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Implications for Urban Service
Delivery**

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Decentralization in Jharkhand: Some Implications for Urban Service Delivery¹

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Abstract

The main objective of the paper is to assess the status of urban decentralization in the state of Jharkhand in India and to relate it to some major implications on service delivery. We find that while *some* of the functions are *assigned* to the local bodies on paper, none of them are *transferred* by official notification which is a standard practice in India. As a result the functions are performed in an arbitrary manner. The functions which are *assigned*, are not necessarily *performed* by all the local bodies. The assignment of taxes and user charges is also optional. Even the property tax, which is the major source of own revenue, is optional rather than obligatory according to the Act. The situation is further exacerbated by a shortage of manpower in the local bodies. Even in the presence of two parastatal agencies and some development authorities, the service levels have continued to suffer. These are not only below the all India urban average but are much below norms prescribed for Indian cities.

1. Introduction

Jharkhand was formed out of its parent state Bihar on the 15th of November, 2000. It comprises of 43 urban local bodies (ULBs) and almost an equal number of census towns which are in transition. As per the Census of India, the urban population in Jharkhand is 22 per cent of the total population, and growing at the rate of 2.3 per cent per annum. Also, the urban population is growing at a faster rate than the rural population. Urbanisation rate in Jharkhand is however less than the National Average of 28 per cent ³.

The condition of basic services for supporting the growing needs of this population, when compared with urban India average is deplorable. A detailed analysis on services with coverage indicators from Census of India reveals that most of the indicators are way below the satisfactory limit. A comparison with twelve major states of India also shows that most of the states have better urban infrastructure and service coverage than Jharkhand⁴. This is one of the states in India which has not been explored much so far.

This can be attributed to the two broad factors: constraints in raising finances and failure to perform the functions assigned to the Urban Local Bodies (ULBs). ULBs in Jharkhand face severe problems in revenue generation and expenditure management. Whereas the big cities like Hyderabad, Lucknow and Pune can raise the per capita own revenue of over rupees 1,000 (2004-05 prices), it is as low as rupees 21 on an average (median value for 43 Municipalities, Municipal Corporation and Nagar Panchayat) for a ULB in Jharkhand. Even the smaller ULBs in the adjacent districts of West Bengal show a much better performance in terms of financial and service delivery indicators. There is an overdependence of grants which contribute more than 90 per cent of the resources of the ULBs. Only a fraction of expenditures required to provide the minimum basic services are covered⁵.

While it is evident that the poor performance in financial management is responsible for the poor performance in service delivery, it is also the failure to identify and perform the set of functions and execute the taxation powers which the local bodies are entrusted with. Many of the ULBs have either not been assigned the functions or they are not performing the functions so assigned. Some of the functions assigned are not transferred officially by the state to the ULBs.

³ Government of Jharkhand, (2010-11)

⁴ Bandyopadhyay and Bohra (2010).

⁵ Bandyopadhyay 2011

There may be a lack of awareness and undue delay in this regard. This is despite the 74th amendment Acts having accorded financial power and well defined functions to the ULBs way back in 1993. Thus, there is a need to look at the functions assigned and powers to raise revenues exercised by the ULBs of Jharkhand, which are mostly small and belong to a newly formed state.

The objective of the paper is to assess the status of urban decentralization in the state and relate it to the implications on service delivery. In the process it provides an overview of the functions and financial powers of urban local bodies (ULBs) in Jharkhand, their institutional arrangements and service delivery. The analysis involves three major steps.

First, we identify the functions performed by ULBs, which includes provision of basic services and other discretionary functions. This is to investigate whether the State Municipal Act incorporates the functions recommended in the 74th Constitutional Amendment, whether these functions are officially transferred to the urban local bodies and whether the ULBs are actually performing these functions.

Second, we bring in the power to levy taxes and user charges by the ULBs in their jurisdictions.

Third, we attempt to understand the institutional arrangements in service delivery and organizational set up in the ULBs. This enables us to get an idea about how the responsibilities in performing different functions in the ULBs are shared between the local governments and other institutions through different modes of participation like outsourcing, Public Private Partnership, or collaborating with other departments of the government.

The paper is organized as follows. Section 2 gives an overview of urban Jharkhand with particular reference to the services provided by urban local bodies and a comparison with the benchmarks for these services; section 3 elaborates on the functions assigned, transferred and actually performed by the ULBs; section 4 deals with the taxation powers assigned and those actually practiced; section 5 deals with the institutional arrangements in service delivery which indicates the sharing of responsibilities amongst institutions in providing services; section 6 adds a note on the organizational structure and staffing of the ULBs, Section 7 gives the conclusions.

2. Provision of Municipal Services

This section gives a broad overview of Jharkhand as a state and its ULBs. The analysis is substantiated by comparisons with other states and urban India as a whole. In section 2.1 some basic indicators of urban Jharkhand are compared with urban India. Section 2.2 gives a brief description of basic characteristics of services in urban local bodies of Jharkhand. Section 2.3 estimates the shortage in physical level of a municipal service and the prescribed norm for each service.

2.1 Jharkhand vis-à-vis India

Table 1 gives the comparative details of some basic indicators of urban amenities and infrastructure for urban areas of India and Jharkhand. In comparison with all India average, percentage of non-agricultural sector workers in total working population and percentage of households availing banking facilities is higher in Jharkhand. With respect to urban literacy, it is very close to India. When compared with the all India average, indicators like household with tap water source, toilets per thousand population, electricity per thousand population and percentage of households having none of the assets specified by the census of India lag behind in the state of Jharkhand. The condition of closed surface drainage system is also very bad in Jharkhand. The percentage of households covered by closed surface drainage in urban Jharkhand is less than half of that in India on an average. The extent of urbanization is also less than the all-India average.

Table 1: Comparative Basic Indicators of India and Jharkhand

Indicators	Urban India	Urban Jharkhand
Urbanization (per cent)	28	22
Workers in Non Agriculture Sector (per cent)	93	95
Households Having Tap as Source of water(per cent)	52	48
Toilets per 1000 population	741	677
Households Covered by Closed Surface Drainage (per cent)	77	24
Electricity Per Thousand Population	875	759
Households Availing Banking Facilities (per cent)	50	62
Households having None of the Assets specified by Census of India (per cent)	15	23

Source: Census of India 2001

2.2 Service levels in ULBs of Jharkhand

The analysis of service conditions based on the study of 43 ULBs in Jharkhand further brings forth the levels of service provision in Jharkhand⁶. The core services include street lighting, roads, sanitation, sewerage, solid waste management and water supply. There is no underground sewerage system in the entire state till now. Nor does the state have any plan to develop the underground sewerage network in near future. The coverage indicators reveal that the number of street lights per 1000 population stands at 6 and road length per 1000 population is less than 1 km. Proportion of households having tap as a source of drinking water on an average is 21 per cent, which is less than the urban Jharkhand average of 48 per cent. Similarly, whereas the proportion of households covered by closed surface drainage is 13 per cent on an average for these ULBs, it is slightly higher for urban Jharkhand, at 24 per cent. This indicates that the census towns which are the smallest category of urban local bodies have comparatively better coverage indicators than the bigger counterparts.

2.3 Shortages from Norms

The High Powered Expert Committee estimates the investment requirement for urban infrastructure services and prescribes certain physical norms for services in urban local bodies in India. The adequacy of services provided can be explained by comparing them with these norms. Table 2 below gives the details of the physical levels of services and some related indicators (Median values) of the ULBs in Jharkhand according to five size classes. In Jharkhand there is no standard norm which is being followed for determining the levels of service provision. However for water supply a target of 145 litres per capita per day is followed and the shortage is defined as the difference in the levels from an amount of 145 litres per capita per day, which is almost at par with the latest norms for Urban India⁷. Table 3 gives the norms for Indian cities on physical levels of these services.

⁶ The study was undertaken at NIPFP, consisting of 43 ULBs of Jharkhand with the status of Municipal Corporation, Municipality or Notified Area where the census towns are excluded. For details See bandyopadhyaya (2011),

⁷ Estimation of Urban Infrastructure Financing Requirements in India 2006-31 (August 2009 Draft)

Table 2: Physical Levels of Services (Median) in the ULBs of Jharkhand

Size Classes	Water Supply (Lpcd)	Index For Water Supply Adequacy (Compared with Norm of 145 LPCD)	Percentage Of Concrete/ Motorable Roads	Percentage Of Roads Covered By Street Lights	Distance Between Two Electric Poles (Meters)	Solid Waste Generated (Kg Per Day)
1	2	3	4	5	6	7
Below 25,000	53.99	37.29	40	35	35	4,674
25,000-50,000	29.29	20.24	36.5	23.5	35	10,407
75,000-1,00,000	46.41	32.08	69	70	36	18,835
75,000-1,00,000	35.00	24.00	30	37.5	35	22,621
Above 1,00,000	69.61	48.10	60	48.5	31	49,509
Median (all)	46.41	32.08	40	37.5	35	18,835

Source: Field Survey, NIPFP

Table 3: Norms for Basic Services

Services	Physical Norms
Water Supply	150 lpcd
Sewerage	100per cent Population Coverage
Roads Length (per km square)	Class I (1,00,000 and above Population) – 11.09 km, Class II(50,000-99,999 Population)- 9.89 km, Class III(20,000-49,999 Population)- 9.10 km, Class IV (less than 20,000 Population)- 5.79 km
Street Lights	Distance between two poles:28 meters
Solid Waste Management	100per cent Population coverage and all the waste generated should be collected , treated and disposed

Source: Estimation of Urban Infrastructure Financing Requirements in India 2006-2031 (August 2009 Draft)

Comparing Tables 2 and Table 3 above we find:

- The physical levels of services (median) do not show any particular pattern when compared across size classes that is to say it is not necessarily the case that the bigger cities provide better services. This is true for all the basic services listed above
- For all the services, levels are way below the norms.
- Column 3 in Table 2 shows the percentage of the norm covered in water supply and in all the size classes it is less than 50 per cent which implies that in water supply the levels

provided in the ULBs are not even half the level prescribed by the norms. On an average only 32 per cent of the requirements are fulfilled

- Columns 4 to 7 give an idea about the other services: roads, street lights and solid waste management. We find that on an average the 40 percent of their roads in the ULBs are concrete roads, 37.5 per cent of the roads are covered by street lights and the average distance between two poles are higher than the international norm of 28 meters.
- For solid waste management we cannot comment on the precise level of collection efficiency as the ULBs do not maintain any record on the day to day solid waste generation and collection. Column 7 gives the estimated median of solid waste generation figures for each size class.

To sum up, there exist huge gaps in service provision by the local bodies in Jharkhand. In order to understand the factors which explain such a phenomenon, we explore various areas like functional assignments, their effective transfer from state to local government, proper exercise of taxation powers by the local bodies, sharing of responsibilities in provision of services amongst institutions and issues related to organisational set up and staffing of urban local bodies.

3. Functions

In a federal setup, the national governments are generally responsible for the national public goods such as defense, foreign affairs, money and banking and infrastructure whereas the provincial levels of governments have the responsibility of providing the services pertaining to health, education, and welfare, state public goods, such as roads, police protection etc. The local governments, in most of the countries, are endowed to provide the services related to local public goods. This includes water and sanitation, local roads and recreational facilities such as parks and play grounds, conservancy, public safety etc. (Broadway and Shah 2007)⁸

In India, with the introduction of 74th Constitutional Amendment, a large number of functions as listed in the 12th Schedule are transferred to the Urban Local Bodies in the country. In conformity with these amendments, most of the states have amended their municipal laws.

⁸Broadway, Robin and Anwar Shah, (2007) (ed.) "Intergovernmental Fiscal Transfers-Principles and Practice", (Public Governance and Accountability Series, The World Bank, Washington D.C.

However, since last over one and a half decade these responsibilities are still not completely transferred officially to the local bodies⁹. Central finance commissions and the respective State Finance Commissions have continuously emphasized on the need for complete transfer of these functions to the ULBs. Till now there is no authentic documentation regarding how many functions are actually transferred to the ULBs in different states. In some cases even when they have been transferred, the local governments do not take the responsibility of performing these functions¹⁰.

Major elements of devolution are transfer of functions, functionaries and funds to ULBs, accompanied by administrative control over staff and freedom to take administrative and financial decisions at local level. The Jharkhand Municipal Act, 2000 was amended by the Act 2 of 1995 and a new Section 11A was inserted whereby the ULBs were entrusted with the functions listed in the 12th Schedule of the Constitution. In what follows we discuss the functions of the ULBs in Jharkhand in the light of 74th constitutional amendment and compare them with some major states of India in sub-section 3.1. The sub-section 3.2 throws light on the functions assigned and actually performed at the ULB level in Jharkhand.

3.1 Functions Assigned and Transferred: Jharkhand vis-à-vis other States

The details of the functions transferred to the ULBs as per the State Municipal Acts of major states in India are given in Tables A1a and A1b in Appendix. The Tables A2a , A2b and A2c give a comparative picture of functions assigned to ULBs in major states vis-à-vis functions assigned to ULBs in Jharkhand. A striking finding was observed in case of welfare functions. In Jharkhand, out of the six welfare functions, three have been assigned, only to the corporation (Ranchi Municipal Corporation). Municipality and Nagar Panchayats have not been assigned any of these functions. This has serious implications on welfare development in the remaining 42 (out of 43) ULBs, which have the status either of Municipality or Nagar Panchayat. In contrast, in majority of the states Municipalities and Nagar Panchayats have also been assigned welfare functions. The situation was slightly better in case of Urban development functions- Regulation

⁹Details of the transfer of functions in major Indian states are summarised in Tables A1a-A1b in Appendix

¹⁰The Second Administrative Reforms Commission has also investigated this issue and came out with some recommendations with respect to transfer of the functions to ULBs in the country. These, however, are only illustrative additional functions. See Government of India (2007) Second Administrative Reform Commission, Sixth Report, Local Governance, An Inspiring Journey into the Future, October 2007.

of land use and construction of building, Fire service, Vital statistics including registration of births and deaths and Regulation of slaughter houses and tanneries, wherein Municipalities and Nagar Panchayats were also assigned these functions. However, yet in comparison with other states Jharkhand lags behind.

3.2 Functions Assigned and Performed at the ULB level in Jharkhand

A detailed section on the functions (assigned and actually performed) was included in the questionnaire designed for the study which was circulated amongst the ULBs in Jharkhand during our field survey. Majority of the ULBs did not furnish information on functions assigned, functions actually performed and functions transferred to them. Only 15 ULBs have reported the functions assigned to them and 14 ULBs have reported the functions actually performed by them while none of the ULBs is aware of the fact that official transfer of functions has to be done. As per the response received, in many ULBs of Jharkhand even the core services have not been assigned. This also shows the ignorance on the part of local bodies, which are not even aware of the functions assigned to them. Not all the ULBs are performing the assigned functions. At the same time, there exist a few ULBs where these functions have not been assigned but are performed. The Table 4 below gives a broad picture to this effect which is absolutely confusing. ULB-wise status of functions assigned and performed is given in Table A3a, A3b and A3c.

Table 4: Number of ULBs assigned with and performing core services, welfare services and urban development services

Category of Functions	Functions	Assigned	Performed	Assigned and Performed	Assigned and not Performed	Perform but not assigned
Core Functions	Roads and bridges	11	9	6	5	3
	Water supply for domestic, industrial and commercial purposes	13	10	9	4	2
	Public health, sanitation, conservancy and solid waste management	14	10	7	6	2
	Burial grounds, cremation grounds and electric crematoriums	5	1	1	4	0
	Public amenities including street lighting, parking lots, bus stops and public conveniences	7	7	3	4	4
Welfare Functions	Safeguarding the interests of the weaker sections of society	1	1	0	1	1
	Slum improvement and upgradation	8	4	3	4	1
	Urban poverty alleviation	8	3	3	5	0
	Provision of urban amenities and facilities such as parks, gardens etc	5	3	3	2	0
	Promotion of cultural, educational and aesthetic aspects	1	0	0	1	0
	Cattle pounds and prevention of cruelty to animals	2	0	0	2	0
Urban Development Functions	Urban Planning including town planning	7	4	3	4	1
	Regulation of Land Use and construction of buildings	5	4	2	3	2
	Planning for economic and Social Development	6	2	2	4	0
	Fire Services	4	0	0	4	0
	Urban forestry, protection of the environment and promotion of ecological aspects	2	0	0	2	0
	Vital Statistics and registration of births and deaths	10	0	0	10	0
	Regulation of slaughter houses and tanneries	3	1	1	2	0

Source: NIPFP Questionnaire

The information substantiated from the budgets and accounts indicate that they do perform a number of functions apart from the basic services like water supply, sewerage, solid waste management, street lighting and roads. Based on the practice in ULBs all over India we have identified eleven functions generally performed by local governments apart from the services mentioned above. Table 5 below gives the list and number of ULBs in Jharkhand performing each of these eleven functions.

Table 5: Major Functions Other than Five Basic Services in the ULBs of Jharkhand

Sl no	Functions	No. of ULBs Performing the Functions	Names of ULBs /Agencies Performing the Functions
1	Development Plan Preparation	8	Pakur, Jhumri Tilayia, Hazaribagh, Jamshedpur, Lohardaga, Giridih, Rajmahal, Ranchi (RRDA, RIADA)
2	Building Plan Approval	23	Madhupur, Dumka, Pakur, Jamtara, Kodarma, Jhumri Tilayia, Chatra, Hazaribagh, Medininagar, Garhwa, Hussainabad, Deoghar, Chirkunda, Jamshedpur, Lohardaga, Giridih, Chakradharpur, Jugsalai, Chaibasa, Khunti, Gumla, Dhanbad (MADA), Ranchi (RRDA,RIADA)
3	Slum Development (VAMBAY, IHSDP, NSDP)	27	Madhupur, Dumka, Pakur, Jamtara, Kodarma, Hazaribagh, Latehar, Medininagar, Garwa, Deoghar, Phusro, Jamshedpur, Lohardaga, Giridih, Simdega, Jugsalai, Saraikela, Bundu, Jasidih, Khunti, Rajmahal, Godda, Mango, Gumla, Chas, Dhanbad, Ranchi
4	Poverty Alleviation (SJSRY)	24	Madhupur, Dumka, Pakur, Jamtara, Hazaribagh, Latehar, Medininagar, Garhwa, Deoghar, Phusro, Jamshedpur, Lohardaga, Giridih, Simdega, Jugsalai, Kharsawan, Bundu, Jasidih, Rajmahal, Godda, Gumla, Chakulia, Dhanbad, Ranchi.
5	Health and Education	2	Hazaribagh (Vaccination), Ranchi (Malaria Eradication, Vaccination)
6	Urban Transport (Bus Stands)	24	Madhupur, Vasukinath, Pakur (outsourced), Jamtara, Kodarma, Jhumri Tilayia, Hazaribagh, Garhwa, Hussainabad, Phusro, Chirkunda, Jamshedpur, Giridih, Simdega, Sahibgunj, Chaibasa, Bundu, Jasidih, Khunti, Mango, Gumla, Dhanbad, Ranchi (RRDA,RIADA)
7	Parks and play fields	13	Pakur(Outsourced), Jamtara,,Lohardaga, Giridih, Simdega, Jugsalai, Sahibgunj, Khunti, Rajmahal, Godda, Mango, Gumla, Ranchi,(RRDA,RIADA), Dhanbad(MADA)
8	Public Convenience	28	Madhupur, Dumka, Vasukinath, Pakur, Jamtara, Kodarma, Jhumri Tilayia, Chatra, Hazaribagh, Medininagar, Garhwa, Hussainabad, Deoghar, Phusro, Chirkunda, Jamshedpur, Lohardaga, Giridih, Simdega, Jugsalai, Sahibgunj, Kharsawan, Bundu, Rajmahal, Godda, Gumla, Dhanbad,(MADA), Ranchi (RRDA,RIADA)
9	Environment	1	Dhanbad (MADA)
10	Fire Service		None
11	Traffic		None

Source: Field Survey, NIPFP, Authors' Computations

During a recent audit¹¹ it was noticed that out of 18 functions mentioned in the Schedule, five functions viz. fire services, urban forestry and protection of environment and promotion of ecological aspects, safeguarding the interests of the weaker sections of society including the handicapped and mentally retarded, promotion of cultural, educational and aesthetic aspects,

¹¹ Report of the Examiner of Local Accounts, Jharkhand on ULBs (2007-2008)

cattle pounds and prevention of cruelty to animals are not being performed by the ULBs, whereas two functions i.e. Urban Planning including Town Planning and Regulation of Land use and Construction of buildings are not being performed by two ULBs viz. Ranchi and Dhanbad. These functions are performed by Ranchi Regional Development Authority (RRDA) and Mineral Area Development Authority (MADA) respectively at present.

The first State Finance Commission of Jharkhand has also investigated the issue of transfer of functions to the ULBs in the state of Jharkhand. It has been reported that as of now no function, listed in Twelfth Schedule (74th Constitutional Amendment Act) and the Jharkhand Municipal Act, 2000, has been transferred to the ULBs in the State. The ULBs are performing the responsibilities related to the essential basic services which were performed by them in the past.

It is only when the functional powers are assessed in conjunction with the financial powers can we get a broader picture of service level and its delivery in a ULB. The next section looks at the taxation/ financial power of ULBs in Jharkhand.

4. Taxation Powers

The revenue raising options of the ULBs are determined partially by the taxation powers of the ULBs which vary enormously across states in India. On the basis of the most commonly levied taxes and user charges by the ULBs in India, we have considered thirty nine heads as sources of revenue to local governments. We have analysed the taxation powers of the ULBs of Jharkhand and other states of India according to the state municipal acts, in sub-section 4.1 and also for each of the ULBs of Jharkhand taking these heads, in sub-section 4.2. Section 4.3 illustrates the status of State Finance Commission Reports in Jharkhand and other major states of India.

4.1 Taxation powers assigned: Jharkhand vis-à-vis other States

Property Tax, if collected, constitutes a major source of tax revenue for ULBs. Despite its significance, it is to be noted that the assignment of property tax is optional in Jharkhand, whereas in majority of the states it is obligatory. What is even worse is that there is not even a single tax, the assignment of which is obligatory in Jharkhand. The power assigned for all the taxes is optional. With such a weak assignment of taxation powers, the financial position of local

bodies is expected to suffer. Table A4 in appendix gives the details of the taxation powers assigned to the major states in India and Jharkhand.

4.2 Taxes actually levied in Jharkhand

Table 6 summarises the details of the tax and user charges levied in the ULBs of Jharkhand. We have identified thirty nine most commonly used taxes/user charges in the ULBs in India. It gives the list and number of ULBs in Jharkhand levying each of them.

One can gauge a lot of untapped potential in terms of tax levy, in that a large number of taxes/charges like professional tax, trade tax, advertisement tax, birth and death registration fee, etc. are levied by only a handful of ULBs. As stated earlier, property tax is a major component of tax revenue. 31 ULBs have reported to be levying this tax. Some of the taxes like Passengers and goods tax, provision for transfers from state, betterment/development tax, entertainment tax etc. are reportedly not levied by even a single ULB.

Tax levy has direct bearing on the status of service provision by ULBs. Water tax, Latrine taxes are also not levied by all the ULBs. The poor state of water and toilet facilities is thus an expected outcome. In the same light, it can be seen that no ULB, reportedly, charges for either electricity or drainage.

Table 6: Taxes/Charges Actually levied by the ULBs of Jharkhand

Sl No	Tax/User Charge	No. of ULBs	Names of ULBs Levying Taxes/User Charges
1	Property tax	31	Aadityapur, Basukinath, Bundru, Chaibasa, Chas, Chatra, Chirkunda, Dhanbad, Dumka, Garwah, Giridih, Godda, Gumla, Hazaribagh, Hussainabad, Jhumritilaiya, Jugsalai, Kharsawan, Khunti, Lohardaga, Madhupur, Mango, Medininagar, Mihijam, Pakaur, Phusro, Rajmahal, Ranchi, Sahibganj, Saraikela, Simdega
2	Water rate	22	Basukinath, Bundru, Chaibasa, Chatra, Chirkunda, Dumka, Garwah, Godda, Gumla, Hazaribagh, Jamshedpur, Jhumritilaiya, Jugsalai, Khunti, Latehar, Lohardaga, Medininagar, Pakaur, Rajmahal, Ranchi, Saraikela, Simdega
3	Health Tax	22	Aadityapur, Chaibasa, Chakradharpur, Chirkunda, Dhanbad, Dumka, Garwah, Giridih, Godda, Gumla, Hazaribagh, Hussainabad, Jhumritilaiya, Kharsawan, Khunti, Rajmahal, Ranchi, Sahibganj, Medininagar, Pakaur, Lohardaga, Madhupur
4	Education tax	22	Adityapur, Chaibasa, Chakradharpur, Chirkunda, Dhanbad, Dumka, Garwah, Giridih, Godda, Gumla, Hazaribagh, Hussainabad, Jhumritilaiya, Kharsawan, Khunti, Rajmahal, Ranchi, Sahibganj, Medininagar, Pakaur, Lohardaga, Madhupur
5	Fee on building application	21	Chaibasa, Chakradharpur, Deoghar, Dumka, Godda, Gumla, Hazaribagh, Hussainabad, Jamshedpur, Jamtara, Jasidih, Jugsalai, Rajmahal, Lohardaga, Mango, Medininagar, Mihijam, Khunti, Kodarma, Madhupur, Sahibganj
6	Market fee	13	Basukinath, Deoghar, Garwah, Jamtara, Jasidih, Jhumritilaiya, Kharsawan, Khunti, Sahibganj, Saraikela, Rajmahal, Medininagar, Mihijam
7	Latrine tax	10	Aadityapur, Dhanbad, Dumka, Gumla, Hazaribagh, Rajmahal, Ranchi, Medininagar, Lohardaga, Madhupur
8	Offensive and Dangerous Trade Tax	10	Aadityapur, Chas, Chatra, Hazaribagh, Jamshedpur, Jugsalai, Mango, Saraikela, Rajmahal, Pakaur
9	Rent from shops/stalls	9	Basukinath, Deoghar, Dumka, Garwah, Hussainabad, Jamtara, Khunti, Latehar, Madhupur
10	Toll on bridges/Vehicles	9	Basukinath, Deoghar, Garwah, Hazaribagh, Jhumritilaiya, Kharsawan, Medininagar, Ranchi, Sahibganj
11	Profession tax	6	Giridih, Hazaribagh, Jhumritilaiya, Madhupur, Sahibganj, Medininagar
12	Trade Tax	6	Aadityapur, Chirkunda, Jamshedpur, Mango, Jugsalai, Kharsawan
13	Bus Stand Fee	6	Bundru, Hazaribagh, Jamtara, Khunti, Pakaur, Simdega
14	Lighting Rate	5	Aadityapur, Gumla, Hussainabad, Lohardaga, Mihijam
15	Advertisement tax	4	Chaibasa, Dumka, Gumla, Mihijam
16	Pilgrim tax	3	Basukinath, Deoghar, Garwah
17	Birth and Death Registration Fee	3	Bundru, Jamshedpur, Simdega
18	Taxi stand/Taxi Tickets	3	Jhumritilaiya, Kharsawan, Saraikela
19	Sanitation/ Conservancy Tax	2	Basukinath, Godda
20	Road Tax	1	Pakaur
21	Taxes on vehicles	1	Madhupur
22	Tax/toll on animals	1	Madhupur
23	Fees on dogs	1	Ranchi
24	Entry/Terminal tax	1	Sahibganj
25	Parking fees	1	Basukinath
26	Stamp Duty	1	Jugsalai
27	Drainage tax	None	
28	Boat Tax	None	
29	Registration of animals etc.	None	
30	Betterment/Development tax	None	
31	Passengers & Goods Tax	None	
32	Provision for transfers from state	None	
33	Scavenging tax	None	
34	Entertainment tax	None	
35	Duty on transfer of immovable property	None	
36	Tax on consumption of electricity	None	
37	Fee for fire services	None	
38	Timber tax	None	
39	Environment tax/Land Revenue	None	

Source: Field Survey, NIPFP, Authors' Computations

4.3 Status of State Finance Commission reports

At this juncture, it is useful to have an idea of the actions taken by the state governments to review the performance of local bodies with respect to service provision and also financial position. Studying the status of State Finance Commission (SFC) Report can give an idea about the initiative on the part of state government to review the financial condition of Local government.

Table 7: Status of SFC Reports in Indian States and Jharkhand

State	1 st SFC report		2 nd SFC report		3 rd SFC report	
	Constituted	Submitted	Constituted	Submitted	Constituted	Submitted
Andhra	y	y	y	y	y	y
Bihar	y	n	y	y	y	y
Chhattisgarh	y	y	n		n	
Gujarat	y	y	y	y	n	
Madhya	y	y	y	y	y	y
Maharashtra	y	y	y	y	y	y
Orissa	y	y	y	y	y	y
Punjab	y	y	y	y	y	y
Rajasthan	y	y	y	y	y	y
Tamil Nadu	y	y	y	y	y	y
Uttar Pradesh	y	y	y	y	y	y
West Bengal	y	y	y	y	y	y
Jharkhand	y	y	n			

Source: Thirteenth Finance Commission Report, 2010-2015

'y' means Yes and 'n' stand for No.

Under the provision of Article 243 I and 243 Y, each state has to constitute the State Finance Commission and implement the recommendations of such commission. As of now most of the states have completed three rounds of SFCs and implemented the major recommendations also. In April 2009 the first SFC in Jharkhand submitted its draft urban report. The second SFC is not even constituted. The details of SFC status in various states are given in the Table 7 above. A periodic constitution of SFC would have serious implications on the functions and initiatives of local bodies by bringing in the element of accountability in their operations. It is, thus, no surprise that the level of services in ULBs of Jharkhand is not satisfactory.

5. Institutional Arrangement in Service Delivery

The functions assigned to the local government are often performed in collaboration with a group of institutions. The responsibilities are shared amongst various service providing units in the local government and also the state government with the agencies from outside the government to complement the needs and support them to ensure service delivery standards. The responsibilities are shared through different modes of arrangements ranging from PPP to outsourcing to NGOs and private sector, community participation like involving the Resident Welfare Association (RWA), and the like.

In what follows we discuss different issues related to service delivery and the institutions involved in the mechanism. The different institutions responsible for delivering these services and the cost sharing arrangements in Jharkhand are spelt out in section 5.1; the section 5.2 discusses about the roles MADA and PHED play as para-statal agencies.

5.1 Institutional Arrangement in Service Delivery: ULBs in Jharkhand

In this section we attempt to discuss the institutional arrangements in service delivery in Jharkhand cities¹². We have come up with a broad classification consisting of sixteen heads of services usually provided by India cities. These include core services to be provided by the ULBs as well as some of the discretionary services.

In addition to the ULBs, various agencies are involved in the entire network of service delivery. First, there is the issue of setting up the infrastructure. Also, between the production of the service and its distribution to the end user availing the service, there are various stages. Each stage requires skilled and unskilled manpower as well as ready infrastructure. In addition there is the issue of maintenance and day to day operations.

In a state like Jharkhand which is in the initial phases of development, the ULBs are not in a position to undertake functions which involve high skilled and trained technical manpower. Due to non-availability of such highly qualified technical officials and trained staff in the

¹² In addition to Jharkhand cities, we did an analysis of institutional set up of other cities from different states. It was found that the responsibility of service delivery was done either exclusively by ULBs or shared with many para-statal agencies. Where the responsibility was shared, mostly the operation and maintenance was done by the ULBs whereas the plan and design was performed by the para-statal agencies. Presently, most of these services are provided jointly with para-statal agencies such as regional development authority, water supply and sewerage board or with institutions outside the government like private enterprises and NGOs.

municipalities, these functions are jointly undertaken by ULBs and the parastatal agencies in the states. There are two prominent parastatal agencies in Jharkhand performing the functions jointly with the ULBs viz. the Public Health and Engineering Department (PHED) and Mines Area Development Authority (MADA)¹³. Apart from these two agencies in the government there are evidences of private and NGO participation through some outsourcing and contracting arrangements.

The issue of institutional set-up and service delivery mechanism and the role of parastatal agencies in the provision of essential basic services to the urban people in the ULBs of Jharkhand have been addressed through the questionnaire designed for the study. The response obtained from each ULB is structured as a detailed matrix in Table A5 in the Appendix. It is observed that in case of ULBs of Jharkhand, only maintenance part is taken care of by the ULBs whereas, plan and design, construction and development are mostly done by the state level agencies such as PHED, JSEB, PWD, MADA, RRDA, RIADA etc. In what follows we would analyse the institutional arrangement in service delivery in the core services first and also the institutional arrangement to fulfill some additional tasks by the ULBs in Jharkhand.

Water Supply

In most of the ULBs, the pipe line water supply is provided by the PHED. Most of the capital work related to laying of pipe lines and water treatment and distribution is done by the PHED. The maintenance responsibilities, generally, are, undertaken by the ULBs. In addition, ULBs provide water supply through stand post, hand pumps, water tankers (during acute shortage of water in summer) to the urban masses in their areas. Apart from piped water, wells, tube wells and hand pumps form other source of water to Jharkhand ULBs. According to Census 2001 figures, 22 per cent, 3 per cent and 20 per cent of the households are covered by wells, tube wells and hand pumps respectively.

Sewerage, Drainage and Sanitation

There is no proper sewerage system in the ULBs in Jharkhand where open drainage system is common. The cleaning of drainage is done by the ULBs. Some of the ULBs such as

¹³ Ranchi Regional Development Authority (RRDA) and Ranchi Industrial Area Development Authority (RIADA) are also there in Ranchi.

Pakur Nagar Panchayat has outsourced this responsibility to the private sector. Sanitation work is also under taken by the ULBs.

Roads

The responsibility of construction and maintenance of roads lies with the National Highway Authority of India, for the national highways. PWD is responsible entirely for the state highways and partly for the construction of the municipal roads. The maintenance of municipal roads is done by the ULBs. The present status of municipal roads in small ULBs like Daltongunj, Latehar, Garhwa in Jharkhand is very poor. Most of the ULBs have one lane roads except in some cases like Ranchi, Dhanbad and Hazaribagh where two lane roads are constructed in an unplanned manner by erecting dividers. Parking spaces are also scattered and even two lane roads are not planned to have parking space on both the sides as envisaged by the norms.

Solid Waste Management

The ULBs are responsible for collection, transportation and disposal of garbage in their respective areas. These ULBs adopt the traditional method of collection and disposal of waste: to load the waste from the garbage bins or places where it is dumped with the help of men and shovels into a large open truck and carry it to land fill dumping site. Mostly, these land fill sites are not properly identified as locations for this particular purpose and the garbage is dumped in low areas outside the city. For more advanced method of solid waste management system, most of the ULBs are in the process of getting their DPRs ready which would have to be approved by the state government to implement newer measures. For ULBs like Deoghar and Daltongunj, conditions are particularly unsatisfactory.

Street Light

In most of the ULBs of Jharkhand, construction for the provision of street light is the sole responsibility of Jharkhand State Electricity Board (JSEB). The ULBs are mainly responsible for the maintenance of street lights. In some places like Ranchi and Dhanbad it has been outsourced to private companies. One problem in the ULBs of Jharkhand is the manually operated lights. Earlier it was done through a centralized connection for all street lights in a ULB. Later the system was changed and in each locality either a shop or an individual has been given the responsibility to switch the lights on and also switch them off at a particular time. This has led to

wastage of electricity due to human error which could be saved. The electricity bills generated and demanded by the JSEB are paid by the ULBs from the fund provided by the urban development department of the state. There is strong recommendation from the officials of the ULBs to correct this problem.

Other Functions

As listed in the Tables 5, we have taken stock of eleven major functions apart from the basic service provision performed by the ULBs in Jharkhand. As discussed already the degree of awareness in ULBs of Jharkhand regarding their functional assignments is not very high as a result of which when asked about the functions and responsibilities the responses were not very conclusive. However from the records provided on their finances and the various ways they use resources we could track some of their functions apart from basic services provision and the same as listed in Table 8.

Bigger ULBs like Ranchi, Jamshedpur and Dhanbad have got their City Development Plans for the Jawaharlal Nehru National Urban Renewal Mission (JnNURM) requirements for which they have involved agencies from outside. Some efforts are also taken to remove urban poverty through implementation of some poverty alleviation and slum development programs by the ULBs. A BPL survey for each ULB is in the process of being completed. Health and education is taken care of by a small number of ULBs through vaccination and malaria eradication programs. Provision and maintenance of bus stands are undertaken by the ULBs as a part of urban transport where some of the ULBs have involved the private sector. In the provision and maintenance of public convenience, parks and play fields some of the ULBs have outsourced and are reported to have benefited from it. We find traces of environmental control initiatives by MADA but the state pollution control board is not actively involved with the ULBs. Some ULBs are also outsourcing the service delivery to private players and NGOs. A few such initiatives taken by some of the ULBs are summarized in Box 1 in Appendix.

5.2 A Note on Parastatal Agencies in Jharkhand: MADA and PHED

As stated already, MADA and PHED are the two main para-statal agencies responsible for providing many functions in conjunction with ULBs. These two agencies support the resource constrained, small ULBs in performing various functions.

Table 8: Institutional Arrangements: Major Functions other than Five Basic Services

Functions	Names of ULBs Performing the Functions
Development Plan Preparation	Pakaur, Jhumri Tilayia, Hazaribagh, Jamshedpur, Lohardaga, Giridih, Rajmahal, RRDA, RIADA
Building Plan Approval	Madhupur, Dumka, Pakaur, Jamtara, Kodarma, Jhumri Tilayia, Chatra, Hazaribagh, Medininagar, Garhwa, Hussainabad, Deoghar, Chirkunda, Jamshedpur, Lohardaga, Giridih, Chakradharpur, Jugsalai, Chaibasa, Khunti, Gumla, Ranchi, Dhanbad (MADA), RRDA, RIADA
Slum Development (VAMBAY, IHSDP, NSDP)	Madhupur, Dumka, Pakaur, Jamtara, Kodarma, Hazaribagh, Latehar, Medininagar, Garwa, Deoghar, Phusro, Jamshedpur, Lohardaga, Giridih, Simdega, Jugsalai, Saraikela, Bundu, Jasidih, Khunti, Rajmahal, Godda, Mango, Gumla, Chas, Dhanbad, Ranchi
Poverty Alleviation (SJSRY)	Madhupur, Dumka, Pakaur, Jamtara, Hazaribagh, Latehar, Medininagar, Garhwa, Deoghar, Phusro, Jamshedpur, Lohardaga, Giridih, Simdega, Jugsalai, Kharsawan, Bundu, Jasidih, Rajmahal, Godda, Gumla, Chakulia, Dhanbad, Ranchi.
Health and Education	Hazaribagh (Vaccination), Ranchi (Malaria Eradication, Vaccination)
Urban Transport (Bus Stands)	Madhupur, Vasukinath, Pakaur (outsourced), Jamtara, Kodarma, Jhumri Tilayia, Hazaribagh, Garhwa, Hussainabad, Phusro, Chirkunda, Jamshedpur, Giridih, , Simdega, Sahibgunj, Chaibasa, Bundu, Jasidih, Khunti, Mango, Gumla, Dhanbad, RRDA, RIADA
Parks and play fields	Pakaur (Outsourced), Jamtara, Lohardaga, Giridih, Simdega, Jugsalai, Sahibgunj, Khunti, Rajmahal, Godda, Mango, Gumla, Ranchi, MADA, RRDA, RIADA
Public Convenience	Madhupur, Dumka, Vasukinath, Pakaur, Jamtara, Kodarma, Jhumri Tilayia, Chatra, Hazaribagh, Medininagar, Garhwa, Hussainabad, Deoghar, Phusro, Chirkunda, Jamshedpur, Lohardaga, Giridih, Simdega, Jugsalai, Sahibgunj, Kharsawan, Bundu, Rajmahal, Godda, Gumla, Dhanbad, Ranchi, MADA, RRDA, RIADA
Environment	MADA
Fire Service	None
Traffic Management	None

Source: NIPFP Questionnaire

Mines Area Development Authority (MADA): With the objectives of integration in development work and provision of better basic facilities to the local people of mines areas (coal belt), in 1983, the state government passed the Bihar Coal Mines Area Development Ordinance. Prior to this, three other agencies like Jharia Water Board (under Jharia Water Supply Act 1914), Jharia Mines Board of Health (under Bihar and Orissa Mining Settlement Act 1920) and Urban

Improvement Chas (under Bihar Town Planning Improvement Trust, 1951) were functioning in these areas. By amending the Notification, in 1992, its name was changed to Mines Area Development Authority (MADA). MADA¹⁴ was empowered under the Bihar Government Reorganization Act 2000.

The details of functions and responsibilities of MADA are given in Table A6 of Appendix. We find that some of the ULBs are performing the functions related to city planning and development themselves or in collaboration with a development agency like MADA in some areas. The MADA is providing the essential services in not only ULBs and but also in non-ULBs area¹⁵.

We find that the water charges levied by are highly subsidized for domestic users (Rs. 4.50 per kl) when compared with the costs it incurs (Rs 26.66 per KL). However, we cannot get much out the revenue side because the data we received for domestic sources was only for Katras, Jharia and Chhatatand. Whereas MADA provides services also in other ULBs and non ULB areas in Jharkhand. Moreover, it is not clear as to whether this revenue comes from water charges, land development fee or any other function of MADA.

Public Health Engineering Department (PHED): The responsibility of providing piped water services in the ULBs in Jharkhand is on PHED. It establishes the pipelines and also performs work related to water treatment and distribution. The number of ULBs covered by the PHED is indicated in the Table A7 in Appendix. In last five years the PHED has 13 major projects in different ULBs for the provision of adequate water supply. Of this, about 10 projects were sponsored by urban development department, whereas one project in Dhanbad was supported by DWSD and two projects in Deoghar and Chas were taken under UIDSSMT. During this period

¹⁴ If we consider some major components of cost like expenditure on establishments; electricity, chemicals and the O&M. MADA incurs a cost of Rs26.66 per KL. The rates of water charges are set at Rs 22 per KL for commercial or industrial sector and Rs 4.50 for the domestic sector. The revenue from non-domestic sources is as high as 93 per cent, whereas it was only 7 per cent from domestic sources

¹⁵ The ULB areas where MADA is providing services are Jharia Urban Area, Sindri (Part Areas), Chirkunda (Part Areas), Chhatatand, Karkend, Katras, Dhanbad and Chas Municipal Areas. The Non-ULB Areas include Govindpur, Nirsa, Tundi, Baliapur, Topchanchi, Gomoh, Mahuda, Chandan Kiary, Bhojudih and Chas (Rural Areas)

the PHED has undertaken projects amounting to Rs 355.59 crores¹⁶.

Based on Information provided by PHED we find that the revenue collection efficiency of PHED is low. The PHED water supply coverage in Jharkhand is 10-30 per cent only at present, which is also asymmetric: it incurs 75 per cent of O&M costs for Ranchi Municipal Corporation and remaining 25 per cent for 39 ULBs. It comes out that the expenditure PHED incurs on water supply is inadequate to cover all the ULBs. Also the asymmetry in the allocation of resources among ULBs due to which 39 small ULBs lag behind is reflected in the median value for proportion of households having tap as a source of drinking water in smaller size classes which is less than that of above 1 lakh size class in which Ranchi Municipal Corporation belongs to.

6. Organisation set-up and staffing requirements in Urban Local Bodies of Jharkhand

The ULBs are resorting to public private partnership because of shortage of manpower as also resources. There is a major problem of understaffing in almost all the ULBs of Jharkhand which has been reported by all the ULBs the field visits and also included in the responses from the questionnaire. Most of the officials informed that there is acute shortage of staff at subordinate level, i.e. class II category of staff. In most of the ULBs there is a perpetual dearth of manpower at this level due to retirement or delay in new recruitments. The issue of shortage of staff is also pointed out by other studies such as Regional Centre for Environmental and Urban Studies (RCEUS), Lucknow, Administrative Staff College of India (ASCI) Hyderabad and First State Finance Commission of Jharkhand.

The analysis and observations based on the responses from the filled in questionnaires can be summarised as follows:

- In all the ULBs, staff actually posted as a percentage of total sanctioned posts works out to 58.39 per cent on an average.
- With regard to the technical staff only 50per cent of sanctioned posts have been filled up.

There is acute shortage of technical personnel, engineers in particular, in places like

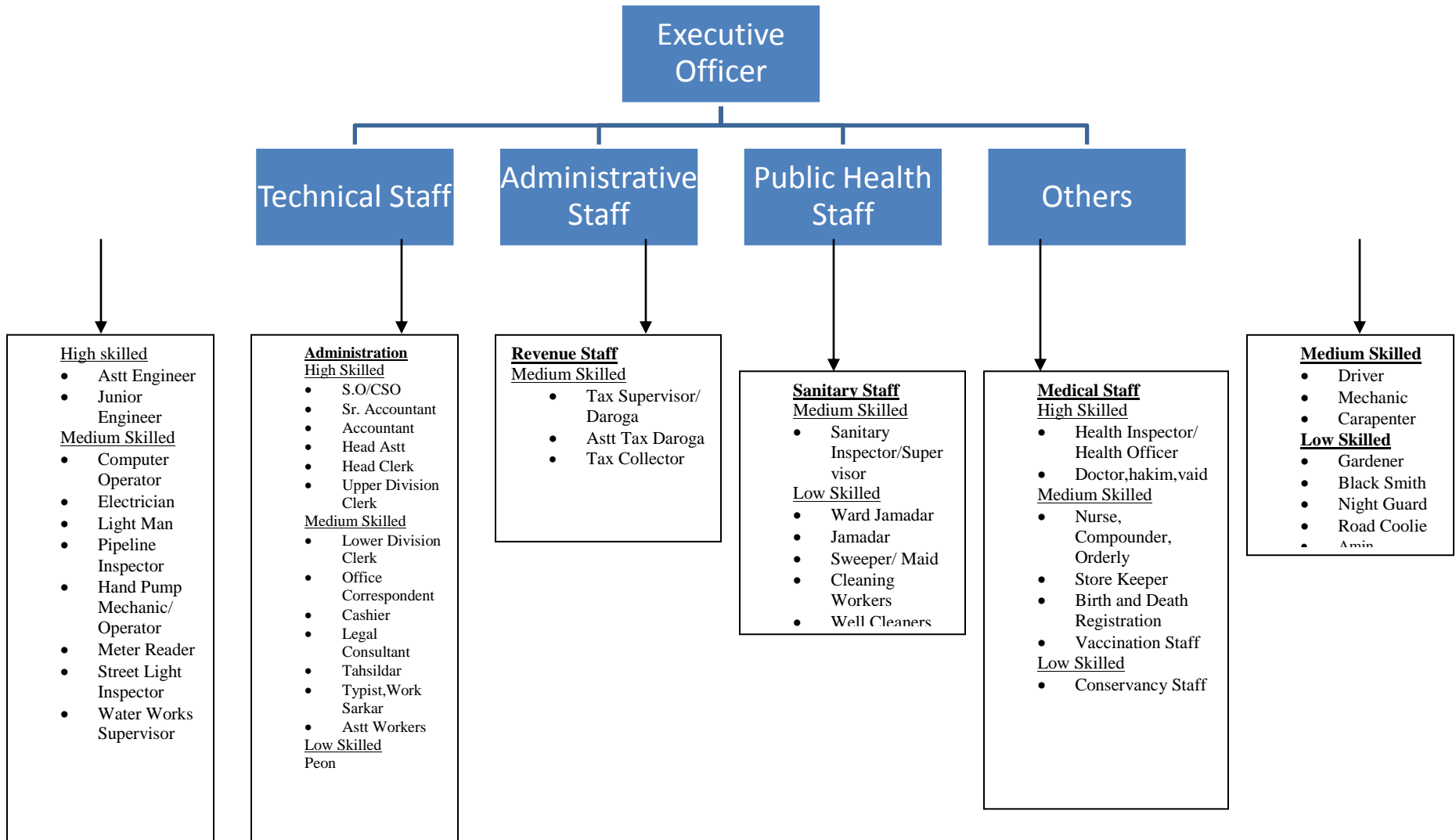
¹⁶ If we consider some major components of cost like expenditure on establishments; electricity, chemicals and the O&M, PHED provided the estimated cost of Rs 6 per KL. The rates of water charges recovered by PHED are Rs 5 per KL for domestic consumption, Rs 7 per KL for industrial and Rs 10 for commercial per KL. Presently, PHED incurs O&M cost of Rs 40 crore (Rs 30 crore for RMC and Rs 10 crore for 39 ULBs). It was informed that for the 100 percent coverage it would require Rs 100 crore per annum. It is found that the collection efficiency on an average is as low as 13.5 per cent in 2007-08.

Sahibganj, Hazaribagh, Jhumritilaiya, Medininagar and Ranchi. Jugsalai, Basukinath and Chas recruit engineers and other technical staff on contractual basis or on deputation. A plausible explanation may be the lack of training and availability of skilled and qualified manpower. Level of skill development is very poor among administrative staff.

- Very few ULBs have high skilled staff engaged in service provision.
- Only 50per cent of the sanctioned posts have staff who are actually working. Posts of Accountants, Cashier, correspondents etc. are vacant at some places, which impede the working of ULBs and results into inefficiency. The revenue (tax/non-tax) collection staff is also not adequate due to which many potential tax payers are not being assessed. This leads to low level of revenue collection in the ULBs.
- In case of public health department of ULBs, on an average 55per cent of the sanctioned posts have working staff, which comprises mainly of low skilled workers. Very few ULBs like Giridih and Ranchi have high skilled personnel working in this section. ‘Others’ consists of people who indirectly support the functioning of local bodies like black smith, carpenter. The percentage of working staff to total sanctioned posts in this category is only 44.31per cent.
- During the field survey and the discussion with the officials of MADA and PHED, it was proposed that if a state level agency for a group of ULBs of similar size class is created and made responsible for the provision of essential services, it would result into cost effective and improved level of service delivery in the ULBs of Jharkhand. It was pointed out that there is surplus staff (3rd & 4th categories) in MADA and shortage of field staff in PHED. It was also suggested that the surplus staff of MADA could be redeployed in PHED. Similarly, in most of the ULBs, there is acute shortage of sub-ordinate staff. This could also be filled up with this surplus staff at least to some extent till the proper municipal cadre is created and the personnel are selected for the suitable positions.

The questionnaire designed for the study has a section on the organization chart and from the responses submitted to us we have designed an organization chart given below (Figure 1) which accommodates all the charts provided to us. This can serve as a basic model for organization for the ULBs in Jharkhand.

Figure 1 Organization Chart



Conclusions

Despite the Amendment Acts, decentralization of functions has effectively not taken place in Jharkhand. There has been an undue delay in transferring the functions to the urban local bodies. A record of State Municipal Acts reveals that Municipalities and Notified Areas in particular have not been assigned a number of functions other than the core functions. Moreover, the ULBs are unaware of their functions assigned and transferred to them. With limited power and awareness the ULBs fail to execute even the core functions services, let alone other functions..

Much like the status of transfer and of functions, the finance raising power of the ULBs has also not been strengthened. Quite contrary to the constitutional provision for empowering the ULBs to raise resources, the taxes assigned are only optional while many other states have made it obligatory for their ULBs to raise resources. Such a provision promotes complacency on the part of ULBs in Jharkhand. It has a direct implication on performance. For a state like Jharkhand where physical levels of services are already inadequate to sustain the growing needs of its population, the legislation should make it obligatory rather than optional to levy taxes/charges. Also, the state government should constitute periodically the SFCs, which would not only help in bringing the element of 'accountability' in the functions of ULBs but would provide suggestions for further improvement in their functions and finances.

The service delivery mechanism in the ULBs is such that the planning and designing for various services is assigned to para-statal agencies or private players and the operation and maintenance is carried out by the local bodies. This institutional mechanism for service delivery is to cope with the acute shortage of resources and manpower. The problem of understaffing coupled with limited financial and functional powers of the ULBs aggravate the already poor status of services despite the intervention of the parastatal agencies and development authorities in the state..

It has been also found that there is a lot of scope in the state for designing alternative institutional arrangements in service delivery which would reduce the expenditure and help the ULBs save a part of their resources. Outsourcing to private agencies has worked well even in small ULBs in a scattered way. Alteration in the institutional arrangement can also take care of the massive understaffing problem. Some of the ULBs have tried out outsourcing

options for revenue collections also and it has been successful in the sense that the ULB staff shortage has been taken care of by this kind of an initiative. PHED so far has tried out contracting in smaller projects by inviting private participation through tenders. The recent Nagarjuna project in water supply in Dhanbad area by PHED shows a greater involvement of private sector in times to come.

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Appendix

Table A1a Core and Welfare Functions Transferred to the ULBs by way of Rules/Notifications/Orders of the State Governments in Major States

State	Roads and bridges	Water supply for domestic, industrial and commercial purposes	Public health, sanitation conservancy and solid waste management	Burials and burial grounds, cremation grounds and electric crematoriums	Public amenities including street lighting, parking lots, bus stops and public conveniences	Safeguarding the interests of the weaker sections of society, including the handicapped and mentally-retarded	Slum improvement and upgradation	Urban poverty alleviation	Provision of urban amenities and facilities such as parks, gardens and playgrounds	Promotion of cultural, educational and aesthetic aspects	Cattle pounds and prevention of cruelty to animals
	Core Functions						Welfare Functions				
Andhra Pradesh	C,M,N	C,M,N	C,M,N	C,N	C,M,N		C,M,N	C,M,N	C,N	M	M
Gujarat	C,M	C,M	C,M	C,M	C,M	C,M	C,M	C,M	C,M	C,M	C,M
Madhya Pradesh	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
Maharashtra	C,M	C,M	C,M	C,M	C,M	C,M	C,M	C,M	C,M	C,M	C,M
Orissa	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
Punjab	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
Rajasthan	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N		C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
Tamil Nadu	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
Uttar Pradesh	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
West Bengal	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N

Note: M stands for Municipality, C for Corporation and N for Nagar Panchayat

Source: State Municipal Acts and information from the States

Table A1b Urban Development Functions Transferred to the ULBs by way of Rules/Notifications/Orders of the State Governments in Major States contd.

State	Urban planning, including town planning	Regulation of land use and construction of buildings	Planning for economic and soicial development	Fire services	Urban forestry, protection of the environment and promotion of ecological aspects	Vital statistics including registration of births and deaths	Regulation of slaughter houses and tanneries
Andhra Pradesh	C,M,N	C,M,N	C	N	C	C,M,N	C,N
Gujarat	C,M	C,M	C,M	C,M	C,M	C,M	C,M
Madhya Pradesh	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
Maharashtra	C,M	C,M	C,M	C,M	C,M	C,M	C,M
Orissa	C,M,N		C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
Punjab		C,M,N		C,M,N	C,M,N	C,M,N	C,M,N
Rajasthan		C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
Tamil Nadu	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
Uttar Pradesh	C,M,N	C,M,N	C,M,N			C,M,N	C,M,N
West Bengal	C,M,N	C,M,N	C,M,N	N	C,M,N	C,M,N	C,M,N

Note: M stands for Municipality, C for Corporation and N for Nagar Panchayat

Source: State Municipal Acts and information from the States

Table A2a Core and Welfare Functions Assigned to ULBs in the State Municipal Act vis a vis 12th Schedule- Jharkhand vs Other States

Sl.No.	State	Roads and bridges	Water supply for domestic, industrial and commercial purposes	Public health, sanitation, conservancy and solid waste management	Burials and burial grounds, cremation grounds and electric crematoriums	Public amenities including street lighting, parking lots, bus stops and public conveniences	Safeguarding the interests of the weaker sections of society, including the handicapped and mentally retarded	Slum improvement and upgradation	Urban poverty alleviation	Provision of urban amenities and facilities such as parks, gardens and playgrounds	Promotion of cultural, educational and aesthetic aspects	Cattle pounds and prevention of cruelty to animals
		Core functions						Welfare functions				
1	Andhra Pradesh	C	C,M,N	C,M,N	C,M,N	C,M,N	C			C	C	C
2	Bihar	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C			C	C	
3	Gujarat	C	C,M	C,M	C,M	C,M	C,M			C,M	C,M	C,M
4	Madhya	C	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N		C,M,N	C,M,N	C,M,N	C,M,N
5	Maharashtra	C	C,M	C,M,N	C,M	C,M	C,M	C,M	C,M	C,M	C,M	C,M
6	Orissa	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N		C,M,N	
7	Punjab	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	M,N	M,N	C,M,N	C,M,N	C,M,N
8	Rajasthan	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N			C,M,N	C,M,N	C,M,N
9	Tamil Nadu	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
10	Uttar Pradesh	C	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
11	West Bengal	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N			C,M,N	C,M,N	C,M,N
12	Jharkhand	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C			C	C	

Note: M stands for Municipality, C for Corporation and N for Nagar Panchayat .

Source: State Municipal Acts and information from the States

Table A2b Urban Development Functions Assigned to ULBs in the State Municipal Act vis a vis 12th Schedule- Jharkhand vs Other States

Sl.No.	State	Urban planning, including town planning	Regulation of land use and construction of buildings	Planning for economic and social development	Fire services	Urban forestry, protection of the environment and promotion of ecological aspects	Vital statistics including registration of births and deaths	Regulation of slaughter houses and tanneries
Urban Development functions								
1	Andhra Pradesh		M	C	M	C	C,M,N	C,M,N
2	Bihar	C	C,M,N		C,M,N	C	C,M,N	C,M,N
3	Gujarat	M	C,M	C	C,M	C,M	C,M	C,M
4	Madhya Pradesh	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
5	Maharashtra	C	C,M	C,M	C,M	C,M	C,M	C,M
6	Orissa	C,M,N	C,M,N	C,M,N	M	C,M,N	C,M,N	C,M,N
7	Punjab	M,N	C,M,N	M,N	C,M,N	C,M,N	C,M,N	C,M,N
8	Rajasthan		C,M,N	C,M,N	C,M,N	C,M,N	C,M,N	C,M,N
9	Tamil Nadu		M	C,M,N	M	C,M,N	C,M,N	C,M,N
10	Uttar Pradesh	C,M,N	C,M,N		C,M,N	C,M,N	C,M,N	C,M,N
11	West Bengal	C,M,N	C,M,N		C,M,N	C,M,N	C,M,N	C,M,N
12	Jharkhand	C	C,M,N		C,M,N	C	C,M,N	C,M,N

Note: M stands for Municipality, C for Corporation and N for Nagar Panchayat

Source: State Municipal Acts and information from the States

Table A2c Other Functions Assigned to ULBs in the State Municipal Act - Jharkhand vs Other States

Sl.No.	State	Prevention/Removal of encroachment	Special provision regarding roads, and drains safety controls and regulation of hill areas	Public Safety and Nuisances	Prevention of Food adulteration	Provision of licenses/registration	Regulation or abating offensive or dangerous trades or practices	Namin Streets and Numbering houses	Area development and renewals	Special provisions regarding roads and drains safety controls and regulation of hill areas	Preparation of draft development plan	Prevention and Checking of dangerous disease	constructing and maintaining/ granting loans for sanitary houses for the habitation of the poor	Maintenance of an ambulance service	Education	Police	Othres-promotion, formation, extension of co-operative society	Others-revival/promotion of cottage industries	Construction, maintenance, repair and attering of streets
1	Andhra Pradesh	M		M	M	M	M	M							M				M
2	Bihar	M		M	M	M	M	M				M							M
3	Gujarat																		
4	Madhya Pradesh																		
5	Maharashtra	M		M	M	M	M	M				M	M		M				M
6	Orissa			M		M	M	M	M		M				M				M
7	Punjab	M		M	M	M	M	M	M		M	M				M			M
8	Rajasthan	M		M			M	M			M	M							M
9	Tamil Nadu	M		M	M	M	M	M				M							M
10	Uttar Pradesh	M		M	M	M	M	M			M	M			M				M
11	West Bengal	M	M	M	M	M	M	M		M	M	M			M		M	M	M
12	Jharkhand	M		M	M	M	M	M				M							M

Note: M stands for Municipality, C for Corporation and N for Nagar Panchayat

Source: State Municipal Acts and information from the States

Table A3a Core Services assigned and performed by various ULBs in Jharkhand

ULBs	Roads and bridges		Water supply for domestic, industrial and commercial purposes		Public health, sanitation, conservancy and solid waste management		Burial grounds, cremation grounds and electric crematoriums		Public amenities including street lighting, parking lots, bus stops and public conveniences	
	Assigned	Performed	Assigned	Performed	Assigned	Performed	Assigned	Performed	Assigned	Performed
Chakradharpur	y	y	y	y	y	y			y	y
Chas	y	y	y	y	y	y				
Deoghar	y		y		y				y	
Godda			y	y	y	y	y			y
Gumla			y	y	y	y				
Hazaribagh	y	y	y	y	y	y				
Jasidih	y		y		y				y	
JhumriTilaiya	y		y	y	y	y				y
Jugsalai		y				y				y
Latehar	y	y	y	y	y		y		y	y
Lohardaga	y	y			y				y	
Mango		y		y		y				y
Mihijam										
Pakaur	y	y	y	y	y	y	y	y	y	y
Phusro	y		y		y					
Rajmahal		y	y	y	y	y	y			
Ranchi	y		y		y		y		y	

Source: NIPFP Questionnaire

Note: 'y' stands for yes

Table A3b Welfare functions assigned and performed by various ULBs in Jharkhand

ULBs	Safeguarding the interests of the weaker sections of society		Slum improvement and upgradation		Urban poverty alleviation		Provision of urban amenities and facilities such as parks, gardens etc		Promotion of cultural, educational and aesthetic aspects		Cattle pounds and prevention of cruelty to animals	
	Assigned	Performed	Assigned	Performed	Assigned	Performed	Assigned	Performed	Assigned	Performed	Assigned	Performed
Chas			y		y	y						
Godda							y	y				
Gumla					y	y	y					
Hazaribagh			y		y							
JhumriTilaiya			y	y								
Latehar			y		y						y	
Lohardaga		y	y	y								
Mango				y								
Pakaur			y	y	y	y	y	y				
Phusro			y		y							
Rajmahal					y		y	y				
Ranchi	y		y		y		y		y		y	

Source: NIPFP Questionnaire

Note: 'y' stands for yes

Table A3c Urban Development functions assigned and performed by various ULBs in Jharkhand

ULBs	Urban Planning including town planning		Regulation of Land Use and construction of buidings		Planning for economic and Social Development		Fire Services		Urban forestry, protection of the environment and promotion of ecological aspects		Vital Statistics and registration of births and deaths		Regulation of slaughter houses and tanneries	
	Assigned	Performed	Assigned	Performed	Assigned	Performed	Assigned	Performed	Assigned	Performed	Assigned	Performed	Assigned	Performed
Chas											y			
Deoghar											y			
Godda			y		y	y	y							
Gumla	y	y			y						y			
Hazaribagh	y	y	y	y	y		y		y					
Jasidih											y			
Jugsalai				y										
Jhumri Tilaiya	y		y								y			
Latehar	y										y		y	
Lohardaga	y	y			y	y					y			
Mango		y		y										
Mihijam														
Pakaur			y	y							y		y	y
Phusro											y			
Rajmahal	y		y		y		y							
Ranchi	y				y		y		y		y		y	

Source: NIPFP Questionnaire

Note: 'y' stands for yes

Table A4: Taxation Powers Assigned to the ULBs as per the State Municipal Acts

State	Status of ULB	Taxation Powers																																			
		Property tax/Urban Development Tax [¶]	Profession tax	Lighting Rate	Water rate	Sanitation/ Conservancy Tax	Scavenging tax	Latrine tax	Drainage tax	Education tax	Entry/Terminal tax	Taxes on vehicles	Advertisement tax	Entertainment tax	Duty on transfer of immovable property	Tax/toll on animals	Boat Tax	Pilgrim tax	Tax on consumption of electricity	Market fee	Toll on bridges/Vehicles	Fee for fire services	Fees on dogs	Timber tax	Registration of animals etc.	Parking fees	Tax on servants	Tax on artisans/companies	Environment tax/Land Revenue	Betterment/Development tax	Circumstances of Property	Fee on building application	Passengers & Goods Tax	Provision for transfers from state			
Andhra Pradesh	C	S		S	S	S			S			S	S	O	S																						
	M	S		O	O		O		O			S	O		S	S																					
	N	S		O	O	O			O			S	O		S	S																					
Bihar	C	O	O	O	O			O	O			O	O		O	O							O		O												
	M	O	O	O	O			O	O			O			O	O	O						O												O		
	N	O	O	O	O			O				O			O	O							O		O											O	
Gujarat	C	S									S		O		S	S				O		O															
	M	O		O	O	O			O	O	O				O	O	O		O	O		O															
Madhya Pradesh	C	S	O	S	S	S		O	O		O	O	O	O	O		O		O	O	S	O		O													
	M	S	O	S	S	S		O	O		O	O	O	O	O		O		O	O	O	O		O													
	N	S	O	S	S	S		O	O		O	O	O	O	O		O		O	O	O	O		O													
Maharashtra	C	S			S	S				S		S		O		S	S				O		O														
	M	S		S	S	S		S	O	O		O	O	O	O	O	O					O	O						S				O			@	

Source: State Municipal Acts and information from the States

Note:: M stands for Municipality, C for Corporation and N for Nagar Panchayat, S for obligatory and O for Optional

¶- Applicable in Rajasthan

\$-tax on goods and animals brought within the municipal area for consumption, use or sale therein

&-the state govt may make such grants-in-aid to municipality as they may have deem necessary for expenditure on school improvement or provision of building to be used as students hostel provision

@-if state govt exemption in respect of any class of property or persons from levy of the taxes

#-the municipality may levy a land conversion cess not exceeding Rs 75 per acre

Table A4: Taxation Powers assigned to the ULBs as per the State Municipal Acts (Contd)

State	Status of ULB	Property tax/Urban Development Tax [†]	Profession tax	Lighting Rate	Water rate	Sanitation/ Conservancy Tax	Scavenging tax	Latrine tax	Drainage tax	Education tax	Entry/Terminal tax	Taxes on vehicles	Advertisement tax	Entertainment tax	Duty on transfer of immovable property	Tax/toll on animals	Boat Tax	Pilgrim tax	Tax on consumption of electricity	Market fee	Toll on bridges/Vehicles	Fee for fire services	Fees on dogs	Timber tax	Registration of animals etc.	Parking fees	Tax on servants	Tax on artisans/companies	Environment tax/Land Revenue	Betterment/Development tax	Circumstances of Property	Fee on building application	Passengers & Goods Tax	Provision for transfers from state
Orissa	C	O	O	O	O			O	O			O				O	O								O							O		
	M	O	O	O	O			O	O			O				O	O						O						O				O	
	N	O	O	O	O			O	O			O				O	O							O								O		
Punjab	C	S	O		S							S	S			S						S						S		S				
	M	O	O			O	O	O	O		O	O		O		O							O			O								
	N	O	O				O					O				O							O			O					O			
Rajasthan	C	S	S	O	O	O	O	O			O	O				O	O										O							
	M	S	S	O		O	O	O	O		O	O	O			O	O	O			S		O			O						O		
	N	S	S	O	O	O	O	O			O	O				O	O										O							
Tamil Nadu	C	O	O	O					O			O			O	O								O			O							
	M	O	O							O		O	O		O	O		O								O*								
	N	O	O	O	O	O			O			O			S	O		O								O								
Uttar Pradesh	C	S	O		S	S			S			S	O	O	O	S	S												O	S				
	M	O	O		O	O	O		O			O		O	O	O														O				
	N	S	S		S	S	S		S			S		S	S	S	S													S				

Source: State Municipal Acts and information from the States

Note.: M stands for Municipality, C for Corporation and N for Nagar Panchayat, S for obligatory and O for Optional

†- Applicable in Rajasthan

\$-tax on goods and animals brought within the municipal area for consumption, use or sale therein

&-the state govt may make such grants-in-aid to municipality as they may deem necessary for expenditure on school improvement or provision of building to be used as students hostel provision

@-if state govt exemption in respect of any class of property or persons from levy of the taxes

#-the municipality may levy a land conversion cess not exceeding Rs 75 per acre

Table A4: Taxation Powers assigned to the ULBs as per the State Municipal Acts (Contd)

State	Status of ULB	Property tax/Urban Development Tax [†]	Profession tax	Lighting Rate	Water rate	Sanitation/ Conservancy Tax	Scavenging tax	Latrine tax	Drainage tax	Education tax	Entry/Terminal tax	Taxes on vehicles	Advertisement tax	Entertainment tax	Duty on transfer of immovable property	Tax/toll on animals	Boat Tax	Pilgrim tax	Tax on consumption of electricity	Market fee	Toll on bridges/Vehicles	Fee for fire services	Fees on dogs	Timber tax	Registration of animals etc.	Parking fees	Tax on servants	Tax on artisans/companies	Environment tax/Land Revenue	Betterment/Development tax	Circumstances of Property	Fee on building application	Passengers & Goods Tax	Provision for transfers from state		
West Bengal	C	S										S	S			S											S									
	M	S	O			O							S		O			O			O	O					S						O			
	N	S										S	S					O			S						S						O			
Jharkh and	C	O	O	O	O			O	O			O	O			O	O						O		O											
	M	O	O	O	O			O	O			O				O	O						O												O	+
	N	O	O	O	O			O				O				O	O						O		O											

Source: State Municipal Acts and information from the States

Note.: M stands for Municipality, C for Corporation and N for Nagar Panchayat, S for obligatory and O for Optional

†- Applicable in Rajasthan

\$-tax on goods and animals brought within the municipal area for consumption, use or sale therein

&-the state govt may make such grants-in-aid to municipality as they may have deem necessary for expenditure on school improvement or provision of building to be used as students hostel provision

@-if state govt exemption in respect of any class of property or persons from levy of the taxes

#-the municipality may levy a land conversion cess not exceeding Rs 75 per acre

Table A5: Matrix of Institutional Set-up and Mechanism of Service Delivery in ULBs of Jharkhand

ULBs	Madhupur	Vasukinath	Dumka	Pakaur	Jamtara	Kodarma	Jhumritilaiya	Chatra	Hazaribagh	Latehar
Functions	1	2	3	4	5	6	7	8	9	10
1. Water Supply										
(a) Piped	PHED	PHED	PHED	PHED	PHED	PHED	PHED	PHED	PHED	PHED
(b) Hand pump	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
(c) Tanker	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
2.Sewerage/Sanitation										
Cleaning of Streets	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
Public Toilets	ULB	ULB		ULB	ULB	ULB	ULB			
Cleaning of Drains		ULB		Outsource d	ULB	ULB				
Drain Construction	ULB				ULB					
2. Storm Water Drainage										
3. Roads & Bridges										
Operation & Maintenance of Local Roads	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
4. Solid waste Management										
Collection, Transportation and Disposal	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB , Collection outsourced to NGO	ULB
5. Street Lighting										
(a) Plan & Design	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB
(b) Construction and Development	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB
(c) Operation & Maintenance: Replacement of Bulbs, manually operated Lights	ULB	ULB	ULB (switching on and off- outsourced)	ULB	Outsour ced	ULB	ULB	ULB	ULB	ULB

Table A5: Matrix of Institutional Set-up and Mechanism of Service Delivery in ULBs of Jharkhand contd

ULBs	Madhupur	Vasukinath	Dumka	Pakaur	Jamtara	Kodarma	Jhumritilaiya	Chatra	Hazaribagh	Latehar
Functions	1	2	3	4	5	6	7	8	9	10
6. Development Plan Preparation				ULB			ULB		ULB	
7. Parks & Play Field					ULB				ULB	
(a) Plan & Design				ULB						
(c) Operation & Maintenance				Outsourced						
8. Fire Services										
9. Slum Development (VAMBAY, ISHDP, NSDP)	ULB		ULB	ULB	ULB	ULB			ULB	ULB
(a) Plan & Design										
(b) Construction and Development										
(c) Operation & Maintenance										
10. Poverty Alleviation (SJSRY)	ULB,		ULB	ULB	ULB				ULB	ULB
(a) Plan & Design										
(b) Construction and Development										
(c) Operation & Maintenance										
11. Health & Education									ULB(public health)	
12. Urban Transport										
(a) Construction and Development of Bus stands	ULB	ULB		ULB	ULB	ULB	ULB		ULB	
(b) Operation & Maintenance of Bus Stands	ULB	ULB		ULB	ULB	ULB	ULB		ULB	
13. Traffic Management										
14. Environment										
15 Building Plan Approval	ULB		ULB	ULB	ULB	ULB	ULB	ULB	ULB	
16. Public convenience										
(a) Plan & Design	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	
(b) Construction and Development	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	
(c) Operation & Maintenance	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	

Table A5: Matrix of Institutional Set-up and Mechanism of Service Delivery in ULBs of Jharkhand Contd

ULBs \ Functions	Medininagar	Garhwa	Hussainabad	Deoghar	Phusro	Chirkunda	Jamshedpur	Lohardaga	Giridih	Chakradharpur
	11	12	13	14	15	16	17	18	19	20
1. Water Supply										
(a) Piped	PHED	PHED	PHED	PHED	PHED	PHED, MADA	PHED	PHED	PHED	PHED
(b) Hand pump	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
(c) Tanker	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
2. Sewerage/Sanitation										
Cleaning of Streets	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
Public Toilets		ULB			ULB		ULB		ULB	ULB
Cleaning of Drains										ULB
Construction of Drainage		ULB	ULB							
Drainage O&M		ULB								
Design Planning of Drainage		ULB								
2. Storm Water Drainage										
3. Roads & Bridges										
Operation & Maintenance of Local Roads	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
4. Solid waste Management		ULB								
Collection, Transportation and Disposal	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	
5. Street Lighting										
(a) Plan & Design	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB
(b) Construction and Development	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB
(c) Operation & Maintenance: Replacement of Bulbs, manually operated Lights	ULB	ULB	ULB	ULB	Outsource d	ULB	ULB	ULB	ULB	ULB

Table A5: Matrix of Institutional Set-up and Mechanism of Service Delivery in ULBs of Jharkhand contd

ULBs	Medininagar	Garhwa	Hussainabad	Deoghar	Phusro	Chirkunda	Jamshedpur	Lohardaga	Giridih	Chakradharpur
Functions	11	12	13	14	15	16	17	18	19	20
6. Development Plan Preparation							ULB	ULB	ULB	
7. Parks & Play Field								ULB	ULB	
(a) Plan & Design										
(b) Construction and Development										
(c) Operation & Maintenance										
8. Fire Services										
9. Slum Development (VAMBAY, IHSDP, NSDP)	ULB	ULB		ULB	ULB		ULB	ULB	ULB	
(a) Plan & Design										
(b) Construction and Development										
(c) Operation & Maintenance										
10. Poverty Alleviation (SJSRY)	ULB	ULB		ULB	BPL survey with UD & ULB		ULB	ULB	ULB	
(a) Plan & Design										
(b) Construction and Development										
(c) Operation & Maintenance										
11. Health & Education										
12. Urban Transport										
(a) Construction and Development of Bus stands		ULB	ULB		ULB	ULB	ULB		ULB	
(b) Operation & Maintenance of Bus Stands		ULB	ULB		ULB	ULB	ULB		ULB	
13. Traffic Management										
14. Environment										
15 Building Plan Approval	ULB	ULB	ULB	ULB		ULB	ULB	ULB	ULB	ULB

Table A5: Matrix of Institutional Set-up and Mechanism of Service Delivery in ULBs of Jharkhand contd

ULBs	Medininagar	Garhwa	Hussainabad	Deoghar	Phusro	Chirkunda	Jamshedpur	Lohardaga	Giridih	Chakradharpur
Functions	11	12	13	14	15	16	17	18	19	20
16. Public convenience										
(a) Plan & Design	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	
(b) Construction and Development	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	
(c) Community Building/ Town Hall		ULB								
(d) Chhat Ghats		ULB								
(e) Operation & Maintenance	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	

Table A5: Matrix of Institutional Set-up and Mechanism of Service Delivery in ULBs of Jharkhand contd

ULBs	Simdega	Jugsalai	Sahibganj	Saraikele	Chaibasa	Kharsawan	Bundru	Jasidih	Khunti	Rajmahal
Functions	21	22	23	24	25	26	27	28	29	30
1. Water Supply										
(a) Piped	PHED	PHED	PHED	PHED	PHED	PHED	PHED	PHED	PHED	PHED
(b) Hand pump	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
(c) Tanker	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
2.Sewerage/Sanitation										
Cleaning of Streets		ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
Public Toilets	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
Cleaning of Drains	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
2. Storm Water Drainage										
3. Roads & Bridges										
Operation & Maintenance of Local Roads	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
4. Solid waste Management	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
Collection, Transportation and Disposal										
5. Street Lighting										
(a) Plan & Design	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB
(b) Construction and Development	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB
(c) Operation & Maintenance: Replacement of Bulbs, manually operated Lights	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
6.Development Plan Preparation										ULB
7. Parks & Play Field	ULB	ULB	ULB						ULB	ULB
(a) Plan & Design										
(b) Construction and Development										
(c) Operation & Maintenance										

Table A5: Matrix of Institutional Set-up and Mechanism of Service Delivery in ULBs of Jharkhand contd

ULBs	Simdega	Jugsalai	Sahibganj	Saraikela	Chaibasa	Kharsawan	Bundru	Jasidih	Khunti	Rajmahal
Functions	21	22	23	24	25	26	27	28	29	30
8. Fire Services										
9. Slum Development (VAMBAY, IHSDP, NSDP)	ULB	ULB		ULB			ULB	ULB	ULB	ULB
(a) Plan & Design										
(b) Construction and Development										
(c) Operation & Maintenance										
10. Poverty Alleviation (SJSRY)	ULB	ULB				ULB	ULB	ULB		ULB
(a) Plan & Design										
(b) Construction and Development										
(c) Operation & Maintenance										
11. Health & Education										
12. Urban Transport										
(a) Construction and Development of Bus stands	ULB		ULB		ULB		ULB	ULB	ULB	
(b) Operation & Maintenance of Bus Stands	ULB		ULB		ULB		ULB	ULB	ULB	
(c) taxi Stand				ULB						
13. Traffic Management										
14. Environment										
15 Building Plan Approval		ULB			ULB				ULB	
16. Public convenience	ULB	ULB				ULB	ULB			ULB
(a) Plan & Design										
(b) Construction and Development										
(c) Community Building/ Town Hall			ULB							ULB
(d) Operation & Maintenance										

Table A5: Matrix of Institutional Set-up and Mechanism of Service Delivery in ULBs of Jharkhand contd

ULBs	Godda	Mango	Gumla	Mihijam	Aadityapur	Chakulia	Chas	Dhanbad	Ranchi
Functions	31	32	33	34	35	36	37	38	39
1. Water Supply									
(a) Piped	PHED	PHED	PHED		PHED	PHED	PHED	MADA, PHED	DWSD
(b) Hand pump	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
(c) Tanker	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
2.Sewerage/Sanitation									
Cleaning of Streets	ULB	ULB	ULB		ULB		ULB	ULB, MADA	ULB
Public Toilets	ULB	ULB	ULB		ULB	ULB	ULB	ULB,MA DA	ULB
Cleaning of Drains	ULB	ULB	ULB		ULB	ULB	ULB		ULB
Drainage Construction								ULB, MADA	ULB
2. Storm Water Drainage								ULB	
3. Roads & Bridges									
Operation & Maintenance of Local Roads	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB
4. Solid waste Management	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB, MADA	ULB
Collection, Transportation and Disposal									
5. Street Lighting									
(a) Plan & Design	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB
(b) Construction and Development	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB	JSEB
(c) Operation & Maintenance: Replacement of Bulbs, manually operated Lights	ULB	ULB	ULB	ULB	ULB	ULB	ULB	ULB	Outsourced (agencies are permitted to advertise on the poles)

Table A5: Matrix of Institutional Set-up and Mechanism of Service Delivery in ULBs of Jharkhand contd

ULBs	Godda	Mango	Gumla	Mihijam	Aadityapur	Chakulia	Chas	Dhanbad	Ranchi
Functions	31	32	33	34	35	36	37	38	39
6. Development Plan Preparation									RRDA, RIADA
7. Parks & Play Field	ULB	ULB	ULB						ULB, RRDA, RIADA
(a) Plan & Design									
(b) Construction and Development									
(c) Operation & Maintenance									
8. Fire Services									
9. Slum Development (VAMBAY, IHSDP, NSDP)	ULB	ULB	ULB				ULB	ULB	ULB,
(a) Plan & Design									
(b) Construction and Development									
(c) Operation & Maintenance									
(d) Housing for sweepers									ULB
10. Poverty Alleviation (SJSRY)	ULB		ULB			ULB		ULB	ULB
(a) Plan & Design									
(b) Construction and Development									
(c) Operation & Maintenance									
11. Health & Education									ULB(Public Health)

Table A5: Matrix of Institutional Set-up and Mechanism of Service Delivery in ULBs of Jharkhand contd

ULBs	Godda	Mango	Gumla	Mihijam	Aadityapur	Chakulia	Chas	Dhanbad	Ranchi
Functions	31	32	33	34	35	36	37	38	39
12. Urban Transport									RRDA, RIADA
(a) Construction and Development of Bus stands		ULB	ULB					ULB	
(c) Operation & Maintenance of Bus Stands		ULB	ULB					ULB	
13. Traffic Management									
14. Environment									
15 Building Plan Approval			ULB					MADA	ULB RRDA, RIADA
16. Public convenience									RRDA, RIADA
(a) Plan & Design									
(b) Construction and Development									
(c) Community Hall	ULB								ULB
(d) Night Shelter									ULB
(e) Operation & Maintenance			ULB					ULB	

Source: NIPFP Questionnaires, City Development Plan Reports

Abbreviations for table A5

ULB=	Urban Local Body
MADA=	Mines Area Development Authority
RRDA=	Ranchi Regional Area Development Authority
RIADA=	Ranchi Industrial Area Development Authority
JSEB=	Jharkhand State Electricity Board
JUSCO=	Jamshedpur Utility Service Consumer Organisation
IHSDP:	Integrated housing Slum Development Program
PHED=	Public Health and Engineering Department
SJSRY=	Swaranjayanti Shahari Rozgar Yojana
VAMBAY=	Valmiki Ambedkar Awas Yonaja
NSDP=	National Sulm Development Programm

Table A6: Pattern of Functions and Responsibilities of MADA

Name of ULB	Services Provided	Function/ Responsibilities
Dhanbad, Jhari, Katras, Chattatand, Karkend, Chirkunda and part of Sindri & Chas ULB Areas. Non ULB Govindpur, Nirsa, Tundi, Baliapur, Topchanchi, Gomoh, Mahuda, Chandankiyari, Bhojudih and part of Chas & Chirkunda Rural Areas	Sanitation Epidemic control Child & Welfare Prevention of Food Adulteration	(A) Sanitation- Sweeping of Roads & Streets, Cleaning of Drains, lifting of garbage (B) Epidemic control- disinfection of wells and houses. Vaccination & treatment of infectious disease at IDH hospital (C) Child & Welfare- inoculation upto 6 months child and natal and post natal care (D) Prevention of food adulteration- collecting food samples and
Dhanbad, Jharia, Chattatand, Karkend, Katras and Non- ULB Colliery Areas	Water Supply	Lifting of raw water from Damodar river with the help of pumping set, plant, planted at Damodar head works Jamadoba. Purification, filtration and distribution in different ULBs and non- ULB areas. Secondary water supply done after filtration at Tochanchi. Tetulmari etc. ULB and non- ULB areas from Topchanchi Lake by gravitational system established in 1924
Dhanbad & Chas (Bokaro) ULB & Non-ULB Area	Town Planning	Building operation, planning standard and other associated activities of ULB and non ULB Areas, permitted to develop different types of land such as residential, commercial, industrial, agricultural etc. building planning sanctioned by the Managing Director, MADA under Building Regulation Act, 1986
Sahebgaj, Ranchi, Ghatsila, Jamshedpur, Telmocho, Sudamdih, Ramgarh, Sindri, Bokaro (Kargali), Chirkunda, Dudga, Jharia etc ULB & Non- ULB Areas of the State of Jharkhand.	<u>Ganga Action Plan</u> , <u>Damodar Action Plan</u> under NRDC scheme of Central Government	MADA is empowered as Nodal agency for making DPR, execution & supervision, completion, financial investment of allocated schemes/project under the NRDC scheme, for controlling water pollution. The following scheme/ project executed by MADA viz. Ganga action plan, Damodar action plan, Suverna Rekha action plan. Under this plan 82 proposals were placed before MADA out of which 15 schemes were sanctioned. 10 units were completed out of the 15 sanctioned schemes. Rest actions are taken towards completion and implementation.

Source: MADA, Dhanbad, Jharkhand

Table A7: Details of ULBs covered under PHED for Water Supply

Sl. No	Name of Urban Local Bodies	Sl. No	Name of Urban Local Bodies
1	Ranchi Municipal Corporation	20	Godda Nagar Panchayat
2	Dhanbad municipal Corporation	21	Husainabad Nagar Panchayat
3	Dumka Nagar Parshad	22	Gumla Nagar Panchayat
4	Sahebganj Nagar Parshad	23	Saraikela Nagar Panchayat
5	Lohardaga Nagar Parshad	24	Pakur Nagar Panchayat
6	Chaibasa Nagar Parshad	25	Basukinath Nagar Panchayat
7	Adityapur Nagar Parshad	26	Mihijam Nagar Panchayat
8	Medninagar Nagar Parshad	27	Jamtara Nagar Panchayat
9	Giridih Nagar Parshad	28	Rajmahal Nagar Panchayat
10	Chatra Nagar Parshad	29	Latehar Nagar Panchayat
11	Hazaribagh Nagar Parshad	30	Simdega Nagar Panchayat
12	Madhupur Nagar Parshad	31	Khunti Nagar Panchayat
13	Phusro Nagar Parshad	32	Bundu Nagar Panchayat
14	Chakradharpur Municipality	33	Chakulia Nagar Panchayat
15	Jugsalai Municipality	34	Chirkunda Nagar Panchayat
16	Deoghar Municipality	35	Kharsawan NAC
17	Jhumriteleya Municipality	36	Jamshedpur NAC
18	Chas Municipality	37	Mango NAC
19	Garwa Nagar Panchayat	38	Koderma NAC
		39	Jasidih NAC

Source: PHED, Jharkhand

Box 1 Some Initiatives by ULBs in Jharkhand

Privatisation and Out sourcing Initiatives

Two of the ULBs visited during field survey indicated about the out sourcing of revenue collection which enhances income and reduced level of expenditure on revenue collection.

(i) Pakur

- ULB is surrounded by mines area. It levies an entry fee in NP area, at the rate of Rs 17/- and Rs 10/- for heavy and light vehicle respectively.
- It has out sourced the collection of entry fee at the rate of Rs 16/- per vehicle.

(ii) Latehar

One young person is engaged for revenue collection on commission basis at the rate of 2per cent of the total collection.

(d) Income from Advertisement

Some of the ULBs have also initiated the processs of generating revenues from advertisement on poles:

(i) Dumka

- Advertisement on Electricity Poles-Adjan- an agency is given license for putting hoarding /advertisement on the poles.

(ii) Daltonganj (Medninagar)

Advertisement on poles and agreement for maintenance, privatized.

(e) Income from No Dues Certificate/other certificates

Daltonganj (Medninagar)

- Income from issuing of various certificates regarding, residence proof, Character, Caste, Birth/Death etc. Certificate is only issued when all the dues regarding Holding tax is paid.

Chatra

- Every member before filing the nomination for any election has to obtain no dues certificate from the ULB after paying all the dues regarding holding tax, water tax and latrine tax etc, of the ULB. This helps in revenue generation of ULB.

Privatisation of Services

(i) Pakur

Drainage cleaning is contracted out for Rs 1 lakh per month

(ii) Hazari Bagh

- An NGO-Nav Bharat Jagrati-working in suresh colony for solid waste door to door collection. Ward 4, (Nawab ganj, New Area, etc.)
- Rs 30/- is charged from each Household (at the rate of Re.1/- per day)
- The NGO collects door to door garbage and put in to containers, from where the ULB vehicles remove the waste.
- Dumping ground at the distance of 3 kms identified. (new dumping site is at 9 kms distance) 5 Acre land /plot identified.
- NGO has got some grant from Canada govt some time ago for this purpose)
- DPR for solid waste is prepared by this NGO.

3. Governance

Latehar

- Board Meetings are conducted on 27 or 28th day of every month. Issues related to service delivery are discussed amongst the elected body and the officials of the ULBs and it is ensured that necessary action is taken.