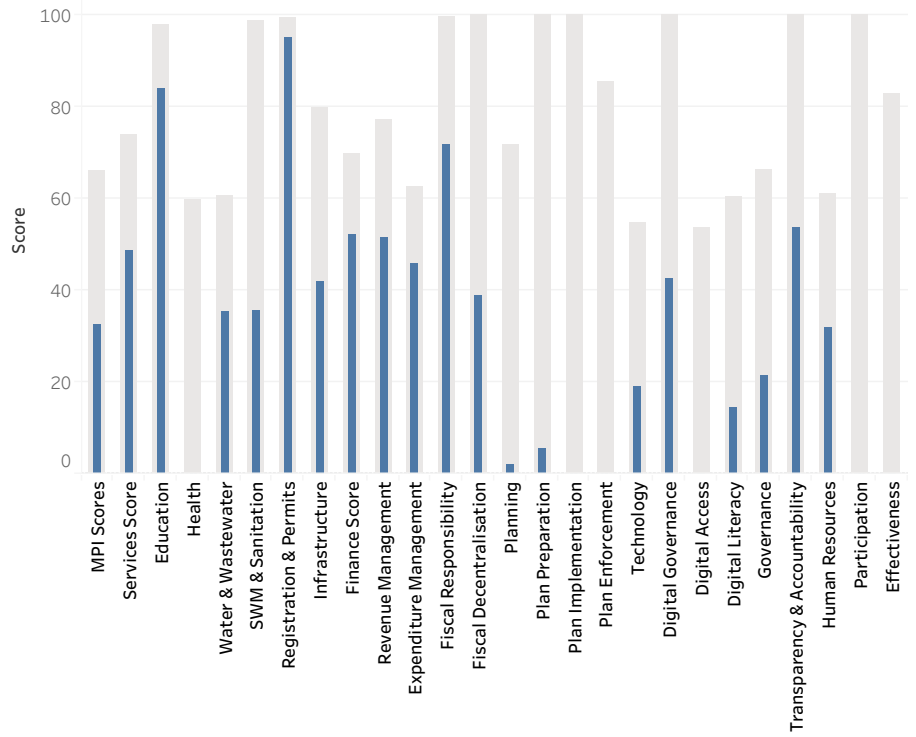
# Satna

Category: Less than Million

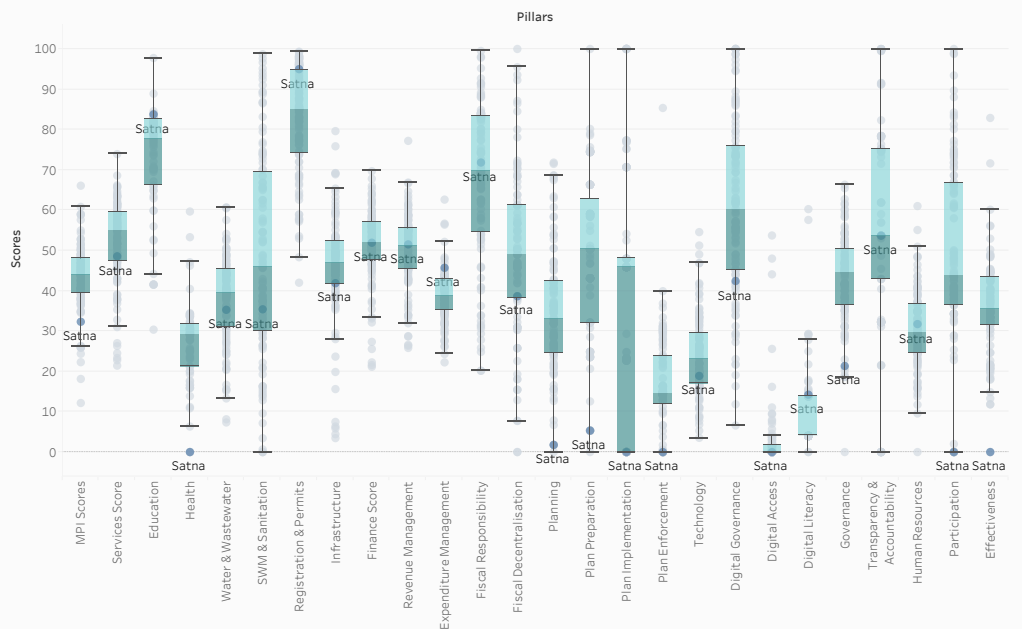


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

60

Score:  
12.17

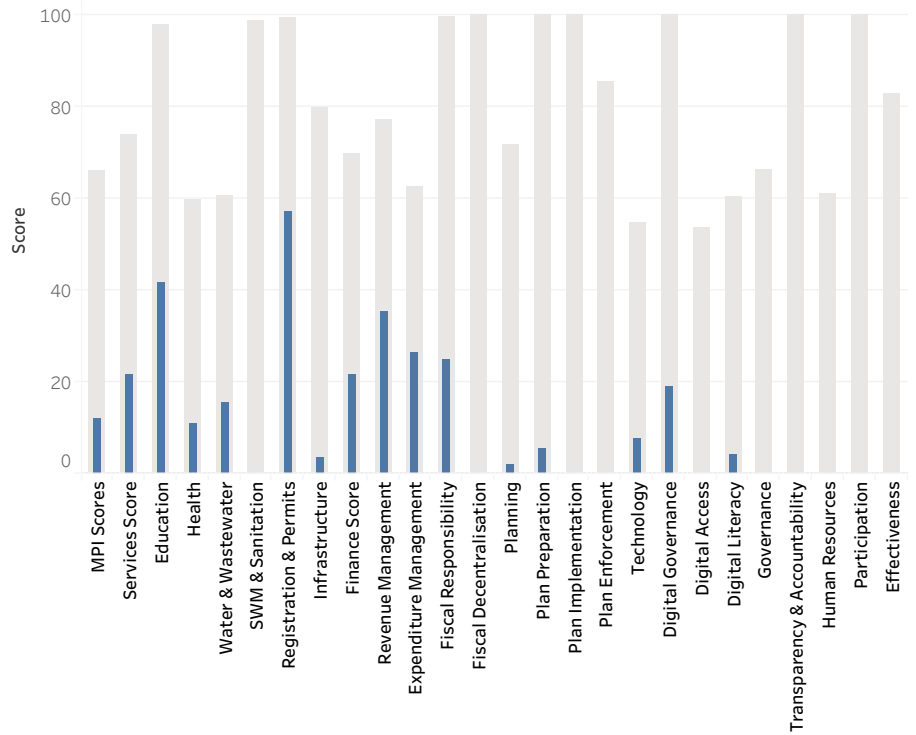
# Shillong

Category: Less than Million

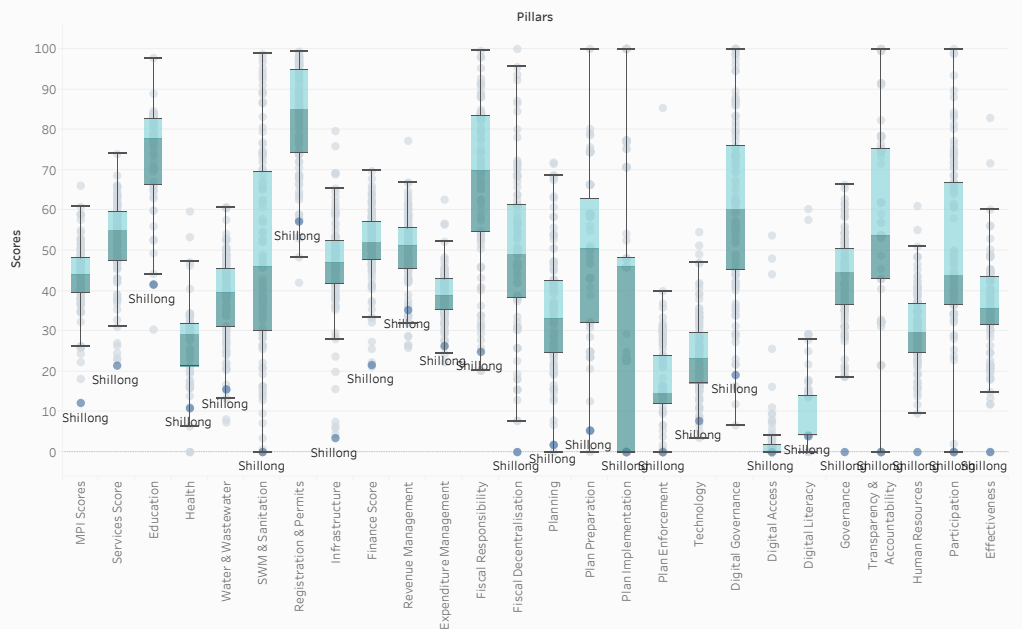


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

24

Score:  
43.71

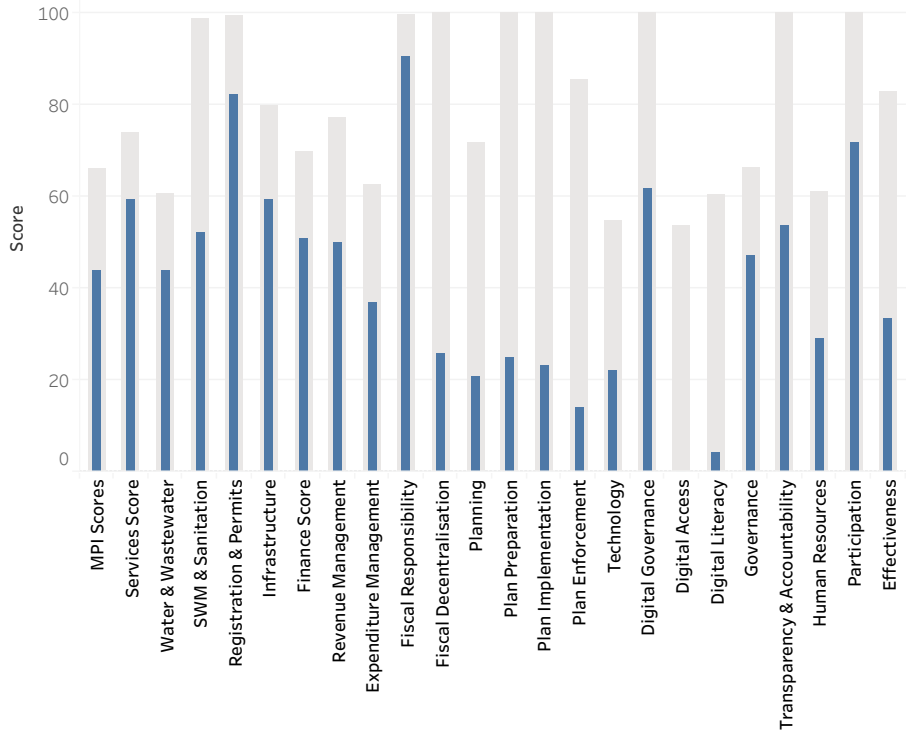
# Shimla

Category: Less than Million

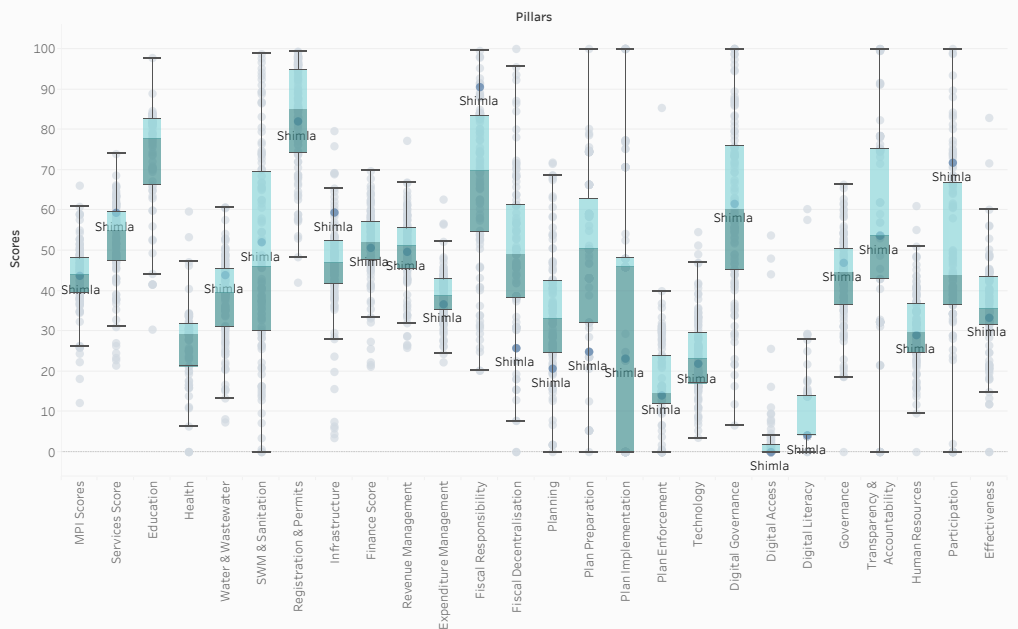


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

34

Score:  
40.39

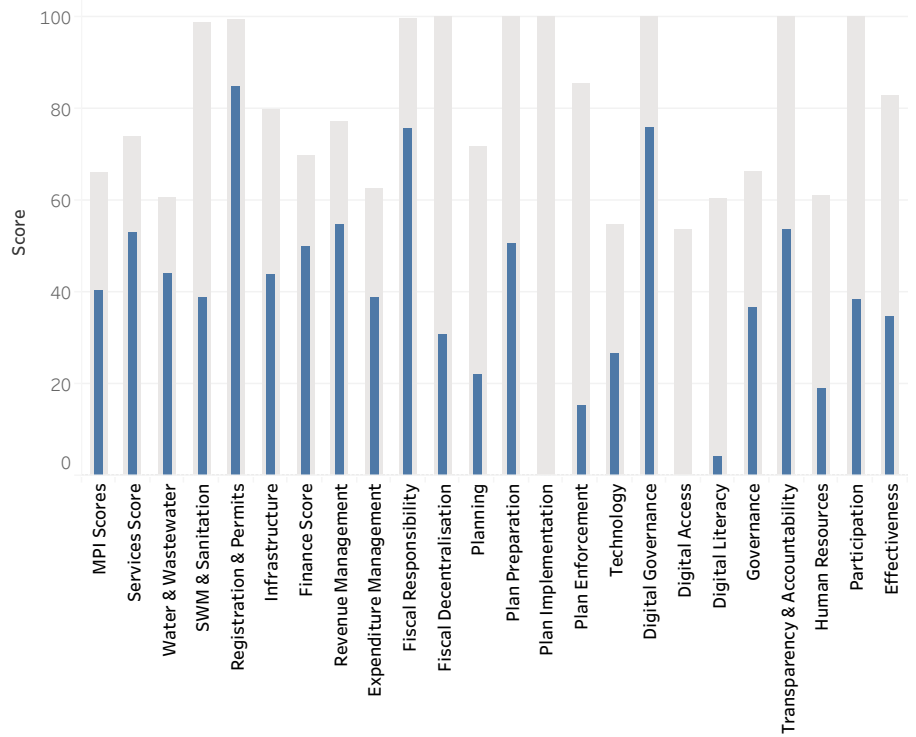
# Shivamogga

Category: Less than Million

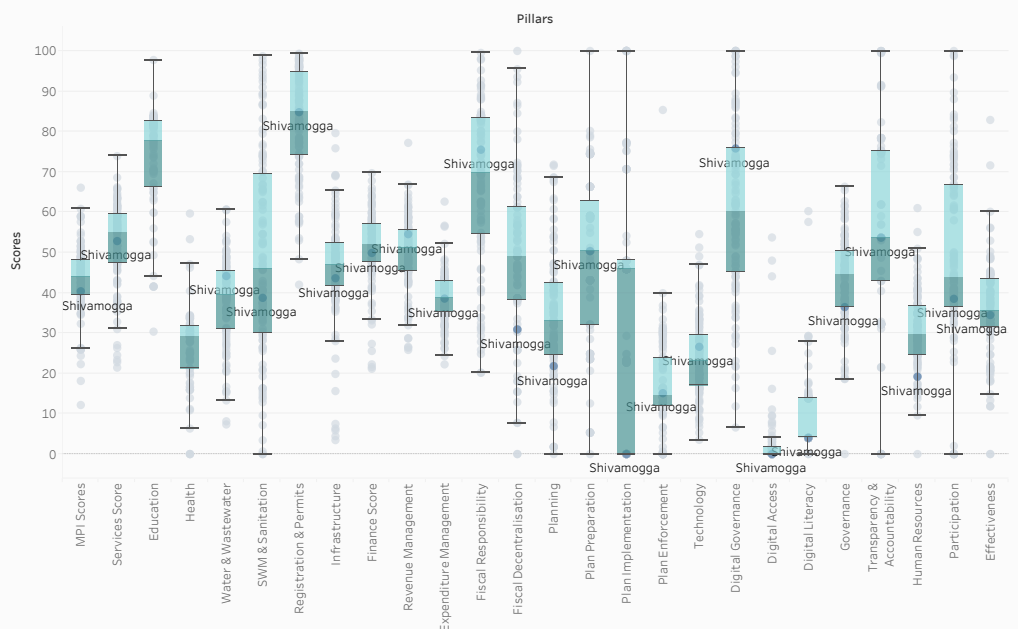


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

37

Score:  
39.82

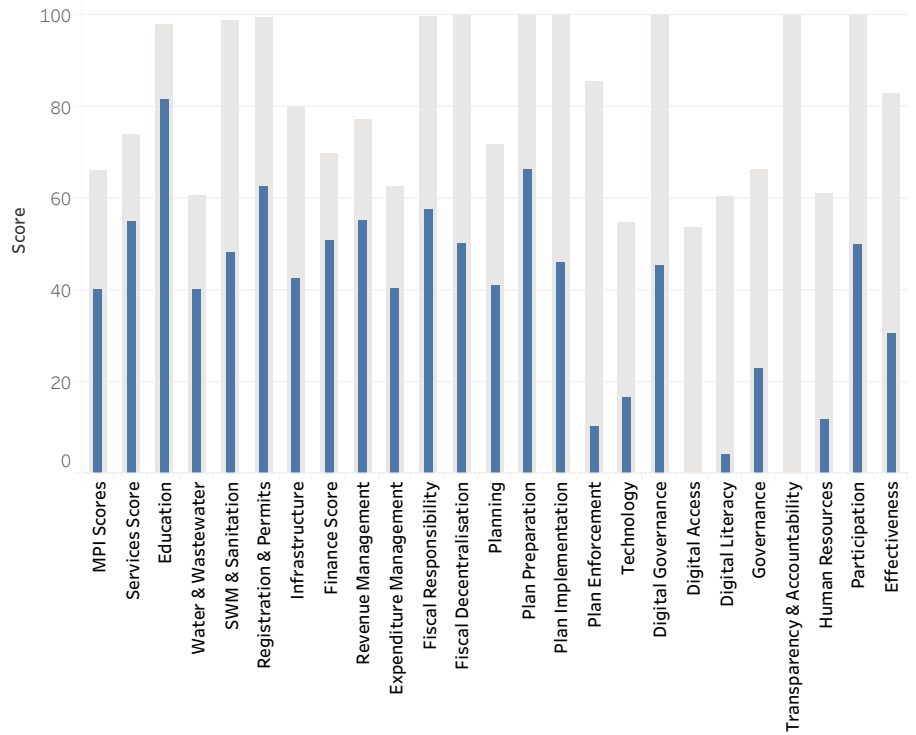
# Silvassa

Category: Less than Million

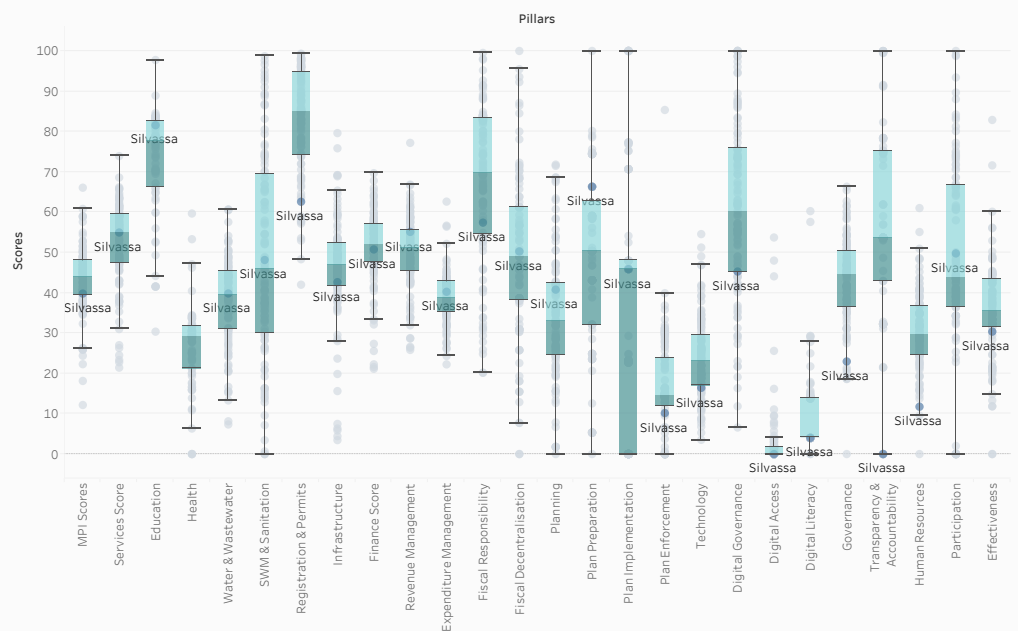


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

26

Score:  
42.60

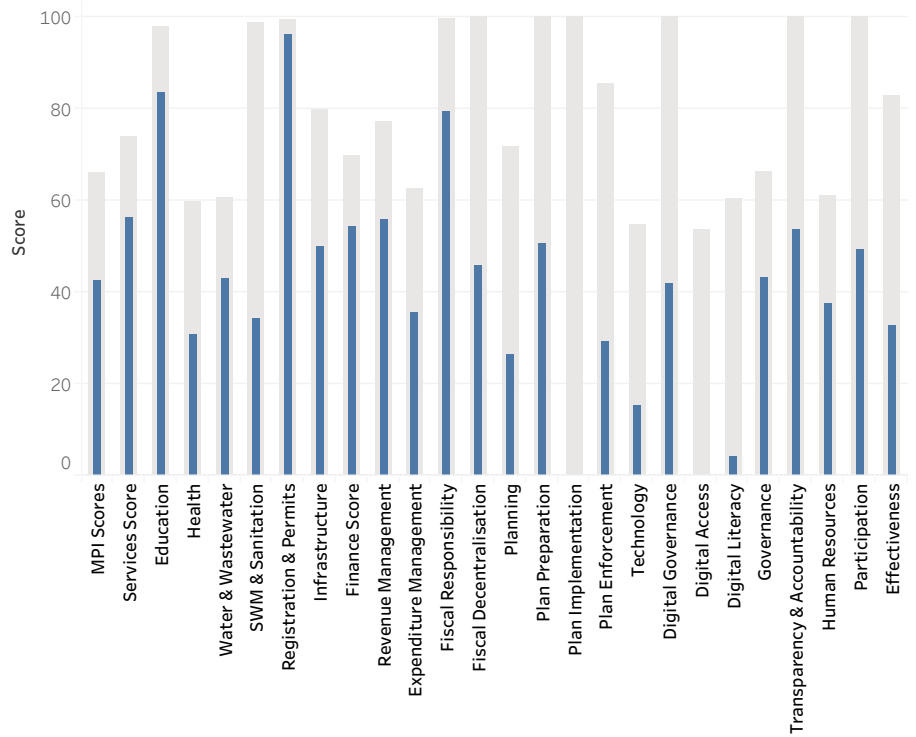
# Thanjavur



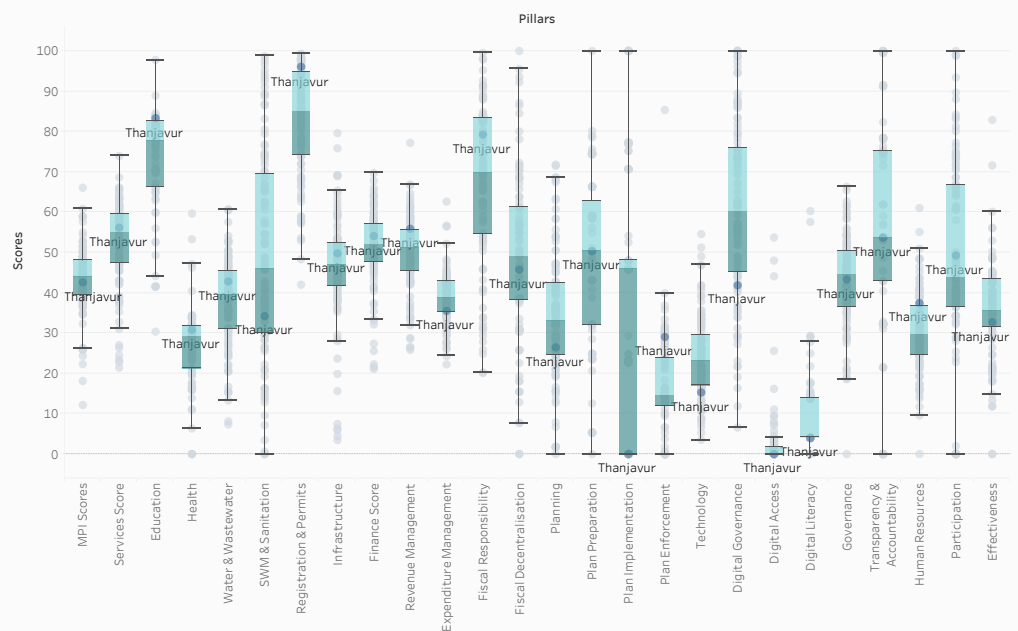
Category: Less than Million

## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

17

Score:  
45.54

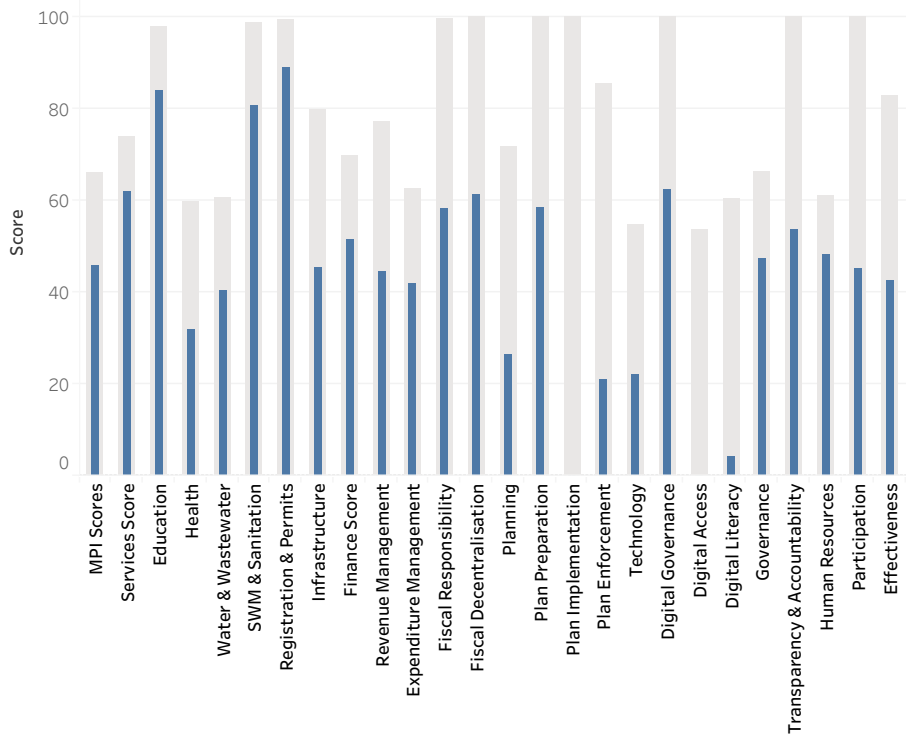
# Tiruchirappalli

Category: Less than Million

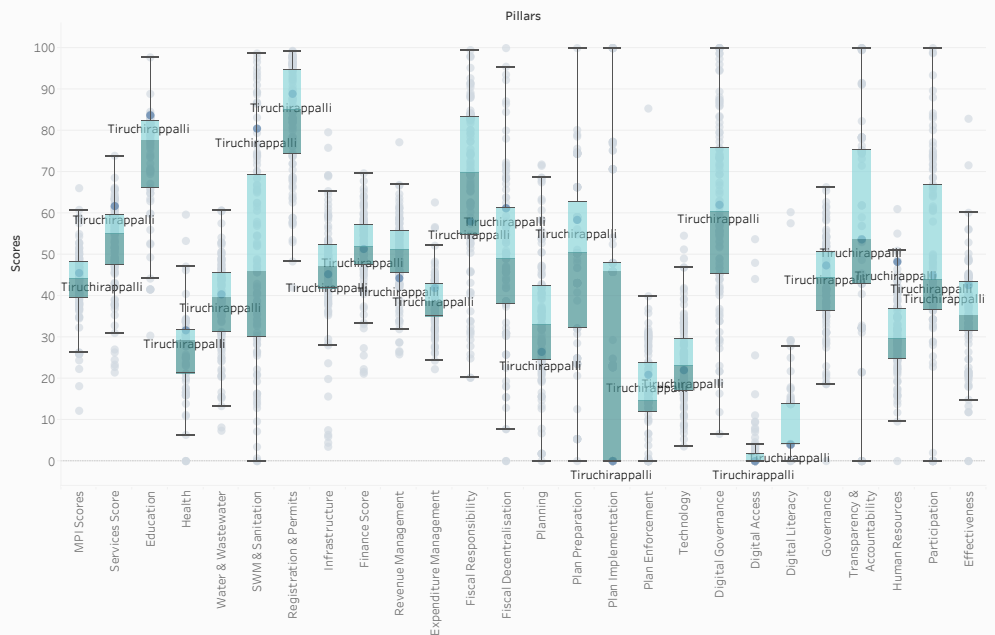


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

10

Score:  
47.02

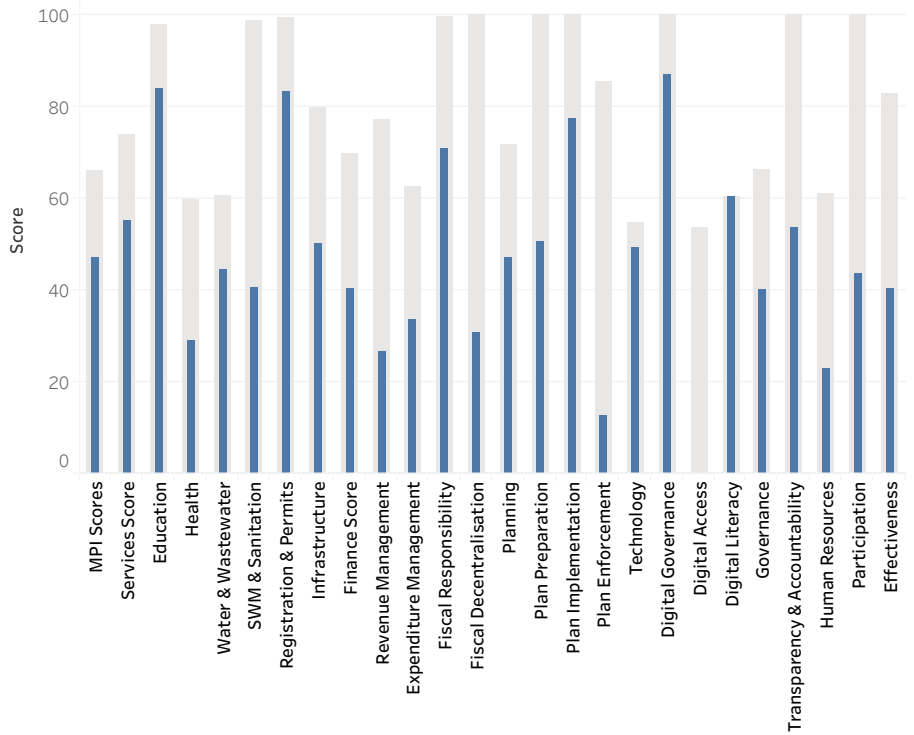
# Tirunelveli

Category: Less than Million

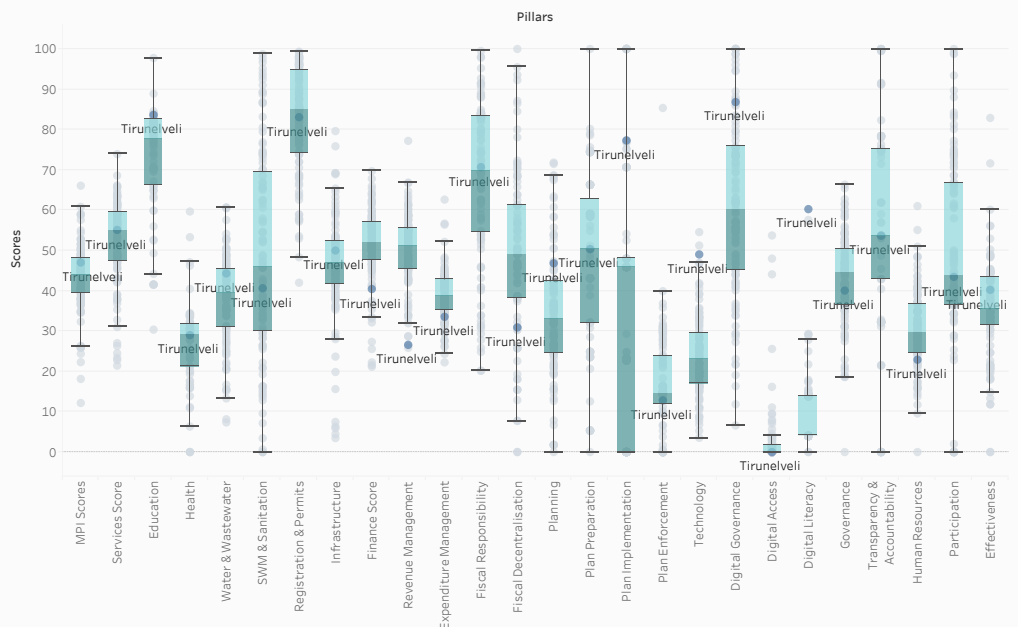


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

02

Score:  
51.69

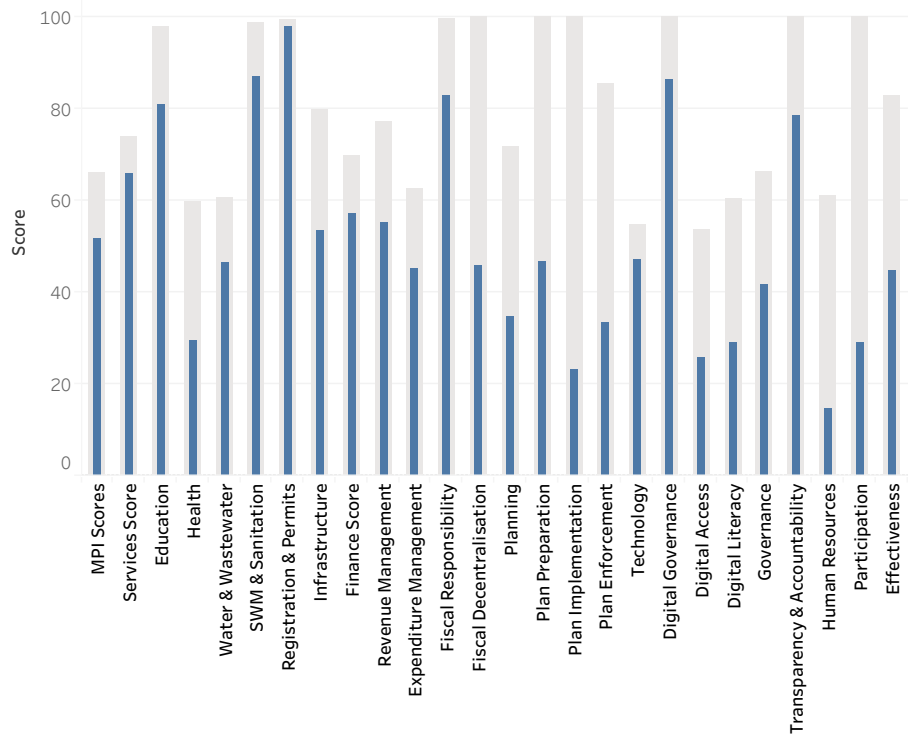
# Tirupati

Category: Less than Million

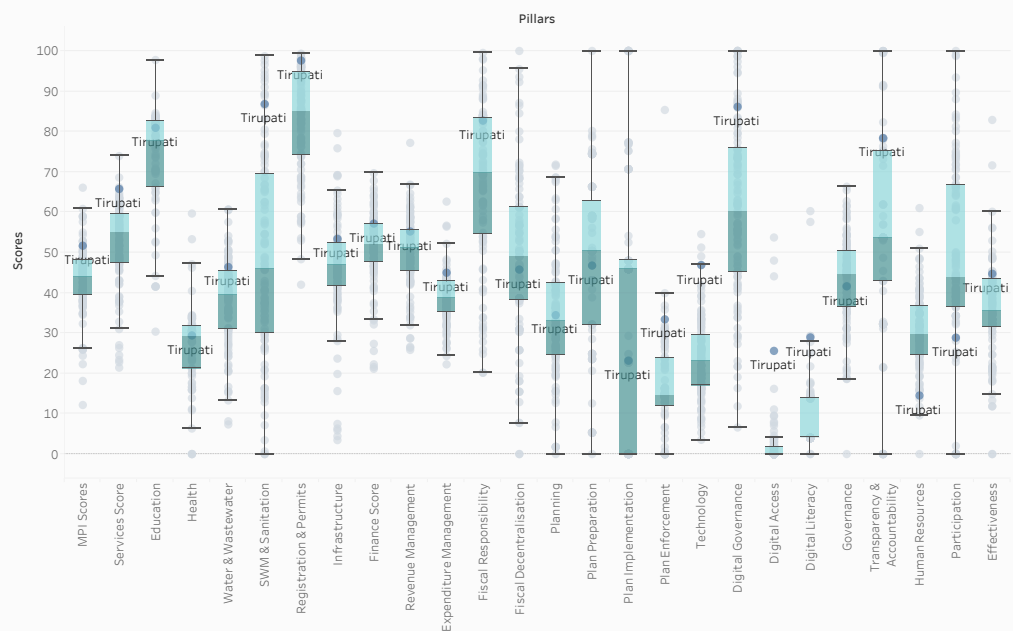


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

06

Score:  
48.92

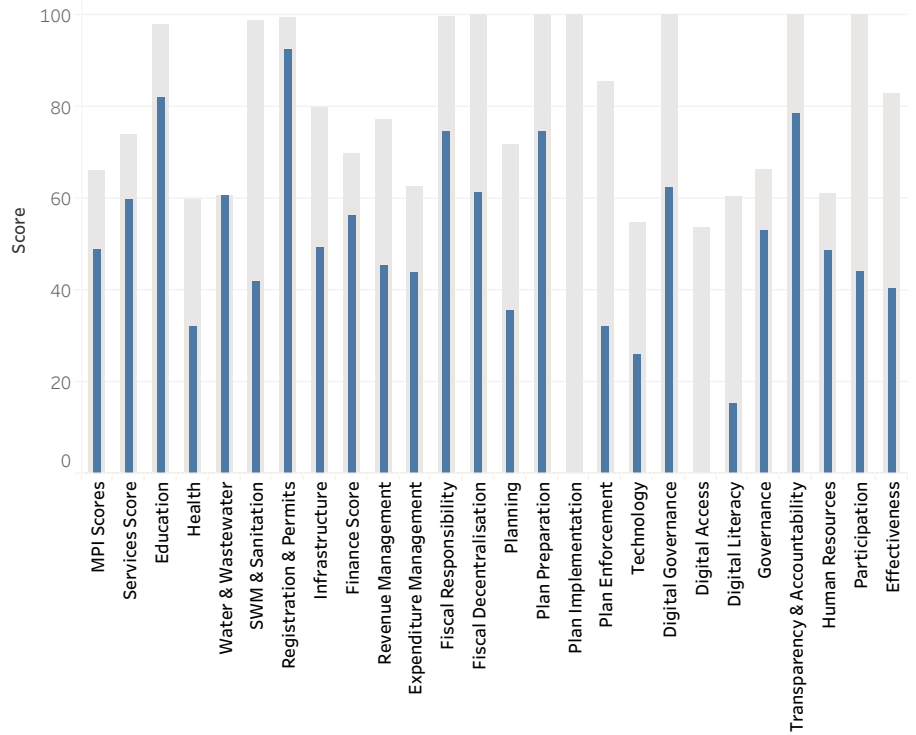
# Tiruppur

Category: Less than Million

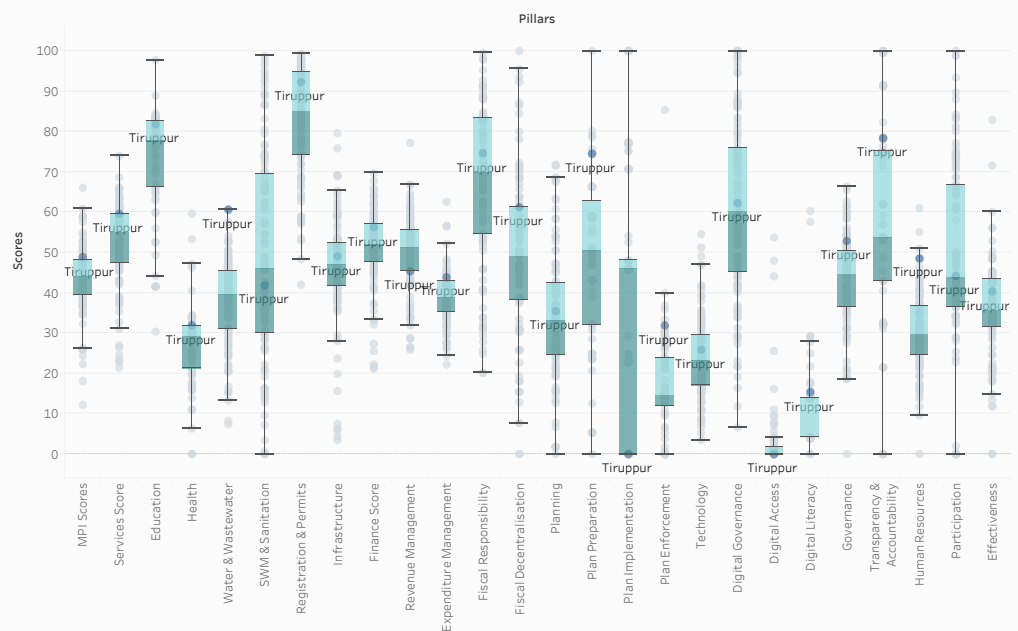


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities



Rank

32

Score: 40.61

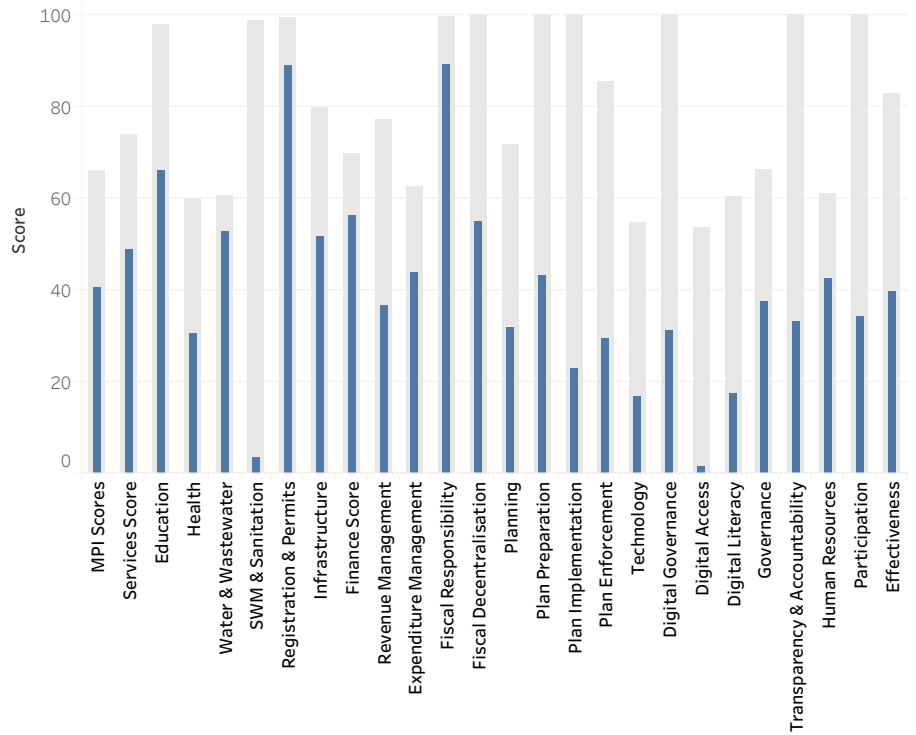
# Thiruvananthapuram

Category: Less than Million

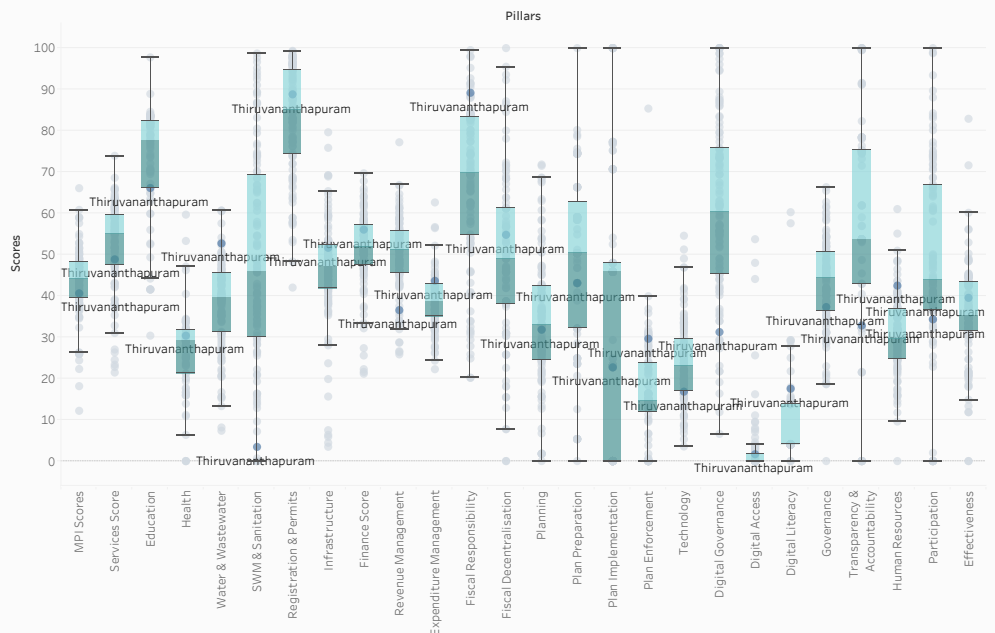


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

20

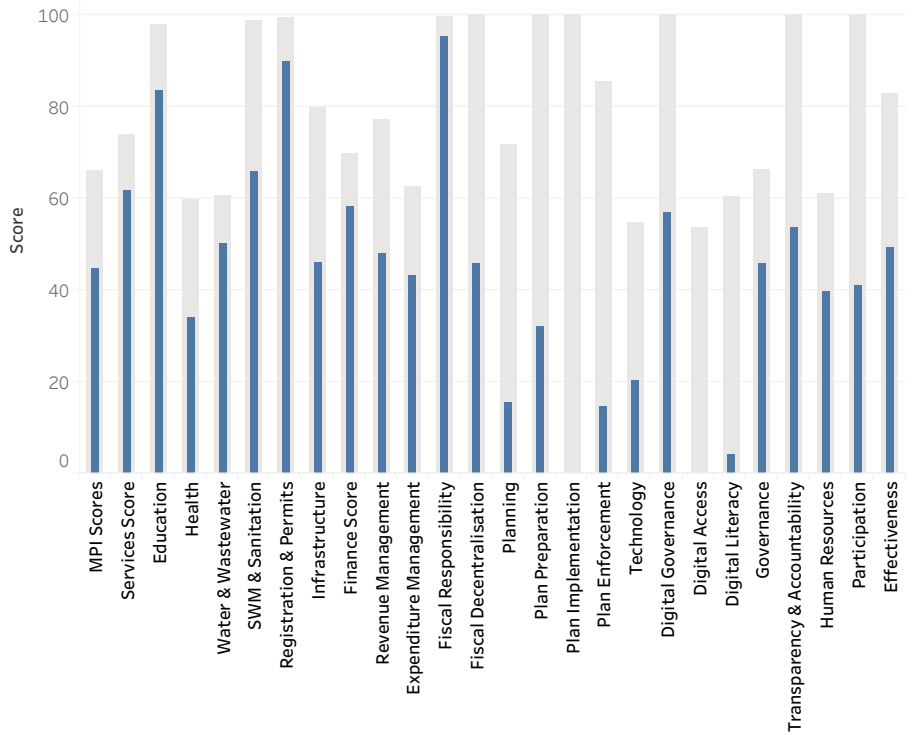
Score: 44.59

# Thoothukudi

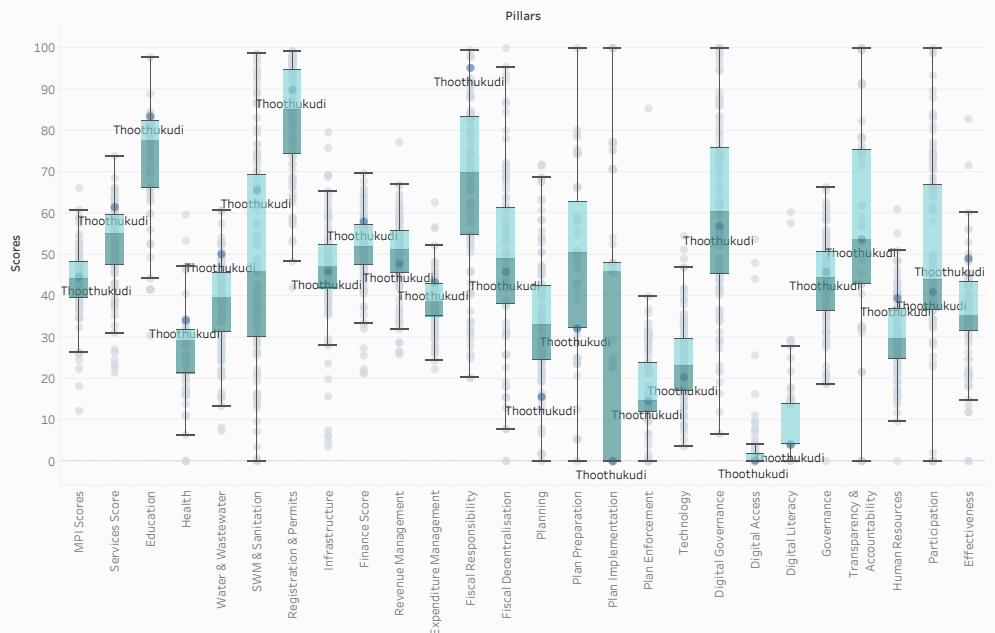
Category: Less than Million

## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

23

Score:  
43.95

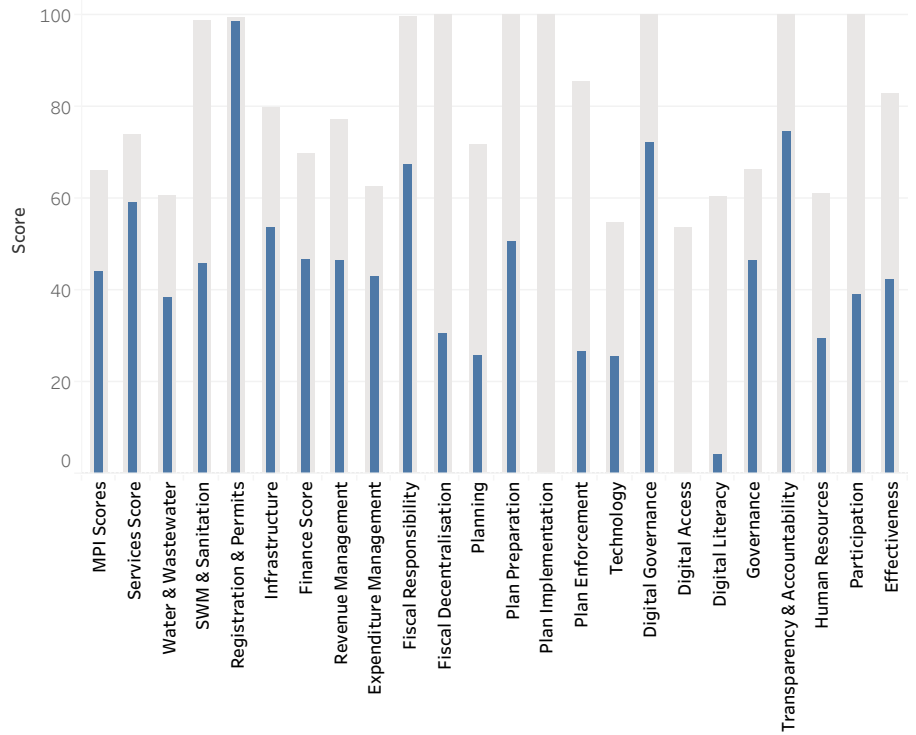
# Tumakuru

Category: Less than Million

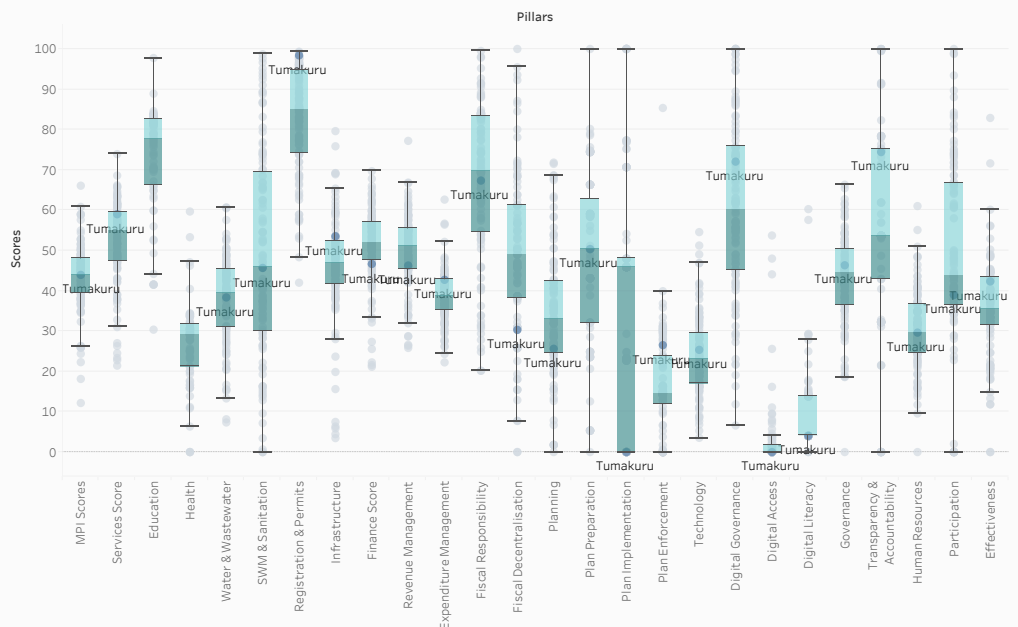


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities





Rank

08

Score:  
47.77

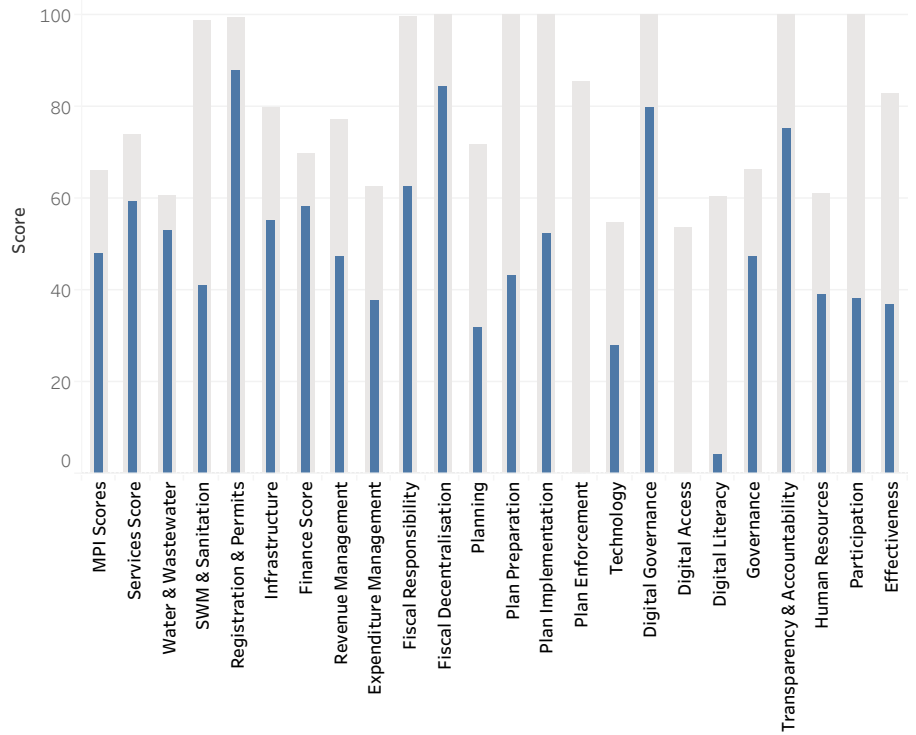
# Udaipur

Category: Less than Million

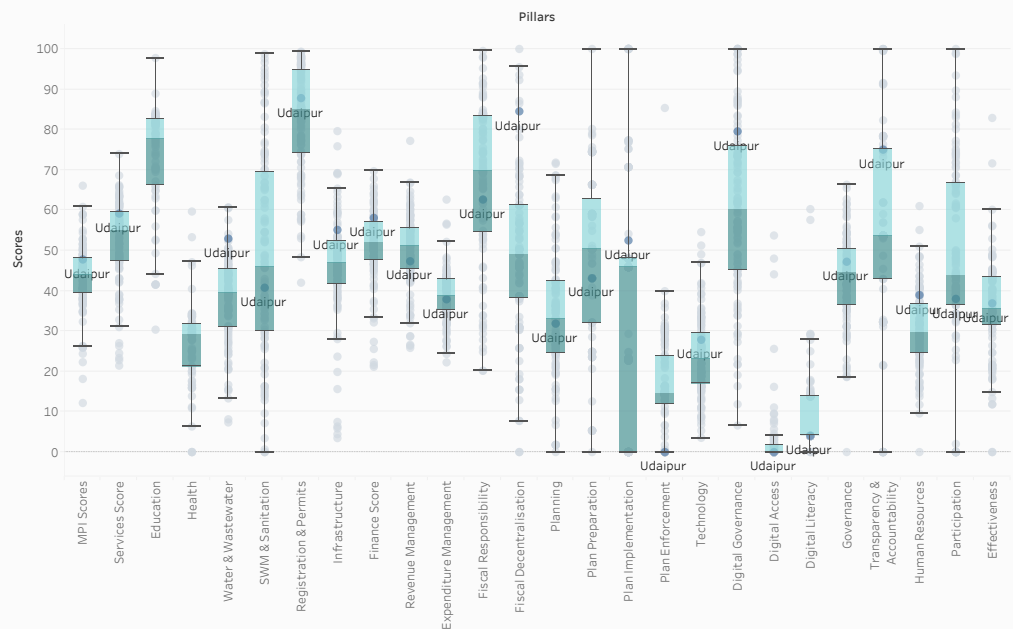


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities



Rank

19

Score:  
45.10

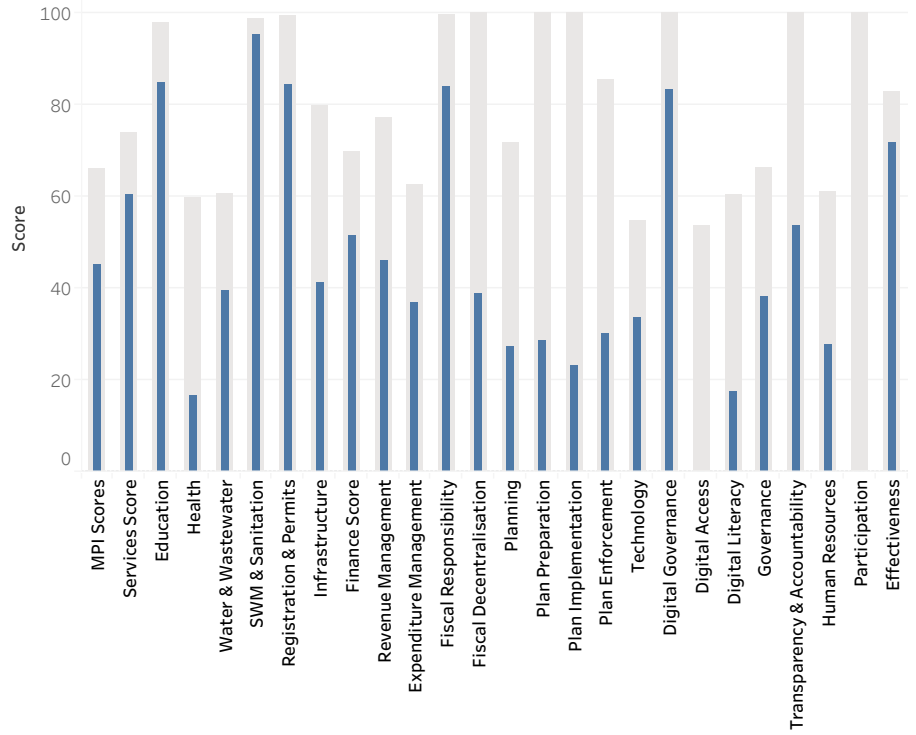
# Ujjain

Category: Less than Million

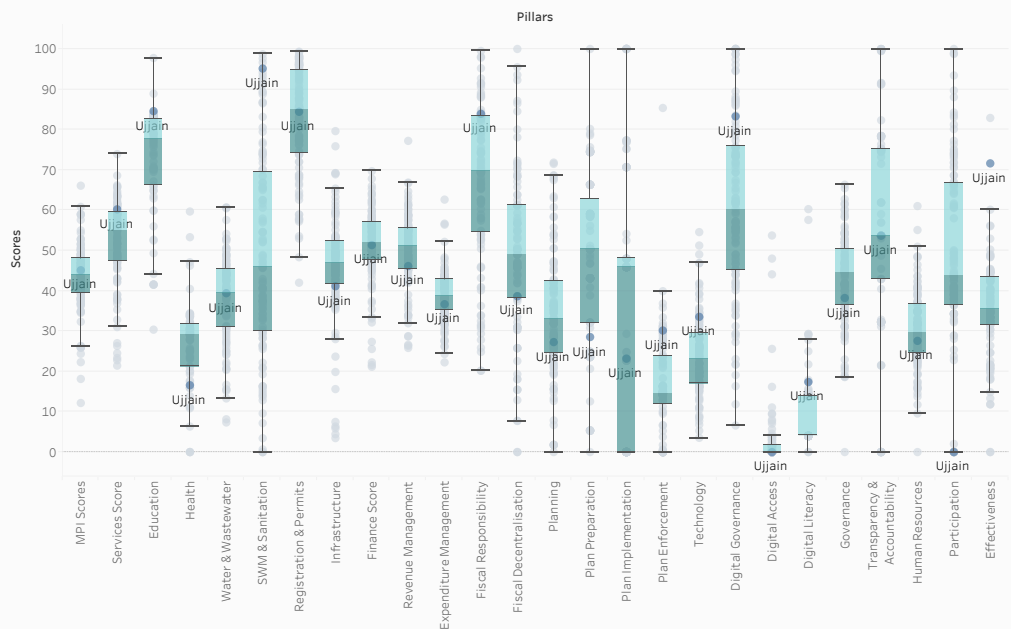


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities





Rank

14

Score:  
46.18

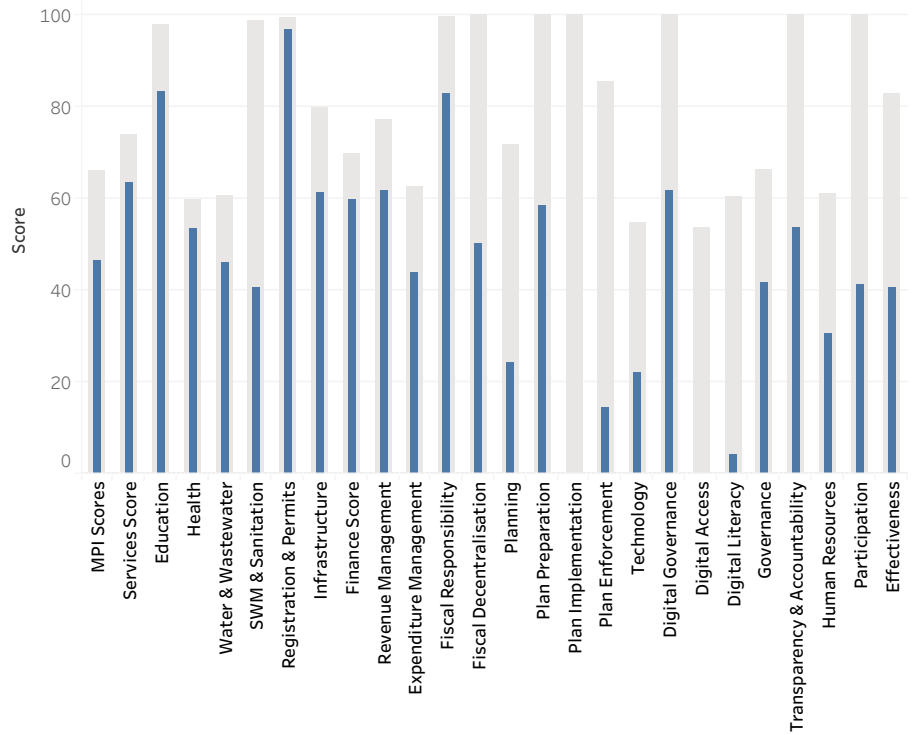
# Vellore

Category: Less than Million

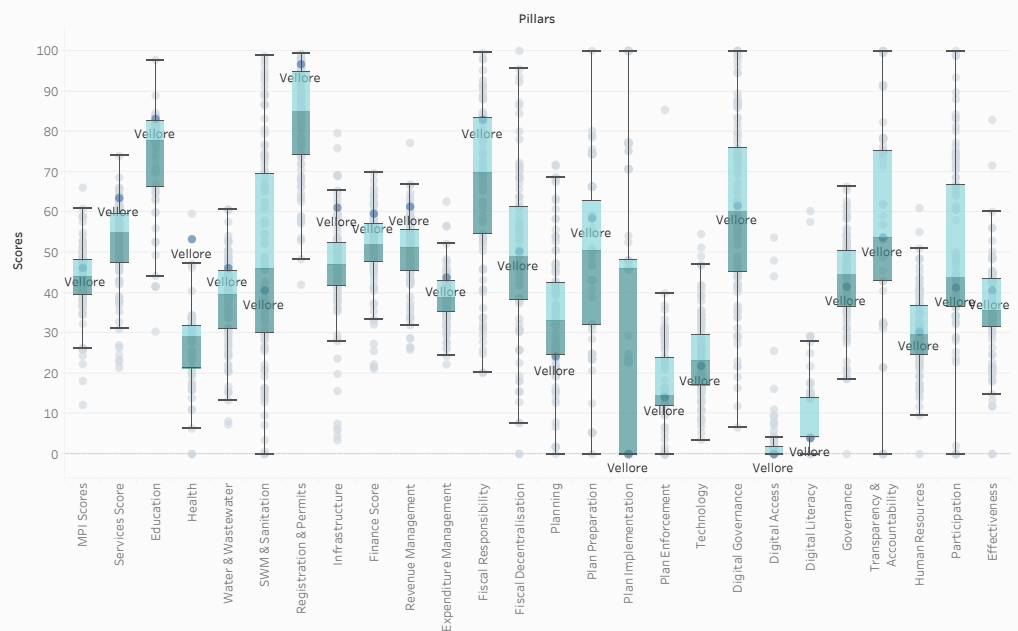


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Dark Blue), Best Score (Light Grey)



## Variation Across Cities



Rank

18

Score:  
45.30

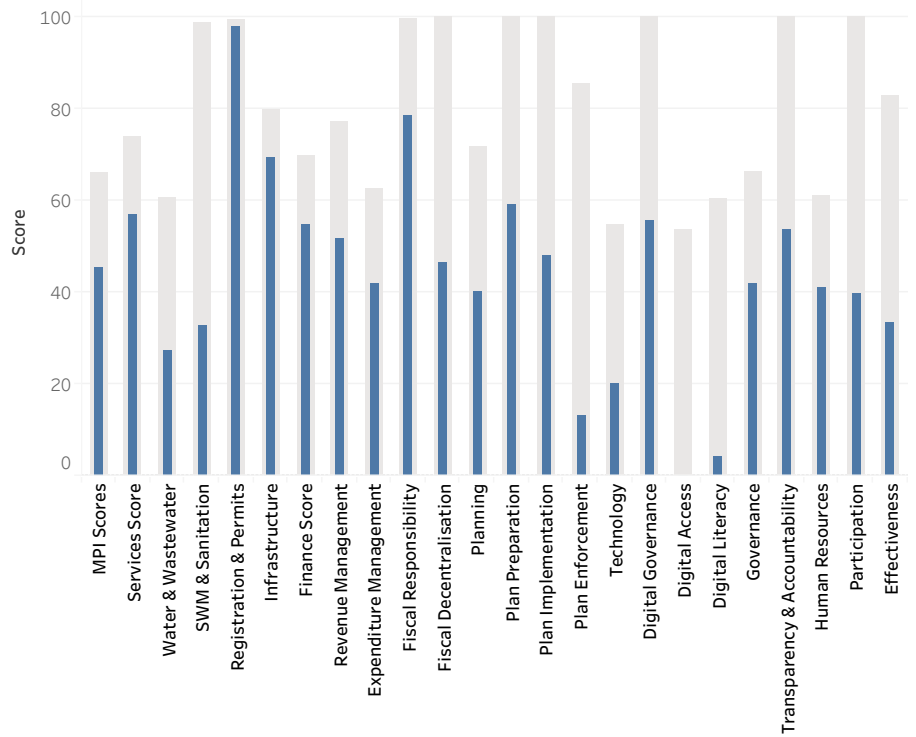
# Warangal

Category: Less than Million

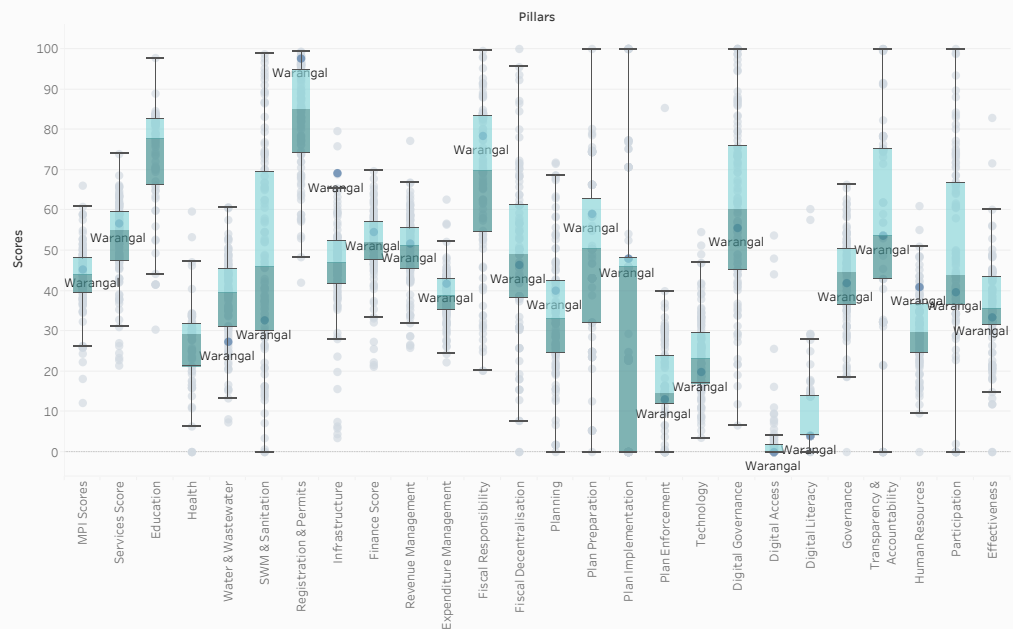


## Municipalities Scores and Best Score Comparison

Legend: Municipality Score (Blue), Best Score (Grey)



## Variation Across Cities









Institute for Competitiveness, India is the Indian knot in the global network of the Institute for Strategy and Competitiveness at Harvard Business School. Institute for Competitiveness, India is an international initiative centered in India, dedicated to enlarging and purposeful disseminating of the body of research and knowledge on competition and strategy, as pioneered over the last 25 years by Professor Michael Porter of the Institute for Strategy and Competitiveness at Harvard Business School. Institute for Competitiveness, India conducts & supports indigenous research; offers academic & executive courses; provides advisory services to the Corporate & the Governments and organises events. The institute studies competition and its implications for company strategy; the competitiveness of nations, regions & cities and thus generate guidelines for businesses and those in governance; and suggests & provides solutions for socio-economic problems.

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[info@competitiveness.in](mailto:info@competitiveness.in) | [www.competitiveness.in](http://www.competitiveness.in)





**Ministry of Housing and Urban Affairs**  
Government of India