CHAPTER - XIII

VARANASI MUNICIPAL CORPORATION AND THE STATE GOVERNMENT

The relationship of local bodies with higher echelons of administration has been a subject of considerable importance in the study of the evolution of local self-government. Even during a period when the provincial governments were the master of local bodies, Lord Ripon had the imagination and wisdom to recommend facilitative guidance and creative partnership as the basic principles of state-local relationship. It was a sort of relationship between the suspicious state governments and submissive local bodies. They developed apathy and hatred towards each other. Such a hatred became almost self-perpetuating. It is understandable that though a higher level of administration assumes the responsibility of good administration at the lower level yet due consideration must be given to individual local problems. However, in most cases, the State Government assumes certain amount of objectivity on a monopoly basis in relation to the functioning of local bodies. There are numerous evidences to suggest that the local self-governments have failed to adopt a broad and balanced outlook. The colonial regime added fuel to the fire in making the state government and local authorities suspicious of each other. It is more surprising to note that inter-Governmental relations over a vast span of time seem to have assumed a state of gloom. The reports and recommendations from Lord Ripon to Rural-
Urban Relationship Committee have more or less failed to usher in some significant change in the State-Local Government relationship.

It would be useful at this stage to probe into the factors that perpetuate the existing basis of state-local relationship. The most prominent among the factors that tend to promote and perpetuate the superior-subordinate relationship, one may refer to top-down power arrangement and financial control. The legal assumptions find fundamental contradictions. In a federal and pluralistic structure of society, it is not possible to go into these problems. It is yet a fact that the rigours of monism seem to have a devastating effect on such fundamental inter-governmental values as partnership, complementarity and cooperation. Almost every State Government retain enormous powers over local bodies. In the event of different political parties governing at the state and the local level, the situation becomes completely disappointing. It is in this background that the whole question of State-local relationship has to be considered. Undoubtedly, it is the responsibility of the state government to create conditions for good government at the local level. The latter can be done by promoting initiative and delegating responsibilities to the local bodies.

Some people strongly favour complete autonomy to the local authorities. They seem suspicious of Government control over local bodies. Most of the presidents and members of the
district/municipal boards complain about the unnecessary interference of the district magistrates, commissioners and officials of local self-government department in the local affairs. But, in fact, these accusations are more often based on vested interests. In case the local governments are granted full autonomy they will, most probably, resort to worse kind of mismanagement and mal-administration.

Sharma has put forth, in the most convincing way, justifications for government control over local bodies. "The reasons for higher control over local bodies are many. In the first place, the functions that are entrusted to them, have in most cases national importance also so that the central government must have power to see they are properly discharged. Thus no central government can be indifferent to such local functions as primary education or public health. Mistakes in these may have nation wide repercussion. In the second place, the local bodies cannot command the same degree of technical skill and experience as the central government, because the local officials are less paid and therefore less qualified than those of the central government. The latter, therefore, can inspect and criticise local administration from the higher technical point of view and can suggest reforms and improvements where needed. They can bring to the notice of particular local bodies improved method of administration and management successfully tried elsewhere. Lastly, the central government are responsible for financial solvency of local bodies."
They cannot leave a local body threatened with bankruptcy to its own fate, because that would mean the cessation of certain vital services like water supply and cleaning in its area. If the central government are to be responsible for the financial soundness of local bodies, they must have the power to exercise some financial control to prevent mismanagement. The central government also gives grant-in-aid to the local bodies to enable them to undertake the essential services, and they must have the power to see that the grants are properly and usefully utilized. That is why local bodies must be subject to the control of higher authorities.1

NATURE OF CONTROLS

In general parlance one may think of local self government as a form of government run by the local people without any control and direction from outside. However, local bodies throughout the world are controlled in one form or the other by some superior authority though the extent of control varies from country to country. The local bodies in the United States are free from the governmental control to a very great extent and can bring any amendment in their system of local governance.

In France, however, the central control is very strict over local governments. All functions of local bodies are performed in accordance with the policy directives and programme outline of the central government. The nature and extent of central control over local bodies in England is different from both the United States and
France. It is neither too much relaxed as in the former nor too much strict, as in the latter. Harris's remarks are quite pertinent, "Perhaps more than anything else, the fact the relation between the central government and local authorities in Great Britain is not that of an all powerful controlling authority and its agents, but of partners in an enterprise — namely the carrying on of good administration."^2

In India Municipal Governments are the result of enactments of State Legislatures. They have to function within the framework of the State laws and State Governments keep constant watch over their activities. Further, municipal corporations, being corporate bodies, come under judicial control of the courts of law. Thus, all the three branches of State Government—legislative, executive and judicial, participate in exercising their controls over municipal bodies. The executive wing of the government has to control and monitor the day-to-day functioning and administration of the municipal government.

GENESIS AND RATIONALE

The word control signifies some sort of sub-ordination. The local bodies suffer from the neglect and indifference of the government officials as well as the lack of enthusiasm and confidence to deliver the goods. Local government institutions are in most cases replica of the higher authorities and the government being one and indivisible, the authority exercised by them over certain localities and in certain specified matters is only a
delegated authority.\textsuperscript{3} It takes for granted the supremacy of a higher authority which is supposed to exercise supervision in order to ensure that local bodies perform their duties in a legal manner in accordance with the set procedural norms. Complete autonomy of local bodies would spell anarchy.\textsuperscript{4}

There is no denying the fact that most of municipal gains are "considered political spoil with an all pervasive impunity, defying considered judgement, purposive planning and large interests of diffusion of civic amenities."\textsuperscript{5}

Herman Finer favours State intervention due to the following reasons:

(i) local authorities are liable to be deficient in knowledge, owing to a comparatively small range of facts with which they are usually supposed to be familiar;

(ii) there is need for external control to maintain a good standard of services as mal-administration may ruin public amenities like health, peace, security, education, transport etc.

(iii) powerful groups with vested interests may work against the welfare of the local community itself: and

(iv) the central authority, in order to ensure better quality of life for local population, provides financial assistance and development grants and hence requires control over the expenditure.\textsuperscript{6}
The Taxation Enquiry Commission\(^7\) felt that it is the responsibility of the State to see that local bodies are efficiently organised, that they perform their functions properly and that they take adequate part in the development of the country --- The purpose of the state control should be to develop and strengthen the local self governing institutions with efficient instruments of administration capable of both formulating policies and executing projects and programmes.

The Local Self Government Institute, (Bombay) has fervently pleaded for state control over local bodies in order to achieve the following objectives:\(^8\)

1. To protect local bodies from internal dissensions are safeguard the interests of minorities,
2. To see that they spend their funds properly,
3. To protect them from external aggression by neighbouring local bodies (local area, taxation).
4. To superintend that they donot indulge in activities injurious to local residents of the area,
5. To see that they donot indulge in over taxation or suffer on account of inadequate taxation,
6. To ensure that the local bodies do not tap all resources so as to cripple the state or central fund (taxation),
7. To restrain the local bodies from pledging their future revenues unnecessarily (sanction for borrowing),
8. To monitor the proper utilization of grants i.e. money is spent on items earmarked for the same, and

9. To ascertain that the efficiency of local body is maintained.

POWER OF INSPECTION

The State Government may depute any officer to inspect or examine any Mahapalika (Corporation) department, office, service, work and to report thereon and any officer so deputed may, for the purpose of such inspection or examination, exercise all powers conferred upon State Government.9

The Commissioner is authorised to inspect any property, work or institution under the management and control of corporation. The Commissioner, being an administrative officer, cannot go into the technical details of the corporation administration. Hence, the heads of various technical departments and their principal subordinates at the division and district level have similar powers in respect of related activities of the corporation. The object of such an inspection is to detect the defects or lacunae in the administration of local bodies and to suggest remedial measures.

However, the Commissioner and the heads of technical departments, due to their multifarious activities and engagements, seldom find time to inspect municipalities. Now a consensus seems to emerge that unless an effective and efficient supervisory
authority is created to scrutinise the irregularities and, if need be, to set the matters right; the mismanagement of municipal affairs and evasion of urban taxes cannot be checked.

A number of departmental officers such as the Director of Medical and Health Services, the Civil Surgeon and the Chief Medical Officer, the District Inspector of Schools and other officers specially designated by the state government for this purpose are also authorised to attend any meeting of the corporation and to address them on matters affecting their department in respect of which they have special knowledge. These officers can give sound advice and make useful suggestions for a better management of the affairs of the corporation. However, it has been observed that these officials seldom make inspection or attend and address meeting of the municipal corporation. In order to enable the municipal corporation to get expert advice of these officers, the latter should be required by law to attend a minimum number of meetings of the corporation every year.

POWERS TO SANCTION

A number of important activities of the corporation require some sort of external sanction before they can be undertaken. The power to accord such sanction is jointly vested in the State Government and the Commissioner and other higher ranking officers of various technical departments of the State Government. In relatively less important matters, this power is exercised by the Commissioner and in more important cases by the State Government.
However, the final power of sanction is vested in the State Government. The matters in which the sanction of the State Government is required, are not similar in all the states. In case of technical matters, the sanction of appropriate departmental head is usually necessary. The corporation must obtain government sanction for granting allowances to the Nagar Pramukh, salary and allowances of the Mukhya Nagar Adhikari, creation and abolition of posts, imposition of taxes, appointment of certain higher ranking officials and making regulations and bye-laws. Thus one can easily notice that though the corporations enjoy certain degree of freedom in managing their routine activities, however, they must seek permission of the State Government, relevant technocrats and the Commissioner in matters having either financial implications, or involving policy decisions and important appointments.

POWER OVER PERSONNEL

The control of the State Government extends over both to the elected representatives (Sabhasads) to the municipal corporation and the corporation officials and employees.

POWER OVER ELECTED REPRESENTATIVES

The minimum and maximum number of Sabhasads in each municipal corporation is determined by the state government. In this connection, it may be observed that the control of the state government over the elected representatives, although it appears drastic, is in fact not very effective. The government may often feel reluctant to take severe action against elected members. The state
government may remove a member of the Mahapalika or of any committee thereof.\textsuperscript{11}

Whenever cases of abuse or excess of authority by the Nagar Pramukh or a Sabhasad are referred to the state government, it takes unduly long time to come to any final decision. There are innumerable cases of public complaint against the Nagar Pramukh and Sabhasads on which no step whatsoever, has been taken by the Government. In order to improve administrative efficiency of the corporation proper and prompt action by the state government is very much essential, in cases involving the elected representatives of the municipal corporation. There is need to expedite the process of investigation and decision making.

**POWER OVER MUNICIPAL OFFICERS AND EMPLOYEES**

The government exercises varying degree of control over different categories of corporation employees. In Uttar Pradesh the government is empowered to make rules regarding the method of recruitment of some officers such as Upa-Nagar Adhikari, Sahayak Nagar Adhikari, Nagar Abhiyanta, Nagar Swasthya Adhikari and Mukhya Nagar Lekha Parikshak. The appointment to the above posts shall be made by the Nagar Pramukh in consultation with the State Public Service Commission.\textsuperscript{12} The emoluments and other service conditions of officers, staff and other employees of the Mahapalika shall be such as may prescribed by the state government.\textsuperscript{13}
If any authority fails to make appointment to any post the state government may, after giving the authority due opportunity and consulting the State Public Service Commission, make appointment thereto.\textsuperscript{14} The Nagar Adhikari, the Nagar Swasthya Adhikari, the Mukhya Nagar Lekha Parikashak and such other officers as may be prescribed by the State Government shall be called the head of the Departments of the Mahapalika.\textsuperscript{15} The provident fund of the employees is also regulated by the government orders and regulations.

Exercising powers vested in the State Government under Section 112 A of the U.P. Nagar Mahapalika Adhiniyam and U.P. Palika (centralised) Service Rules 1966, it promulgated an order on July 9, 1966 making certain services and posts of Nagar Mahapalika and Municipal Boards pooled together and made common to both. Under these rules the State Government also assumed powers of making appointments of, imposing punishment on, granting leave to, and making transfers from one Nagar Mahapalika/Municipal Board to another, of the officers included in the centralised services of these bodies. The power of suspending an officer of Nagar Mahapalika belonging to the centralised services has been delegated to the Mukhya Nagar Adhikari or the Administrator of the corporation.

Regarding the nature of state government control over the corporation personnel, it may be observed to be adequate and effective. Simultaneously the employees feel insecure, as they view the state control to be otherwise. The main services of the
municipal corporation are controlled by the Nagar Pramukh. All initial appointments are made by him and appeals in the first instance, lie with him. Though the Municipal Commissioner (the Mukhya Nagar Adhikari) is a statutory authority under the U.P. Nagar Mahapalika Adhiniyam 1959, to appoint employees of the municipal corporation up to a prescribed limit, yet in practice, he is directly sub-ordinate to the Nagar Pramukh and the Sabhasads of the corporation. There are evidences to prove that the Nagar Pramukh has failed to use his discretion properly in appointing corporation employees. The state government should ensure that these municipal corporations carry out the functions entrusted to them efficiently and effectively. The government seems to possess vast powers of controlling the corporation and its employees, however, in the absence of a proper supervisory agency the control is rendered almost inefficient. The state government should constitute an effective administrative authority for monitoring and evaluation.

POWER TO DISSOLVE MAHAPALIKA

The state government yields extra power to deal with corporations which commit any default. If the state government is convinced that Mahapalika is not competent to perform or persistently makes default in the performance of duties imposed upon it under this Act or any other law for the time being in force or exceeds or abuses, more than once its powers, the state government may, after having given the Mahapalika an opportunity to show cause why such order should not be made, by an order
published with the reasons therefore in the official gazette, dissolve the Mahapalika.

In case a Mahapalika is dissolved under section 538, the following are the consequences:

(i) the Nagar Pramukh, the Upa-Nagar Pramukh and all Sabhasads and Vishishta Sadasyas vacate their offices on the date to be specified in the Government order.

(ii) election shall be held, as far as possible within three months but in any case within six months after the order of dissolution, to reconstitute the Mahapalika, and

(iii) the Mukhya Nagar Adhikari shall carry on the routine work of the Mahapalika and its various committees.

POWER TO SUPERSEDE MAHAPALIKA

In case the reconstituted Mahapalika also appears incompetent to perform or persistently makes default in the performance of duties imposed upon it under this Act or exceeds or abuses its powers more than once the State Government may, after having given the Mahapalika an opportunity to show cause why such order should not be made, by an order published with the reason therefore in the official gazette supersede the Mahapalika for a period of one year.

In case a Mahapalika (Corporation) is superseded under section 539, the following are the consequences:
(a) the Nagar Pramukh, the Upa-Nagar Pramukh and all the Sabhasads and Vishishta Sadasyas shall vacate their offices on the date specified in the Government order.

(b) all the powers and duties of Mahapalika and all committees shall during the period of supersession, be exercised and performed by such person as the state government from time to time may appoint and such person shall be called the Administrator of the city.

(c) all properties erstwhile vested in the Mahapalika shall henceforth vest in the State, and

(d) the Administrator may delegate his powers and duties to an individual or to a committee.

Necessary elections shall be held in accordance with the provisions of this Act for the first constitution of the Mahapalika/to re-establish the Mahapalika on the expiry of the period specified in the order of supersession. A copy of the supersession order shall be laid as soon as it may be possible before both the houses of the State Legislature.

The powers of supersession and dissolution are extreme measures to be exercised by the state government to correct the wrong done by the corporations and to save them from going to ruin. Dissolution leads to fresh elections. It is sort of appeal to the electorate to return better representatives than those in the dissolved corporation. Supersession, on the other hand, means the scrapping of the corporation, altogether for a specified period, and
replacing the same by an Administrator appointed by the State Government.

The second election to the Varanasi municipal corporation was due on 31st January, 1966. The election could not be held prior to this date and hence the State Government promulgated an Ordinance on January 25, 1966.

Varanasi Municipal Corporation was superseded on 30th January 1966 under this Ordinance (vide telegraphic order No. 1405/P.A.3, dated 30th January, 1966) and B.D. Seth was appointed administrator. This arrangement was made for a period of two years or until the corporation was reconstituted, whichever was earlier. Under the arrangement the Administrator was vested with all powers, functions and duties of the Mahapalika, the Mayor, the Deputy Mayor, Executive Committee, Development Committees and of the Mukhya Nagar Adhikari. The Administrator regime was due to expire on 31st January, 1968, but as the election to the Corporation could not be held before that date, the term of the Administrator was further extended by five months.

Election to the Corporations of Agra, Kanpur, Lucknow and Varanasi were held during this extended period and these corporations started functioning with effect from July 1, 1968. Election to the corporation of Allahabad could not, however, be held. As such the term of the Administrator was extended till December 31, 1969. The term was further extended by a year, as
it was not considered practicable to hold election to this corporation within that period.\textsuperscript{18}

Varanasi Nagar Mahapalika was superseded for the second time in July 1973 vide Govt. Order No.2836(i)/II NP-4-64 Cell/72 dated 30th June, 1973. An official Administrator was appointed vested with all powers. This arrangement continued till the first week of Feb. 1989 when elected representatives took over the administration of the corporation. Thus the Government of Uttar Pradesh had to supersede the Varanasi Municipal Corporation twice (1966 and 1973) and for quite a long duration. This proves that supersession is certainly not a proper measure to rectify the malfunctioning of the corporation administration and mismanagement of municipal affairs. It would be better if the State Government creates a system for monitoring day-to-day activities of the corporation and develops an institutional arrangement for periodical evaluation and, if need be, for laying out policy directives to guide the affairs of the municipal corporations. A measure like supersession should be resorted to only in exceptional circumstances when a municipal corporation adopts a defiant posture and continues to ignore the advice, directive and order of the State Government and acts against the established norms, laid down procedures and statutory provisions. Even under these circumstances the supersession must be preceded by two warnings to the concerned municipal corporation.

The power of the State Government to supersede a
municipal corporation has been widely criticised. Simon Commission was of the opinion that "where spur and rein was needed the Ministers were given only pole axe."19 The proponents of self-government have often resented this power of supersession. U.P. Local Self Government Committee observed "we are strongly against supersession of a district or municipal board being allowed under any circumstances, but we have no objection to Government dissolving a board when it persists in making default in performance of its statutory duties, in exceeding or abusing its power or in creating provided a warning has first been issued. In the interest of the board as also of the general policy, we strongly think that a board should not be dissolved more than once during its term."20 Recourse to supersession or dissolution should only be taken in extreme cases and although, they may be said to defeat the principle of self-government, they have a much higher principle to vindicate, that of guaranteeing better civic amenities and of working in larger public interest.

GRANTS-IN-AID—A MECHANISM OF STATE CONTROL

The grant-in-aid turns out to be an important instrument in the hands of the state government to control the functioning of municipal corporations.21 The state government may sanction or withhold the grants, ensure that grants are properly utilized and may also ascertain that the members and officials have used the grants economically and efficiently. As Mahapalikas fail to raise enough funds to implement various scheme, the state government controls the affairs of the Mahapalika through grants-in-aid. The
extent of control by the State Government depends upon the amount of grants received by the Mahaplika.

The grants can be reduced or withheld under the pretext that municipal corporation has misused the grant. For instance, the road grant to the Agra municipal corporation was withheld for two years by the state government because, in the opinion of the latter, the grant was misused by the corporation. (then under the administrator's control). The corporations are so much dependent on the grants-in-aid by the state government that they cannot afford to refuse the grant no matter what the conditions may be attached with the grant. Furthermore, it has been observed that the corporations generally inflate their demands for grants from the state government for the execution of their development as well as maintenance schemes. For instance, the Varanasi Mahapalika once resolved that the state government should be requested to give special grants for the repair and maintenance of the national highways. However, the Mahapalika also urged the government not to attach any such condition regarding the re-payment of the money by the Mahapalika. There are numerous instances where the Varanasi Mahapalika resolved to request the state government to sanction special grants for execution of various projects and schemes. However, some of them were accepted and some were not. Grants-in-aid given by the state are adhoc in nature and discretionary in operation largely depending on the funds that could be spared by the state government.
In order to ensure smooth working of the municipal corporations it is essential to ascertain continuity in the flow of government grants, to simplify the grants-in-aid procedure, to enhance the amount of the grants, to enlarge the local tax base and to avoid unnecessary delays in the sanction of the grants and ultimately in programme implementation.

AGENCIES OF CONTROL

Though the state government has wide ranging legislative powers to supersede and dissolve a corporation nevertheless, it controls the functioning of municipal corporation through grants-in-aid. Furthermore, the government has a Department, a Directorate and some technical departments at the state level to formulate policy, tender advice, perform supervision, render technical assistance and execute projects and schemes and thus help in exercising day-to-day control over the municipal affairs.

LOCAL SELF GOVERNMENT DEPARTMENT

At the secretariat level there is an exclusive department of local bodies headed by a cabinet minister. The department is entrusted with the task of formulating administrative policy in accordance with various municipal enactments. The department does not have operating responsibility in respect of municipal governments. The externality of state control and supervision has been a principal tenet of the philosophy of Indian local government since Lord Ripon. The approach should be to put the department
under the direct control of the minister-in-charge of municipal affairs and urban development and streamline its administrative procedures in order to facilitate speedy actions. The negative role of the department at the state level must give way to positive and dynamic attitude towards a healthy and viable growth of municipal government. A "Policy Cell" as recommended by the Administrative Reform Commission should be created at the state level in each ministry, concerned with development programmes relating to municipal government. The cell should consist of experts on different aspects of municipal government and administration and would engage itself in policy studies with a view to evolve a series of well calculated policy statements on important aspects of the work of the ministry. The Government should ensure an effective inter-ministerial coordination in policy, planning, administration and implementation of municipal programmes.

DIRECTORATE OF LOCAL BODIES

As per recommendation of the Rural-Urban Relationship Committee, the Directorate of Local Self Government was created in 1970 and started functioning in 1973. It is headed by a Director who is assisted by two Deputy Directors and six Assistant Directors.

The Rural-Urban Relationship Committee recommended that the Directorate should have four section dealing with personnel, central valuation, planning and finance and general direction and supervision. The Committee did not envisage the formation of a
technical cell within the Directorate. However, it did recommend that the state departments holding the charge of town planning and public health engineering should function in close cooperation with the Directorate of Municipal Administration. 27

STATE TECHNICAL DEPARTMENTS

The Directorate and the Department are not technical wings like those of medical and health services, forests and fisheries. The role of the former is essentially supervisory, inspectorial and advisory. Municipal corporations have to depend on state technical departments dealing with water supply and sanitation, health and medical services, road and other public works for the preparation, scrutiny and technical sanction of their schemes and in some cases even for the execution of the projects and programmes. The Directorate of Municipal Administration, as the name itself indicates, usually consists of "generalists" who, at their best, specialise in tendering advice, carrying out inspection and doing supervision. They even lack in holistic and integrated approach to municipal corporation affairs and are found wanting in establishing a meaningful dialogue and effective coordination among various departments involved in municipal management, administration and functioning.

EVALUATION

The system of state control over municipal corporations in U.P. is subject to serious criticism it is excessive. The policy instruments of administrative control are outdated, unimaginative and
in certain cases counter productive. The power to supersede the corporations is supressive. Of course, the state government does not use all the instruments of control. As such, in practice, the state intervention in the affairs of the corporation is not consistently excessive. Even then the presence of instruments of control puts a check on the initiative of the corporations.

In the field of municipal finance the state control is so wide that there is hardly any scope for self-government. Corporations have to obtain government sanction for all unspecified items. Such rigid control tends to stifle local initiative, delays works and retards the efficient discharge of municipal works.26

CONCLUSIONS

The State Government's relationship with the Varanasi Municipal Corporation should be one of the sympathetic direction and guidance. The state, as a custodian of smooth conduct of municipal administration, is expected to behave as an 'elder partner' and its objectivity is inherent in its position. Therefore, the State Governments direction has to be a synthesis of political and administrative leadership. In other words, in cases which come within the ambit of set administrative norms and rules, municipal corporations should be given administrative clearance while controversial issues involving public good and welfare require objective political judgement.

A close study of the state-corporation relationship has
revealed that one type of state supervision is not a cure for all the state-corporation relationship problems. The options open to the state government depend on the peculiarities of the given municipal problems or urban situations. The Government and local bodies should always remember that the latter are the statutory creations of the former and hence derive their powers and authority from state legislatures. Once this position is accepted, the phenomenon of effective state control becomes inescapable. The state governments are now performing their duties by statutory regulations which often restrict the exercise of power and authority by local bodies. Absolute autonomy in the case of corporation or any other local body is meaningless so far as the latter depends on the State for its recurring expenses and development funds. Undoubtedly, an effective state supervision necessarily helps in achieving economy and efficiency at the local level. However, this supervision should not prove retrogressive. A positive approach to promote efficiency and prevent wasteful expenditure requires a change in emphasis.

The inspection reports have become occasional rituals and do not serve any useful purpose. Monitoring and evaluation of the ongoing programmes and functioning of the corporation should form an integral part of the annual or monthly inspection reports. These reports should furnish comparative cost analysis and impact comparison in order to serve the interests of both the state and the corporation administration. Local administrative institutions should be strengthened and decision making should be decentralised in order to augment the administrative efficiency, ensure popular
participation and achieve local self reliance.

SUGGESTIONS

The state control on petty municipal matters should be done away with. The government should play the role of an adviser and a helper and not of a controller. The Taxation Enquiry commission suggested, "Government control and help should be, however, not so much meticulous or minute as to destroy the autonomy of self-reliance of local bodies. The goal of state effort as well as the purpose of state control should be development of local self government institutions into efficient instrument of administration, capable alike of formulating policies and executing them." 29

The supersession of a municipality should be resorted to in exceptional cases. Some structural changes in municipal administration are needed to enable the corporations to perform their duties efficiently and effectively. In some cases and efficient administrator may be appointed to carry on the functions of municipalities, however, it should not become a regular feature.

Municipalities should be given proper financial autonomy. They should have freedom to frame their budgets subject to certain conditions. The state government should interfere only if it is inconsistent with the conditions laid down. Only major projects requiring higher technical scrutiny need to go to the state government for approval.
The Director of the municipal administration should be an officer of the Divisional Commissioner rank and should be specially trained in the affairs of municipal bodies. There should be an Inspector of local bodies in each district under the direct control of Director of municipal administration. The Rural-Urban Relationship Committee recommended that the Directorate should have four sections on personnel, central valuation, planning and finance and general direction and supervision. An engineering and technical cell should also be created in the Directorate exclusively for the formulation, scrutiny and execution of municipal works.

REFERENCES

10. Ibid Section 101 (3).
11. Ibid, Section 83.
12. Ibid, Section 106 (2) and Section 107.