Chapter II
Research Design

We have designed the research project as follows:

Methodology of Study:

In the present monograph, the method of data collection used in being described in detail below.

Sources of Data Collection:

The major sources of data collection for the present study were the following:
1. Primary Sources
2. Secondary Sources

1. Primary Sources:

It included the data in the form of responses and opinions of the respondents which was gathered through the interviews conducted by the researcher personally from three different categories of the respondents. Observation will also be means of collection of data

Observation:

The things which a social scientist personally watches and observes becomes part of the personal observation. Authenticity of observation is greatly ensured because the investigator is personally involved in the task of understanding an event object himself. Personal observation cannot conceive a social investigator his faculties of perception and reception deceive him. Observation can be fairly be called the classic method of scientific enquiry. "It is very well said that the use of observers means, the use of people as measuring instruments, this requires the careful calibration of personnel". Observation is thus most authentic provided the observers is not prejudiced towards any individual or group of individuals in population
being observed. Observation becomes more realistic if the observer is neutral and non-biased towards any of the unit, entity or actor being observed. Non participative observation method will also be followed in collecting the data about the working of decentralisation in the Municipal Corporation, Shimla.

**Interviewing:**

The interview is an important and useful medium of data collection. Although interviewing is liable to error and bias, it is being used in social sciences frequently these days. "Without doubt this is generally the most appropriate procedure even the it introduces various sources of error and bias". Interviewing used in order to get information about likes, dislikes, appreciation or rejection by a respondent. The attitudes, likes, dislikes cannot be known by resort to simple observation.

"Observation methods-----are primarily directed towards describing and understanding behaviour as it occurs. They are describing and understanding behaviour as it occurs. They are less effective in giving information about a person's perception, beliefs, motivation, anticipation or future plans, and certainly they provide no information about past behaviour or private behaviour such as sexual activity." The interview approach is, therefore, utilised in order to know perceptions, feelings and reactions of the respondents which otherwise cannot be observed. "Interviews thus can be used with about all segments of the population." Whereas questionnaires can be mailed to only literate segments of population. Interviewing facilitates appraisal of the check contradictions and make sure that replies are not ambiguous and vague. Interviewing technique facilitates electing of information about complex, emotionally based subjects or for probing the
sentiments and encourages the greatest possible freedom and honesty of expression.

Just to make the facts clear and explicit interview will be conducted with elected representative, municipal officials of Municipal Corporation, Shimla, and a sample of the citizen of Shimla city.

**Questionnaire:**

The collection of survey data is possible through mailed questionnaire and personal interviews. In a male questionnaire the respondents himself fills and answer, personal interviews are those in which the interviewer asks questions and records the answer. Generally speaking the word questionnaire "refers to a device for securing answers to questions by using a form which the respondents fills in himself." The word questionnaire is which an interviewer asks questions and records answers or a self administered questionnaire in which the respondents completes the task himself. It is a practice to differentiate a schedule from a questionnaire. "Schedule is the name usually applied to a set of question which are asked and filled in by an interviewer in a face-to-face situation with another person."

Questionnaire will be prepared for collecting data for studying decentralisation, administrative procedure and financial aspects, and various problems being faced by the employees of the Municipal Corporation, Shimla and citizens of Shimla city. This will make a scientific study of decentralisation in Municipal Corporation, Shimla.
2. Secondary Sources:

The secondary sources consulted for the present study include the various encyclopaedia, gazetteers, census reports, handbooks, reports of various commissions, books, journals, and official files of Municipal Corporation, Shimla

Documentation:

Professor C.A. Moser has opined that "methods of collecting information are not so developed and systematised. There is a wealth of experience and a formidable literature describing it, but few would claim that this amounts to a coherent set of principles or to a theoretical framework".13

There is a little research being done on data collection method. Data collection by studying relevant documents and sources helps technique. The study of documents is helpful because "different types of documents can supplement data obtained by other methods". The objects to be studied by the social investigators are historical documents, statistical reports, records of institution, and other sources." The documentary resource of information according to Young, are those which contained in published and unpublished documents, reports, statistics, manuscripts, letters, dairies, etc.14

Sampling Design:

The design of sample for the present research study is based on three different categories of respondents of a sample of elected municipal councillors of Municipal Corporation, Shimla including The Mayor and The Deputy Mayor, and head of departments of various functional departments of the Corporation. (Refer to Annexure-iv) Apart from above we have interviewed the five hundred citizens (lawyers, business-men, builders, contractors,
architects and former employees of the corporation and resident of Shimla City). (Refer to Annexure-v)

**Data Analysis Scheme:**

The data analysis of the present study consist of the following five sections:

(a) Tabulation
(b) Interpretation
(c) Quantification
(d) Analysis
(e) Observation

**Importance Of Study:**

The importance of present study can hardly be emphasised in view of the scope, aim and objectives, and the field of study undertaken by the present research will be discussing issues vital for the governance of the country, hence going to be important study.

There is a great relationship between growth in urbanisation and consequent aggravation of urban problems. The system of elective urban local government which was established in India during the middle of the last century has remained largely static, although it stands badly in need of repair and renovation. Even the most optimistic observer would express concern about the system's performance and call for thorough examination and suitable reforms.

Today, our cities are scenes of physical deterioration of housing, sanitation, and health, and marked decline in effective communication traffic congestion, water, air and noise pollution
and their hazardous effects on the health of human beings and on urban ecosystem are too serious in terms of scale and intensity. The prospects of housing, employment, water-supply, transport, sanitation and the supply of other urban goods and services and the presently living urban environment, triggers the alarm of crises. The equity, fairness in the allocation of resources is almost missing in the urban areas.

Local government is conceived as an instrument for the widest possible participation of the people in grassroot governments. The creation of a decentralised organisational structure is one of the important social inventions of this century. With ethical roots in democracy, decentralisation has become an idealistic concept, a way of life, and an end in itself. It suggests a system in which people will given an opportunity to perform their individual goals to the maximum. Local autonomy, beginning with the individual, this is an important credo of decentralisation. Decentralisation is a corollary when it penetrates, provides a philosophy for the exercise of authority in a democratic way in an organisation.

Curiously, the story of local self government in India, in the years since independence, illuminates one more on how the nurseries of democracy ought not to be treated than on how they may function. Starved of funds, deprived of powers and having been subjected to repeated, long spells of supersession. The essence of Urban Local Bodies lies in the idea of self governance, that is, the freedom to decide the course of development, its planning, its funding, and terms of its staff. Towards this end, the “Seventy-Fourth” Amendment of the Indian Constitution is a landmark as it is expected to initiate a new era in the evolution of democratic institutions and
decentralisation. However, whatever the statutory framework, the depth of political commitment to democratic decentralisation will determine whether or not urban local bodies can become effective levels of governance with enlarged participation of the local committees.

The study will be helpful to administrators, planners, politicians and students in implementation of various scheme and plans pertaining in solving the urban problems.

There is no denying that some aspects of Municipal Corporation, Shimla have received sufficient attention of researchers, which includes organisation, financial, personnel, etc. The area of decentralisation of urban local bodies especially in the contest of Municipal Corporation, Shimla though import has so far not been taken up for study. The present study will fill the vacuum as such study has not been conducted earlier and discuss the vital issues for the governance of Municipal Corporation, Shimla after the implementation of new Act under 74th Amendment, hence this is going to be important study.

Scope of Study:

The present study will cover following aspects:

(1) Organisation of the Corporation
(2) Functions of the Corporation
(3) Finances of the Corporation
(4) Working of the Corporation
(5) The Corporation and the Commissioner’s relationship
(6) Impact of 74th Constitutional Amendment.
Objectives of Study:

The objectives selected for the present study are enumerated below:

(1) To study the Organisational and Administrative structure of the Municipal Corporation, Shimla;
(2) To examine the process of decentralisation existing in the Municipal Corporation, Shimla;
(3) To identify the problems being faced by the administration of the Municipal Corporation, Shimla;
(4) To study the financial administration of the Municipal Corporation, Shimla;
(5) To study the relationship between the executive and the deliberative wings of corporation;
(6) To study the impact of 74th Constitutional amendment on the administration of the Municipal Corporation, Shimla;
(7) On the basis of the data, this study will suggest measure for effective implementation of 74th Constitutional Amendment

Chapterisation:

I. Introduction
II. Research Design
III. Organisation
IV Functions
V Finances
VI Working
VII Authority an Conflict
VIII The 74th Constitution Amendment
IX Critical Appraisal
X Conclusions and Recommendations
Annexure

Bibliography

**Delimitation of Study**

Due to the limited resources available at the disposal of the present researcher, the study will cover the period from May, 1992 to the present day. Thus it will cover a period of about four years before the implementation of 74th Constitutional Amendment and remaining period after the implementation of the Amendment. It will become a comparative study. It will also study the impact of the implementation of the 74th Constitutional Amendment.

Moreover, both primary and secondary data will have to be used in the present study, by applying different research methods viz. Documentary, interview, questionnaire and observation. But misprints, non-availability and non-accuracy of responses from respondents would become the delimitation of study.

The primary information on the most of the variables collected at a particular point of time is not possible.

**Review of Literature:**

The review of literature relevant to the present study can be conveniently divided into following heads:

1. **National Perspective:**
   a) Administration of Urban Local Bodies
   b) Financial Administration of Urban Local Bodies
   c) Planning for Urban Local Bodies
   d) Citizens Participation in Urban Local Bodies
   e) Decentralisation in local Self-Government
   f) Municipal Training
2. Municipal Corporation, Shimla Perspective:
   a) Historical Perspective
   b) Organisation and Working
   c) Financial Administration
   d) Personnel Administration
   e) Participation and Development
   f) Shimla Then the Now

3. 74th Constitution Amendment Perspective:

   1. National Perspective:
      a) Administration of Urban Local Bodies:

      Pradeep Sachdeva's book *Dynamics of Municipal Government and Politics in India* Kitab Mahal, Allahbad, 1991 provides one vivid glimpses of working of urban local government in the State of Punjab. The author develops discussion on the theme of municipal government and politics in the course of 11 chapters of the book is comprised. Findings are based on an indepth study of two municipal bodies in the State of Punjab: Patiala Municipal Committee and Ludhiana Municipal Corporation. Materials collected from primary sources have been supplemented by those from secondary sources in an effort to portray picture of municipal governance.

      Curiously, the story of local self-government in India, in the years since independence, illuminates one more on how the nurseries of democracy ought not to be treated than on how they may function. Starved of funds, deprived of powers, and having been subjected to repeated, long spells of supersession they appear to exist more on paper than in practice. The author in this book provides meaning and substance of some of these and
many other aspects of working of urban local government in the
country.

While the “Structural-functional analysis” paradigm does visualises
the multifunctionality of structures, it is doubtful if structures geared for
a given output-set could be re-engineered to deliver a different portfolio
of outputs. The study finds that Ludhiana civic body has gone without
election ever since it was elevated to the status of the Corporation, in
1977, and that Patiala Municipal Committee has remained superseded for
25 out of the 42 years for which it has existed. Author’s finding that
this has happened on purely political considerations only corroborates the
unhappy experience elsewhere in the country.

Constitutional status for urban local bodies, fixed for five year
tenure; obligation to revive municipalities within six months of
supersession; setting up of the state-level municipal finance commission.
These are certain other (e.g. constitution of state-level election
commission) items figured in the provisions of abortive 65th Constitutional
Amendment Bill of the year 1989. And of course the 74th Constitutional
Amendment Act (1992) has been eminently successful in incorporating
provisions which reflects the concerns of the author and of all those
who wish to urban local self-government well. One hopes, this
momentous Act should provide meaning to the lofty ideal of People’s
Empowerment. He cautions against the dangers treating municipal
government in isolation as mere local administration.

2. Harpreet Kaur, in her book Administration of Municipal
Corporation in India, H.K. Publications, Delhi, 1992 throws light
on problems which city of Shimla faces these days by studying
the administration of the Municipal Corporation Shimla.

The author points out that municipal administration these
days is notorious for being in active even in the discharge of its
statutory duties. Municipal Corporation, Shimla is no exception. Elections to Municipal Corporation did not add anything new in order to improve Corporation's efficiency.

Political decision-making is weak because decisions made require funds. Municipal Corporations in India lack basic quality of a local body of being capable of levying most-desirable levies, duties and taxes. Local bodies of all the Municipal Corporations has developed a psychology that Union or State Government should finance the administration of municipal corporations. In every sphere of work whether state, local or union, the emergent nature of work has ruined the country. Unionized activity has resulted in less government output. It is quite likely that this effective democratic local institution may disappear in times to come, until and unless the stinking work-culture disappears.

3. Vishnoo Bhagwan, in his book *Municipal Government and Politics in Haryana City (Rohtak)*, S.Chand & Co., New Delhi, 1974. Emphasized the importance of a government, be it centre, state or local. Faculty management not only brings a bad name to the government but also alienates it from the people. Local bodies and their financial structure have been subjected to heavy strains on account of rapid population growth, urbanisation and industrialisation. The author suggested that the existing sources of revenue had to be exploited optimally. The illegal encroachment in municipalities should be prevented by appointing magistrates to exercise the coercive powers for recovery. The state government should adopt an objective code of grants-in-aid as had been suggested by Taxation Enquiry Commission in India. Substantial loans should be floated to meet the municipal works involving capital expenditure.
4. Pratap Singh, in his book *Urban Government of India*, Uppal Publishing House, New Delhi, 1978 examined the system of urban government in Punjab. He maintained that the responsibility of local government continued to increase enormously but their resources kept shrinking. The efficiency and effective functioning of the urban government institutions, the standard of services, and amenities provided by them depend mainly on finances. But financial management structure, state-municipal relationship personnel and participation of urban community are also important for their smooth functioning. Improved management of local services and better revenue effort must, therefore, go together. The main instrument of financial administration—the formation of budget, the accounting methods and the audit procedure should be toned up. The municipal staff should be properly trained.

5. Mohit Bhattacharya, in his book *Essays In Urban Government*, The World Press Private Ltd., Calcutta, 1970 has attempted to analyse the governmental problems of the urban local authorities from this angle of vision. In solving the rising urban problems, urban local government in India has an important role to play. There are fifteen papers in this book each of which deals with a specific issue relating to urban government. Vital questions concerning structure, personnel, unregulated urban growth, planning, State-local relation, finance and cantonment administration have been critically examined with a view to provoking fresh thinking on the role and responsibilities of urban local government in the context of urbanisation and development. The stagnation of local government in India is due largely to stagnation in our thinking about it. The present book is expected
to stir up new ideas and act as a catalyst for the reorientation of our urban local government.

6. Pawan Kumar Banta in his paper Municipal Administration in Himachal Pradesh, Civic Affairs. Vol.40. No.11&12, Kanpur, June 1993 and July 1993 respectively has made an attempt to explore within an historical framework the development of urban local bodies in Himachal Pradesh. Before 1948, there were hardly half a dozen but this number has gone over Municipal Corporation, Shimla, 19 Municipal Committees, 4 Cantonment Boards, Directorate of Local Bodies has been setup for bringing improvement in the working of these local bodies, and ensure providing of better civic amenities. The government has been fighting against heavy odds to mobilise resources for the civic bodies in the state, all of which are in the red.

The author observed that the administration was run by state departments itself and urban local bodies have very limited powers. The performance of urban local bodies in the state can help a lot in raising the standard of life socially, culturally, economically unless these bodies exploit their resources effectively. These bodies are based on the principal of democratic decentralisation, which is very basis of democracy.

b) Financial Administration of Urban Local Bodies:

1. Sarita Sharda in her Ph.D. dissertation Financial Administration of Urban Local Bodies in Himachal Pradesh, Department of Public Administration, H.P. University, Shimla 1997 explored that the urban local government is not able to administer its financial affairs so well and provide the expected civic services.

The present study is a modest attempt to redress this imbalance caused by the neglect of such a crucial area as the
financial administration of urban local bodies. Apart from tracing the origin of urban local bodies, the study critically examines their organisational structure, budgetary system, income and expenditure, accounting and auditing procedures and modus operandi used for ensuring a proper and efficient utilisation of resources.

2. M.P. Mathur in his paper *Financing Urban Services: Strategic Options*, Nagarlok, Vol.XXVI.No.1., Centre for Urban Studies, Indian Institute of Public Administration, New Delhi, 1994 has discussed the gap between the municipal resources generation and expenditure requirements underlines the financial constraints of the municipal bodies and explains why the civic bodies were not able to provide services at levels expected of them. The author observed that in many cases the municipal bodies are not undertaking proper and regular maintenance of the water supply, sewerage, and drainage systems and other essential services such as roads, street lighting, and so on, resulting in the widening of gap between the actual and desired levels of services. These shortcomings are mainly due to shortage of funds, though some of the deficiencies can be traced to indifference or inefficiency of the executive and other service personnel engaged in carrying out civic functions.

It may be reiterated that the quantum of financial requirements for upgrading basic urban infrastructure and services is substantial, and will require massive efforts at various levels of government. Achieving increased revenue raising goals through a economic efficiency, equity and administrability is difficult. These goals often conflicts each other. Therefore the role of management is important in order to deal with the issues in
an efficient and effective manner without compromising the objectives. Further, unless the incentive to tax payers, administrators and politicians are considered, it is quite unlikely that any set of proposed reforms in resources structure are likely to be successful.

c) Planning for Urban Local Bodies:

1. M. Pratap Rao in his book *Planning for Metropolitan Cities*, Concept Publishing Company, New Delhi, 1990, tries to examine the contents of proposed development plan for Hyderabad with special reference to Ramchandra-puram and Patacheruvu ring towns. With the growth of urbanisation and metropolitanization in the country the planning of metro cities have assumed crucial importance. In order to deconject the cities, it is essential to develop sub-centres around the main cities centres for ordering the direction and development of metropolitan cities. This requires planning of new towns to decentralise the economic and social forces of development on regional basis followed by preparation of zonal development plans which are basically land use plans. The author advocates that before preparing land use plan, it is necessary to develop a broad framework in shape of ‘Structure Plan which should define future in terms of time perspective as well as conceive policies for plan implementation. The author had tried to conceive this idea in this book with the help of a case study of Ramchandrapuram- Patancheruve township.

The author’s contention of privatisation for urban planning process is well documented since privatisation in the form of partnership between public, private, community based and non-governmental organisations are intended to mobilise all available experience. On the whole the study is useful for professional planners, policy administrators and researchers and it will lead to useful dialogue on policy planning.
2.G.Ramachandra Reddy, in his article *Urban Basic Services Programme in India - A Critical Overview*, Nagarlok, Vol. XXVI.No.3. July-September-1994, Centre for Urban Studies, Indian Institute of Public Administration, has discussed the rapid urban growth and the capacities of cities and towns to absorb huge population is limited because of lack of employment opportunities, inadequate urban infrastructure and non-availability of resources. In other words, the pace of urbanisation is much faster than creation or generation of additional jobs, services and resources. The result is a crushing burden on civic systems of our cities. Scarcity of resources together has lead to many adverse consequences for the urban areas.

In the context of mounting concern for scarcity of basic services and the consequent, especially in the quality of life of the poor, the Urban Basic Services Programmes (UBS) was introduced in 1985 by merging Urban Community Development, Low Cost Sanitation and Small and Medium Towns Development. It was a centrally Sponsored Scheme implemented with the involvement of the UNICEF, the State Government, and the municipalities.

Subsequently, the UNICEF and the central Government, have withdrawn from, the former in 1990 and the later in 1992. Not withstanding the problems the Urban Basic Services Programme has helped in easing the pressure on cash trapped municipalities of the state by providing basic civic and social amenities in low income urban slums. Participatory delivery system helped in minimising the role of bureaucrats and bureaucratic process in service administration to a larger extent. The increasing intervention of the governments in urban services provision has led to bureaucratization of service functions. It is in this context that the philosophy and the approach underlying the UBS programmes hold a lot of promise for services starved millions in India.
3. Sayed S. Shafi in his article *Plague Epidemic Part of the Urban Crisis*, Nagarlok, Vol. XXVI, No. 4., Centre for Urban Studies, Indian Institute of Public Administration, New Delhi, 1990, tries to examine various causes of plague epidemic broke out in Surat. It is due to solid waste mismanagement practices. According to author, unprecedented rains and the purifying garbage ultimately led to a catastrophe which has tarnished the image of India especially in those countries from where we are expecting major investments in our economy. But there is more to it because of comparative unawareness and inarticulation of a urban crisis which is looming all over the country. Unless the imperatives of urbanisation are recognised and appropriate urban development and management strategies are worked out, India would face even worst catastrophes.

The author observed that the Indian state has utterly failed in its basic responsibility to ensure safe drinking water to its people. And notwithstanding all the national, state or metropolis plans actually the funds allocated for water supply and health care services over the five years plans have proportionately came down as if the health of the nation is not its wealth.

Ironically, while resources is somehow managed for less important but frivolous projects, funds are almost always difficult to come by for the essentials like augmenting water supply, environmental sanitation or garbage collection and disposal. An overview of our cities reveals that not a single city or town in India has adequate water supply available to all its inhabitants, even below the minimum standards recommended by World Health Organisation. Let it be recognised that the urban crisis is upon us and it is all-pervasive impacting myriad dimensions. Indeed, urbanisation has serious implications for survival of India as a nation with progressive, pluralistic and secular democracy.
d) Citizens Participation in Urban Local Bodies:-

1. Bijoyini Mohanty’s book *Municipal System in India: Citizens Involvement*, Ashish Publishing House, New Delhi, 1993 traces the concept of local-self government and citizens self administration, municipal government in India and Orissa and work of Bhubaneshwar Municipality as this Municipality has been taken up for study. The book further analyses municipal awareness, interest and participation of citizens, their response to municipal election and women representation in municipal councils of Orissa.

In a democratic system, degree of participation by citizen, sense of awareness and involvement in routine works of the institution, appreciation and suggestive criticism have a strong constructive role. Specific care has been taken for the study on this aspect. The book deals in detail the citizens involvement which is the vital concept of local administration.

The 73rd and 74th amendments of Constitution of India, 1992 are steps for promoting people’s participation in rural and urban development. As per the problems pointed out by the author, our local bodies with participant citizens had developed a spine by schedules added to new Constitutional Amendments. This book is valuable for a scholar of grassroot democracy and for a serious student of municipal administration.

2. P.K. Umashankar and Girish K. Mishra (Eds) in their book *Public-Private Responsibilities in Urban Housing*, Indian Institute of Public Administration, Delhi, 1993 has thoughtfully presented a selection of relevant papers laying special emphasis on promotion of rental housing, investment in housing, community living and housing cooperatives, social mass housing and eradication of slums, and networking for housing development.
The bureaucratic system and public administration would have to be reoriented to promote public-private sector cooperation and partnership to achieve the above said objectives. The Volume provides valuable papers by experts in the field of urban housing and development for promoting public-private cooperation in tackling the acute housing problem. Among the important measures suggested to redefine the role of the government, the private sector and the non-governmental organisations are following: formulation of comprehensive national housing policy, interlinking shelter with economic and social development; provision of infrastructure, building material and finance for housing; amendments to regulations and by-laws which inhibit the development of housing sector; training of professionals; dissemination of technical knowledge; etc.

Housing need to be viewed as an economic activity aimed to promote social welfare and the betterment of the quality of life of masses for which both the public and private sectors should work together, develop cooperation and partnership. It is expected that the contents of this publication will greatly help in promoting housing development both in the public and private sectors on partnership basis. The publication will generate action to mitigate the housing situation in the country through public-private cooperation.

3. Girish K. Mishra in his article *Sustainable Urban Development and Privatisation*, Indian Journal of Public Administration, Vol. XXXIX, No.3, July - September, 1993, Indian Institute of Public Administration, New Delhi, has highlighted the characteristic features of urbanisation, the author discusses the imperatives of urban management in the framework of sustainability of urban development underscoring the need for self-sustaining cities. He analyses privatisation attempts made so far in different urban sectors to rectify inadequacies of services. He also
lists out typical areas where municipal bodies are trying out privatisation. The experience has revealed that government alone cannot undertake the enormous task of urban development comprising housing, infrastructure and facilities. There appears to be a need for a larger involvement of private sector in urban development. The public-private cooperation is intrinsically a laudable effort for sustainable urban development.

Pradeep Sachdeva, in his article *Lack of Citizen's Participation in Municipal Governments: Causes and Remedies*, Nagarlokh, Vol. XXVI. No. 1., Centre for Urban Studies, The Indian Institute of Public Administration, New Delhi, 1994 has acknowledged and recognised acceptance of the role of people’s in urban local governments for achievement of the objectives of their serving as training ground for democracy, the provision of civic amenities and services to the citizens and development of cities and towns, the people’s involvement in urban governments has been negligible, minimum, insufficient in some cities, and the people have been indifferent, disinterested, apathetic, and even disgusted and alienated to urban administration. Such a state of affairs can be attributed to lack of homogeneity in the population of the cities, Lack of Attachment with City Governments, Lack of Able Leadership: Its Poor Image, Absence of Continuous Contact of the Councillors with Public, Bureaucrat’s Attitude to People, Rampant Corruption, Poor Public Relations and Inefficiency of Municipal Administration.

Local Governments is conceived as an instrument for the widest possible participation of people in grassroots government. The author rightly observed, "An enlightened citizenry, ready and capable of participating in political action and community decision-making, is the foundation of democratic self government. The local institutions depend for their successful working, not on formal arrangements but on the
degree of participation and cooperation of citizens. It is only with the active involvement and participation of people in urban governments that the later can justify their existence and serve as instruments for the provision of basic services to the people”.

e) Decentralisation in Local Self Government:

1. Baldev Singh, in his book *Decentralisation, Panchyati Raj and District Planning*, Atlantic Publishers and Distributors New Delhi, 1996 has provided the essence of Panchayati Raj Institutions lies in the idea of local self government, that is, freedom to decide the course of development, its planning, its funding, and the terms of its staff. Towards this end, the Seventy Third Amendment of Indian Constitution is a landmark as it is expected to initiate a new era in devolution of democratic institutions and decentralisation in economic development planning. Its aim to achieve this (i) by making elections mandatory and preventing the State governments from superseding these institutions for indefinite period as has happened too often in the past, (ii) by enabling the State governments to devolve powers and responsibilities to Panchayat. However, whatever the statutory frame work, the depth of political commitment to democratic decentralisation will determine whether or not Panchayati Raj Institution can become effective levels of governance with enlarge participation of the local communities. In other words, the process of bureaucratic decentralisation namely transfer of State department’s power to Districts, preceded the process of democratic decentralisation.

The author has discussed decentralisation in four major forms i.e. Decentralisation, Delegation, Devolution and Privatisation. Decentralisation is ultimately, a political decision and its implementation is reflection of country’s political process. Decentralisation is, one of a range of administrative or organisational devices that may improve the efficiency,
effectiveness, and responsiveness of various levels of the government under suitable conditions. A decentralised programme is, thus, more likely to succeed if it is small in scope, has a long period of time to prove itself, centres around specific financial functions, transfers responsibility and incremental authority, and includes a training component. Beside the success of decentralisation depends on (i) the degree of commitment of national leadership, (ii) the ability, willingness and support extended by national bureaucracy, and (iii) the capacity to co-ordinate among the district field officials of national agencies and departments.

The author pointed out that decentralisation policies that transfer adequate financial resources as well as powers and responsibilities will be more successful than those that merely call for consultation with or without participation of local officials or citizenry. “Decentralisation requires a lengthy period of gestation before its benefits are realised”.

2.V. Subramanian, in his article The Rhetoric of Decentralisation and the Reality of Centralisation, in Indian Journal of Public Administration, Vol. XXIV. No. 3, 1978, tries to explore in a historical context; it may be useful to sum up the factors chiefly accountable for these conflicting pulls in Author’s own words: “The historical attachment to decentralisation in India flows mainly from three factors, namely, the heritage ideas about democracy, Gandhian ideas of the distribution of power and control, and thirdly ideas generated in connection with the establishment of the panchayati raj and the efficient execution of economic plans at the village, district or regional level. On the other hand the compelling factors that support centralisation in the modern world are drawn from several mutually reinforcing sources. In the first place comes technology, working in three complementary ways, by conquering distance first, secondly by making execution more mechanised
and thirdly by helping to process mass information through the computer and cybernetics.

It would have been useful were the author also to have simultaneously attempted some proposals for corrective action or for a more positive direction in accordance with his diagnosis. It is not enough to say that “the first requirement of effective decentralisation, to me, seems to be disowning of rhetoric.”

3. M.A. Muttalib (ed) in his paper *Decentralisation: A New Philosophy of Corporate Life*, in *Democracy, Bureaucracy and Technocracy*, Concept Publishing Company, Delhi, 1979 refers to its ethical roots in democracy. He makes an analysis of allied concepts or variants like decentralisation, devolution, as well as delegation. He gives an interesting framework of centralisation - decentralisation equilibrium where the two are not 'antipathic but complementary categories'. He also tries to identify the facets, elements and forms of decentralisation and places them in the background of accountability. He rightly says that “decentralisation is a corollary of democracy when it penetrates corporate life. It provides a philosophy for the exercise of authority in a democratic way in an organisation, public or private, commercial or non-commercial.”

Democratic decentralisation has come to be associated by the very nature of things with rural development and Panchayati Raj. From the functional organisational, administrative and procedural angle he has worked out almost a blueprint with perception and prescience. This approach is both taste-focussed and group-focussed. The prime requisite according to author, is political will.

differentiation is a multi-disciplinary conceptual category. Many theoretical and policy oriented controversies, models and designs centre round the preferred degree of centralisation and or decentralisation.

In fact, if accompanied by centralisation of resources, it may mean empty decentralisation which, by pumping public investible funds in the hands of the resourceful decision-makers, encourages centralisation of resources, authority and decision-making. This is a case of greater structural decentralisation being combined with increasing decision-making and authority centralisation because the later come about as a result of concentration of crucial assents like land. Two general points should be made in this connection: first in modern organisations, centralisation and decentralisation should be treated as two supplementary and mutually supportive elements rather than as two opposing elements; secondly...... there are a variety of ways (or combinations of ways) to organise. There are no prior grounds for determining what particular form of organisation is the best for all cases.

5. Mohit Bhattacharya in his article Decentralisation: Some Conceptual Issues, Indian Journal of Public Administration, Vol. XXIV. No.3-4, New Delhi, 1978 highlights some conceptual issues of decentralisation, be it as "an aspect of interorganisational differential "or" approached from the point of view of organisational decision-making". Using the relevant management literate, he classifies the approaches to the concept into four- the doctrinal, the political, the administrative and the dual role (area function). He goes on to point out as to how decentralisation can be viewed from the angle of individuals enrichment, improved organisational performance and search for alternatives to bureaucratic models.

Limited, Calcutta, 1970 explains the reason for the worldwide concern for the state of health of local government in bigger complexes. Local government has its basis in the idea of a 'locality' and in a close nexus between citizen and government. It is essentially a small government concept. It is as much a problem in metropolitan areas and other bigger areas in India. As a city size goes on increasing, its spatial growth tends to outstrip its legal limits and create a gap between the physical spread and the governmental jurisdiction. To plug this gap various devices have been suggested and introduced in different countries of the world. However, we are not directly concerned with such devices. What is important for our purposes is that the bigness of a city with a monocentric local government sooner or later creates an unhealthy distance between the citizens and the government. There are so many 'localities' but one local government. Thus the main problem before us is: how to resolve the contradiction between a monocentric big city government and a polycentric urban community.

Decentralisation centralised municipal administration through the establishment of local area level offices has not been punctuated by a parallel system participation in local-area decision-making. Administrative delegation is hardly any substitute for local self-government and this is amply proved by the creation of urban and rural local self-governing bodies. The fact remains that in India the form of municipal government in bigger cities has not received the attention it deserves. The present delegation plans according to the author reflect, in an embryonic form, a two-tier structure. The tendency is to delegate purely local functions to the local areas units and to retain major, city-wide functions in the hands of headquarters administration. A two-tier government in our bigger urban areas would render the mushroom growth of competitive special purpose authorities like the housing
boards, water supply, and sanitation boards, and improvement trusts redundant the area wide function would then safely be looked after by the higher tier unit.

(f) Municipal Training in India:

Abhijit Datta, in his article entitled *National Level Municipal Training in India: Needed Reorientation*, Indian Journal of Public Administration, Vol. XXXIX, No. 4, October-December, 1993 traces the past efforts at national level municipal training in India and examines the working experience of its present institutional providers and the concerned sponsoring ministry. This is followed by an exploration of the emerging changes in municipal environment and the needed reorientation of municipal training within the context of municipal development. The author argues that training necessarily needs to be demand driven in future, rather than supply-based as at present. He also highlights specific implications of such training reorientation in municipal sphere.

This article attempts to distil the past experience of provider-based municipal training in India, attempted at the national level, and urges its placement by a demand-driven strategy related to municipal organisational development and human resources development requirements. The need for such a shift of training orientation is traceable to the ongoing process of political decentralisation and economic liberalisation in the country with resultant consequences for the working of municipal governments and meeting their training needs.

The article also considers the implications of a demand orientation to municipal training in the context of municipal strengthening and its support system. The specific implications for such training reorientation in the municipal sphere have also been highlighted. It is argued that such a reorientation of training at the municipal level needs to be
brought about with a parallel shift of training policies at the Central and state levels, along with sectoral spheres of operation. The present emphasis on national-level municipal by national efforts towards training capacity building to support municipal development in the country.

2) Municipal Corporation Shimla Perspective:

a) Historical Perspective:

1. Pamela Kanwar in her book *Imperial Simla: The Political Culture of the Raj*, Oxford University Press, Delhi, 1990 has made an attempt to explore, within an historical framework, the varied factors that led to Simla becoming, initially, and important sanitorium for British civilians and soldiers; subsequently to its choice, by successive governor-generals and viceroys, as a refuge from the heat of the plains; till it finally became the official summer capital of the British Raj, and assumed the character of a 'Little England'.

The mystique that has enveloped Simla for over a century in British and Indian eyes as much from its being a cultural enclave for British elite in India, as from the fact that it was a seat of government, splendidly located and splendidly isolated. What were the strategic and political, the social and psychological factors that could justify this expensive, unwieldy and inconvenient transfer of an entire government apparatus for seven months in the year from its permanent base.

As important, once it was accepted that Simla was both to be the second capital, and as English as could be, what were the services and infrastructure required to sustain this illusion? From traders and clerks to rickshaw coolies and sweepers, it was both essential that the British image of the town should not be impinged upon. Finally, as the nationalist movement gained movement in the 1920's and 1930's, to what extent was it possible to insulate official Simla from its repercussions.
The authors draw on contemporary reports, official documents and personal interviews with old residents of Simla, to present an immensely lively and well documented picture of the social, historical and political development of this hill-station-cum capital.

The author in Chapter Eighteen, titled A Postscript has an in-depth study of urban local bodies in Simla city since its inception. As Pradesh capital, Simla has emerged once again as administrative centre and is demographically pre-eminently a service town. If the problems of Simla a century ago seem similar, the solutions to them have to be found in the context of the present socio milieu and the technologies available today.

2. Padam Nabha Gautam in his paper *Administrative History of Shimla Municipal Corporation*, Mimeo, July, 1981, has made an attempt to explore, within an historical framework, the varied factors that led to Municipal Corporation, Shimla inception. The author has provided a chronological accounts that took in Shimla during British Raj and after independence in making of Municipal Corporation, Shimla. He draws on contemporary reports, official documents and personal interviews with old residents and officials to present an immensely lively and well documented picture of the social, the economic, the historical and the political development of this hill-station-cum-capital's municipal body.

In order to improve the efficiency and inculcate sense of discipline and dedication, the author has recommended and suggested numerous suggestion for improving municipal services in Shimla City. The same municipal corporation which was providing facilities to thirty thousand people has to provide today facilities to more than one lakh persons. Proper steps should be taken to improve the performance of the only municipal corporation of Himachal Pradesh so that it can serve the purpose for which it was established.
b) Organization And Working:

Sharda Thakur in her M.A dissertation titled *Organization and Working of Shimla Municipal Corporation*, Department of Public Administration, H.P. University, Shimla, 1985, has taken in-depth study of working and organization of Shimla Municipal Corporation. The researcher has provided a chronological accounts that took place in developing one of the oldest urban local body of the country. She draws on contemporary reports, official documents and personal interviews to present an immensely lively and well documented picture of Shimla Municipal Corporation.

Curiously, the story of local self government in the years since independence, illuminates one more on how the nurseries of democracy ought not to be treated than on how they may function. Starved of funds, deprived of powers and having been subjected to repeated, long spells suppression they appear to exist more on paper than in practice. The Researcher in her dissertation has provided meaning and substance of some of these and many other aspects of working of Municipal Corporation Shimla.

It is observed that although it is doing its best to provide the basic amenities, yet it has not come up to the satisfaction of the citizens. In order to improve the efficiency and inculcate sense of discipline and dedication, the researcher has recommended and suggested numerous suggestions for improving municipal services in Shimla City.

c) Financial Administration:

Sarita Sharda in her M.A dissertation titled *Finances of Shimla Municipal Corporation – An Analytical Study*, Department of Public Administration, H.P University, Shimla, 1983, provides one vivid glimpses of financial administration of Shimla Municipal Corporation. Findings are based on an in-depth study of this municipal corporation collected from
primary sources have been supplemented by those secondary sources in an effort to portray a fuller picture of municipal governance. The municipal corporations have generally been averse to levying fresh taxes or enhancing the rates of existing rates. Furthermore, tax collection is often grossly mismanaged as a result of which Municipal Corporation Shimla is found in heavy arrears. In a new democracy there remains a tendency to integrate all the levels of government—due perhaps to reluctance of upper level governments to part with power. When to this is added citizens' indolence and apathy, such a situation is hardly conducive to the steadily and healthy growth of local—self-government. Currently, India is passing through a critical phase of political evolution, which is affecting the growth of local government, both rural and urban, equally.

The researcher has in-depth study of historical background of Shimla Municipal Corporation's organization, financial administration and critically analyse the performance and financial aspects of Municipal Corporation. Although there are various sources of revenue at the disposal of corporation, yet the money which gets from the sources is not enough to meet all requirements. Therefore, government should give liberal grant in aid. This dire necessity in view of the importance of the city as the capital of the state and one of the most famous hill stations, for the tourists from India as well as from abroad.

d) Personnel Administration:

Pawan Kumar Banta, in his M.A dissertation titled Personnel Administration of Shimla Municipal Corporation, Department of Public Administration, H.P University, Shimla -1987 examined the various aspects of personnel administration viz. recruitment, promotion, training and job-satisfaction and also conflict management. Municipal Government everywhere and particularly in growing urban areas, demands skills,
knowledge and attitudes which could be acquired only through systematic training of the staff. As the function of city government has grown complex, the need for training and retraining has become urgent and necessary. There is an urgent need for reorganization of the municipal staff, as they have a feeling that there is much stagnation. The main reasons is meagre opportunities of promotion. In order to improve efficiency and cordial relationships amongst employees, the researcher feels that deputation system should be abolished.

There is only one Municipal Corporation in Himachal Pradesh, which is looking after the basic needs of the citizens of Shimla town, although doing its best to provide the basic amenities, yet has not come to the satisfaction of the citizens. The researcher has in-depth study of personnel administration of Shimla Municipal Corporation. The researcher draws on contemporary reports, official documents and personal interview to present well documented picture of working of Municipal Corporation Shimla. To make this study scientific the researchers has interviewed the municipal staff (regular or deputation) through two questionnaire. We have to make zealous efforts to strengthen the Municipal Corporation, Shimla.

e) Participation and Development:

Padam Nath Gautam in his paper Participation And Development A study of Municipal Corporation Shimla, mimeo –1995, has made an attempt to understand the phenomena of participation and development with relation to the Municipal Corporation Shimla. Findings are based on indepth study whether participation by elected members of Municipal Corporation, Shimla has brought about development or not. The author has related the role of elected members in participation and development with two factors a) providing effective social services, and b) maintenance
and improvement of environment. He has briefly discussed the history of Municipal Corporation, Shimla.

Dr Gautam has highlighted the achievements of Municipal Corporation, Shimla by enlisting the projects being completed, these include:- Sinking problem in Shimla has been solved, sewerage system has been introduced in many areas, railing and lighting have been improved in the roads and streets; ninety new shops have been constructed and tax income has been doubled. The Corporation has further identified ambitious projects to be completed in the near future. In order to make a scientific study of the relations between participation and development in Municipal Corporation, Shimla, the researcher has interviewed the municipal councillors, officers through a questionnaire. He has interviewed 34 officers and 30 citizens.

The elected representatives to Municipal Corporation, Shimla are making great efforts for development and are working as the 'Watch Dogs' of democracy in the Shimla city. We have to make zealous efforts to strengthen the Municipal Corporation, Shimla.

Shimla: Then & Now:

1. Vipin Pubby in his book *Shimla Then & Now*, Indus Publishing Company, New Delhi, 1996, has provided a chronological account of events that took place in Shimla during British Raj and after Independence. Since the name of the town is now spelt officially as 'Shimla' and hence this spelling was officially adopted in 1983. Shimla, former Summer Capital of the British Raj, occupies a unique place in the history of India Sub-Continent. It occupied the centre stage during the hey day of British Empire directing the course of history. It was the site of historic and momentous decisions taken during the freedom struggle which ultimately led to the partition of the country and its independence.
The decay of Shimla is reflected in the functioning of the Municipal Corporation, after independence. Till the town was merged with Punjab and even much after that, the municipality had remained in the charge of junior officials. The public representation to the organization came only after 25 years following struggle waged by certain public-spirited residents who filed a writ petition in the public interest. The High Court of Himachal Pradesh gave verdict in their favour. The author provides one vivid glimpses of performance of Municipal Corporation, Shimla in chapter five titled A New Era. The natural scenic beauty of Shimla and its past would continue to attract tourists in the future though it has outlined the purpose for which it was developed.

2. Adarsh Kumar, in his article entitled *Shimla History and Development*, in All India’s Mayor’s Conference held in Shimla from 1st November 1995 to 3rd November 1995 has made an attempt to explore varied factors that has led to the inception of Municipal Corporation, Shimla to its present status. Shimla—“Queen of Hills” was established by the British in mid nineteenth century. The Shimla Municipality was established in December, 1851 under rule 26 of Municipal Committee Act, 1850. Shimla Municipality was upgraded to Municipal Corporation under H.P Municipal Corporation, act, 1979. But the elections to the Municipal Corporation were held in 1986 and twenty one councillors were elected. The Municipal Corporation has signed on MOU on 18th October 1995 with Excel Company of Bombay for providing technical know how for bioconversion of 50-70 MT of solid waste per day into organic manure. The Municipal Corporation proposes to liberate the scavengers from carrying night soil on head in 126th birth anniversary year of Mahatma Gandhi. The author was Mayor of this Corporation in that year, has discussed various proposal for augmentation of water supply and improving sanitation of this decaying town. He has
emphasised that the civic amenities in Shimla will improve considerably and it will be our endeavour to make the model hill cities development in India.

3. Pradeep Monga in his article *Sustainable Development of Urban Habitat Shimla 2020: A Perspective Planning Exercise*, in Sustainable Development of Urban Habitat Shimla 2020, Himachal Saunderiya, Shimla, 1995, has discussed thematic issues to sustainable development with particular focus on Shimla. Shimla once known as “Tiny Bits of England” by the Englishmen. With increase in population and heavy tourist influx this beautiful paradise in the North India is facing acute shortage of water, overcrowded roads, heavy traffic smoke, excessive garbage, unplanned and illegal construction, encroachments on forest lands and many other problems which are threatening the very beauty and life of this place.

The author has discussed following thematic issues pertaining to improvement of civic amenities in Shimla town:

(i) Water Distribution and Management,
(ii) Solid Waste Management,
(iii) Forestry and Eco Development,
(iv) Agricultural and Environmental Planning,
(v) Transport and Tourism,
(vi) Sustainable Energy Management, and
(vii) N.G.O’s and People Management in local self government.

To achieve sustainable development of urban habitats in mountainous regions, it is imperative to take an integrated view of all facts of development, and integrate environmental priorities in all economic decisions. The emerging challenge of managing urban habitats in mountainous regions would have to be met by the planners and
policy makers by adopting a interdisciplinary approach for optimum of natural resources on sustainable basis.

(3) 74th Constitution Amendment Perspective:

(I) Bijoyini Mohanty in his article 73rd and 74th Constitution Amendments: A Predisposition to Urban Rural Symmetry, Nagarlok, Vol. XXVIII, No.2, April - June, 1996, New Delhi, has discussed the various aspects of devolution of planning to sub-state level for metropolitan municipal and panchayat areas and impacts of these amendments to this vibrant third stratum of Indian Polity. According to the author both these amendments have brought forward many common factors into operation in rural and urban self-governing bodies. These two sectors have been managed by two different departments and had no clear constitution sanctions since independence. The composition, financial sanction, reservations, elections and planning which had been quite different in urban and rural local bodies from state to state throughout India have been made so similar by virtue of these amendments that they look as mere replications. These amendments are consistent in decentralisation and popular participation and involve local self governments, urban or rural; all sections of people, including women, SC's and ST's and all three tiers of government. These enactments favours a uniform pattern is a positive step in a vast country with widest regional dissimilarity in the history of local bodies, more particularly the urban bodies. The devolution planning of the sub-state level are well co-ordinated plan for development of the nation from the grass root level.

2. N. Mukherjee in his article Making Third Stratum Vibrant Dynamic, Kurukshetra, Vol. XXLV, No.9, June, 1993, pp. 13-17, highlights the creation of vibrant and dynamic third Governmental stratum in Indian politics. He observed “Hitherto India had lived with two layer governmental system, e.g. the Union Government and State Governments
The pavement below the State was not accounted except for a Directive Principles for State Policy of Indian Constitution for setting up self governing village panchayats. Now the requisite rectification has been envisaged by this popular legislation with clear provision, a three-tier government: Union, States and Local Governments. Any more radical measures is difficult to be visualised at a present.

The system of Panchayati Raj, whether the apolitical Balwant Rai Mehta variety or Political Ashok Mehta variety had lost their glamour on increasing and participation of people in their own affairs. Instead of the term “Panchayati Raj” the 73rd and 74th Amendments have corrected them simply “Panchayat” for rural areas and “Municipality” for the urban sector.

3. S.N. Mishra and S. Mishra in their article, Future of Panchayati Raj after 73rd Constitutional Amendment, Kurukshetra, Vol.XLVIII, No.7, April, 1985, pp. 26-30, have emphasized decentralisation of powers to grass root level as a rightful participation of rural masses. The authors enumerate that when 74.28 percent of Indian population and proportional development in these areas was matter of concern of national leaders, foremost among them, Mahatma Gandhi, who had participation of rural masses in day to day functioning of Panchayat Raj Institutions.

Gandhian model of autonomous rural organization on the lines of Panchayat system as it prevailed in ancient India consisted of a five-tier structure: gram panchayats, taluka panchayat, district panchayats, provincial panchayats and all-India panchayats. The administrative pattern envisaged by him was in the shape of a pyramid with a base formed by numerous villages (and about 27.52 percent of urbanised India). The panchayats at higher order had duty of tendering sound advice, provide expert guidance and information, supervision and
coordination for the activities of the gram panchayat, the latter is the basic units of the system, dictating the centre on popular mandate and not vice-versa. In fact, the whole system would turn upside down on functional aspect of political participation. The lowest units at present, Panchayats in rural sector, and Municipalities and Nagar Panchayats in urban sector, quite similar in the 73rd and 74th Amendments have been provided constitutional status to succeed expectations of Gandhi ji.

4. A.P Barnabas, in his article *Good Governance at Local Level*, Indian Journal of Public Administration, Vol. XLIV, No.3, July-September, 1998 has focussed on role of local bodies in bringing about good governance at the cutting edge level and has also identifies problems pertaining to perception of role of these bodies, inadequacy of resource support, problematic administrative structure, etc. Besides prescribing a package of curing the ailments of administrative system, he visualizes substantial role for voluntary bodies in remedial course.

The 74th Amendment provides for the constitution of District Planning Committee - which is to prepare the draft development plan for the whole district including both rural and urban areas. Where there are District Planning Committee, they have tended to be rather unweidly as its composition comprises a very large number of people.

For democracy to be successful at the national level, the grassroots organisations have to be strong. The local authorities have to respond to the felt needs of the people. The citizens have to have faith in the efficiency of the administrative system so that the distance between people and the government is reduced. The administration, for good governance has to be accessible. In developing countries, it is the government, which initiates and implements the development programmes, particularly at the cutting-edge. Such support would strengthen the democracy as well as a positive response of the
community to the development programme which should be the ultimate goal of good governance.

5.K.P. Subramanian in his article *Devolution and Democratisation of Urban Management*, Nagar Lok, Vol. XXX, No. 1, January-March, 1998, reviews certain initiatives taken to devolve certain functional and fiscal powers to the local bodies. The Constitution (74th Amendment) Act, 1992, provided a more active role for the democratically elected municipalities/corporations in urban development and management, so that the people at grass root level could plan for themselves and participate in decision making process. But still today there are many urban development authorities and other functional agencies which are operating outside the framework of the local bodies and are answerable only to the state and not to the people.

It is not the just the power to the people at grass root level. It is also an attempt to improve the financial positions of municipalities and provide a good degree of fiscal and autonomy. The Act enjoin upon every state to establish State Finance Commissions in order to achieve self-sufficiency in resources to make the civic bodies really effective in self-governance. The Act has provision for constitution of committee-District Planning Committee, Metropolitan Planning Committee, and Ward Committee for spatial and environmental planning in the planning system at various levels right from District level to Ward level.

6.Dr. Vinod Prakash Gupta, in his article *74th Amendment and its Consequences*, in All India Mayors Conference held in Shimla from 1st November 1995 to 3rd November 1995, has elaborated effects and consequences of 74th Constitution Amendment. In the constitution prior to the enactment of 74th Amendment, there was only one provision under article 40 of the constitution, which deals with the organization of the panchayat. Prior to this amendment, constitution, elections,
reservations, devolution of administrative and financial powers in Local Bodies were not constitutionally enforceable. This amendment to the constitution brought a silent revolution in the entire policy and federal structure of our country. It is for the first time that the third tier of the Government has been constitutionally provided and recognised. This amendment created a legal right in favour of each local body and this right is constitutionally enforceable.

According to the author the main feature of 74th Amendment is that the members of these local bodies shall be directly elected and no other person who is not directly elected shall not have any right to vote. One of the crucial consequence of 74th Amendment is about the duration of the municipalities. The duration of the municipalities shall be for five years. If in the mid-term some municipality has to be dissolved then the election must be held within a period of six months. But the duration of such a municipality which has been dissolved shall be for the remainder period and not for a full de-novo term of five years.

The author observed that despite 74th Amendment functioning and powers of the local bodies will still be depended on the State Government to a larger extent yet amendment created some legal enforceable rights and obligations which cannot be ignored beyond a limit by State Governments. It is a binding on all State Governments to constitute local bodies and ensure elections at regular intervals. It is also mandatory for the State Government to confer on the local bodies some mandatory powers and function as institution of local self government and to involve them in Planning and Development and to ensure financial resources and autonomy to these bodies.

in detail the provision made in conformity legislation's enacted at State/UT levels on three most important aspect-functional and financial decentralisation, and popular participation (as reflected in constitution of Wards and Planning Committees as tools of monitoring local-affairs)- and points out their drawbacks. He then examines how these provision address three fundamental issues of political decentralisation i.e. autonomy, accountability and participation.

To identify some broad directions of operationalisation of municipal decentralization process, the author relates these provisions to most fundamental issues of allocation of expenditure, revenue assignment and inter governmental transfers in a federal system in the light of the present theory of fiscal federalism. The author suggests immediate, short-term and medium term tasks for improving public goods and services.

The ways to improve municipal functioning will have to include, among other things, the rational allocation of responsibilities and finances between levels of government, incentive-penalty structures to enhance local efforts to raise revenues and improve the responsiveness of services providers, minimisation of waste, adoption of efficient and promotion of policies that enhance local initiative. Municipal reforms need to address these issues systematically.

8.Pawan Kumar Banta, in his article Women in Panchayati Raj Institutions: Beginning of A New Era, Prashasnika, Vol. XXV,No.2, July-December- 1998 has viewed the provision for reservation of one third of seats for women in Panchayati Raj Institutions as incorporated in the 73rd Amendment Act, 1992 as an attempt to improve the socio-economic status of women. A beginning to safeguard the rights to women was made by Pandit Jawahar Lal Nehru with the passing of Hindu Code Bill. The various measures initiated by different governments were mainly directed at the improvement of women's welfare, education and health,
while attempts were made to remove social disabilities of which rural women were victims.

The U.N. Women’s Decade which influenced women’s thinking all over the world and forced government to shift emphasis of women’s programme from welfare to development As an outcome of this shift of emphasis, the Government of India prepared a policy document, viz., the National Perspective Plan for Women (1998-2000) on the basis of which implementation strategies to make the system more responsive to women’s need would to be operationalised.

It may be said that the Indian women today are not what they were ten years back. With the fast changing socio-economic scenario being witnessed today, coupled with political empowerment, by the turn of the century, they are not going to be what they are today.

The above review of existing studies as well as the discussion of evolution of urban local government and conceptual framework of decentralisation and 74th Constitutional Amendment enable us to identify the below mentioned research issues which serve as a background to the present research investigation.

1) The system of urban local government administration, as it exists at present, is no different from the one which existed several decades ago. The system of decentralisation of urban local bodies which is one of its sub-system has not undergone significant changes either. The post independence period is characterized by faster growth of urban population and urban bodies. The rapid growth has led not only to the growing pressure for the continuation of existing civic services but also to a tremendous demand for new civic services in urban areas. The existing administrative arrangements are both obsolete and inadequate to cope with the growing responsibilities that these bodies have to take upon themselves.
2) The limitations of the existing system of financial administration, personnel administration need to be examined in terms of (i) drawbacks in the existing municipal statutes, rules, etc. in so far they act a constraints on efficiency and (ii) the operational aspects of financial administration vis-a-vis their revenue and expenditure which largely depend upon the efficiency of the personnel entrusted with different responsibilities. (iii) There exists sufficient evidence to suggest that wide disparities exists not only among states but also within states in the level and the quality of civic services provided by urban local bodies one hand and financial resources at their command on the other. It is thus instructive to examine these two aspects in greater details on a cross-sectional basis.

There is no denying that some aspects of working of urban local bodies in India have received sufficient attention of the researchers and agencies. These includes finances, personnel administration, inter­governmental relationship, etc. These studies throw light on several important issues. These enabled us to develop an appropriate perspective for launching our research investigation. The area of decentralisation of local bodies especially in the context of Municipal Corporation, Shimla has so far nots been taken up for study. The present work is a first modest attempt in this direction.
Notes and References:


4. Ram Dutt Sharma, op. cit., p. 104.

5. C.A. Moser., op. cit., p. 185.


8. Ibid., p. 242.


12. Ram Dutt Sharma, op. cit., p. 98.
