CHAPTER-I
INTRODUCTION

Municipal governments are of primary significance to the citizens as it is the closest, most accessible and most amenable to them. They not only provide basic civic amenities but also mobilize local support and public co-operation for implementation of various programmes of welfare.

The present chapter covers a general discussion on the origin of the local governments in the ancient times and how they came to be known as British creation in India. The origin of Bombay, Delhi, Madras and Shimla, municipal corporations has been discussed in brief as they are a part of local self government. Local authorities in metropolitan cities and major problems and functions of local authorities have also been dealt in brief. Further the chapter continues with book reviews. The books have been reviewed year-wise. The scope, aims and objectives have been put forward. The latter part of the chapter includes hypothesis, methodology, sampling and limitations of the study.
1.1 The Problem

Local self-government is an integral and inalienable part of a democratic government. It completes the three tier system of country's federal government structure, that is, sovereign national government, quasi-sovereign state-government, and infra-sovereign local governments all these working as "partners in great enterprise of securing a decent level of existence for all the nation's citizens".

The institution of local government has come down to us from the ancient times. In ancient India local government institutions of various types flourished. But during the Mughal period the local government units greatly deteriorated. In the time of East India Company and during early British rule, the local bodies greatly decayed. Though local government institutions have existed in India since ancient times, yet these acquired representative character during the British period. Self Government in India was conceded because Great Britain was persuaded that a great body of

people in India desired it so ardently that it was not practicable to differ any longer to the grant of concession of status to which Great Britain had been firmly committed.

English die-hards would argue that it was inconceivable to give self government to Indians when they could not even run municipal boards efficiently; Indian publicists would retort that it was impossible to trust British promises of Dominion status, when they were not even permitted to manage their municipal boards without being subject to all sorts of unnecessary controls, and constant interference by officials. Many estimates of local government in India have suffered from a lack of understanding in two respects. First, in assessing local bodies in the Indian Empire, critics have often measured their shortcomings against an imaginary "Ideal" form of local government, and not by commonly imperfect standards of local democracy inaction. And secondly, critics have frequently commented upon defects which they take to be peculiar to local bodies, where as these same defects are to be found in greater or lower degree in almost all institutions of Indian society. These defects are public apathy, the election of vested interests, careless extravagance, an inability to think in terms of large -scale expenditure, lack of foresight, prejudice, unregulated recruitment of officials, mediocre quality
of staff, inefficiency and delay.

The English mode of local government is quite imperfect, but has many achievements to its credit, and as the intervention of central government in every corner of national life intensifies, local authorities become one of the most important and effective checks upon an overburdened bureaucracy and the means whereby local traditions and needs can be safeguarded. English local governments have certain saving characteristics which have prevented if from becoming a real failure. In the words of Prof. Laski, the system like most things, depends for its successful working on the ability to compromise at pivotal points; this spirit operates in many directions. If a comparison is made with conditions in India, it becomes apparent that most of these favourable factors are lacking. Although the system in this land was supposedly adopted from English model, spirit of compromise has been notably wanting. Secondly, Indian local Government has lacked the guidance of public welfare workers or devoted servants, a class which has enlivened English authorities. Indian liberals with their warm interest in social problems did show keen enthusiasm for local government in the early days, but in common with other political groups they

have since become immersed in the drama of national politics. As the higher administration or ministerial office in national or provincial politics offered new opportunities to the leading men of affairs, so the numbers interested in local matters fell away.

We have thus seen that Municipal Corporations in India are the creation of British Empire. They are those species of administrative organisations introduced by the British, which they had already tested in their native country quite successfully. Beginning may be said to have been made in 1687 when, for the first time a Municipal Corporation was set up for the city of Madras.

1.2 City of Bombay

The Bombay Municipal Corporation came into existence with passing of the Municipal Act of 1872, which provided for constituting a body corporate with 64 members. Later the Bombay Municipal Corporation Act III of 1888 was passed. Its remarkable feature was the creation of the coordinate authorities, i.e. (1) The Municipal Corporation, (2) The Standing Committee, and (3) The Municipal Commissioner. The Corporation consisted of 72 members, of whom 35 were to be elected. Of the remaining 32 members, 16 were justices and 16

nominated by the Government. The Bombay Municipal Corporation is still governed under the act of 1888 but some amendments had been incorporated under various Acts till Act XXXIII of 1966.

3. City of Delhi

The history of Delhi as a political unit bears out that from 1858 to 1912, it was not the capital of India but a district of Punjab. Delhi became the Chief Commissioners' Province, and, after independence, a Part - C state. In 1956, after reorganization of states, it became a Union Territory. There was an assembly of Delhi State (1952-56) and later a metropolitan council in 1966. These representative bodies were characterised with "powerlessness and insubordination to the administrative structure".

Before the advent of British in 1857 in Delhi, the Municipal Administration in the era of Mughal was rooted in concept of Muhallas. The Delhi Municipal Committee was for the first time established in 1863 under Act XXVI of 1850 with a notification made by Punjab Government, as Delhi in those days was a distirict of Punjab state. It was the responsibility of Deputy Commissioner of Delhi to supervise the functioning of Delhi Municipal Committee. The last Muncipal Committee of Delhi consisted of 59 members. In
1958 all but two local authorities were consolidated into Delhi Municipal Corporation. The two exceptions were Delhi Cantonment Board and New Delhi Municipal Committee. The Municipal Corporation of Delhi was thus established under the Delhi Municipal Corporation Act 1957 and it came into existence on April 7, 1958. It was intended to provide a form of democratic expression and a "training ground" for political leadership.

City of Madras

Madras originated as a group of fishing villages which, in 1639, became a trading post of British "East India Company". In 1911 the urban population had increased to 5,00,000.

The Madras Metropolitan Area (MMA) now covers 1,167 Square Kilometers. It includes the city of Madras, four municipalities, four ownerships and 20 semi-urban local authorities. The Madras Municipal Corporation was established in 1919, is one of the oldest city governments in the country. The Corporation has normally 120 elected members, but it has been administered by a state appointed special officer since 1974.

City of Shimla

Municipal Government was first introduced in Shimla in the year 1851 under the provision of Act XXVI of 1850. Shimla Municipal Committee was one of the
oldest urban bodies of erst while Punjab State.

The Shimla Municipal Corporation functions under the control of Local Self-Government Department usually headed by a minister, the secretary-local self-government assists the minister in the administration of the department. Shimla Municipal Corporation was established under Himachal Pradesh Municipal Corporation Act 1968.

1.6 Local Authorities In Indian Metropolises

1. Local Authorities in Bombay

In Bombay, municipal authorities charged with carrying out administration of City Government are:

1. A Corporation,
2. A Standing Committee,
3. An Improvement Committee,
4. A Bombay Electric Supply and Transport Committee (BEST),
5. An Education Committee,
6. A Municipal Commissioner,
7. A General Manager of BEST.

2. Local Authorities in Calcutta

The Calcutta Metropolitan District (CMD) consists of continuously built up mass of municipal and other smaller townships. It also includes the belt of densely settled rural areas. In 1965, the CMD was
covering an area of 1,269 square kilometers. Howrah and Calcutta are twin cities which constitute the core area of CMD. In 1961, CMD had a population of 7.5 million which increased to 8.3 million in 1971; out of these, 516,000 lived in Howrah municipality and 3,149,000 in Calcutta city. The Calcutta Metropolitan Development Authority was established in 1970. The Calcutta Municipal Corporation was super added in 1948.

3. Local Authorities in Madras

There are various statutory bodies with Metropolitan and local jurisdiction:

1. Madras Metropolitan Development Authority,
2. Madras Metropolitan water supply and sewage Board,
3. Slum Clearance Board,
4. Madras City Municipal Corporation,
5. Municipal cities (4)
6. Townships (4)
7. Town panchayats (16)

4. Local Authorities in Delhi

The Delhi Municipal Corporation is the biggest Municipal Authority in Delhi, the other two being the New Delhi Municipal Committee and the
Cantonment Board.

The Delhi Municipal Corporation (DMC) Act of 1979 provides the following subordinate authorities for efficient performance of the municipal corporation:

1. Standing Committee.
2. Delhi Electric Supply Committee (DESU).
3. The Delhi water supply and sewage disposal committee.
5. General Manager (Electricity).

Functions and Problems of Municipal Administration

With the introduction of local self government and with a view to centralize powers, the roles of municipal corporations in life of inhabitants has increased manifold. Finer describes functions in these words: "Local authorities supervise, direct and control, our lives, awake and asleep, at work and at play; they provide for all citizens a common minimum of health, education, welfare services, roads, peace and security of environment. The scope and detail of their work are not easily describable: both are immense. Local authorities manage an enormous amount of capital, they are intricately organized, they promise social
improvement, they are nourished by civic energies.

Since the responsibilities of the urban local bodies have become far more varied and complex, they have not only to maintain civic service for increasing urban residents but have also to build up infrastructure and provide economic base for meeting the requirements of fast growing urban complex and its economy. They are called upon to promote a sound tradition of democratic way of life at grass root, (i) to bring about social development by integrating various fabrics of social and cultural life, (ii) to initiate and enhance economic development by strategic planning and administration etc.

The functions exercisable by the local authorities cover a very wide range. Some are concerned with human material and others with inanimate things. The former relate themselves to welfare of mother and child. The education of people of all ages, the care of helpless and the afflicted, and the latter with the construction and maintenance, town and country development etc. There are functions which relate to


5. Gangadhar Jha; Local finance in Meteopolitan cities, Mittal Publications, Delhi, 1988, P.I.
the carrying on of trades and businesses, namely, the licencing of cinemas, the control of offensive trades, the inspection of and testing of weights, measures, food and drugs.

It has been fairly recognised that there are two types of functions which are entrusted to local authorities—Compulsory and optional or obligatory and discretionary. The former, the authority must perform because on these depend the welfare, progress and prosperity of the citizens. The latter functions the authority should take into consideration if it considers them necessary. In addition to these functions, the local authorities perform some agency functions which are not municipal functions. The authorities perform these functions on behalf of national or state government.

In the democracy like ours and due to concept of welfare state, it is the attempt of Municipal Corporations in bigger cities to provide basic facilities to the people. This is sought to be achieved through adequate provision of social services such as supply of drinking water, public health amenities,

construction and maintenance of roads and buildings etc. But the functions of the corporations can be carried out properly if there is proper provision of financial resources at their disposal. Besides, the grant-in-aid given by the government they have various sources of revenue through direct and indirect tax. But, despite these the position of municipal corporations is not satisfactory. This inadequacy is being felt all the more for the reason that some of the revenue earning sources have also been taken away from the Corporations by the respective state governments.

1.8. Problems of Metropolitan Cities In India

Some of the basic problems of Municipal Corporations in Metropolitan Cities are

1. Housing Problems

2. Slums

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1. Housing Problem

The problem of housing is one of the major problems in the metropolitan cities. Not only the majority of urban dwellers live in substandard houses but there is a considerable over crowding. Acquisition of land for public housing for poor is itself a most difficult problem. Heavy cost of providing physical and social overhead facilities—roads, transport, communication, power and electricity, water, sewerage, drainage on one hand, and health, education, recreation and marketing services on the other is major economical problem. Metropolises find it difficult to cope with such ever increasing demands.

2. Slums

Slum dwellers constitute 40 to 50 percent of urban population. Today one person in every five cities lives in slums. Since the mid seventies a great deal of attention has been focussed on urban slums.

3. Urban Water Supply

Providing adequate and safe water to the
cities is also one of the major problems. Acute shortage of water in the Indian cities especially during peak summer months every year is a pointer in this direction. Large and expensive works, involving replacement of old distribution network of water by a new scientific one are the pressing needs of time. This would involve huge expenditure which the Municipal Corporations are unable to bear because of their inadequate finances.

4. Sewerage and Drainage

Absence of inadequacy of proper drainage and sewerage system is among the major problems of urban areas in India. Apart from environmental problems, it causes serious situations, which pose the threat of malaria and other diseases. "A distressing feature of the drainage system in cities or towns is that they are far behind required levels of quantity as well as quality."

5. Environmental Problems

The problem of environmental pollution in many of the large Indian cities is quite serious. Surveys conducted by National Environmental and Educational Research Institute (NEERI) and a number of voluntary agencies have shown that the atmosphere of cities of Bombay, Calcutta, Delhi, Madras, Kanpur etc. is highly polluted.

1.9. Constitutional Status of Municipal Bodies

According to the Constitution (74th Amendment Act 1992) the municipal bodies in India have been accorded a constitutional status. During early times, municipal governments were set up primarily to provide relief and to secure better sanitary conditions in the urban areas. But now municipal governments have undergone various changes in terms of powers, functions and competence—especially after 74th Constitutional Amendment Act, the municipal bodies have been given ample power to regulate their activities. Sec. 243 Q of the Act provides for the constitution of municipalities. It says that (a) there shall be a Nagar Panchayat for an area in transition from a rural area to an urban area (b) there shall be municipal council for a smaller urban area and (c) municipal corporation for a larger urban area. Sec. 243 R provides for composition of municipalities according to which all the seats in a municipality shall be filled by persons chosen by direct elections from different constituencies in municipal area known as wards. Section 243 T of the Act provides for reservation of seats for the Scheduled Castes and Tribes and for women in every municipality. Section 243 W provides for powers, authorities and responsibilities of municipalities. It empowers the state legislature to make laws so as to endow the municipalities with such powers and authority so as to
enable them to function as institutions of self-government. It also provides for the provision for the devolution of powers and responsibilities upon municipalities. Sec-243 X authorises the municipalities to levy, collect and appropriate taxes, duties, tolls and fees. Sec. 243 Y provides for the constitution of finance commission to review the financial position of municipalities.

1.10. Book Reviews

1. Benjamin Baker in "Urban Government" (1957), presents the American municipalities and their functions as being in a constant state of flux, and their authority and responsibility as being highly sensitive to societal changes. Stress has been placed on the course of development and dynamic character of municipal institutions.

2. R.Argal in "Municipal Government in India" (1960), has dealt with various aspects of municipal government: executive, administrative, and financial. The study aims at highlighting municipal government in former British provinces and to interpret government and working of municipal government. The author is aware of the general feeling that municipal administration—


tion is a byword for maladministration, therefore he searches for the causes of such a malaise and suggests remedial measures.

3. A.H. Marshall in his book "Financial Administration in Local Government in Britain" (1960), has made an attempt to describe the organization of financial working of local authorities. The subject matter of book is financial administration and not the finance, accounting or auditing. According to the author the central theme of the book is the need for the financial arrangements to be an integral parts of the work of an organization. Finance is not a rite peculiar to the finance department, nor is financial administration end in itself. Financial factors have to be considered along with others, not independently of them, the financial work is dispersed throughout the whole organization; and neither the most vigilant finance committee nor the most efficient finance department will be of much avail unless those responsible for directing the operations of authority interest themselves in finance.

4. Chetkar Jha in his "Local government by committee" (1963), describes the importance of the


committee system in Britain and India and also the differences which has developed in the process of transplantation and adaptation. It deals with the more obvious aspects such as various kind of committees, their composition and functions, control of the committees by the council and certain important trends that are likely to affect the committee system. The author is of the view that British and Indian local councils make for greater use of committees than their counterparts in other countries.

5. M.P. Sharma in his "New Sources of Local Revenue" (1965), says that the increasing central control and consequent loss of autonomy of the local bodies is a big problem faced by the English Local Government. The present study attacks the problem from financial side. The increasing dependence of local authorities on central grants has resulted in increased administrative control of the central government. The study reveals that if this tendency is to be arrested, local bodies must have resources of their own.

6. R.K. Bhardwaj in "Urban Development in India" (1970), mainly concerns himself with multifarious issues in municipal administration. It deals with the magnitude and complexities of problem which are faced


by local bodies. The author has written extensively on the problems of local-self governing institutions with practical insight. The book is a useful contribution to and examination of the problems of local government and municipal administration.

7. Mohit Bhattacharya in his "Essays in Urban Government" (1970), has attempted to analyse the problems of urban local authorities. Vital questions concerning structure, personnel, unregulated urban growth, planning, state local relations, financial administration have been critically examined with a view to provoke fresh thinking on local governments role and responsibilities in the context of urbanization and urban development.

8. S.R. Maheshwari's "Local Government in India" (1971), has discussed both rural as well as urban aspect of local government in India. After tracing the history of local government, he has attempted to describe the structure, personnel, finance and functioning of rural as well as urban local government, and, finally, has suggested ways and means of improving the system of local government in India. Attention has

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been focussed on local government as an entity operating within the larger system of government in the country.

9. A. Awathi's "Municipal Administration in India" (1972), is a commemorative volume. It deals with municipal administration in 16 states of India. The book also deals with problems of urban development and training of municipal personnel. Certain problems like governmental control over and assistance to municipal bodies along with the nature and extent of public participation in local administration have also been examined. This volume is slightly discursive in scope.

10. Ballhatchet and Harrison in the book "The city in South Asia" (1980), deals with the three main themes. The city and the state, the city and society, the city and the surrounding country. This volume contains selection of papers presented to an inter-disciplinary seminar which has been meeting and school of oriental and African studies, under the auspices of the centre of South Asian studies, since 1975. The main concern is the city in South Asia, in pre-modern and modern forms.


11. Abhijit Datta's "Municipal and Urban India" (1980), contains a careful selection of articles from the IIPA's quarterly journal, Nagarlok. It details municipal and urban affairs like the system of municipal organisation, finances of urban development, municipal administrative processes, state local government relations, municipal finance, goals of urban planning, urban economic base, land values, housing, community development, and grass root politics. This volume is a reference document indicates the status of urban public affairs in India.

12. M.A. Muttalib in his theory of local government' (1982), focuses on comparative profiles of various practices and percepts of local government in India and some other countries. The study includes both rural and urban local government institutions, which are of utmost importance even though they seem at present to be at low ebb. As local government is concerned with the local problems of local residents, it has to deal with both social and economic problems. There cannot be democracy without self-governing local institutions. They are grass root democracies who contribute to the nation building activities. The author views that one of the problems of the constitution of local authorities is the size of units of local govern-

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ment. Larger units are often recommended as they can attract better personnel and ensure effective administration. Impoverished finances is a sad feature of most of local authorities in developing countries. Inadequate local revenue and increasing expenditure attract state government interference, these resulting in erosion of a local government autonomy.

13. Jai Bhagwan in his "Finance in Metropolitan cities of India" (1983), aims at analysing the finances of the Delhi Municipal Corporation. Finances of Municipal Corporation of Delhi (MCD) have been compared with those of municipal corporations of other Metropolitan cities of India. The book has been divided into 10 chapters, their contents being history of local-self government in Delhi, theoretical framework of local finance, revenue and expenditure patterns, Borrowing etc. In the end the author examines the efficiency and effectiveness of financial administration of MCD.

14. Professor Abhijit Datta in his book on "Local Government" (1984), has made a selection of 14 articles dealing with different aspects of local government both urban and rural, from the published issues of the Indian Journal of Public Administration. The articles


focus attention on various complicated problems whether they be of paucity of finances or of state control or of personnel system or of role and relationship with other agencies. The author opines that while the existing municipal bodies continue to suffer from lack of resources, people clamour for more social amenities. So there is a tendency to set up more and more specialized agencies leading to fragmentation of authority. Another disconcerting feature relates to the supersession of local bodies for a long period which creates syncicism and further weakens their position.

15. Prof. Abhijit Datta in his book on "Municipal Finance in India" (1984), has attempted to describe municipal functions and revenue authority, followed by indepth discussions on municipal financial management. According to the author the health of municipal authorities depends to a large extent on their financial strength and there is a real dearth of documentation of their financial position in an authoritative and comprehensive manner. The author concludes that the potential areas of policy action to improve municipal finances normally should lie within the municipal system. However, this is not so where local government functions under state tutelage, as in India. Under the Indian conditions, any significant improvement within the municipal system has to be ushered externally by

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16. The question of the municipal executives is one of the most vexed problems in municipal government in India. Abhijit Datta in his book on "Municipal executives in India" (1985), discusses the various issues of the municipal executives in the context of (a) coordinate executive authorities in municipal corporations, (b) single political executive in the municipalities and (c) democratisation issue in the smaller municipal bodies. The author concludes that existing distinction between municipal corporations and the municipalities and the smaller municipal bodies lies in the variation of their executive arrangements, on other hand, the degree of democratisation between the two is the root cause of difference in executive structure.

17. The book entitled Public Policy and Administration "(1986), edited by Prof. M. Kistaiah is a collection of essays which are broadly grouped under five areas of Public Administration: (1) Public Personnel Administration (2) Urban Administration, (3) Personnel Administration, (4) Rural Development Administration.

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istration and (5) Panchayati Raj Administration. The main focus of attention is given on policy, organization as well as implementation. One of the important aspects highlighted in these essays is the weakness in implementation of policies. The author concludes that however sound a policy may be its effect is diluted if it is not implemented in the proper spirit.

18. Gokulnanda Dash in his "Municipal Finance in India" (1988), discusses well the problems which urban local governments encounter especially in the field of local finance. He has taken up a case study of urban local bodies in Orissa. The findings of his research hold valid not only for India but also for third world countries in general. The author concludes that the real problem of urban local bodies is not poor finances but weak financial administration.

19. Gangadhar Jha in his book "Local Finance in Metropolitan Cities" (1988), gives an insight into the complexities of local financial problems and issues involved in resource mobilization at the local level. The main focus is on the fiscal stress or the financial problems of Delhi Municipal Corporation. The book also discusses the ways and means of enhancing the fiscal capabilities of Delhi Municipal Corporation.

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relationship of urbanization and the finances of MCD has been effectively dealt with.  

20. R.C. Sharma's "South Asian Urban Experience" (1988), records many things in common. Urbanization in South Asian Region along with its unprecedented growth has growing number of urban poor. Fast deteriorating urban environment and quality of life resulting into slums and squatter settlements, irrespective of size and location. Instead of becoming integrative and coordinating in nature, the urban growth and development assumed the dichotomous character. South Asia as the region has many things in common in the form of urban problems and issues, especially in context of slums, shortage of urban housing and inadequacy of urban services and disparities and discontent in urban life. According to author by 2000 A.D., South Asia will have more than 1 billion population and more than 1/3 of it will be Urban settlement of varying size, character and geographical locations. Seeing the emerging regional trends, the South Asia Urban scene is going to be unmanageable, if proper attention is not accorded to the existing realities.  


21. K.C. ShivaramaKrishnan and Leslie Green's "Metropolitan Management - The Asian Experience" (1988), is a study of management problems experienced by selected metropolitan cities in South and East Asia and of the approaches adopted in resolving them. The cities reviewed are Bangkok, Bombay, Calcutta, Colombo, Jakarta, Karachi, Madras and Manila. Even though a substantial effort has been made to cope with the metropolitan challenge in South and East Asia, considerable institutional, financial and planning problems persist in all cities of the region. And in the process of urbanization, these problems are being exacerbated. The organizational experiments carried out thus far demonstrate a deep reluctance on the part of national and provincial governments in the region to confer significant political and financial powers on metropolitan institutions. The existing forms of metropolitan government appear to be incapable to such fast growing and expanding urban agglomerations and inappropriate for dealing with conflicts between national and city objectives. The aim of the study is to assess the institutions that the cities under review have established in recent years to resolve these persistent issues of metropolitan management. The study explore possible new directions of response to the task and constraints facing metropolitan managements. They emphasise on managerial processes and operating styles rather than creation of new institutions and organiza-
tional structures. They also recognize the special constraints to which urban management is subjected by the relative scarcity of available finances and manpower, the particular importance of political and social concerns, and the intricate and complex nature of the government of metropolitan cities in South and East Asia.

22. Netar Singh in his book on "Municipal Administration in India" (1990), has attempted to study and analyse the problems of municipalities in state of Jammu and Kashmir. He says, that like their counterparts in other states of India, the municipalities in Jammu and Kashmir suffer from varied problems viz. paucity of funds, poor performance, too much of the state control etc. The book has highlighted various conditions and difficulties which are faced by the municipalities in discharging their functions with available meager resources. The study is mainly based upon the fact that greater the people participation in Municipal Administration, the greater the possibility of strengthening the democratic culture at grass root level.


23. Dhirendra Vajpey's "Local government and Politics in Third World: issues and trends" (1990), attempts to portray issues related to changes taking place in local government in Asia and Africa. The volume contains nine papers on six countries Nigeria, India, Bangladesh, Sri Lanka, China and Korea—covering different settings and facts and one general paper relating to local government in third world countries. All these papers indicate that local politics and administration play a crucial role in bringing about desired changes by actively supporting and participating in policy formulation and implementation. The common problems faced in all these countries are clearly brought out by Asok Mukhopadhyay in his paper on "local government in third world". According to him, local government in third world continues to suffer from archaic management structure, hopeless degree of functional competence, limited powers, absence of inter-sectoral co-ordinates among development agencies, and finally, vulnerable constitutional position. The book provides a comparative perspective to the study of local government in third world countries.

Journal of Royal Institute of Public Administration, Vol. 43, 1965. This is a modest attempt to extract and index suitable articles from basic list of seven periodicals, namely Contract Journal, Local Government, Municipal Engineering, Municipal Journal, Municipal Review, Official Architectural Planning and Public Administration. General articles usually provide information on new development in local government policies without going too far into technical details. The value of such articles to the officer is that it enables him to keep in touch with broad developments of local government as a whole and gives him a greater understanding of problems in other departments which may ultimately affect his own. Local government literature thus helps to promote a more informed approach to the problem of local government efficiency and progress.

25. "Trends in Administration—Local Government—
Institutions," The New Administrator, Vol. 7, No. 12, Oct. 1965. When one reads in press about municipalities or municipal corporations being superseded by the government on the ground of incompetence, one is inclined to throw up his hands in despair regarding the future of local self-government institutions in this country. For without efficiency in local self government we are building democracy in India on sand. Democracy is the way of life in which self interest is subordinated to the public interest. In many cases where municipalities are superseded, the basic cause is inefficiency resulting from members of municipal council placing personal interest before public interest or using their position to further their personal advantage. The sphere of Municipal Administration is very limited and impact of local politics on this small sphere is rather heavy. This fact is contributory cause to administrative inefficiency.

26. "Training in Municipal Administration", Civic Affairs, Vol. 16, No. 2, Sep. 1968. A six week inservice training course in Municipal Administration for the benefit of officials of the local bodies belonging to U.P., Bihar, M.P. was inaugurated in Lucknow on August, 1968 at the regional centre for research and training in municipal administration in the premises of institute of public administration, Lucknow University. Inaugurating a training course, the then Secretary of Union Ministry
of Health, Family Planning and Urban Development said that there was need for proper study of planned and research into various problems facing the local bodies to enable the staff working in local bodies to bring the benefits of the different development schemes nearer to the people. He urged the trainees to go out with a sense of confidence to tackle the problems facing local bodies and to lend functional support to research centre to enable it to carry out researches in rural and urban problems and impart training to the municipal personnel so as to increase their administrative competence. The centre should provide a convenient platform.

111 Universe of the Study and Rationale

India is a developing nation. No development can be achieved until and unless the position of municipal bodies is improved.

Review of the literature brings out the fact that the Municipal Administration is facing lot of problems which are related to organization, personnel, functions, unregulated urban growth, planning, state local relations, financial problems etc.

For the purpose of research, we have conferred our study to the problems of Municipal Administration in India in general and the problems of Municipal Administration of Shimla and Delhi Municipal Corporations in particular. The study under consideration has an important role to play in the
present set up in providing useful information and a healthy living to the people. Municipal institutions play a vital role in the development of a nation. Infact the progress of whole nation depends to a large extent upon the successful functioning of municipal bodies and this can only be achieved if the municipalities are given a proper constitutional status and autonomy in discharging their functions in a proper way. Another problem faced is of finances, trained manpower, and lesser use of modern technology which has resulted in impeding the efficient working of Municipal Corporations.

Keeping in view the importance of Municipal Corporations in day-to-day life and various problems faced by them, the present study is taken up. Although there can be no comparison between Delhi and Shimla Municipal Corporation because Delhi Municipal Corporation has a large area of jurisdiction as compared to Shimla Municipal Corporation which has a small area of jurisdiction. But still a number of justifications can be given for the such selection of study as:

1. Both Delhi and Shimla are the capital cities;
2. Both have international status and are places of tourist attractions;
3. Both have cultural heritage because of British legacy;
4. Both are facing problems of population explosion, pollution, sewerage and sanitation system and also in the maintenance of other multifarious functions.

The study has investigated in detail into the problems of Municipal Administration of Delhi and Shimla Municipal Corporations. The Municipal Administration of the two corporations has been studied in relation to the problems of organisation, personnel, finance and functions.

1.13. Aims and Objectives

The present study has been undertaken mainly with the purpose to study, compare and analyse the inherent problems of municipal administration in Shimla and Delhi Municipal Corporations. More specifically, the objectives of present study are:

1. To study some major problems of Municipal Administration in India in general especially in context of lack of autonomy, constitutional status, trained manpower, finances and lesser use of modern technology.

2. To study and compare the problems of organisational structure of Shimla and Delhi Municipal Corporations.

3. To study and compare the problems of municipal personnel administration of Shimla and Delhi Municipal Corporations.

4. To study and compare finances of Shimla and Delhi Municipal Corporations.
5. To study and compare the performance of Shimla and Delhi Municipal Corporations.

1.14 Hypothesis'

Formulation of a hypothesis gives definite point to the enquiry, aids in establishing direction in which to proceed, and helps to limit the field of enquiry by singling out the pertinent facts on which to concentrate and by determining which facts should be set aside, at least for the time being. "A hypothesis is a proposition which can be put to a test to determine its validity. It may seem contrary to, or in accord with common sense, it may prove to be correct or incorrect. In any event, however, it leads to an empirical test. It is necessarily a link between theory and investigations which leads to discovery of additions to knowledge." According to Claire Selltiz, "A hypothesis is a tentative explanation of a relationship or a supposition that a relationship may exist. It generates an empirical study which seeks to conform or disconform it. "Webster's (1968) defines hypothesis as, "a tentative assumption made in order to draw out and test its

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logical or empirical consequences.... Hypothesis implies insufficiency of presently attainable evidence and therefore a tentative explanation.

1. Major Hypothesis

The Shimla and Delhi Municipal Corporations have not been able to perform their functions adequately.

2. Sub-Hypothesis

The Sub Hypothesis are as follows:

1. The organizational set up of Shimla and Delhi Municipal Corporation is inapt.
2. The two corporations lack trained manpower.
3. The finances allocated to these corporations are inadequate.
4. The two corporations lack proper public health and sanitation systems.

1.15. Methodology

The present study is a comparative research which involves the comparison of the two corporations i.e. SMC and DMC. Comparative research is an enquiry in which more than one level of analysis is possible and units of observation

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are identifiable by name at each of these level. Bendix characterizes comparative sociological studies as representing "an attempt to develop concepts and generalization at a level between what is true of all societies and what is true of one society at one point in time and space". "Comparisons enter into all deduction, but by common acceptance comparative method designates only comparisons which draw data from different societies".

I. Sources of Data Collection

Sources of data collection can be broadly divided into two - primary and secondary.

1. Primary Sources

The main source of primary data collection was questionnaire, interviews, observation, dialogue, discussions etc. The idea behind field survey was to collect information regarding the recruitment, training, promotion system and the employer-employee relations in Shimla and Delhi Municipal Corporations. Use of both primary as well as secondary sources has been made, more being of secondary sources. First we shall discuss the tools of Primary data collection.

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38. Armer and Grimshaw, Comparative social Research-Methodological Problems and Strategies, John Wiley and Sons, Canada, 1973, p.34.


40. Ibid, p.10.
(i) Tools of Primary Data Collection

One of the tools of primary data collection for this research problem was questionnaire, interviews and observation coupled with informal dialogues and discussions. These tools were employed to find answers to our research problems. Informal interviews, dialogues and discussions with the officials of the two corporations revealed certain facts about our research problems. At this stage, it is relevant to briefly discuss about these tools of investigation and various methods of primary data collection.

(ii) Sampling

The present study involves stratified sampling in which the population is first divided into two or more strata then a simple sample is taken from each stratum, and sub samples are joined to form the total sample. The main objective of stratification is to secure more reliable sample. Stratified sampling improves representativeness, it allows the use of smaller sample than does simple random sampling, with greater precision and consequent savings in time and money. Stratified sampling is further of many types, proportionate and disproportionate. In the former type the


cases are drawn from each stratum in the same proportion as they occur in the universe. But in latter case the number of elements drawn from various strata is independent of the size of these strata. Thus if there is a uniform sampling fraction, the design is known as proportionate stratified sampling. If there are variable sampling fraction the sample is disproportionate stratified sample.

Thus a disproportionate stratified sample of 40 officials of SMC and 80 officials of DMC was taken to study the problems regarding recruitment, training and promotion. Out of 40 officials of SMC, 5 were class I, 10 were class II and 25 were class III while in DMC 15 were class I, 20 were class II and a major category was of class III employees who were 45 in number. Thus a sample of 120 employees comprising 180 of DMC and 80 of SMC was taken and was distributed the questionnaire to collect the information required for the study as shown in table 1.1.

Table No. 1.1.

Number and Categories of employees taken from Shimla Municipal Corporation and Delhi Municipal Corporation.

<table>
<thead>
<tr>
<th>Sr. No</th>
<th>Municipal Corporation</th>
<th>No of class I Employees</th>
<th>No of class II Employees</th>
<th>No of Class III Employees</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Shimla</td>
<td>10</td>
<td>5</td>
<td>20</td>
</tr>
<tr>
<td>2</td>
<td>Delhi</td>
<td>60</td>
<td>15</td>
<td>60</td>
</tr>
</tbody>
</table>

Empirical Method

This method involves gathering of information through direct observations or experience, 'empiric'
meaning "based on direct observation or experience and not on theory."

The empirical method that have been used in the study are:

(i) Questionnaire

Observational method is less effective in eliciting information on pertinent issues. The single advantage of the questionnaire is that it affords great facility in data collection from large, diverse and wide-spread groups of people. Its technique does not call for any special skills or training in the field.

A single questionnaire was devised especially for the study of chapter IV. It was divided into four parts. The first part contained the items about the system of recruitment in the Shimla and Delhi Municipal Corporations. The second part contained specific questions to gather information regarding training of the municipal employees in the two Corporations so that inadequacies of the training could be determined. The third part pertained to the questions on the promotion system prevalent in the two Corporations. The fourth part of the questionnaire related to employer-employee relations in both the Corporations.

Significant Aspect in Development of Questionnaire

Before the development of questionnaire related literature on municipal personnel administration
was consulted. Then the items which were to be taken in questionnaire were determined keeping in view the objective of the study. Efforts were made that objectives of the study may be achieved by specific questions, the answer to which could provide necessary data for each of the objectives set for the study. The items were arranged in sequence to ensure accurate and easy response.

Each question in the questionnaire was written in unambiguous terms dealing with a single idea. An attempt was made to keep the items in the questionnaire as short as possible. The questions were framed after going through various literature on the problems of municipal personnel administration. Content validity of the questionnaire was found out by giving the questionnaire to the guide and other research scholars.

(ii) Interview

Informal interviews were conducted with the respondents (officers as well as employees) of both the corporations. This was done with the purposes of getting actual information in the form of truthful answers.

(iii) Observation, Dialogue and Discussion

On certain critical issues or the questions in the questionnaire where the respondents
either evaded to answer or told lies, observation and informal discussion proved to be effective tools of investigation. But it consumed a lot of time. Attempt has been made to collect correct information so that the analysis does not become distorted and biased.

2. Secondary Sources

The secondary sources of data collection were books on our topic of research and related aspects of this area. An extensive use of secondary sources has been made in all the chapters throughout our study. Articles from journals, magazines, printed material in the newspapers etc. have been collected and used throughout the study. Information from various sources such as official records/reports on conferences/seminar has formed the major bulk of the study.

(i) Documentation

Documentary sources provided a wealth of information on many aspects of Municipal Administration. For obtaining documents following institutions were visited.
1) Centre of Urban Studies, Indian Institute of Public Administration, New Delhi.
2) Library of Indian Council of Social Sciences
3) Municipal Corporation Delhi.
4) Municipal Corporation Shimla.
5) H.P. Secretariate Library, Shimla.
6) H.P. Institute of Public Administration, Fairlawns, Shimla.
7) Himachal Pradesh University Library, Summer Hill, Shimla.
8) Directorate of Local Self Government, Shimla.
9) Irrigation and Public Health Department, Shimla.
10) Statistical Department, Lower Jakhu, Shimla.

1.16 Utility of Research Proposal to the Literature of Public Administration

Research is the product of systematic study, observation and analysis of a phenomenon, a process leading to forming generalizations and rules. The first three constitute the means for arriving at the fourth. The last has tentativeness as analysis may be outdated because of addition to knowledge or because of changes in situations or facts. Generalisations are of more tentative nature in social phenomenon than in natural or material phenomenon as the former are concerned with man's relationship and responses to events proceeding from interaction of mind, matter and spirit. However, its relatively high tentatives does not
affect the validity of systematic study, observation and analysis; Those engaged in social research, pure or applied, must develop more sharp and sensitive instruments of analysis and observations.

According to Pendelton Herring "function of research is two-fold, one is to add new knowledge to existing store but its power for cleaning our mind of cliches and removing the rubbish of inappreciable theory is equally notable . Research is no panacea but it can kill off the infection of factual error, reduce the fevers of the irrational, and thus even study the pulse of the irresolute.

The research in Public Administration covers the fields of policies, government and administration as these are interwoven with one another. The research studies can throw a useful light on the question of "Roots of Government, their sustaining institutions, the individuals' routine, and social practices that help to inject the spirit of democracy.

Since the problems of Urban Administration and Development are increasingly growing in complexity, the pressure of circumstances has


46. Ibid. p. 20.
necessitated some fresh thinking on various aspects of
urban administration. The statutory institutional
arrangements for urban administration vary in nature and
require effective and integrated performance for
municipal institutions to confront them adequately. In
order to meet these expectations along with variety of
other reason specialised organisations are being set up
to undertake specialized functions. This, at times, cuts
seriously into the powers of Municipal Corporations and
thus not only reduce their capacity for effectiveness
but also erodes peoples faith in them. Despite the lip
homage paid to the municipal institutions as nurseries
of democracy, one wonders whether their problems and
difficulties get the serious considerations they
deserve. Because of these problems and difficulties,
municipal administrations are not being run efficiently
and effectively. However, it is not to deny that these
bodies suffer from grave defects but what must be
remembered is that the democratic process is one of
trial and error. The only way to remove the defects is
to give more democracy to the municipalities. Execution
of national programmes in their respective areas would
be easier then, because, after all they are the primary
units of democratic government. As such, they are
schools of democracy which prepare our citizens for
position of responsibility in higher spheres of national
activity.
There is a common feeling that municipal machinery of Shimla and Delhi Municipal Corporations as presently constituted has not been able to fulfil its tasks efficiently and in straightforward manner. Thus there is a need of reform in structure, administrative and financial working of these two Municipal Corporations. The main aim of the research work is to find out the truth which is hidden and which has to be discovered as yet. The starting point of the study does not necessarily determine of what nature its contribution will be, for, more often than not, basic research may yield knowledge that has immediate practical usefulness.

The present study has highlighted numerous problems of Municipal Administration of Delhi and Shimla which are responsible for retarding their efficiency. It is hoped that this study would add some dimensions to the existing literature on the subject of Municipal Administration.

147. Limitations of Study

Infact there were many difficulties faced by the researcher while writing this dissertation. Notable among them are lack of willingness on the part of municipal officials to disclose some vital information or the true information. This was faced more in the case of Delhi Municipal Corporation.
Another problem was faced while distributing questionnaires to them. It was observed that these officials were reluctant to give their right opinion to some of the questions. Most of the employees filled up the questionnaire in the way their departmental heads filled. This may be due to the fear of being intimidated.

Researchers own dilly-dallying before knowing where exactly to start the thesis was a part of various problems. Despite all these hurdles this thesis is written and Researcher is sure that the information contained in this thesis and the tables, charts cum graphs is correct to the best of her knowledge.