

GOOD GOVERNANCE IN URBAN INDIA:

A CASE STUDY OF AIZAWL

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**GOOD GOVERNANCE IN URBAN INDIA:
A CASE STUDY OF AIZAWL**

By

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Submitted in partial fulfilment of the requirement of the Degree of
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CERTIFICATE

This is to certify that Mr. H.C. Lalchhuanawma, Ph.D. Scholar in the Department of Public Administration, Mizoram University worked under my supervision on the topic ‘Good Governance in Urban India: A Case Study of Aizawl’ for the award of the Degree of Ph.D. in Public Administration, School of Social Sciences. The Thesis is the product of his own original research work and it does not form a part of any other Thesis. He is permitted to submit the Thesis for examination.

Place: Aizawl
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(LALNEIHZOVI)

CANDIDATE'S DECLARATION

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February, 2020

I H.C. Lalchhuanawma, hereby declare that the subject matter of this thesis is the record of work done by me, that the contents of this theses did not form basis of the award of any previous degree to me or to do the best of my knowledge to anybody else, and that the thesis has not been submitted by me for any research degree in any other University/Institution.

This is being submitted to the Mizoram University for the degree of Doctor of Philosophy in Public Administration.

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There are several works on local self-government in Mizoram. Nonetheless, no research study is done on the citizen satisfaction in Aizawl. This study is the first of its kind in the discipline of Public Administration. The thesis is organized into six chapters which deal with the conceptualization of good governance, an overview of urban local body in Aizawl and their role in promoting good governance. The centre of focus is finding out the citizen satisfaction on services provided by the urban local body.

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ABBREVIATIONS

ACLCA	Aizawl City Local Council Association
ADA	Aizawl Development Authority
ADB	Asian Development Bank
ADC	Autonomous District Council
AG	Accountant General
AMC	Aizawl Municipal Council
ASPA	American Society for Public Administration
AT	Animal Tax
BIS	Bureau of Indian Standards
BMPTC	Building Material and Technology Promotion Council
CAA	Constitutional Amendment Act
C&AG	Comptroller & Auditor General
CCBT	Ch. Chhunga Bus Terminal
CEO	Chief Executive Officer
CEM	Chief Executive Member
CFC	Central Finance Commission
CPL	Community Participation Law
CSTT	Ch. Saprawnga Truck Terminal
CSS	Centrally Sponsored Scheme
CTCPO	Central Town & Country Planning Organization
DC	Deputy Commissioner
DDB	District Development Board
DDC	District Development Committee
DDMA	District Disaster Management Act
DLAO	District Local Administration Office
DPC	District Planning Committee

DPR	Detail Project Report
DRDA	District Rural Development Agency
DST	Department of Science and Technology
EU	European Union
FC:X	Tenth Finance Commission
FC:XII	Twelfth Finance Commission
FC:XIII	Thirteenth Finance Commission
FC:XIV	Fourteenth Finance Commission
FOCJ	Functional, Overlapping, and Competing Jurisdictions
GAD	General Administration Department
GBG	General Basic Grant
GDP	Gross Domestic Product
GoM	Government of Mizoram
GSDRC	Governance and Social Development Resource Centre
HPI	Human Poverty Index
HTPC	House Tax Pay Certificate
IAY	Indira Awas Yojana
ICT	Information Communication Technology
IDCF	Institutional Development Consultancy Firm
IDPAD	Indo-Dutch Research Programme on Alternatives in Development
IDSMT	Integrated Development of Small and Medium Towns
IHR	Indian Himalayan Region
IHSP	Integrated Housing and Slum Development Programmes
INTACH	Indian National Trust for Art and Cultural Heritage
IMF	International Monetary Fund

ISHUP	Interest Subsidy for Housing the Urban Poor
IWDP	Integrated Wasteland Development Project
IWMP	Integrated Watershed Management Programme
IRD P	Integrated Rural Development Programme
JNNURM	Jawaharlal Nehru National Urban Renewal Mission
LAD	Local Administration Department
LATP&H	Local Administration, Town Planning & Housing
LC	Local Council
LDC	Lower Division Clerk
LMV	Light Motor Vehicle
LR&SD	Land Revenue and Settlement Department
MCS	Mizoram Civil Service
MDGs	Millennium Development Goals
MGNREGA	Mahatma Gandhi National Rural Employment Guarantee Act
MHIP	Mizo Hmeichhe Insuihkhawm Pawl
MLA	Member of Legislative Assembly
MMA	Medium Motor Vehicle
MMSC	Mizoram Municipal Steering Committee
MPC	Metropolitan Planning Committee
MPI	Multi-dimensional Poverty Index
MoPR	Ministry of Panchayati Raj
MoUD	Ministry of Urban Development
MSSA	Mizoram Septic Service Association
MUP	Mizoram Upa Pawl
NCPA	Nanyang Centre for Public Administration
NDMA	National Disaster Management Act

NERCCDIP	North-Eastern Region Capital Cities Development Investment Project
NGO	Non-Governmental Organization
NLUP	New Land Use Policy
NOC	No Objection Certificate
NPM	New Public Management
NRDWP	National Rural Drinking Water Programme
NT	Notified Town
OBPAS	Online Building Plan Approval System
OECD	Organization for Economic Co-operation and Development
OSR	Own Source Revenue
OT	Own Tax
PAHOSS	Parking House Support Scheme
PG	Performance Grant
P&E	Power and Electricity Department
PHE	Public Health Engineering
PMSA	Panchayat Mahila Shakti Abhiyan
PPBS	Planning Programming and Budgeting System
PRI	Panchayati Raj Institution
PWD	Public Works Department
RBD	Registrar of Birth and Death
RTI	Right to Information
SARC	Second Administrative Reforms Commission
SEC	State Election Commission
SFC	State Finance Commission
SGRY	Sampoorna Grameen Rojgar Yojana
SGSY	Swarnajayanti Gram Swarajgar Yojana

SIPMIU	State Investment Programme Management and Implementing Unit
SIRDPR	State Institute of Rural Development & Panchyati Raj
SJSRY	Swarna Jayanti Shahari Rojgar Yojana
SPB	State Planning Board
SWM	Solid Waste Management
SWCM	Solid Waste Management Centre
TA	Travelling Allowance
TCC	Tax Clearance Certificate
VC	Village Council
UD & PA	Urban Development & Poverty Alleviation Department
UDC	Upper Division Clerk
UGI	Urban Governance Index
ULB	Urban Local Body
UN	United Nations
UNDP	United Nations Development Programme
UNDP-TUGI	United Nations Development Programme-The Urban Governance Index
UNEP	United Nations Environment Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UN-Habitat	United Nations Human Settlement Programme
UPIN	Unique Proper Identification Number
USAID	United States Agency for International Development
WGI	World Governance Indicators
YMA	Young Mizo Association
ZEDA	Zoram Energy Development Agency

CHAPTER – 1

INTRODUCTION

Introduction

Popularly elected councils managed local affairs and services through an institution known as local self-government. The people in aggregate who lives close to each other with common interests and needs are dealt by this neighbourhood government. It also provides multiple services to the people and performs different functions. The institution contributes to the strength, resilience and richness of democracy and act as the training ground and laboratories where social, economic, political and administrative projects are tested before their application at a wider space. In a federal structure, the neighbourhood government is subordinate to the state and central governments but they derive legitimacy of powers from the citizens within the local area. In fact, local institutions are created by the state legislature and by means of decentralization of functions, funds, functionaries; it can work on many things including the provision of quality services to the people in the local area.

Ancient Indian history always had the system of local governance in which village was the unit of local governance and the basic administrative unit. During the Indus Valley Civilization of about 3000 BC in Harappa and Mohenjo-Daro, maintenance of streets, streetlight, water supply and drainage were the activities which were believed to be the handiwork of some sort of urban government.

a) Evolution of Urban Local Government during British Period

The foundation of modern local government in India was laid by the British Government in India. The local government and their practices in India are the amalgam of both indigenous and western elements.¹ Municipal Corporation was first launched in the city of Madras on September 29, 1688. The Charter of 1726 extended Municipalities for the presidency towns of Calcutta and Bombay. The Corporation consisted of a Mayor and nine Aldermen. The Charter Act of 1793 had given statutory status to municipal administration in Calcutta, Madras and Bombay with taxation powers. Royal Army Sanitation Commission of 1863 recommended the improvement of sanitary conditions, public health and other civic amenities with the participation of local officials as well as non-official in its implementation.

Lord Mayo introduced the Resolution of 1870 introducing the concept of elected Indian representatives in municipalities. It was left to the provincial government the development of local government in their jurisdiction. Lord Ripon's Resolution-1882 heralded the birth and growth of local self-government in India. Ripon's resolution was often referred to as the Magna Carta of local democracy in India. He wanted to use local government as an instrument of political and popular education, nurturing available local talents in order to bring efficiency in administration and in the affairs of state through the network of local boards and non-official members with the element of elections. He was known as the father of local self-government in India. The resolution was the basis of all subsequent development of local institutions in India. Decentralization

¹ M.J.K. Thavaraj (2003). *Financial administration in India*. New Delhi: Sultan Chand & Sons, p. 242.

Commission under the chairmanship of Sir Charles Hobhouse appointed in 1906 recommended revitalizing the village as a unit of self-government, creation of village panchayat for every village and more powers to sub-division, tahsil, taluka or district.

Government of India Act, 1919 introduced responsible government in the provinces through a system of Dyarchy known as dual government. Departments such as finance, police, etc. were controlled (reserved) by the advisors of the Viceroys or the Governors while local government, agriculture and co-operation departments were transferred to the elected Indian ministers responsible to the legislature. Afterwards, the Government of India Act 1935 introduced provincial autonomy and local self-government was under the portfolio of the people's representatives who in turn were responsible to the provincial legislature.

b) Post-Independence Period

Indian federalism comprised of three layers of governance such as the Central Government at the national level, State Governments and Union Territories at the regional level and local bodies (rural and urban) at the district and local level. Local government comes under the fifth entry of State list of the Seventh Schedule. Directive Principles of State Policy in Article 40 instructed the State to set up village panchayats by giving them enough powers to function as units of self-government.

Balwant Rai Mehta on *Democratic Decentralisation-1957* made 'Panchayati Raj' popular and effective. They noticed the weakness in the function of schemes such as Community Development Programme-1952 and the National Extension Service-1953 as lack of implementing institutions. They suggested

directly elected Panchayats for a village or a group of villages, indirectly elected executive body with co-opted members known as Panchayat Samiti for a block and an advisory body at the district level known as Zila Parishad with an ex-officio member from the lower tier and the Collector as its Chairman. Ashok Mehta Committee in December, 1977 recommended two-tier system of PRI; Zila Parishad as an executive, planning and development body at the district level and Mandal Panchayat for group of villages with a population ranging from 15,000 to 20,000.

The G.V.K. Rao Committee-1985 stressed the importance of district and the subsidiary bodies as the centre of decentralized planning and development. In 1986 L.M. Singhvi Committee also known as 'Revitalization of Panchayati Raj Institutions for Democracy and Development' seeks the constitutional recognition of PRI. The subsequent governments attempted to legalize the institution of PRI through Rajiv Gandhi's 64th Constitution Amendment Bill, 1989. V.P. Singh also called for Chief Minister's conference to discuss PRI related issues. Narasimha Rao government again reinvigorated the Bill known as 73rd and 74th Constitutional Amendment Bill, 1992 which was introduced and passed in the Lok Sabha on December 22, 1992 and by Rajya Sabha on December 23, 1992. It was ratified by more than half of the states which was 17 states in total agreed to it and the President of India finally gave the approval on April 20, 1993.

c) Municipal Government

Legitimate urban local government body structure in India was finally created through the historic 74th Amendment to the Constitution of India in 1992. It added a comprehensive and strengthened urban local body ready to serve the

citizens. By this amendment, IX-A and articles 243P to 243-ZG were inserted into the constitution along with Twelfth Schedule by article 243W. The compulsory provision was that states are required to set up municipalities and the voluntary provision was taking into account the geographical, politico-administrative and others into consideration the states are given the freedom to adopt the urban local body. This makes sure there is no tilt in the centre-state relation.

In the urban areas, three types of municipalities were provided such as-nagar panchayat for transition area from rural to urban, municipal council for a smaller urban area and municipal corporation for larger urban area. The Governor notifies the urban area with regard to its sizes. The municipality composed of directly elected members from wards and representation from persons with special knowledge in municipal administration, members of Lok Sabha and Rajya Sabha, members of Legislative Assemblies and Legislative Council representing constituencies wholly or partly of municipal area. Creation of Ward Committees the manner to be decided by the State, reservation for SC/ST in proportion to their population and one-third of the total seats for women, the duration is five years. These amendments entail the State Governments to set up the State Finance Commission (SFC) after a gap of every five years to review the financial positions and recommends sharing, distribution and determination of taxes, duties, tolls and fees between state and local governments.

Prior to the amendments, there was an intense degree of variation on the procedures and practices among the states. Generally, there was lack of fiscal autonomy and half-hearted devolution of financial power to the subordinate levels

by the higher level Governments (Centre and States). To consolidate the plans prepared by Panchayats and Municipalities in the district, there was a provision of constitution of the District Planning Committee (DPC). Besides, Metropolitan Planning Committee (MPC) also has to be formed to prepare draft development plan.

Governance, Good Governance and Urban Governance

The issue of governance has emerged as a key concept receiving considerable attention in the international community. Governance is a process of how the institutions and structures are involved in the discourse of policy formulation and implementation. It is a way how society embraces the rules that guide these policies and is beyond the state actors involving the non-state actors as well and it gives centrality to the people. Governance starts where bureaucracy ends.

The present century has witnessed the crisis of governance or governability, in every country; more particularly in developing countries like India, where bureaucracy, largely having colonial mindsets, has a sole responsibility for welfare of the people. But in reality, it does not respond sufficiently to people's grievances and aspirations. Hence, the concept of governance with new value sets to meet the needs and demands of the people and is considered as one of the most important factors in eradicating poverty and promoting development.

The Governance Working Group of the International Institute of Administrative Sciences 1996 defines Governance as, "The process whereby elements in society wield power and authority, and influence and enact policies

and decisions concerning public life, and economic and social development. Governance is a broader notion than government. Governance involves interaction between these formal institutions and those of civil society.”²

Governance is a very broad concept concerning not only about how a government and social organizations interact, and how they relate to citizens but it also concerns the State’s ability to serve citizens and other actors, as well as the manner in which public functions are carried out, public resources are managed and public regulatory powers are exercised.

Governance is ‘good’ when it allocates and manages resources to respond to collective problems, in other words, when a State efficiently provides public goods of necessary quality to its citizens. The concept is not a new one as ensuring ‘goodness’ in governance and raising its level has always been the considered goal of the people and persistent demand of the articulate sections in any society. In ancient India, it was conceptualized as ‘Ram Rajya.’ Kautilya, in his treatise ‘Arthashastra’, propounded the traits of good governance by the ruler-kings as follows. “In the happiness of his subjects lays his happiness, in their welfare his welfare; whatever pleases himself he shall not consider as good, but whatever pleases his subjects, he shall consider as good.” However, in modern western sense the term ‘Good Governance’ is of recent origin. Like the terms ‘Third World’, ‘Developing Countries’, ‘Development Administration’, the accountability-oriented term ‘Good Governance’ has also been coined by developed countries applicable to third world countries. It is a catchphrase used

² <http://www.gdrc.org/u-gov/governance-define.html> accessed on Dt. 10.03.2015

by the United Nations (UN), World Bank, and International Monetary Fund (IMF) while giving development assistance.

Good governance is considered as an essential constituent of the Millennium Development Goals (MDGs) of the United Nations. This is because “good” governance establishes a framework for fighting poverty, inequality, and many of humanities’ other shortcomings. Good governance is a prerequisite for any society who cares for the welfare of its constituents.

One of the dimensions of governance is urban governance. It comprises the various forces, institutions, and movements that guide economic and physical development, the distribution of resources, social interactions, and other aspects of daily life in urban areas. Urban comes from the Latin term *urbs*, meaning “city” and most often is used as an adjective, referring to the characteristics of a town or city, urban life or urban sprawl. United Nations Human Settlement Programme (UN-Habitat) has defined Urban Governance as follows: “Urban governance is the exercise of political, economic, social, and administrative authority in the management of a city's affairs. The sum of the many ways individuals and institutions, public and private, plan and manage the common affairs of the city. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action can be taken. It includes formal institutions as well as informal arrangements and the social capital of citizens.”

Good urban governance is defined by UN-Habitat and it occurs when, “It is inextricably linked to the welfare of the citizenry. It must enable women and men to access the benefits of urban citizenship. Good urban governance, based on

the principle of urban citizenship, affirms that no man, woman or child can be denied access to the necessities of urban life, including adequate shelter, security, safe water, sanitation, a clean environment, health, education and nutrition, employment and public safety and mobility. Through good urban governance, citizens are provided with the platform which will allow them to use their talents to the full to improve their social and economic conditions.”³

Since 1990s a number of the Organisation for Economic Co-operation and Development (OECD) countries employ the principles of New Public Management (NPM) in public administration. Described as ‘accountingization’ of government, the NPM doctrine requires explicit standards and measures of performance, such as those embodied in National Audit Office, established by former British Prime Minister and NPM champion Margaret Thatcher. It is often associated with value for money assessments of government departmental budgets. An NPM ‘bureaumatic’ evaluation includes long term assessments of public services, using indicator based evaluations. Accelerated by the NPM revolution, indicators of good governance are now commonly used for international comparisons of state performance. Since 1996, the World Bank has published good governance ratings for 209 countries, using several hundred indicators addressing six key aspects connected with good governance - voice and accountability; political stability and absence of violence; government effectiveness; regulatory quality; rule of law; and, control of corruption. However, few efforts have been made to address good governance at the local

³ <http://mirror.unhabitat.org/content.asp?typeid=19&catid=25&cid=2097> accessed on Dt. 02.05.2015

level. And, the World Bank National Indicators Project and the UN Habitat Governance Indicators Projects have been the most ambitious.

UN-Habitat Global Campaign on Urban Governance argues that there has never been a more important time than now, to focus on the quality of governance at the local level. The new social contract arising out of the emerging democratic dispensation, the strong re-emergence of the civil society and the expansion of the public space, foster the need for taking responsibility and accounting for outcomes and impacts. In addition, the forces of globalisation and the movement towards decentralization are putting cities and local governments under tremendous pressure to deliver an ever-expanding range of benefits. The realization of these expectations, however, is affected by several important realities related to urban governance.

Urban Scenario

According to the World Urbanization Prospects: The 2018 Revision in the year 2018, 55 per cent of the world's population lives in the urban area which is 4.27 billion population. It was 30 per cent in 1950 which was 751 million and is projected to increase to 68 per cent in 2050. The rural population at present is 3.4 billion of which 90 per cent are concentrated in Africa and Asia. India has the largest rural population in the world which is 893 million followed by China at 578 million. Asia even with less urban population concentration than the rest of the world, is still home to 54 per cent of the world's urban population. In the 1950s, 30 per cent of the world had been urban with just 750 million people, most of whom lived in Europe and America. Now, with 7.3 billion worldwide, over

half of them live in urban area and close to two-thirds of the world economy today comes from cities. If there are implications in applying the principles of good governance in rural area, equally we have problems in its implementation in the urban area.

According to Census 2011, for the first time in India the absolute increase in population is more in urban areas than the rural areas. India's urban population is 37.7 crore to that of the rural areas 83.3 crore. In terms of percentage, rural-urban distribution in India is 68.84 per cent and 31.16 per cent respectively.

Mizoram has become one of the most urbanized states. Among the 29 states, next to the state of Goa, it has the highest proportion of urban population in India. The population of Mizoram is 10,97,206 out of which the urban population constitutes 52.11 and rural population comprises 47.89 per cent. There are 23 notified towns and the total urban population is 5,71,754 making the state having more urban to rural population. Mizoram has been experiencing a rapid growth of urban areas and urbanization between 1951-1981, and we have witnessed a reverse trend since 1981. The urban population has been growing at a rate of 108 per cent between 1951-61; 164 per cent between 1961-71; 223 per cent during 1971-81; 161 per cent during 1981-91; 39 per cent between 1991-2001 and during 2001-2011, it was 30 per cent. The decadal growth rate has been at least 30 per cent since 1951. Urban population percentage in Mizoram is comparatively higher than all India average which is 31.16 per cent.

Map 1.1 Map of Mizoram

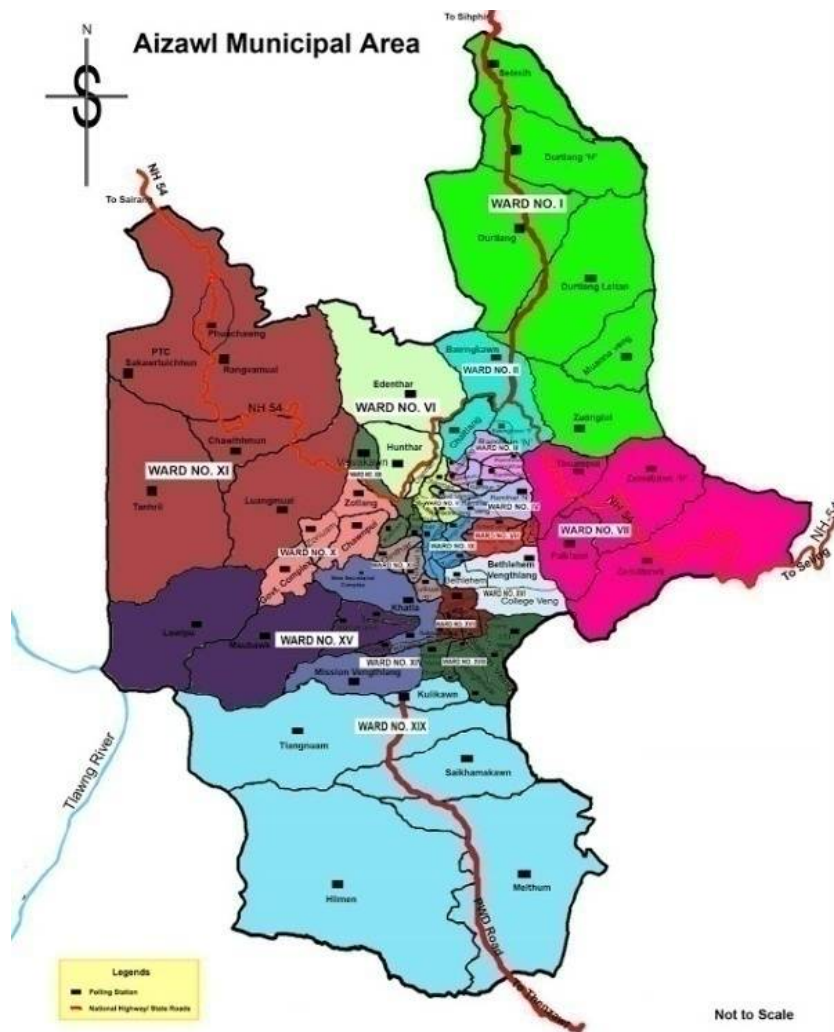


Source: DC Office, Mamit, Mizoram

Aizawl is located between latitude $23^{\circ}43'38''\text{N}$ and longitude $92^{\circ}43'04''\text{E}$. It was established on 25th February 1890 as a fortified place and a military outpost of the British and it was colonised until 1947. Mizo District Council was formed in 1952 and since then the growth of Aizawl is haphazard without any control. Until recently, there was no effective urban planning mechanism. Arbitrary allotment of land to the people/immigrants from rural and adjoining areas has tremendous negative impact on the growth of Aizawl. It then

became a capital of Mizoram under the Union Territory in 1972, since then there were more scope for employment, both in private and public sector which has resulted into pull factor and more and more people migrated to Aizawl. High concentration of better civic amenities and higher quality of life and other opportunities also causes rapid urbanization.

Map 1.2
Map of Aizawl City



Source: Aizawl Municipal Corporation

The other factor is the insurgency and its aftermath, the grouping of villages and its consequences. Mizo National Front (MNF) resorted to violence on the midnight of February 28, 1966 and then proclaimed independence afterwards. The Indian Army had moved into the Mizo Hills on March 5, 1966. The fight between the two parties ensued and as a consequence, grouping of villages was undertaken by the Indian Government as a means to check the movements of the underground personnel as food, accommodation, money or other facilities are provided by the people to the insurgents.

The other is economic reason; due to the difficult terrain, economic benefits and modern amenities couldn't reach every corner of the district as small villages are scattered on the hilltops. To accelerate economic development, larger villages were created mainly on the road between Vairengte and south of Lunglei with better regular road communication, outlet for agricultural products with an aim of raising the standard of living and to enjoy a better life⁴. Before the introduction of the scheme, there were 764 villages out of which 516 villages were evacuated and regrouped in 110 grouping centres while 138 villages were excluded. Regrouping failed to achieve its purpose and eventually destroyed the traditional jhum cultivation system without providing alternative means of livelihood thereby leading to near-famine situation. This has impacted large-scale migration to urban areas, especially during 1961–1991. The percentage of urban population in 1962 was 5.36 per cent, which jumped to 46.09 per cent in 1991 to

⁴ Agnihotri, S.K. (2010). Grouping of Villages in Mizoram, Causes, Process and Assessment. In Roger Gaikwad (Chair), *Grouping of Villages*. International Seminar conducted at I&PR Conference Hall, Aizawl, p. 9.

49.5 per cent in 2001⁵. Aizawl attracts a very high percentage of investment compared with the other urban areas in Mizoram.

Table 1.1

Decadal Population Growth of Aizawl			
Census Year	Population	Decadal Change	Growth Rate (%)
1901	325	-	-
1911	2890	2565	789.23
1921	3034	144	4.98
1931	3250	216	7.12
1941	4780	1530	47.08
1951	6950	2170	45.40
1961	14,275	7325	105.40
1971	31,740	17,465	122.35
1981	74,493	42,753	134.70
1991	1,55,240	80,747	108.40
2001	2,28,280	73,040	47.05
2011	2,93,416	65,136	28.53

Source: Directorate of Census Operations, Mizoram

The Aizawl decadal population growth rate was higher in the years 1971-1991 and there is a downward trend since 2001. The growth rate has increased from 94 per cent during 1971-81 to 108 per cent in 1981-91; however, a decline was witnessed between 1991-2001, at a low 47.05 per cent and 28.53 per cent during 2001-2011. The Aizawl City population according to 2011 Census was 2,

⁵ Nunthara, C. (2010). Regrouping of Villages as Counter-Insurgency Technique. In Roger Gaikwad (Chair), *Grouping of Villages*. International Seminar conducted at I&PR Conference Hall, Aizawl, p.3.

93,416 lakhs, male population constitute 1,44,913 and female population 1,48,503 it constitutes 26.74 per cent of Mizoram total population. There are 60,635 households and the sex ratio was 1000:1025 and literacy rate 98.36%.

Aizawl was declared as a city by the Government of Mizoram in 1999. Since January 1, 1973, Local Administration Department (LAD) looks after the urban governance in Aizawl through the Village Council (VC). Urban Development & Poverty Alleviation Department (UD&PA) was created by the Government of Mizoram in August 24, 2006 to carry out various Urban Development and Poverty Alleviation Programmes including: Jawaharlal Nehru National Urban Renewal Mission (JNNURM), urban development schemes funded under Asian Development Bank (ADB), Urban Infrastructure Development Schemes funded under 10 per cent Lump Sum grants for North Eastern Region States, Solid Waste Management, Sanitation and Aizawl Development Authority, Town and Country Planning which includes - The Mizoram Urban & Regional Development Act, 1990 and Rules, The Urban Development Plans Formulation and Implementation Guidelines, 1996, The National Building Code of India under the Bureau of Indian Standards Act, 1986, Integrated Development of Small and Medium Towns, Swarna Jayanti Shahari Rozgar Yojana (SJSRY), Integrated Housing and Slum Development Programmes (IHSP) and Urban Local Bodies. Co-existing with these institutions, for providing basic amenities are departments such as, to name a few, Public Works Department, Public Health Engineering Department, Power & Electricity Department, etc.

Urban Local Body in Aizawl

An urban local body known as Aizawl Municipal Council (AMC) was created and the office started functioning on July 1, 2008. Several localities taken together with their respective boundaries were declared as AMC area by the State Government and subsequently, localities have been added from time to time. The First General Election to AMC was held on November 3, 2010. The AMC area is 437 sq. km. comprising 19 Wards, which have been created mainly on the basis of population, and a total of 83 localities. It is empowered with the provisions of the 74th Constitution Amendment Act, 1992 (74th CAA, 1992). AMC's self-declared main mission and vision is to provide the basic amenities to the general public of Aizawl City as follows:

- a) To provide basic civic amenities in the jurisdiction of Aizawl municipality.
- b) To collect tax and non- tax revenues.
- c) Issue of trade/food licenses.
- d) Maintenance of public places likes parks / gardens, etc
- e) To provide access to socio-economic databases.
- f) To provide citizen centric (government to citizen) services, and e-governance applications.
- g) Market access and e-commerce.
- h) Generation of employment.
- i) To use information technology tools for sustainable regional development.

According to the 12th Schedule and Section 57 of the Mizoram Municipalities Act 2007, there are 18 subjects envisaged to be transferred to this urban local body and out of which eight subjects have been reassigned till date. The UD&PA Department has entrusted all the 18 items in the hands of AMC, but now in the incipient stage it is overburdened with responsibilities and cannot handle all these functions. The subjects delivered by AMC at present are:

- a) Urban planning including town planning.
- b) Regulation of land use and construction of buildings.
- c) Public health, sanitation, conservancy and solid waste management.
- d) Slum improvement and up gradation.
- e) Urban poverty alleviation.
- f) Provision of urban amenities and facilities such as parks, gardens, playground.
- g) Vital statistics including registration of births and deaths.
- h) Public amenities including street lighting, parking lots, bus stops and public conveniences.

The Local Council subsidiary to AMC is entrusted with common civic services and common benefit of the community and other matters in accordance with the Mizo traditions, customs and practices as provided under sub-section (3) of section 23 of the Mizoram Municipalities Act, 2007.

Review of Literature

Many literatures are available in the area of urban local-self government. However, no books or articles are available which has dealt entirely with the research work. The scholar has reviewed twenty six books and eighteen articles in the study area.

A.P.J. Abdul Kalam (2014) *Governance for Growth in India*⁶ examines the various challenges of good governance and the way to solve these problems. He wrote the book to inspire the citizens and the youth to take part in the democratic process. He cited the importance of creative leaders to exercise the national vision. The importance of inclusive growth, empowerment through e-governance and the right to information, creation of corruption free society, proactive public auditing process, transparency and he also brings out his vision for a new India.

Arambam Prafullo Kumar Singh (2018) *Urban Local Government in Mizoram*⁷ traces the evolution of urban government in Mizoram especially the Aizawl Municipal Council. The book is primarily meant for interested readers, students and researchers of the urban government. It was written along the provisions of the BA (Pol. Sc.) syllabus of Mizoram University. Urban local body is constitutionalized through the 74th Constitutional Amendment Act, 1992. The Mizoram Municipalities Act, 2007 (as amended from time to time) is the basis of urban local government in the state, powers and functions of the body have been

⁶ Abdul Kalam, A.P.J. (2014). *Governance for Growth in India*. New Delhi: Rupa Publications.

⁷ Prafullo Kumar Singh, Arambam. (2018). *Urban Local Government in Mizoram*. New Delhi: Mittal Publications.

dealt with by this act. He also covered the first and second municipal elections held in 2010 and 2015 respectively and the organization of AMC such as Ward Committee and Local Councils. Aizawl is divided into 19 Wards with Councillors and there are 83 Local Councils represented by elected councilors. Local Council elections were held in 2012 and 2015 respectively.

Archana Ghosh (2003) in her book *Urban Environment Management, Local Government and Community Action*,⁸ deals with urbanization which leads to deterioration in urban ecosystem and environment such as the public health, productivity and quality of life. The urban local government being an institution keeping in touch with the people must be prepared to meet the environmental challenges. Besides, for urban sustainable development, the role played by Non-governmental organizations, civil society and the whole community have been very important apart from the local government in protecting urban environment.

Archana Ghosh and S. Sami Ahmad (1996) *Plague in Surat, Crisis in Urban Governance*⁹ is a book which studies the capabilities of the corporation in solving the civic problems and the issues and challenges in urban governance immediately after the outbreak of plague in Surat, Gujarat in 1994. It focuses on three aspects such as deterioration of basic amenities in the city; shortcomings of the Surat Municipal Corporation in providing municipal services and the attitude of the councilors towards good governance of the city. It was found that there were no responsible elected bodies at the time of the outbreak of the plague who

⁸ Ghosh, Archana. (2003). *Urban Environment Management, Local Government and Community Action*. New Delhi: Concept Publishing Company.

⁹ Ghosh, Archana and Sami Ahmad, S. (2003). *Plague in Surat: Crisis in Urban Governance*. New Delhi: Concept Publishing Company.

can effectively tackle the problems even though they were not a panacea for all ills. There are various problems such as excessive migration to the place due to industrial activities and frequent extension of city limits had increased the scarcity of basic amenities. There were also irrational land use, shortage of housing, sanitation and garbage disposal, slums and squatter settlements, environmental degradation of varying degrees, water and air pollution and their resultant water-borne diseases, inadequate health infrastructure, technical and technological aspects related to specific service delivery systems and other factors led to precarious basic services conditions in the city.

Bidyut Chakrabarty and Mohit Bhattacharya (eds.) (2008) *The Governance Discourse: A Reader*¹⁰ is an edited volume consisting of two parts. Part-I gives the concept and context of governance which is emerging as the new paradigm in public management. Part-II covers the various facets of good governance in India. The book comprehensively covers the roots, characteristics of governance. He also attempted the criticism of various appearance of good governance such as governance and – decentralization, accountability, reform and accountability, ethics, digital and public-private partnership.

C.L. Baghel and Yogendra Kumar (2006) *Good Governance, Concept and Approaches*¹¹ comprehensively deals with the emergence of the concept of Good Governance in modern world particularly in India, the philosophy of Good Governance in ancient India, Ram Rajya and Raj Dharma and also reflected in

¹⁰ Chakrabarty, Bidyut and Bhattachayra, Mohit (eds.) (2008). *The Governance Discourse: A Reader*. New Delhi: Oxford University Press.

¹¹ Baghel, C.L. and Kumar, Yogendra (2006). *Good Governance, Concept and Approaches*. New Delhi: Kanishka Publishers.

several treatise such as the Dharmashastra, Yajurveda, Mahabharata, Manusmriti and Kautilya's Arthashastra. In western countries, the concept is very new; the western approach particularly the UK experience is highlighted. The principles and paradigms of Good Governance in India indicating the several aspects and the process adopted are given. There are basic preconditions of good governance such as efficient, effective law and order, administrative law, transparency, respect for human rights, political reform, administrative innovations, grassroot democracy, administrative reforms and the need to learn from the experiences of Commonwealth and advanced Industrial countries and guidelines for World Bank regarding Civil Service Reforms. The authors also discuss the input of New Public Management to operationalise Good Governance which is considered very vital and the role played by extra-governmental organizations in India. Action Plan for an effective and responsive government which was published in the Indian Journal of Public Administration is reproduced. Overall, the book is an effort to provide basic knowledge about the concept of Good Governance.

C. Nagaraja Rao and G. Sai Prasad (2007) *Accountability of Urban Local Governments in India*¹² have emphasised the increased responsibility and challenges of Urban Local Governments (ULG) in delivery of services to the people. They are accountable to provide access to safe drinking water, sanitation, health care, transport, employment generation, etc. There is an urgent need to revamp and re-energise the ULG to face the ever-increasing complex urban challenges. The book seeks to enable the stakeholders to understand the plan in

¹² Rao, C. Nagaraja and Prasad, G. Sai (2007). *Accountability of Urban Local Governments in India*. New Delhi: Atlantic Publishers.

revitalizing the ULGs in the midst of challenges imposed by rapid urbanisation and social and economic changes in urban areas. In these perspectives, the book focuses on urban France, transparency and better service delivery, capacity building, urban problems and the possible solutions.

C. Nunthara's (2003) *Panchayati Raj Nge Village Council*¹³ is a small book on the outcome of the research project titled 'Status of Panchayati Raj in the States and Union Territories of India' under the aegis of Institute of Social Sciences, New Delhi. He undertook a study in Mizoram on the working of Village Council and has a framework of question, 'What would be best for Mizoram: Panchayati Raj or Village Council?' He found out that Village Councils are entrusted responsibility without corresponding authority. The gap between Village Council and the State Government is too wide leaving enough spaces for bureaucrats and politicians to commit fraudulent practices.

Forrest V. Morgeson III (2014) *Citizen Satisfaction-Improving Government Performance, Efficiency and Citizen Trust*¹⁴ is a book about the concept of satisfaction measurement in the present age. The author gives a detail description of the purposes and objectives of citizen satisfaction measurement and how to conduct and analyse the satisfaction- methodology, statistical analysis and modelling. It covered the trends, findings and lessons of the citizen satisfaction. The book traces the relationship between the citizens and the government.

¹³ Nunthara, C. (2003) *Panchayati Raj nge Village Council*, Shillong: Calron Impressions.

Note: The translation of 'Panchayati Raj Nge Village Council?' into English is 'Panchayati Raj or Village Council?'

¹⁴ Morgeson, Forrest V. (2014). *Citizen Satisfaction: Improving Government Performance, Efficiency and Citizen Trust*. New York: Palgrave Macmillan.

Girindra Kumar (1999) *Urbanization in Mizoram: Retrospect and Prospects*¹⁵ is the outcome of the seminar 'Urbanization in Mizoram' in 1999. The book is the pioneer in urbanization. It has two sections and section I consisted of concepts, problems and perspectives of urbanization; section-II addresses the specific cases of the study of Aizawl. There are 15 research papers in this book.

Isher Judge Ahluwalia (2014) *Transforming Our Cities: Postcards of Change*¹⁶ is a book of case studies undertaken by the author in various cities of India during a long period of time. It was first published in national newspapers such as Indian Express and Financial Express but reproduced with updated events. The challenges of urbanization in planning, delivering public services, waste water treatment, e-governance and transportation in different cities of India have been thoroughly dealt. Problems faced by different cities alongwith the solutions can be of very much help to policy makers in the urban arena.

Isher Judge Ahluwalia et al. (eds.) (2014) *Urbanization in India: Challenges, Opportunities and the Way Forward*¹⁷ is an edited volume divided into three sections. Section I contains four chapters on urban planning, infrastructure and sustainability. Section II comprises of four chapters on finance and governance. Section III included three chapters on inclusion and governance. The book highlighted the challenges of urbanization and at the same time there

¹⁵ Kumar, Girindra. (1999). *Urbanization in Mizoram: Retrospect and Prospects*. Titagarh: Linkman Publications.

¹⁶ Ahluwalia, Isher Judge (2014). *Transforming Our Cities: Postcards of Change*. New Delhi: Harper Collins Publishers India.

¹⁷ Ahluwalia, Isher Judge et al.(eds.) (2014). *Urbanization in India: Challenges, Opportunities and the Way Forward*. New Delhi: Sage Publications.

are opportunities and way forward by putting the new urban agenda with urban sustainable development. Critical urban issues are highlighted with relevant suggestions.

The book by I.S.A. Baud and J. De Wit (eds.) (2008) *New Forms of Urban Governance in India, Shifts, Models, Networks and Contestations*¹⁸, is the product of a research project on ‘New Forms of Governance in Indian Mega-Cities: Decentralization, Financial Management and Partnerships in Urban Environmental Services’ carried out by a team of Indian and Dutch researchers between 2003 and 2006 as a part of the long-term Indo-Dutch Research Programme IDPAD (Indo-Dutch Research Programme on Alternatives in Development). The research was concerned with the broad question of the new forms of governance emerging in Indian Mega-Cities as a result of both globalization and internal transformation processes. It analyzed whether such new forms of urban governance opened up opportunities for more participatory urban governance, improved service delivery and innovative methods of urban financing and whether it had positive implications for the poor and vulnerable sections in Indian Cities. There are 13 contributions in this volume divided into III parts. Part – I deals with specific models and instruments in urban decentralization; Part-II deals with the movement to bring government closer to the citizens through ‘Out from Government’ by which the government works with the private sector and civil society groups in providing services to its

¹⁸ Baud, I.S.A. and De Wit, J. (eds.) (2008). *New Forms of Urban Governance in India, Shifts, Models, Networks and Contestations*. New Delhi: Sage Publications India Pvt. Ltd.

citizens. Part – III touches the domain of contestations between different groups of citizens existing in determining the direction of urban transformation.

K.C. Sivaramakrishnan (2006) *People's Participation in Urban Governance*¹⁹ studied Wards Committee in Bangalore, Kerala, Maharashtra and West Bengal relating to the size, composition and functions of Wards Committee. Profile of Ward Committee members have been carefully studied, their educational background, frequency of ward meetings, allocation of funds, etc. The book analyzes whether ward committees have been a help or a hindrance to people's participation, the extent of interaction between wards committee and the people on the one hand and elected representatives on the other, and whether wards committee have been able to secure accountability to the people.

Lalneihzovi (2006) in her book, *District Administration in Mizoram – A Study of the Aizawl District*²⁰ briefly highlighted district administration in Aizawl with a special focus on the organisations and structures of the Deputy Commissioner, revenue administration, agencies of law and order administration and other major development departments. She focused on the concept, evolution and working of these major administrative agencies that can bring about the success of government policies and their importance in touching the lives of the people at the district level. The last chapter is related to the village and urban administration and the need of decentralised governance. Comparative study of the Village Council and the new Panchayati Raj institution and Municipal

¹⁹ Sivaramakrishnan, K.C. (2006). *People's Participation in Urban Governance*. New Delhi: Concept Publishing Company.

²⁰ Lalneihzovi. (2006). *District Administration in Mizoram*. New Delhi: Mittal Publications.

Council set up according to the 73rd and 74th Constitution Amendment Acts, 1992 has given us an insight into the need to set up these bodies to accelerate socio-economic development in the rural and urban areas.

Muni Dwivedi, Rishi (2007) *Urban Development and Housing in India-1947-2007*²¹ contains the information on urban development and housing in India. The initiatives taken by the Government of India on urban housing through the five year plans have been extensively written in the book. The book is divided into part I, II and III. Part-I is Urban Development and Housing in India: An introduction; Part-II is Five Year Plans on Urban Development and Housing and; Part-III is on Select Urban Development and Housing Schemes in Operation. Though the main focus is on housing, he also deals with the components of urban development such as water supply, sanitation, solid waste management, roads, transportation, disaster management, etc.

Niraja Gopal Jayal et. al. (2015) *Local Governance in India: Decentralization and Beyond*²² is an edited volume dealing with the issues around decentralization. It consists of five sections- Panchayati Raj and traditional institutions of governance, Panchayati Raj and administrative structure, local governance and sectoral experiences, urban governance, gender and local governance and participation, transparency and accountability. There are 16 research papers which are the output of the workshop held at Jawaharlal

²¹ Dwivedi, Rishi Muni. (2007). *Urban Development and Housing in India 1947-2007*. New Delhi: New Century Publications.

²² Gopal Jayal, Niraja. (2015). *Local Governance in India: Decentralization and Beyond*. New Delhi: Oxford Publications.

Nehru University, Delhi in collaboration with United Nations Development Programme (UNDP) which is an active partner around the world in promoting decentralized governance.

Om Mahala (2011) *Urban Governance in India: Emerging Challenges in Liberalised Era*²³ is a book which covers the vast array of urban governance in India. In the aspects such as the urban planning, decentralized urban governance, challenges and perspective of metropolitan governance, basic amenities, urban transportation, urban health strategy, e-governance, disaster management and the overall good urban governance, the books give exhaustive information and solutions.

Prabhat Datta (2006) *Decentralisation, Participation and Governance*²⁴ deals extensively with the emerging challenges of democratic decentralization in India such as the urban poverty and the resultant reforms undertaken. It also deals with people's participation through democracy and in forest management and the institutionalization of citizen's participation in the state of West Bengal. The perspective of urban governance in the state is also covered. Not only urban governance, rural development initiatives taken through Panchayats in the state is also highlighted. Kolkata Metropolitan Planning committee and institutional reforms in metropolitan governance in Kolkata is also mainstreamed. Overall, the

²³ Mahala, Om. (2011). *Urban Governance in India: Emerging Challenges in Liberalised Era*. Delhi: Authorspress Publishers of Scholarly Books.

²⁴ Datta, Prabhat. (2006). *Decentralisation, Participation and Governance*. New Delhi : Kalpaz Publications.

the book pertains to the case study of good urban governance initiatives taken in West Bengal as well as its capital city Kolkata.

Pradeep Saxena (1995) in his book *Modern Governance*²⁵ has written extensively on the different aspects of Governance from the different parts of the world including governance and civil servants, public policy- arenas and agendas, reforms in Canada, Prime Minister and public services; alternative local government systems for South Africa; privatization in India, administrative modernization in Korea, labour standards – Implications for development strategies and international coalition building. The conceptualization of Cost & Benefit Analysis- the effectiveness and efficiency of public administration institutions; whether or not the public institutions succeed in satisfying the spiritual and material needs of the individual.

R.N. Prasad (2006) *Urban Local Self Government in India-With Reference to North-Eastern States*²⁶, is a book consisting of 20 scholarly and research papers. It deals with the theoretical concept of local self-governance, and the various issues, problems and challenges concerning setting up of municipal administration. It also discussed the inadequacy of the existing notified towns in the north-eastern states in conformity with urbanization and migration into these areas which inherited a lot of problems. In order to address problems of urbanization, a thrust is given to implementation of the provisions of the

²⁵ Saxena, Pradeep K. (1995). *Modern Governance*. Jaipur: RBSA Publishers.

²⁶ Prasad, R.N. (2006). *Urban Local Self Government in India*. New Delhi: Mittal Publications.

Constitution (Seventy Fourth Amendment) Act, 1992 without which no urban government appears to be feasible.

S.S. Dhaliwal (2004) *Good Governance in Local-Self Government*²⁷ deals with the issues and challenges in urban slums, urban poverty, poverty alleviation programme, women empowerment, urban health and healthy cities, people's participation. He particularly put emphasis on different urban problems and he seeks a solution through good governance in the urban local government.

U.B. Singh (2012) *Urban Governance in North-Eastern Region*²⁸ highlighted the trends of urbanization in North-Eastern Region, its historical development, structure and institutions of urban governance in the post 74th CAA era in states of Assam, Manipur, Meghalaya, Sikkim and Tripura. The framework of legal perspective and the author claimed that this is perhaps the first attempt to provide a comparative picture of urban governance in the scheduled areas of North-East India which have been given a special status in the Indian Constitution. The book may be useful for scholars and students of public administration, policy makers in bringing uniformity in urban administrative system all over the country. It will also help linking the North-Eastern Region to the national mainstream.

U.C. Agarwal (ed.) (2014) *Governance and Administration: Unhealthy Trends*²⁹ is an edited volume consisting of 19 articles. The vision and reality of

²⁷ Dhaliwal, S.S. (2004). *Good Governance in Local Self-Government*. New Delhi: Deep & Deep Publications Pvt. Ltd.

²⁸ Singh, U.B. (2012). *Urban Governance in North-Eastern Region*. New Delhi: Gyan Publishing House.

²⁹ Agarwal, U.C. (ed.) (2014). *Governance and Administration: Unhealthy Trends*. New Delhi: Indian Institute of Public Administration.

public administration since Nehru days, administrative culture and bureaucratic values, crisis management, citizen centric administration, changing facet of good governance, the rolling back of state, right to information, importance of morality and ethics and administrative reforms, etc. Diverse range of topics were covered.

Vikram K. Chand's (ed.) (2010) *Public Service Delivery in India, Understanding the Reform Process*³⁰, is a volume consisting of eight research papers examining the process of reforming public service delivery in India across several states during the last decade. The authors discuss the transformation of the state of Bihar through reform process resulting into improved prospects for economic growth and poverty alleviation. It also discusses how the reform measures have achieved success in transforming West Bengal's political economy. Gujarat also is a state achieving success to ensure a sustainable model of public service delivery through reforms in power, fiscal, education, private sector participation in infrastructural development. It also further explores the improving regulation through infrastructural development comparing telecommunications, ports and power. The authors also assess the challenges facing urban service delivery in the context of the implementation of JNNURM across three cities – Bangalore, Ahmedabad and Patna. The book also analyses the India's readiness to find an appropriate institutional mechanism for effective public service delivery by examining the mechanisms adopted by five countries across the world – UK, New Zealand, Australia, Sweden and Japan. Finally, it examines the reflection of a

³⁰ Chand, Vikram K. (ed.) (2010). *Public Service Delivery in India, Understanding the Reform Process*. New Delhi: Oxford University Press.

combination of successful integration approaches from other countries such as Mexico, South Africa and Canada with an aim to adapt their practices to fit with the wider Indian experience.

Wu Wei (ed.) (2013) *Building Service Oriented Government: Lessons, Challenges and Prospects*³¹, is the outcome of the 2012 Lien International Conference on Public Administration held in Nanyang Technological University, Nanyang Centre for Public Administration (NCPA) in collaboration with the School of International and Public Affairs of Shanghai Jiao Tong University, and the Section on Chinese Public Administration of American Society for Public Administration (ASPA) at Singapore during March 10-11, 2012. It consists of 10 research papers which evaluates public service performance in urban China, public ethical values and service-oriented government, role of emotional labour in public service, social accountability for public service in higher education, quality and performance measurement in a comparative east-west context, a case study of metropolitan governance and public service in the Pearl river delta region, role of NGOs in maintaining social stability in China, Citizen's Satisfaction with Public Service Quality in Chinese Cities and finally, Public Satisfaction Survey and its analysis on Public Education Service in China.

Arvind K. Sharma (2018) in his article *Governance: The Concept and its Dimensions*³² comprehensively deals with the different meanings of governance. The conventional usage is- rule or activity, exercise of sovereign power by the

³¹ Wei, Wu. (ed.) (2013). *Building Service Oriented Government: Lessons, Challenges and Prospect*. Singapore: World Scientific Publishing Co. Pvt. Ltd.

³² Sharma, Arvind K. (2018). *Governance: The Concept and Its Dimensions* in Indian Journal of Public Administration, Vol. 64 Issue 1, pp. 1-14.

state, processes and mechanism and it is also synonyms of government. The neo-liberal usage presents the meaning of governance as minimalist or roll back of state, activity is steering not rowing, a switch over from bureaucratic pattern of rule to an entrepreneurial pattern of rule. It also deals with the strands of governance such as- the first wave of reform is New Public Management but contracting out and marketization has given rise to fragmental pattern of delivery, the second wave is networks and bureaucracy has no longer monopolised public service delivery. It is joined by non-state actors and network is a mechanism for co-ordinating and allocating resources.

Bruce Baker (2009)³³ in his article *Cape Verde: Marketing Good Governance* highlighted the economic growth of Cape Verde to be able to have moved from Low Income Country (LIC) to Middle Income Country (MIC). The country is devoid of natural resources and the nation's economic growth is based on tourism sector. It has made good governance one of its most marketable products. It is a resource that attracts outside investors, International Monetary Fund loans and improved US security ratings. Public scrutiny system resulted into absence of gross corruption; the fight against corruption is the key factor in development. It also made use of electronic governance, Government database are made available to public. It identified capacity building as the biggest challenge to democracy and public administration can only be effective as long as there is human capacity to deliver. Government also put efforts to reduce gender inequality. It is apparent that efficient, accountable and transparent public

³³ Baker, Bruce. (2009). Cape Verde: Marketing Good Governance. In *Africa Spectrum*. Vol. 44. No. 2 (pp. 135-147).

administration and services is difficult to impose on government, yet it is possible with political will.

Carmen R. Apaza (2013) in her article *Measuring Governance and Corruption through the Worldwide Governance Indicators: Critiques, Responses, and ongoing scholarly discussion*³⁴ says that international institutions such as World Bank Institute and the Research Department of the World Bank have been developing six governance indicators called the Worldwide Governance Indicators (WGI) since 1996. The six dimensions of governance include Voice and accountability, Political stability and absence of violence, Government effectiveness, Regulatory quality, Rule of Law and control of corruption. Aggregate indicators are taken from different indicators. The shortcoming of the aggregation methodology is that it does not allow distinguishing between several dimensions of each WGI. The difficulty of accurately measuring governance is that it is based on perceptions not on factual data. Based on the literature review as well as the data itself, this paper concludes that the conceptual and empirical issues on building governance indicators constitute an ongoing project.

Deepali Singh et.al (Oct-Dec 2009)³⁵ in their article *Good Governance & Implementation in Era of Globalization* says that there are different additions to the elements of good governance by different institutions. In India, governance has a wider horizon, these includes, political (equal application of rule of law, accountability and transparency, right to information and corruption in public

³⁴ Apaza, Carmen R. (2013). Measuring Governance and Corruption through the Worldwide Governance Indicators: Critiques, Responses, and ongoing scholarly discussion in *Political Science and Politics*, Vol. 42, No. 1 (Jan., 2009), pp. 139-143.

³⁵ Singh, Deepali et.al (Oct-Dec 2009). Good Governance & Implementation in Era of Globalization. In *The Indian Journal of Political Science*. Vol. 70. No. 4(pp. 1109-1120).

life); the economic (corporate governance, the regulation of private sector and financial markets); the civil society (in its various manifestations not excluding uncivil associations). NGOs are important to bridge the gap between local community and local administration. Multilateral institutions and bilateral development agencies have come forward with good governance package and are forcing to introduce it in third world countries such as India through loan conditionalities, policy advance, projects and training. In the era of globalization, formulation and implementation of public policy is increasingly delegated to or undertaken by non-governmental institutions. Integration of a nation's economy with global capital markets has affected domestic politics and the capacity of governments to manage these new forces.

Department of Economic and Social Affairs, United Nations (2007)³⁶ in their document, *Public Governance Indicators: a Literature Review* has given an overview of the governance indicators throughout the world. These indicators assess and compare the institutional quality of countries and can assist in research and policymaking. Initially these indicators were used by academics in analyzing economic growth and evaluating the performance of public sector. More recently, however, governance indicators are being used to evaluate decisions about conditional development assistance. Part I of the paper evaluates existing methodologies, including data collection, sampling and ideological biases, the validity of proxy variables, aggregation methods, and applicability of results, and argues that any discussion of governance should integrate the private sector more closely as a partner. The paper argues that new factors such as the information

³⁶ Document of the Department of Economic and Social Affairs, United Nations: *Public Governance Indicators: A Literature Review*, 2007, New York.

age, globalization and decentralization should be better taken into account in the assessment process of governance. It also discusses the topic of accurately assessing citizen needs to better implement good governance mechanisms.

K. Stewart (2006)³⁷ In his article *Designing good urban governance indicators: The importance of citizen participation and its evaluation in Greater Vancouver,* discusses that those developing good urban governance indicators face at least four major challenges: concept definition, measure choice, sample choice and indicator evaluation. While data collection and manipulation are often of primary concern, normative considerations are equally important as they establish which indicators best represent good urban governance and the standards by which selected indicators should be judged. After arguing that citizen participation is inextricably linked to good urban governance, a process by which to build and evaluate relevant indicators is developed, using election data from Greater Vancouver. Results from Greater Vancouver municipal elections shows that there is a good chance that some community members in Greater Vancouver can be considered persistent losers.

Lalneihzovi (2013-14) in her article *Administration of Urban Development in India: Issues and Challenges*³⁸ have laid stress on the value and mechanism of effective governance at the local level for optimum satisfaction of the citizens. The process, legislation and its realization to strengthen this framework is outlined, i.e. 73rd and 74th Constitutional Amendment Acts (CAAs). The trend of

³⁷ Stewart, K. (2006). Designing good urban governance indicators: The importance of citizen participation and its evaluation in Greater Vancouver. *Cities*, vol. 23(3), pp. 196-204.

³⁸ Lalneihzovi. (2013-14). Administration of Urban Development in India: Issues and Challenges. *MZU Journal of Contemporary Social Scientist*, Vol: V-2 & Vol: VI-1, pp. 37-41.

urbanization in India with changes of economic characteristics of human settlements will open the avenue for changes in the economies of scale and settlements. In order to tackle certain possible problems which may arise with rapid urbanization, planning in advance is necessary. The author also projected solutions such as creation of economic base in small and medium towns, secondary education, vocational training, agro-based and related industries, etc. And, also the several measures to correct problems in urbanization, such as amending and enactment of legislations as and when necessary to fulfill deficiencies, regulatory measures, framing of policies, capacity building, public awareness and participation, etc. The article as a whole looks at the process and problems of urbanization from an economic point of view suggesting remedial measures.

Madhav Godbole (2004)³⁹ *Good Governance: A Distant Dream* discusses the deterioration of the institution of civil service in India which were once considered as the steel frame of India. Two former civil servants Madhav Bole and EAS Sarma (2004) had filed a writ petition at the Supreme Court inviting its attention in this regard. It has failed in different aspects of governance such as unabashed interference in the management of civil service, excessive political interference, and arbitrary, unguided and blatant misuse of discretion in all personnel matters. The petitioners had urged the Supreme Court to declare Good Governance as a fundamental right and the SC was not in favour because this would mean the court looking into every aspect of governance.

³⁹ Godbole, Madhav. (2004). *Good Governance: A Distant Dream*. In *Economic and Political Weekly*. Vol. 39, No. 11. March 13-19 (pp. 1103-1107).

Mahendra P. Chaudhry (2006)⁴⁰ in *Democracy versus Good Governance* argued that in Fiji Laisenia Qarase's government SDL had been overthrown by the army chief Bainimarama. International community were in support of reinstating the overthrown government as it is a democratic system replaced by coup-de-tat. Chaudhry expressed his concern over this issue and observed that Laisenia's democratic government was failed in all aspects of governance- blatant misrule, racially divisive policies, flouting of rule of law and constitution, endemic corruption, failure to manage state finances and national economy. Good governance is a necessary pre-requisite for genuine democracy rather than a by-product in Fiji. Unless long term peace and harmony will continue to elude them, believe in substance rather than the shadow of democracy.

Matt Andrews, Roger Hay, Jerrett Myers (2010)⁴¹ in their article *Governance Indicators Can Make Sense: Under-five Mortality Rates are an Example*, discusses that Governance indicators have come under fire in recent years, especially the World Governance Indicators (WGIs). Critics present these indicators as having no theoretical foundation and biased. Critics of the critics counter that no better alternatives exist. They argue that more appropriate 'governance' indicators will (i) have theoretical grounding, (ii) focus on specific fields of engagement, (iii) emphasize outcomes, and (iv) control for key contextual differences in comparing countries. Such measures can help *indicate* where countries seem to have governance problems, allowing second stage

⁴⁰ Chaudhry, Mahendra P. (2009). *Democracy versus Good Governance*. In Jon Fraenkel, Stewart Firth, Brij V. Lal (eds.) *The 2006 Military Takeover in Fiji*. ANU Press: Canberra.

⁴¹ Matt Andrews, Roger Hay, Jerrett Myers (2010) *Governance Indicators Can Make Sense: Under-five Mortality Rates are an Example*, Faculty Research Working Paper Series, Harvard Kennedy School.

analyses of what these problems are. They give an example by focusing on a specific field of under national five mortality rates adjusted for country income groups, presenting data for contextually controlled outcomes to show where governance seems better and worse. The United States is relatively weak, whereas a country like Pakistan seems to have better governance in this sector than other low income countries.

M. Ramachandran (2014)⁴² in his book chapter *Can we have a New Urban Agenda?* In the book *Growth and Governance: Essays in Honour of Nandan Nilekani* dealt exhaustively on the issues and challenges in the Indian urban scenario. To handle and solve the multi-faceted problems of urban governance, the author peg the relevance of the new urban agenda of his own suggestions to solve the ailing city as the city are suffering.

Ninad Shankar Nag (2018)⁴³ *Government, Governance and Good Governance* traces the different concepts of government, governance and good governance and the interrelation among them. Government is the legitimate authority to protect and enforce basic social principles. The traditional pattern of centralized and hierarchical government is often known as command and control model. Governance rising popularity is linked with redefinition of the role of government towards development enterprises and managing economy of a state. The liberalization of economy in 1990, the need to involve all the stakeholders in

⁴² Ramachandran, M. (2014). Can we have a New Urban Agenda? In *Growth and Governance: Essays in Honour of Nandan Nilekani*, New Delhi: Skoch Media.

⁴³ Shankar Nag, Ninad. (2018). Government, Governance and Good Governance in *Indian Journal of Public Administration*, Vol. 64 Issue 1, pp. 122-130.

the development process was found necessary. Policy intrusion by the international non-state institutions originated the notion of good governance.

The article by Preeti Garg (2008) *E-Governance- A Way to Good Governance*⁴⁴ traces the advantages of good governance such as delivery of public services to public more effective, efficient, speedy, accountable, accessible, responsive, transparent and traceable can be achieved more effectively by applying e-governance in the interaction between government and citizens as well as business. The objectives of good governance can be achieved by harnessing Information and Communication Technology (ICT) and with better managing resources and developing an appropriate organizational culture. A case study of 'Bhoomi' and e-governance initiative of Revenue Department, Karnataka has shown this is possible. Bhoomi is an ICT initiative for information dissemination in the rural areas of Karnataka.

Rosario G. Manasan, Eduardo T. Gonzalez, Romualdo B. Gaffud (1999)⁴⁵ *Indicators of Good Governance: Developing an Index of Governance Quality at the LGU Level* is the discussion paper series number 99-04 funded by the United Nations Development Programme (UNDP) with the assistance of the National Economic and Development Authority–Social Development Staff (NEDA–SDS). The team tried to develop measurable indicators of good governance at the local government level; to test its applicability and acceptability for evaluating and monitoring LGU performance. The better measures of governance are based on outcome indicators (like the UNDPs Human Development Index, HDI). Studies

⁴⁴ Garg, Preeti. (March, 2008). E-Governance- A Way to Good Governance. In the *Indian Journal of Political Science*. Vol. 69. No. 1. (pp. 43-48).

⁴⁵ Rosario G. Manasan, Eduardo T. Gonzalez, Romualdo B. Gaffud. (1999) *Indicators of Good Governance: Developing an Index of Governance Quality at the LGU Level*, Manila

have shown a strong connection between government social/human development expenditures and HDI. They conclude that countries which spend more on social/human development tend to rank high in HDI.

S.S. Ali (2006)⁴⁶ *Kautilya and the Concept of Good Governance* deals with Kautilya's Arthashastra (321B.C.–296B.C.). Arthashastra is not a theoretical treatise, it is based on the practical aspect of administration, which have universal applicability in the form of good governance till even today. It deals with the art of government, administration and the art of diplomacy and the duties of the king, ministers, and the officials such as the ministers and civil servants. The happiness of a ruler lies in the happiness of his subjects. Kautilya was for a welfare state where the material as well as moral welfare and prosperity of the people were the supreme concerns of the ruler.

Suman Paul's (2014)⁴⁷ article on *Finances and Governance of Urban Local Bodies*, examines the role of urban local governments with urbanisation and the pressure on urban areas for service delivery. There are several issues in urban governance that need to be addressed. Delegation of decision making powers to Urban Local Bodies (ULBs) is one of them. The constitutional mechanisms like inter-governmental fiscal transfers were an attempt to reduce the gap of ULBs, but they were not effective in implementation at ground. This paper presents a cross analysis of the finance of 27 ULBs in North 24 Parganas District of West Bengal, India in terms of their financial base and its adequacy of norms,

⁴⁶ Ali, S.S. (2006). Kautilya and the Concept of Good Governance. In the *Indian Journal of Political Science*. Vol. 67. No. 2. (pp. 375-380).

⁴⁷ Paul, Suman. (2014). Finances and Governance of Urban Local Bodies. *Journal of Urban and Regional Analysis*, Vol. VI, 2, 2014, pp. 181 – 201.

and their revenue and expenditure performance. The performance of municipalities on dependency measures was also assessed. The implications of finances of ULBs, in terms of raising resources, improving inter-governmental transfers and building new mechanisms are also discussed. Lastly, an approach has been made to develop an index, i.e. Urban Governance Index (UGI) to a better understanding of the per-capita expenditure scenario of ULBs.

Tony Bovaird and Elke Löffler (2003)⁴⁸ in their article *Evaluating the Quality of Public Governance: Indicators, Models and Methodologies*, provides an overview on evaluation of the quality of public governance. The article brings the picture of public sector during the 1990s; the journey towards excellence in service delivery to good governance including dimensions of governance, good governance and good public governance. The quality of life is inextricably linked to the quality of services and improvements in the process of governance. Good governance measurements are now being used in different contexts around the world. They also attempt at how good governance measurement can be encouraged through awards, inspections, funding and empowering stakeholders.

Viveh Upadhyay (2004)⁴⁹ *Good Governance as a Right* is a response to the issue raised by Madhav Godbole in submitting a petition to the Supreme Court to declare good governance as a fundamental right in the constitution of India because of the decline in the quality of governance delivered by the civil servants which were once considered as a steel frame of India. The author thinks

⁴⁸ Tony Bovaird and Elke Löffler (2003). Evaluating the Quality of Public Governance: Indicators, Models and Methodologies. *International Review of Administrative Sciences*, 69, 313.

⁴⁹ Upadhyay, Viveh. (2004). Good Governance as a Right. In *Economic and Political Weekly*. Vol. 39, No. 16 April 17-23 (pp. 1631 – 1632).

the petition was inspired by the intensifying judicial activism in the recent years in India. It is a high time to declare good governance as a fundamental right in articles 14, 19 and 21 as is done in the number of other rights such as right to privacy, right to information, freedom of press, environment protection, etc.

A review of the mentioned books and articles reveals that there are literatures on the multi-dimensions of urban governance and related aspects in India and other parts of the world. However, urban governance in Aizawl in light of the citizen satisfaction as a result of the transition from Village Council to Municipality is not covered by any of them.

Statement of the Problem

Urban governance in Aizawl before the creation of AMC rested with the Village Councils who in turn gets their legitimacy from various acts and rules passed by the State Government from time to time. It was more or less a traditionally based local government expected to deliver functions as per the Mizo customary practices. Different line departments implement different urban policies of government through different implementing mechanisms. Authority was seldom exercised in the same manner across different fields. Village Council in Aizawl was not a real urban local-self government; it was an administrative agency at the local level acting on behalf of different line departments for implementing policies. This resulted into complexities of functions and performance and confusion over responsibilities. A wide gap between Village Council and the State Government was a problem.

The formation of ULB brings about a transition from traditional to modern local-self government in Aizawl. The new urban government is functioning on a broad dimension in terms of realisation of ever-expanding range of benefits and expectations of service delivery of the urban people. It plays a relatively larger role in formulating and implementing public policy to its predecessor; demonstrating the transition from state to sub-state policy implementation through a single domain along with autonomy. This can be possible through transfer from the state the provisions of the 12th Schedule of the Indian Constitution wherein urban local-self governments enhanced power are laid out based on items or sectors.

Academicians, scholars and citizen as a whole are hoping to have a new dynamism in urban local-self government; better urban governance, equity, participation, accountability, efficient and effective administration as these are a hot topic of discussion for a very long time relating to urban government. Some of the current problems faced by the ULB are:

Firstly, on the transition from Village Council to Municipal Council, there was high expectation for quality services on the new urban local body in Aizawl. However, it appears that the effectiveness of the AMC is questionable.

Secondly, the relationship between AMC and the civil society is occasionally blurred rather than integrated. Licensing Regulations - 2012 of the AMC have been passively objected by the non-state actors on the ground that the regulation is not safe for the locals as it opens avenue for the non-tribal to possess

trade license in Mizoram. The regulation was amended in 2013 but the latter aren't still satisfied.

Thirdly, lack of political will and reluctance on the part of the State Government line departments to hand over power and functions to the AMC.

Fourthly, obsolete and outdated method of solid waste disposal system is another problem. Mizoram Pollution Control Board criticizes the Solid Waste Disposal System in Aizawl Municipal Area. The waste disposed at the Tuirial dumping ground often gets burnt causing air pollution.

Fifthly, there was no tax collection outlet within the easy reach of the citizens. Citizens had to go to Thuampui which is far off from the mainland city.

Sixthly, inter - governmental fiscal transfer through 13th Finance Commission (FC:XIII) Grant has come under the tight control of the State Government. Late released of grants by the State Government to AMC resulted into failure of receiving general performance grants.

Scope of Study

The study focused on the quality and effectiveness of urban governance within the Aizawl Municipality Area. In order to find out the effectiveness of urban governance with the introduction of the urban local self-government as per the provisions of the 74th CAA, 1992; comparative study of the year ULB came into existence and the post-formation stage of ULB was conducted. Hence, the measurement is classified Pre-AMC and Post-AMC. The AMC has started opening office in 2008, but it was a temporary set up and real structure of the ULB was seen only after the First election in 2010. The main thrust of the study

is to assess the quality and effectiveness of public services provided to the urban citizens with the intention of finding the weak area of governance and to give a reliable and valid suggestions.

Objectives

The study was conducted keeping in mind the following objectives:

1. to probe dimensions of governance, good governance and urban governance.
2. to study the activities of Urban Local Body.
3. to assess the effectiveness of Urban Local Body.
4. to find out the satisfaction level of people in Urban Local Body.
5. to study the issues and challenges of Urban Local Body.
6. to offer viable solutions for effective Urban Local Body.

Research Questions

The present study attempts to find out the solutions of the following research questions:

1. What are Governance, Good Governance and Urban Governance?
2. What are the activities taken up by the Urban Local Body for urban governance?
3. How effective are local authorities in managing funds and collecting revenues?
4. How satisfied are citizens with local authorities and their work with regard to urban civic services?
5. How to improve the urban civic services?

Methodology

The research study intended to find out the effectiveness of the ULB in urban governance in terms of service delivery. Urban Governance Index (UGI) of the Global Campaign on Urban Governance, UN-Habitat was employed to measure the effectiveness of urban governance in Aizawl. The measurement comprises i) Aizawl Municipal Council/Corporation's local government revenue per capita, both recurrent and capital for the years 2015-2018; ii) ratio of actual recurrent and capital budget; iii) revenue transfer from the higher levels of government, mandated and actual tax collection; iv) predictability of transfers in local government budget at least two to three years in advance; v) presence or absence of publication on performance delivery standards of the key services delivered by the AMC; vi) existence of a vision statement making commitment through participatory process; and vii) existence and frequency of consumer satisfaction survey with AMC services by the local authority.

The AMC, State or District Government did not conduct the citizen satisfaction survey. So, we undertook the survey from the urban citizens of Aizawl on the services delivered by the AMC during July–September, 2017. Structured questionnaires were administered and the collection work was completed within three months. A total of 854 questionnaires were collected. For the purpose of selecting the field of study, the stratified simple random sampling method was employed for selection of localities and respondents. Wards were considered as the first unit and localities were considered as the second unit. In the first stage – all the 19 wards in AMC area were selected and in the second stage – one to three localities were further selected which were convenient for our

purpose. Accessibility, closeness to each other, etc. have been taken into consideration. Thus, thirty nine (39) localities were selected up for the study. The data was generated from the respondents based on the questionnaire as well as the observation and unstructured interviews. These have formed the primary source of information.

Secondary data were also collected from the AMC, UD & PA Department of the Government of Mizoram and other related departments and organizations. The other data sources were books, internet, journals, magazines, newspapers among others. The data collected were properly arranged and analyzed with simple arithmetic such as percentage, addition, ratio and proportion, subtraction, etc.

Chapterization

The research study has the following chapters:

Chapter I: *Introduction* outlines the brief introduction of the topic, meaning and evolution, statement of the problem, scope of study, objectives of the research, research questions and the methodology applied. It reviewed a number of literatures concerned with the study area and the limitations of study.

Chapter II: *Concept of Good Governance and its implications for Urban Governance* covers the conceptualization of governance, good governance and urban governance.

Chapter III: *Urban Local Body in Aizawl: An Overview* deals with the structure, powers and functions of the Aizawl Municipal Corporation

Chapter IV: *Aizawl Municipal Council: Role in Promoting Good Governance* encapsulates the challenges of urban governance and the significance of the urban local body.

Chapter V: *Analysis and Interpretations* presents the field study data collected, analysis and the report of data collected.

Chapter VI: *Conclusion* summarizes the findings of the study with the suggestions to have effective urban governance in Aizawl.



CHAPTER – 2

GOOD GOVERNANCE AND IMPLICATIONS FOR URBAN GOVERNANCE

Introduction

Traditional public administration nourished with Weberian principles is often thought as rigid, inapproachable, serving its own interests, the tendency to build an empire, red-tapism and irrational. Wilsonian values of politics-administration dichotomy encompass the domain of the public administration arena since 1887 who has proclaimed that, ‘Administration is removed from the hurry and strife of politics.’ But this paradigm has given birth to subsequent paradigms with radical changes from the predecessors. As an activity, public administration co-exists with the political system, it is the action part of the government to fulfil the desires and goals set by the political decision makers. Lately, there have been constant pressures on the government from the citizens as well as from various international or supranational organizations to provide better governance, efficiently and economically along with a restructuring of the governmental systems such as minimizing government and maximizing governance and the hollowing out of the state. A new paradigm known as New Public Management symbolizes the idea of transforming the values of public service delivery towards efficiency, markets and managerialism, this is known as ‘re-inventing government’⁵⁰ with a theme that private sector management techniques, market principles and business may be transferred from the private sector into the public sector. It is often emphasizes that traditional public

⁵⁰ Osborne, David and Gaebler, Ted. (1992). *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector*. New Delhi: Prentice Hall, pp. 290-309.

administration/government being mono-centric is no longer fit to serve public in the emergence of a new globalized environment which is based on neo-liberalism. Now, governance with all its fervour backed by the Bretton Woods institutions such as the International Monetary Fund and World Bank since 1992 and other international donor agencies are trying to invigorate a better frameworks insisting on the developing countries to adopt 'good governance' with a bundle of many good things. In fact, the term is western model of development applicable to the third world countries of Africa and Asia. There are multiple actors in the process of decision making and there has to be space for citizens, government as well as various non-governmental organizations.

Government and Governance

a) Government

Modern states evolved from different stages of society based on social inequality and the role of the state. Elman Service arranged four stages of emergence of societies such as an egalitarian gatherer-hunter bands; tribal societies with limited instances of social rank and prestige; stratified tribal societies led by chieftains and civilizations with complex social hierarchies and organized institutional governments.⁵¹ Modern societies began with the patrimonial society as mentioned by Max Weber. The high rung consisted of the family and friends of the ruler or the elites who dominated the society. Political power and economic opportunity were accessed by few who were given the opportunity. However, modern government also known as state bureaucracy is

⁵¹ <https://en.wikipedia.org/wiki/Tribe> accessed on Dt. 20.04.2015

impersonal and universal. The word government means ‘a system by which a thing is governed’ it is taken from the old French ‘gouvernement’ ‘control, direction, administration’ which itself was taken from Latin word ‘gubernare’ meaning ‘to direct, rule, guide, govern, to steer, pilot’.⁵² According to Finer, four different meanings of government are⁵³-

Firstly, the activity or the process of governing, i.e. exercises a measure of control over others.

Secondly, it denotes the state of affairs in which this activity or process is to be found – in short a condition of ordered rule.

Thirdly, it is used to denote those people charged with the duty of governing such as the rulers, governors or the public authorities.

Fourthly, it also denotes the manner, method or system by which a particular society is governed.

According to the freedictionary.com⁵⁴ government denotes different things such as-

Firstly, the political direction and control exercised over the actions of the members, citizens, or inhabitants of communities, societies, and states; direction of the affairs of a state, community, etc.; political administration: Government is necessary to the existence of civilized society.

Secondly, the form or system of rule by which a state, community, etc., is governed: monarchical government; episcopal government.

⁵² <https://www.etymonline.com/word/government> accessed on Dt. 22.05.2015

⁵³ Finer, S.E. (1970) *Comparative Government*. Harmondsworth: Penguin Press, pp. 3-4.

⁵⁴ <https://www.thefreedictionary.com/government> accessed on Dt. 20.07.2015

Thirdly, the governing body of persons in a state, community, etc.; administration.

Fourthly, a branch or service of the supreme authority of a state or nation, taken as representing the whole: a dam built by the government. (in some parliamentary systems, as that of the United Kingdom)

Fifthly, the particular group of persons forming the cabinet at any given time: The prime minister has formed a new government.

Sixthly, the parliament along with the cabinet: The government has fallen.

Seventhly, direction; control; management; rule: the government of one's conduct.

Governmental administration parallels public administration. Government is the soul of the state, an instrument by which people exercise sovereign powers by means of laws, rules and regulations for serving the internal and external interest of the political community. It is the means by which societal and constitutional values are met. The values being social change, issues of justice, freedom, politico-economic growth, equality, ethics and ends in mankind. It provides security to the citizens, it frame and implement policies, and it regulates public affairs and serve their interests. It encompasses the functions of legislature, executive and judiciary.

Institutions are acquired for a purpose and purpose changes. Political world of reality is not the printed world of books, statutes or administrative rules and orders. Machinery of government is constantly changing, growing and the purpose is changing which consists of men, women and children, placed in living relationship and conducting themselves in an ordered manner. Government is

provisional and tentative. In a state the power relationship between the ruler and the ruled determines the nature of government. The democratic system of government has made mass participation a political imperative which was very limited prior to the development of the said system. Alexander Pope observes, “For forms of government let fools contest whatever is best administered is best.” Despite an element of trust in this observation, the effectiveness or the efficiency of the government is not the prime consideration while the legitimacy of the government is the prime consideration because people do not want to be governed by transitory whims of men, however effective and efficient they may be. They want to be governed by known and definite laws and it is the constitution that determines the nature of government and lays down the fundamental principles of law according to which the state is to be governed. Jellinek observed that, “A state without a constitution would not be a state but a regime of anarchy.”

The key challenges to Government are to provide better services (efficient delivery of services) as demand for these services is increasing. People expect public servants to be responsive to their requests and demands. Citizens cannot be excluded from pressing their demands for public service, citizen who demands have the right to expect response/ to be treated as legitimate source of demands ensuring growth and economic development. It is very clear that when governments perform poorly, resources are wasted, services go undelivered, and citizens—especially the poor—are denied social, legal, and economic protection⁵⁵.

⁵⁵ <http://www.gsdr.org/docs/open/hd32.pdf> accessed on Dt. 26.06.2015

b) Governance

The word 'Governance' is having roots sometime between the 1325-75 from the old French word 'gouvernance' which in turn was taken from medieval Latin 'gubernantia'.⁵⁶ It signifies different meanings; it is the manner in which authority, control and power of government is exercised in mobilizing society's economic and social resources to address the issues of public interest. It also is the art of governing, associated with the exercise of authority within specific jurisdiction, and embedded in the structure of authority. It is also a method or a system of government or management, the process of decision making and implementation or not implementation (in case of bad governance).

“Governance is the exercise of economic, political and administrative authority to manage a country's affairs at all levels. It comprises the mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences.”⁵⁷ ‘Governance is a broad concept covering all aspects of how a country is governed, including its economic policies, regulatory framework, and adherence to rule of law.’⁵⁸

The concept of Governance encompasses the organizations and institutions that are involved in the structuring of the society such as government institutions (legislative, executive, administrative, judicial and parastatal bodies), political parties, interest groups, communities, stakeholders, non-governmental

⁵⁶ <https://www.dictionary.com/browse/governance> accessed on Dt 15.07.2016

⁵⁷ *Committee of Experts on Public Administration*, Definition of basic concepts and terminologies in governance and public administration (E/C.16/2006/4) (New York, 2006)

⁵⁸ <https://www.imf.org/en/About/Factsheets/The-IMF-and-Good-Governance> accessed on Dt. 17.07.2016

organizations, private sectors and public at large. Over and above, in rural areas landlords, farmers association, co-operatives, religious leaders, finance institutions and at the national level - actors, media, lobbyist, international donors and multi-national corporations are the important actors. Here, government is just one of the actors and substantial number of governmental activities has been outsourced to the for-profit, non-profit and faith based organizations.

Governance has a wider meaning to that of the government, both are as old as the human civilization. While there is governance in every organization, government are comparatively very few in numbers in the world. In the neo-liberal world, public activities have become varied and complex and in such circumstances, decision making is increasingly more difficult. Governance is ethnocentric while government covers only one aspect of governance. There are instances where not only the government but different actors have to participate in the public decision making process. The structure of government alone is insufficient to deal effectively with many issues confronted by them in a new global environment. This entails participation of a whole bunch of actors and a new conceptualisation of public governance takes place. Governance leaned towards neo-liberalism and its values. It believes that markets are the best engine for the upliftment of the standard of living and shared prosperity. Traditional public administration (government) restricted itself to a narrow conceptualization and ideology to face changes in the environment. It was considered that government is ineffective and incomplete to bring about successful achievements of policies which ultimately benefit the society. In fact, governance blurred the border between civil society and the state. It brings induced re-definition of

governmental role to manage the economy effectively and efficiently. There is constant change in governance challenges due to rapid population boom with the resultant pressure on resources, migration flows, and vulnerability to climate change, there is increasing expectations of the citizen from government, etc.

Government is transformed into governance in the latter half of the twentieth century. A recent World Bank survey has shown that governance is among the top-most priorities in countries having dealing with the Bank. They claimed that they helped the countries to have solid foundations with capable, efficient, open, inclusive and accountable institutions.⁵⁹ They are useful in achieving sustainable growth, removal of poverty and distribution of prosperity; they earned people's confidence as a result of participation of people in the decision making process.

Good Governance

Good governance as a practise has always existed in different civilizations. In India, Kautilya's Arthashastra (321B.C.–296 B.C.) is based on the practical aspect of administration, which has universal applicability in the form of good governance till today. It deals with the art of government, administration, diplomacy, duties of the king, ministers and the civil servants. The ministers and officials were personally appointed by the king. Kautilya emphasized administrative qualities such as competency, intelligence, energetic and love of mankind. The state was basically similar to a welfare state though with extensive power to the king with a strong centralized monarchy. An

⁵⁹ <http://www.worldbank.org/en/topic/governance/overview> accessed on Dt. 20.06.2016

established legal framework based on the rule of law was an important feature. The main duty of the king was to maintain law and order and protection of life and liberty of the people. He carried out preventive and punitive measure to punish corrupt government servants. Kautilya recognize the importance of the personnel as much as the organization itself and the state was a welfare state where the material as well as moral welfare and prosperity of the people were the supreme concerns of the ruler as the happiness of a ruler lies in the happiness of his subjects.

The terms 'state' and 'good governance' have been found in the writings of Thomas Hobbes, Jean Jacque Rousseau, J.S. Mill and Karl Marx. They believed that men gives coercive power to the state as an instrument of achieving and realizing good governance. These thinkers have advocated different forms of political and administrative systems where the interest of the citizens reconciles with the role of state and its method of governance.⁶⁰

Sovereign states are very reluctant to admit their deficiencies in administration and non-performance to achieve the policy objectives towards development. Therefore, notion of good governance has escalated not from the sovereign states but from the international financial agencies such overrunning the domestic government policies.⁶¹ Good governance is the most intense ideological paradigm evolving in the realm of public administration having a foundation in neo-liberalism. The failure of governments in Eastern Europe, Soviet Union and other communist countries in many parts of the world

⁶⁰ S.S. Ali, op. cit., pg. 375

⁶¹ Nag, Ninad Shankar (2018). *Government, Governance and Good Governance* in Indian Journal of Public Administration. New Delhi: Sage Publications, p.126.

especially after World War – II unleashed the attractiveness of the liberal democracy of the west. The governmental machineries in the third world countries were incomplete to ensure efficient and effective economy of the state. This led to the dependency of the second and third world countries on the western nations and international economic and financial agencies for financial and technological help along with the long-term loans.

Good governance assumed significance and recognition since the World Bank has published two important documents such as ‘Sub-Saharan Africa: From Crisis to Sustainable Growth’⁶² and ‘Governance and Development’⁶³. These documents added spices to the conceptualization of good governance which is now being used in the development discourse throughout the third world countries; a guiding force of the political, legal and administrative management in these nations. World Bank is an international financial institution equipped with the power to give loans with the objectives of reducing poverty and boosting shared prosperity. The bank’s experience was that due to the unethical management of the projects it financed in the third world countries; it had failed to deliver expected results. The quality of the governments and their management in these countries were not conducive to bring better outcome and progress. Therefore, a package including political, administrative and legal reforms were put as conditionality for the recipient countries and they had to take actions to fulfil the package which is known as good governance. Conditionality of the assistance have put pressure on the borrowing countries to execute the loan as per

⁶² The World Bank. (1989). *Sub-Saharan Africa: From Crisis to Sustainable Growth*. Retrieved from <http://documents.worldbank.org/curated/en/498241468742846138/pdf/multi0page.pdf>.

⁶³ The World Bank. (1992). *Governance and Development*. Retrieved from <http://documents.worldbank.org/curated/en/604951468739447676/pdf/multi-page.pdf>.

the requirement of the conditions made by the institutions; be it a change in the institutions, reforms and also was based on the level of poverty and underdevelopment.

The sign of good governance are when the state provides sufficient services to its citizens fulfilling its obligations as a legitimate service provider; when policies are framed and implemented through the close co-operation and participation of the beneficiaries such as the civil society; rules and regulations are strictly enforced bypassing the personal will, whims and fancies of the administrators; legal reforms are undertaken; privatization of production with market-led growth, participation of beneficiary in the design and implementation of projects; public expenditure reforms are carried out introducing better accounting system; and when there is accountability and efficiency in resource management and delivery of public services.

In India the Tenth Five Year Plan had identified good governance as the single most important vehicle to achieve the plan objectives. Chapter six⁶⁴ of the document is devoted to 'governance and implementation' which deals with the issue of governance and stated that 'good governance' is a crucial factor for development. Here, the notion of governance is broad and comprehensive and not just confined to development. Decentralization of power, citizen's empowerment, effective people's participation through state and non-state mechanisms, great synergy and consolidation among various agencies and programmes of government, civil service reforms(right sizing, transparency, accountability, professionalism), transparency, rationalization of government schemes and mode

⁶⁴ Planning Commission of India. (2002). *Governance and Implementation*. Retrieved from http://planningcommission.nic.in/plans/planrel/fiveyr/10th/volume1/v1_ch6.pdf.

of financial assistance to states, procedural reforms (single window clearance, investor assistance cell), judicial reforms (speedy delivery of justice), improved access to formal justice system, to enforce rights, reforms and strengthening of land administration and harnessing power of technology for governance. Right to Information is a key component of healthy democracy.

Different Concepts of Good Governance

There are numerous concepts in Good governance and some of the definitions are given below:

According to Organization for Economic Co-operation and Development (OECD), public service ethics equals to public trust which is an important element of good governance. There are expectations of the citizenry from the civil servants to manage public resources and serve the public interests. Public trust is enhanced by responsible public services and creates a favourable environment for public services. The core values of public service most frequented by the OECD countries are impartiality, legality, integrity, transparency, efficiency, equality, responsibility and justice. The key elements of good governance are accountability, transparency, participation, rule of law, effectiveness and equity. It refers to the management of government in a manner that is essentially free of abuse and corruption, and with due regard for the rule of law.

Council of Europe 12 Principles of Good Governance- The principles were endorsed by the Council of Europe in 2008 in the European Strategy for Innovation and Good Governance at Local Level. According to the Council of Europe, good governance is the responsible conduct of public affairs and

management of public resources by delivering better services to the citizens. The local authorities who had achieved high overall level of governance measured against the relevant benchmarks were awarded the European Label of Governance' Excellence (ELOGE). Local authorities participated were evaluated with the tools such as - matrix evaluating their action, a questionnaire addressed to citizens, a questionnaire addressed to local elected representatives. The principles are⁶⁵ -

- *Fair Conduct of Elections, Representation and Participation*- Free and fair conduct of elections. Citizens are at the centre of public activity and all men and women including less privileged and most vulnerable can have a voice in decision making and in allocation of resources.
- *Responsiveness*- The citizen's expectations and needs are met by delivering public services; requests and complaints responded to within a time-frame; structure, rules and procedure adapted to the legitimate expectations.
- *Efficiency and Effectiveness*- Make use of the available resources so that results meet the agreed objectives. It is possible with performance management system to evaluate and enhance the efficiency and effectiveness of services. Audit is also an important instrument to assess and improve the performance.
- *Openness and Transparency*- Public access to information which is not classified for reasons specified in law. Decision are made and implemented according to rules and regulations. Decisions made by

⁶⁵ [https://www.coe.int/en/web/good-governance/12-principles-and-elope#{%222556 5951%22:\[11\]}](https://www.coe.int/en/web/good-governance/12-principles-and-elope#{%222556 5951%22:[11]}) accessed on Dt. 07.07.2016

government, implementation of policies and results are made available to public.

- *Rule of Law*- Local authorities abide by law and judicial decisions. Rules and regulations are adopted according to procedures provided by law which are enforced impartially.
- *Ethical Conduct*- Public interest is placed before individual interests. Ethical attitudes must be inculcated in the employees as well as co-participation, co-deciding, co-responsibility. Effective measures must be undertaken to prevent and combat corruption. Code of ethics is a set of rules and values applied at the office. Enhancing the standards of public ethics across local government is one of the goals.
- *Competence and Capacity*- Skills of the personnel involved in the governance are enhanced for increase in the output and impact.
- *Innovation and Openness to Change*- Modern methods of service provision and efficient and new methods of solution are pursued. The organization is ready to experiment new programmes and learn from the experience of others.
- *Sustainability and Long-term Orientation*- The needs of future generations are taken into account. Decision is made not to transfer problems and tensions, environmental, structural, financial, economic or social to future generations. Sustainability of the community is taken into account. A long-term perspective is made on the future of local community.

- *Sound Financial Management*- In case of important public services, charges do not exceed the cost of services provided, prudence is observed in financial management, budgets are prepared in consultation with the public, risks are estimated, consolidated accounts, etc. Local authority takes part in inter-municipal co-operation and mutualisation of risks.
- *Human rights, Cultural Diversity and Social Cohesion*- Human rights are respected, protected and implemented. Even with cultural diversity efforts are made to ensure all have access to opportunities in local community; integration and cohesion of disadvantaged areas and disadvantaged sections of population.
- *Accountability*- Decision makers take responsibility for their actions and decisions, action can be taken on infringement of civil rights and remedies are available on maladministration of local authorities.

The World Bank- The World Bank is the largest development agency in the world spearheading the development aids in the developing and under-developed countries. Especially in the continent of Africa there were prevailing problems of poverty, malnutrition, unavailability of clean water, hunger and others. Different projects were undertaken by the Bank to uplift those countries out of the condition of abject poverty. The Bank adopted the strategy of good governance seeking sustainability of the projects it had financed which was first highlighted in the document released by the World Bank concerning the Sub-Saharan Africa in 1989. In the year 1992, the Bank unleashed a report titled ‘Governance and Development’ in which Governance is defined as ‘the manner

in which power is exercised in the management of a country's economic and social resources for development.' The definition is limited and narrowly confined within the administrative and managerial arrangements aiming at bringing about efficiency and effectiveness in the public administration. The context of governance was limited to sound development management including the public sector management, accountability, legal framework for development and information and transparency.⁶⁶ To tackle the weak economic performance, the Bank feels the need of structural adjustment to embark upon the programme of economic growth in these countries as failure of public institutions was the root cause of the bad economic performance. Most African countries were then committed to structural adjustment of the institutions and policies. The available instrument of adjustment was economic reform with sustainable environment.

United Nations Development Programme (UNDP) - UNDP emphasizes human rights, democracy and legitimacy of government, human development, the elimination of poverty and public administration. United Nations Development Programme - The Urban Governance Initiative (UNDP-TUGI) has adopted the 11 principles of good urban governance as put forward by the UNDP and the UN-Habitat Global Campaign on Good Urban Governance:

- participation
- rule of law
- transparency
- responsiveness
- consensus orientation

⁶⁶ The World Bank, *Governance and Development*, op.cit., Pg. 1

- equity
- effectiveness and efficiency
- accountability
- strategic vision
- subsidiarity
- security

United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP)-⁶⁷ The concept of "governance" is not new. It is as old as human civilization. Simply put "governance" means: the process of decision-making and the process by which decisions are implemented (or not implemented). Governance can be used in several contexts such as corporate governance, international governance, national governance and local governance.

International Monetary Fund (IMF)⁶⁸ -The traditional mandate of IMF is promotion of economic stability and high quality growth. Previously, the IMF wasn't involved in issues of governance as some member countries believed that the institution would become politicised and may lose its credibility and effectiveness. Today, governance issues have occupied the pivotal place in the IMF discourse of development because where there is poor governance, inflow of investment and growth are adversely affected; abuse of public office for private gain undermines public trust in the governmental machinery, it threatens market integrity, distorts competition and endangers economic development.

⁶⁷ <https://www.unescap.org/sites/default/files/good-governance.pdf> accessed on Dt. 09.07.2016

⁶⁸ <https://www.imf.org/en/About/Factsheets/The-IMF-and-Good-Governance> accessed on Dt. 10.07.2016

While promoting good governance, the IMF concentrates on the issues of economic governance which falls on its ambit; such as the issues likely to impact macro-economic performance and the capability of the authorities of such countries to pursue sound economic policies. IMF conducts annual *IMF surveillance* of the borrower countries based on its Article IV consultations which involves discussing economic consequences of poor governance and advice on reforms. Another measure taken is through the *IMF-supported lending* with the imposed conditionality such as better public expenditure control, publication of audited accounts of government agencies and state enterprises, streamlined and less discretionary revenue administration, more transparency in the management of natural resources, publication of audited central bank accounts and enforcement of banking frameworks. Technical assistance is therefore provided by the IMF for the benefits of the good governance.

Correction of macroeconomic imbalance, ensuring rule of law, improving the efficiency and accountability of the public sector and tackling corruption are an essential element of good governance in which a country's economy will prosper.

There is no single accepted definition and conceptualization of good governance. To sum up the concepts of good governance given by various institutions and organizations, we have certain characteristics of good governance which are different from organizations to organizations. Important features of good governance are:-

a) Participation – In order to change the dominant public sector, the first alternative approach is the market model which was predominant in the 1990s in

the western countries such as USA, England and Canada, etc. Influenced by the neo-liberal policy, market-driven government is expected to change the monopolised governmental structure. The next alternative⁶⁹ is the participatory approach by minimizing government and maximizing governance. Participatory approach is tilted more to left-wing ideology and the advocates of this approach also usually belong to the political left. Nonetheless, some of the proponents also belong to the political right.

People-centred administration rather than rule-centred administration, inclusive rather than exclusive is believed to be the most common characteristic of good governance. Citizens are the soul of every decision making processes, the ultimate objective of governance is to benefit the society at maximum level. Development is multi-dimensional and the traditional rule and bureaucratic-centred is found to be rejected by the governance paradigm by believing that the conventional bureaucracy is a barrier to good government. There is widespread insistence that governments should examine themselves primarily from the viewpoint of output and delivery of governance rather than concentrating on processes.⁷⁰

The participatory model was the dominant political theme in the 1990s. It mainly opposed the hierarchical bureaucratic structure and technocracy because the top-down hierarchy does not give space for the involvement of employees of the organization, it is unapproachable and citizens never participates in the

⁶⁹ B.Guy Peter. (2001). *The Future of Governing*, Kansas: University Press. pp. 23-76.

⁷⁰ Rama Nath Jha.(2006). *The Saliency of Poverty, Participation, Transparency and Security in Good Urban Governance in Local Governance in India, Decentralization and Beyond*, New Delhi: Oxford University Press, pp. 412-424.

decision making process involving the common man. The model thus gives space for the common people and empowered them.

The UN Conference on Environment and Development (UNCED) held at Rio De Janeiro – 1992 also highlighted the importance of participation as a tool of governance⁷¹. Sustainable development could be achieved only with active participation of the community. Urban local body could motivate the citizens so that they can get involved in the process of development with caution and cooperation. A document known as the Agenda 21 was prepared by the conference. The local body are in the best position to implement the agenda.

Participative development is an essential condition of democratic governance that brings accelerated development process with growing wealth and emphasizing on its distribution. Dr. Amartya Sen in his book —Development as Freedom (1999) maintains, development should be looked through not only from the perspective of freedom but equated with freedom. Sen further notes that poverty, deprivation and inequality are conditions of non-freedom. These obstacles can be removed through participation. In the process of development, opportunities are to be created, processes to suit participation to be developed then capabilities and opportunities to the deprived class on equal footing needs to be created.

People's participation in Indian context is expected to be a passive support to the policies and programs of the government. This approach of participation was only a formal participation and was just the role of recipients and not creative agents. In the passive model, conflicts, dissatisfaction of participants accelerates

⁷¹ Rama Nath Jha, *ibid*, pg. 417

to movements as form of mobilization and further extension of mobilization turns in to starting militant and resistance movements.

b) Rule of Law - The Rule of Law occupies the bedrock of modern democracy and bureaucratic administration. It determines the component of public administration and its attributes. Law is the means to achieve the desired ends and it is not an end by itself. It signifies equal opportunity before the eye of the law, justice, fairness, moral principles and prevents abuse of power. It protects and respects the dignity and worth of an individual citizen by the independent courts and it implies the institutions, procedures and traditions that implements and give practicality to the rule of law. Internationally the rule of law signifies the creation of institutions, rules and laws which will govern and solve the international problems, tensions between different nations, resolve violence and multilateral crises⁷². According to Dicey, the three fundamental characteristics of the rule of law as it had evolved in Britain are⁷³ –

- i) the supremacy of regular law as opposed to arbitrary power, i.e., the rule of law, not men,
- ii) equality before the law of all persons and classes including government officials and,
- iii) the incorporation of constitutional law as a binding part of the ordinary law of the land.

Firstly, the ideology of the rule of law originates against the existence of arbitrariness in the decision made by the rulers such as the monarch, dictator,

⁷² Rhyne, Charles S. (1964). The Rule of Law. In *The World Affairs*, Vol. 127, No. 2, pp. 82-87.

⁷³ Dicey , A.V. (1915). *An Introduction to the Study of the Law of the Constitution*, Indianapolis: Liberty Classics, pp.107-122.

bureaucracy, and the authoritarian. They manipulate and deeply interfered with the ruled without paying heed to the feelings, interests and views of these people. In medieval age, the King was the source of law and the power originates from him, now, that power passed on to the sovereignty of the legislature. Beyond the laws made in the legislature, the bye-laws, rules and regulations are framed by the officials. Arbitrariness not only confines to rulers but the officials of the state apparatus. Exercise of the authority by the government officials without the rule of law is tyranny. The rule of law limits the function of the government within the confines of the values of democracy and the spirit of the constitution.

Secondly, law should be equally applicable to all without any demarcation or prejudices. No discrimination to any of the sections of the society.

Thirdly, all laws in the country should be abided by the constitutional value of the land. Constitutional law influences and restrains the procedure and put limitations on the exercise of governmental authority. They should be bound by rules fixed and informed to them beforehand.

The rule of law signifies a system in which laws are informed to the public, have a clear meaning and equally implemented to all. It is based on a classical liberal concept which upholds the individual political and civil liberty generally known as universal human rights during the last fifty years. An impartial, free of political dictates, fair, competent, efficient courts, police, prosecutors and judges who are the actors of the comprehensive legal system in a country is the dire need to have good governance in the country.

c) Transparency- Transparency means openness and opposed to secrecy which is the hallmark of public management in the past. Through the mechanism, insiders are enabled to have informed voice in decisions and it is the degree to which information is available to outsiders and a means to assess the decisions made by insiders.

Secrecy inherits evils in the structure and the personnel of public administration. It breeds corruption, malpractice, empire-building, unapproachable, monopoly, arbitrariness, discretion. Transparency inherits accountability and both are coincide with each other. In the era of transparency, information and knowledge becomes power and they set citizens free from the clutch of ignorance. It will produce an effective administrative state for the citizenry.

The concept of transparency assumes a space between government and the people⁷⁴. Government is at a distance and is beyond the reach of the citizens. This entails weak accountability of the state apparatus to the public it serves. Visibility of the state machinery to the people in terms of approachability and closeness to the people to close the gap between government and the people is truly important because it is said that democracy die behind the closed doors⁷⁵. Traditional administration was bureaucratic, rigid, closed and unapproachable; the state was very powerful and the main instrument of the state was bureaucracy. The state alongwith bureaucracy became cut-off from the citizens. The barrier between government and people is consciously made by public institutions through rules, regulations and statutes. Openness of the structure to be responsive to serve the

⁷⁴ Fenster, Mark. (2010). *Seeing the State: Transparency as Metaphor*. Administrative Law Review, Vol. 62, No.3, pp 619.

⁷⁵ Mark Fenster, *ibid*, pg. 620

needs of the people in other words public accountability can be brought by transparency.

In the era of good governance transparency laws and regulations have been enacted and implemented and the state is now made accountable and bureaucratic official accessible to the common man. In many countries transparency is institutionalized through the Right to Information Act (RTI). The act provides deep information about the structure and functions of the state apparatus known as public administration. It is the main instrument providing power to the citizens to inquire into any wrong deeds of the government officials. It helps controls and prevents the civil servants to be responsive and to bring transparency in the process of government functions. Citizens are empowered through RTI as informed and knowledge enrich citizens can contribute more towards the nation's development than the ignorant citizens.

RTI is empowering the people with availability of vital information. India's development experience expanded the role of the state. State was adopting welfare of its citizens through socialist principles; state itself became an entrepreneur and is controlling and regulating the private sector. With expansion, public sectors became too big. The senior government officers and bureaucrats with wide power under their control became the main beneficiaries. Bureaucrats became too powerful, not ready to listen to any advice and cut off from the citizens.

d) Responsiveness- It is the procedural prerequisite of a good government. The word literally means the state of being responsive. It means something answered or an answer. Citizens being the consumer of the public services expect the

government to be responsive to their requests and demands. The demand is legitimate because the citizens have the right to expect responses. In recent years, the right to get public service is a law passed by the legislature in many countries around the world and India is one of them. By this legislation, citizen enjoys the right to get public services within the time frame or time bound delivery of services such as caste, birth, marriage, domicile certificates, electricity connections, voter id card, ration card and land records, etc. The state is obliged to provide services to the citizens as such and be responsive to the needs of the people. Citizen-centric governance is truly important in order to have good governance.

According to Jonathan G.S. Koppell the five dimensions of accountability are transparency, responsibility, responsiveness, controllability and liability. Accountability is outward not upward with responsiveness. There are two approaches to responsiveness such as the demand approach and the need based approach. The demand approach focuses on whether the organization fulfils the expectation of the citizens and other constituent preferences. In the state, bureaucracy responds to the demand of the citizens who are also known as the consumer at this point and responsiveness is congruent with the consumer satisfaction. The focal point of the need approach is to see the organization fulfils the public policy goals and objectives⁷⁶.

e) Consensus Orientation- According to the UNDP, *Consensus Orientation* or oriented consensus is a principle of good governance which states that good

⁷⁶ http://academic.udayton.edu/richardghere/POL%20305/Koppell_Jonathan_GS.pdf accessed on Dt. 05.08.2016

governance will act as an arbiter of all concerned to reach a consensus or the best opportunity for the interests of each party.

Orientation consensus or consensus-oriented means decisions of any kind must be done with the process of deliberation. Such decision-making not only satisfy the various parties there, but also results in decisions that are binding and belong together, so that the existing decision has the power to force all the components involved to implement the decisions already made. Rather than adopt one opinion by multiple parties, they are brought together for a convergent decision. Therefore, consensus involves collaboration beyond compromise.

Thought or paradigms like this is to be developed in the implementation of the government, because of what the government is doing or manage the public affairs must be accountable in front of the people. As it was realized that the more parties involved in the decision-making process (in participation), it is clear that more is also the aspirations and public opinion represented.

f) Effectiveness and Efficiency - Effectiveness refers to an absolute level of either input acquisition or outcome attainment. It is the extent to which an organization achieves its objectives (goals) within the constraints of limited resources. Efficiency means assessment of input-output ratio or comparison. It is the process by which the organization maximizes its objectives with minimum use of resources. The technical aspect of good governance emphasizes the effectiveness and efficiency of the policy, programmes and resources to be spent on implementing them and that it meets the needs of the stakeholders with the best use of resources. Environment conducive for bringing the desired conditions

are competitive economic environment, capacity building and training of the personnel.⁷⁷

g) Accountability- Citizens in developing as well as some extent in the developed countries are not satisfied with the services rendered by their national government in the recent years. Factors which contributed to public dissatisfaction are many and among them is lack of public accountability⁷⁸. It is believed that enhancing accountability will improve the level of governance in these countries. The conditions laid down by international financial lending institutions to the poor countries have justified this context.

Accountability implies responsibility, obligations or duties of the duty holders to the reporting authority. It means holding individuals and organizations responsible for performance measured as objectively as possible. Who is accountable to whom, for what and how and ultimately what will be the consequences? These are the questions which arise while talking of the accountability. Normally, the concept of accountability is applied to the public sector where the state is responsible to the citizens for delivery of services and the existence of the state is the service of its citizens, although accountability is also embedded in the private sector and various organizations. The answer to who is accountable is the government executives – political and permanent executives, to whom – upon the citizens, for what- public interest and to fulfil constitutional obligations, how- mechanism for making them accountable includes elections,

⁷⁷ Shankar Nag, Ninad (2018). *Government, Governance and Good Governance in Indian Journal of Public Administration*, Vol. 64 Issue 1, p. 129.

⁷⁸ Paul, Samuel. (1992). *Accountability in Public Services: Exit Voice and Control*. World Development, Vol. 20, No.7, pp 1047-1060.

expenditure audit, statutes, scrutiny through parliament, legislative review, civil society and media, rule of law, judicial review, judicial activism, human rights committee, constitutional and legal courts; media and press, civil society, the consequences- failure of actions may result in trials in court of law or removal of the concerned body in the election.⁷⁹

The degree of accountability depends on the form of political system. In a democratic country the state is being accountable to the citizens as elected machinery is ultimately responsible to provide services. While in authoritarian system the function of the state is not direct towards citizens. State apparatus now does not handle the traditional responsibilities; it uses the services of the various for-profit, non-profit and civil society organizations. However, accountability of the organizations outside the realm of the government machinery and institutions, beyond the bound of laws and regulations is questionable. As how far these organizations are accountable to the citizens is not clear and the extent to which these organizations are parallel to the governmental organizations which are bound by rules and regulations.

Urban Governance

According to Governance and Social Development Resource Centre (GSDRC), “Urban governance refers to how government (local, regional and national) and stakeholders decide how to plan, finance and manage urban areas. It involves a continuous process of negotiation and contestation over the allocation of social and material resources and political power. It is profoundly political,

⁷⁹ Agnes Callamard (2010). *Accountability, Transparency and Freedom of Expression in Africa*. Social Research, Vol.77, No. 4, pp. 1211-1240.

influenced by the creation and operation of political institutions, government capacity to make and implement decisions and the extent to which these decisions recognise and respond to the interests of the poor. It encompasses a host of economic and social forces, institutions and relationships.”⁸⁰

UN Habitat - Global Campaign on Urban Governance – 1999 was launched by the UN-Habitat to successfully implement its urban objective and goal known as ‘sustainable human settlements development in an urbanizing world’. The campaign’s motive was removal of poverty by enhancing the capacity of the urban local governments and to adopt, practise and raise awareness of good urban governance. It strongly focuses on excluded urban poor and women by involving them in the decision making with a believe that they are an important instrument to bring change in the society. The campaign’s vision and strategy is to make ‘inclusive city’ where everyone belonging to different religion, race, gender, age, poor and rich enjoys equity in the opportunity offered by the city. The campaign also contributed to successfully implement the Millennium Development Goals (MDGs) of reducing the extreme poverty by half. The campaign seeks to promote and develop the principle of good urban governance as there is a growing trend worldwide that for removal of poverty and to bring prosperity in the city application of good urban governance is the single most important tool available.

Responsiveness to the needs of the citizens by the local government requires an appropriate environment such as adequate legal frameworks, efficient

⁸⁰ <https://gsdrc.org/topic-guides/urban-governance/concepts-and-debates/what-is-urban-governance/> accessed on Dt. 13.08.2016

political, managerial and administrative processes which is known as governance. It can be defined as the ways that an individual and institutions carry out the everyday management of a city, and the processes used for effectively realizing the short term and long-term agenda of a city's development. Urban governance is the software that enables the urban hardware to function. Effective urban governance is characterized as democratic and inclusive, long-term and integrated, multi-scale and multilevel, territorial, proficient and conscious of the digital age.⁸¹

Urban governance is the sum of the many ways individuals and institutions, public and private, plan and manage the common affairs of the city. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action can be taken. It includes formal institutions as well as informal arrangements and the social capital of citizens.⁸²

Global Campaign on Urban governance

According to the Global Campaign on Urban Governance, the fundamental principles of good governance are sustainability, subsidiarity, equity, efficiency, transparency and accountability, civic engagement and citizenship and security. They are interdependent and mutually reinforcing and are derived from actual experiences or translated from principle to practice.

- a) *Sustainability* in all dimensions of urban development. Meeting the present social, economic and environmental urban needs and by removing poverty from the urban society without jeopardizing the future. Urban

⁸¹ <https://unhabitat.org/governance/> accessed on Dt. 14.08.2016

⁸² <http://mirror.unhabitat.org/content.asp?typeid=19&catid=25&cid=2097> accessed on Dt. 16.08.2016

leaders must have long term vision and strategy for sustainable human development, Local Agenda 21, environmental and planning management (EPM), incorporating urban poverty reduction in local planning, preservation of historical and cultural heritage, increase green cover, arranging peoples participation in the economic life of a city and transfer of technology.

b) *Subsidiarity* of authority and resources to the nearest level. The principle benefited the citizens at the grassroots level to be the centre of allocating resources and decision making. The principle holds that when things could be simply done by a smaller organization it should not be left to the larger and more complex organization⁸³. Examples are taxing, spending and regulatory functions. The citizens are best to know their problems and public service should be functional nearest to the citizens at the lowest unit of administration and only when it is not possible for the local unit to perform shall functions be centralized upwards. In order to do this, the local authorities should come out with appropriate policy and they must be empowered with sufficient resources, legal framework with work assignment, empowering local community and increase responsiveness of local authority, capacity building of the manpower in administration, technical and managerial positions, predictable horizontal and vertical inter-governmental fiscal transfers and decentralization.

⁸³ <https://acton.org/pub/religion-liberty/volume-6-number-4/principle-subsidiarity> accessed on Dt. 16.08.2016

- c) *Equity* – Equitable access for all to physical and social infrastructure and of access to decision making process and the basic necessities of urban life. Regardless of gender, race, religion, young or old, rich or poor, everyone should have equal access to opportunities and resources, priority setting and in resource allocation. Equity means equal opportunity among equals and unequal opportunity among unequal, everyone should have reasonable opportunity according to their status, equality of status between men and women, prioritizing infrastructure development.
- d) *Efficiency* in the delivery of public services. It is the process by which organization maximizes its objective with minimum use of resources. It recognizes and enables the contribution of women in urban economy with cost-effective management of resources. It calls for the resource contribution from formal and informal economy, government and private and civil society sector, equitable user-pay services, innovation in service delivery through management contracts, partnership with private and civil society, inter-sectoral planning, improving the effectiveness of revenue collection, maintain security of tenure and removing obstacles, attract investment and encourage volunteerism.
- e) *Transparency and Accountability* of decision makers and all stakeholders. Accountability generally implies answerability for actions and inactions of the junior officers to senior officers, executive branch of the government to the legislature, and in urban governance local authority to the citizens. Openness in administrative procedure to avoid corruption is essential as corruption destroys the vitality of the urban authority while it can expand

poverty. Mechanisms to check corruption are- integrity and professionalism of the administrators, transparent tender, ethical behaviour of the officials, asset disclosure for public servants and to place code of conduct and accountability standard, public grievance redressal mechanism and right to information.

f) *Civic Engagement and Citizenship.* In order to have sustainable development, the most important instrument is the citizens. Citizens should not just become passive actor, but they should contribute actively for the common good and development of the urban society. To realize the principle, the other instruments are participatory democracy by means of free and fair elections, promotion of civic responsibility, organize public meetings and consultations.

g) *Security of individuals and living environment.* The right to live, liberty and security belongs to every individual. Human conflicts, natural disaster, crime, etc endanger the human security. Strategies includes culture of tolerance, and peace, security of livelihoods, environmental planning, address specific needs of women and children, local emergency and action plans against abuse of vulnerable sections of the society.

New Urban Agenda

New Urban Agenda was adopted in the United Nations Conference on Housing and Sustainable Urban Development (Habitat-III) in Quito, Ecuador in October 20, 2016. Habitat Conference has come out with the New Urban Agenda which is a new global standard for sustainable urban development and a roadmap

for building cities. It provides guidance for achieving sustainable development goal and to address climate change. It is left to the national and local governments to implement the agenda with support from the international technical assistance.

The guiding principles are –

- i) Leave no one behind, ensure urban equity and eradicate poverty;
- ii) Achieve sustainable and inclusive urban prosperity and opportunities for all,
- iii) Foster ecological and resilient cities and human settlements.

The major components of the urban agenda are –

i) urban policies directed towards cooperation among local-national government and multi-stakeholder to achieve sustainable integrated urban development.

ii) Urban governance, rules and regulations to enhance municipal finance to direct and provide necessary empowerment to municipal finance. iii) Urban planning and design to appropriately utilize the spatial dimension of the urban form and deliver urban advantage.⁸⁴



⁸⁴<https://www.weforum.org/agenda/2016/11/last-month-a-new-global-agreement-to-drive-sustainable-urban-development-was-reached-so-what-is-it-and-happens-next/> accessed on Dt. 20.08.2016

CHAPTER – 3

URBAN LOCAL BODY IN AIZAWL: AN OVERVIEW

Origin of Local Governance in Aizawl

The foundation of bureaucratic administration in the Lushai Hills was laid by the British in the second-half of 19th Century. The Hill Tract was divided into two districts known as the South Lushai Hill and the North Lushai Hill. The districts were merged in 1898 to become the Lushai Hills District. Superintendent was the administrative head and the agent of the Chief Commissioner of Assam Province. The district administration was carried out by the Superintendent with the help of the Chief and the Council of Elders⁸⁵, Circle Interpreters and the assistants. The chief and the council of elders look after the villagers as guardian, caretaker and defender, settled disputes with the customary law, deliver justice and administer the affairs of the village. The biggest fine was *Salam*⁸⁶ equivalent to Rs. 40/- or Mithun. The villagers pay *Fathang*,⁸⁷ *Khuaichhiah*,⁸⁸ *Chi-Chhiah*⁸⁹ and *Sachhiah*⁹⁰ to the chief and were also entitled a portion of the fish caught by the villagers.⁹¹

The institution of the chief and council of elders was the base of modern local self-governing institutions in Mizoram. In the post-independence, the Village Council was established through the Sixth Schedule to the Indian Constitution. Clause 3 (e) of the Schedule provided the power to make laws on

⁸⁵ Lal Upa (Council of Elders) used to assist the Chief of the Village in village administration.

⁸⁶ A fine equals to `40 or a Mithun paid by the one who committed crime according to Mizo Customary Law.

⁸⁷ Every household per year will submit one to three baskets/tins of Rice to the Chief.

⁸⁸ A villager who collects Wild Honey Bee will share a portion to the Chief.

⁸⁹ A villager who collects Salt from a spring will submit one-tenth to the Chief.

⁹⁰ Any villager who trapped or killed a wild animal had to share the Chief its left foreleg.

⁹¹ Prasad, R.N. (1998) *Public Administration in North-East India*, New Delhi: Vikas Publishing House, p. 11.

the establishment of village or town committees or councils and any other matter relating to village or town administration. The Village Councils⁹² were constituted in the Mizo Hills on August 16, 1954. The system of democratic governance therefore was established all over the Mizo Hills.

VC exercised authority based on traditions and customary practise of the Mizos. The Village Council has the authority to levy animal taxes, control straying of animals on the road, seize animal trespassing on land or property causing damaged and, such seizure will be announced through the village crier⁹³. When the owner collects the animals, fines will be collected at the rate as the government may specify from time to time.⁹⁴ VC Court is set up for the trial of suits and cases between the parties all of whom belong to Scheduled Tribe or Tribes within such areas based on customary practices. Cases which are petty in nature such as drunk, brawling, fighting in the streets, etc has been delivered by the VC.⁹⁵ The VC specify a time for cutting of jungle, a date for burning of jhum-land, clearance of jungle for a firebreak to prevent spreading of fire, to prevent outbreak or sparks of fire from catching houses or properties located nearby.⁹⁶

The State Government may create a forest into Village Forest Reserve, Protected Forest Reserve or Reserve for the benefit of village community. The

⁹² The Lushai Hills District (Village Council) Act, 1953

⁹³ Tlangau (Village Crier) – It is his duty to make known important information to the Village people.

⁹⁴ The Mizoram Animal (Control and Taxation) Act, 1980 and the Mizoram Animal (Control and Taxation) Rules, 1982.

⁹⁵ The Lushai Hills Autonomous District (Administration of Justice) Rules, 1953.

⁹⁶ The Mizoram (Prevention and Control of Village Fire in the Village Ram) Rules, 2001.

order of creation may be sent to Village Council concerned for announcement to the people through Village Crier (Tlangau).⁹⁷

The VC have the power to distribute land within the boundaries of each Village for jhum cultivation, according to the laws framed by the State Government.[under paragraph 3 (1) (d) of the Sixth Schedule to the Constitution of India.⁹⁸ The VC can allot sites within its jurisdiction for residential and other non-agriculture purpose with the exception of shops and stalls which include hotels and other business houses of the same nature.⁹⁹ The VC may evict the unauthorised occupant of the house site and may order demolition of the building or impose a fine not exceeding Rs. 5/-.¹⁰⁰

New development functions have been entrusted to the VC by the Amendment 2014¹⁰¹ as follows:

- (i) To formulate village development schemes, to supervise development works received from the State Government through various agencies.
- (ii) To help various Government agencies in carrying out development works in the village.
- (iii) To take up development works on its own initiative or on request by the Government.

⁹⁷ The Mizo District (Forest) Act, 1955.

⁹⁸ The Lushai Hills (Jhuming) Regulation, 1954.

⁹⁹ The Lushai Hills District (House Site) Act, 1953

¹⁰⁰ The Mizoram Land Holding and Settlement Act, 2000

¹⁰¹ The Lushai Hills District (Village Council Amendment) Act, 2014

- (iv) To convene regular social audit for successful implementation of development works in the village.
- (v) To collect property tax as prescribed by the State Government.
- (vi) To realize registration fees for each litigation within its jurisdiction.
- (vii) To raise fund for public utility within its jurisdiction by passing a resolution subject to the approval of the State Government.
- (viii) To administer relief and rehabilitation to the people during calamities.
- (ix) To assist the State Government in public distribution system.
- (x) To initiate or assist the State Government in all preventive measures on the outbreak of an epidemic or infectious disease.
- (xi) To co-operate with Government officials in charge of any of the above functions within its jurisdiction.

Although the Village Councils did not exercise the privilege, status and position occupied by the chief and council of elders in the past Mizo society, much of the functions related to the societal affairs have now been delivered by the Village Council in the rural areas of Mizoram.

Mizoram attained status of Union Territory on January 21, 1972 through the North-Eastern Areas Re-organization Act, 1971. By then, the body set up by the sixth schedule known as the District Council was revoked in the Mizo Hills and Pawi-Lakher Hills. To look after the Village Council affairs in Mizoram (non-council area) excluding the areas of the Autonomous District Councils (ADCs) of Mara, Lai and Chakma, a separate department called Local Administration Department (LAD) was formed on January 1, 1973. The council

area is administered by the Village Council set up by the ADCs. The Union Territory of Mizoram became the full fledged State on February 20, 1987.

Local government is the domain of the State government in India. However, the union government came out with the uniform legislation for strengthening local government in India as it is in the interest of the nation. All but a few states are required to set up local government. Mizoram is excluded from having a Panchayati Raj System and Municipalities since there was existing traditionally based local governing institution, i.e. Village Council. The VC exercised democratic governance even in places notified as urban area and there are 23 notified towns in the state. Aizawl was earlier literally known as the 'cluster of villages' as it was basically governed by rural local governing body known as Village Councils. AMC now replaced the traditional Village Councils and paved the way for modern urban governance backed up by part IX-A of the Indian Constitution which provides for measures to supplement the resources of the municipalities. In conformity with the Act and in an attempt to devolution of functions and fiscal power to the urban local body by the State Government, certain items in the 12th Schedule of the Constitution of India are already transferred along with the assigned powers.

Birth of Aizawl Municipal Council

For the birth of the AMC, there was a pressure from different corners. The contribution of the academicians is worthwhile. Through the fourth estate, they recommended the introduction of the 73rd and 74th Constitutional Amendment Acts, 1992 in Mizoram.

The handiwork of a civil society also was observed in the formation of Municipal Council in Aizawl. A group of educated citizens in Aizawl formed a pressure group labelled Mizoram Municipal Steering Committee (MMSC) on March 29, 1999. It strongly advocated democratic decentralization in all urban centres of Mizoram. They submitted a memorandum to the Minister, Local Administration Department urging him to relentlessly work for the introduction of Municipal Body as well as Village Council equipped with Panchayati Raj functions and to quickly introduce bills such as The Draft Mizoram Municipal Bill – 1998. Afterwards, the Mizoram Municipalities Act – 2002 and the Draft Mizoram Village Council Act-2003 were introduced in the house.

Creation of Municipal Council in Aizawl and in the district headquarters was a necessity for infrastructural development through JNNURM. To receive financial allocations through JNNURM, it is mandatory to conduct elections within four years of Municipal Council's existence. However, the JNNURM Guideline expected the Municipal Council to be self-sufficient at the end of the scheme in 2012. Fund constraint was always a big issue in the Aizawl urban area. The state did not avail Eleventh and Twelfth Central Finance Commission grants for urban area because there was no legitimate Urban Local Body (ULB) in Aizawl. Therefore, JNNURM with its reform checklist had prescribed setting up ULB as per 74th CAA. The Asian Development Bank (ADB) also strongly advocated the formation of ULB. The State Government then was all set to create AMC for a number of reasons such as to minimize the financial crunch due to limited numbers of urban based development schemes and to bring effective urban growth and management as well as speedy economic growth in the State.

Local Administration Department (LAD) then prepared the Municipal Draft Bill which was thoroughly revised by the Law Department, Government of Mizoram. The functions which were hitherto performed by the LAD were bifurcated into rural and urban functions. Urban functions were taken over by a new department known as Urban Development and Poverty Alleviation Department (UD&PA) created on August 24, 2006¹⁰² and the new department push forward the draft bill for cabinet approval, and it was placed before the Mizoram Legislative Assembly and was finally passed in 2007 which became ‘The Mizoram Municipalities Act, 2007 (Act No. 6 of 2007)’. Governor’s assent was received on April 16, 2007. It was subsequently amended in 2009¹⁰³ and 2015¹⁰⁴. This act heralded the birth of various statutes such as The Mizoram Municipalities (Election of Councillors) Rules, 2007; The Mizoram Municipalities (Procedures & Conduct of Business) Rules, 2007; The Mizoram Municipalities (Delimitation of Wards) Rules, 2007; The Mizoram Municipalities (Ward Committee & Local Committee) Rules, 2008. Twenty six posts for AMC were created by the Government of Mizoram on March 7, 2008. Aizawl Municipal Council Office was opened on July 1, 2008. AMC area was notified on May 15, 2008 by the UD&PA Dept. as per the provisions of Municipal Act Section 3&4. With regard to the AMC territory, certain civil societies were active in relentlessly urging the AMC to expand their boundary and expressed their

¹⁰² Vide Letter No. A. 46011/1/2004 - GAD/31 dated 24.8.2006

¹⁰³ Notification No. H. 12018/120/2003-LJD, the 19th Nov., 2009 (Vide, the Mizoram Gazette, Extra Ordinary; Vol. XXXVIII 24-11-2009 Issue No. 534) Viz. the Mizoram Municipalities (Amendment) Act, 2009 (Act No. 14 of 2009), received the assent of the Governor on Dt. 09-11-2009.

¹⁰⁴ Notification No. H. 12018/120/2013-LJD, the 16th April, 2015 (Vide, the Mizoram Gazette, Extra Ordinary; Vol. XLIV 20-4-2015 Issue No. 155) Viz. the Mizoram Municipalities (Second Amendment) Act, 2015 (Act No. 5 of 2015), received the assent of the Governor on Dt. 25-03-2015.

dismay over the non-inclusion in the territory. The first election to the AMC was held on November 3, 2010. The Village Councils were finally replaced by the Local Council on November 24, 2010. The Aizawl Municipal Council was upgraded to the status of a Corporation on October 15, 2015 by the fourth amendment of the Mizoram Municipalities Act, 2007.

Composition of Aizawl Municipal Council

The different Branch/Wing/Cell under AMC are:

- a) Establishment & Administration
- b) Engineering
- c) Town Planning
- d) Building Regulation
- e) Finance & Accounts
- f) Solar Cell
- g) Licensing of Shops
- h) Registration of Births & Deaths
- i) Licensing of Display of Advertisement and Hoardings
- j) Information Technology Cell
- k) Property Tax

All the higher level posts in AMC are appointed on deputation from various departments of Govt. of Mizoram such as - Municipal Commissioner, Secretary, Town Planner, Executive Engineer, Asst. Town Planner, Asst. Architect, Asst. Engineer, System Administrator, Finance and Account Officer and Superintendent. The AMC regular staff included Junior Engineer, Planning Assistant, Accountant, MIS Associate, Upper Division Clerk, Lower Division

Clerk, Junior Assistant, Urban Surveyor, Surveyor, Data Entry Operator, Sanitary Inspector, Draftsman-III, Personal Assistant, Driver, Despatch Rider, Grade-IV, Electrician, Chowkidar, Sweeper and Terminal Attendant. There are 317 staff in total including Group A Officers-10 nos., Group B-31 nos., Group C-22 nos., Group D-52 nos., Casual Workers-22 nos., Sanitation Staffs (under UD&PA)-180 nos.

Every organization needs efficient and effective manpower/human resource to deliver and manage the organization. There is a provision of common municipal cadre for Executive Officers, Health Officer, Engineers and Finance Officers as envisaged in the Section 62 of Mizoram Municipalities Act, 2007¹⁰⁵. The State Government may also appoint a selection Board consisting of a Chairman (Secretary to Government of Mizoram, UD&PA Department), Secretary (Director, UD&PA Dept.) and three members (Executive Officer and two councillors) for selection of municipal officers and employees. However, till date there is no separate municipal cadre and personnel recruitment in AMC was done by the corporation itself for the non-gazette posts. It relied on the deputation from state civil service cadre for higher level staff.

Municipal Authorities

The authorities of AMC originally consisted of the Municipality, the Executive Council and the Chairman. The original body as envisaged by the original provision had been replaced as per the amendment made in 2015 such as the Chairman (Mayor), the Chief Executive Officer (Commissioner), and the Board of Councillors.

¹⁰⁵ The Mizoram Municipalities Act, 2007 as Amended in 2015

a) Chairman (Mayor)

The chairman of the municipal council is the Mayor and the vice-chairman is the Deputy-Mayor. Mayor is the executive head of a municipality; he controls the entire municipal administration and presides over the meetings of the Board of Councillors. Business transaction with regard to policy decision in AMC is taken with prior approval of the Mayor. Only the elected councillors elect the chairman and the vice-chairman from amongst the elected members. In case of failure to do so, the State government may appoint the executive officer of AMC to carry on the task. If the Mayor leaves his position because of natural or physical reasons, the Board of Councillors may elect one elected councillor to fill up the seat. If the seats are vacated because of death, resignation, removal or others, the State Government may appoint one of the Councillors to occupy the office until a new Mayor is elected. He may also be removed from his seat by a majority resolution of the elected Councillors. In the absence of the Mayor, the Deputy-Mayor takes up the duties and powers of the Mayor and all task delegated by the Municipal Act.

b) Chief Executive Officer (CEO)

The CEO in the corporation is the Municipal Commissioner. The executive power belongs to him and he is subordinate to the municipality and the Mayor and is subject to the supervision and controls of his superior while carry out the provisions of the municipal act. In order to exercise his duties, the municipal act entrust him with certain powers and responsibilities. He controls and manages the officers and staffs of a municipality with respect to pay, privileges, allowances and conditions of service. He takes action and makes

report of the incidents such as accident or natural calamity inflicting destruction of municipal property and threatens to human life, in consultation with the commissioner along with the expenditure incurred not covered by the budget grant. If there are conflicts in the act or resolution of the municipality with that of the state government instructions or municipal provisions he informs the municipality or the state government for rectification.

c) Board of Councillors

The Board of councillors is headed by the Mayor and the Deputy Mayor elected by the councillors. It is the counterpart of State Legislative Assembly in terms of making deliberations and legislations. The size of the councilors provided in the Municipality Act is - for a Municipal Board in a transitional area 5-9 Councillors; Municipal Council in a smaller urban area 11-23 and Municipal Corporation in a larger urban area 15-31 Councillors. The AMC's highest decision making body is the Board of Councillors consisting of 19 councillors and 12 members who are appointed by the Governor. The members are elected by means of adult franchise from 19 wards of Aizawl and the appointed members consist of the members of the House of the People (Lok Sabha M.P.) and the members of the Legislative Assembly of the State (MLA). They represent the constituencies within the municipal area and there are in total 11 MLA and one MP. Only the elected members have the right to vote in the AMC meetings; the appointed members cannot exercise voting though they can attend and deliberate. The tenure of the councillors is five years. Six seats are exclusively reserved for women and the women's reservation seat is not fixed to a particular ward and it is on rotation basis to different constituency in a municipality. After the tenure of a

councillor is over in a particular ward, reserved seat will be shifted to another ward. Therefore, each and every ward is having equal chance of women's participation in the local governance. Any policy decisions relating to the transaction of the Municipality shall be carried out with prior approval of the Board of Councillors.

i) Responsibility of Board of Councillors - The Municipal Act provided for the functions of the BoC and a comprehensive list of the functions is given as under:

Functions related to finance- Municipal Fund must be held by BoC in trust (Section 72). It has the power to spend money beyond the limit of a Municipal Area for assets creation (Section 78). It has the power to reduce or increase the budget grant (Section 87). Annual Financial Statement and Balance Sheet shall be presented before the meeting of the BoC (Section 88-89). BoC shall constitute a Municipal Accounts Committee with 3-5 members. Non-councillor members having special knowledge in public accounts may be associated [Section 96 (1-3)]. A Municipality may levy Property Tax, profession tax, a tax on carriages and animals, a tax on carts and advertisements other than advertisements published in newspapers. BoC may determine the rate of levy of such taxes and may notify when new tax is levied for the first time (Section 210,212). If the BoC made a default in performing any duty including duty in relation to the Municipal Fund, the State Govt. may impose a fixed period for due performance.

Land and Building- It can acquire movable or immovable property (Section 79). It may ask the State government to acquire land for making new

street or widening or improving existing street (Section 83). It may compulsorily acquire land under the Land Acquisition Act, 1894 through the State Government [Section 82(1)]. It has the power to acquire lands and buildings for public streets, public parking places and transportation terminals (Section 101). It has the power to prescribe building line and street alignment (Section 102). It can restrict the erection, addition to buildings or walls within street alignment or building line (Section 103). In pursuance of development plan, BoC can set back building which is not in the regular line of street by demanding show cause from the owner (Section 106). BoC shall pay compensation on any acquisition awarded under the Land Acquisition Act 1894 (Section 108). Owners of land adjacent to the road may be required to repair the damaged road if caused by them (Section 117). If the Executive Council fails to give permission for construction of building within a prescribed time limit, the BoC may determine the case (Section 132). Building to be constructed at the corner may be required by the BoC to be rounded off for public convenience (Section 142). If any part of the building is in an unhealthy condition because of any reasons, the BoC may inspect and inform the owner to remove them (Section 334). Power to require improvement of buildings unfit for human habitation (Section 335). Power to acquire land or building for orderly growth (Section 339). It has the powers of entry and inspection (Section 353); power to enter land or adjoining land in relation to any work (Section 354); breaking into building (Section 355).

Public Street and Premises- BoC controls all public streets, parking or transportation terminals, squares, parks and gardens in the Municipality. For public safety install traffic lights and traffic signs, street markings, median strips

and street furniture [Section 98(2-4)]. No one shall put up any platform, veranda, balcony, sunshade, weather-frame, etc. to project over any public street without the written permission of the BoC (Section 113).

Sanction of Board of Councillors (BoC) to projection over streets and drains. Encroachment of Public Street by hoarding, wall, fence, rail, post may be removed by the BoC (Section 114). Encroachment of streets or public spaces by putting sand, earth or any other material may be fined with Rs. 100 and further Rs 20 per day (Section 115). It is unlawful to damage the streets and the defaulter may be fined Rs. 100/-. It may declare a public street or a portion of it as a parking area for levy of parking fee (Section 116). They have the power to name streets and premises (Section 118).

Water Supply- Singly or jointly BoC with the approval of State Government may construct, operate and manage the water works for municipal area (Section 271). It has the power to lay or carry pipes through public or private land; across, under or over any street or public place (Section 272). It may supply water to local authority or person outside the municipal area (Section 279).

Solid Waste Management- BoC arrange the removal of filth, sewage, rubbish and offensive matter (Section 148). Provision of dumping pits and grounds for final disposal of sewage, rubbish and offensive matters (Section 150).

Street Lighting and public amenities- Street lighting, erect lamps and lamp posts (Section 124). Provision of public latrines and urinals and their daily cleaning (Section 158). BoC may provide places for use as public markets and may collect fees on sale of goods, use of shops, stalls, stands, carriage of goods to

market, license fees for brokers, commission agents, weigh men and measurers (Section 198).

Slum Area- An area may be declared as slum or bustee by the BoC. It can also define the limit of the slum area (Section 330). Preparation for improvement of slum area with the approval of the state government (Section 331).

BoC may create officers post and other employees, fix salaries and allowances for the Municipality with the State Government permission [Section-61(3-4)].

Other Functions- Measures for prevention and checking of dangerous diseases by the BoC (Section 303). As per the provisions of the Registration of Births and Deaths Act, 1969, BoC shall cause registration of births and deaths (Section 315). Registration of burial place and new places for disposal of the dead must be done with the BoC (Section 322 & 323). All planning and developmental activities under Urban Development Region will be carried out under the supervision and control of BoC (Section 343(1)). The BoC may involve the participation of voluntary organizations or public participation [Section 343 (4)] and it has the power to institute legal proceedings and obtain legal advice (Section 360).

Wards

A provision in the article 243R(1) of the Constitution of India says that seats in municipality may be filled by directly elected representatives from the territorial area. The municipal area is divided into a number of territorial constituencies which is known as wards. It aims at bringing about greater decentralisation of functions, proximity of elected representatives and civic

administration to citizens and enhancement of people's participation in local governance.¹⁰⁶

The Mizoram Municipalities Act, 2007 chapter II (8) laid down that the determination of the number of wards in the municipal area is up to the State Government. Taking into account the population, geographical status, dwelling arrangement and economic condition of the area included in each ward. The number of wards in any municipal area will be - 5 to 9 in a municipal board, 11 to 23 in a Municipal Council, and 15 to 31 in a Municipal Corporation. It was decided by the Govt. of Mizoram on January 26, 2010 that AMC area would be divided into 19 wards out of which 6 wards were reserved for women.

Ward Committee

The ward committee is formed in every ward or two or more wards within the geographical territory of the municipality. The State Legislative Assembly has the authority to make provisions with respect to the composition and territorial boundary of the wards committee. The elected councillor from the ward is the ex-officio chairman of the ward committee. He presides over the meeting of the committee. Committee consists of two members each from all Local Councils within the ward. Three members may be appointed from the reputed and prominent citizens of the ward constituency to be appointed by the chairman out of whom one may be women. Only one person can be appointed from a single locality. The tenure of the committee is five years which is co-terminus with the councillors.

¹⁰⁶ Sivaramakrishnan, K.C. (2006) People's Participation in Urban Governance, New Delhi: Concept Publishing Company, p. 58.

When a member did not attend a meeting for five consecutive sittings, automatically his seat is declared vacant after giving him an opportunity of hearing. The first meeting of the ward committee is convened within fifteen days from the day of its constitution. The member-secretary may be elected from amongst the members. With regard to the frequency of the meeting, it shall be convened once in 15 days. A special meeting may be convened in the middle in urgent and special matters. Quorum constitutes one-third of the members.

a) Functions of the Ward Committee – Ward committee is expected to decentralize governance below the town hall. The main function of the committee is to arrange the provision of common civic services and benefits of the society and social harmony. Other Functions –

- a) Identification of illegal activities such as unlawful construction, public annoyance, evade taxes, encroachments on municipal and public properties,
- b) preventing waste in the consumption of water from tap, street light, playgrounds and parks, public centre, street hydrant,
- c) detection of dirty compounds and accumulated garbage, they can insist the disposal and cleaning of such garbage;
- d) helping health services on immunization,
- e) keeping necessary statistics, and
- f) numbering of streets and compounds,
- g) identify poor work quality or low quality of materials, incomplete works and inform concern authority for action.

The Committee takes up the responsibility of supervision in executing the decisions made in regard to municipal matters. It also plays an important role in urban planning by locating the inherent problems, set the priority of such problems, and formulates list on developmental schemes incorporating identified problems and submit to the municipal authority.

b) Duties of Municipality to Ward Committee - Information on resolutions of the Municipality and Executive Committee concerning the ward, which requires public attention, public work to be implemented in the ward along with names of executing agency, targeted tax and non-tax revenue from the ward, including actual collections and any other required information.

Local Council

Local Council is a unique institution functioning at the grassroot level in the locality of Aizawl. It is the third tier of government subordinate to the municipal corporation and the ward committee. It has replaced the traditional rural local self-governing institution known as the village council which governs the urban area of Aizawl in November, 2010. Village council has been in existence for about 56 years. Even though the office of AMC was opened in 2008, the real urban local body started functioning since 2010. During the transition period between 2008-2010 village council administers the locality in Aizawl. At present there are 83 local councils within Aizawl municipal area. They are a vibrant and active local democratic at the grassroot level.

Local Council is constituted in every locality in the ward. The election to the council is conducted by the State Election Commission (SEC). A citizen

living in the concerned locality whose name is included in the electoral roll has the right to vote in such election.

The strength of Local Council depends on the number of voters in the Local Council such as five members in a locality with less than 1500 voters, seven members in a locality with more than 1500 voters. Women's reservation of seats in the council is provided by the act. Thirty-three per cent of the seats are reserved for women such as one woman member in a Local Council with five members, two women members in a Local Council with seven members¹⁰⁷. Local Council chairman is elected in the first sitting which is held within ten days. The meeting also select the member who further represents the council in the ward committee. Member-secretary is appointed by the council chairman.

The remuneration of the members of local council per month is as follows-

Chairman	- Rs. 1,500
Vice-chairman	- Rs. 1,200
Treasurer	- Rs. 1,100
Member	- Rs. 1,000
Secretary	- Rs. 900
Village-Crier (Tlangau)-	Rs. 300

The tenure of Local Council is five years counting from the first day of the meeting. In case of any vacancy of the membership, the council is equipped with power to appoint the person of their choice from among the prominent citizens within a locality to fill up the vacancy for the remaining period of the tenure. The control exerted by the AMC over Local Council is very limited. Only with

¹⁰⁷ The Mizoram Municipalities (Ward Committee and Local Council) (Second Amendment) Rules, 2015.

adequate and acceptable reasons after thorough inquiry can the AMC dissolved the Council. In such circumstances, the AMC may appoint reputed citizens of the locality to be named as Administrator and they will take over the charge of the Local Council until fresh election is held within 60 days of the day of dissolution.

The functions of the LC are as entrusted to it by the AMC which are related to the governance of the local urban citizens pertaining to the civic services/amenities and the common benefit of the society and any other matters in conjunction with the Mizo customs, traditions¹⁰⁸. The State Government/Municipality/ Ward Committee may delegate any other functions which were originally the function of the higher level body, i.e. the ward committee to the Local Council. These functions are –

- i) Identification of illegal activities such as unlawful construction, public annoyance, evade taxes, encroachments on municipal and public properties,
- ii) preventing waste in the consumption of water from tap, street light, playgrounds and parks, public centre, street hydrant,
- iii) detection of dirty compounds and accumulated garbage, they can insist the disposal and cleaning of such garbage;
- iv) helping health services on immunization,
- v) keeping necessary statistics, and
- vi) numbering of streets and compounds,
- vii identify poor work quality or low quality of materials, incomplete works and inform concern authority for action.

¹⁰⁸ Notification No. B. 13017/212008-UD&PA, the 2nd Nov., 2010 Viz. the Mizoram Municipalities (Ward Committee and Local Council) Rules, 2010.

Local Council in Planning- The Council renders help to the ward committee in its planning role specified such as identification, fixation of the priority of problems and to arrange a list of developmental schemes. It may also execute any other function entrusted to it by the ward committee, and is expected to identify any uncompleted work and to monitor the quality of the works as well as raw materials used and to report any incidents as such to the concern authority.

Hnatlang – Hnatlang is a community service rendered by the people for the common good of the community which is called for when the need arises. It is a customary practice among the Mizos since the days of the Chief and their council of elders. The Local Council have powers to enforce ‘hnatlang’ in the interest of the public whenever occasion so demands. It is the duty of every household to render hnatlang and here there is no distinction based on class, caste or religion. The obligation falls equally on every household. Any household who does not comply with the order of ‘Hnatlang’ shall be liable to impose a fine ‘Runna’ (fines for failure to render hnatlang) either in kind or in cash which may be fixed by the municipality. The household have the option to commute the obligations of ‘hnatlang’ by payment of exemption fees (Phatna). Persons above 60 years of age and below 18 years are exempted from hnatlang.

Powers and Functions of Aizawl Municipal Council

a) **Functions through Mizoram Municipal Act**– The Mizoram Municipal Act, 2007 with subsequent amendments provided for the functions of the municipality¹⁰⁹. The urban local body functions provided by Act are exactly similar to the items in the twelfth schedule of the Indian Constitution.

¹⁰⁹ The Mizoram Municipality Act 2007 as amended in 2015

b) Discretionary Function- A municipality may undertake functions entrusted to it by the state government other than the general functions already highlighted above.

c) AMCs main mission and vision- AMCs main mission and vision depicted and published in their website is to cater civic amenities to the people of Aizawl City as follows:

- i) Provision of civic amenities within Aizawl Municipality area.
- ii) Collection of tax and non-tax revenues.
- iii) Issue of trade/food licenses.
- iv) Maintenance of public infrastructure such as parks/gardens, etc.
- v) Enable passage to socio-economic databases
- vi) Enhancing citizen centric(govt. to citizen)services, and E-Governance system.
- vii) Market access and E-commerce
- viii) Increase employment opportunities
- ix) Application of IT for sustainable regional development

d) Transferred Functions Based on Twelfth Schedule- According to the 12th Schedule and Section 57 of the Mizoram Municipalities Act 2007, there are 18 subjects envisaged to be transferred to this urban local body and out of which eight subjects have been reassigned till date. The Urban Development and Poverty Alleviation Department has entrusted all the 18 items in the hands of AMC, but now in the incipient stage it is overburdened with responsibilities and cannot handle all these functions. The subjects transferred to AMC at present are:

- i) Urban Planning including town planning

- ii) Regulation of land use and construction of buildings
- iii) Planning for social and economic development
- iv) Public Health, sanitation, conservancy and solid waste management
- v) Slum improvement and upgradation
- vi) Urban poverty alleviation
- vii) Burial and burial grounds; cremations, cremation grounds and electric crematorium
- viii) Public amenities including street lighting, parking lots, bus stops and public conveniences.
- ix) Vital statistics including registration of births and deaths

The urban local body has gone through an incipient stage with numerous challenges in the offing some of which are highlighted as under:

i) Urban Planning including Town Planning- Economic and Social planning comes under the domain of both the union and state governments. Until recently, India's approach to planning was centralized five year plans and annual plans since independence. Planning Commission at the union and state planning board at the state level, district planning committee at the district level are the institutions. The planning in Mizoram is mainly oriented to economic planning and they do not have spatial dimensions. Lack of spatial planning concern in the state planning process has resulted in the haphazard and spontaneous pattern of urban growth¹¹⁰. Absence of institutions to carry out urban governance, urban

¹¹⁰ Lalhmingliana, F.(1999). *Urbanization in Mizoram: Retrospect of Urban Planning and Administration- A Case Study of Aizawl City* in *Urbanization in Mizoram Retrospect and Prospects*, Linkman Publications: Titagarh, p.166.

planning, urban statutes and ignorance of the leaders in the importance of urban development has also led to the unchecked urbanization in Aizawl.

There is a provision of Autonomous District Council in the Sixth Schedule of the Indian Constitution equipped with the power to establish Village Council or Town Committee. The Mizo District was one of the districts of Assam province. Unfortunately, the subsequent governments in the MDC did not work much for the urban development and implementation of the act was neglected. Aizawl was a conglomerate of 10 'Village Councils' in 1954. The Mizo District Council did not adopt the "Assam Town & Country Planning Act, 1959" and in the absence of such act, there were no competent urban related laws all over the district. The laws in existence were:

The Lushai Hills District (Village Councils) Act, 1953, Chapter –IV (24) provides that a Town Committee may be formed by the State Government if it is desirable or convenient and a separate law may be passed for this purpose. The Lushai Hills District (House Site) Act, 1953 gives the power to allot sites by the Village Council within their jurisdiction.

The Mizo District (Administration of Town Committee) Act, 1955- formed by the Mizo District Council on January 10, 1955. In the first Mizo District Council, Town Committee was one of the portfolios of Lalsawia, the Chief Executive Member (CEM) belonging to Mizo Union.¹¹¹The Mizo District (Land & Revenue) Act, 1955 did not demarcate urban and rural land management.

¹¹¹ Chaltuahkhûma (2001) *Political History of Mizoram*, Aizawl: Mizoram Publication Board, p. 144.

The Lt. Governor (Administrator)¹¹² of Mizoram had constituted an advisory “Town Committee” in Aizawl and Lunglei. The Committee was obliged to function in the same spirit as the provision of the Section 4 of the Mizo District (Administration of Town Committees) Act, 1955 and the Rules there-under to advise the Sanitation Officer and Deputy Commissioner concerned in carrying out the provisions of the aforesaid Acts and Rules. The term of the Committee was two years with effect from September 25, 1983.

The administrative seat of the Union Territory government was Aizawl. The nodal department was Local Administration, Town Planning and Housing (LATP&H). In 1982, there were 26 localities in the urban area as identified by the department. Urbanization took place at a faster rate which was 134.70 per cent between 1971-81 and 107.19 per cent between 1981-91. The agency felt the need of having a comprehensive plan for the urban area known as the Aizawl Master Plan which was entrusted to the Central Town & Country Planning Organization (CTCPO), Ministry of Urban Development, Government of India in June, 1982. The plan includes the Interim Development Plan of the New Capital Complex at Luangmual. However, unfortunately, due to a number of reasons such as absence of follow-up, institutional framework and the absence of the appropriate urban planning act in Mizoram, the Aizawl Master Plan was inoperative.

A very important legislation known as the Mizoram Urban and Regional Development Act was enacted in 1990. The Greater Aizawl City Development Planning Area was notified by the LAD¹¹³. The planning area was 128.98 sq.km.

¹¹² No. LAD/VC-8/78/190., the 24th. Sept. 1983.

¹¹³ Notification No. H. 11031/22/99-LAD, Dated the 24th Oct., 2000

and the geographical boundary extends in the east upto Zuangtui & Zemabawk, in the north upto Sihphir, in the west upto Lawipu, Tanhril & Sakawrtuichhun, in the south upto S. Hlimen. In 2002, Aizawl City Planning and Development Committee was created by the LAD. Aizawl Master Plan was published in June 2002 which was prepared by the Town & Country Planning Wing, LAD. The Master Plan for Aizawl Vision – 2030 was prepared by the ADA, Government of Mizoram in 2012 based on the Aizawl Development Authority Act, 2005.

Aizawl became very congested with limited space availability. The trend is vertical growth which is not very safe for the disaster-prone hill state like us. The state government came up with proper planning and management of urban area through the Aizawl Development Authority starting from December 13, 2006. Aizawl Master Plan Area consisted of Berawlui in the east, Sihphir/Neihbawi in the north, Sairang/Sihmui in the west and Lungleng/Muallungthu in the south. It occupies an area of 163.6 sq. km. with a population of 2,44,328 according to 2001 census, density of population was 1493 people per square kilometre.

At present, ADA has been merged with the AMC and the staff of the erstwhile ADA has been transferred to AMC. The urban planning and development functions have been delegated to the urban local body. There are few planning staff in AMC such as Town Planner, Asst. Town Planner, Asst. Architect, Executive Engineer (EE) and Assistant Engineer (AE). But the parent department, i.e. the Urban Development and Poverty Alleviation Department still controls planning in Aizawl. Planning is kept with a separate portfolio of a Joint Director and Deputy Director.

ii) Regulation of Land Use and Construction of Building- The Building Material and Technology Promotion Council (BMTPC), Consultancy of Planning Commission and Ministry of Urban Development, Government of India says that, “Aizawl is the most disaster prone hill city in the country; where construction activity is totally uncontrolled in earthquake zone, 5-7 storey under-designed R.C.C. frame structured, high density development on 59% slopes, a weak Schistose base layer of rock and uncontrolled quarrying for stone. There is a very high possibility of extensive casualty in the case of a medium intensity of Earthquake.”¹¹⁴

The subject 'Regulation of land-use and construction of buildings' within the Aizawl Municipal Area was handled by the ADA through the provisions of the Aizawl Development Authority Act, 2005 (Act no. 9 of 2005), the Aizawl Development Authority Rules, 2005 and the Aizawl Development Authority Building Regulations, 2008. ADA was transferred and attached to the AMC on September 21, 2011¹¹⁵. This was in congruent with the provisions of the section 387(1) of the Mizoram Municipalities Act, 2007. The Aizawl Development Authority Act, 2005 and other connected provisions stood overridden and assigned to the AMC, they discharge functions in accordance to the relevant provisions of the Municipalities Act. and the sub- rules made thereto. The Aizawl Municipal Building Regulations 2012 is the current building legislation in force.

The Municipal Building Regulations is applicable to all the newly erected, dismantled, repaired, demolished and alteration of the buildings including the

¹¹⁴ Lalhmingliana, F. (1999). op.cit. p. 164

¹¹⁵ Notification No. B. 13017/29/2009-UD&PA, the 19th September, 2011 (Vide the Mizoram Gazette, Extra Ordinary; Vol. XL 21-9-2011 Issue No. 440).

state and central government buildings except Defence Ministry since December 20, 2012. Building permission is required for all. For building demolition, no objection certificate (NOC) from Local Council is required. For construction of ordinary building, ownership title, NOC from Local Council and payment of property tax and the list goes on when it is semi-permanent building and concrete building. Structure is classified into three such as ordinary building, semi-permanent building and permanent building. Architect and engineer drawing were not required for ordinary building; for semi-permanent building and permanent building, drawing and plan of the engineer and architect approved by AMC is required. The permission granted is valid for three years¹¹⁶ extendable for one year at a time. Local Council have to ensure the general compliance of the provisions of regulations. It also has to ensure no one constructs/alter/modify a house without obtaining permission from AMC. It is empowered to give stay order to any violators of building regulation. The copy of stay order may be forwarded to the AMC which may confirm or cancel the stay. In order to get permission, the building must conform to provisions of Aizawl Master Plan and Zonal Development Plan including proper drainage, accessible by any means-vehicles, pedestrian, street, not active hazard prone area-landslide, subsidence, mass movement, etc. Maintaining distance from electricity line – horizontally or vertically is required.

Online Building Permission specifically called 'Online Building Plan Approval System' (OBPAS) was started in Aizawl since June 1, 2018. Building

¹¹⁶ Notification No. B. 13017/8(2)/2018-UD&PA, the 9th May, 2019 (Vide the Mizoram Gazette, Extra Ordinary; Vol. XLVIII 15-5-2019 Issue No. 307).

permission was required by the Smart City Mission under AMRUT of the Ministry of Housing and Urban Affairs. It was the first of its kind in the North-East India.

iii) Public Health, Sanitation Conservancy- Access to safe water and sanitation is a human right, as recognized in 2010 by the United Nations General Assembly¹¹⁷. Public health and sanitation comes under list 6 of the State List which is under the jurisdiction of the state legislation. Urbanisation in the last four decades has propelled immigration and population boom which brings the sanitation problem among a horde of others. Mizoram achieved 100 per cent sanitation access in four districts, viz. Aizawl, Kolasib, Champhai and Serchhip and the remaining districts have a comparatively less sanitation coverage. The overall sanitation access in Mizoram is 87.15%.

Out of the 60,432 families living in Aizawl, according to 2011 census, the number of households having latrine facility is 99.5, which is 60130 families out of which 2465 families having piped sewer system, 50810 families having septic tank and 1563 families with other system, 4570 families used pit latrine system. Number of households not having latrine are 0.5 percent and out of which public latrine is used by 0.2 per cent and open defecation per cent is 0.3 which makes a total of 18 households. Aizawl is still not open defecation free as per the latest census. The coverage of toilets is based on a survey conducted by State Investment Programme Management and Implementing Unit (SIPMIU) in the year 2011. In Aizawl, community toilet is not practised and there are few rental toilets for use in the market area and in some places. There is no sewerage system in Aizawl, people uses septic tanks generally not comply with a design prescribed

¹¹⁷http://files.unicef.org/publications/files/Progress_on_Sanitation_and_Drinking_Water_2015_Update.pdf

by Bureau of Indian Standards (BIS). The effluent from the septic tank flows into soak pit. There are around 40 private emptiers in the city registered under Mizoram Septic Service Association (MSSA) and 5 vacuum tankers owned by UD & PA Department. The private emptiers utilize blow mould tank of 2000 litres capacity to carry septage and generator motor for emptying purpose, whereas UD & PA provides quality emptying by well designed vacuum tankers of 2000 litres capacity. Private emptiers attract customers through advertisements in television and local newspapers, and their emptying fee is generally INR.4000/- per trip. On the other hand emptying fees charged by UD & PA is INR 3,100 per trip. Disposal sites are generally 10-15 kms away from the city¹¹⁸ .

Septage Management for Aizawl City on a pilot basis have been taken up under Technical Assistance from the Asian Development Bank (ADB) which was taken under Tranche-1. Scientific treatment of waste water and laying of sewer pipes have been taken up. Thirty per cent of the population in the eastern part of the city consisting of 19 localities will be covered by the sewerage system under ADB - assisted NERCCDIP Project-2¹¹⁹ . The construction comprised laying of 46 km primary and secondary network for collection and conveyance of wastewater along existing roads and stretches along hillside where conveyance through gravity is possible. Sewerage Treatment Plant is being constructed at Chite and the first phase of the project is expected to complete by 2019. Dried sludge will

¹¹⁸ Aizawl SFD Report – 2015, Centre for Science and Environment, New Delhi.

¹¹⁹ Notification No. B. 13019/4/2011-UD&PA (13FC), the 18th February, 2015 (Vide, the Mizoram Gazette, Extra Ordinary; Vol. XLIV 19-02-2015 Issue No. 78).

be used for agricultural purposes and treated water will be discharged into Chite river¹²⁰.

iv) Solid Waste Management- Solid Waste Management and matters connected with SWM in Aizawl Municipal Area which were hitherto functions of the State Government of Mizoram have been assigned to the AMC on September 23, 2011 by the State Government.¹²¹ The immovable assets transferred were¹²²:

- a) Sanitation Office, Bara Bazar, Dawrpui
- b) Waiting Shed, Thuampui
- c) Dumping Ground at Tuirial
- d) Dumping Ground at Sakawrhmutuai
- e) Sanitation Check Gate, Zemabawk, Aizawl
- f) Ch. Chhunga Bus Terminal, Thuampui, Aizawl
- g) Ch. Saprawnga Truck Terminal, Rangvamual, Aizawl
- h) Garbage Transfer Station, Zemabawk
- i) Fly Over Bridge at Zodin Square & Khatla
- j) Pedestrian Pavement/Footpath within AMC Area

The erstwhile sanitation staff under the LAD were also deployed and attached to the AMC. There were 92 regular staff and 151 muster roll employees, which make it a total number of 243.

Asian Development Bank Mission Team which has visited Aizawl city felt the imperative needs of developing solid waste management system. In January

¹²⁰ SIPMIU. (2016). Solid Waste Resource Management in Aizawl(Pamphlet). Aizawl, Mizoram: NERCCDIP

¹²¹ Notification No. B. 13017/40/2011-UD&PA(M), the 20th September, 2011(Vide, the Mizoram Gazette, Extra Ordinary; Vol. XL 23-09-2011 Issue No. 446) Viz. the Mizoram Municipalities Act, 2007 Chapter XII, Sec. 59.

¹²² Notification No. B. 13017/40/2011- UD&PA(M), the 20th September, 2011 (Vide the Mizoram Gazette, Extra Ordinary; Vol. XL 23-9-2011 Issue No. 446).

2009, a tripartite agreement was signed by Asian Development Bank (ADB), Government of India and Government of Mizoram on financial assistance for solid waste management system which was to be managed through public-private partnership. ADB doled out a loan amounting to Rs. 17.01 crore, out of which 30% were to be repaid by Government of India (GOI). The fund sharing was pegged at the ratio of 80:20 between AMC (ADB assisted) and local council. Therefore, SWM is one of the sub-projects under North Eastern Region Capital Cities Development Investment Project (NERCCDIP) which is doing works in Agartala, Aizawl, Kohima, Gangtok and Shillong, investing in creation and improvement of urban infrastructure. In Mizoram, SIPMIU under UD&PA look after the project.

SWM in Aizawl is managed through a modified public-private partnership since September, 2010. Eighty three Local Councils were entrusted to collect and transport municipal solid waste from their jurisdiction to Aizawl Municipal Solid Waste Management Centre, Tuirial about 20 kms from the city. The waste generated per day is 165.39 MT out of which 62.85 MT is bio-degradable, 64.50 MT is recyclable, which consists mostly of plastic, metals and paper products and the remaining 38.04 MT consists of inert ash and debris. The Municipal Solid Waste generated per capita per day is 0.476 kg. Expenditure per month is 38.02 lakhs out of which AMC contributed 80 per cent and public contribution consisted 20 per cent¹²³. In a month, 1554 trips of Medium Motor Vehicle (MMV), 807 trips of Light Motor Vehicle (LMV) carry waste to the site.

¹²³ SIPMIU, op.cit. Pg. 2

Under NERCCDIP, the AMC and SIPMIU have started a pilot project experimenting segregation of waste into wet and dry bin at the household level. The project was enforced to comply with the Municipal Solid Waste Rules, 2000. Five local councils were selected such as, Laipuitlang, Nursery Veng, College Veng, Chawnpui and Kanan localities for duration of three months in the year 2014. The wet wastes were composted in a M/s Vermizo Society, Lengpui and was used for manufacturing fertilizer; dry wastes were dumped at Tuirial Dumping ground and recyclable wastes, viz. paper, polythene, glass, plastic bottles, etc. were sold to the customers and the remains were put in a landfill¹²⁴.

Out of the 83 local councils in Aizawl a survey was conducted in 38 local councils consisting of 36,039 households. Out of this, 28,988 households participated in solid waste collection through public-private partnership (PPP) mode and, 6030 families didn't participate in the solid waste. Money is collected from each and every households by the Local Council which is approximately Rs. 20-100/-. Some collects more while others collect fewer amounts depending on the location. The AMC contribute 80 per cent and 20 per cent is borne by the people. From the field study, most of the households consisting of 80.44 % contributed money for dumping waste but they actually do not dump waste in the collection point because houses are located in the sideslope/step area far off from the road. The bad practice is that stream and drainage are used as dumping place which is detrimental to the urban ecosystem. 16.74 per cent of the households preferred not to participate in the PPP mode.

¹²⁴ Dorema,C. (2016, September 14). Aizawl Bawlhhlawh Sawngbawl leh Thehthang chungchang. *Vanglaini Mizo Daily*, p. 6.

From January 2018, 54 garbage trucks were purchased by SIPMIU and handed over to AMC. Aizawl was divided into nine zones and each zone was put under the charge of the contractor. After 14 months, since April 2019 the system was reverted back to the PPP mode of SWM and AMC spent 45 lakhs a month for this purpose.

v) Management of Parking Area- The first actual transfer of functions from the State Government to the AMC was the transfer of management at Ch. Chhunga Bus Terminal (CCBT) at Thuampui and Ch. Saprawnga Truck Terminal (CSTT) at Rangvamual¹²⁵ on 27th May, 2009. AMC manages the parking places and provides counters for bus operators, toilet facility, drinking water and night shelter is provided to the customers. Parking fee is levied at the rate of Rs. 100/- per day for a heavy motor vehicle.

The rates of parking at CSTT according to the Sub-Committee for Management of Ch. Saprawnga Truck Terminal (CSTT) following rates:

6 hrs	-	Rs. 50.00
6hrs to 25 hrs	-	Rs. 100.00

Rates of Transit Vehicle Parking

Motor 207	-	Rs. 20.00
407 Truck	-	Rs. 30.00
709 Truck	-	Rs. 40.00
1109 Truck	-	Rs. 50.00

¹²⁵ Bus and Truck Terminal located in Thuampui and Rangvamual locality in Aizawl were named after the first Mizoram Chief Minister and first Chief Executive Member of Mizo District Council respectively.

Table 3.1

Income Earned From Ch.Saprawnga Truck Terminal and Ch.Chhunga Bus Terminal				
	2015-16	2016-17	2017-18	2018-19
CSTT	13,000.00	4,500.00	1,43,000.00	9,76,800.00
CCBT	5,46,100.00	5,26,620.00	3,56,450.00	3,73,969.98

Source: Aizawl Municipal Corporation

The income earned from truck terminal during 2018-19 is Rs. 9,76,800/- compared with the income of Rs. 3,73,969/- from the Bus terminal. The UD&PA department issued the Aizawl Municipal Council (Control of Parking and Collection of Parking Fees) Regulations, 2012 based on the powers conferred by section 371 (vi) of the Mizoram Municipalities (Act,2007 (Act No.6 of 2007). The regulation has repealed the existing Mizoram (Regulation and Control of Vehicles Parking) Rules, 2000 issued by the Transport Department, Govt. of Mizoram within the Aizawl municipal area. According to the new regulations, Aizawl is divided into three categories A,B and C based on the geographical area and the busy condition of the place - downtown, outskirts and the rest and the rates of parking varied upon that. The function of collection of Parking Fees and Parking Lots in Aizawl was handed over to the AMC on October 3, 2012¹²⁶, which was further transferred to the contractors on quotation.

The Committee on Control of Parking and Collection of Parking Fee within AMC Area was established on June 28, 2013. The body composed of the executive councillor i/c parking, three councillor members, Chief Executive Officer of AMC, Superintendent of Police, Traffic, and officer in charge, traffic.

¹²⁶ Notification No.B.13017/40/2010-UD&PA/Loose-I Dated Aizawl 03.10.2012.

The committee gives recommendation to the AMC Board of Councillor in areas such as management of parking areas, change of parking area, raise parking fee and in other matters. It was decided by the Board of Councillors that 80% of the amounts accumulated from the parking fees should be utilized for arrangement and preparation of parking stand in the urban area.

vi) Burials and Burial Grounds- Consequent on the transfer of Solid Waste Management, the related immovable assets and Cemetery/Burial Grounds within the Municipal Area were also transferred such as –

- a) Sairang, Tuivamit
- b) Ramhlun South, Aizawl
- c) Maubawk, Aizawl
- d) Lawipu, Aizawl
- e) Luangmual Vengthar, Aizawl
- f) Venghlui, Aizawl
- g) Dawrpui, Aizawl
- h) ITI Veng, Aizawl
- i) Tuikual, Aizawl
- j) Durtlang Vengthar, Aizawl
- k) Chaltlang, Aizawl
- l) Phunchawng, Aizawl
- m) Leitan, Aizawl
- n) Ramhlun North, Aizawl
- o) Mel 5, Aizawl

vii) Licensing Regulation- The regulation for issue, control and regulation of licenses for certain trades within the area of AMC known as Aizawl Municipal Council Licensing Regulation 2012 have been enacted in exercise of the powers conferred by the section 371 of the Mizoram Municipalities Act, 2007¹²⁷. The regulation was subsequently amended in 2013 and this has been implemented with effect from January 6, 2014. By this act, the existing shops/business establishments have to acquire license from AMC within six months from the date of its opening. New shops have to apply for license beforehand. The rationale of having trade regulation is that unchecked business location and shops will be harmful for urban space in the future. The liveability of the city is determined by presence of regulations and proper planning.

The provisions of the Licensing Regulations are:

- a) Any person desirous to open a shop or start a trade before opening of such undertakings must submit an application for license from the Chairman, Aizawl Municipal Corporation.
- b) License is usually issued to the shop owners in the geographical area of market. However, it may also be issued to the shop outside the market area and in such cases; local residents may be given preference.
- c) On the spot inspection of the premises is required in case of manufacture, storage or sale of food items to make sure that the premise is free from sanitary defects.
- d) The license application may be rejected by the Chairman if it is objectionable on the terms of the premise utilizing steam, electricity, water or

¹²⁷ Notification No. B. 13017/46/2012- UD&PA(M), the 20th December, 2008 (Vide, the Urban Development & Poverty Alleviation Department).

other mechanical power and also based on the density of population, pollution, nuisance to the public. In the interest of public sanitation and hygiene and for prevention of pollution of water reservoir, he may also shift the location of workshop/shop or trade premise.

e) License issued will be valid for one shop premises only, if a person possesses more than one business establishment, he may have to get permission for every shop.

The application for a License should be accompanied by the following documents:

i) No Objection Certificate from the house or land owner where the business is intended to be run;

ii) NOC from Local Council;

iii) Residential Certificate;

iv) EPIC;

v) Passport Size Photos (4 copies);

vi) License/Registration Certificate from Food Licensing Authority, H&FW Deptt (applicable only in case of establishments for eatable or food items or industries).

viii) Display of Advertisement and Hoardings- Display of advertisement for public view should fulfil the provisions of Part X of Signs and Outdoor Display Structures of the National Building Code of India 2005. The permission of chairman is required to display advertisement for public view. Advertisement is not allowed in places such as buildings of archaeological, architectural, aesthetical, historical or heritage importance, places of worship or religious

significance, statues, minarets or pillars of heritage importance, police stations, post offices, any government or Municipal Council building/office and traffic points. The ground clearance of the hoardings should be not below than 8 feet and not more than 30 feet.

'The AMC Display of Advertisement & Hoarding Regulations, 2013' has become effective since January 1, 2014. If any advertisement is in contravention to the provisions of the regulations and unauthorized, it has to be removed by the exhibitor at their own cost and upon failure, it would ultimately be removed by the AMC. When the regulation was introduced, the AMC had given six months time frame from January 6, 2013 to obtain permission for street hoardings and advertisement. The AMC started removing the advertisement and hoardings not having permission from July, 2013 onwards. Aizawl is classified into different categories such as 'Category A, B and C' as follows¹²⁸:-

- a) Category A- (1) Sikulpuikawn to Bawngkawn Main Road (both lower & upper main road)
- b) Category B- (1) Bawngkawn to Sihphir (2) Bawngkawn to Zemabawk Tawngtaina c) Sikulpuikawn to Falkawn (ADA Area) (4) Temple Square to Tanhril (5) Hunthar to Airport Road
- d) Category C – Any other areas or places not mentioned in Category A and B.

On August 23, 2018, the number of registered advertising agencies were 50 nos.; number of hoarding permission issued were at 307 nos. and number of unauthorized hoardings, banners, etc. removed were 1671 in numbers.

¹²⁸ Notification No. B. 13017/50/2012- UD&PA, the 25th July, 2013 (Vide, the Mizoram Gazette, Extra Ordinary; Vol. XLLII 06-8-2013 Issue No. 404).

ix) Property Tax- Collection of Property Tax was assigned to Aizawl Municipal Council from Land Revenue & Settlement Department with retrospective effect from August 7, 2011.¹²⁹ Section 214-225 of the Mizoram Municipality Act, 2007 authorized the AMC to levy Property Tax in Aizawl urban area. The components of Property Tax are Zoramchhiah¹³⁰, House Tax Pay Certificate and Tax Clearance Certificate. In simple words, it is tax on building and vacant land. It can be paid in four instalments during a year. Three Revenue Assistants were initially posted at AMC on deputation from Land Revenue & Settlement Department to collect Property Tax within the Aizawl Municipal area. It is the most important element of own source revenue for ULB and contribute substantially to the collections of the AMC. Lately, the Local Council were used as an instrument of the collection of Property Tax in the area of their jurisdiction and 5% of the collected amount was paid as administrative cost and 80% of the amount is used for providing public utilities and 15% is left to the disposal of AMC.

Property Tax was collected within the urban area based on The Mizoram Municipalities (Property Management) Rules, 2014 since June 16, 2015. The rate of taxes collected was 3%-5% of the value of the building and there were 48,344 buildings in Aizawl. The task of enumeration and calculation of the value of the house was outsourced to Institutional Development Consultancy Firm (IDCF). For the purpose of collection, urban area is classified into eight zones A, B, C, D, E, F, G and H based on the location factor, structure factor, ownership and usage

¹²⁹ *Annual Technical Report (ATR)* of the Comptroller and Auditor General of India (C&AG) on Urban Local Body, Govt. of Mizoram for the year ended 31 March 2012.

¹³⁰ Zoramchhiah – Zoram Tax @ Rs. 30/- per annum per every family which is paid by all the residence.

factor and age factor. Properties are assigned Unique Property Identification Number (UPIN). In Zone-A there are five localities, B-four, C-seven, D-eight, E-10, F-14, G-eight and H-26 localities. The following buildings are exempted from paying Property Tax (Section 217 of The Mizoram Municipalities Act, 2007) such as worship places, charitable choultries, building for educational purpose including hostels, charitable hospital and dispensaries, burial and burning grounds, income derived state government properties, municipal properties and central government properties, libraries, playgrounds. For failure of paying tax, the rate of penalty is 15% or Rs. 20,000 whichever is lower. Penalty may be levied when there is the following conditions such as failure to pay dues, re-assessment exceed the regular assessment, when best judgement assessment is made, failure to produce necessary documents by the owner, wilfully furnishes incorrect information or documentation, obstruction of authority appointed by the Act and rules. The collection during 2015-19 were:

Table 3.2

Collection of Property Tax during 2015-19 (in Lakhs)	
2015-16	1,15,05,596
2016-17	2,20,39,716
2017-18	2,75,52,799
2018-19	2,97,07,181

Source: Aizawl Municipal Corporation

The amount of Property Tax collected in the years 2015-16 was Rs. 115.06 lakhs. It was increased every subsequent year and in 2018-19 the total tax collected was Rs. 297.07 lakhs. In 2017, the Board of Councillors decided that Rs. 9,00,000 was allotted to all the wards in Aizawl the amount to be paid from

the Property Tax collected. Out of the revenue through tax paid by the citizens, 80% was decided to spend for development in the urban area.

Property Tax is the only tax collected within the AMC area. State Level Property Tax Board was formulated by the State Government. The board exercises its power and function as enumerated in chapter 10.161(vii) of the 13th Finance Commission. It assists the municipalities in the state and put into place independent and transparent procedure for assessing Property Tax. The Board was set up to assist the municipalities in the State and put into place independent and transparent procedure for assessing Property Tax.¹³¹ It will enumerate all properties within the municipal area, review present Property Tax system and make suggestions for suitable basis for assessment and valuation of properties. It will prepare a work plan indicating how it proposes to achieve this coverage target and the human and financial resources it proposes to deploy.

x) Registration of Births & Deaths- Registration of Birth and Death Act, 1969 came into force in India in the year 1969. In Mizoram, it was enforced on 1st July 1985. The nodal department is the Economics and Statistics Department, Govt. of Mizoram. The Director, Economics and Statistics Dept. is the Addl. Chief Registrar of Births and Deaths. The registration of birth and death in Mizoram is done based on The Registration of Births & Deaths (Amendment) Rules, 2015.

AMC is designated as one of the offices of the Assistant Registrar of Births & Deaths within AMC area from July 1, 2016. Within 21 days of the

¹³¹ Notification No. B. 13019/4/2010- UD&PA(TFC), the 23rd July, 2010 (Vide, the Mizoram Gazette, Extra Ordinary; Vol. XXXIX 28-7-2010 Issue No. 262).

birth/death Non-Delayed Birth/Death Certificate are registered and issued. Registrar of Births and Deaths (RBD) appointed for every locality have the authority to register and issue non-delayed Birth/Death certificate free of cost by not paying any fees. Aizawl Civil Hospital and other private hospitals registered with the Aizawl Municipal Corporation can also issue birth and death certificate.

AMC have not registered birth and death before 2016. It was done by the hospitals and local birth and death register. However, for anyone born or die before 2016, to issue birth and death certificate one has to approach Directorate of Economics and Statistics Department. Certificate that are registered and issued after 21 days from the date of Birth/Death are known as the Delayed Birth/Death certificate. To issue the delayed birth and death certificate, application form for Non-Availability Certificate (NAC) is issued by Deputy Commissioner office, alongwith the required signatures and documents NAC Certificate is issued by the Directorate of Economics and Statistics Department. After this, Magistrate seal and signature at the Deputy Commissioner office is required and finally at the AMC with payment of Rs. 1100/- Birth/Death Certificate will be issued by the AMC.

Finance

Chapter XVI of The Mizoram Municipalities Act, 2007¹³² amended in 2009 and 2011 provides for Municipal Taxation. According to Section 210 (1), every municipality may levy *Property tax, a profession tax, a tax on carriages and animals, a tax on carts, and advertisement tax other than advertisements*

¹³² Notification No. H. 12018/120/2003- LJD/28, the 20th April, 2007 (Vide, the Mizoram Gazette, Extra Ordinary; Vol. XXXVI 24-4-2007 Issue No. 123).

published in newspapers. Chapter XV deals with licenses and fees on *Keeping of Animals, Industries and factories, Slaughtering, Milk Trade and Markets.* Chapter XXIII Section 352 deals with State Finance Commission.

The Mizoram Grants-in-Aid to Aizawl Municipal Council Rules, 2008 provides that all money received from the Central Government for the Municipality and Grants-in-aid from the State Government and from any other source shall be credited into a Government Treasury or into any bank in the Municipal area and shall be credited to any account to be called the account of the Municipality as envisaged in the Chapter-VIII of the Mizoram Municipal Act, 2007.¹³³

Table 3.3

AMC Sources of Fund in 2018-19			
A	Central Finance Commission Grant for ULB - General Basic Grants - General Performance Grants		9,23,00,000
	State Finance Commission Grant for ULB(State Tax Devolution to ULB)		3,00,76,000
	Own Source of Revenue- - Property Tax - Rent from Civic Amenities & Office Building - Fees and User Charges Shop License - 25,43,140 Building Fee - 42,35,220 Birth & Death -16,26,800 Reg. Fees - 19,31,582 Penalty & Fines-42,45,689 Parking Fees - 97,67,224	2,97,07,181 13,33,250 3,26,22,824	53,50,50,080.99
			Table Contd.

¹³³ Notification No. B. 13017/22/2008- UD&PA, the 13th August, 2008 (Vide, the Mizoram Gazette, Extra Ordinary; Vol. XXXVII 20-8-2008 Issue No. 301).

	Other Fees - 4,37,980		
	Other User - <u>78,35,189.98</u>		
	Charges		
	- Sale & Hire Charges	68,39,638.99	
	- Revenue Grants, Contributions		
	& Subsidies	31,27,43,010	
	- Interest Earned		
	- Other income	1,60,96,259	
		33,31,918	
Special Schemes			
AMRUT			
		<u>1,00,00,000</u>	

Source: Aizawl Municipal Corporation

The main sources of revenue of ULB consists of own source revenue and transfer of fund from the higher level governments for various expenditure responsibilities and management of different functions. Central Finance Commission (CFC) Grant for the urban area has been implemented through the LAD (2005-07), UD&PA Dept. (2008-2010) and AMC (2010–till date). The grant is spent in infrastructural development and solid waste management.

Inter-governmental fiscal transfer through the Central Finance Commission Grant has come under the tight control of the State Government. Late released of grants by the State Government to AMC has posed a problem. The AMC had to receive budget amount of Rs. 1597 lakhs in general basic grant (GBG) and Rs. 471 lakhs in performance grant (PG) during 2016-17. The central government issued grants to the UD&PA Department in two instalments. According to the guidelines, the department has to further release grants to the

AMC within 15 days of their receipts. State government always fails to do so and this has hampered ongoing development works as cited by the Mayor of AMC.¹³⁴

Public Amenities

It includes street lighting, parking lots, bus stops and public conveniences. Parking scheme known as PAHOSS, declaration of Aizawl as no plastic zone, pedestrian/foothpath crossing, etc. Parking House Support Scheme (PAHOSS) – Private, NGOs or Local Council land owners willing to construct public/commercial parking space for a minimum of 5 light motor vehicles will get financial assistance of Rupess One lakh per one car or six two wheelers. The building must be able to accommodate at least five cars in order to get the assistance. The parking space constructed will be utilised for public/commercial parking at least for 10 years, during 7:00 a.m. to 7:00 p.m. Parking fee would be collected by the owner at the prevailing AMC parking rate. At night between 7:00 p.m. to 7:00 a.m. it can be used for rental garage.

AMC Eco park at Zonuam	- Rs. 88,70,000.00
Mission Vengthlang Eco Park near Tlawng river	- Rs. 44,30,000.00
Green Space and Parks in Aizawl City (Improvement of City Park)	- Rs. 1,01,30,000.00
Development of AMC Eco-Park at Zonuam	- Rs. 1,16,00,000.00
Street Light @ 10 nos. per locality	- Rs. 75,22,000.00

Landslide Hazard Zonation Map was prepared by the Geo Hazard International, Delhi at their own cost. Landslide risk areas were identified and building permission is issued as per the map.

¹³⁴ <https://www.vanlainei.org/tualchhung/71134> accessed on Dt. 17.03.2017

Solar City

Development of Solar City was the Govt. of India's initiative since 2008 under the Ministry of New and Renewable Energy. It aims at *minimum 10% reduction* in projected demand of conventional energy at the end of five years, which can be achieved through a combination of energy efficiency measures and enhancing supply from renewable energy sources. The program assists Urban Local Governments in preparation of a master plan for increasing energy efficiency and renewable energy supply in the city, setting up institutional arrangements for the implementation of the master plan and awareness generation and capacity building activities.

In Mizoram Zoram Energy Development Agency (ZEDA) has been the nodal agency for implementing the scheme. At the state level, there are bodies comprising State Level Committee, Solar City Cell and the Stakeholders Committee. In September 2009, Expression of Interest was called for the Solar City Master Plan of Aizawl. And the Solar City Cell under ZEDA was further attached to Aizawl Municipal Council since 2013. Aizawl is under Pilot Solar City Cell with a budget of 2 crore and it is applying for enhancement of its status to model solar city cell. The Solar City Cell has installed 300 kw of solar power in the roof of government offices. Such as-

Aizawl Municipal Corporation	- 40 kw
Assembly House	- 70 kw
Secretariat	- 100 kw
Millenium Centre	- 25 kw
Protective Home	- 25 kw
Chief Secretary Bungalow	- 10 kw

Aizawl Theological College - 30 kw

Besides, it also sells Solar Water Heating System a capacity of 100 Litres Per Day (LPD). As of Dt. 22.06.2017 1651 units were sold at a subsidised rate of Rs. 20,400/-. The other components are Home Lighting and Solar Power Pack (Inverter).

Smart City

Aizawl was selected by the Ministry of Housing and Urban Affairs, Govt. of India for Smart City Project. It is one of the cities among 100 cities selected in India under Smart City Mission in the third round of selection on June 23, 2017. The project was prepared by the Architechno Consultants Pvt. Ltd. under the aegis of the UD&PA Dept, Govt. of Mizoram. The area based proposal was enhancement of the existing structure known as retrofitting rather than erecting a new infrastructure known as greenfield development. It was submitted on December 15, 2015. The project was to be implemented during 2015-20. The project carries 500 crore during five years which was shared between central and state as 50:50. Smart City goals are provision of – water supply, street lighting, drainage system, traffic, transportation, motor parking, housing, market, garbage removal, health and education. State Level High Powered Committee was formed and below this UD&PA Secretary chaired Aizawl Smart City Limited (ASCL) Board of Directors.



CHAPTER – 4
AIZAWL MUNICIPAL COUNCIL:
ROLE IN PROMOTING GOOD GOVERNANCE

Urbanization carries diverse problems and challenges such as corruption, poverty, bad planning, sanitation, pollution, environmental deterioration, deprivation of services, overcrowding resulting in poor health and living conditions. Urban population growth puts heavy burden on the civic services and amenities such as electricity, housing, water, food, etc. In order to deal with the multifaceted issues, global financial organizations advocated good governance as a panacea for the ills associated with urbanization while the UN Habitat lay out the goals of good urban governance which is set to improve the quality of life. Urban local body can play a very important role as it is the centre of the urban universe to successfully implement the objectives and goals of urban governance. The main role played by the AMC in promoting good governance is highlighted in this chapter.

Ensuring Democratic Decentralization

The legitimacy of centralized administration has ceased to persist throughout the world. It breeds corruption and culminated into lack of accountability of the government officials. The road to decentralization is sustained by states especially in developing countries due to the downfall of the colonial regime; to reduce excessive state control, to achieve better service delivery and the state and nation building. As a part of the institutional reforms, the governance reforms in many countries included decentralization as one of the components. It is advocated by multilateral and bilateral donor organizations such

as the World Bank, International Monetary Fund, United Nations, United States Agency for International Development (USAID), etc. From a good governance point of view, decentralization is the restructuring or reorganization of authority to bring on shared responsibility between the three levels of government such as the central, regional and local levels based on the principle of subsidiarity by enhancing the power and capability of the local level.¹³⁵ According to this principle, lower levels of government must exercise functions such as taxing, spending, and regulatory functions unless the situation compels the case to be assigned to higher levels of government. Decentralization process is believed to bring democracy and development. It opens the opportunity for the people to let them participate in decision-making at the local level.

In India, before 74th CAA was implemented in 1992, decentralization was administrative in nature. There was no uniformity of local government practices in India. They need political, administrative and financial empowerment to enable them to act as a vibrant instrument of socio-economic development at the local level. Then with the amendment act, the entire structure was reorganized and was ready to transform the urban landscape through the political and fiscal decentralization. The most important elements were constitutional recognition to the urban local body, a regime of decentralization through transfer of funds, functions and functionaries to the ULB, laying of 12th Schedule with items such as slum improvement and upgrading, urban poverty alleviation, constituting the State Finance Commission to review the financial position and recommend the

¹³⁵ UNDP Management Development and Governance Division, Bureau for Development Policy, 1997, Decentralised Governance Programme: Strengthening Capacity for People-Centred Development, p.4.

principles of devolution to the urban local body and to determine the issues of state to local fiscal transfer. It includes the weaker sections of the community such as the Schedule Tribe/Schedule Caste and the Women through reservation. Local community are empowered to shape their own development and progress. Local Council leaders were selected through the elections after a fixed tenure, arrangement of participatory local level planning, inclusion of civil society, formal and informal organizations takes a shared active part in the urban planning and their execution. AMC as a legitimate urban local body, therefore, has a very important role to play to bring about good governance in the urban area.

People's Participation in Urban Governance through Local Council

Community Participation in municipal governance is a necessary element of good urban governance. JNNURM contemplates the creation of Community Participation Law (CPL) making it a mandatory reform in the states to either enact a separate CPL or make appropriate amendments to their existing municipal laws. CPL aims at strengthening municipal governments by institutionalizing citizen participation and introducing the concept of the area sabha (consisting of all registered voters of a polling booth) in urban areas. It involves citizens in municipal functions like setting priorities, budgeting provisions, exerting pressure for compliance of existing regulations, etc¹³⁶. Area sabha is not yet established in most cities of India. It is the focus of the Ministry of Urban Development, Government of India, a Model Raj Nagar Bill and JNNURM primer on CPL have

¹³⁶ <http://unpan1.un.org/intradoc/groups/public/documents/cgg/unpan043170.pdf> accessed on Dt.16.03.2015

been circulated by the ministry. This is to institutionalize citizen participation at grassroots level¹³⁷.

Local Council is a unique institution functioning at the grassroots level in Aizawl as proposed under the CPL. The role played by Local Council in urban governance through people's participation can be discussed as:

- a) Local Council and Solid Waste Management-** Local Council in every locality manages and monitors the Solid Waste Management system. In some area, private operators carried out the task while majority of the locality were managed by the local council. Collections of user fees, vehicle hiring, information, timing, etc have been work out by the council. Even in local areas where private operators were hired, public information and collection of fees from the households rest upon the council. Out of all the expenses, 80% is borne by the AMC and 20% is collected from the households participated in the SWM. On average LC collects monthly user fees from each and every household a sum of Rs. 20-100. The accumulated fees are used for managing the waste management system. Local Council can exercise downward accountability upon the people, shows quality services and resource mobilization.
- b) Public Information System** - In Mizo society since time immemorial, the chief used to appoint village crier to pass information to the village people. He used to make public announcement whenever important

¹³⁷ Pandey, K.K. and Chowdhry, Sachin. (2015). *Study of Local Councils in Mizoram- A De-Facto Fourth Tier of Government*. New Delhi: Indian Institute of Public Administration, p.2.

information were there from the chief and council of elders. In modern times, the practice still goes on in the local area managed by the Village Council by appointing village crier or public information in charge through mike. This tradition has been continued in Aizawl under the Local Council. Public announcement is still made by the village crier by putting information speakers in every locality. The system is very effective in giving information to the people which is a very unique system not practised elsewhere. The system paved the way for effective participation of local people in managing their affairs.

- c) **Hnatlang and Local Council-** Hnatlang is a community labour and services convened for the common good of the people in the village organized by the Local Council. In times of disaster, accidents, house catch fire, cleaning, flood, landslide, etc, it is customary to convene hnatlang. All adult persons/representative of the family participated. It is a customary practice among the Mizos since the days of the Chief and their council of elders. The Local Council have powers to enforce 'Hnatlang' in the interest of the public whenever situation so demands. Any person who does not comply with the order of 'Hnatlang' shall be penalised in kind or in cash which may be fixed by the municipal government unless a person is exempted from hnatlâng or has obtained commutation. Persons above 60 years of age and below 18 years are exempted and commutation of obligations is enabled by paying the same amount of money to the Local Council.

d) Local Council and Disaster Management- The Mizoram State Disaster Management Policy 2016 envisage that local authorities such as Village Councils, Municipalities and Town Planning Authorities would take part to implement the policy provisions as they control and manage civic services in the local jurisdiction. Capacity building is the first and foremost task in the process of implementation; these bodies must enhance the capability of their staff/officers/employees so that they are ready to tackle and manage disasters and to carry out relief, rehabilitation and reconstruction activities in the affected areas. The local authorities are expected to prepare Disaster Management Plans according to the guidelines of the National Disaster Management Act (NDMA) and District Disaster Management Act¹³⁸(DDMA).

e) Local Council and Civil Society- Mizo society is a culturally homogeneous close-knit society. The male members based in the bachelor's dormitory known as 'Zawlbuk' under the leadership of 'Val Upa' used to take vanguard in managing the societal affairs, village administration, protection of the village from the enemy. The Chief and his Council of Elders also used to give directions to the male members. Till today, the civil society is very strong and they play a very important role in managing the society in innumerable ways. In every locality, there are Young Mizo Association (YMA), Mizo Hmeichhe Insuihkhawm Pawl (MHIP), Mizoram Upa Pawl (MUP), various churches' youth organizations. The Local Council seeks the help of these organizations in

¹³⁸ Mizoram State Disaster Management Policy 2016

cleanliness and sanitation, in times of disaster such as landslide, fire, flood, storm, etc. The civil society actively participates in the management of local affairs in their locality.

Local Council being the grassroot or neighbourhood government takes care of the public assets such as markets, community halls, steps and roads, drainage, streetlights, etc. LC collects market fees from the vendors which may be used as maintenance of public assets. In close cooperation with the government the Aizawl City Local Council Association (ACLCA) identified the fake ration card within their jurisdiction.

Protecting Urban Environment – Role of Urban Local Bodies

Environmental resources enable man to sustain for their survival. Urbanization is a phenomenon in the world equally in the developed and developing countries. Twenty-first century is known as a century of urban as majority of the population lives in the urban areas. It is expected that in the year 2050, 68% of the world's population will live in the urban areas¹³⁹.

Rising population, rural-urban migration, unchecked birth rate and low death rate have resulted into increase consumption and depletion of resources. Pressure is put on the already limited urban infrastructures and basic civic amenities such as transportation, water, housing, sanitation, sewerage, solid waste management, finance and administrative problems, etc. Pollution of different sorts has added the problems. The quality of environment is deteriorating. Air, water and other resources have been polluted which has further inhibited their

¹³⁹ <https://www.un.org/development/desa/en/news/population/2018-revision-of-world-urbanization-prospects.html> accessed on Dt. 26.09.2017

availability for human being in the urban areas. Despite the improvement in basic services, millions are still devoid of services and infrastructural deficit is one of the factors constraining improved access of these facilities for the people. Inter-regional disparities, intra-city difference in access to service provision still occur in different countries. Diverse access in remote and isolated regions as well as downtown and peripheral urban area also is witnessed.

Mizoram is prone to disasters in the past. Climate vulnerability assessment for the Indian Himalayan Region (IHR) prepared by the collaboration of Indian Institute of Technology – Guwahati, Mandi and Indian Institute of Sciences, Bangalore in support of the Department of Science and Technology (DST) and the Swiss Development Corporation assessed Mizoram alongwith Assam as the most vulnerable state among the 13 states in the Himalayan Region. The index score of Mizoram was 0.71 which was the second highest in the region.¹⁴⁰

The worldwide forum for environment and related development held during the last 40 years have envisaged local government participation and community action for bringing sustainable development in urban environment management. ‘Think globally act locally’ has been the slogan for environmental initiatives today. Agenda 21 of the United Nations Conference on Environment and Development (UNCED) at Rio De Janeiro Conference held in 1992 focused on deteriorating conditions of human settlements and came to the conclusion that in general there was low level of investment but whatever investment done in this sector had yielded the best return which is known as multiplier effect of

¹⁴⁰ <https://nenow.in/environment/assam-and-mizoram-most-vulnerable-to-climate-change-2.html> accessed on Dt. 18.03.2019

investment. Chapter 28¹⁴¹ specifically gave some areas in which local authorities could take initiatives. Many problems and their solutions was based on local activities such as construction, operation and maintenance of economic, social and environmental infrastructure, planning, local environmental policies and regulations and their implementation. Local authority should enter into a dialogue with its citizens, local organizations and private enterprises to acquire the information needed for formulating the best strategies and must adopt a Local Agenda 21. The process of consultation increases household awareness of sustainable development issues.

United Nations Conference on Human Settlements or Habitat II, Istanbul in 1996 had two main goals such as providing adequate shelter for all and sustainable human settlement in the urbanizing world. All partners of the Habitat Agenda as well as the local authorities, private sector and communities were expected to regularly monitor and evaluate their performances while implementing the Habitat Agenda using the criterion of human settlements and shelter indicators. Human settlement is the essential component of achieving sustainable human development. To address issues such as public health, employment, environment, education and community services, local authorities are the best instruments as they are the institution having direct and close link with the people. Decentralization is the key to legitimately strengthen the local authorities, dialogue and interaction between the local authorities and the community and citizen groups can bring fruitful results. More and more sharing of experiences and information can benefit and guide the local authorities.

¹⁴¹ <https://sustainabledevelopment.un.org/content/documents/Agenda21.pdf> accessed on Dt. 29.03.2019

In India protection of urban environment is the responsibility of the urban local body which is enshrined in the Twelfth Schedule of the Indian Constitution. There are 18 items in the list and list number five; seven, ten, twelve and seventeen were specifically related to the urban environment and their maintenance. The list of items are:

- a) Water supply for domestic, industrial and commercial purposes (list no. 5)
- b) Public health sanitation, conservancy and solid waste management (list no.7)
- c) Urban forestry, protection of environment and promotion of ecological aspects (list no. 10)
- d) Provision of urban amenities and facilities such as parks, gardens and playgrounds (list no. 12)
- e) Public amenities including street lighting, parking spaces, bus stops and public conveniences.(list no. 17)

Improved Service Delivery

Effective and efficient service delivery became the hallmark of modern Government since the service deficit is a far-reaching phenomenon. Democratically governed country gives more emphasis on people's welfare and services. Swift urbanization entails more pressure on infrastructure and services such as water supply, solid waste management, waste water management, etc. Governmental efforts have been geared towards creation of infrastructure through policies and programmes. Nevertheless, we still perceive a shortfall in the service delivery.

The 13th Central Finance Commission (FC:XIII) has recommended grants-in-aid (2010-15) to the local bodies from the divisible pool of central taxes with two components such as the Basic Grant and Performance Grant. The former was accessed from all states for five years from 2010-11, while the latter was based on the performance of the local bodies in which they had to fulfill nine eligible criteria before every 31st March of the year. The criteria number eight was- to put in place service standards for four sectors such as Water Supply, Sewerage, Storm Water Drainage and Solid Waste Management which had to be published in the state gazette. A focus towards better service delivery and inherent challenges has necessitated the Ministry of Urban Development (MoUD), Government of India to prescribe service level benchmarks in four different sectors¹⁴². The benchmarks act as a standard by which performance of the delivery agency and progress achieved in different indicators assessed, the weaknesses and challenges apprehended and necessary steps taken. It is a tool for undertaking objective performance analysis by urban local bodies to improve their own operation¹⁴³.

As prescribed under Chapter 10.160 (viii) of the Reports and Recommendations of the FC:XIII, target of Service Level Benchmark for Urban Local Bodies has been issued by the UD&PA, Government of Mizoram. The Fourteenth Finance Commission (FC:XIV) also continued the trend and issued the performance benchmarks for the ULB. For the period between 2015-20, the FFC decided to provide grants to the ULBs in the form of basic and performance grants.

¹⁴² Ministry of Urban Development, Govt. of India.(2007).*Handbook of Service Level Benchmarking*. Retrieved from <http://moud.gov.in/policies/servicelevel>

¹⁴³ Ramachandran, M. (2015). Retrieved October 07, 2016, from <http://inclusion.skoch.in/story/523/benchmarking--urban-service-delivery-823.html>

In terms of provisioning basic services, The Mizoram Right to Public Service Act, 2015 was also enacted to provide people's right to get delivery of notified public services from the Government of Mizoram within the time frame. The government notify the public services to be covered under this act under departments such as Food, Civil Supplies & Consumer Affairs (FCS&CA), Rural Development (RD), Taxation, Public Health Engineering Department (PHED), Social Welfare and Finance Department are the departments in close contact with the people. Public services such as issue of ration card, issue of Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA) job card, driving license, learner's license, water supply connection, adoption certificate, etc. are covered. The AMC vision and mission also documented its promise to the urban citizens with regard to basic civic amenities in the jurisdiction of Aizawl municipality.

E-Governance and Urban Local Body

Electronic Governance or e-Governance is the application of information and communication technology in governance or the application of electronic means in the interaction between government and citizens as well as business. It makes use of the advancement in technology and knowledge in the information and communication process. It enhances the credibility, speed, agility, applicability and usefulness of the governance. Although equipped with the Information Communication Technology (ICT) infrastructure such as computers and electronics and utilized in their function known as e-government, traditional public management and the personnel who manned the public machinery are often unapproachable, inaccessible and rigid. Due to over-centralization and

secrecy of the machinery, large scale corruption is embedded in the system which has reduced public trust on the government service. The system at hand has not changed since independence. In a modern democratic state until a few decades ago, government is the sole provider of public services and the way it tackles those services shows the quality of governance. With the advent of modern technology and information system, the quality of services has become trustworthy, reliable, open, transparent and accessible by the citizens. It fulfils the needs of the citizens which is the topmost priority for any urban government. The gap between the government and citizens, higher level government and lower level government and citizens to citizens, government to business and business to citizens has become very close now.

The policy objectives of good governance in urban area can be achieved by harnessing Information and Communication Technology (ICT), better management of resources and developing an appropriate organizational culture. The relevance of good governance such as delivery of public services to public more effective, efficient, speedy, accountable, accessible, responsive, transparent and traceable can be achieved by applying e-governance. The application of e-governance is done through four phases as given by Gartner; inform the parties to make known the operations as widely as possible, create a platform of interaction between government and public (citizens, customers, businesses, NGO's), actual transaction by paying taxes such as income tax and property tax and the last phase is transforming and managing change by integration.

The important documents and forms, regulations and notifications of the AMC are made available online for public utility so that customers/citizens need

not go to the office to buy forms and waste time such as Building permission form, Street Vending Form, Hoarding & Advertisement Form, Property Tax related Form, Financial Statements, Online Building Plan Approval System(OBPAS) and others. At present, preparation is underway for Licensing Regulation, Hoarding & Advertisement License and Office Automation.

AMC opened its automated online building plan approval system on June 1, 2018 and the paper application system has been entirely stopped since August 10, 2018. This was done with the instruction from the Ministry of Housing and Urban Affairs. Efficiency and economy of the services provided by ULB is an aspect of good governance. Now, the time required for getting permission is predictable. Earlier, it took very long to get permission which was very inconvenient for the citizens. The service was the first of its kind in the north-east India. The online building permission works through the 'Online Building Plan Approval System (OBPAS).

Information Technology Cell was established on November 20, 2015. For the convenience of the citizens and customers, all application forms is made available online such as Hoardings, Building, Licensing, etc. File tracking system have been introduced and Closed Circuit Television (CCTV) is installed in the office premises. All registration and payments in the AMC is planned to be made online. On December 22, 2016 the first free internet connectivity through wi-fi for the citizens of Aizawl was installed at locations such as Govt. Aizawl College, Govt. Hrangbana College, Govt. T. Romana College, Govt. J. Thankima College, Govt. Aizawl North College, Govt. Aizawl West College and Govt. Johnson

College. However, the wi-fi was not functioning properly as the user complained repeatedly.

Poverty Alleviation and Urban Local Body

A rough definition of poverty is '*A situation facing people whose material needs are least satisfied*'. It is not easy to have a uniform yardstick for measuring poverty as the income levels and purchasing power is different. Poverty Line, Poverty Limit or Poverty Threshold is the income limit which can sustain a person to survive in a particular country. It differs from country to country as the criterion of poverty is different. In China, the annual income of \$450 is the poverty level. According to the World Bank, a person earning less than \$1.90 a day is considered poor. This may be too high in the case of India because a large number of Indians would find themselves below poverty line.

The UNDP's Human Development Report has used a new parameter – Multi-Dimensional Poverty Index (MPI) that has replaced Human Poverty Index (HPI) since 1997. It identifies multiple deprivations in terms of parameters such as living standards, health and education. India have a poverty index of 0.296 and poverty ratio of 41.6 per cent (in terms of PPP \$ 1.25 a day) and 28.6 percent (national poverty line).

Owing to the untiring efforts and various measures taken by both the central and the state governments, the rate of poverty also declines slowly from time to time. In 1977-1978, the rate of poverty was 51.3 %. At the time of the launch of New Economic Policy (NEP) in 1990s, about 37 % Indians were living below poverty line. However, the recent 61st round of National Sample Survey (NSS) released by the Planning Commission shows a reducing incidence in

poverty to 21.8 % in 2004-2005. The percentage of people below the poverty line in 2011-12 was 30.95 in rural areas and 26.4 in urban areas. The ministry of Rural Development is the second biggest ministry next to the Ministry of Defense in India and the government gives due importance to rural development.

Minimizing poverty in the urban area is one of the objectives of urban policy in India. Urbanization of poverty is a growing phenomenon worldwide. Rural people migrate to the city where they have to pay additional costs in basic necessities such as water, gas, housing, food, etc. In rural areas many people grow their own food, collect free of cost water from nearby, they can use firewood and housing is less expensive. The cost of living is much higher in the city and urban poverty proliferates which leads to the growth of informal settlements and informal sectors, putting pressure on basic services, scarcity of food, civic amenities, vulnerability to change in prices of commodities, increasing pollution and environmental degradation, health issues and deterioration in life. Although better services in health, education, hospitals, jobs, water, etc. are available in the cities, it is beyond the access of the urban poor.

The most fundamental motivation for anti-poverty programmes is the frontal attack on poverty which is an important factor in any urban development policy.¹⁴⁴ Urban poverty alleviation is one of the functional domains of the ULB through the 12th schedule. AMC has a role to play to minimise poverty by applying the principles of good urban governance – responsive and accountable to the citizens, standard service to the urban citizens which is upto the

¹⁴⁴ <http://planningcommission.nic.in/plans/planrel/fiveyr/9th/vol2/v2c2-2.htm> accessed on Dt. 16.09.2016

benchmarks, enhancing the capability to face the task in resource raising, to act as the effective channel in the execution of urban development programmes such as the Atal Mission for Rejuvenation and Urban Transformation (AMRUT), Smart City, Swachh Bharat and others. Based on the five year plan, urban development related schemes and programmes have been implemented in India.

Civil Society and Urban Local Body

Civil Society embodies the organizations and associations established to fulfil the common interests and objectives which are varied in nature. Usually, the objectives related to the welfare of the people and maintaining peace and order in the society. It comprises of the interest groups, pressure groups, non-governmental organization, voluntary groups, religious groups, political parties, professional associations, etc. Civil Society is an instrument and an intrinsic part to carry out good urban governance.

There is a tradition of a strong civil society among the Mizo community. All bachelors in the village used to sleep in the dormitory known as 'Zawlbuk.' It was the centre of learning and education, younger generation were taught the values of life, Mizo culture and traditions were upkeep in Zawlbuk, different life skills for survival were taught, and it was a place where the young learnt respect to the elders. In times of war, bachelors in Zawlbuk were defenders of the village, they help needy villagers, they participate in the village governance under the Chief and Council of Elders and the voice of the youth was considered very important. The tradition of a civil society activism is continued in urban Aizawl. Urban governance is incomplete without the civil society; they assisted, pressurised and help the local body in managing the urban affairs. The Mizoram

Municipal Steering Committee (MMSC), a pressure group formed in 1999 strongly demanded creation of municipal body in Aizawl alongwith democratic decentralization in all urban areas of Mizoram. The Indian National Trust for Art and Cultural Heritage (INTACH) Mizoram chapter on April 30, 2014 requested the AMC to stop the building construction in the cliff area of Chanmari-Chaltlang and Bawngkawn-Durtlang in view of preservation of natural heritage and its beauty. Street decorations in most of the localities during Christmas were organized by the Young Mizo Association(YMA) and Local Council and in few localities by the churches' youth organizations – Kristian Thalai Pawl (KTP)¹⁴⁵, Thalai Kristian Pawl (TKP)¹⁴⁶, AMC awarded cash prizes. YMA is the largest civil society organization in Mizoram. It was established on June 15, 1935 by the Welsh Missionaries and the church leaders of the time. It is a secular, not for profit, non-governmental organization consisting of almost all the Mizo above 14 years as its members. In 2016-17, there were 4,04,722 members, 5 sub-headquarters, 47 groups and 799 branches in Mizoram, Manipur, Tripura, Assam and Nagaland. A number of 53 branches were located outside the state and the remaining branches are in Mizoram. Mizoram Upa Pawl(MUP) (Mizoram Aged Persons)- The aged persons association was formed in 1957 at Aizawl by the pensioners for the Mizos above 50 years of age. In 2016-17, the MUP had 588 branches and 60,000 members. Mizo Hmeichhe Insuihkhawm Pawl (MHIP). Translated as Mizo Women Association, the body was established on July 6, 1974. It has 285108 members in 2016-17. The headquarter is Aizawl and there are seven sub-headquarters and 16 blocks and 744 branches.

¹⁴⁵ Kristian Thalai Pawl (KTP)- Youth organization of the Mizoram Presbyterian Church.

¹⁴⁶ Thalai Kristian Pawl (TKP)- Youth organization of the Mizoram Baptist Church.

Capacity Building

The effectiveness of service delivery depends very much on the capacity and capability of the local government personnel. Is the urban local body capable to take rational decisions? Do they have the necessary resources in terms of manpower and skills? The answer lies with capacity building which is the assessment of training needs to upgrade the skills, knowledge, attitudes and expertise of the staff and the enlargement of the capability of the organization to perform at a greater scale, audience and impact. It involves arrangement of technical support, municipal personnel system, necessary provision of finance and accounting.

Responsiveness and punctuality of the staff in the AMC office are an integral attributes to make the citizens satisfied. In the beginning of the year, the staff in the AMC office holds re-dedication programme by taking oath and making commitment to be faithful, diligent, loyal, punctual, earnest, devoted and to fulfil the vision and mission of the AMC. The programme increases the dedication of the staff towards the organization and its goals. Capacity building of the subsidiary body known as the Local Council is also very important. In fact they are the implementing agency at the grassroots level and are constantly in touch with the people. Many functions have been devolved and satisfaction of the people depends on the quality of delivery by this body. AMC occasionally organized training for Local Council members to impart firsthand knowledge on building regulations, solid waste management, parking, streetlight and collection of property tax. They can act as monitoring agency of the regulations and development projects being implemented in their jurisdiction. AMC also

occasionally imparted on the job training to various subsidiary personnel delivering urban functions.

At present, nine functions have been transferred and more and more constitutionally mandated functions will be devolved to the AMC in the future by the State Government and human resource development in AMC is truly necessary. In this aspect, councillors study tour programme is occasionally conducted to study the cities with developed urban infrastructure, the urban administration and functions. Women local council members were imparted training by the State Institute of Rural Development & Panchayati Raj (SIRDPR) and the Panchayat Mahila Shakti Abhiyan (PMSA) with the goal of empowering the women members.

Sustainable Development and Urban Local Body

Development induced large scale destruction, deterioration of environment and depletion of natural resources have led to the birth of the paradigm in the development discourse which is known as Sustainable development. The definition of Sustainable development by the World Commission on Environment and Development-1987 also known as the Brundtland Report '*Our Common Future*' is by far the most common and agreeable definition of sustainable development which says that 'Sustainable development is a development that meets the needs of the present without compromising the ability of future generations to meet their own needs.'¹⁴⁷ The developmental need of the present generation is met as well as leaving enough sustenance capability of the

¹⁴⁷ <https://sustainabledevelopment.un.org/content/documents/5987our-common-future.pdf>

environment to meet the future generations. According to Minh Thu Pham¹⁴⁸ of the United Nations Foundation, sustainable development is the development in different spheres without jeopardizing the future.

In the recent decades, urbanization in India has increased at very fast pace. The unique feature of India's urbanization is that a major chunk of urban population is concentrated mainly in class I cities (those with population 1 lakh and more) which accounted for about 70% of the total urban population in 2011; this has led to 'Top heavy' urbanization in India. Presently, 31% of India's population lives in urban area and their contribution account for over 63% of India's GDP. It is expected that by 2020, the contribution to GDP by urban sector in India will increase to 70-75 %.¹⁴⁹

Millennium Development Goals (MDGs) were a set of eight goals and 18 targets which were implemented during January, 2000 to December, 2015. The goals were perceived as narrow in its perspective and scope. The goals and targets were mainly laid out for removal of poverty in the developing countries receiving aids and financial assistance from the western countries and financial agencies and extended basic services in poor countries. MDG report card of United Nations has shown that extreme poverty throughout the world has been reduced by half and the total number of out of school children has declined from a 100 million to 58 million; gender parity and schooling worldwide is closest to being

¹⁴⁸ Senior Policy Director, United Nations Foundation in her speech at the University of Columbia

¹⁴⁹ Tripathi, Sabyasachi and Kumar Shamika. (2017). *Determinants of Firm Location Choice in Large Cities in India : A Binary Logit Model Analysis*. In *Theoretical and Empirical Researches in Urban Management*, Vol. 12, No. 3, pp 45-62. Retrieved from <https://iproxy.inflibnet.ac.in:2096/stable/pdf/26201232.pdf?refreqid=excelsior%3A92609db a8c5cdd6df6c7f8507c99d316>

achieve at the primary level with the one to one ratio between the enrolment of girls and boys; there are 17,000 fewer children dying than in 1990; maternal mortality has fallen by 45%; between 2003 and 2013, Malaria cases has dropped from 233 to 219 million. So, a lot of progress has been substantially made through MDGs inclining towards positive directions for future prospects.

Table 4.1

Comparison of MDG and SDG	
MDGs	SDGs
Eight goals and 18 targets	17 goals and 169 specific targets
Mainly for removal of poverty	Wiping out poverty, fight inequality and tackle climate change
Targets for developing countries	Worldwide targets (Universal)
-	United Nations for the first time involves global private and public sector corporate to drive its development agenda.

Source: United Nations Development Programme

The coverage period of MDGs had ended in 2015. A very important question during the transition period was that what was to be done to replace MDGs and what would be the next set of goals? In order to maintain continuity after the end of the MDGs, the SDGs were propagated though with a change in the system. The ‘Five P’s’ model of sustainable development are; the social dimension known as the People – to end poverty and hunger in all

forms and ensure dignity and equality, secondly, the environmental dimension known as the Planet- protect our planets natural resources and climate for future generations, thirdly, the economic dimension known as Prosperity- ensuring prosperous and fulfilling lives in harmony with nature, fourthly, Peace – foster peaceful, just and inclusive societies; fifthly, Partnership- implement the agenda through a solid global partnership .

Sustainable Development Goals (SDGs) contains 17 set of non-binding goals and 169 specific targets comprising different socio-economic issues to achieve in the years 2015 – 2030 as given in *Transforming Our World- the 2030 Agenda for Sustainable Development*, United Nations. It aims at wiping out poverty, fight inequality and tackle climate change over the next 15 years. It is a comparatively comprehensive in nature than the MDGs. A total of 197 countries were signatory to these goals. India also formally adopted the SDGs at the 11th National Convention on Sustainable Development Goal (NCSDBG) organized by the Global Compact Network in Mumbai. The SDGs is unique in the sense that the United Nations for the first time involves global private and public sector corporate to drive its development agenda.

Urban Development Goal - Ban Ki-moon¹⁵⁰, Secretary-General of the United Nations stated that, “Our struggle for global sustainability will be lost or won in cities.” The world is more than 50% urban and we are expecting several billions of additional urban dwellers coming to the cities especially in Asia and Africa. It’s really a window of opportunity to have a goal that is solely focusing on cities. This is an opportunity to take advantage of the transformative potential

¹⁵⁰ High-Level Delegation of Mayors and Regional Authorities in New York City on April 23, 2012

of organization and focus on the development potential of organization which hasn't happened in the past.

The need for urban area is addressed by the SDG urban goal aiming to make the cities inclusive, safe, resilient and sustainable. Inclusive fundamentally mean we should not leave anyone behind which is underpinning the whole of the new 2030 agenda by getting people involved into decisions that affect their urban future and improving access of services to all citizens. The safety element deals with physical safety with fighting crime in cities, making public spaces safe. Resilience is a broad concept that reflects the ability of a city to bounce back after a disaster and economic hardship. Finally, sustainability is the concept that says not focussing on urban development alone but also taking social and environmental dimensions into account when designing urban development.

Women's Participation in Aizawl Municipal Council

A trend worldwide is that women are under-represented and un-involved in politics. Gender equality is absent in the political sphere and it is male dominated. According to Inter-Parliamentary Union (IPU)¹⁵¹, world and regional average of women parliamentarian in 2019 is 24.30 per cent. In the lower house it is 24.30 per cent and in the upper house it is 24.10 per cent. The highest representation is in Nordic countries consisted of 42.50 per cent and the lowest is Pacific at 18.40 per cent. In India the 17th Lok Sabha comprised of 78 women members which are 14.30 per cent of the total members and there are six women ministers in the Modi 2.0 government. In Mizoram, in the 2019 State legislative

¹⁵¹ <https://www.ipu.org/resources/publications/reports/2018-03/women-in-parliament-in-2017-year-in-review> accessed on Dt. 16.06.2016

assembly elections, no women candidate was elected while in the previous government there was only one women MLA.

Women's quota system was introduced in the first local council election which was held on April 30, 2015. For 83 Local Councils, there were 52,093 families and the number of electors was 1,92,382 and the total seats were 535 out of which general seats consisted of 392 in which 143 seats were exclusively reserved for women. It was for the first time electoral roll was prepared for local council elections.

The Core Committee of the Panchayat Mahila Shakti Abhiyan (PMSA), Mizoram was constituted by the Government of India in 2008 with Dr. Lalneihzovi as its head. It has listed 'Reservation of Seats for Women in Municipalities' not less than 33 per cent in its Charter of Demands number - 5, sub-number - 4. The provision for women's reservation is based on the 74th Constitution Amendment Act, 1992. The original Mizoram Municipal Act, 2007 did not provide for reservation of women. The Core Committee pressurised the Government of Mizoram by submitting representation for The provisions for Reservation Clause for Women in Mizoram Municipalities: As per the 74th Constitutional Amendment (i.e. Part IX-A Article 243-T) As a result, reservation of seats clause was inserted by amending the Act in 2009¹⁵². Reservation for women is arranged as one woman seat in 5 members Local Council and two women seats in 7 members Local Council. It does not mean that women can contest only in the seats reserved for them, they can also contest in the unreserved seats. In the Local Council Election - 2015, there were 151 elected women

¹⁵² Lalneihzovi (2013). Role of Panchayat Mahila Shakti Abhiyan-Core Committee in Women Political Empowerment Movement in Mizoram. In Lalneihzovi and T. Vanlalrani edited Hmeichhiate Lamtluang. Aizawl: All Mizoram Women Federation.

consisting of 28.22 per cent of the total seats in local council¹⁵³. There were eight more local council members than the stipulated reserved seats in the local council bodies. This is a positive sign that there is progress in the women's participation and involvement in the local bodies. Quota system has induced more and more women to take part in local level politics.

In order to have an in-depth familiarity with the women's participation, a survey was conducted among the women local council members elected in 2015. Respondents were 83, one from every local council. The age bar was 32 -71 years old. It was found that 35.14 percent of all the women leaders are widowed or single while majority of the women members, i.e. 56.76 percent are married and 8.11 per cent of them are still unmarried. The majority of the women local council members are Class X passed and below. Educated women do not enter into local level politics; they are more engaged in economic pursuits. Involvement in Local Council is not a full time job, women members are engaged in various occupational pursuits such as shopkeepers, business, handloom, pig rearing, dry clean, running private hostels, pensioners, tailor, poultry farming and many are engaged in organized and unorganized sectors.

In many parts of India, elected local body members do not involve much in the local affairs, they acted as pawns of their husbands or powerful men in the village. While in Aizawl, elected women are quite active in the management of local affairs. Many of them were engaged as the leaders such as president, vice-president, secretary and financial secretary and treasurer while 53.01 per cent

¹⁵³ <https://amcmizoram.com/orders-notifications/list-of-local-council-members-2016> accessed on Dt. 09.03.2015

were members. A large number of them consisting of 53.01 per cent are members, and 36.14 per cent occupy the post of treasurer. Apart from involvement in local body, 34 women participated in other bodies such as Mizo Hmeichhe Insuihkhawm Pawl (MHIP) local and general headquarter, Ward Committee, Mizoram Upa Pawl (MUP), block president, unit party office bearers, general headquarters secretary, Aizawl City Local Council Association, etc. We have many capable women with good leadership qualities even in the male dominated world.

Mizo women political participation is dismal compared with their counterparts in the other parts of the world because in Mizo history women seldom participate in the village administration. Patriarchal society divided responsibility between men and women domain, viz. 'public' and 'private' respectively. Women were confined within the scope of domestic or private sphere. One-third of the women members said they were not ready to take part in politics without quota system, it has become a pull factor for many women members in the political arena because if there was no such system, many felt that they did not want to participate in politics. Nevertheless, once they were indulged in politics for a tenure, 36.14 per cent of them said they are willing to contest again in the next election, while 42.17 per cent of the elected women responded they will not contest again in the next election and 21.69 per cent are indecisive, if there is a pressure from the political party to contest, they may do it again. It can be concluded in this matter that majority of local women politician are still willing to be there in the political field provided a second chance by the political party.

Women's participation in local governance is a sine quo non of good urban governance. Gender equity in the society is the means to achieve the desired goals of democracy such as social justice and political equity. Until recently, only a few women in Mizoram were tested and involved in the management of local affairs before the introduction of a compulsory reservation system through the 74th Constitution Amendment Act, 1992. Women who came out to the political fields are at par with their male counterparts. They have shown good attributes such as good administrator, the decision-maker and good leader. The only obstacle in equitable political participation is women do not come out to the field and that hurdle is also broken through a quota system. Three-fourth of the elected women were first timers and it appears that the majority of the women who have immersed themselves in the political arena do want to contest again in the next election. It is to be considered that family and husband back up is quite important to have the political participation of the women.

Water Supply and Urban Local Body

Water governance has become the standard vocabulary of personnel and academics in the water sector. MDGs of the United Nations aim to reduce at half the number of people without adequate access to water and sanitation services by 2015. Although the MDGs do not have a strong focus on water governance, this goal is one of the main concerns of the water governance debate.

The need for quality water is acute in the Aizawl urban area. Besides the Public Health Engineering Department (PHED), Govt. of Mizoram's supplied water, people fetch water from the spring and hand pumps and the quality of

water in these sources have declined over a period of time and hence there is a fervent demand for quality water supply. With the increasing demand of water, Greater Aizawl Water Supply Scheme (GAWSS) Phase-I for 80,000 people at 135 litre per day was proposed, constructed and opened in 1988 for Aizawl excluding Melthum Saikhamakawn, Luangmual, Tanhril, Durtlang, Siphir, Thuampui, Zemabawk and Rangvamual. The total capacity is 10.8 million litres per day(mld). Greater Aizawl Water Supply Scheme Phase-II for 3,10,000 people at the expected rate of supply, 78 lpcd was opened in 2007 covering the Aizawl Municipal area from Sihphir in the north to Lungleng and Samtlang in the south. The capacity is 24.18 MLD. Tlawng River is the main source of water supply for Aizawl which is located 8 kms on the western side and 1000 metre below the city.

During the dry season period, a number of local water service providers with profit motive sell water in a carrier to different localities. The cost of water is comparatively high to the piped water supply by PHED. One tankie with a capacity of 2000 litres cost Rs. 1500-2000 depending on the distance. There are a number of private sector water providers in and around Aizawl. Some localities on the eastern side of Aizawl have separate perennial water source subscribed by the family residing in the adjacent area. Most of them didn't have PHE connections. Local association is formed for management and membership and annual fee is collected from each family.

State Investment Programme Management and Implementing Unit (SIPMIU) and Water Governance in urban area- The strategic thrust of the ADBs assistance is poverty reduction through shared growth, social development

and good governance through the NERCCDIP. These have been translated into actions mostly by integrated urban infrastructure and services projects. The long term investment is estimated to exceed \$1.1 billion in water supply, sewerage and sanitation and solid waste management in North-East India. In urban water supply it aims at improving the quality of water and lengthens the supply duration to 24 hours per day, expansion and rehabilitation of existing distribution systems, reservoirs and machinery, replacement of bunched service connections and the old and leaking connections, installation of bulk and consumer meters and program to reduce un-accounted for water.

The present availability of Water Phase I & II is only 34.80 MLD and there is a shortfall of 16.64 MLD (51.44-34.80) as on today. SIPMIU projected the water demand in Aizawl as in 2015 AD = 51.44 MLD, 2030 AD = 67.81 MLD, 2045 AD = 85.29 MLD. Plan for urban water supply to meet the requirement in 2030 is 67.81-34.80 MLD = 33.01 MLD including the distribution network, recycling/re-use of waste water in community based/institutional at Aizawl, water management plan and piloting of rain water harvesting. ADB also provides for institutional and management capacity development catalyzing urban governance, municipal financial reform and improve service delivery.

Water Supply in Aizawl faces numerous challenges and input from the urban government to remedy the problems is very significant.

City Planning is haphazard- The hill-tops of Mizoram were chosen as habitation sites due to the prevailing healthy and bracing climate. The haphazard and unplanned settling pattern of the area has made water supply a challenging

task in Aizawl. Due to limited availability of land along with unchecked population growth, buildings are now vertically constructed putting sufficient pressure on water supply.

High Production Cost- Aizawl is a hilly terrain and the topography is uneven. The distribution network is divided into different zones located in different altitudes vary from 150 to 300 meters. Aizawl is having one of the most expensive water supply schemes in India. The per capita cost of water is Rs. 2250/- in GAWWS-I and Rs. 3,660/- in GAWSS-II. Water goes down in the pipe with pressure often resulted into increase leakages as valves are not able to withstand such pressure. This has created a lot of problems with huge quantity of un-accounted or non-revenue water.

Low self-financing ratios- Until very recently, user charge and tax is very limited in water supply. Water charge as flat tariff was levied in Aizawl which were far below the operating cost. There is a growing desire for better and regular water services from the people. Now 94 per cent of house connections have been installed with water meter and it is a challenge for the government to levy sufficient fund for recovery of water production cost. Higher level of cost recovery in water supply is also expected with revision of water tariff in December 2014.

Poor Infrastructure- There are seven pump houses between Tlawng and Tuikhuahtlang which is a span of 1000 metre. The engine gets older and often undergoes repairing. Besides, pipe burst is an occasional phenomenon and since

these water supply lines go through residential areas, damaged caused to the house nearby had been experienced.

Disparity in Water Distribution- It has been experienced that some localities in Aizawl have regular supply of water once a week. While in the peri-urban areas it is characterized by irregularity and the current service level benchmark of the duration of water supply is 10 minutes. The affluent areas get more water than the poorer areas.

Unaccounted Water- It is estimated that unaccounted/non-revenue flow of water is 40 per cent of the total water supply due to leakage, seepage and overflow during supply as shown in the service level benchmark. This shows the inefficiency in distribution system with huge transmission and distribution losses.

Urban water supply in Aizawl is still non-participatory i.e. it is mostly a bureaucratic function and no public representative. Even with the ADBs extensive financial and institutional assistance, many functionaries are reluctant to innovative practices. Capacity building appears a very important agenda at present. There is a huge gap between the per capita quantity of water supply at the time when the GAWSS – I was commenced and the per capita demand of water at the time of completion of the scheme due to rapid increase in population. There is only one water source i.e. Tlawng River, the department can utilize water from Tuirial River to provide sufficient water to each and every urban citizen. Now, it is planned to utilize e-governance, ‘SMS Blast’ from September 2015 by intimating the time of delivery of water to all household with water connections. There will be a problem in wholesale delivery of SMS to reach the people, in this

aspect the department can make full use of the expertise of Information and Communication Technology Department. Conservation of water against loss or waste and also its optimal use is important and here people's participation will be crucial-at the time of water-overflow and report of leakage and water loss for immediate repair, etc.

Water may be free but it costs to bring water to a city, purify it, store it and deliver it at the doorstep cost a lot of money. Water tariff rationalization by giving cross subsidy i.e. less to economically weaker sections and more to the well-off on commercial basis may be introduced. It is through the dedicated efforts of the functionaries of PHED alongwith people's participation, we can have better urban water governance.

Plastic/Polythene Free Aizawl City

Thermocol, plastic bottle, plastic/polythene thinner than Micron 50 was banned in Aizawl City Area by the AMC from August 1, 2019. Initially, the AMC Mayor stated that there would be no penalty for violation of plastic free city. Awareness campaign is realized as the first important step towards implementation of plastic free city. JB Enviro Consultant Pvt. Ltd. and the AMC entered into an agreement for processing plastic waste within Aizawl city. On the occasion of World Environment Day-2019, the AMC organized plastic cleanliness programme on June 7, 2019. Aizawl was selected as Smart City and throughout India, National Green Tribunal was going to ban plastic bag and polythene from October 2, 2019. Hnatlang was organized at the local level by the Local Council in every locality within their jurisdiction, and a number of 64,000 people took part in the hnatlang. Plastic and waste accumulated that day was 100

truck trips. As much as 2345 people in Dintar, in Ramhlun 1200 and 1050 in Khatla were the largest number of people who took part in hnatlang (community voluntary work). When AMC takes initiative in doing good works, citizens are not reluctant to follow. This is a good example in good urban governance.

Housing and Basic Services and Upgrade Slums

In Aizawl, as per Census 2011, 39.5 per cent of the population have owned household, and more number of people which is 57.7 per cent lives in rented houses. Land is not available to all due to scarcity of land. Providing adequate, safe and affordable housing for all in 2030 is a big challenge for the local authority as well as the State Government. Aizawl is located in earthquake Zone – V, construction of houses does not follow safety regulations until Aizawl Development Authority was established in 2008 which takes up control and regulation of housing through Building Regulations, 2008. When Aizawl Municipal Council came into being, the Aizawl Municipal Building Regulations, 2012 were issued concerned with safety of the building in all aspects.

Slums area does not exist in Aizawl. There are some slum pockets temporarily meant to procure central government schemes declared by the state government. The community show a strong cohesion and no relocation seem to be necessary.

Sustainable Human Settlement Planning and Management

The overall settlement planning in Aizawl urban area was taken up by the Aizawl Development Authority which is now a part of the urban local body, i.e. Aizawl Municipal Corporation. Under the aegis of ADA, the Aizawl Master Plan-

2030 was prepared by the team from Indian Institute of Technology, Kharagpur. The urban area is delineated into 10 different planning zones based on demography, physiography and land use planning mainly for the integrated development of Aizawl city. It identifies the possible future distribution of urban population. In this process, unsafe areas for human settlement were identified; landslide-prone areas, rugged topography and geomorphology. The plan also located land for future satellite town of Aizawl including the necessary transport and communication; land for future social and physical infrastructure, market centers, tourist centers, recreational sports and housing units; connectivity between north-south and east-west urban area which can increase the connectivity between local councils. It also explores the resource mobilization for funding the developmental projects. It aims at strengthening the capacity of the institution and the administrative machinery to carry out effectively the urban development and ultimately to monitor the said development. The urban government may try to fulfil the sustainable city development objectives by 2030 which includes-

- i) decrease the number of deaths and reduce the direct impact of disasters especially protecting the poor and citizens in vulnerable conditions and the resultant economic losses relative to gross domestic product.
- ii) focus on air quality and municipal and other waste management by lowering the environmental impact of cities.
- iii) provide safe and inclusive green public spaces for weaker sections such as women, children, older persons and disabled persons.

iv) support national and regional development planning by creating socio-economic and environmental relationship between urban, peri-urban and rural areas.

iv) increase the number of cities and human settlements by implementing policies and plans towards climate change and resilience to disasters in line with the Sendai Framework for Disaster Risk Reduction 2015–2030.

Sustainable Transport System

Urban area located in the hilly area faces huge intra-public transportation problem - a densely populated city perched in a hilly area, the centre of trade and commerce, education, administration, business and economic activities which has become a very busy and congested urban centre. People from different geographical areas of the state migrated to the city during the last decades. Urbanisation is taking place at a pace beyond the capacity of the government to tackle with it. As a result, a number of problems have cropped up and we have witness deficiency in basic services and facilities, among them are an urban transportation problems especially intra-public transportation facility. In order to make transport system sustainable, there is a need to take care of road safety by expanding reliable public transport system, comprising special attention to the needs of women, children, persons with disabilities and older persons. Poor road condition and narrow in sizes which is less than 10 metre, transport mobility is a big problem in Aizawl. Spaces alongside the roads are occupied for parking area which makes usable roads for transport very narrow and limited, increasing number of vehicles, low pedestrian facilities and significant traffic congestion are

some of the problems in urban transportation. There is a limited space for extension of roads.

Greater Aizawl has a road network of 429 km, and ribbon development has occurred along the major roads. In Aizawl, there are 290 buses available in the city any day. Bus is the main mode of public transport and the availability of public transport per 1000 population is 0.99. On average, one Bus is available for 1000 people in Aizawl. Buses are private owned and there are no government/public corporation run public transports in Aizawl. The viable alternative options are cable car, monorail, cableliner, subway car, etc. Ring road is required for intercepting the north-south busy road between Bawngkawn to Kulikawn, and for busy junctions such as Vaivakawn, Bawngkawn, etc.

According to the Comprehensive Mobility Plan for Aizawl, 2011 there is a fairly low journey speed with an average of 16.8 kmph falling to 4 kmph during peak hours. The most congested roads are located between Bawngkawn and Kulikawn. The area between Raj Bhavan to Zodin and Khatla to Temple are the most congested stretches¹⁵⁴. Number of vehicles outgrows the capacity of the roads to handle which leads to inadequate road infrastructure and difficult urban mobility.

The ADA-AMC prepared Master Plan-2030 and much of the problems will be solved if the state government seriously implement the urban transport planning framework proposed and recommended by the plan with regard to the augmentation of existing urban road networks, upgradation of pedestrian facilities, management of parking supply and demand, management of transit

¹⁵⁴ Comprehensive Mobility Plan for Aizawl, 2011

facilities, management of freight movement, restructuring of transport management mechanism.

AMC is the channel and agent through which good governance is implemented in the urban area. The urban local body is reinforced through the historic constitution amendment act and is now expected to deliver quality services in Aizawl by providing basic civic amenities among the urban citizens. The functional domain of the urban local body is clearly laid out by the constitution 12 schedule. At present, certain functions have been delegated to the urban government by the state government and the AMC have to implement these functions by keeping the principles of good urban governance such as the norms of decentralization, sustainability, equity, transparency, accountability, efficiency and people's participation. The subsidiary bodies such as the Ward Committee and the Local Council at the grassroot level acts as the platform of good urban governance. If the urban local body fails to bring good governance, there are no other legal back up constitutional body to do so.



CHAPTER – 5

ANALYSIS AND INTERPRETATIONS

Citizen Satisfaction

The citizen satisfaction survey conducted and the outcome of this work can help the organization identify its weaknesses and strengths, the performance of different sections/cells/wings by looking at from the perspective of the consumers or the citizens whether it is good or poor, whether consumers are satisfied or not and whether the organization satisfactorily performs are an important realization and questions making the organizations look into itself. In the neo-liberal perspective, with the influence of market or market driven government, the citizen is seen as a consumer and the government in many countries preferred to act as one of the players in the market. Providing consumer satisfaction is the ultimate objective of any business organization. Dissatisfaction of the citizens is caused by problems in the service provided such as customer inconvenience, high coping costs, household economic improvement restricted, intermittent supply of the basic needs, etc. The poor suffers a lot as poverty moves to the urban area from the rural. Fixing the multitudes of problems and deficiencies is very critical.

Purpose and Objective of Citizen Satisfaction Measurement¹⁵⁵

- a) Information derived from the measurement brings transparency and accountability.
- b) To identify what cause dissatisfaction and what can be done to repair it.

¹⁵⁵ Morgeson III, Forrest V. (2014). *Citizen Satisfaction Improving Government Performance, Efficiency and Citizen Trust*. New York: Palgrave Macmillan, p.47.

- c) Rebuilding of citizen trust
- d) Effective process and service quality improvements
- e) Facilitation of benchmarking across units of government toward identifying best practices
- f) More efficiency in budgetary and resource allocation
- g) Monitoring and motivating public employees

Urban Governance Index (UGI)

It is an advocacy and capacity development tool prepared by the UN-Habitat's Global Campaign on Urban Governance – 1999 and Global Urban Observatory. The objectives of the GCUG are the implementation of Habitat Agenda and removal of poverty by refining urban governance. At the global level, to meet the goals set by the UN Millennium Development Goals and the Habitat Agenda through employing good urban governance and at the local level, to boost the quality of urban governance through the actions of the urban local body.¹⁵⁶ The framework of UGI consisted of five urban governance principles such as security, effectiveness, accountability, equity and participation. Each principle comprises indicators as follows- A-Effectiveness- Eight indicators, B-Equity-Five indicators, C-Participation- Five indicators, D-Accountability-Seven indicators which makes a total of 25 indicators.

In this study we apply only the effectiveness principle out of the five principles of UGI. The effectiveness sub-index consisted of the following indicators such as:

Indicator-1: Local Government revenue per capita

¹⁵⁶ <http://mirror.unhabitat.org/categories.asp?catid=25> accessed on Dt. 14.07.2016

Indicator-2: Ratio of actual recurrent and capital budget

Indicator-3: Local Government Revenue Transfers

Indicator-4: Ratio of Mandated to Actual Collection

Indicator-5: Predictability of Transfers in Local Government Budget

Indicator-6: Published Performance Delivery Standards

Indicator-7: Consumer Satisfaction Survey

Indicator-8: Existence of a Vision Statement

Analysis of the Effectiveness

The effectiveness of the AMC is assessed as follows:

a) Indicator-1: Local Government revenue per capita.

Total local government revenue (R): Income annually collected, both capital and recurrent in the municipal area for 3 years.

Total population (P): Municipal population according to 2011 census

Local government revenue per capita (LGR) = R/P

2015-16: Revenue- 3,21,26,130/293416 = Rs. 109.49

2016-17: Revenue- 5,52,34,891/293416 = Rs. 188.25

2017-18: Revenue- 5,77,85,929/293416 = Rs. 196.94

Average = Rs. 494.68/3 = **Rs. 164.89(1.0)**

(Scoring on the revenue per capita: 0-50=0.25; 50-100=0.50; 100-150=0.75; 150-200=1.0)

b) Indicator-2: Ratio of actual recurrent and capital budget

The total local government recurrent budget (R): Rs. 38,38,48,000

The total local government capital budget (C): Rs. 23,63,89,000

Ratio of actual recurrent and capital budget (RRC) = R/C

Ratio= 383848000/236389000= **1.62(0.25)**

(Scoring on recurrent and capital budget: 0-50=1.0; 50-100=0.75; 100- 1.50=0.50; 1.50-2.00=0.25)

c) Indicator-3: Local Government Revenue Transfers

Local government revenue (R) Rs. 59,13,85,929

Transfers in local government revenue (T): Rs. 53,36,00,000

Percentage of local government transfer (LGT) = (T/R) * 100

$$\text{LGT} = \text{Rs. } 59,13,85,929 / 53,36,00,000 = \mathbf{90.23(0.25)}$$

(Scoring on the percentage of transfers: 0-25% = 1.0; 25-50% = 0.75; 50-75% = 0.50 and 75-100% = 0.25)

d) Indicator-4: Ratio of Mandated to Actual Collection

Actual tax collected (C) : Rs. 2,75,52,799

Mandated (planned) tax to be collected (M) : Rs. 2,50,00,000

Ratio of mandated to actual tax collected (TC): C/M

$$\text{Ratio: Rs. } 2,75,52,799 / 2,50,00,000 = \mathbf{1.10(0.50)}$$

(Scoring on recurrent and capital budget: 0-50=1.0; 50-1.00=0.75; 1.00-1.50=0.50; 1.50-2.00=0.25)

e) Indicator-5: Predictability of Transfers in Local Government Budget

Is the amount of fund transfers from higher level of govt.(national/state) known in advance (approx. 2-3 years) of the local budgeting process?

(Yes/No) = **No (0)**

Is there a basis to determine the transfer amount? (Yes/No) = **Yes (0)**

(Central Finance Commission grant transfer is based on a criterion which differs year to year)

f) Indicator-6: Published Performance Delivery Standards

Is there currently a formal publication of performance standards for key services delivered by the local authority? (PPS) = **Yes (1)**

If yes, what is the number of key services for which the PPS is present (S) = **Four**

What is the total number of key services for which PPDS should be present? (T) = **Four**

Published performance delivery standards (PPDS) : **PPS x S/T (1)**

At what institutional level does the publication of performance standard takes place?

(Municipality/District/State/Province) = **State Level**

g) Indicator-7: Consumer Satisfaction Survey

Has a survey of consumer satisfaction with local government services being undertaken in the city? (Yes/No) = **No (0)**

At what institutional level is the consumer satisfaction survey undertaken? (Municipality/ District/ State/ Province) = **None (0)**

h) Indicator-8: Existence of a Vision Statement

Is there a vision statement developed for the cities' future by the local government (VS)? (Yes/no) = **Yes(1)**

If Yes, has the vision statement been drafted through a participatory process (involving local government, civil society and the private sector (PP)? (Yes/No) = **No (0)**

Vision statement (VSE) = 0.25 (VS + PP)

Total = 5.75 / 12 = 0.48

Proximity of the values to 1 indicates a higher quality of governance (or of a particular aspect of governance, such as effectiveness)¹⁵⁷. The score of the effectiveness of AMC is mid-range. It is neither too effective nor ineffective. Data from each indicator are normalised (allocated a value between 0 and 1). All information is converted into quantitative data of two types: single numbers (expressed by averages, means, ratios, percentages), and binary variables (yes/no expressed as 0/1 assessments) (*See Annex 5.1*).

Citizen/Customer Satisfaction Survey

The Consumer/Customer Satisfaction Survey was done only on the items which were already transferred to the AMC by the State Government. Therefore, some of the basic services in urban governance were left out. State Government

¹⁵⁷ https://www.undp.org/content/undp/en/home/librarypage/democratic-governance/local_governance/a-users-guide-to-measuring-local-governance-.html accessed on Dt. 19.08.2016

Departments has undertaken the delivery of services such as water supply, education, power and electricity, maintenance of roads, etc.

Solid Waste Management	– 6 questions
Regulation of Land Use and Construction of Building	– 6 questions
Management of Parking Lots	– 7 questions
AMC Licensing Regulations	– 4 questions
Property Tax	– 5 questions
Births and Deaths Registration	– 3 questions
General Aspects of AMC	- 7 questions
Total	- 38 questions

The questionnaire comprised of 38 questions. Male respondents consisted of 441 and female comprises 413. If possible equal representation of the male and female respondents was sought in order to validate the questionnaire in terms of gender equity and the perception of different sexes may be different from one another. In the survey we asked five questions on Likert five point scales, on a scale from 1 to 5 with 5 being the most satisfied and 1 is the least satisfied. There were several variables in the questionnaire to determine the level of citizen's satisfaction on the sectors already transferred to the AMC by the State Government such as solid waste management, regulation of land use and construction of building, management of parking lots, licensing regulations and property tax of AMC (**See Annex 5.2**) and the statistical analysis is done on these items/functions.

Age Group of Respondents

In the survey conducted, out of a total of 854 respondents, seven respondents didn't fill up their age column and the total respondents with age information are 847.

Chart 5.1

Age Group of Respondents		
Age Range	Nos.	%
16 – 25	213	24.94
26 – 35	264	30.91
36 – 45	199	23.30
46 – 55	125	14.64
56 – 65	30	3.51
66 – 75	20	2.34
76 - 85	3	0.35
Total	854	

Source: Field Study

Majority of the respondents belongs to the age below 55 years of age. Only 52 persons comprises above the age of 55. The youngest respondent is 17 years of age and there are four respondents in that age level. The age group between 26-35 years of age dominated and we have 264 respondents in that age group which is 30.91 per cent of the total participants in the survey. The oldest respondent is 81 years of age.

Representative

Respondents belong to varied background, qualifications and occupations.

Chart 5.2

Representatives					
Respondents	Nos.	%	Respondents	Nos.	%
Student	187	21.90	Mechanic	4	0.47

Chart Contd.

Govt. Servant	151	17.68	Barber	4	0.23
Business	144	16.86	Computer Operator	3	0.35
Housewife	53	6.21	Unemployed	2	0.23
Salesman	45	5.27	Doctor	2	0.23
Teacher	42	4.92	Local Council Member	2	0.23
Shopkeeper	26	3.04	Pig Farm	2	0.23
Driver	25	2.93	Church Worker	2	0.23
Farmer	21	2.46	Bank Employee	2	0.23
Wage Labour	20	2.34	LC Chairman	1	0.12
Pensioner	19	2.22	Evangelist	1	0.12
Tailor	15	1.76	Asst. Professor	1	0.12
Self-employed	15	1.76	Synod Worker	1	0.12
Carpenter	10	1.17	Network Marketing	1	0.12
Taxi Driver	8	0.94	Pastor	1	0.12
Manual Work	8	0.94	Sofa Set Workshop	1	0.12
Nurse	8	0.94	Civil Servant	1	0.12
Beauty Parlour	5	0.59	Lecturer	1	0.12
Electrician	5	0.59	Butcher	1	0.12
Motor Works	5	0.59	Evangelist	1	0.12
Police	4	0.47			
Ex-Servicemen	4	0.47			
			Total	854	

Source: Field Study

Out of the total 854 respondents, majority of the respondents are Students consisting of 21.90 per cent. Next is the Government servant which comprises 17.68 per cent of the respondents in the survey. Those who have business as their occupation occupies the third, comprising 16.86 per cent. Housewife 6.21 per cent, teacher 4.92 per cent, salesman 5.27 per cent and the list goes on. Survey was conducted on the people from various walks of life with varied occupation and profession.

Income Level of Respondents

The income level of respondents is shown as under:

Chart 5.3

Income Level of Respondents	
Income Range	No. of Individuals
Less than 20,000	463
20,000 – 40,000	276
40,000 – 80,000	96
More than 80,000	19
Respondents	854

Source: Field Study

Generally, majority of the respondents belong to the lower income level which is less than Rs. 20,000 per month. At the next level we have two hundred seventy six people in the income bracket of Rs. 20,000 – 40,000. In the high income group between 40,000-80,000, there are 96 respondents. The highest income group is income more than Rs. 80,000 per month and there are 19 people among the respondents belonging to that group.

Citizen Satisfaction on Urban Services

The citizen satisfaction from different urban services drawn from the questionnaire is shown below:

a) Solid Waste Management

Citizen Satisfaction on solid waste management system was enquired on 854 respondents. There are six (6) variables in this aspect of urban service. There are two options for the respondents, how satisfied are they about solid waste management system in the municipal area during the pre-AMC and the post-AMC periods.

Table 5.1

Availability and sufficiency of waste bins in the streets				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	22	84	20.75	79.25
Somewhat satisfied	287	439	39.37	60.47
Neutral	164	40	80.39	19.61
Somewhat dissatisfied	276	257	51.78	48.22
Very dissatisfied	105	34	75.54	24.46
Total respondents	854	854		

Source: Field Study

There is a high level of satisfaction in the availability and sufficiency of solid waste bins in the street at Aizawl during the post-AMC, i.e. 80:20. Dissatisfaction level is high in the pre-AMC period.

Table 5.2

System For Collecting And Disposing Solid Waste Within The City				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	17	89	16.04	83.96
Somewhat satisfied	314	498	38.67	61.33
Neutral	197	56	77.87	22.13
Somewhat dissatisfied	200	174	53.46	46.52
Very dissatisfied	126	37	77.30	22.70
Total respondents	854	854		

Source: Field Study

In the system for collecting and disposing of solid waste within the city, we have a higher level of people's satisfaction in the post-AMC days. And the

data has shown the higher level of dissatisfaction in the pre-AMC period. Collection and disposal system of garbage is much better with the arrangements made by the AMC and citizen of Aizawl are satisfied with that.

Table 5.3

Removal of Public Health Threats				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	13	51	20.31	79.69
Somewhat satisfied	214	356	37.54	62.46
Neutral	176	119	59.66	40.34
Somewhat dissatisfied	308	265	53.75	46.25
Very dissatisfied	143	63	69.42	30.58
Total respondents	854	854		

Source: Field Study

Garbage piles up in the streets are not very healthy and unkempt. Before the AMC came into being, streets were dirty and accumulated garbage was seen in the streets. Therefore, post-AMC efficiently work under the public-private partnership mode and kept the streets very clean. Satisfaction level is therefore, very high in the post-AMC. The pre and post-AMC satisfaction level are 76.60: 20.31 per cent respectively.

Table 5.4

Cost of Service				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	88	210	29.53	70.47
Somewhat satisfied	430	543	44.19	55.81
Neutral	250	29	89.61	10.39

Table Contd.

Somewhat dissatisfied	55	57	49.11	50.89
Very dissatisfied	31	15	67.39	32.61
Total respondents	854	854		

Source: Field Study

In public-private partnership mode, the funds sharing mechanism is 80:20 between the AMC and the Local Council. In a month, each family contributes a fixed amount of money ranging between Rs. 20-100. The financial burden is shared by all and does not fall on a particular household. The satisfaction level is quite high in the post-AMC.

Table 5.5

Proper Awareness System Before New Policy is Started				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	34	129	20.86	79.14
Somewhat satisfied	201	355	36.15	63.85
Neutral	315	100	75.90	24.10
Somewhat dissatisfied	221	234	48.57	51.43
Very dissatisfied	83	36	69.75	30.25
Total respondents	854	854		

Source: Field Study

In the aspect of creation of proper awareness system, the citizen satisfaction is comparatively high in the post-AMC administration. Public address mechanism through public information mike is used in every locality of Aizawl. Separate budgets were sidelined for creation of awareness among the citizens. Even though awareness system on solid waste was practised during the Village Council days, it was not sufficient as there was no systematic disposal of

waste covering the whole population was practised during the Village Council days.

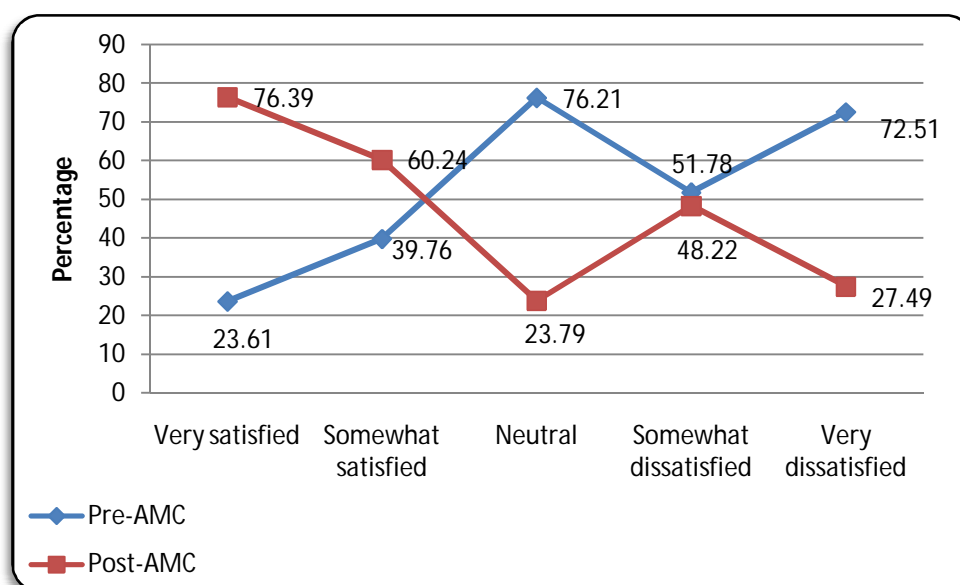
Table 5.6

Consolidated Citizen Satisfaction in Solid Waste Management System				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	174	563	23.61	76.39
Somewhat satisfied	1446	2191	39.76	60.24
Neutral	1102	344	76.21	23.79
Somewhat dissatisfied	1060	987	51.78	48.22
Very dissatisfied	488	185	72.51	27.49
Total respondents	4270	4270		

Source: Field Study

The depiction of the consolidated Solid Waste Management System in the form of chart is shown below:

Chart 5.5
Level of Satisfaction in Solid Waste Management



Source: Field Study

Solid Waste Management before 2009 was undertaken by Sanitation Dept., Govt. of Mizoram. Garbage was collected in the ridge running from north-south and only the citizens residing near the main roads have utilized the system. Garbage was dumped in river, cliff and drainage. Since 2009, solid waste disposal based on modified public-private partnership was started under the aegis of the Aizawl Municipal Corporation with financial help from the Asian Development Bank. Local Council were used as partner for decentralized management of hiring vehicles and other arrangements and each family contributed a fixed amount of money for this. Majority of the citizen are happy and satisfied with the new solid waste management system.

Problems in SWM system based on the data collected:

- i) Insufficient number of garbage vehicle.
- ii) Less frequency in garbage collection.
- iii) Sometimes vehicle is filled up and no space remains for some people to dump garbage.
- iv) Garbage spill by vehicles on the road.
- v) Old vehicles hired by local council are often on bad condition.
- vi) Due to bad vehicle condition, garbage piled up which creates problems. We need good condition vehicle.
- vii) Segregation of waste into dry and wet is often not followed in reality.
- viii) Garbage collection not carried out on routine timing.

- ix) We need proper dumping ground with good roads and facilities as well as more dumping ground.
- x) Proper system of solid waste management is needed especially for the people living in bypass road.
- xi) Makeshift garbage basket disposal for people who couldn't reach the collection point on time when the garbage vehicle comes.
- xii) Two waste bins distributed by SIPMIU are too small. It is filled up quickly because it is collected once a week.
- xiii) Less number of garbage bins in the roads, more numbers is needed.
- xiv) Garbage collection vehicle stop for a short time, longer time is necessary for people residing at the sideslope far from the roads.
- xv) Citizens don't make full use of garbage bins put on the roads.
- xvi) We need more awareness programme.
- xvii) In one locality waste are segregated but in the collection vehicle, there is no segregation of waste. It is just dumped into one.

a) Regulation of Land Use & Construction of Building

- i) How satisfied are you with the following aspects of Regulation of Land Use and Construction of Building?

Table 5.7

Strict Enforcement of Land Use And Construction of Building				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	32	91	26.02	73.98
Somewhat satisfied	268	433	38.23	61.77

Table Contd.

Neutral	294	105	73.68	26.32
Somewhat dissatisfied	171	177	49.14	50.86
Very dissatisfied	89	48	94.96	35.04
Total respondents	854	854		

Source: Field Study

AMC Building Regulations, 2012 was enforced on 20th December 2012. Even though there are limitations in the implementation, most of the people in Aizawl are satisfied with the enforcement of regulations. Post-AMC satisfaction level is 73.98 percent while the pre-AMC is 26.02 percent.

ii) Discrimination in enforcement of the Building Regulations

Table 5.8

Discrimination/Political Influence While Enforcing Building Regulations				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	21	33	38.89	61.11
Somewhat satisfied	163	238	40.65	59.35
Neutral	290	166	63.60	36.40
Somewhat dissatisfied	243	300	44.75	55.25
Very dissatisfied	137	117	53.94	46.06
Total respondents	854	854		

Source: Field Study

According to table 5.8, the question pertains to leniency among a category of people while maintaining strict enforcement among others while enforcing Building Regulations. The people feel that there is not much discrimination in execution and majority of the people are okay with the enforcement in the post-

AMC period. Building regulation in the pre-AMC was carried out by the ADA, but it was the incipient stage so satisfaction level was low during this period.

iii) Is Building Regulation significant for Aizawl?

Table 5.9

The Significance of Building Regulation				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	125	259	32.55	67.45
Somewhat satisfied	372	422	46.85	53.15
Neutral	176	65	73.03	26.97
Somewhat dissatisfied	142	92	60.68	39.32
Very dissatisfied	39	16	70.91	29.09
Total respondents	854	854		

Source: Field Study

Majority of the population about 67.45 percent have been satisfied with building regulation and they think it is significant for Aizawl.

v) Do you think it is already late in having strict building regulation?

Table 5.10

Is it Already Late in Having Strict Building Regulations?				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	168	237	41.48	58.52
Somewhat satisfied	340	373	47.69	52.31
Neutral	148	52	74.00	26.00
Somewhat dissatisfied	161	153	51.27	48.73
Very dissatisfied	37	39	48.68	51.32

Table Contd.

Total respondents	854	854		
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Source: Field Study

Building Regulations have been in force since 2008 when the Aizawl Development Authority Act, 2005 was enforced. It had been nine years since it was enforced. Aizawl was growing without proper planning and now has become very congested. The effort in proper planning and management of urban area came only with the Aizawl Development Authority (ADA) which was then incorporated into the AMC afterwards as per the provision of the 74th Constitution Amendment Act, 1992. The citizens in Aizawl are satisfied with the late start of the regulation.

- vi) Is AMC effective in monitoring after building permission is given?

Table 5.11

Is AMC Effective in Monitoring After Building Permission is Given?				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	23	47	32.86	67.14
Somewhat satisfied	166	273	37.81	62.19
Neutral	321	162	66.46	33.54
Somewhat dissatisfied	279	311	47.29	52.71
Very dissatisfied	65	61	51.59	48.41
Total respondents	854	854		

Source: Field Study

The essential part of the administration is the effective implementation of the policy. In the aspect of the effectiveness on the part of AMC in monitoring, 67.14 percent of the citizens are satisfied with the monitoring mechanism.

vii) Consolidated

Table 5.12

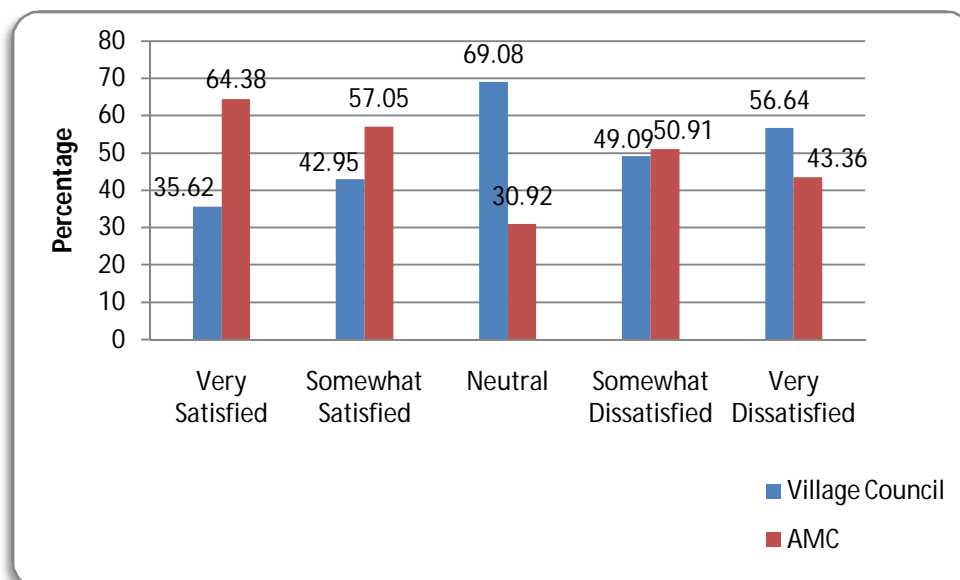
Citizen Satisfaction in Land and Building				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	369	667	35.62	64.38
Somewhat satisfied	1309	1739	42.95	57.05
Neutral	1229	550	69.08	30.92
Somewhat dissatisfied	996	1033	49.09	50.91
Very dissatisfied	367	281	56.64	43.36
Total respondents	4270	4270		

Source: Field Study

The depiction of the consolidated Citizen Satisfaction in Land and Building in the form of chart is shown below:

Chart 5.6

Level of Satisfaction in Land and Building



Source: Field Study

In terms of the satisfaction level of citizens in the aspects of building regulations such as strict enforcement, discrimination in enforcement, helpfulness, monitor and whether it is already late in building regulations, the people's perception in the post-AMC is comparatively higher at 64.38 per cent to 35.62 per cent in the pre-AMC period. However, the dissatisfaction level is almost same in the pre and post-AMC period. Aizawl Development Authority undertook enforcement of building regulations in Aizawl. However, the citizens were not used to the enforcement and there were not enough infrastructure and manpower to fully implement the regulation.

Problems in Regulations and Construction of building based on the data collected:

- i) Citizens do not fully follow the regulation.
- ii) AMC do not check the drawing plan and border in their execution.
- iii) No serious careful monitor of building permission. Buildings are constructed very close to the roads.
- iv) Application for building permission takes a very long time.
- v) It's already late in having building regulation.
- vi) Delegation of more powers to the Local Council to implement the building regulations.
- vii) Awareness programme among the people is very important. E.g. It can be started among the school children, early in their life which will be effective in their future life.
- viii) The regulation is very good, but sometimes it is not upto expectations because of the limited staff in AMC for effective

implementation, relaxation to some people, for example to the party workers by the Board of Councillors, which is detrimental to the nation and the people.

c) Parking Lots

i) How satisfied are you with the following aspects of Management of Parking Lots?

Table 5.13

System of Parking Fees Collection Within The City Area				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	72	93	43.64	56.36
Somewhat satisfied	351	429	45.00	55.00
Neutral	225	69	76.53	23.47
Somewhat dissatisfied	155	213	42.12	57.88
Very dissatisfied	51	50	50.50	49.50
Total respondents	854	854		

Source: Field Study

Aizawl Municipal Area is divided into different zones. The fee is collected based on the duration of parking time and the fee is different from two-wheelers, Light Motor Vehicles and Sport Utility Vehicle (SUV). Aizawl is categorised between hotzone, Category – A, B and C. The citizens feel satisfied with the system of collection of parking fee especially in the post-AMC period which is 56.36 per cent and it is 43.64 per cent in the pre-AMC days. While the

dissatisfaction level is also quite high in the post-AMC period and the citizens are neither satisfied nor dissatisfied in the pre-AMC days.

ii) Do you think parking fee collected is too much?

Table 5.14

Do You Think Parking Fee Collected is Too Much?				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Not much	112	212	34.57	65.43
Somewhat okay	404	483	45.55	54.45
Neutral	249	85	74.55	25.45
Somewhat not okay	68	58	53.97	46.03
Too much	21	16	56.76	43.24
Total respondents	854	854		

Source: Field Study

Parking fee in Aizawl Municipal Area is collected by the contractors. The fee is raised on the duration of parking and a different fee is collected from two-wheelers, Light Motor Vehicles and SUV. The rate is also different between hotzone, Category – A, B and C. The citizens feel that the fee is reasonable and feel satisfied in the post-AMC period, while the dissatisfaction level is quite high in the pre-AMC period. The pre and post-AMC satisfaction level are 34.57 and 65.43 per cent.

iii) Frequency of Parking Areas in the city.

Table 5.15

Frequency of Parking Areas in The City			
	Pre-	Post-	%
Table Contd.			

	AMC	AMC		
	Nos.	Nos.	Pre	Post
Very satisfied	32	54	37.21	62.79
Somewhat satisfied	175	216	44.76	55.24
Neutral	169	51	76.82	23.18
Somewhat dissatisfied	338	372	47.61	52.39
Very dissatisfied	140	161	46.51	53.49
Total respondents	854	854		

Source: Field Study

There are 58 designated parking areas in the municipal area. The areas have been designated by the AMC Board of Councillors. Both the satisfaction and dissatisfaction level of the citizens are high in the post-AMC days. Even with better arrangements, the number of vehicle increases and the parking areas may not accommodate all vehicles. Therefore, the very satisfied and the dissatisfied level are 62.79 and 53.49 per cent in the post and pre-AMC period.

iv) Do you feel okay about the departure timing for Maxi Cab service which is fixed in the morning?

Table 5.16

Departure Timing For Maxi Cab Service				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	105	142	42.51	57.49
Somewhat satisfied	196	199	49.62	50.38
Neutral	215	129	62.50	37.50
Somewhat dissatisfied	192	230	45.50	54.50
Very dissatisfied	146	154	48.67	51.33
Total respondents	854	854		

Source: Field Study

Maxi Cab stand which was in the centre of the city have been transferred to the peripheral areas; in the north, Zemabawk-Bawngkawn road near the helipad, in the west Hunthar road and Ngaizel in the south. To avoid traffic jams in the city, sumo/maxi cab service were only allowed to drop the passengers in the city. The departure is from designated stands only. The timing in the morning is 6:00 a.m. Citizens are satisfied with the timing and at the same time more people are dissatisfied because of inconvenience to reach there from far places.

v) Do you think Ch. Saprawnga Truck Terminal is significant?

Table 5.17

The Significance of Ch. Saprawnga Truck Terminal				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very helpful	138	194	41.57	58.43
Somewhat helpful	325	395	45.14	54.86
Neutral	284	179	61.34	38.66
Somewhat not helpful	80	63	55.94	44.06
Not very helpful	27	23	54.00	46.00
Total respondents	854	854		

Source: Field Study

The truck terminal started functioning from 1st June 2009. No entry for vehicles in Aizawl starts at 8:00 am in the morning upto 8:00 p.m. in the evening. The truck terminal in Phunchawng is very useful for loading and unloading of goods especially for the big trucks as roads are very narrow in the hilly area and there is no parking space for trucks in the roadside. Satisfaction level is high in the post-AMC period which is 58.43 per cent.

vi) Do you think Ch. Chhunga Bus Terminal is significant?

Table 5.18

The Significance of Ch. Chhunga Bus Terminal				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very helpful	103	151	40.55	59.45
Somewhat helpful	329	390	45.76	54.24
Neutral	326	223	59.38	40.62
Somewhat not helpful	74	69	51.75	48.25
Not very helpful	22	21	51.16	48.84
Total respondents	854	854		

Source: Field Study

Ch. Chhunga Bus terminal hosts all the inter-state passenger bus between Aizawl-Silchar/Shillong/Guwahati. Since space is limited in the city area, the terminal is quite useful for the vehicles and passengers.

vii) Consolidated

Table 5.19

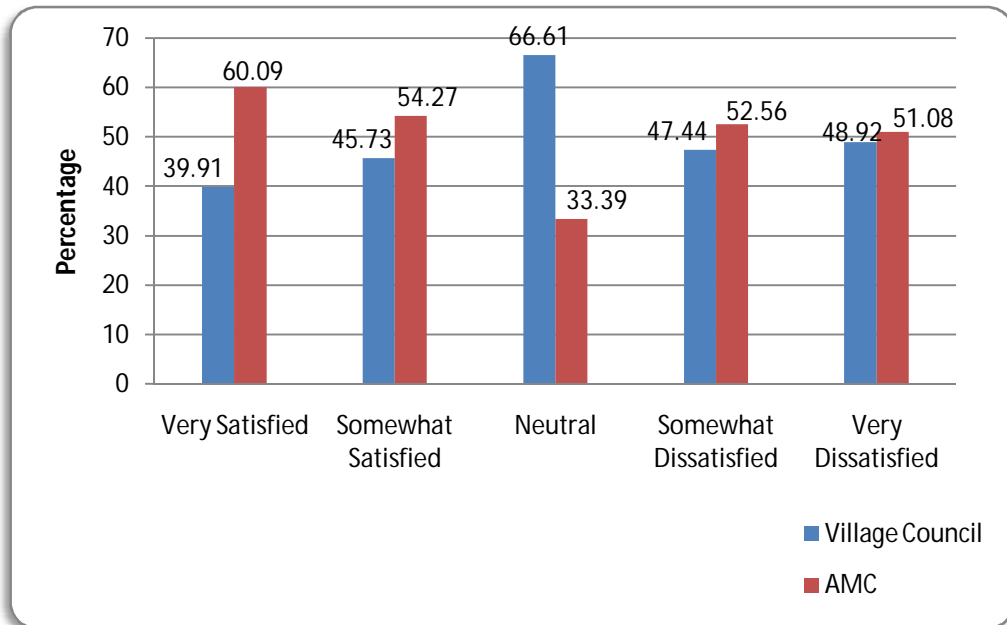
Citizen Satisfaction in Management of Parking Lots				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very helpful	562	846	39.91	60.09
Somewhat helpful	1780	2112	45.73	54.27
Neutral	1468	736	66.61	33.39
Somewhat not helpful	907	1005	47.44	52.56
Not very helpful	407	425	48.92	51.08
Total respondents	5124	5124		

Source: Field Study

The depiction of the consolidated citizen satisfaction in Management of Parking Lots in the form of chart is shown below:

Chart 5.7

Level of Satisfaction in Management of Parking Lots



Source: Field Study

The separate Traffic Superintendent of Police functions since July 2008. The control and management of parking in the municipal area is taken over by the AMC in 2009. Besides the existing designated parking areas, new parking place were demarcated and at the same time some of the existing parking places were removed. The rates of parking varied depending on the location and length and the parking fee collected is very reasonable. The new parking arrangements become very effective and efficient that makes the satisfaction level higher in the post-AMC than the pre-AMC which are 60.09 per cent and 39.91 per cent respectively.

Problems with regard to Management of Parking Lots

- i) Collectors often collect too much beyond the available mandatory rate made by the AMC.
- ii) Collector's batch/uniform is necessary for the fee collectors to enable the customers to identify them. Some unscrupulous people collect fees from areas which are not designated as parking area.
- iii) New vehicle owners are required to have garage in their possession otherwise registration could not be done. The problem is in some localities vehicles can be parked at night on the arrangement made by the local council and the vehicle owners. This utilized the spaces in the roads which makes it prone to accident.
- iv) We need more parking areas and for this private may be given financial assistance to enable them to construct buildings for public parking which is very limited in the hilly areas.
- v) Strict enforcement of parking regulation without any discrimination between customers.

d) Licensing Regulations

- i) Are you satisfied with the provisions of the Licensing Regulations issued by the AMC?

Table 5.20

Provisions of the Licensing Regulations				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	30	40	42.86	57.14
Somewhat satisfied	216	353	37.96	62.04

Neutral	456	284	61.62	38.38
Somewhat dissatisfied	124	142	46.62	53.38
Very dissatisfied	28	35	44.44	55.56
Total respondents	854	854		

Source: Field Study

According to the table 5.20 in regard to the overall satisfaction of the trade licence issued by the AMC, the satisfaction level is higher than the dissatisfaction level in the post-AMC period. Similarly, the dissatisfaction level is also higher in the post-AMC period. Citizens about 55.56 per cent feel that it may be detrimental to the Mizo society and is going to affect the safety of the Mizo community from the non-Mizos meanwhile 57.14 per cent are very satisfied with the provisions. The level is almost same for satisfaction and dissatisfaction. While somewhat satisfied level is 62.04 in the post-AMC and somewhat dissatisfied is 53.38 per cent.

ii) Do you think there is any harm caused by the Licensing Regulations to Mizo Society?

Table 5.21

Do You Think There is Any Harm Caused By The Licensing Regulations to Mizo Society?				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very harmful	72	111	39.34	60.66
Somewhat harmful	184	250	42.40	57.60
Neutral	417	313	57.12	42.88
Somewhat not harmful	143	131	52.19	47.81
Not very harmful	38	49	43.68	56.32
Total respondents	854	854		

Source: Field Study

According to Table 5.21, citizens generally feel negative with the AMC licensing regulations. However, less number of citizens feel positive with the regulations. More number of respondents feels that regulation is detrimental to the safety of the Mizos and a very great number of citizens feel the opposite which are 60.66 and 56.32 per cent.

iii) Licensing Regulations is detrimental to the safety of the Mizo traders? Are you satisfied?

Table 5.22

Is Licensing Regulations Detrimental To The Safety of The Mizo Traders?				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very detrimental	18	41	30.51	69.49
Somewhat detrimental	144	184	43.90	56.10
Neutral	527	448	54.05	45.95
Somewhat not detrimental	128	123	51.00	49.00
Not Very detrimental	37	58	38.95	61.05
Total respondents	854	854		

Source: Field Study

The general feeling is that Licensing Regulations is detrimental to the safety of the Mizos, 69.49 per cent of them felt that way. Lesser number of citizens somehow felt the opposite way.

iv) Consolidated Licensing Regulations

Table 5.23

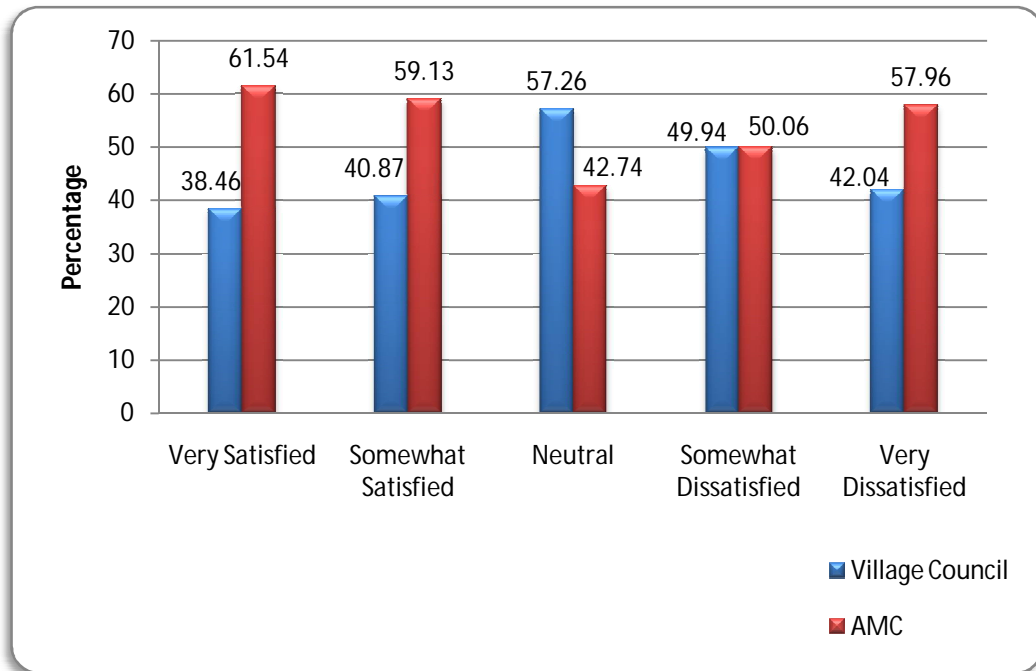
Consolidated Licensing Regulations				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	120	192	38.46	61.54
Somewhat satisfied	544	787	40.87	59.13
Neutral	1400	1045	57.26	42.74
Somewhat dissatisfied	395	396	49.94	50.06
Very dissatisfied	103	142	42.04	57.96
Total respondents	2562	2562		

Source: Field Study

Generally, Aizawl citizens feel satisfied with the licensing regulations of the AMC. Mizos are a very compact society and since the British imperialism, the area was isolated and barrier was put for the outsiders to enter the district or conduct trade without permission. Inner Line Regulation was enforced through the Bengal Eastern Frontier Regulation 1873. Afterwards, it was then called Backward Tract in 1909, Excluded Area in 1935 and after independence it was put under the Autonomous District Council. Outsiders were barred from entering the Hill Tract without prior permission.

Chart 5.8

Level of Satisfaction in Licensing Regulations



Source: Field Study

The general peoples feel that the regulation hampers the safety of the Mizos and the dissatisfaction level is quite high in the post-AMC period which is 57.96 per cent compared with the pre-AMC which is only 42.04 per cent. This is due to the fear or misinformation on the part of the citizens that the regulation would open infiltration of the non-Mizos in business and trade if they can get license. But trade was removed by the amendment.

Problems with regard to AMC Licensing Regulations

- i) The location of AMC office is too far and not convenient for the businessman to approach.
- ii) It will lead to economic assimilation.

- iii) Opening shop by the non-Mizos in the name of the local Mizos should be stopped.
- iv) We should be careful in issuing certificates. Care should be maintained by the authorities.
- v) It will be harmful for the Mizo community.

e) Property Tax

i) How satisfied are you with the following aspects of Property Tax?

Table 5.24

Overall Collection of Property Tax				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	40	101	28.37	71.63
Somewhat satisfied	469	591	44.25	55.75
Neutral	235	69	77.30	22.70
Somewhat dissatisfied	87	75	53.70	46.30
Very dissatisfied	23	18	56.10	43.90
Total respondents	854	854		

Source: Field Study

In the aspect of collection of property tax, substantial population of 71.63 per cent citizens feel generally satisfied with the collection of property tax.

ii) The rate of Property Tax

Table 5.25

The Rate of Property Tax			
	Pre-AMC	Post-AMC	%

Table Contd.

	Nos.	Nos.	Pre	Post
Very satisfied	35	73	32.41	67.59
Somewhat satisfied	380	481	44.13	55.87
Neutral	287	121	70.34	29.66
Somewhat dissatisfied	123	141	46.59	53.41
Very dissatisfied	29	38	43.28	56.72
Total respondents	854	854		

Source: Field Study

The rate of property tax depends on the location of a house. Aizawl is divided into different zones. Hot zone pays comparatively higher and peripheral areas lower. People as a whole are generally satisfied with the payment rates which are 67.59 and 32.41 per cent in the pre and post-AMC period.

iii) Convenience for the citizen to pay property tax.

Table 5.26

Convenience For The Citizen To Pay Property Tax				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	46	125	26.90	73.10
Somewhat satisfied	374	496	42.99	57.01
Neutral	254	97	72.36	27.64
Somewhat dissatisfied	158	109	59.18	40.82
Very dissatisfied	22	27	44.90	55.10
Total respondents	854	854		

Source: Field Study

Initially people had to go to AMC office located in Thuampui, peripheral area. Now, arrangements are newly changed and payment is collected by the Local Council in every locality as well as the revenue department directorate and district offices. It is indeed easier for the people. Hence, more numbers of people are very satisfied which is 73.10 per cent in the post-AMC period.

iv) Reluctant to pay taxes

Table 5.27

Reluctant To Pay Taxes				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very reluctant	63	69	47.73	52.27
Somewhat reluctant	220	248	47.01	52.99
Neutral	236	120	66.29	33.71
Somewhat not reluctant	278	358	43.71	56.29
Not very reluctant	57	59	49.14	50.86
Total respondents	854	854		

Source: Field Study

The point of reluctance of the people to pay taxes shows that they are not reluctant as 56.29 are of the opinion that they are not reluctant. Somehow, conclusion can be drawn that reluctant and not reluctant people are almost equal in numbers.

v) The way public authority spent public money.

Table 5.28

The Way Public Authority Spent Public Money			
	Pre-	Post-	%

Table Contd.

	AMC	AMC		
	Nos.	Nos.	Pre	Post
Very satisfied	22	32	40.74	59.26
Somewhat satisfied	232	280	45.31	54.69
Neutral	319	266	54.53	45.47
Somewhat dissatisfied	223	212	51.26	48.74
Very dissatisfied	58	63	51.26	48.74
Total respondents	854	854		

Source: Field Study

Citizens are satisfied with the way public authority spends the public money. Funds from different sources such as State Plan Fund, Finance Commission Grant, Central Government Schemes, are now channelled through the AMC. Besides, own revenue is increasing. The people are satisfied with the performance of AMC and the dissatisfaction level in the post-AMC is lower than the pre-AMC period which are 48.74 and 51.26 per cent.

vi) Consolidated Property Tax

Table 5.29

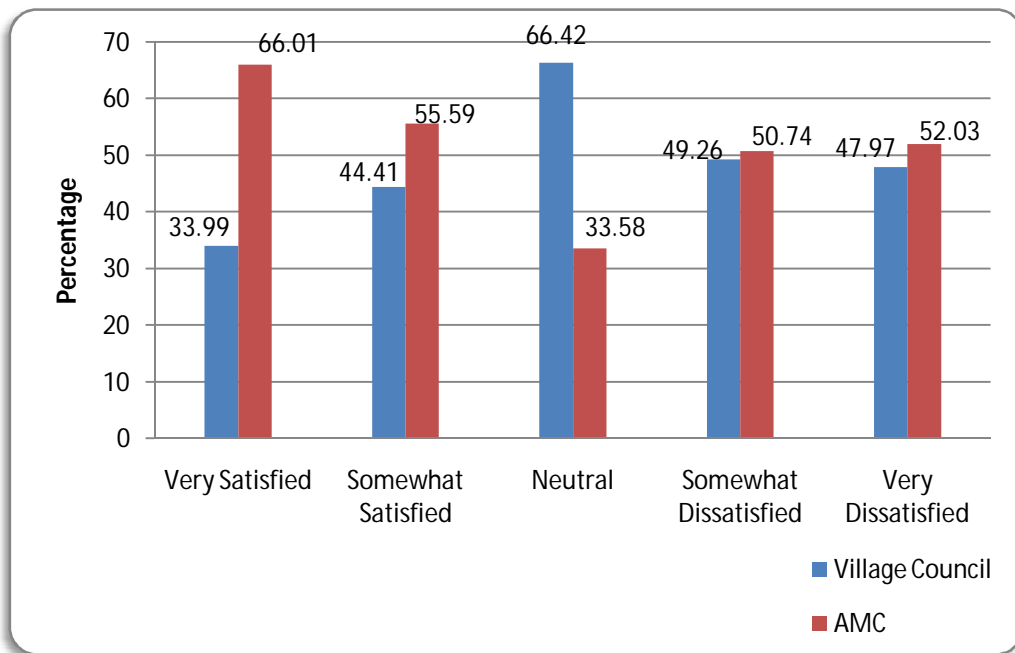
Consolidated Property Tax				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	206	400	33.99	66.01
Somewhat satisfied	1675	2096	44.41	55.59
Neutral	1331	673	66.42	33.58
Somewhat dissatisfied	869	895	49.26	50.74
Very dissatisfied	189	206	47.97	52.03
Total respondents	4270	4270		

Source: Field Study

The depiction of the consolidated Property Tax in the form of chart is shown below:

Chart 5.9

Level of Satisfaction in Property Tax



Source: Field Study

Property Tax in different forms has been collected in the municipal area since 2012 when AMC was entrusted this function by the State government. Initially payment outlet was located in AMC premise, Thuampui which was reasonably far from the city and it was very inconvenient for the citizens to go that far for payment, hence, higher dissatisfaction level in the post-AMC which are 52.03 and 47.97 per cent in the post and pre-AMC. Now, Local Council in their jurisdiction are entrusted collection of Property Tax and they are paid a lump sum of 5% of the accumulated taxes. This brings efficiency and economy in the process of collection. The rate of collection is very moderate and citizens are nor reluctant to pay taxes.

f) Births and Deaths Registration

i) System of births and deaths registration.

Table 5.30

System of Births And Deaths Registration				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	13	16	44.83	55.17
Somewhat satisfied	156	53	74.64	25.36
Neutral	367	274	57.25	42.75
Somewhat dissatisfied	270	425	38.85	61.15
Very dissatisfied	48	86	35.82	64.18
Total respondents	854	854		

Source: Field Study

The system of births and deaths registration was done through the registrar of births and death in every locality as well as hospitals registered with AMC. The nodal department is Economics and Statistics Department and Deputy Commissioner. Now, in Aizawl, registration of births and deaths is look after by the Aizawl Municipal Corporation, the nodal department did not change. But the people are more dissatisfied with the new setting comprising 64.18 per cent.

ii) Procuring births and deaths registration.

Table 5.31

Do You Think It Is Troublesome To Get Births and Deaths Registration?				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post

Table Contd.

Very satisfied	32	32	50.00	50.00
Somewhat satisfied	152	192	44.19	55.81
Neutral	338	287	54.08	45.92
Somewhat dissatisfied	233	275	45.87	54.13
Very dissatisfied	99	68	59.28	40.72
Total respondents	854	854		

Source: Field Study

The people who feel that it is troublesome to get birth and death registration, and who did not feel troublesome are equal in proportion, in pre and post it is 50:50.

iii) Simplicity in the process of doing births and deaths registration

Table 5.32

Simplicity In The Process of Doing Births And Deaths Registration				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	17	12	58.62	41.38
Somewhat satisfied	112	72	60.87	39.13
Neutral	471	352	57.23	42.77
Somewhat dissatisfied	214	350	37.94	62.06
Very dissatisfied	40	68	37.04	62.96
Total respondents	854	854		

Source: Field Study

Pre-AMC day's births and deaths registration was simple enough. During the time of collection of questionnaire the service was just handed over to the

AMC and arrangement was in the initial stage. So, Post-AMC service made people very dissatisfied.

iv) Consolidated Births and Deaths Registration.

Table 5.33

Consolidated Births and Deaths Registration				
	Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post
Very satisfied	62	60	50.82	49.18
Somewhat satisfied	420	317	56.99	43.01
Neutral	1176	913	56.29	43.71
Somewhat dissatisfied	717	1050	40.58	59.42
Very dissatisfied	187	222	45.72	54.28
Total respondents	2562	2562		

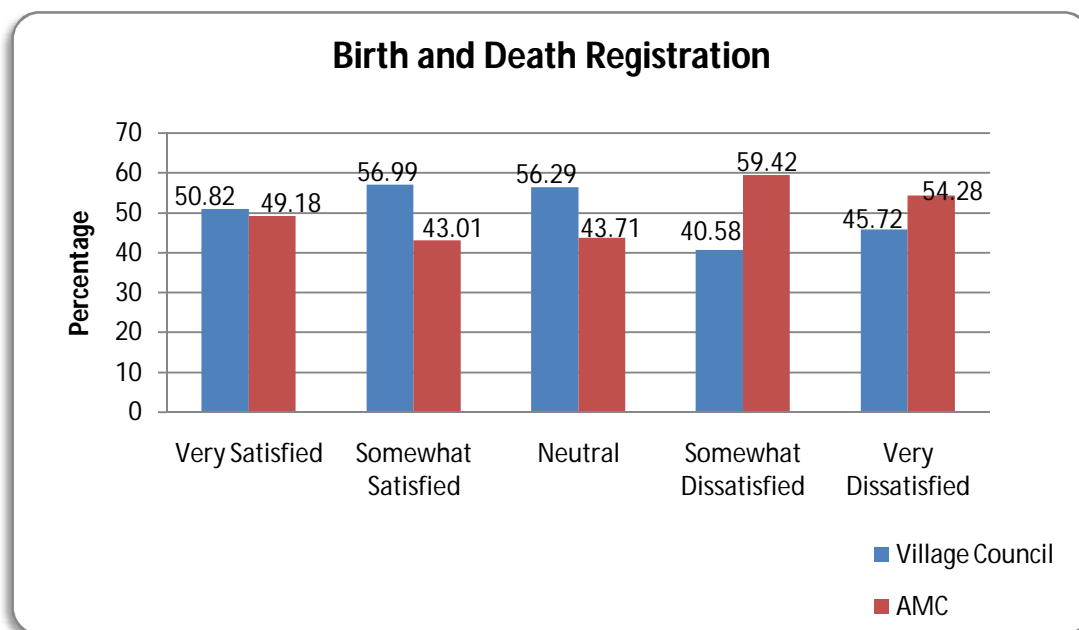
Source: Field Study

AMC have not registered births and deaths before 2016. However, for anyone born or die before 2016, to issue births and deaths certificate one has to approach Directorate of Economics and Statistics Department. The organizations involved in the process of births and deaths registration are- the Directorate of Economics and Statistics Dept., Govt. of Mizoram, The Deputy Commissioner's Office, the Aizawl Municipal Corporation and the Registrar of Births and Deaths (RBD) in every locality. Births and deaths registration can be done by every RBD and all hospitals.

The depiction of the consolidated Birth and Death Registration in the form of chart is shown below:

Chart 5.10

Level of Satisfaction in Birth and Death Registration



Source: Field Study

The problem is with those who did not get the certificate within one year. They have to fill up the application form for Non-Availability Certificate (NAC) which is issued by Deputy Commissioner office, alongwith the required signatures and documents NAC Certificate is issued by the Directorate of Economics and Statistics Department. After this, Magistrate seal and signature at the Deputy Commissioner office is required and finally at the AMC with payment of Rs. 1100/- Birth/Death Certificate will be issued by the AMC. This is too cumbersome and time consuming for the citizens. Therefore, the level of satisfaction is low and the dissatisfaction level is comparatively higher in the

post-AMC period. The field study conducted revealed that the nodal agencies often delegated responsibilities which were out of the purview or allocated business of the AMC and hence, this created a lot of problems.

Women's Perceptions

No. of Female respondents consisted of 413 which are 48.36 per cent of the total respondents. Male respondents consisted of 441. We found out the perception and the satisfaction level of the women in services provided by the AMC. The analysed results are given as under.

i) In Solid Waste Management

Table 5.34

Women Satisfaction in Solid Waste Management System								
General Perception					Women's Perception			
	Pre-AMC	Post-AMC	%		Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	174	563	23.61	76.39	74	264	21.89	78.11
Somewhat satisfied	1446	2191	39.76	60.24	713	1076	39.85	60.15
Neutral	1102	344	76.21	23.79	558	157	78.04	21.96
Somewhat dissatisfied	1060	987	51.78	48.22	508	481	51.37	48.63
Very dissatisfied	488	185	72.51	27.49	212	87	70.9	29.1
Total respondents	4270	4270			2065	2065		

Source: Field Study

Women's perception of Solid Waste Management, we take comparative analysis of the general perceptions of pre and post AMC and women's perception of pre and post AMC. General perception of the pre and post AMC are 23.61 per cent and 76.39 per cent while the women have a little bit more positive perception

which is about 21.89 per cent and 78.11 per cent. In general, there is not much difference in the general perceptions and women's perception. The pre-AMC dissatisfaction level was quite high.

ii) Regulation of Land Use and Construction of Building

Table 5.35

Women Satisfaction in Land and Building								
General Perception					Women's Perception			
	Pre-AMC	Post-AMC	%		Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	369	667	35.62	64.38	161	312	34.04	65.96
Somewhat satisfied	1309	1739	42.95	57.05	660	850	43.71	56.29
Neutral	1229	550	69.08	30.92	639	329	66.01	33.99
Somewhat dissatisfied	996	1033	49.09	50.91	448	463	49.18	50.82
Very dissatisfied	367	281	56.64	43.36	157	111	58.58	41.42
Total respondents	4270	4270			2065	2065		

Source: Field Study

With regard to Land and Building, the satisfaction level in post-AMC among women is higher than general perception such as 65.96: 64.38 per cent. The dissatisfaction percent is higher in the general perceptions than the women.

iii) Management of Parking Lots

Table 5.36

Women Satisfaction in Management of Parking Lots								
General Perception					Women's Perception			
	Pre-AMC	Post-AMC	%		Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	562	846	39.91	60.09	270	380	41.54	58.46

Table Contd.

Somewhat satisfied	1780	2112	45.73	54.27	870	1022	45.98	54.02
Neutral	1468	736	66.61	33.39	692	379	64.61	35.39
Somewhat dissatisfied	907	1005	47.44	52.56	443	476	48.20	51.80
Very dissatisfied	407	425	48.92	51.08	203	221	47.88	52.12
Total respondents	5124	5124			2478	2478		

Source: Field Study

Women are more neutral in their opinion. The general perception is that around 60.09 percent in the post AMC were satisfied and 58.46 per cent women are satisfied in the same period. And, women are more disappointed in the post-AMC than the general perceptions.

iv) AMC Licensing Regulations

Table 5.37

Women Satisfaction in AMC Licensing Regulations								
General Perception					Women's Perception			
	Pre-AMC	Post-AMC	%		Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	120	192	38.46	61.54	46	88	34.33	65.67
Somewhat satisfied	544	787	40.87	59.13	267	399	40.09	59.91
Neutral	1400	1045	57.26	42.74	695	509	57.72	42.28
Somewhat dissatisfied	395	396	49.94	50.06	191	193	49.74	50.26
Very dissatisfied	103	142	42.04	57.96	40	50	44.44	55.56
Total respondents	2562	2562			1239	1239		

Source: Field Study

In AMC Licensing regulation, the women are more satisfied in the post-AMC with 65.67 per cent than during the pre-AMC days. Dissatisfaction level however is less in the post AMC among the women than the general perceptions.

v) Property Tax

Table 5.38

Women Satisfaction in Collection of Property Tax								
General Perception					Women's Perception			
	Pre-AMC	Post-AMC	%		Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	206	400	33.99	66.01	81	174	31.76	68.24
Somewhat satisfied	1675	2096	44.42	55.58	814	1018	44.43	55.57
Neutral	1331	673	66.42	33.58	659	337	66.16	33.84
Somewhat dissatisfied	869	895	49.26	50.74	428	445	49.03	50.97
Very dissatisfied	189	206	47.85	52.15	83	90	47.70	52.30
Total respondents	4270	4270			2065	2065		

Source: Field Study

In Property Tax Collection the general perception and the perception of women is almost same. Women are little more positive than the general perception in the post-AMC period which are 66.01 and 68.24 per cent respectively.

vi) Births and Deaths Registration

Table 5.39

Women Satisfaction in Births and Deaths Registration								
General Perception					Women's Perception			
	Pre-AMC	Post-AMC	%		Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	62	60	50.82	49.18	25	30	45.45	54.55
Somewhat satisfied	420	317	56.99	43.01	191	154	55.36	44.64

Neutral	1176	913	56.29	43.71	588	448	56.76	43.24
Somewhat dissatisfied	717	1050	40.58	59.42	357	510	41.18	58.82
Very dissatisfied	187	222	45.72	54.28	78	97	44.57	55.43
Total respondents	2562	2562			1239	1239		

Source: Field Study

While the people in general are not satisfied with the births and deaths registration especially in the post-AMC period, women do feel different. More women are very satisfied with births and deaths registration, i.e. 54.55, while dissatisfaction level is comparatively very high.

Table 5.40

Consolidated General and Women's Satisfaction								
General Perception					Women's Perception			
	Pre-AMC	Post-AMC	%		Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	1493	2728	6.47	11.83	657	1248	5.89	11.19
Somewhat satisfied	7174	9242	31.11	40.08	3515	4519	31.52	40.53
Neutral	7706	4261	33.42	18.48	3831	2159	34.36	19.36
Somewhat dissatisfied	4944	5366	21.44	23.27	2375	2568	21.30	23.03
Very dissatisfied	1741	1461	7.55	6.34	773	656	6.93	5.88
Total respondents	23058	23058			11151	11151		

Source: Field Study

The table above shows the comparative study of the general perception and the women's perception. The total response is 34,208; that of the women is 11,151 while the general response is 23,058. Women responses consisted of

32.59 per cent of the total responses. The result from the analysis revealed that both the satisfaction and the dissatisfaction level are almost equal level in the pre and post-AMC and there is not much difference. The very satisfied level of the general perception is 6.47:11.83 per cent in the pre and post-AMC. The post-AMC is much higher almost doubled than the pre-AMC. Meanwhile, it is 5.89:11.19 per cent respectively among the women in the pre and post-AMC. Here also the post AMC satisfaction level is almost doubled.

PERCEPTION'S OF PEOPLE LIVING IN THE DOWNTOWN AND PERIPHERAL AREAS

It was felt that citizens living in different geographical areas of the Aizawl city might have different levels of perceptions on urban basic services and amenities from the urban local body. We have chosen citizens living nearby the market area or the downtown area and the peripheral areas. In order to find out the perceptions of the citizens living in the downtown and peripheral areas, the following localities were selected for the analysis, two each from three wards.

For the selection of field area, two stage stratified random sampling is employed. Three Wards located in the heart of Aizawl have been selected and out of these, six localities were further selected for the measurement. Likewise, three wards from the peripheral areas were chosen and six localities were further selected including two from each ward. The rationale for selection is that they are located in the heart or outskirts of the city.

Downtown

Ward – IV (Aizawl Venglai & Ramhlun South)

Ward – V (Chanmari & Electric)

Ward – IX (Dawrpui & Chhing Veng)

Peripheral Area

Ward – I (Selesih & Durtlang)

Ward-XI (Tanhril, Phunchawng)

Ward – XIX (Tlangnuam, Hlimen)

In the selected downtown area, there are 127 respondents; male-89 and female-38. In the peripheral areas, there are 92 respondents; male-49 and female-43.

Table 5.41

Citizen Satisfaction in Solid Waste Management System								
Downtown					Peripheral			
	Pre-AMC	Post-AMC	%		Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	10	77	11.49	88.51	41	81	33.61	66.39
Somewhat satisfied	285	371	43.45	56.55	79	196	28.73	71.27
Neutral	144	57	71.64	28.36	124	18	87.32	12.68
Somewhat dissatisfied	147	122	54.65	45.35	109	137	44.31	55.69
Very dissatisfied	54	13	80.60	19.40	112	33	77.24	22.76
Total respondents	640	640						

Source: Field Study

Satisfaction level is higher in the downtown area of Aizawl which is 88.51 per cent. Inversely, the dissatisfaction level in post-AMC in the peripheral area is higher than the downtown area which is 77.24 per cent. This means that

the service on Solid Waste Management in the centre of the city is very good and there is dismal service in the peripheral areas.

Table 5.42

Citizen Satisfaction in Land and Building								
Downtown					Peripheral			
	Pre-AMC	Post-AMC	%		Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	47	89	34.56	65.44	71	106	40.11	59.89
Somewhat satisfied	230	269	46.09	53.91	83	151	35.47	64.53
Neutral	148	75	66.37	33.63	148	36	80.43	19.57
Somewhat dissatisfied	170	168	50.30	49.70	88	127	40.93	59.07
Very dissatisfied	45	39	53.57	46.43	75	45	62.50	37.50
Total respondents	640	640			465	465		

Source: Field Study

In the regulation of Land and Building, the post-AMC in the downtown witnessed higher satisfaction among the citizens compared with the peripheral areas in the same period which are 65.44:59.89 per cent respectively. The citizens in both the areas feel satisfied in the post-AMC. Very dissatisfied level is however, very high in the downtown area compared with the peripheral area. Generally citizens are more satisfied with the land and building regulation in the peripheral areas.

Table 5.43

Citizen Satisfaction in Parking Lots						
Downtown				Peripheral		
	Pre-AMC	Post-AMC	%	Pre-AMC	Post-AMC	%

	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	73	99	42.44	57.56	69	117	37.10	62.90
Somewhat satisfied	284	330	46.25	53.75	168	219	43.41	56.59
Neutral	205	128	61.56	38.44	180	56	76.27	23.73
Somewhat dissatisfied	154	164	48.43	51.57	75	122	38.07	61.93
Very dissatisfied	52	47	53.53	47.47	66	44	60.00	40.00
Total respondents	768	768			558	558		

Source: Field Study

We see higher satisfaction level in the peripheral areas, i.e. 62.90 per cent. The very dissatisfied level in the peripheral area is comparatively lower which is at 40.00 percent. In the downtown area, the parking area is shrinking due to the re-arrangement. Due to increase in the number of vehicles, the parking areas are very tight and over-busy. Status-quo is maintained in the centre of the city. The people in the peripheral areas are happy with the arrangement made by the administration and the downtown also dissatisfied level becomes lower in the post-AMC.

Table 5.44

Citizen Satisfaction in AMC Licensing Regulations								
	Downtown				Peripheral			
	Pre-AMC	Post-AMC	%		Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	25	34	42.37	57.63	9	13	40.91	59.09
Somewhat satisfied	96	132	42.11	57.89	47	71	39.83	60.17
Neutral	208	160	56.52	43.48	157	111	58.58	41.42
Somewhat dissatisfied	41	38	51.90	48.10	46	60	43.40	56.60
Very dissatisfied	14	20	41.18	58.82	20	24	45.45	54.55

Table Contd.

Total respondents	384	384			279	279		
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Source: Field Study

There is not much difference in the perception of people in the downtown or peripheral areas. In the downtown area the satisfaction level in the post-AMC area is higher than the pre-AMC period such as 57.63:42.37 per cent. While the dissatisfaction level in the post-AMC is also high that is 58.82 per cent. Meanwhile, the satisfaction and dissatisfaction level in the peripheral areas is higher than the downtown areas such as 59.09: 56.60 per cent.

Table 5.45

Citizen Satisfaction in Property Tax								
	Downtown				Peripheral			
	Pre-AMC	Post-AMC	%		Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	20	58	25.64	74.36	43	35	55.13	44.87
Somewhat satisfied	284	331	46.18	53.82	144	219	39.67	60.33
Neutral	189	109	63.42	36.58	178	60	74.79	25.21
Somewhat dissatisfied	127	120	51.42	48.58	83	134	38.25	61.75
Very dissatisfied	20	22	47.62	52.38	17	17	50.00	50.00
Total respondents	640	640			465	465		

Source: Field Study

Residents in the downtown area are more satisfied with the property tax collection, i.e. 74.36 per cent and in the corresponding peripheral area, people are not very satisfied with the property tax collected. During the pre-AMC days in the pre-AMC days, satisfaction level is very high. Meanwhile, the municipal area is classified into different zones and the downtown area comes under the zone

with high rate of collection. Therefore, the citizens have become more dissatisfied with the Property Tax collection in the post-AMC.

Table 5.46

Citizen Satisfaction in Births and Deaths Registration								
Downtown					Peripheral			
	Pre-AMC	Post-AMC	%		Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	6	3	50.00	25.00	12	6	66.67	33.33
Somewhat satisfied	59	48	38.06	30.97	55	38	59.14	40.86
Neutral	216	196	35.53	32.24	86	72	54.43	45.57
Somewhat dissatisfied	92	126	26.74	36.63	74	121	37.95	62.05
Very dissatisfied	11	11	33.33	33.33	52	42	55.32	44.68
Total respondents	384	384						

Source: Field Study

The satisfaction level of citizens in the pre-AMC period is much higher than the post-AMC in both the downtown and peripheral areas. This is due the complexity of the process of procurement of the certificate.

Table 5.47

Consolidated Satisfaction in Downtown and Peripheral Areas								
Downtown					Peripheral			
	Pre-AMC	Post-AMC	%		Pre-AMC	Post-AMC	%	
	Nos.	Nos.	Pre	Post	Nos.	Nos.	Pre	Post
Very satisfied	181	360	5.24	10.42	245	358	9.76	14.26
Somewhat satisfied	1238	1481	35.82	42.85	576	894	22.94	35.60

Table Contd.

Neutral	1110	725	32.12	20.98	873	353	34.77	14.06
Somewhat dissatisfied	731	738	21.15	21.35	475	701	18.92	27.92
Very dissatisfied	196	152	5.67	4.40	342	205	13.62	8.16
Total respondents	3456	3456			2511	2511		

Source: Field Study

The table reveals that in terms of very satisfied option, citizens living in the peripheral area in the post-AMC felt most satisfied which is 14.26 per cent. While in somewhat satisfied level, the level of satisfaction of the people living in the downtown areas is higher. This shows that a quality services is delivered by the AMC throughout its jurisdiction or the municipal area. The level of very dissatisfied people in the peripheral areas have climbed down in the post-AMC compared with the pre-AMC period which are 13.62 to 8.16 per cent which shows that service is getting better and the citizens in the peripheral areas feel more and more satisfied, a positive sign for AMC. Similarly, the response of the citizens in the downtown area shows the same trend as peripheral areas. The satisfaction level increases from 5.24 to 10.42 per cent while the dissatisfaction level decreases from 5.67 to 4.40 per cent.



CHAPTER – 6

CONCLUSION

Good governance is said to be the single most important factor in eradicating poverty and promoting development.¹⁵⁸ Almost all international and national institutions today have included good governance as their important agendas; the agendas being very diverse depending on the nature and objectives of the organization. Governance is everywhere and is translated into different meanings and purposes. In the urban arena, the goal is making the cities and human settlements resilient, safe, inclusive and sustainable. Inclusive fundamentally mean we should not leave anyone behind by getting people involved into decisions that affect their urban future and improving access of services to all citizens. The safety element deals with physical safety with fighting crime in cities, making public spaces safe. Resilience is a broad concept that reflects the ability of a city to bounce back after a disaster and economic hardship. Finally, sustainability is the concept that says not focusing on urban development alone but also taking social and environmental dimensions into account when designing urban development.

‘Cities’ are known as the centres of economic growth in a country. Urban population in the world is around 50 per cent today but they contributed 80 per cent of the Gross Domestic Product (GDP). Ninety-four greatest cities of the world contributed one-fourth of the global economy. The world is becoming urbanized year by year, in India 31 per cent of the population lives in urban areas.

¹⁵⁸ <https://unu.edu/governance> accessed on Dt. 16.03.2018

The urbanization brings challenges such as poor urban infrastructure, unplanned and unregulated urbanisation, social and economic exclusion of poor and marginalised sections, lack of resilience to natural disasters and other risks.

The people living in a neighbourhood community proximity to each other have common interests and needs and these are dealt by the popularly elected councils known as local self-government. They are the instruments by which multiple services are provided to the citizens at the grassroots level. They are subordinate to the state and central governments but they have a certain degree of autonomy. If these institutions are equipped with necessary functions, funds and functionaries, good governance may occur in the urban area. The urban local government are the most appropriate institution at the grassroot level to deal with the various challenges with urbanization.

The chapter is divided into three parts; Part - I highlighted the brief summary of the previous chapters; Part - II covers the findings of the study and Part - III deals with relevant suggestions for the effective functioning of the urban local body in Aizawl.

PART- I: SUMMARY OF THE CHAPTERS

Ancient and medieval Indian sub-continent had the system of local governance in the past. Traces of the activities of urban local government were found in the archaeological remnants and in the old literature during the Indus Valley Civilization in Harappa and Mohenjo-Daro in about 3000 B.C.

The British in India laid the foundation of modern local government in India. Municipal Corporation was first introduced in the city of Madras and was later extended to the presidency towns of Calcutta and Bombay. Royal Army Sanitation Commission of 1863 endorsed the progress of sanitary conditions, public health and civic amenities with local officials and non-official participation. Lord Mayo initiates the Resolution of 1870 which was mainly financial emphasizing the importance of care in managing local funds devoted to education, sanitation, medical charity, and local public works.

Lord Ripon's Resolution-1882 wanted to nurture the available local talents in order to bring efficiency in administration and in the affairs of state through the network of local boards with larger non-official members with the element of elections. Decentralization Commission-1906 under the chairmanship of Sir Charles Hobhouse recommended revitalizing the village as a unit of self-government, creation of village panchayat for every village and more powers to sub-division, tahsil, taluka or district.

The Govt. of India Act 1919 introduced responsible government through the Dyarchy featuring dual government. In this system local government was transferred to the elected Indian ministers responsible to the legislature. The Government of India Act 1935 replaced the Dyarchy system as it was not a success. A popular government was introduced in the province and more autonomy was enjoyed by the provinces and responsible people's representatives looked after the local self-government. The boundary line between reserved and transferred subjects had become blurred.

Post-Independence Period- Local government comes under the sphere of the State government. Article 40 of the Directive Principles of State Policy stated the will of the constitution that village panchayats may be established and be endowed them with necessary powers to function as units of self-government.

Balwant Rai Mehta Committee on Democratic Decentralisation-1957 studied the functions of Community Development Programme-1952 and the National Extension Service-1953. For its better working, it suggested creation of Panchayats for a village, Panchayat Samiti for a block and a district level advisory body known as Zila Parishad. Ashok Mehta Committee in December, 1977 was appointed for revival and strengthening of the RPI institutions in the country. It recommended a two-tier system of PRI for revival and to empower the PRI such as the Zila Parishad as an executive, planning and development body at the district level and Mandal Panchayat for group of villages.

District and the subsidiary bodies as the centre of decentralized planning and development was the focus of the G.V.K. Rao Committee-1985. The constitutional recognition of PRI and the importance of village democracy were emphasized by the L.M. Singhvi Committee- 1986 and the recognition was also attempted with the introduction of 64th Constitution Amendment Bill, 1989 in the Lok Sabha. Unfortunately, it was not passed and a fresh constitutional bill known as the 73rd and 74th Constitutional Amendment Bill 1992 was introduced and passed in the Lok Sabha on December 22, 1992 and by Rajya Sabha on December 23, 1992. Seventeen states ratified to it and the finally approval was given by the President of India on April 20, 1993.

Urban/Municipal Government

A constitutionally recognized, uniform, decentralized and empowered urban local body was created through the historic 74th Amendment to the constitution of India in 1992. Local governance was reinforced and strengthened to provide essential urban services. The articles 243P to 243-ZG of the Indian constitution through the Twelfth Schedule hosted the provisions. The act provided for three types of municipalities such as the nagar panchayat for transition area from rural to urban, municipal council for a smaller urban area and municipal corporation for larger urban area. Urban area is territorially divided into a number of areas known as wards from which ward member is directly elected to the municipality.

The act has brought a regime of decentralization through fund, functions and functionaries. Persons with special knowledge in municipal administration, members of Lok Sabha and Rajya Sabha, members of Legislative Assemblies and Legislative Council representing constituencies from the municipal area are also the members. There is a provision of Ward committee, quota system for SC/ST/Woman and compulsory set up of State Finance Commission (SFC) after every five years. The commission is to review the sharing, distribution and determination of funds, taxes, duties, tolls and fees between the state and local governments. Amendment of Article 280 of the Indian Constitution by adding Section 3(C), which necessitates the Central Finance Commission to suggest measures needed to augment the consolidated fund of the states to supplement the resources of municipalities devolved on the basis of the respective SFC recommendations.

The amendment has brought uniformity in the practise of local institutions. Practices across the country were varied among the states. To consolidate the plans prepared by Panchayats and Municipalities in the district, there was a provision of constitution of the District Planning Committee. Besides, Metropolitan Planning Committee also has to be formed to prepare draft development plan.

Governance

In the past three decades, governance has occupied a centre stage in the development discourse. The issue of governance has emerged as a key concept receiving considerable attention in the international community. The present century has witnessed the crisis of governance or governability, in every country; more particularly in developing countries like India, where bureaucracy, largely having colonial mindsets, has a sole responsibility for welfare of the people. But in reality, it does not respond sufficiently to people's grievances and aspirations.

Oriented to neo-liberal ideology, governance moves away from the tight grip of the traditional public administration/bureaucratic state, it advocates less government and more governance or to hollow state or third party government. It is construed as beyond government, state and bureaucracy. Governance is omnipresent and is having multiple meaning to different people, organizations and institutions.

Governance as an activity is embedded in every civilization and in every organization. The word however, has its roots during 1325-75 from the French word 'gouvernaunce' taken in turn from the Medieval Latin 'gubernatia'.

Governance is the manner of governing in which authority, control and power of government is exercised. It is the art of governing associated with the exercise of economic, political and administrative authority. It is the mechanism, method or a system of government or management. It is the process of decision-making and implementation or no implementation. It is the process of social organization and social coordination. It also comprises the organizations and institutions involved- government institutions, political parties, interest groups, communities, stakeholders, non-governmental organizations, private sectors and public at large, co-operatives, farmer's association, religious leaders, actors, lobbyist, international donors, multi-national corporations. Government is just one of the actors. Governance is present in every organization and government is few in numbers.

New social theories and practices have shifted the centre of focus from the institutions of the state towards the activity of governing. There was a changeover in public organizations as they increasingly rely on the private and voluntary sectors for service delivery. There was a shift from bureaucratic hierarchy toward market and networks. Governance is a hybrid practices combining administrative systems with market mechanisms and non-profit organizations. There is plurality of stakeholders and an increasing use of third party organizations. It is multi-jurisdictional and often transnational.¹⁵⁹ The state enters into contracts and partnership with the other organizations/civil society to deliver various government functions and it is more constrained by international linkages.

¹⁵⁹ Bevir, Mark (2012). *Governance- A Very Short Introduction*, Oxford: Oxford University Press, pp. 1-7.

Government and Governance

Government is an instrument by which sovereign powers is exercised through laws, rules and regulations to serve the internal and external interest of the community. It is the means by which societal and constitutional values such as social change, issues of justice, freedom, politico-economic growth, equality, ethics and ends in mankind are fulfilled. It provides security to the citizens, frame and implement policies, regulates public affairs and serve their interests. The function of government encompasses functions of legislature, executive and judiciary.

Governance encompasses the organizations and institutions that are involved in the discourse of policy formulation and implementation such as government institutions (legislative, executive, administrative, judicial and parastatal bodies), political parties, interest groups, communities, stakeholders, non-governmental organizations, private sectors and public at large. Governance has a wider meaning to that of the government, both are as old as the human civilization. Governance is ethnocentric while government covers only one aspect of governance. While there is governance in every organization, government are comparatively very few in numbers in the world. The structure of government alone is not sufficient to deal effectively with many issues confronted by them in a new global environment. In the neo-liberal world, public activities have become varied and complex and in such circumstances, decision making is increasingly more difficult. This entails participation of a whole bunch of actors and a new conceptualisation of public governance takes place. In fact, governance blurred

the border between civil society and the state. It brings induced re-definition of governmental role to manage the economy effectively and efficiently.

Good Governance

Good governance as a practise has always existed as ensuring quality service has always been the objective of every state. In India, it was known as 'Ram Rajya.' Kautilya's treatise known as Arthashastra (321B.C.–296 B.C.) is based on the practical aspect of administration, which has universal applicability in the form of good governance till today. It deals with the art of government, administration, diplomacy, duties of the king, ministers and the civil servants. Traces of good governance are found in the writings of Immanuel Kant, John Locke, Thomas Hobbes, Jean Jacque Rousseau, J.S. Mill and Karl Marx. They believed that men gives coercive power to the state as an instrument of achieving and realizing good governance.

Good governance is the most intense ideological paradigm evolving in the realm of public administration having a foundation in neo-liberalism. The failure of governments in Eastern Europe, Soviet Union and other communist countries in many parts of the world especially after World War – II unleashed the attractiveness of the liberal democracy of the west. Due to the unethical management of the World Bank projects in the third world countries, it failed to deliver expected results. The quality of the governments and their management in these countries were not conducive to bring better outcome and progress. Therefore, a package including political, administrative and legal reforms were put as conditionality for the recipient countries and they had to take actions to fulfil the package which is known as good governance. In India the Tenth Five

Year Plan Document (2002-2007) had identified good governance as the single most important vehicle to achieve the plan objectives. The good governance agenda addresses problems of efficiency, development, capacity, accountability and legitimacy. Some agendas are more or less universal panacea while some are specific responses to new times and practices associated with globalization, information technology and the new governance itself.

The path of governance and good governance agendas followed trajectory from hierarchy to markets to networks. In the nineteenth century it was the ideals of the representative government and in the early twentieth century it was responsible bureaucracy to counter the factionalism and irrationalism of democratic politics. In the late twentieth century, bureaucracy gave way to faith in markets and networks yet they were not successful.

Discussions of good governance in a liberal view of development combined theoretical and policy oriented; the former concerned with the relations between the state and a democratic civil society concentrating on the ways in which power and authority impact on development. The latter concerned with the relations between the state and the market with a focus on the ways in which the effectiveness of economic aid by donors varies with the institutional arrangements in the recipient state. Therefore, liberal democratic governance is regarded as expedient for successful economic development.

OECD lays down the characteristics of good governance including impartiality, legality, integrity, transparency, efficiency, equality, responsibility

and justice. Public service ethics builds up public trusts upon the civil services as they manage public resources and serve public interests.

Council of Europe 12 principles of good governance in the European strategy for good governance at the local level emphasized the importance of good governance to conduct public affairs and management of public resources with better delivery of services. The principles are fair conduct of elections, representation and participation, responsiveness, efficiency and effectiveness, openness and transparency, rule of law, ethical conduct, competence and capacity, innovation and openness to change, sustainability and long-term orientation, sound financial management, Human rights, cultural diversity and social cohesion, accountability.

World Bank defines it as the manner in which a country's economic and social resources is managed to bring development. It is narrowly confined to the administrative and managerial arrangements with a goal of bringing about economy and efficiency.

The UNDP-The Urban Governance Initiative adopted the eleven principles of good urban governance such as participation, rule of law, transparency, responsiveness, consensus orientation, equity, effectiveness and efficiency, accountability, strategic vision, subsidiarity and security.

According to United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) governance" means: the process of decision-making and the process by which decisions are implemented (or not implemented).

Urban Governance

It is the process of decision making among multiple agencies including the civil society, urban government, stakeholders, financial institutions and organizations. Urban governance broadly encompass the direct and indirect roles of formal and informal norms, networks, community organizations and neighbourhood association in pursuing collective action for local government and include the diverse objectives of vibrant living, working and environmentally preserved self-governing communities.¹⁶⁰ The most intense state-citizen interaction takes place at the local level. Better service delivery depends very much on the capacity and ability of the local government in the immediate neighbourhood to raise revenue through resources available at the local level. The reforms in urban governance took place with a focus on the citizens' empowerment, participatory democracy beyond the traditional elected representative government, bureaucratic hierarchy to networks and active citizenship.

Are the local government today valid enough to bring better urban governance? Are power and responsibility devolved to these bodies so that they are able to work as the real decentralized democratic local body? Local government with good governance can provide a human touch in the performance of their assigned duties. In many states, ULB were very weak and they were not able to perform because of various reasons such as not holding regular ULB elections, suppression of the third tier government by higher level bodies, absence of devolution of powers they acted as an agent of the multitudes of ministries and

¹⁶⁰<http://siteresources.worldbank.org/INTWBIGOVANTCOR/Resources/NewVisionofLocalGovernance.pdf> accessed on Dt. 19.10.2018

departments, non-representation or insufficient representation of weaker sections of the society and women, lack of financial and administrative autonomy, lack of necessary financial resources. In Aizawl, late setting up of the ULB resulted into rely on the rural local body known as Village Council for a very long period of time.

The Global Campaign on Urban Governance emphasizes the principles of good governance including sustainability, subsidiarity, equity, efficiency, transparency and accountability, civic engagement and citizenship and security. These principles are mutually reinforcing and interdependent and are derived from actual experiences or translated from principle to practice.

New Urban Agenda was adopted in 2016 at the Habitat-III, Quito, Ecuador. The Conference brought out new global standard for sustainable urban development and a road map for building cities simply known as the New Urban Agenda providing guidance for achieving sustainable development goal and to address climate change. National and local governments have the discretion to implement the agenda with support from the international technical assistance. The guiding principles are – i) Leave no one behind, ensure urban equity and eradicate poverty; ii) Achieve sustainable and inclusive urban prosperity and opportunities for all, iii) Foster ecological and resilient cities and human settlements.

Urban Local Body in Aizawl

Mizoram had a tradition of strong local government. During the pre-British days, the Chief was the guardian and helper in times of need, administer all matters relating to the welfare of the subjects, he settled disputes based on

customary law, distributes jhum land and house site for residential purpose. He delivers these duties with the help of the council of elders. During the British rule in the hills between 1894-1947, there was single line administration and the Superintendent under the Chief Commissioner of Assam Province exercises the district administration and they did not intervene in the internal village administration. It was left to the chief and the elders though with limited functions. Major and heinous crimes such as robbery, murder, theft were then reported to the Superintendent but all other minor crimes and civil matters were administered by the Chief.

Post-British India in the Mizo Hills, Sixth Schedule of the Indian constitution provided local self-governing institution known as the Village Council. Among the 3fs such as funds, functions and functionaries; Village Council is endowed with multiple functions without corresponding funds and functionaries. It has judicial functions and a limited financial power collecting animal tax. It was a system of democratic governance at the local level. However, development functions were not decentralized by the higher levels government and it was more or less an implementing agency at the grassroot level.

In 2008, an urban local body initially known as the Aizawl Municipal Council with a background of article 243 P-ZG of Indian Constitution was set up with the insistence of JNNURM launched in 2005. The municipal council is equipped with state finance commission, women's reservation, central finance commission (CFC) grant, three kinds of body, gram sabha, etc. With the help of its subsidiary body local council at the local level, there is a network of urban governance system with better people's participation thereby indicating good

urban governance. The Aizawl Municipal Council became the Aizawl Municipal Corporation on 15th October 2015 with the fourth amendment in Mizoram Municipal Council Act. The change from Municipal Council to Corporation did not bring much change except the changes in nomenclature. The Chairman became the Mayor and the Chief Executive Officer became the Municipal Commissioner.

Functions of Urban Local Body

Functions of the ULB as envisaged by the constitution of India are listed in the twelfth schedule consisting of 18 items. These are mandated items compulsorily required for the state government to hand over the control and management to the ULB. Mizoram government so far devolves and transferred nine functions specified in the 12th Schedule of the Indian constitution. As such the following functions have been transferred to the AMC such as¹⁶¹ - Urban planning including town planning, regulation of land use and construction of buildings, planning for economic and social development, public health, sanitation conservancy and solid waste management, slum improvement and upgradation, urban poverty alleviation, burial and burial grounds; cremations, cremation grounds and electric crematoriums, public amenities including street lighting, parking lots, bus stops and public conveniences, vital statistics including registration of births and deaths. There is lack of political will and reluctance on the part of various state government line departments to hand over power to the AMC.

¹⁶¹ As on Dt. 23.08.2018 when the data was collected.

Urban and town planning in Aizawl mainly pertains to economic planning and absence of spatial planning resulted in haphazard and unchecked growth. Also lack of infrastructure, manpower, statutes and urban governance has brought urbanization. Mizoram Urban and Regional Development Act, 1990 is the core statute and Master Plan of Aizawl is now prepared by the AMC. Urban planning was undertaken by the Aizawl Development Authority which then is attached to the AMC. Meanwhile, implementation of Master Plan-2030 is left to the UD&PA Department.

Regulation of land-use and construction of buildings also was discharged by the ADA which became the domain of urban local body in 21.09.2011 in congruent with the Mizoram Municipal Act, 2007. The Aizawl Municipal Building Regulations, 2012 is the principal enactment concerning land use and building construction in Aizawl. New, alteration, demolition of buildings is subjected to the approval of AMC in line with the Master Plan-2030. Now, application of building construction is made online.

Sanitation Conservancy and Solid Waste Management were transferred to the AMC in 23.09.2011. Aizawl is still not free of open defecation according to the 2011 census. Out of 60130 families, 2465 has piped sewer system, 50810 families with septic tank, 1563 families other system, 4570 families used pit latrine system. Number of households not having latrine are 0.5 percent and out of which public latrine is used by 0.2 per cent and open defecation per cent is 0.3 which makes a total of 18 households. There is no systematic sewerage system in Aizawl. Septage Management for Aizawl is being undertaken and sewerage plant is constructed at Chite.

Solid Waste Management system under modified public private partnership is managed by the AMC in partnership with the 83 local councils in Aizawl. Collection of garbage within the territorial jurisdiction of a locality falls upon the respective local council. Fund sharing is 80:20 between AMC and the local council. All the households contributed money per month between Rs. 20-100. The waste generated per capita per day in Aizawl is 475 kilograms. Under Asian Development Bank assisted North Eastern Region Capital Cities Development Programme (NERCCDIP) on Solid Waste Management new dumping area is under construction at Tuirial.

Management of Parking Area and the Parking Lots was transferred to the AMC on Dt. 03.10.2012. The management of Ch. Chhunga Bus Terminal and Ch. Saprawnga Truck Terminal was also handed over to the AMC on Dt. 27.05.2009. It is a source of revenue for the AMC. Municipal area is divided into a number of parking zones and collection of parking fee for each zone was contracted out to the bidders and a fixed amount was submitted to the AMC.

Licensing regulation in Aizawl covers the issue, control, and regulation of trades and business within urban Aizawl. The idea behind the licensing regulation is control of the business location and shops which otherwise will be detrimental to the urban space. By this regulation, a new shop and business establishment have to acquire license and the existing ones have to take license within six months from the date the regulation became effective.

Display of Advertisement & Hoarding Regulations controls the manner and mode of display of advertisement and hoarding within the Aizawl urban area.

No advertisement and hoarding is allowed within places of Aizawl without the permission of the AMC. The regulation does not cover buildings of archaeological, architectural, aesthetical, historical or heritage importance, places of worship or religious significance, statues, minarets or pillars of heritage importance, police stations, post offices, any government or Municipal Council building/office and traffic points. The urban area is classified into categories A, B and C and the charges are different depending on the category.

Property Tax collection within the urban area was transferred to the AMC on Dt. 07.08.2019. The only own tax source of AMC is property tax consisting of Land and Building Tax. At present, land tax is collected by the Land Revenue & Settlement Department and Building tax is collected by AMC. Local Councils were utilized for tax collection and 5% of the total collection in their jurisdiction is paid to them as administrative cost. The Mizoram Municipalities (Property Management) Rules, 2014 was effective from June 16, 2015. Aizawl is classified into zones A, B, C, D, E, F, G and H for the purpose of tax collection and the rates vary depending on the zones.

AMC is assigned the task of registration of birth and death within the municipal area from July 1, 2016. Designated registrar of birth and death is placed in every locality. Certificate of both birth and death can be issued free of cost within 21 days of the incident. It is non-delayed certificate which is issued within 21 days, and beyond is delayed certificate.

The State Government tightly grip the inter-governmental fiscal transfer through the Central Finance Commission Grant. During 2016-17 the CFC grant

to AMC in general basic grant (GBG) was Rs. 1597 lakhs and in performance grant (PG), it was Rs. 471 lakhs. The grants were first issued to the UD&PA Dept. in two instalments. It was mandatory according to the guidelines that the department has to further release grants to the AMC within 15 days of their receipts. State government (UD&PA) always fails to do transfer the amount and it has kept beyond the stipulated 15 days. This has hampered ongoing development works as cited by the Mayor of AMC.¹⁶²

AMC is assigned the task of providing civic amenities in the municipal area such as street lighting, parking lots, bus stops and public conveniences, pedestrian/foothpath crossing, preparation of Landslide Hazard Zonation Map, Aizawl Solar City project to increase the demand of conventional energy in the urban area.

Aizawl was selected for smart city projects in 2017 by the the Ministry of Housing and Urban Affairs, Govt. of India. The project has its objectives the provision of water supply, street lighting, drainage system, traffic, transportation, motor parking, housing, market, garbage removal, health and education. The project amount is 500 crores during 2015-20 State Level High Powered Committee and Aizawl Smart City Limited (ASCL) Board of Directors was formed which is chaired by the UD&PA Secretary.

AMC Role in Promoting Good Governance

Democratic decentralization is adopted by most developing nation's post-World War-II as a panacea for the ills associated with urbanization. Centralization is no longer valid to bring nation building and socio-economic

¹⁶² <https://www.vanglaini.org/tualchhung/71134> accessed on Dt. 12.03.2017

development. The 74th constitution amendment heralded the framework for urban decentralization with multifaceted features empowering the grassroot level bodies and citizens participation. AMC as a legitimate local body can play a very important role to formulate and implement urban development policies and ensures democratic decentralization.

Institutionalization of citizen participation takes place with the Local Council as it involves citizens in different municipal functions. Local Council is a unique institution at the grassroot level in Aizawl. In solid waste management, through the public private partnership mode citizens contributed 20 per cent of the disposal fees. Clean campaign is occasionally organised within the territory of the local council. The council manages and monitors SWM and collect user fees from the people. Public announcement is made through the village crier by putting loud speakers in every locality. It is an effective way of disseminating information to the people which paved the way for effective participation of local people in managing their affairs. A public service known as *Hnatlang* is called for whenever the occasion demands for the common good of the local people. Local council also involves in the disaster management as envisaged by the Disaster policy-2016. Local Council seeks the help of civil society organizations in cleanliness and sanitation, landslide, fire, flood, storm, etc. they actively participates in the management of local affairs.

Rising population, rural-urban migration, unchecked birth rate and low death rate have resulted into increase consumption and depletion of resources. Pressure is put on the already limited urban infrastructures and basic civic amenities such as transportation, water, housing, sanitation, sewerage, solid waste

management. The quality of environment is deteriorating. Aizawl is vulnerable to climate change. The worldwide forum for environment and related issues such as the Agenda 21 and Habitat II emphasizes the importance of local government participation and community action for bringing sustainable development in urban environment management and sustainable human settlement. The twelfth schedule of the Indian constitution outlines protection of environment as the role to be played by the urban local body.

The AMC's vision and mission documented the provision of basic civic amenities within the Aizawl municipality area. Swift urbanization entails more pressure on infrastructure and services. Service level benchmarks have been prescribed by the Ministry of Urban Development (MoUD), Govt. of India in four different sectors backed up by the FC:XIII in sectors such as Water Supply, Sewerage, Storm Water Drainage and Solid Waste Management. Now, at least in the document, citizens have the right to get service delivery as notified by the Mizoram Right to Public Service Act, 2015.

The policy objectives of good governance in the urban area such as better management of resources, as effective delivery of public services, efficiency, accountable, responsive and transparency can be achieved by applying e-governance with Information and Communication Technology (ICT). The AMC also started putting important documents online – forms, regulations, notifications for the convenience of the citizens. There is now Online Building Plan Approval System (OBPAS) and file tracking system. Preparation is underway for Licensing Regulation, Hoarding & Advertisement, License and Office Automation.

In India, the percentage of people living below the poverty line in 2011-12 was 30.95 in rural areas and 26.4 in urban areas. Urbanization of poverty is a growing phenomenon worldwide. Minimizing poverty in the urban area is one of the objectives of urban policy in India. Urban poverty alleviation is one of the functional domains of the ULB through the 12th schedule. AMC has a role to play to minimise poverty by effective channel in the execution of urban development programmes such as the AMRUT, Smart City, Swachh Bharat and others.

There is a tradition of a strong civil society among the Mizo community. Urban governance is incomplete without the civil society; they assisted, pressurised and help the local body in managing the urban affairs. The civil societies in Aizawl keeping close alliance with the AMC are The Mizoram Municipal Steering Committee (MMSC), the Indian National Trust for Art and Cultural Heritage (INTACH) Mizoram chapter and the Young Mizo Association (YMA).

The quality of basic services in the urban area depends very much on the capacity of the persons delivering the services. Responsiveness and punctuality of the staff in the AMC office are an integral attributes to make the citizens satisfied. Capacity building of the subsidiary body known as the Local Council is also very important.

The SDG urban goal aims at making the cities inclusive, safe, resilient and sustainable. Inclusive means we should not leave anyone behind which is underpinning the whole of the new 2030 agenda by getting people involved into decisions that affect their urban future and improving access of services to all citizens. The safety element deals with physical safety with fighting crime in

cities and making public spaces safe. Resilience reflects the ability of a city to bounce back after a disaster and economic hardship. Sustainability focuses not only on urban development alone but also taking social and environmental dimensions into account when designing urban development.

Political participation among Mizo women is dismal compared with their counterparts in the other parts of the world. Within 35 years there were only two women member of Mizoram Legislative Assembly. Women's quota system was introduced in the first local council election which was held on 30th April 2015. One-third of the women members said they were not ready to take part in politics without quota system, it has become a pull factor for many women members in the political arena. Three-fourth of the elected women was first timers and it appears that the majority of the women who have immersed themselves in the political arena do want to contest again in the next election. Women who came out to the political fields are at par with their male counterparts. They have shown good attributes such as good administrator, the decision-maker and good leader.

There is a fervent demand for quality water supply in the urban area. With the increasing demand of water, the water supply has not increased. There is acute shortage of water. GAWSS I&II supplied majority of the urban water requirements. The ADB assisted water project implemented through the SIPMIU tried to improve quality of the water supply, infrastructural repair, etc. Challenges faced in urban water governance are- city planning is haphazard, high water production cost, low self-financing ration, poor infrastructure, disparity in water distribution, large ration of unaccounted water and urban water supply is still non-participatory.

Aizawl is declared as plastic/polythene free city from August 1, 2019. AMC organized plastic cleanliness programme on 7th June 2019. Aizawl was selected as Smart City and throughout India, National Green Tribunal was going to ban plastic bag and polythene from October 2, 2019. In cooperation with the local council and other NGOs, cleanliness work is occasionally held. A big number of people took part in community voluntary work. When AMC takes initiative in doing good works, citizens are not reluctant to follow. This is a good example in good urban governance.

One-third of the people in Aizawl lives in own house and three-fifth of the citizens lives in rented house. Providing adequate, safe and affordable housing for all is a big challenge for the local authority as well as the State Government.

Aizawl Master Plan Vision- 2030 is a blueprint for the settlement planning in the municipal area. The area is delineated into 10 different planning zones and identification of future possible urban population distribution, unsafe areas for settlement, land-slide prone areas, location of future satellite town of Aizawl. The master plan is unique in the sense that possible resource mobilization was explored for funding requirements.

Aizawl faces huge intra-public transportation problem such as usable roads for transport very narrow and limited, increasing number of vehicles, low pedestrian facilities and significant traffic congestion. Sustainable transportation requires safety of the people, expanding reliable public transportation system, taking care of the needs of women, children and old people. Poor road condition and narrow in sizes which is less than 10 metre, transport mobility is a big

problem in Aizawl. There is a fairly low journey speed with an average of 16.8 kmph falling to 4 kmph during peak hours.

Part- II: FINDINGS

Assessment of the Effectiveness of ULB

To assess the effectiveness of the ULB in Aizawl, Urban Governance Index(UGI) is employed in the study. UGI have five frameworks such as effectiveness, equity, participation, accountability and security and there are 25 indicators. In the study we employ the effectiveness framework with eight indicators because this principle includes the citizen satisfaction survey which we applied to find out the satisfaction level of citizens in the services provided by the urban local body. In order to study the effectiveness of the ULB, the UGI provided eight indicators for assessment such as the local government revenue per capita, ratio of actual recurrent and capital budget, local government revenue transfers, ratio of mandated to actual collection, predictability of transfers in local government budget, published performance delivery standards, consumer satisfaction survey, existence of a vision statement.

The effectiveness score of the urban local body in Aizawl is 0.48 per cent. The score is high when it is closed to the value of 1.0. The score range is between 0.0-1.0. AMC is in the mid-range of the assessment. The tax base of the urban local body is relatively strong and the only tax revenue in the urban area is property tax. No other taxes were levied by the AMC. The own source revenue of

AMC through collection of tax is Rs. 2,97,07,181 in 2018-19¹⁶³. The per capita tax revenue in Aizawl is Rs. 164.89. Bulk of the revenue in AMC is transferred from higher level governments- central government and state government. This is the trend in most of the urban local body elsewhere. Of all the own source of revenue of the AMC, tax revenue comprised 42.50%. Own source revenue of the ULB in 2018-19 is Rs. 8,99,31,071. The actual tax collection is higher than the projected collection and it crosses the mark pre-set by itself. However, the ULB falls short in terms of certain indicators. The transfer of fund from higher level governments and organizations is not predictable in advance. Nevertheless, there is a criterion to determine the transfer amount to the ULB. Service level benchmark was issued by the UD&PA in the basic services. Consumer/citizen satisfaction survey was not conducted at any institutional level in the local government services.

Satisfaction Level of ULB (Out of the Survey)

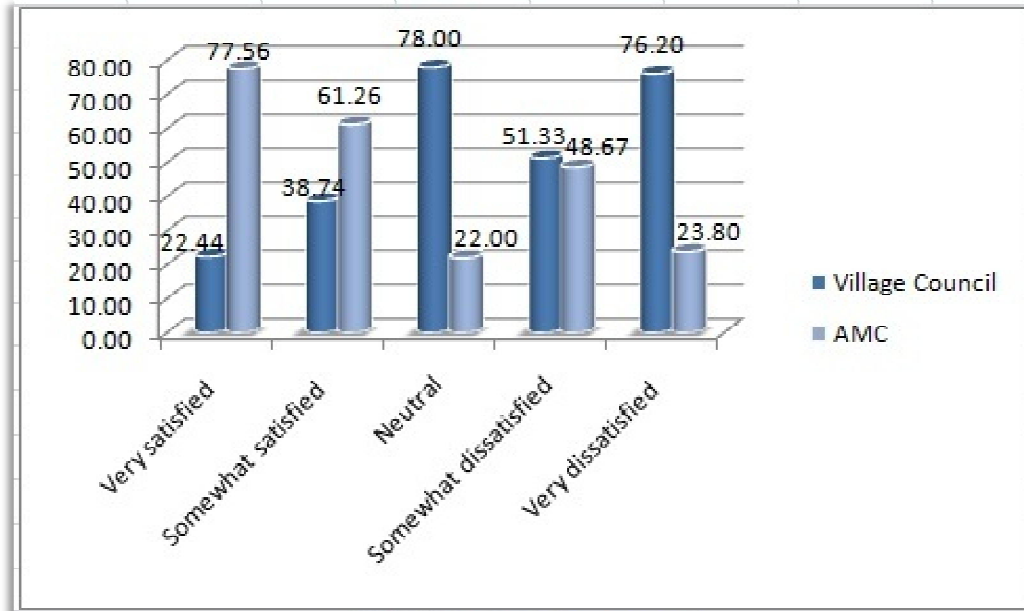
The Urban Governance Index (UGI) effectiveness sub-index specified one of the indicators as finding the citizen or the customer satisfaction on the local government services in the city. Since none of the organizations or institutions conducted a survey, we attempted to find out the satisfaction level of the citizens on the few services undertaken by the AMC.

¹⁶³ https://amcmizoram.com/uploads/files/Untitled_30042019103915.pdf accessed on Dt. 26.11.2018

a) *Solid Waste Management (SWM)*

Chart 6.1

Citizen Satisfaction in Solid Waste Management



Source: Field Study

In solid waste management the citizen were asked their perceptions on the SWM aspects such as the availability and sufficiency of street bins, the system for collecting and disposing of solid waste within the city, removal of public health threats by not allowing garbage to pile up, cost of service and proper awareness system before new policy is started by the government, e.g. How to use two bins – bio-degradable and non-degradable. The survey has shown that numbers of citizens who are very satisfied with the SWM are comparatively much higher in the AMC administration, which is 77.56% and during the Village Council days it is only 22.44%. People who are neither satisfied nor dissatisfied during Village Council are 78%. Moreover, the dissatisfaction level during Village Council governance is at 76.2% and it is 23.8% only in post-AMC period. From the survey results in SWM, Municipal Council delivers better service in

terms of solid waste management than the Village Council. This is because systematic garbage collection and dumping (solid waste management) takes place only after 2009 when Aizawl gets its municipal council based on public-private partnership. A systematic SWM service has started with the new ULB. SWM in the urban area has considerably improved with the formation of the ULB as per 74th CAA. The 12th Finance Commission (2005-2010) has earmarked 50 per cent of the ULB grant for SWM schemes in public-private partnership mode. The SLB target level for 2010-11 was 60% and has been raised to 83% in 2015-16.

SWM in Aizawl faces certain challenges and the system is still in the incipient stage which are highlighted as:

i) Absence of Scientific Solid Waste Management System- Segregation of waste during collection and disposal is yet to practise in the AMC area even though the pilot project was started in certain localities. Open dumping is still practised on the roadside between Zemabawk and Tuirial though the main dumping centre is near Tuirial which is operated since 1997. There is no segregation of waste at source and burning of waste is practised polluting the environment. Many people still prefer to dump wastes in the neighbouring areas, such as in the stream and drainage. During the dry season, i.e. between October to March, wastes are piled up in these locations and monsoon storm water washed away wastes into the rivers and it is often witnesses that many time wastes are deposited on the roads polluting the neighbouring areas. The neighbourhood had to be cleaned up.

ii) Transportation of Solid Waste in open/partly covered vehicle- In more advanced urban area, solid waste is transported in specially designed garbage

disposal vehicles. Here the vehicles are not designed for this purpose, they are open and waste often litter on the roads. Waste is manually loaded and unloaded without any protective gear by the sanitation workers.

iii) No Sewerage Treatment Facility- Sewerage system in Aizawl is unscientific. Waste water from the household is connected directly to drainage which flows down to the stream and further into the river. Urbanization and its aftermath, more and more sewerage from the houses located in the upper levels of the ridge has polluted the stream down-slope. Not only that, the traditional source of water in Mizo society is a spring and there are 165 spring sources in the Aizawl urban area. Sewerage from private and public outlet as well as septic tanks has polluted water in these water sources. According to census 2011, number of household having waste water outlet, which is connected to closed drainage is 27 per cent and which are connected to open drainage consists of 62.7 per cent. Households with no drainage system comprise 10.3 per cent. Until now there is no mechanism of wastewater collection, conveyance and treatment in Aizawl.

iv) AMC didn't have direct control over Local Council in SWM- Local Councils maintain SWM in their jurisdiction and have the final authority in collecting and managing funds and hiring vehicles for garbage disposal, etc. AMC doesn't have a garbage transport vehicle and an incident which took place in 2014 was that a state-wide public carrier vehicle ban was organised by transport associations. As a result, collection of solid wastes in many localities was halted as long as the ban was implemented because public carriers were also hired for garbage disposal. This reveals that SWM through the modified PPP collection system is still having

room for improvement. Appropriate infrastructural development and acquisition of tools and machineries is the need of the hour.

v) *Collection of Garbage by Local Council* - Door to door collection of waste as required by section 22 (5) of Solid Waste Management Rules, 2016 is not possible in hilly areas. Garbage collection in local council area-wise is inconvenient in many aspects. In some localities such as Chanmari, for garbage collection at lower and upper roads, a vehicle has to circle through a long distance covering five localities before arriving at the lower level road. Citizens at the lower level may dispose garbage in a vehicle hired by neighbour vehicle, i.e. Electric Veng. Therefore, locality-wise collection of garbage is somehow a hindrance for efficient and economical garbage disposal service.

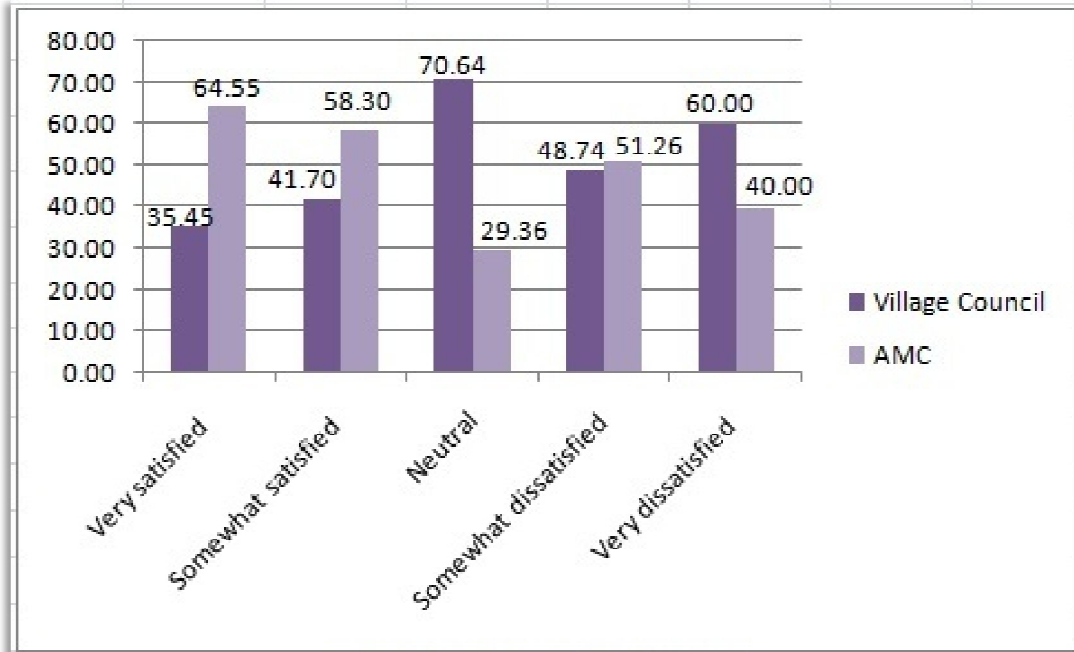
vi) *People's Participation in SWM*- There are 60,432 families in Aizawl according to 2011 census. Total number of households covered by the survey is 36,039. Households that have paid SWM fees in Aizawl are 28,988, of which 80.44 per cent and 16.73 per cent did not participated. Sizeable portions of the population have not participated in the collection system as a result of many factors. Residences in the slope side/step areas which are located far off from the road where garbage collection is held. Usually those locations are not reachable by the collection vehicle.

a) *Land and Building*

The survey tried to find out the satisfaction level of the citizens on strict enforcement of regulation on land use and construction of building. Their impression on whether there are discrimination/political influence while

Chart 6.2

Citizen Satisfaction on Regulation of Land and Building



Source: Field Study

enforcing Building Regulation by the AMC. Whether the building regulation is beneficial for Aizawl and the effectiveness of AMC in monitoring of construction after building permission is given. While we have very satisfied citizens at the level of 64.55% during the AMC period, during the Village Council days, it is only 35.45%. Before 2008, building regulations and enforcement was undertaken by the Aizawl Development Authority since May 2, 2006, there wasn't enough manpower and infrastructure. Therefore, the dissatisfaction level is comparatively higher during the Village Council days which come to 60% and post-AMC is only 40%.

Challenges in Building Regulation

Construction of buildings in violation of all planning norms and regulations still continues today. This is one of the biggest challenges faced by AMC and it is likely that it will continue to be a serious challenge in the future development of Aizawl. The regulation cannot be implemented in full legality due to certain difficulties- without seeking permission from the AMC many buildings have been constructed; a great number of building construction violates regulations, and half-hearted enforcement of building regulations by the authority are some of the problems at present. Among the defaulters, government buildings are included; majority of them did not have proper land pass from the authority. In 2013-14 actions have been taken by the Technical Committee on Safety of Buildings to punish the defaulters to such length as demolition of buildings and stopping of electricity and water supply.

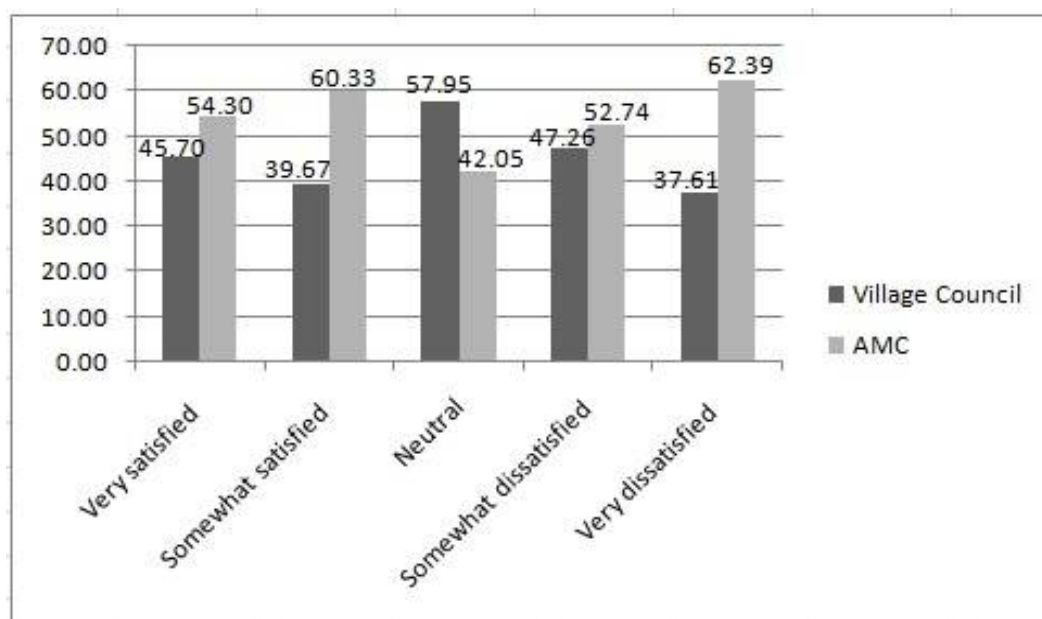
Provision for parking area in the public buildings – hospital and school is absent in the Municipal Building Regulations-2012. Due to rapid urbanization and haphazard development, the roads in Aizawl are very congested and on-street vehicle parking is a very big problem. If there were compulsory provisions of off-street parking area in any public building to be constructed that would be one of the solutions of parking problem in Aizawl. Recently, Gauhati High Court instructed AMC to revise the building regulations by inserting compulsory parking provisions for public building such as school and hospital seeking for building permission. Besides, the judiciary insisted on the formation of Anti-Parking Squad to regularly check the on-street parking at night in the smaller

roads in a locality. This was as a result of the PIL submitted by the Mizoram Bar Association.

b) Licensing Regulation

Chart 6.3

Citizen Satisfaction on Trade Licensing



Source: Field Study

The survey result has shown that the very satisfaction level of the people is 54.30% and the dissatisfaction level is 62.39%. The survey intended to extract the level of people’s satisfaction on the provisions of the trade license issued by the AMC. Licensing Regulations 2012 (with amendment 2013) was vehemently opposed by the Mizo traders and non-governmental organizations on the ground that it provides a platform for the non-Mizos to pursue trade without limitations. Historically, non-Mizos were not permitted by the colonial government and the subsequent governments to do trade without permission in the hill area. In this aspect, the AMC clarified itself that the main objective of the regulation is to ensure that the business establishment/shop should not be located in the

inappropriate place. License holder can start their establishment only in the allocated area and the local council leaders may object the place of establishment if it isn't found to be in a convenient place, obstructing public spaces. License try to provide guidelines on how to manage the solid waste in public places- shop, clinic, school, hostel and hospital, insisting on maintaining clean environment.

Challenges in Licensing Regulation

The Aizawl Municipal Council Licensing Regulation - 2012 was implemented on January 6, 2014 in the Aizawl urban area requiring the existing and the new shops/business establishments to obtain trade license within six months from the day the regulation was effective and new shops have to get license beforehand. The implementation of this act was initially opposed by the civil society organization such as the Mizoram Merchants Association (MIMA). The local people are always alert of the illegal outsiders encroach their land for fear of economic, cultural or physical assimilation. The tradition of isolation starts right from the British imperialism whereby Lushai Hills was put in a status of backward tract, and then Excluded Area. After independence, the district became Mizo Hills and was put under the Sixth Schedule of the Indian Constitution, the people were kept in isolation; no non-tribals were allowed to do business and trade without the previous permission of the District Council. The tradition continues after Mizoram became statehood. MIMA perceived that if non-Mizo non-tribals were issued license, there is a possible encroachment of the business landscape here in Mizoram. In order to regulate the outsiders from doing free trade and to protect the sons of soil, the pressure group insisted that alongwith the application of Trade License, the compulsory documents to be

submitted should be— a Mizoram state residential certificate or four years renewal of Inner Line Permit. MIMA insisted because the documents required for applying trade license such as residential certificate, etc. in the 1st Amendment Act 2013, is not difficult for non-Mizos to procure; they feel the AMC allegations about the entry of non-Mizo traders can be stopped by using Inner Line Permit is baseless. The neighbouring states such as Cachar, Tripuri, Khasi, Assamese and Manipuri have been economically assimilated by the non-tribals and the AMC's new regulation is also gearing the Mizos towards the same pathetic condition as pointed out by MIMA.

Licensing regulation has also met passive resistance not only from MIMA but also from Central Young Mizo Association (CYMA), Mizoram Upa Pawl (MUP), Mizo Hmeichhe Insuihkhawm Pawl (MHIP) and Mizo Zirlai Pawl (MZP). These organizations have declared their unwillingness against the implementation of the said regulation that it isn't safe for the Mizos. CM Zakhuma, the AMC chairman has said that when the regulation was introduced, they had kept in mind that the regulation can be amended as and when necessary. The main objective of the regulation is to ensure the business establishment/shop should not be located in the place where it is not appropriate. License holder can start their establishment only in the allocated area and the local council leaders may object the place of establishment if it is found to be in an inconvenient place, obstructing public spaces. License provides guidelines on how to manage the solid waste in public places- shop, clinic, school, hostel and hospital, insisting on maintaining clean environment. The Mizo National Front-Mizoram People's

Conference alliance also issued a statement saying that the regulation should be amended taking in view the opinion of the NGOs and the merchant association.

The AMC Board of Councillors in its meeting held on January 17, 2014 had decided to incorporate the demands made by the NGOs, political parties and trade association in the licensing regulations and go ahead with it. The changes made in the regulation are:-

1.Regulation 2(m) definition of licence – In place of 'Licence means licence issued by the Aizawl Municipal Council for the purpose of trade' the following is inserted, 'Licence means licence to use a particular place or location for the purpose of doing business within AMC area'.

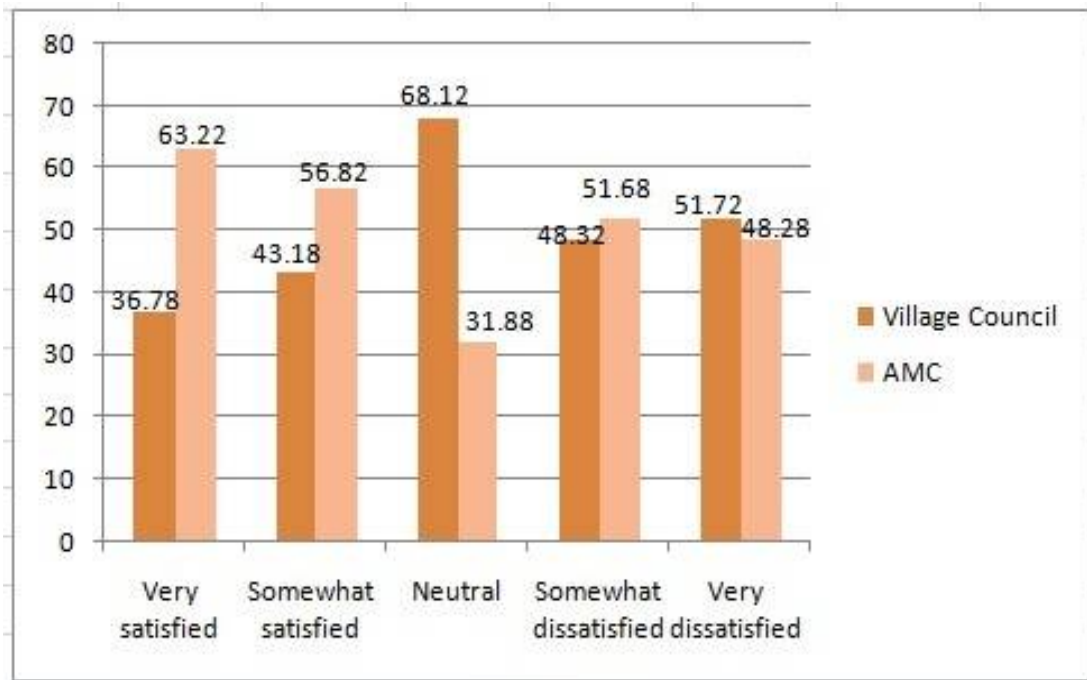
2.Regulation 4(f) required documents for the licence applicants, the following clause has been added 'Trade licence granted by the erstwhile Mizo District Council for non-indigenous persons'.

The rationale behind the changes according to the AMC chairman is that License Regulation is not a trade license and the AMC is not the authority to grant trade license. 'The word 'Trade' was removed from the regulation. The standpoint of the NGOs and political parties are quite similar with that of the Aizawl Municipal Council, they don't want the non-Mizos to have trade license in Aizawl. They want to insist permanent residential certificate in place of residential certificate. According to the AMC authority, AMC trade license can be issued to the non-Mizo on the condition that they have permanent trade license issued by the Mizo District Council.

c) **Parking Lots**

Chart 6.4

Citizen Satisfaction on Parking Lots



Source: Field Study

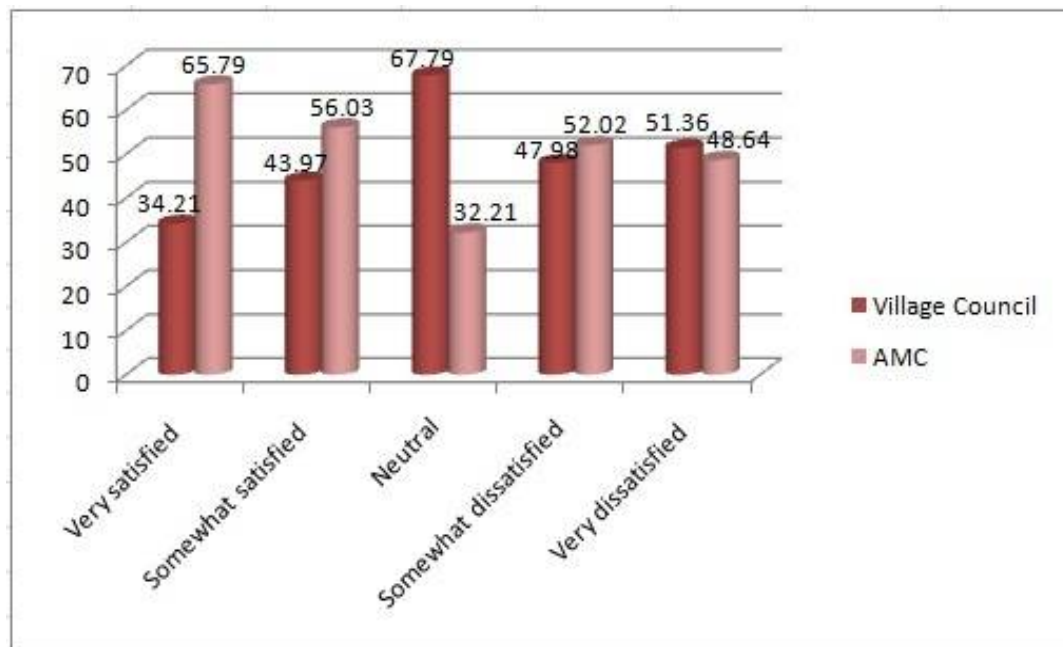
Survey questions were asked on the utility of the Ch. Chhunga bus terminal and Ch. Saprawnga Truck terminal under the purview of AMC. It also sought citizen's opinion on the services rendered in the premise of the terminal such as the departure timing for Maxi Cab service. The questions also were about the frequency of parking areas in the city, the rate of parking fee collected and the system of collecting parking fees within the city area. Since 27th May 2009, AMC looks after management of parking area. The satisfaction of the users/people in the post municipal council is much higher than the past during the Village Council- 63.22% and 56.82% respectively.

Challenges in Managing Parking Lots

There are cases of impersonation of collector in the parking and non-parking areas wrongly collecting parking fees from the vehicles. Some unscrupulous collectors also collect parking fees from areas which are not designated parking area. Collectors often collect more fees beyond the available mandatory rate made by the AMC; especially with regard to the fees per length of parking on hourly basis. New vehicle owners are required to have garage in their possession otherwise registration could not be done. In some localities vehicles can be parked at night on the road as arranged by the local council and the vehicle owners. This obstructs spaces in the roads which makes it more prone to accident.

d) *Property Tax*

Chart 6.5
Citizen Satisfaction on Property Tax



Source: Field Study

On 8th October 2012, collection of Property Tax was assigned to Aizawl Municipal Council from Land Revenue & Settlement Department, Govt. of Mizoram with retrospective effect from 7th August, 2011. The questions in this survey were asked on the citizens' convenience to pay property tax, about the rate of property tax collected, level of reluctance among the people to pay taxes and the people's satisfaction on how the urban local government has spent public money. The very satisfied per cent is comparatively high in the post-AMC than during the Village Council days, i.e. 65.79% to 34.21%. And the citizens are dissatisfied with the Village Council than the Municipal Council.

Challenges in Collection of Property Tax

The AMC has collected Property Tax based on The Mizoram Municipalities (Property Management) Rules, 2014 since September 2014. Initially, the payment system of Property Tax in Aizawl had caused a big problem for the citizen, as payment outlet wasn't provided in the city close to the people. Citizens had to go to Thuampui, located in the northern part of Aizawl which is far off from the heart of the city. When AMC started levying Property Tax, the rate of collection was much higher in the vacant land than land with building. The citizens and the political parties voiced their concern over this matter and collection was temporarily stopped after ten days but continued after 2 days. Property Tax then was collected only from the building and not vacant land. The AMC (UD & PA) and the Land Revenue & Settlement Departments (LR&SD) both have the authority to levy Property Tax on vacant land based on the Land Revenue Act and the Municipality Act respectively. But the real vacant land is government land, if government land is once passed to the private hand with

lease/pass it ceases to be a vacant land and has become a property which is taxable. It was jointly decided in 2016 that only the LR&SD would levy Property Tax on vacant land within Aizawl.

Property Tax was also collected from the not-rented out State government buildings as it was not exempted from paying taxes based on the Section 217 of The Mizoram Municipalities Act, 2007. The state government insisted the AMC to stop the collection from those buildings. The Mizoram Municipal Act had extended exemption to buildings and lands which were taxable under the Mizoram Land Revenue Act such as religious buildings, community hall, burial grounds, playgrounds, charitable institutions, etc. There are instances of mistakes committed while assessing the value of the buildings and anyone can complain to the special cell of the AMC who will redress the grievances. The citizens are very co-operative while paying taxes and aren't reluctant to pay taxes.

f) Urban planning including town planning

It has been given as the domain of ULB in the 12th Schedule. In Mizoram, the Mizoram Urban and Regional Development Act, 1990 alongwith the rules made under therein have been the main guiding force with regard to the urban planning. The nodal department is Urban Development and Poverty Alleviation Department, Govt. of Mizoram with Town and Country Planning as its wing. Town planner and Master Plan – 2030 of Aizawl was prepared under the aegis of Aizawl Development Authority in 2013. The problems in planning are-

i) AMC is devoid of Planning Function- The ULB is devoid of its constitutionally mandated planning function. The whole context and the ideology

of urban planning is lost and overlapped. The urban planning function of the ULB is not practised here in reality even though they should be the caretakers of master plan. The AMC Commissioner made agreement with the UD&PA in 2018 to be the caretakers of Master Plan. They will take back the planning functions from AMC. There is lack of qualified manpower to look after planning in AMC. The Asst. Town Planner is transferred on deputation from the Govt. of Mizoram and there are two qualified Asst. Town Planner, who had been employees of ADA which was eventually merged with the AMC.

ii) The Planning Machineries are Inactive– District Planning Committee as envisaged in the constitution Article 243-ZD has existed for the name sake in rural areas of the districts of Aizawl, Champhai, Mamit, Kolasib and Serchhip. The committees are supposed to formulate, implement, review, monitor, to draw up district level plan, examining all district level normal state plan, CSS and other funding agencies and to forward to the State Planning Board (SPB) and to seek public participation and cooperation.

iii) Lack of Political Will- Aizawl grows haphazardly without proper planning. It has 52 per cent of the entire urban population in Mizoram. Aizawl is divided into different planning zones based on the Master Plan-2030 which is an integrated and comprehensive development framework for Aizawl. It is oriented towards extending the boundaries towards the peripheral areas rather than concentrating in the downtown areas. The master plan incorporates more villages lying beyond the AMC officially declared area in the gazette. In the south AMC area covers up to Falkawn but the planning zone extends up to Hualngohmun, in the north AMC area extends up to Neihbawih but the planning area covers up to

Sihphir, in the western side, Phunchawng is covered in the AMC area but the plan covers up to Sairang. The political back up is required in order to implement the master plan. Half-hearted devolution of planning functions is the hindrance in effective planning.

g) Display of Advertisement and Hoardings

Based on the regulations, the AMC removed advertisement and signboards in the Durtlang area on August 28, 2017 without giving any information to the citizens in the area. The people got very angry because religious signboards and information boards which cost a pretty sum of money relating to the community had been destroyed. The joint non-governmental organizations warned the AMC to repair and replace the signboards within the month of September, 2017 and failure of action would tantamount to dire consequences. The AMC Mayor and the Ward Councillor said they were not informed of the work to be undertaken by the AMC. There was no transparency and misinformation inside the urban local body organization. Here the role played by the AMC was very important. If proper actions were taken and the community informed beforehand, such things can be avoided.

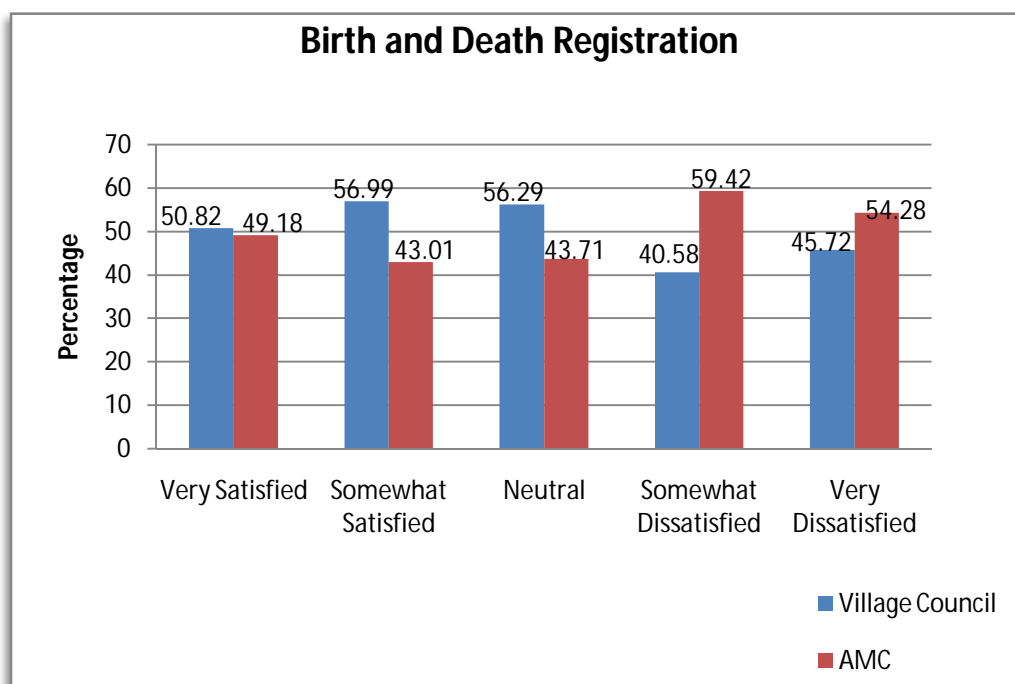
h) Registration of Births and Deaths

The function of births and deaths registration in Aizawl Municipal area is entrusted to AMC since 2016. However, data before 2016 is with the Directorate of Economics and Statistics Department. The organizations involved in the issue of certificates are- the Directorate of Economics and Statistics Dept., Govt. of Mizoram, The Deputy Commissioner's Office, the Aizawl Municipal Corporation

and the Registrar of Births and Deaths (RBD) in every locality. Births and Deaths registration are also done by every RBD and all registered hospitals.

Chart 6.6

Level of Satisfaction in Births and Deaths



Source: Field Study

According to Chart 6.4, the level of satisfaction is low in post-AMC. For people to procure certificate after one year of the incident, they have to get the Non-Availability Certificate (NAC) application form from the Deputy Commissioner (DC) office. Then the required signatures and documents of NAC Certificate is issued by the Directorate of Economics and Statistics Department. After this, cross verification by the Magistrate at the DC office and finally certificate is issued at the AMC with payment of Rs. 1100/- The process is too cumbersome and time consuming for the citizens. Therefore, the level of satisfaction is low and the dissatisfaction level is comparatively higher in the post-AMC period. The field study conducted revealed that the nodal agencies

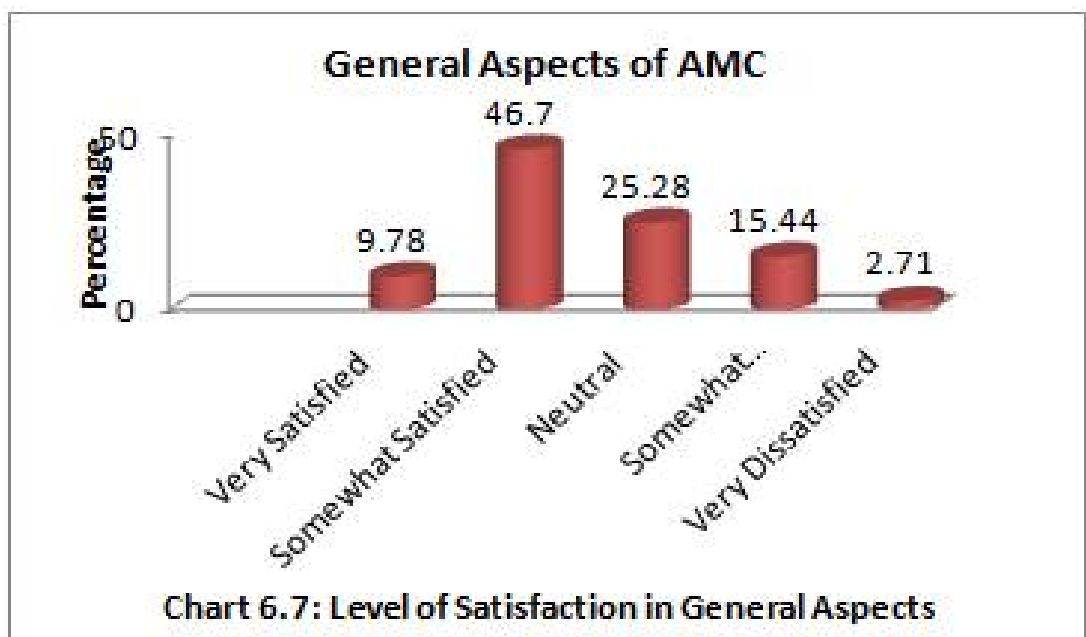
often delegated responsibilities which were out of the purview or allocated business of the AMC and hence, this created a lot of problems.

i) ***General Aspects of the AMC***

General aspects cover the entire gamut of perceptions of the Aizawl citizens while dealing with the AMC office. The courtesy, timeliness and efficiency of services, the AMC compares with the ideal agency, the logical and easy to navigate of the website, the overall expectations and the extent to which AMC has fallen short of expectations and their confident level in the organization that they will deliver services upto expectations in the future.

Chart 6.7

Level of Satisfaction in General Aspects



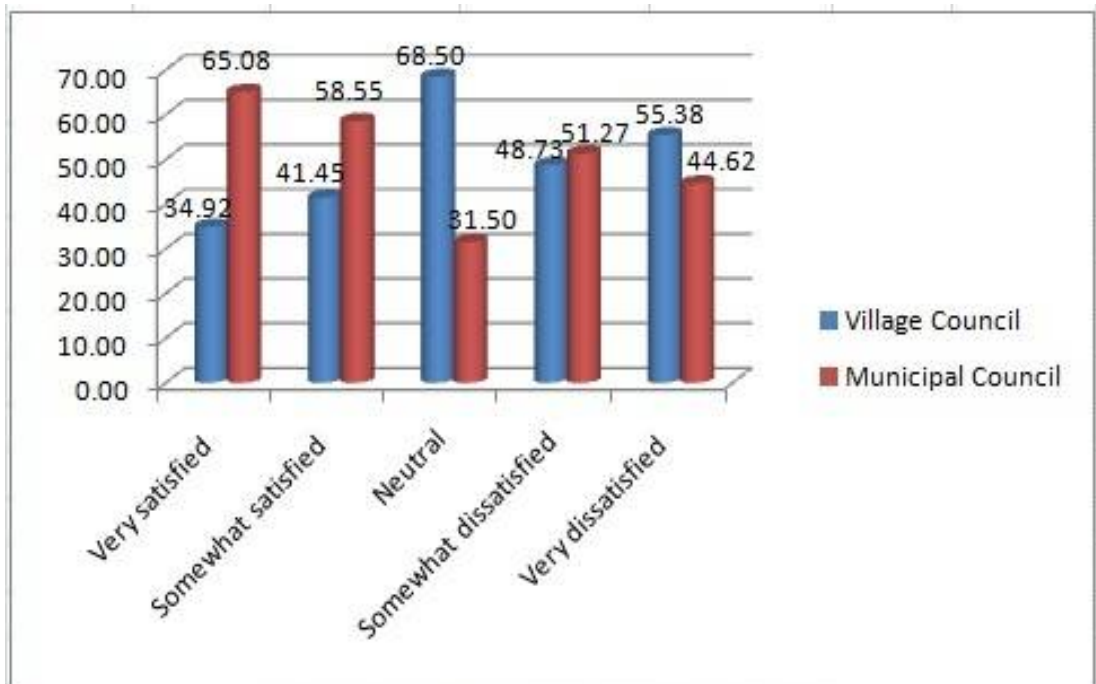
Source: Field Study

By looking at the consolidated general aspects of AMC, majority of the citizens dealing with the AMC office are satisfied with their experience and they have hope that it will continue in the future. The very satisfied level is 9.78 per

cent and somewhat satisfied level is 46.70 per cent. So, the general performance of the AMC office is satisfactory.

j) Consolidated Overall Satisfaction Measurement

Chart 6.8
Overall Citizen Satisfaction



Source: Field Study

A consolidated survey on citizens satisfaction on these functions have highlighted that in all the functions carried out by AMC, the citizen satisfaction level is higher in the post-Aizawl Municipal Council than what it was during the Village Council. The level of citizen’s satisfaction at the post-AMC is 65.08% in very satisfied category and 58.55% in somewhat satisfied category. During the Village Council governance, in the same category the highly satisfied and somewhat satisfied are 34.92% and 41.45% respectively.

Village Council is a local self-governing institution inheriting the function and of the Mizo Chiefs' and council of elders exercising authority based on traditions and customary practises of the Mizos. Among the 3fs such as funds, functions and functionaries; Village Council is endowed with multiple functions without corresponding funds and functionaries. Amendment in the Village Council was made certain times but according to the study Aizawl citizens were not satisfied with the performance of Village Council. This is due to many reasons such as functions performed by VC have become obsolete for the Aizawl urban area- distribution of jhum land for cultivation and prevention of outbreak of fire in the jhum area; majority of the urban citizen were already engaged with the tertiary sector. Distribution of house site for residential purpose also is no longer applicable in the urban area because land is scarce and most of it already belongs to private property.

VC until 2014 was not a development body as the structure and legislative provisions were not designed to carry out socio-economic development at the grassroot level. Financial inability was one of the largest barriers; VC almost totally depends on the fiscal transfer from higher level governments such as the central and state governments. Local revenue was almost absent as the resource base of the VC was very limited and there was no revenue assignment except minor charges and fees until 2014 when an amendment was made in the VC act. In 2012-13, the own tax revenue of the VC in Mizoram was 0.010 per cent to the own tax revenue of the state government. With regard to the formulation of district plan and incentive fund/separately earmarked to meet the local

aspirations. Technical support to the VC for the preparation of plan documents and integrated plans was absent. There was no decentralization of planning.

However, in 2008, for Aizawl urban area, urban local body with a background of article 243 P-ZG of Indian Constitution was set up with the insistence of JNNURM which is an urban renewal scheme launched in 2005 all over India. Since then state government has reluctantly jumped to introduce the urban local body. Mizoram government is very slow in devolving and transferring powers and functions specified in the 12th Schedule of the Indian constitution primarily due to the ULB being in an incipient stage and also due to financial constraints. Since municipal council is a more organized and compact urban local body, the services rendered by this body is commendable. It is equipped with state finance commission, women's reservation, central finance commission (CFC) grant, three kinds of body, gram sabha, etc. With the help of its subsidiary body local council at the local level, there is a network of urban governance system with better people's participation thereby indicating good urban governance. AMC was selected among the nine States out of 29 in India which was found eligible for getting the performance grant from CFC during 2014-15¹⁶⁴. The survey has shown that in all aspects, the satisfaction level of the citizen is intense in post-AMC than pre-AMC. Neutral level during Village Council is much higher than post-AMC.

Aizawl citizens are not satisfied with all the services rendered by the AMC. Discriminatory nature of the implementation of building regulation by

¹⁶⁴ P.I.B. 2015, July 23. *Only nine states eligible for Performance Grants of Urban Local Bodies in 2014-15*. Retrieved from <http://pib.nic.in/newsite/PrintRelease.aspx?relid=123624>.

AMC, blurred relationship between AMC and non-state actors; and the Licensing Regulation Act– 2012 of the AMC have been passively objected. In the initial years of inception, payment outlet for Property Tax was not provided in the heart of the city, so it was not convenient to pay taxes. And, solid waste management system in Aizawl is still unscientific; open dumping of waste is still practise and there is no treatment of waste and burning of waste is a common phenomenon causing pollution.

PART-III: SUGGESTIONS FOR EFFECTIVE ULB

Citizen Satisfaction Survey should be conducted at least once a year to be organized by the UD&PA or the AMC. The satisfaction survey will identify the weaknesses of the ULB so that necessary problems can be mended. It will make the ULB more accountable and it will build up the citizen's trust upon the urban government. Planning and policy making will be enhanced. The share of local government in the state budget should be known in advance. It is also suggested that effective synchronisation of UD&PA, State Finance Commission, related departments and AMC must be ensured in order to have a viable mechanism for delivery of civic and non-civic services within the urban area.

Solid Waste Management

Infrastructural development and technical support is the first requirement in order to have proper waste and sewerage management. The next step is proper awareness system among the citizens so that people can actively take part in pursue of cleanliness in the urban area. Population and geographical terrain difficulty should be taken into account during allocation of funds for hiring garbage vehicles. Capacity building of the personnel involved in the SWM at

AMC and Local Councils is mandatory. Penalty to the family of defaulters who still dump waste in the stream/drainage must be imposed strictly by the Local Council of the area.

Building Regulations

Inserting in the regulations compulsory parking provisions for public buildings such as school and hospital seeking for building permission. The formation of Anti-Parking Squad in collaboration with the Local Council to regularly check the on-street parking at night in the smaller roads in a locality. In view of the loose soil texture and its location in a very high earthquake prone zone, building regulations should go hand in hand with urban planning. Instead of vertical extension, horizontal extension is safe for the city. The already congested ridge areas must be strictly regulated and the outer areas must be worked out in conformity with the Master plan. Proper land pass must be produced to seek the building permission especially for the government buildings.

Trade Licensing

It is desirable to have proper awareness system before any steps is taken by the urban government. When the licensing regulation was issued, people perceived that it is a trade license but it was actually a shop license with mandatory guidelines on the location of the establishment alongwith the provisions of sustainable clean environment. The participation of civil society as a pressure group to make necessary modifications in the licensing regulation is a behaviour pertaining to good governance. Involvement of the citizens in the decision making as passive watch groups resulted into creation of common good for the common people.

Parking Lots

To prevent impersonation of legitimate collector, there must be uniform given at a subsidised rate by the AMC to all the collectors' along with genuine identification tag, this will enable the customers to identify the genuine collector. We need more parking areas and for this private may be given financial assistance to enable them to construct buildings for public parking which is very limited in the hilly areas. Strict enforcement of parking regulation without any discrimination between customers is also required.

Property Tax

For the convenience of citizens, payment of Property Tax should be made online. Now Local Councils are utilized as collecting agent and five per cent of the accumulated taxes are given to them. Expenses in collection of Property Tax can be curtailed by payment online while the existing set up can be continued for a while.

Urban planning including town planning

The urban Aizawl should be governed at the city level. There is an overlapping of functions and service delivery among the different organizations and departments. Some sectors fall under the custody of the AMC while some functions still remain with the state government. Urban Planning and management functions should be taken over from UD&PA and the AMC should be the caretakers of Master Plan 2030 alongwith devolution of necessary resources. In reality, planning function is left to the parent department UD&PA. To be able to function as the real master, the AMC needs infrastructural, institutional and human resource development. A comprehensive planning and

programmes in line with the provisions of the Master plan should start from the grassroot level, by the local council who knows their needs and problems better. Aizawl needs extension, a planned satellite town with all the necessary infrastructure and basic civic amenities.

Advertisement and hoardings

AMC can collaborate with the local council to monitor the display of advertisement and hoardings. Grassroot local government is the most effective instrument in the implementation of government policy at the local level. Before defaulters are punished or removal of advertisement, proper information must be given to the organization or individual.

Birth and death registration

Multiple agencies involved in the registration of birth and death should be minimised. Depending on the issues involved, citizens have to go to multiple offices such as registrar of birth and death, Aizawl Deputy Commissioner Office and Economics and Statistics Department.

Benchmarking service delivery in sectors such as Water Supply, Storm Water Drainage, Sewerage and Solid Waste Management and water supply was issued by the UD & PA. Sewerage and Solid waste is looked after by the AMC. Water supply is beyond the control of UD&PA and managed by the Public Health Engineering Department (PHED) while storm water drainage is managed by multiple departments- AMC, PHED, Public Works Department, UD&PA, therefore, the different functions are overlapped among different organizations in the urban area.

Powerful Mayor

It should be appropriate if we have an elected Mayor equipped with more powers. In terms of responsiveness to the local needs, the study conducted by the Latin American Research finds that the elected Mayors are more responsive to the needs of the citizens than the appointed Mayor by the State/Central government. Therefore, the ongoing practise in AMC is that the highest administrative office is the Commissioner which is manned by the official on deputation from the Mizoram State Government. The state government invariably control the AMC through the deputations.

Municipal Cadre

The councillors are not powerful in terms of appointment of municipal personnel. The Elected Councillors must be empowered to appoint the municipal personnel/officials of their choice from the open market based on the conditions of recruitment and service conditions of the bureaucracy. There is a legal provision for municipal cadre in Mizoram but in actual practice it is not yet functioning. In order to have strong and determined personnel for good urban governance in the AMC, it is better to have a separate municipal cadre.

Hilly Area Centric Urban Policy

Urban policies are plain-area centric and not hilly area centric. In the hilly area, the cost of providing basic services is high because of the terrain, transportation and communication system. The urban policy specifically suited to the needs of the hilly areas must be specially arranged.

Quality Infrastructure

Weak infrastructure coupled with insufficient personnel at the disposal of the urban local body is another hindrance in the urban development. Aizawl is vulnerable to the climate change and disasters. The state is the second highest climatically vulnerable states among all the Indian Himalayan Region in India in the climate vulnerability assessment for the Indian Himalayan Region (IHR) done by the Indian Institute of Technology-Guwahati and Mandi and Indian Institute of Science, Bangalore. It is a big challenge for the urban government to create infrastructure which is necessary to have quality governance.

Real Devolution

The state government should be serious in devolution and decentralization. At present the autonomy of AMC is deeply disregarded. Aizawl City is practically not governed at the city level; it is governed at the state level. The provisions of the constitution in terms of devolution of functions alongwith funds and functionaries should be implemented in spirit.

Involvement of AMC in Implementation of Schemes

A large number of urban development programmes are implemented in the urban area. Involvement of AMC in various urban development schemes is zero or absent. The UD& PA and other related/concerned departments directly through Local Council execute and implement those schemes. In some schemes, Local council are totally overlapped.

Urban government today no longer hold the monopoly of shaping and implementing policies for the urban citizen since there is a shared network among

the different stakeholders. Sound urban governance is believed to be the panacea for the ills associated with the several problems faced by the urban area. While studying the reality of the urban governance in Aizawl, while citizens are satisfied with most of the functions of the ULB, the journey taken by the ULB is not very smooth for the last couple of years. There have been clashes of interest, finance impropriety on the part of the state government, administrative inconvenience, political instability for some years, etc. In many aspects the municipal/local authorities in Aizawl have been providing quality and standard services conforming to the application of good urban governance. The implementation of the 74th CAA has positive as well as negative results.

There are 23 notified towns in Mizoram and Aizawl is the biggest urban centre in the state. Municipal Council is first set up in Aizawl and it is a pioneer in this regard. In all other notified towns, urban governance is still handled by the Village Council. With availability of more funds, functions and functionaries at the disposal of municipality, the citizen's satisfaction level with the new urban local body is higher than the VC on urban services. It is recommended that similar body may be implemented in other notified towns of Mizoram so that quality of urban governance may be enhanced in these places. Similarly, the council may be established in the urban centres in the hilly towns in other parts of India. The study can be useful for the future developments of the future municipalities in Mizoram.



UN-Habitat
Urban Governance Index
Methodology Guidelines
Global Campaign on Urban Governance
Global Urban Observatory

A. Effectiveness	
Indicator 1:	Local government revenue per capita (core set, no.1)
Principle(s):	Effectiveness; Accountability
Definition:	The total local government revenue (income annually collected, both capital and recurrent for the metropolitan area, in US dollars) per capita (3 year average)
Methodology:	<p>The indicator is measured by identifying the following data:</p> <ul style="list-style-type: none"> · Total local government revenue (R): This includes the income annually collected, both capital and recurrent for the metropolitan area, in US dollars). A 3 years average of the values is undertaken. Please make sure to specify whether the information is for the municipal area or the metropolitan region. · Total population (P). Please make sure that the spatial unit (municipality/metropolitan) is standard for the local government revenue and the population size. · Local government revenue per capita (LGR) = R/P
Reference:	Global Urban Indicators Data base

Indicator 2:	Ratio of actual recurrent and capital budget
Principle(s):	Effectiveness; Accountability
Methodology:	<p>The indicator is measured by identifying the following data:</p> <ul style="list-style-type: none"> · The total local government recurrent budget (R) : Recurrent includes income derived on a regular basis (e.g. taxes and user charges) · The total local government capital budget (C) : Capital includes fixed income, that is derived after allocation of funds from internal or external sources (E.g. higher levels of

	<p>government, private sector, donor agencies).</p> <ul style="list-style-type: none"> · Ratio of actual recurrent and capital budget (RRC) = R/C
Reference:	New Indicator, adapted from Global Urban Indicators Data base

Indicator 3:	Local government revenue transfers (core set, no.2)
Principle(s):	Effectiveness; Accountability, Participation
Definition:	Percentage of local government revenue originating from higher levels of government. This includes formula driven payments (such as repatriation of income tax), other grant donations from higher government levels including national or state governments and other types of transfers.
Methodology:	<p>The indicator is measured by identifying the following data:</p> <ul style="list-style-type: none"> · Local government revenue (R) = Total local government revenue (transfers and nontransfers) · Transfers in local government revenue (T): Income originating from higher levels of government, which include formula driven payments (such as repatriation of income tax), other grant donations from higher government levels including national or state governments and other types of transfers · Percentage of local government transfer (LGT) = $(T / R) * 100$ · Scoring on the percentage of transfers: 0-25% = 1.0; 25-50% = 0.75; 50-75% = 0.50 and 75-100% = 0.25 · Ratio of actual recurrent and capital budget (RRC) = R/C
Reference:	UN-HABITAT Global Urban Indicators Database (GUID)

Indicator 4:	Ratio of mandated to actual tax collection (core set, no.3)
Principle(s):	Effectiveness; Accountability, Participation
Definition:	Ratio of mandated tax collected to the actual tax collected. Tax collection is one of the sources of income for the local government.
Methodology:	<p>The indicator is measured by identifying the following data:</p> <ul style="list-style-type: none"> · Actual tax collected (C)

Reference:	<ul style="list-style-type: none"> · Mandated (planned) tax to be collected (M) · Ratio of mandated to actual tax collected (TC): C/M <p><u>Taxes</u>: municipal rates and levies, any local taxes on the transfer of property and any other taxes such as entertainment or hotel taxes, motor vehicle taxes, taxes on business which do not reflect the direct provision of services</p> <p>New Indicator, Adapted from UN-HABITAT Global Urban Indicators Database (GUID)</p>
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Indicator 5:	Predictability of transfers in local government budget
Principle(s):	Effectiveness
Definition:	Does the local authority knows well in advance (2-3 years) about the amount of budget and level of consistency/regularity in receiving transfer from higher government?
Methodology:	<p>1. The effort is to measure whether the local authority knows well in advance (2-3 years) about the amount of budget and level of consistency/regularity in receiving transfer from higher government.</p> <p>The following queries need to be addressed:</p> <ul style="list-style-type: none"> - Is the amount of fund transfers from higher level of govt.(national/state known in advance (approx. 2-3 years) of the local budgeting process? (Yes/No) <p>2. The second important aspect to measure the “basis” of transfers. For example, the population in 1999 was 1 million and the transfer was \$1 million. In 2000, the population was 1.1 million, but the amount of transfers was \$900,000. In the absence of a strong correlation between the basis and the transfer amount, the transfers may not be predictable.</p> <ul style="list-style-type: none"> - Is there a basis to determine the transfer amount? (Yes/No) <p>The transfers include the formula driven payments (such as repatriation of income tax) and other grant donations from higher government levels including national or state governments</p>
Reference:	New Indicator

Indicator 6:	Published performance delivery standards (core set, no. 4)
Principle(s):	Effectiveness, accountability
Definition:	Presence or absence of a formal publication by the local government of performance standards for key services delivered by the local authority.
Methodology:	<p>The following queries need to be addressed.</p> <ul style="list-style-type: none"> · Is there currently a formal publication of performance standards for key services delivered by the local authority? (PPS) (Yes/No) · If yes, what is the number of key services for which the PPS is present (S) · What is the total number of key services for which PPDS should be present (T) · Published performance delivery standards (PPDS) : PPS x S/T <p>Key services include: Water supply, electricity, sanitation, solid waste management, health, education and others.</p> <ul style="list-style-type: none"> · At what institutional level does the publication of performance standard takes place? (Municipality/District/State/Province)
Reference:	New Indicator

Indicator 7:	Consumer Satisfaction Survey
Principle(s):	Effectiveness, Accountability
Definition:	Existence and frequency of a survey on consumers' satisfaction with the local authority's services.
Methodology:	<p>The indicator is measured by the following:</p> <ul style="list-style-type: none"> · Has a survey of consumer satisfaction with local government services being undertaken in the city? (Yes/No)

Reference:	<p>· At what institutional level is the consumer satisfaction survey undertaken? (Municipality/District/State/Province)</p> <p><i>Note: Data can be available at individual government departments / consumer courts, sometimes Consumer Satisfaction Surveys might be handled by a department external to government, such as a local university.</i></p> <p>New Indicator</p>
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Indicator 8:	Existence of a vision statement
Principle(s):	Effectiveness, Accountability, Participation
Definition:	<p>The measure of local authorities commitment in articulating a vision for the city's progress.</p> <p>Does the local authority articulate a vision for the city's future through a participatory process?</p>
Methodology:	<p>The following queries need to be answered:</p> <ul style="list-style-type: none"> · Is there a vision statement developed for the cities' future by the local government (VS)? (Yes/no) · If Yes, has the vision statement been drafted through a participatory process (involving local government, civil society and the private sector (PP)? (Yes/No) · Vision statement (VSE) = 0.5 (VS + PP)
Reference:	New Indicator

Regulation of Land Use and Construction of Building

How satisfied are you with the following aspects of Regulation of Land Use and Construction of Building?

	Pre-AMC	Post-AMC
1. Strict enforcement of land use and construction of building. a) Very satisfied b) Somewhat satisfied c) Neutral d) Somewhat dissatisfied e) Very dissatisfied	[]	[]
2. Do you think there are discrimination/political influence while enforcing Building Regulations by the AMC? Are you satisfied? a) Very satisfied b) Somewhat satisfied c) Neutral d) Somewhat dissatisfied e) Very dissatisfied	[]	[]
3. Is Building Regulations significant for Aizawl? a) Very significant b) Somewhat significant c) Neutral d) Somewhat not significant e) Not very significant	[]	[]
4. Do you think it is already late in having strict Building Regulations when the city area is already congested? a) Very late b) Somewhat late c) Neutral d) Somewhat not very late e) Not very late	[]	[]
5. The effectiveness in monitoring after building permission is given. a) Very effective b) Somewhat effective c) Neutral d) Somewhat not very effective e) Not very effective	[]	[]
6. What according to you is/are the problems in regulation of land use and construction of building?		

Management of Parking Lots

How satisfied are you with the following aspects of Management of Parking Lots?

	Pre-AMC	Post-AMC
1. System of collecting parking fees within the city area. a) Very satisfied b) Somewhat satisfied c) Neutral d) Somewhat dissatisfied e) Very dissatisfied	[]	[]
2. Rate of parking fee collected. a) Not much b). Somewhat okay c). Neutral d) Somewhat not okay e) Too much	[]	[]
3. Frequency of Parking Areas in the city. a) Very satisfied b) Somewhat satisfied c) Neutral d) Somewhat dissatisfied e) Very dissatisfied	[]	[]

4. Do you feel okay about the departure timing for Maxi Cab service which is fixed in the morning? [] []
 a) Very satisfied b) Somewhat satisfied c) Neutral
 d) Somewhat dissatisfied e) Very dissatisfied
5. Do you think Ch. Saprawnga Truck Terminal is significant? [] []
 a) Very significant b) Somewhat significant c) Neutral
 d) Somewhat not significant e) Not very significant
6. Do you think Ch. Chhunga Bus Terminal is helpful? [] []
 a) Very significant b) Somewhat significant c) Neutral
 d) Somewhat not significant e) Not very significant
7. Do you have any suggestion with regard to better management of parking area?

Licensing Regulations

How satisfied are you with the following aspects of Licensing Regulations?

Pre-AMC Post-AMC

1. Are you satisfied with the provisions of the licensing regulations? [] []
 a) Very satisfied b) Somewhat satisfied c) Neutral
 d) Somewhat dissatisfied e) Very dissatisfied
2. Do you think there is any harm caused by the license to Mizo Society? [] []
 a) Very harmful b) Somewhat harmful c) Neutral
 d) Somewhat not harmful e) Not very harmful
3. Do you think the implementation of licensing regulations is detrimental to the safety of the Mizo traders? Are you satisfied? [] []
 a) Very satisfied b) Somewhat satisfied c) Neutral
 d) Somewhat dissatisfied e) Very dissatisfied
4. What according to you is/are the problems in licensing regulations?

Property Tax

How satisfied are you with the following aspects of Property Tax? **Pre-AMC Post-AMC**

1. Overall collection of Property Tax. [] []
 a) Very satisfied b) Somewhat satisfied c) Neutral
 d) Somewhat dissatisfied e) Very dissatisfied
2. The rate of Property Tax. [] []
 a) Very satisfied b) Somewhat satisfied c) Neutral

d) Somewhat dissatisfied e) Very dissatisfied

3. Do you think it is convenient for the citizen to pay property tax? [] []

a) Very convenient b) Somewhat convenient c) Neutral

d) Somewhat not convenient e) Not very convenient

4. Do you think people are reluctant to pay taxes? [] []

a) Very reluctant b) Somewhat reluctant c) Neutral

d) Somewhat not reluctant e) Not very reluctant

5. How satisfied are you with the way public authority spent public money?[] []

a) Very satisfied b) Somewhat satisfied c) Neutral

d) Somewhat dissatisfied e) Very dissatisfied

Births and Deaths Registration

Pre-AMC Post-AMC

1. Are you satisfied with the system of births and deaths registration? [] []

a) Very satisfied b) Somewhat satisfied c) Neutral

d) Somewhat dissatisfied e) Very dissatisfied

2. Do you think it is troublesome to get births and deaths registration? [] []

a) Very troublesome b) Somehow troublesome c) Neutral

d) Somehow not troublesome e) Not very troublesome

3. Simplicity in the process of doing births and deaths registration [] []
Are you satisfied?

a) Very satisfied b) Somewhat satisfied c) Neutral

d) Somewhat dissatisfied e) Very dissatisfied

General Aspects of AMC

1. How courteous were the AMC's personnel? []

a. Very courteous b. Some what courteous c. Neutral

d. Somewhat not courteous e. Not very courteous

2. How timely were the AMC in administering the process you experienced? []
Are they efficient?

a. Very timely and efficient b. Somewhat timely and efficient c. Neutral

d. Somewhat untimely and inefficient e. Very untimely and inefficient

3. How logically organised and easy to navigate is the AMC's website? []

a. Very well organised and easy to navigate b. Somewhat logically

organised and easy to navigate c. Neutral d. Somewhat unorganised

and not easy to navigate e. Very unorganised and not easy to navigate

4. Consider all your experience with the AMC services? How will you fare []
the services(Overall expectations)?

- a) Very satisfied b) Somewhat satisfied c) Neutral
- d) Somewhat dissatisfied e) Very dissatisfied

5. Consider all your expectations, to what extent has the AMC fallen short of your expectations or exceeded expectations? []

- a. Exceeds expectations b. Somewhat exceeds expectations c. Neutral
- d. Somewhat fallen short of expectation e. Very fallen short of expectations

6. Imagine the ideal organization that offers the same type of services. How well do you think the AMC compares with the ideal agency? []

- a. Very close to the ideal b. Somewhat close to the ideal c. Neutral
- d. Somewhat not close to the ideal e. Not very close to the ideal

7. How confident are you that the Agency will do a good job providing the services that you used in the future? []

- a. Very confident b. Somewhat confident c. Neutral
- d. Somewhat not confident e. Not very confident

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2004: National Eligibility Test (NET)

2011-2013: M.Phil. in Public Administration
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MEMBERSHIP

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2013-till date: Co-ordinator, IGNOU Study Centre-1923, Pachhunga University College

2014-2018: Member, Moderation Board, Public Administration, Mizoram University

Executive Member, Alumni Association of Mizoram University

Since 2016: Member, Mizo History Association

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PUBLICATION

‘Public Private Partnership and Solid Waste Management in Urban Aizawl, India’ in Nagarlok (Urban Affairs Quarterly), Centre for Urban Studies IIPA, Vol. L, Part 3, July-September 2018, pp. 14-24, ISSN-00277584, UGC Approved Journal No – 41794.

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Published a chapter in book ***‘Participation of Women in Local Council within Aizawl Municipal Corporation’*** in ‘Participation of Women in Politics and Governance: Local and State in Mizoram’ published by Indian Institute of Public Administration, Mizoram Regional Branch and UGC Women’s Study Centre, Mizoram University, ISBN – 9788193743881, pp 149-158.

Published a paper titled ***‘An overview of Urban Governance in Aizawl’*** in a book ‘Socio-Economic and Political Development in Post-Peace Accord Mizoram’ published by Seminar, Research and Publication Committee, Lunglei Govt. College, Blue Rose Publishers, October 2018, pp. 265-279, ISBN- 978-93-88427-01-2.

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‘Urban Governance in Aizawl: Challenges before Urban Local Bodies towards Development’ in Mizoram University Journal of Humanities & Social Sciences, Vol.IV No.1 June 2018; pp 36-46, ISSN 2395-7352 Published by Mizoram University.

‘Urban Solid Waste Management System and People’s Participation in Aizawl City’ in the Proceedings of 12th International Conference on Public Administration (12th) & International Symposium on West African Studies (1st) held at Accra, Ghana, Africa, during 14-17 November 2017, ISBN 978-7-5647-5222-4.

‘Service Level Benchmarks on Sewerage and Solid Waste Management in Aizawl City’ in Administrative Studies, Vol.2 No.1 March 2017; pp 49-64, ISSN 2454-9088, Published by Department of Public Administration, Mizoram University.

‘Urban Basic Service Delivery with reference to Sanitation’ in Senhri Journal of Multidisciplinary Studies, Vol.1 No.2 July – December 2016; ISSN 2456-3757, pp 68-84.

Published a paper titled ***‘Sustainable Development Goals With Reference to Sustainable Access to Drinking Water and Sanitation in Aizawl’*** in MIZO-ENVIS, Vol.11 No.2 September 2016; pp 9-14, ISSN 2454-3845 Published by Mizoram ENVIS Centre, Mizoram Pollution Control Board.

A Study of Urban Water Services and Service Level Benchmark Standards in Aizawl Municipal Council Area’ in Senhri Journal of Multidisciplinary Studies, Vol.1 No.1 January – June 2016; ISSN 2456-3757.

‘Fiscal Governance and Local-Self Governing Institutions in Aizawl District: Issues and Challenges’ in State and Participatory Governance in North-East India, edited by Lalneihzovi, ISBN 81-8324-638-9, Mittal Publications, New Delhi, pp 133-147, 2016.

‘Urban Water Governance with reference to Aizawl Municipal Area’ in Administrative Studies, Vol-01, Issue-1, November, 2015, pp.155-167, ISSN-2454-9088, Published by Department of Public Administration, Mizoram University.

Mizo Women and Politics’ in Hmeichhiate Kailawn edited by Prof. Lalneihzovi, Aizawl: All Mizoram Women Federation, Gilzom Offset, 2014.

Phulpui Village: A Study of its Administration’ in An Insight Into Phulpui edited by Tawnenga et al., ISBN 978-81-924321-8-2, Mizo Academy of Science, Aizawl, 2014.

Bureaucracy and Administration’ in Kristianna leh Zoram Politics (Christianity and Mizoram Politics) edited by Lawmsanga, Aizawl Theological College, Aizawl: The Govt. Press, 2013.

PRESENTATION

Presented a paper ***‘Sustainable Development Goals and Urban Aizawl’*** in the National Seminar on ‘Governance and Development in Mizoram: Role of Multiple Stakeholders and Public Policies’ organized by the Department of Political Science, Mizoram University on 9th – 10th May, 2019.

Resource Person and presented a paper on ***‘Women’s Participation in Local Governance: Aizawl Municipal Corporation’*** in the 2 Days National Seminar on Participation of Women in Governance and Politics at Local and State Level

organized by Indian Institute of Public Administration, Mizoram Regional Branch, UGC Women's Study Centre & Dept. of Public Administration, Mizoram University during 9th – 10th August 2018.

Resource Person in the 10 Days Extended Contact Programme (ECP) of the Post-Graduate Diploma in Higher Education (PGDHE) under Indira Gandhi National Open University (IGNOU), Aizawl Regional Centre during 10th May to 20th May 2018.

Presented a paper '*Empowering Urban Local Administration: People's Satisfaction on the Transition from Village Council to Municipal Council in Aizawl City*' in the Annual Conference of Asian Association for Public Administration (AAPA) held at Universitas Gadjah Madah, Yogyakarta, Indonesia during 22nd March – 23rd March 2018.

Presented a paper '*An Overview of Urban Governance in Aizawl*' organized by Lunglei Govt. College in the National Seminar on '*Socio-economic and Political Developments in Mizoram After The Peace Accord, 1986: Issues and Challenges*' at Lunglei on 8th February 2018.

Resource Person in '2nd Phase In-Service Teachers' Training conducted by Rastriya Madhyamik Shiksha Abhiyan, Mamit District, Mamit and delivered a lecture on '*Issues and Challenges in Teaching Social Sciences*' on 19th April 2017.

Resource Person in '2nd Phase In-Service Teachers Training' conducted by Rastriya Madhyamik Shiksha Abhiyan, Mamit District, Mamit and delivered a lecture on '*Objectives of Teaching Social Sciences*' on 18th April 2017.

Presented a paper titled '*A Study of Urban Sanitation in Aizawl City*' Sponsored by Indian Council of Social Science Research (ICSSR) in the National Seminar on Swachh Bharat Mission: Implications for Public Health and Sanitation' at Indian Institute of Public Administration (IIPA), New Delhi on 16-17 March 2017

Act as a Resource Person in 'In-Service Teachers Training 2016-17, Rastriya Madhyamik Shiksha Abhiyan, Mamit District, Mamit and delivered a lecture on '*Specific Aims and Objectives of Teaching Social Sciences*' on 29th November 2016

Presented a paper titled '*Sustainable Development Goals and Urban Development in Aizawl*' at UGC Sponsored Co-Sponsored by SBI and UD&PA, National Seminar on Regional Disparities and its Consequences on 28-29 September 2016

Participated and presented a paper on '*A Study of Urban Water Governance with reference to Aizawl Municipal Area*' at Pearl Jubilee Celebration and International Seminar on Governance in India: Problems and Prospects' at Dept. of Public Administration, Mizoram University on 5th November 2015.

Delivered a talk on '*Application of Right to Information Act in Mizoram*' at Departmental Seminar, Pachhunga University College on 11th March 2015.

Resource person at the 'Mid-Career Training for Mizoram Secretariat Service Grade-V (Junior grade) Officers' and delivered lecture on a topic "*Basics of Public – Private Partnership*" for two sessions at Administrative Training Institute, Govt. of Mizoram, India on 24th November 2014.

Paper titled '*Fiscal Governance and Sub-State Level Government in Rural Areas of Aizawl District, Mizoram- Issues and challenges*' presented on A Two Day National Seminar on State and Participatory Governance with Special focus on North East India. Jointly organized by The Department of Public Administration, MZU & Indian Institute of Public Administration, Mizoram Regional Branch on 20-21st November 2014.

Resource person at the Mid-Career training for Mizoram Secretariat Service Officers' and delivered a talk on "*Better Service Delivery through Responsive Governance: A New Mechanism*" at Administrative Training Institute, Govt. of Mizoram, India on 4th and 25th September 2013.

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DEGREE : Ph.D.

DEPARTMENT : PUBLIC ADMINISTRATION

TITLE OF THESIS : GOOD GOVERNANCE IN URBAN INDIA:
A CASE STUDY OF AIZAWL

DATE OF ADMISSION : 11.08.2014

APPROVAL OF RESEARCH :

PROPOSAL

1. B.O.S. : 08.04.2015

2. SCHOOL BOARD : 01.05.2015

REGISTRATION NO. & DATE : MZU/PH.D/760 of 01.05.2015

EXTENSION : Nil

(Prof. SRINIBAS PATHI)
HEAD
DEPARTMENT OF PUBLIC ADMINISTRATION

ABSTRACT

ON

GOOD GOVERNANCE IN URBAN INDIA:

A CASE STUDY OF AIZAWL

By

H.C.LALCHHUANAWMA

DEPARTMENT OF PUBLIC ADMINISTRATION

MIZORAM UNIVERSITY

INTRODUCTION

The issue of governance has emerged as a key concept in the international community as there is crisis of governance or governability. It involves the state and non-state actors and is people-centered. It is said governance starts where bureaucracy ends. Governance is 'good' when a State efficiently provides public goods of necessary quality to its citizens. 'Good Governance' is an accountability-oriented term which was coined by developed countries applicable to third world countries. Good governance is the most intense ideological paradigm evolving in the realm of public administration having a foundation in neo-liberalism.

Urban governance is one of the dimensions of governance. It is the exercise of political, economic, social, and administrative authority in the management of a city's affairs by the individuals and institutions, public and private. The emerging democratic dispensation, the strong re-emergence of the civil society and the expansion of the public space, foster the need for taking responsibility and accounting for outcomes and impacts. In addition, the forces of globalization and the movement towards decentralization are putting cities and local governments under tremendous pressure to deliver an ever-expanding range of benefits. Good urban governance is linked to the welfare of the urban citizens in equally providing adequate shelter, security, safe water, sanitation, a clean environment, health, education, nutrition, employment, public safety and mobility. UN Habitat reaffirms the magnitude of good urban governance through its Global Campaign on Urban Governance.

A uniform, comprehensive, strengthened, decentralized and democratic structure in the urban area was created through the historic 74th Amendment to the Constitution of India in 1992. By this provision an urban local body known as Aizawl Municipal Council

(AMC) was created in July 1, 2008 though the first elections were held on November 3, 2010.

STATEMENT OF THE PROBLEM

The prevailing problems in the Aizawl Municipality area were-

- a) On the transition from Village Council to Municipal Council, there was high expectation for quality services on the new urban local body in Aizawl. However, it appears that the effectiveness of the AMC is questionable.
- b) Relationship between the AMC and Civil Society is occasionally blurred rather than integrated.
- c) Lack of political will and reluctance on the part of the State Government line departments to hand over power and functions to the AMC
- d) Solid waste management system in Aizawl is obsolete and outdated.
- e) There was no tax collection outlet within the easy reach of the citizens.
- f) Late released of grants by the State Government to AMC resulted into failure of receiving general performance grants of the Central Finance Commission.

SCOPE OF THE STUDY

The study focused on the quality and effectiveness of urban governance within the Aizawl Municipality Area. In order to find out the effectiveness of urban governance with the introduction of the urban local body; comparative study of the years before the ULB came into existence and the post-formation of ULB was conducted. The measurement is classified Pre-AMC and Post-AMC.

OBJECTIVES OF THE STUDY

The study was conducted having in mind the following objectives:

- a) to probe dimensions of governance, good governance and urban governance.
- b) to study the activities of Urban Local Body.
- c) to assess the effectiveness of Urban Local Body.
- d) to find out the satisfaction level of people in Urban Local Body.
- e) to study the issues and challenges of Urban Local Body.
- f) to offer viable solutions for effective Urban Local Body.

RESEARCH QUESTIONS

The present study attempts to find out the solutions of the following research questions:

- a) What are Governance, Good Governance and Urban Governance?
- b) What are the activities taken up by the Urban Local Body for urban governance?
- c) How effective are local authorities in managing funds and collecting revenues?
- d) How satisfied are citizens with local authorities and their work with regard to urban civic services?
- e) How to improve the urban civic services?

METHODOLOGY

Urban Governance Index (UGI) of the Global Campaign on Urban Governance, UN-Habitat was employed to measure the effectiveness of urban governance in Aizawl. The measurement consists of eight variables-

- i) Aizawl Municipal Council/Corporation's local government revenue per capita both recurrent and capital for the years 2015-2018.
- ii) Ratio of actual recurrent and capital budget.
- iii) Revenue transfer from the higher levels of government.
- iv) Mandated and actual tax collection.
- v) Predictability of transfers in local government budget at least two-three years in advance.
- vi) Presence or absence of publication on performance delivery standards of the key services delivered by the AMC.
- vii) Existence of a vision statement making commitment through participatory process, and
- viii) Existence and frequency of consumer satisfaction survey with AMC services by the local authority.

The AMC, State or District Government so far did not conduct the citizen satisfaction survey. So, we undertook the survey from the urban citizens of Aizawl on the services delivered by the AMC during July–September, 2017. Structured questionnaires were administered and the collection work was completed within three months. A total of 854 questionnaires were collected. For the purpose of selecting the field study, the stratified simple random sampling method was employed for selection of localities and respondents. Wards were considered as the first unit and localities were considered as the second unit. In the first stage – all the 19 wards in AMC area were selected and in the second stage – one to three localities were further selected which were convenient for our purpose. Accessibility, closeness to each other, etc. have been taken into consideration. Thirty nine (39) localities were selected for the study. The data was generated from the

respondents based on the questionnaire as well as the observation and unstructured interviews. These have formed the primary source of information.

Secondary data were also collected from the AMC, UD&PA Department of the Government of Mizoram and other related departments and organizations. The other data sources were books, internet, journals, magazines, newspapers among others. The data collected were properly arranged and analyzed with simple arithmetic such as percentage, addition, ratio and proportion, subtraction, etc.

SUMMARY OF THE CHAPTERS

The first chapter explores the evolution of urban local self-government in India since the ancient period, British period and the post-independence India. The paradigm of governance, good governance and urban governance have been discussed and how they have become relevant in the context of several governance issues emerging in the developing as well as developed countries around the world. The whole gamut of research problems in urban Aizawl which brings about the current research study along with the reviewed literatures finding the gaps in the area of research, the objectives upon which the study was conducted and the brief methodology of the study were also featured.

The second chapter deals with the conceptualization of governance, good governance and urban governance. Governance as an activity was always present in every civilization. The difference between governance and government, the re-emergence of governance since the second half of the twenty-first century with the influence of neo-liberalism and the revitalization and induction of good governance by the international financial institutions were outlined. The different principles of good governance such as participation, rule of law, transparency, responsiveness, consensus orientation, effectiveness and economy and accountability were also thoroughly highlighted. It also

deals with urban governance through the global campaign on urban governance with the principles of good governance including sustainability, subsidiarity, equity, efficiency, transparency and accountability, civic engagement and citizenship and security.

The third chapter traces the Urban Local Body in Aizawl. It looks into the origin and birth of AMC, its composition, municipal authorities and their functions. The provision and functions of the Wards and Ward Committee and as well as the subsidiary body known as the Local Council which is a unique institution at the grassroots level have been highlighted. Besides, the powers and functions of the AMC were thoroughly dealt with such as urban planning including town planning, regulation of land use and construction of buildings, public health, sanitation and conservancy, solid waste management, management of parking area, licensing regulation, display of advertisement and hoardings, property tax and registration of births and deaths. All functions envisaged in the twelfth schedule were not yet transferred to the AMC.

The fourth chapter gives a thorough description of the role of AMC in promoting good governance such as ensuring democratic decentralization, people's participation through Local Council and civil society, protecting urban environment, improved service delivery, quality services through e-governance, poverty alleviation, capacity building, sustainable development, enabling women participation in decision making.

Chapter five gives the analysis and interpretations of the citizen satisfaction based on the field study. The analysis is based on Urban Governance Index of the Global Campaign on Urban Governance. The effectiveness of the service delivered by the AMC is assessed. The Citizen Satisfaction survey was conducted on the functions performed by the AMC. A comparative analysis of the urban governance during the pre-AMC and the post-AMC was attempted. The overall analysis has shown that in all the functions except the

Licensing Regulations and Births and Deaths Registration, citizens are more satisfied on the post-AMC than the pre-AMC. The women's perception also shows the same trend of results. The perception of the citizen in the peripheral and downtown area have shown that in terms of very satisfied option, citizens living in the peripheral area in the post-AMC felt most satisfied. While in the somewhat satisfied level, the level of satisfaction of the people living in the downtown areas is higher. This shows that a quality services is delivered by the AMC throughout its jurisdiction or the municipal area. The level of very dissatisfied people in the peripheral areas has climbed down in the post-AMC.

Chapter six highlights the main summary, the findings of the study and the relevant suggestions thereon. The central focus of the study was to appraise the governance, good governance and urban governance; to outline the activities of the AMC for urban governance and to find out the effectiveness of the AMC compared with the pre-AMC period in the delivery of urban services along with the citizen satisfaction with the local authorities and their work. Finally, it also renders relevant suggestions to remove the fallacies in urban governance.

FINDINGS AND SUGGESTIONS:

Effectiveness Score:

- i) The effectiveness score of the ULB in Aizawl is 0.48 per cent. Data from each indicator are normalised (allocated a value between 0 and 1). The score is high when it is closed to the value of 1.0. The score range is between 0.0-1.0 and AMC is in the mid-range of the assessment. It is neither too effective nor ineffective.
- ii) The only tax base of the urban local body is property tax. No other taxes were levied by the AMC. The per capita tax revenue in Aizawl is Rs. 164.89.

- iii) Income from own source of revenue in 2018-19 is 577.85 lakhs which is 9.77 per cent of the total revenue. Bulk of the AMC budget, i.e. 90.23 per cent is transferred from higher level governments- central government and state government.
- iv) Of all the own source of revenue of the AMC, tax revenue comprised 42.50%.
- v) The actual tax collection is higher than the projected collection and it crosses the mark pre-set by itself, i.e. Rs. 275 lakhs collected and projected was Rs. 250 lakhs.
- vi) The ULB falls short in terms of certain indicators. The transfer of fund from higher level governments and organizations is not predictable in advance.

Suggestions-

- i) Citizen Satisfaction Survey should be conducted at least once a year to be organized by the UD&PA or the AMC. The satisfaction survey will identify the weaknesses of the ULB so that necessary problems can be mended. It will make the ULB more accountable and it will build up the citizen's trust upon the urban government. Planning and policy making will be enhanced.
- ii) The share of local government in the state budget should be known in advance.
- iii) It is suggested that effective synchronization of UD&PA, State Finance Commission, related departments and Aizawl Municipal Council must be ensured in order to have viable mechanism for delivery of civic and non-civic services within urban area.

Citizen Satisfaction Survey-

In the neo-liberal perspective, with the influence of market or market driven government, the citizen is seen as a consumer and the government in many countries

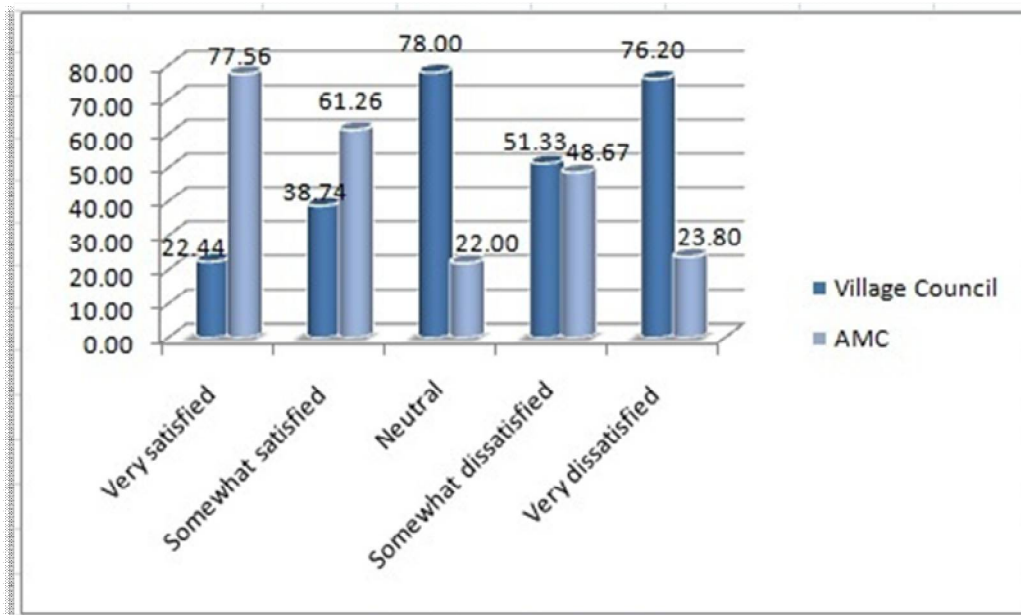
preferred to act as one of the players in the market. Providing consumer satisfaction is the ultimate objective of any business organization.

The questionnaire comprised of 40 questions and it was self-administered. Male respondents consisted of 441 and female comprises 413. The questions have Likert five point scales, on a scale from 1 to 5 with 5 being the most satisfied and 1 is the least satisfied.

a) Solid Waste Management

There are six variables in SWM. The survey has shown that numbers of citizens who were very satisfied with the SWM are comparatively much higher in the AMC administration, which is 77.56% and during the Village Council days it is only 22.44%.

Chart 6.1 : Citizen Satisfaction in Solid Waste Management



Proper SWM takes place only after 2009. The 12th Finance Commission (2005-2010) has earmarked 50 per cent of the ULB grant for SWM schemes in public-private partnership mode. The SWM system faces certain challenges such as-

- i) There is no segregation of waste at source and at the dumping area.

ii) Solid waste is not transported in specially designed garbage disposal vehicles. Waste is manually loaded and unloaded without any protective gear by the sanitation workers.

iii) Until now there is no mechanism of wastewater collection, conveyance and treatment in Aizawl. Number of household with no drainage system comprises 10.3 per cent.

iv) Sizeable portions of the population, i.e. 16.73 per cent have not participated in the collection system. Out of 60,432 households, 10,110 households, which is one-sixth of the total.

Suggestions

Infrastructural development and technical support is the first requirement in order to have proper waste and sewerage management. The next step is proper awareness system among the citizens so that people can actively take part in pursue of cleanliness in the urban area. Population and geographical terrain difficulty should be taken into account during allocation of funds for hiring garbage vehicles. Capacity building of the personnel involved in the SWM at AMC and Local Councils is mandatory. Penalty to the family of defaulters who still dump waste in the stream/drainage must be imposed strictly by the Local Council of the area.

b) Land and Building

While we have very satisfied citizens at the level of 64.55% during the AMC period, during the Village Council days, it is only 35.45%. Before 2008, building regulations and enforcement was undertaken by the Aizawl Development Authority since May 2, 2006, there wasn't enough manpower and infrastructure. Therefore, the

dissatisfaction level is comparatively higher during the Village Council days which come to 60% and post-AMC is only 40%.

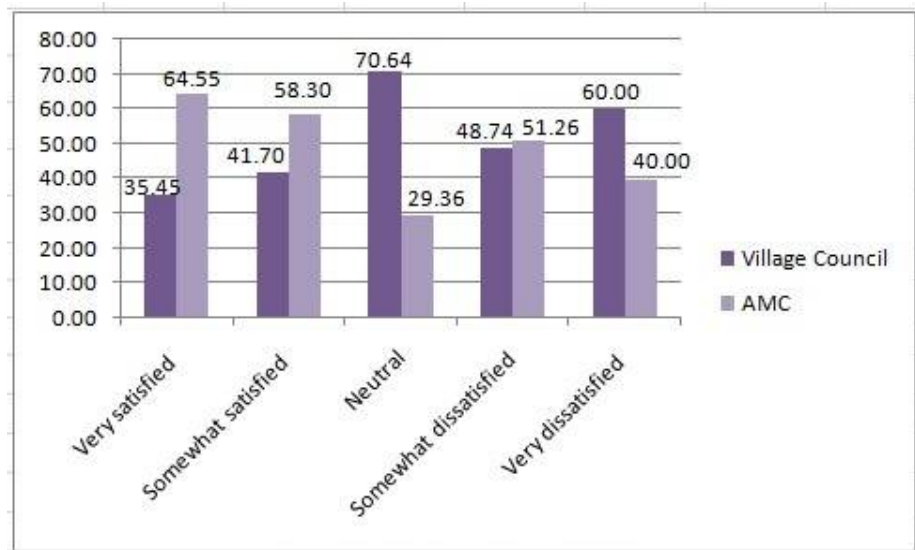


Chart 6.2: Citizen Satisfaction in Regulations of Land and Building

Challenges in Land and Building-

- i) Provision for parking area in the public buildings – hospital and school is absent in the Municipal Building Regulations-2012.
- ii) Construction of buildings in violation of all planning norms and regulations still continues today.
- iii) Without seeking permission from the AMC many buildings have been constructed.
- iv) Half-hearted enforcement of building regulations.
- v) Government buildings also violated the regulation; majority of them did not have proper land pass from the authority.

Suggestions

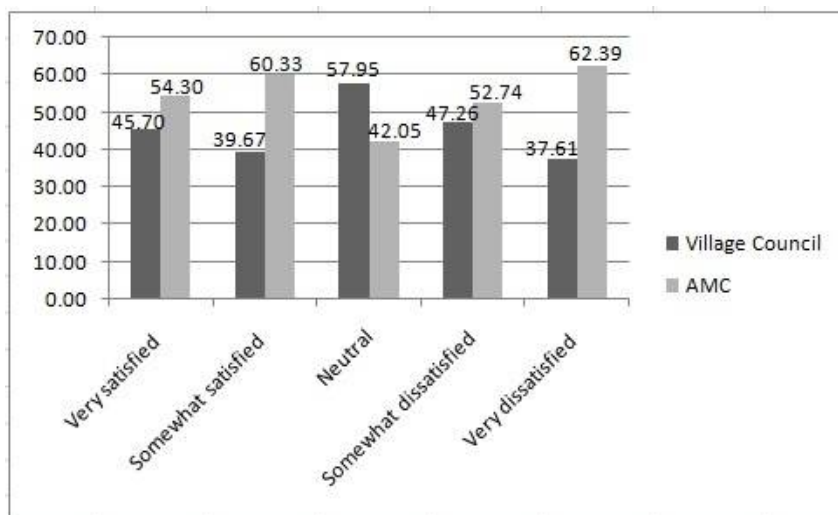
Inserting in the regulations, compulsory parking provision for public building such as school and hospital seeking for building permission. The formation of Anti-Parking Squad in collaboration with the Local Council to regularly check the on-street parking at night in the smaller roads in a locality. In view of the loose soil texture and its location in a

very high earthquake prone zone, building regulation should go hand in hand with urban planning. Instead of vertical extension, horizontal extension is safe for the city. The already congested ridge areas must be strictly regulated and the outer areas must be worked out in conformity with the Master plan. Provision of parking area must be incorporated in the public buildings such as schools, offices, markets, hospitals, etc. Proper land pass must be produced to seek the building permission especially for the government buildings.

c) Licensing Regulations

The survey result has shown that the very satisfaction level of the people is 54.30% and the dissatisfaction level is 62.39%.

Chart 6.3: Citizen Satisfaction in Licensing Regulations



Licensing

Regulations 2012 (with amendment 2013) was vehemently opposed by the Mizo traders, non-governmental organizations and political parties on the ground that it provided a platform for the non-Mizos to pursue trade without limitations. Historically, non-Mizos were not permitted by the colonial government and the subsequent governments to conduct trade in the hill area.

In this aspect, the AMC clarified itself that the main objective of the regulation is to ensure that the business establishment/shop should be located only in the appropriate place and insisted on maintaining clean environment. Therefore, the word ‘Trade’ was removed

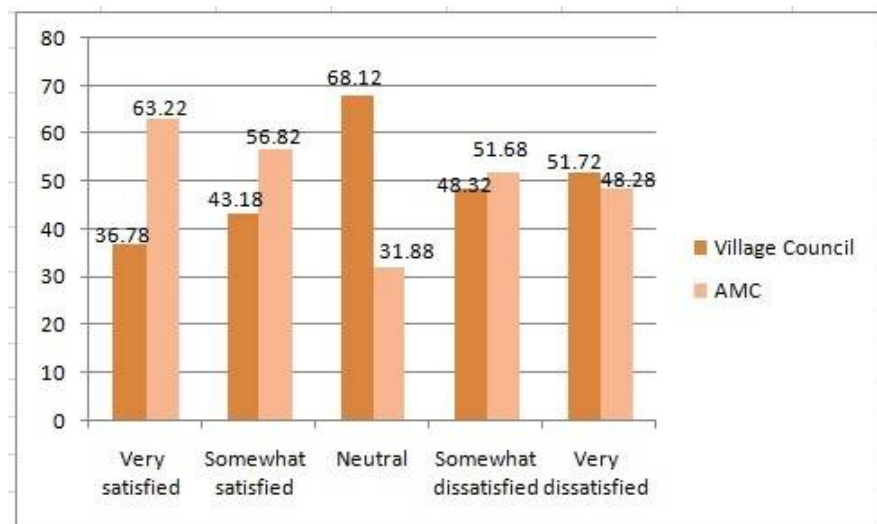
from the clause and for non-Mizos ‘Trade License’ granted by the erstwhile Mizo District Council for non-indigenous persons was demanded.

Suggestions- It is desirable to have proper awareness system before any steps is taken by the ULB. When the licensing regulation was issued, people perceived that it was a trade license but it actually was a shop license with mandatory guidelines on the location of the establishment along with the provisions of sustainable clean environment. The participation of civil society as a pressure group to make necessary modifications in the licensing regulation is a behaviour pertaining to good governance. Involvement of the citizens in the decision making as passive watch groups resulted into creation of common good for the common people.

d) Parking Lots

Municipal area is divided into zones-A, B and C under the management of a contractor. The field study found that the satisfaction

Chart 6.4: Citizen Satisfaction in Parking Lots



of the users/people in the post Municipal council is much higher than the past, they are- 63.22% and 36.78% respectively. While at the same time expectations is also high and the dissatisfaction level is also quite high.

Challenges in Managing Parking Lots:

- i) There are cases of impersonation of collector in the parking and non-parking areas wrongly collecting parking fees from the vehicles. Some unscrupulous collectors also collect parking fees from areas which are not designated parking area.
- ii) Collectors often collect more fees beyond the available mandatory rate made by the AMC; especially with regard to the fees per length of parking on hourly basis.
- iii) New vehicle owners are required to have garage in their possession otherwise registration could not be done. In some localities vehicles can be parked at night on the road as arranged by the local council and the vehicle owners. This obstructs spaces in the roads which makes it more prone to accident.

Suggestions- To prevent impersonation of legitimate collector, all collectors must wear a uniform provided at a subsidised rate by the AMC along with genuine identification tag, this will enable the customers to identify the genuine collector. We need more parking areas as this is very limited in the hilly areas and for this private houses may be given financial assistance to enable them to construct buildings for public parking. Strict enforcement of parking regulation without any discrimination between customers is also required.

e) Property Tax

The very satisfied per cent is comparatively high in the post-AMC than during the Village Council days, i.e. 65.79% to 34.21%. Before October 8, 2012 Land Revenue & Settlement Department, Govt. of Mizoram collected Property Tax.

Challenges in Property Tax

i) Payment system of Property Tax in Aizawl had caused a big problem for the citizen, as payment outlet wasn't provided in the city close to the people.

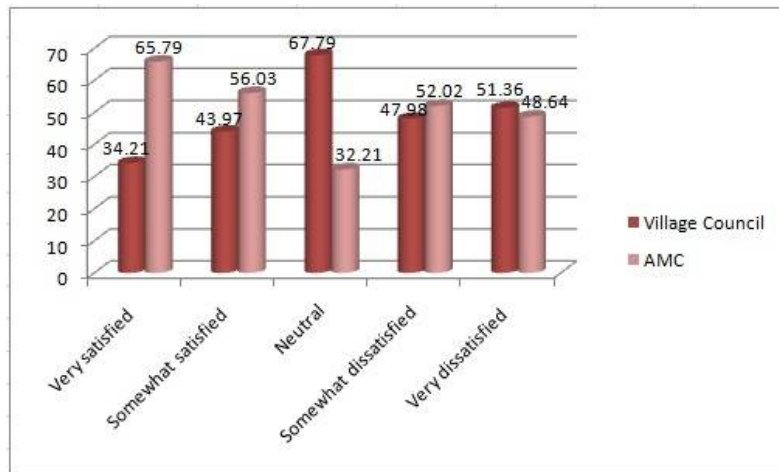


Chart 6.5: Citizen Satisfaction on Property Tax

ii) The rate of Property Tax collection was much higher in the vacant land than in the land with building. The citizens and the political parties voiced their concern over this matter and collection was temporarily stopped after ten days but continued after two days.

iii) Property Tax then was collected only from the building and not vacant land. The AMC (UD & PA) and the Land Revenue & Settlement Departments (LR&SD) both have the authority to levy Property Tax on vacant land based on the Land Revenue Act and the Municipality Act. It was jointly decided in 2016 that only the LR&SD would levy Property Tax on vacant land within Aizawl.

iv) Property Tax was also collected from the not-rented out State government buildings as it was not exempted from paying taxes based on the Section 217 of The Mizoram Municipalities Act, 2007. The state government insisted the AMC to stop the collection from those buildings.

v) There are instances of mistakes committed while assessing the value of the buildings and anyone can complain to the special cell of the AMC who will redress the grievances.

Suggestions- For the convenience of citizens, payment of Property Tax should be made online. Now Local Councils are utilized as collecting agent and five per cent of the accumulated taxes are given to them. Expenses in collection of Property Tax can be curtailed by payment online while the existing set up can be continued for a while.

f) Urban Planning Including Town Planning

Though planning is the domain of ULB in the 12th Schedule, the AMC made an agreement with the UD&PA Department in 2018 and urban planning now is taken care by the UD&PA. The problems in planning are-

i) The ULB is devoid of its constitutionally mandated planning function. The whole context and the ideology of urban planning is lost and overlapped. The urban planning function of the ULB is not practised here in reality even though they should be the caretakers of master plan.

ii) The Planning Machineries are inactive. District Planning Committee as envisaged in the constitution Article 243-ZD has existed for the name sake. The committees are supposed to integrate district level plan and forward to the State Planning Board.

iii) The political back up is required in order to implement the master plan.

Master Plan contains-

- The urban area is delineated into 10 different planning zones.
- It identifies the possible future distribution of urban population.
- Unsafe areas for human settlement were identified.

- The plan also located land for future satellite town of Aizawl including the necessary infrastructure.
- It also explores the resource mobilization for funding the developmental projects.

Half-hearted devolution of planning functions and implementation is the hindrance in effective planning.

Suggestions- The urban Aizawl should be governed at the city level; now it is governed at the state level. There is an overlapping of functions and service delivery among the different organizations and departments. Some sectors fall under the custody of the AMC while some functions still remain with the state government. Urban Planning and management functions should be taken over from UD&PA and the AMC should be the caretakers of Master Plan 2030 alongwith devolution of necessary resources. To be able to function as the real master, the AMC needs infrastructural, institutional and human resource development. A comprehensive planning and programmes in line with the provisions of the Master plan should start from the grassroot level, by the local council who knows their needs and problems better. Aizawl needs extension, a planned satellite town with all the necessary infrastructure and basic civic amenities.

g) Display of Advertisement and Hoardings

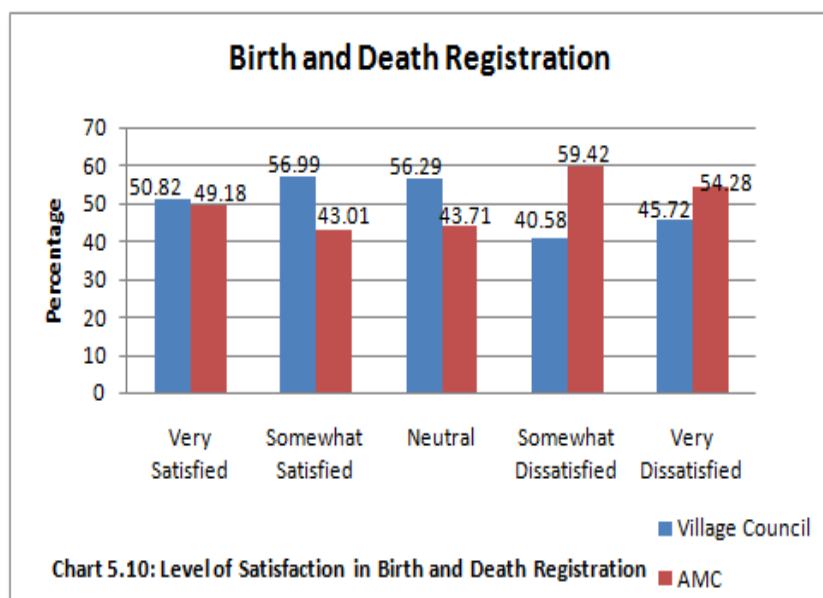
With regard to the removal of advertisement and signboards in the municipal area, the AMC took actions without informing the citizens beforehand. The people got very angry because religious signboards and information boards were removed. The joint non-governmental organizations warned the AMC to repair and replace the signboard. The

AMC Mayor and the Ward Councillor were also not informed. Such incidents could be avoided if proper information were given beforehand.

Suggestions- AMC can collaborate with the local council to monitor the display of advertisement and hoardings. Grassroot local government is the most effective instrument in the implementation of government policy at the local level. Before defaulter is punish or advertisement is removed, proper information must be given to the organization or individual.

h) Registration of Births and Deaths

The parent department looking after the Registration of Births and Deaths is the Economics and Statistics Department. AMC only acts as the agent without any real authority in this aspect. The umbrella

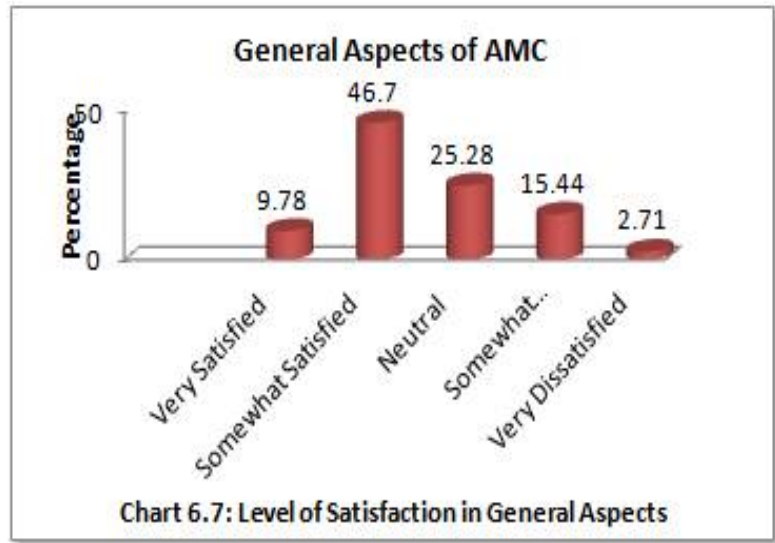


organization and the policy making body is the said department. The satisfaction level is low in the post-AMC period compared with the pre-AMC period which are 49.18 per cent and 50.82 per cent respectively.

Suggestions- Multiple agencies involved in the registration of births and deaths should be minimised. Depending on the issues involved, citizens have to go to multiple offices such as Registrar of birth and death, Aizawl Deputy Commissioner Office and Economics and Statistics Department.

i) General Aspects of the AMC

General aspects cover the entire gamut of perceptions of the Aizawl citizens while dealing with the AMC office. The courtesy, timeliness and efficiency of services, the AMC compares with the ideal agency, the logical and easy to



navigate of the website, the overall expectations and the extent to which AMC has fallen short of expectations and their confident level in the organization that they will deliver services up to expectations in the future.

j) Consolidated Overall Satisfaction Measurement

A consolidated survey on citizens satisfaction on all the functions taken together have shown that in all

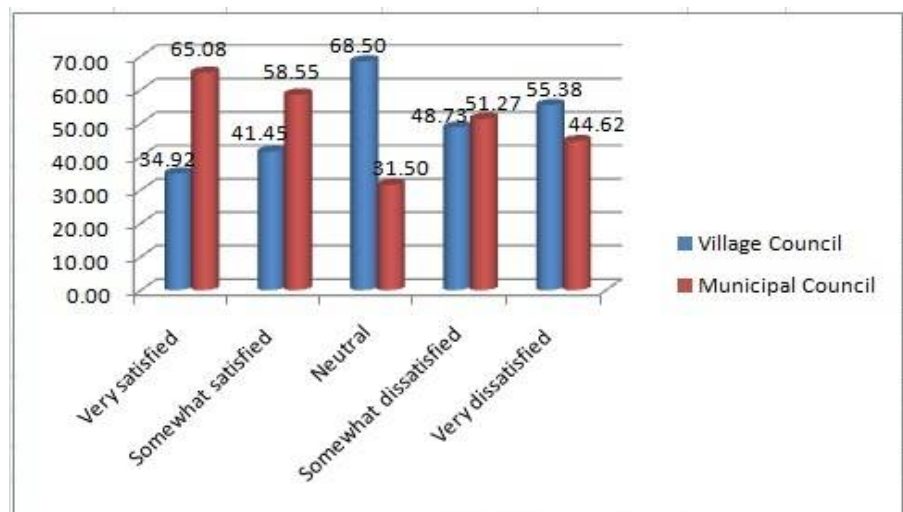


Chart 6.8: Overall Citizen Satisfaction

the functions carried out by the AMC, the citizen satisfaction level is higher in the post-Aizawl Municipal Council than what it was during the Village Council. The level of citizen’s satisfaction at the post-AMC is

65.08% in very satisfied category and 58.55% in somewhat satisfied category. During the Pre-AMC the highly satisfied and somewhat satisfied are 34.92% and 41.45% respectively.

Aizawl citizens were not satisfied with the performance of Village Council. The rationale for high dissatisfaction level in Village Council-

- i) Among the 3fs such as funds, functions and functionaries; Village Council is endowed with multiple functions without corresponding funds and functionaries.
- ii) Many functions performed by the VC have become obsolete for the Aizawl urban area- distribution of jhum land for cultivation and prevention of outbreak of fire in the jhum area; majority of the urban citizen were already engaged with the tertiary sector.
- iii) Distribution of house site for residential purpose also is no longer applicable in the urban area because land is scarce and most of it already belongs to private property.
- iv) In fact, until 2014 amendment, VC was not a development body as the structure and legislative provisions were not designed to carry out socio- economic development at the grassroot level.
- iv) Financial inability was one of the largest barriers; VC almost totally depends on the fiscal transfer from higher level governments such as the central and state governments. Local revenue was almost absent as the resource base of the VC was very limited and there was no revenue assignment except minor charges and fees until 2014 when an amendment was made in the VC act. In 2012-13,

the own tax revenue of the VC in Mizoram was 0.010 per cent to the own tax revenue of the state government.

v) With regard to the formulation of district plan technical support to the VC for the preparation of plan documents and integrated plans was absent. There was no decentralization of planning.

The urban local body equipped with constitutional power is in a better position to bring decentralized, democratic urban governance. With the help of its subsidiary body local council at the local level, there is a network of urban governance system with better people's participation thereby indicating good urban governance. AMC was selected among the nine States out of 29 in India which was found eligible for getting the performance grant from Central Finance Commission during 2014-15.

OTHER RECOMMENDATIONS AND SUGGESTIONS:

Powerful Mayor

It should be appropriate if we have an elected Mayor equipped with more powers. In terms of responsiveness to the local needs, the study conducted by the Latin American Research finds that the elected Mayors are more responsive to the needs of the citizens than the appointed Mayor by the State/Central government. Therefore, the ongoing practise in AMC is that the highest administrative office is the Commissioner which is manned by the official on deputation from the Mizoram State Government. The state government invariably control the AMC through the deputations.

Municipal Cadre

There is a legal provision for municipal cadre in Mizoram but in actual practice it is not yet functioning. In order to have strong and determined personnel for good urban governance in the AMC, it is better to have a separate municipal cadre.

Hilly Area Centric Urban Policy

Urban policies are plain-area centric and not hilly area centric. In the hilly area, the cost of providing basic services is high because of the terrain, transportation and communication system. The urban policy specifically suited to the needs of the hilly areas must be specially arranged.

Quality Infrastructure

Weak infrastructure coupled with insufficient personnel at the disposal of the urban local body is another hindrance in the urban development. Aizawl is vulnerable to the climate change and disasters. It is a big challenge for the urban government to create infrastructure which is necessary to have quality governance.

Real Devolution

The state government should be serious in devolution and decentralization. At present the autonomy of AMC is deeply disregarded. The provisions of the constitution in terms of devolution of functions alongwith funds and functionaries should be implemented in spirit.

Involvement of AMC in implementation of development schemes

A large number of urban development programmes are implemented in urban area. Involvement of AMC in various urban development schemes is zero or absent. The UD & PA Department and other related/concerned departments through or without Local Council execute and implement those schemes.

In many aspects the municipal/local authorities in Aizawl have been providing quality and standard services conforming to the application of good urban governance. The implementation of the 74th CAA has positive as well as negative results.

In Mizoram, Municipal Council is first set up in Aizawl. In all other notified towns, urban governance is still handled by the Village Council. With availability of more funds, functions and functionaries at the disposal of municipality, the citizen's satisfaction level with the new urban local body is higher than the VC on urban services. It is recommended that similar body may be implemented in other notified towns of Mizoram so that quality of urban governance may be enhanced in these places. Similarly, the council may be established in the urban centres in the hilly towns in other parts of India. The study can be useful for the future developments of the future municipalities in Mizoram.