Chapter I

Introduction

The first chapter deals with a brief introduction, background of the study, research methodology and its limitations. It also gives the sources of data, objectives of the study, hypothesis tested, the methods used for primary survey and tools and techniques used by the researcher. This chapter also gives the overall presentation of the study.

The Prologue

India is one of the largest democratic countries in the world. According to 2001 census report the population of India was 102.70 crores. The area of our country is about 32,92,054. Sqkm. If we compare the area to other country, India stands on seventh position regarding area. The population of India lives in villages, towns and cities. It is difficult to manage the local problems by central and state government. So the concept of local self government was introduced. Understanding the local requirement, to fulfill them properly, and where local people co-operate with local administrator is known as local self-government. So, the organization set up by law to carry out administration is known as local self-government organization. Such local self-government have been established to make the administration easy scientific and simple and more so to involve the local resident. (1) This type of government solved local problems very fast and very effectively. (2) Local people are directly involved to solve the problems, because they know their real needs. This is the first step of a democratic country and it is like a school of democracy. Local self-government organisation can be broadly classified in to village area and urban area. In village area it is known as Gram Panchayat, Taluka Panchayat and District Panchayat. Where as in urban area is known as Municipality and Municipal Corporation.
According to rules the residential area where population is more then 15,000 and less than 5 lakhs are known as towns and in this type of towns there exist municipality. The area whose population is more than 5 lakhs known as cities and in this type of city the local self-government known as Municipal Corporation. The notified area council is constituted in a rapidly growing area which does not fit in the definition of municipality. The cantonment board is a creation of the central government and functions under the ministry of defense.

**European Charter of Local Self-Government**

English local government is experiencing great change and tough challenges. On the one hand, the concept of Localism has gained ground, and in important respects local governments have more legal scope for action than for many years. Yet on the other hand, the financing of local government has been reduced since 2010 by a highly significant margin, and further reductions are to be anticipated. Overall, detailed regulation of local government remains high, even if the most intrusive forms of top-down inspection and “assessment” have been removed. It is not surprising therefore that public debate is beginning to develop into the future capacity and roles of individual local governments, and from this to the position and status of democratic local government as a systemic whole. I am asked by the Local Government Association to carry out an independent analysis of English local government’s compliance with the European Charter of Local Self-Government, a formal convention of the Council of Europe (CoE). Within its mandate, the CoE’s Congress of Local and Regional Authorities undertakes as part of its formal terms of reference a programme of visits and reports whose principal purpose is to monitor the commitments undertaken by Member States of the Council of
Europe (CoE) who have signed and ratified the Charter. The first such visit since 1998 is due at the end of May 2013, and it is intended that my analysis should assist the both the LGA and the visiting delegation in relation to their work. I hope it may also be of relevance and interest to central government - who will undoubtedly be invited to meet the Congress and delegation and give their perspective - and perhaps to a wider interested audience. Background to the Charter The UK government signed the Council of Europe’s Charter of Local Self-Government in June 1997, and the Charter was ratified by the UK (with commendable speed) in 1998. Therefore successive UK governments have for the last 15 years been formally “bound” (the word used in Article 1) to respect its terms and implement its requirements. The Charter was itself the culmination of a long process – since the end of World War 2 - of refining and lobbying for a clear, broad, official framework setting out the principles of local self-government which all modern democratic European states should be committed to and apply. Far from being a “top-down” imposition from distant European authorities, its principles really do come from “the base” of Europe’s localities. In 1953, the Council of European Municipalities had adopted the first Charter of Municipal Liberties, which contained the seeds of many of the provisions of the future European Charter. In 1968, the Standing Conference of Local and Regional Authorities (now the Congress) of the CoE adopted a “Declaration of Principles on Local Autonomy”, and later drew up a more formal text for adoption by governments. The Conference’s draft – which had the strong input of UK elected members – was developed (and to some extent qualified) further by a group of ministerial experts. Their draft was approved by the Conference of European Local Government Ministers in 1984, and
formally adopted as a Convention by the CoE’s Committee of Ministers in June 1985. It was opened for signature by the Member States of the Council of Europe on 15 October 1985, and came into force in September 1988, once a 4th Member State had signed and ratified. By the time the UK signed, it had already been signed and ratified by around 30 countries.

The broader impact of the Charter
Today, the Council of Europe – which the UK played a vital role in establishing after World War 2 - has broadened far beyond its original geographical scope (mainly western Europe) and now has 47 countries in membership – including all EU countries, but also Russia, Ukraine, and the countries of former Yugoslavia and the Caucasus. Only Belarus is still ‘absent’.

The Charter and the UK
The UK was rather slow to sign up to the Charter, largely on the ground that local government was not seen by the then government as an issue for international standard-setting. (A House of Lords Select Committee on central-local relations had however in 1996 recommended signing the Charter). This non-participation was however widely seen by other CoE members as a symbol of UK isolationism; certainly the final decision to sign and ratify was well-received within the CoE, and also helped domestically to some extent in the relations between central government and the newlyformed LGA.

Select Committees, the European Charter and local self-government
In May 2009, the House of Commons Communities and Local Government Committee published its “Report on the Balance of Power:
Central and Local Government”. The Committee advocated, interalia, “further cultural change within central government… towards a more decentralised balance of power structure”. For present purposes, the most important recommendation was this: “That the Government introduces ‘constitutional’ legislation that places the European Charter of Local Self-Government on a statutory basis”. In addition, there should be a Joint Committee of both Houses of Parliament to oversee compliance with this “constitutional settlement”. For the record, I gave evidence to this Committee which mainly concerned compliance with the Charter, including this point (which I felt was more practicable than incorporating the Charter as such): “Although we have no easy means in UK constitutional practice of entrenching rights etc., we have a long history of adopting legislation which everyone knows is “for the long run” and has a certain constitutional value – and not to be part of the ordinary cut and thrust of day to day party politics. It cannot be a difficult task, in principle, to reach agreement between all of the major political parties, with the LGA…, on a set of principles that define modern local self-government. And if all agree, it provides a reasonably strong guarantee that, for years to come, the rules and spirit will be protected. This would need, moreover, to be accompanied by a special oversight body – perhaps made up of members of both Houses of Parliament and senior local government representatives…”6 In January 2013, the House of Commons Political and Constitutional Reform Committee published its report on a similar theme, “Prospects for codifying the relationship between central and local government.”7 The Committee wants to encourage central government to “examine the possibilities of a stronger constitutional status for local government, through an entrenched statutory code, or similar proposal”.

Development of Local Government in America

The basic system of local government established in the late eighteenth and early nineteenth centuries involved counties, municipalities, and, in some states, townships. In addition, special purpose districts, most notably school districts, were generally established as the need arose. Each class of local government was assigned functions largely unique to it with little overlapping of functions with other units of local government. Whereas municipalities were established as self-governing entities with authority to provide local services, specified state responsibilities were not within the purview of the municipalities. They were reserved for the counties. Counties were established as administrative subdivisions of the state with the responsibility to provide certain state administrative functions such as conducting elections, recording and preserving legal documents, and providing state judicial services. They also provided minimal municipal services in unincorporated rural areas such as building and maintaining roads and police functions. Townships, where they existed, were artificial subdivisions assigned minimal duties by the state. These were responsibilities otherwise provided by the county, such as real estate tax assessment, road maintenance functions, and certain kinds of assistance to the poor. In different parts of the country, counties evolved differently. For example, counties in the southern colonies exercised more authority than in the northern colonies. They were authorized in some southern areas to provide services equivalent to municipalities. In New England, townships largely replaced counties as the administrative arm of the state. Municipalities were the basic self-governing units; they were established by petition to the state when enough people were living together in close proximity to form a viable community for self-governing purposes. These municipalities provided local services to
meet the needs of the community such as fire protection, law enforcement, public works, and sanitation. Each municipality was largely self-sufficient in its economic, social, and governmental activities. The hinterland around the municipality was usually rural, undeveloped land. The nearest municipality was often miles away. School districts were generally the only special districts. Their boundaries were usually contiguous with the municipality or the township. These special districts were established to bring a single-minded focus and their own revenue source to a critical local public function. It was also deemed important to free them from the politics of other local governments. School districts were kept small because the means of transportation—horse or foot—limited travel. Occasionally, communities established other nonschool special districts. For example, a nonschool special district was operating in Philadelphia in 1790, but there were few of these (Bollens & Schmandt, 1975, 49).

**Local Government in the Intergovernmental System**

Even though Canada and the USA have a federal system of government, local governments have no standing in the federal system and are completely under the jurisdiction of the states/provinces. The relationship between the states and local governments was well articulated by Judge Dillon in an 1868 court case (City of Clinton v. The Cedar Rapids and Missouri River Railroad). He called local governments “mere tenants at will of their respective state legislatures” which could be “eliminated by the legislature with a stroke of the pen.” Dillon’s Rule, as it has come to be known, is the doctrine that governs state/provincial-local relations. Under Dillon’s Rule, local governments can perform only those functions that are expressly delegated to them by the senior level government. They are not allowed to do anything that is
not stated in the statutes. Dillon’s Rule is more alive in Canada than in most of the American states because of the concept of home rule. A number of states provide the option of home rule for local governments. Home rule grants substantial autonomy to local governments over their affairs. It turns the express powers doctrine on its head by granting local governments power to reasonably do most anything that is not expressly denied by state law. In most states that grant home rule authority, it must be voted in by the residents of the municipality. However, some states automatically grant it to local governments when they obtain a certain population or have a certain form of government. For example, Illinois mandates that all local governments with a population over 25,000 become home rule municipalities. However, the residents can vote to rescind the home rule powers. Even in states that do not have home rule, local governments generally enjoy substantial autonomy and local self-determination. 2 Even though local governments in the USA are legally under state control and state governments in the federal system have separate spheres of authority, the federal government has utilized subnational governments to implement certain federal programs. Donald F. Kettl notes “the growing importance of state and local governments as administrative agents of national programs,” a practice that he calls “administrative federalism” (2004, 113). In administrative federalism, the federal government leverages the activity of state and local governments as agents to do much of its work. Although the states and local governments may have some discretion about whether to enlist as administrative agents of the national government, the construction of the programs typically leaves them little choice (Kettl, 2004, 102–117).
Asia
Being a vast region with diverse historical, political and economic backgrounds, the local self-government system in Asia is very diverse. At least 3 major sub-regions have to be considered for Asia. The three Asian sub-regions are: (1) Northeast Asia, (2) Southeast Asia and (3) South Asia.

Northeast Asia
This includes China, Japan, Korea and others. China has a long history of local government. The constitution emphasizes, "All powers in the People's Republic of China belong to the people." China has a system of People's Congresses. The state authority is divided in (1) National people's Congress and, (2) Local People's Congress. The people exercise State power through National People's Congress and the Local People's Congress at various levels. The Local People's Congresses are the highest legislative and executive authority in the local regions in which the State of China is divided. The system of People's Congress makes China a new type of State. The 'Congress System' forms the basis of the political organization of China and represents the highest form of people's democracy. In China, power belongs really to the people who exercise it through their congresses and supervise and control their working. In autonomous region, and autonomous counties, the form of the organs of Self- Government is decided according to the wishes of the people. Southeast Asia Southeast Asia covers an area of about 100,000 Sq.Kms containing the following countries: Brunei, Cambodia, Indonesia, Laos, Malaysia, Philippines, Singapore, Thailand and Vietnam. Philippines, with 327 years of Spanish rule saw a highly centralized political administrative system. Since independence, decentralization has progressed significantly. Finally, the Local
Government Code of 1997 strengthened local governments. At present there are 78 provinces, 67 cities, 1600 municipalities and 42,000 barangays (villages). There are also special units such as Metropolitan Manila Development Authority, Autonomous Region of Muslim Mindanao (ARMM) McCarny, P.L.(1996), P.216.

**South Asia**

Unlike Northeast Asia and Southeast Asia, South Asia is somewhat more homogenous in terms of local government system, particularly in the three large countries, India, Pakistan and Bangladesh, because of their historical, political and social traditions. All these three have long history of local government, evolving from the times of the Mughals, through the British and then through postcolonial independent governments.

**Bangladesh**

Bangladesh experienced more or less similar tradition in local government system like India and Pakistan, in the distant past, it had the same system as Pakistan's (during 1947-51) and a system of its own since 1971. The latest developments in local government restructuring took place as recently as 1997. In the overall structure in local government in Bangladesh there is a four tier system, with Zila Parishad, Upzila Parishad Union Parishad and the Gram Sarkar. India: In India today, local governments are basically of two types: rural and urban. Generally rural governments consist of three tiers, namely Village Panchayats, the Panchayat Samiti and the Zila Parishad.

**Nepal:** For centuries, the heads of petty principalities within Nepal exercised local judicial, police, and other powers. Under the panchayat
reforms introduced in 1962, the country was divided into 14 zones, which in tum were divided into 75 districts. The districts are further divided into smaller units into municipalities and village development committees (VDC).

**Pakistan:** In Pakistan, the system has three levels of local government: district (zila), tehsil (taluka)/town and union. The record of local government has been many ups and downs. In 1977, the military government of the time established the current local government system.

**Sri Lanka:** Although Sri Lanka is a unitary state, it is nonetheless divided into nine provinces. Municipal councils, urban councils, and Pradeshiya Sabhas perform a similar function in urban and rural areas. Their term of office is four years.

**Local self-government in India**
Local Governments in Independent India, since 1992, has been formalized under the panchayat raj system (rule by village committee), a three-tier system with elected bodies at the village, taluk and district levels. The modern system is based in part on traditional panchayat governance, in part on the vision of Mahatma Gandhi and in part by the work of various committees to harmonize the highly centralized Indian governmental administration with a degree of local autonomy. The result was intended to create greater participation in local government by people and more effective implementation of rural development programmes. Although, as of 2015, implementation in all of India is not complete the intention is for there to be a gram panchayat for each village or group of villages, a tehsil level council, and a zilla panchayat at the district level. India has a chequered history of
panchayati raj starting from the self-sufficient and self-governing village communities that endured the rise and fall of empires in the past, to the current highly structured system.

**Local government in Maharashtra**

Local govt. in Maharashtra State follows the general structure of Local Governance in India and is broadly classified into two categories: Urban Local Governance and Rural Local Governance.

**Urban Local Governance**

Urban local governance can be classified as either by Municipal Corporation or by Municipal Council.

**Municipal Corporations**

Large urban areas are governed by Municipal Corporations (also called just Corporations). The area under each Corporation is further divided up into Wards. An individual ward or collection of wards within a corporation sometimes have its own administrative body called a Ward Committee.

**Problems of Urban Government**

The phenomenon of urbanization is neither new nor surprising. During the ages people have tended to cluster together for their living and in due course of time areas in habited by human beings for purposes other than agriculture got designated as urban. Of course, invariably there are other attributes too but these are in the nature of afterthoughts and refinements, and mainly to distinguish the viable units from the non-viable ones and do not deserve to be considered as characteristic of the scene. One may, indeed, be tempted to make a broad generalisation to
help identification; clusters where human beings are found together basically and initially for purely social reasons maybe termed as non-urban; areas where economic necessity brings them together are generally urban. That is so far as sociological factors go too. Naturally, with the evolution of human society and complexities added to human activity, even the rural areas have gradually begun to get transformed into economic entities. Agriculture has already become an industry in many countries and is well on its way to show these characteristics in India as well. A way of life is getting changed to a way of living. Consequent changes in social habits, family and institutional relationships and the predominance of economic attitudes and pressures are already abundantly visible. All this is profoundly disturbing to the romantic view of human society, but is undoubtedly a blessing in the present stage of human evolution. Thanks to the unabashed maintained of double standards, the human element in the rural areas was relegated into the background and treated with apathy, if not contempt undeserving in the eyes of the urban dweller of the good things of life. The producer of milk and food and vegetables had become a second class citizen, whereas the manufacturer of pins and needles in the miserable slums of an urban area was the better citizen! Naturally, such a state of affairs could not last indefinitely and the exodus to towns from the rural areas began many decades ago. In some countries, the saturation-point has been reached already. In India the process continues unabated though the magnitude of the problem is not fully realised everywhere for various reasons.

**Problems of Urban Socio-economic Structure**

A factor which confounds our urban picture and creates immense problems for urban administration is the economic and social level of
the vast numbers of people who congregate in our urban areas. The anonymity and impersonality of urban life militates against the _tribal_ attitude that groups of migrants bring the complex, often imperceptible, economic structure and relationships in the urban situation demand a loosening of the earlier social cohesion to the utter bewilderment and annoyance of the new comers, and help build resistances which only create further problems. The capacity of our towns to absorb the immigrants gainfully, that is to say at a reasonably satisfactory level of remuneration, is limited at present. The result is that a large percentage of the urban population is unable to pay for the services that must necessarily be provided, and local governments which are primarily responsible for the maintenance of a minimum standard of services are overstrained. Their resources are limited, even allowing for better husbanding of present resources, and little elbow-room is left them for maneuvered. The Central Government, in defense of constitutional propriety, does not take any responsibility for urban government, and the apathy of the State Governments is notorious. Neglect and dereliction are thus writ large on the Indian urban scene. There is hardly any growing city in the country, not excluding even some of the new industrial townships, and Delhi, where a cruel visitor or an unsuspecting foreigner may be beguiled by the garishly lit fountains, the patches of canna and bougainvillaea, the taller-than-Qutab buildings and, alas, painted granite, in the midst of shortages and deficiencies of all kinds and the ghastly slums, which do not exhibit falling standards of services and absence of increased welfare activities. The appalling amorphousness of our towns recalls minding the picturesque Miltonic description of a shape that shape had none.
Problems of Personal Management in Local Self Government

The present moribund condition is urban governments creates another serious problem for them. It is in regard to the hiring of competent personal to man various positions under a local government. With enlarged responsibilities and complicated financial, technical and administrative problems, never was the need greater than now for the employment of efficient and well-qualified personnel. The meager and inelastic resources of local bodies prevent them from competing in the employment market with government and big businesses. They have thus generally to satisfy themselves with the rejects, so to speak. Equally, their inability to provide good service conditions and incentives not only adds to the misery of their employees but acts as a deterrent to the competent man from entering into municipal service. Second rate, or worse, personnel, generally disgruntled too, add to the current inefficiency of local government. The resultant dissatisfaction among the citizens further tarnishes the image of local government and encourages the higher political and administrative levels – none too friendly any how-to question their utility. A perfect vicious circle thereby has come into operation, regarding progress. Recent steps to create State cadres of municipal services, even though an encroachment on the traditional autonomy of local government may help solve this problem in due course of time. But this measure should be followed by a progressive and liberal pay, training and management policy in order to make it really effective, otherwise it will not be possible to banish the impression that the step has been taken merely to bring municipal servants under State control. State Governments amy like, in this connection, to be reminded of their own occasional impatience with the all-India services operating in the State field, and the equation is not perfect by any means! If the well-being and efficiency of local
government genuinely inspires the State Governments which have created state municipal cadres, the logical step would be to merge them in corresponding State cadres. This would not only give a psychological boost to the local bodies but would also, in the sphere of action, enable them to utilise experienced personnel. The homogeneity will raise the level of local government performance and will raise the level of local government performance and will indirectly engender greater interest on the part of the State Government in the fortunes of urban government. It may also help eliminate the present alienation and make local government an integral part of the system of governance.

**Problems in Administration in Local Self government**

The planning process leads on to a number of administrative problems which continue to even the more efficient urban government. Apart from purely internal administrative problems within the specified jurisdiction of an urban government, growing towns invariably generate a suburban development along the periphery over which they have no control. Sooner or later such haphazardly developed areas get incorporated into the central town. It is an unpleasant and costly dower and creates serious difficulties for the town administration and, in any case, generally does not contribute much to the revenues of the town in the initial stages and still clamours the most for the full extension of municipal services and facilities. On the physical plane, the task is gigantic as the urban government does not operate upon a clean slate. Expense and technical difficulties apart, the laying of the services and the provision of amenities in a planned way causes much dislocation to the people already settled in these pockets in an utterly disorganised manner. Thus, whereas urban local governments have to face the problems, they have no means of preventing such development on the
outskirts. To reduce these possibilities, remedial measures have to be devised by the State Government in close collaboration with the urban local governments concerned and the formulation of integrated plans with built-in protective devices is imperative. On the other hand, it must also be conceded that local bodies do not evince much alarm or anxiety about such ugly developments right from the beginning and register protest and display helplessness when the mischief is done. If they were less somnolent or indifferent, it could be possible to energies the State Government into action during the incipient stages. It will be seen from this brief narration that urban governments face serious problems and as they happen to be face to face with the community, their task becomes all the more difficult. Even though a strengthening of the basis of local government and an enlargement of its responsibility, authority and financial powers and resources is necessary, let it be stated beyond the scope of any doubt that much can be done even within the present dispensation – much, indeed, to meet the advancing wave of urbanisation and to reduce current deficiencies. What is needed is a total effort in the public interest born out of a full and complete knowledge of the role and functions of local government and of the human and physical landscape of the city. Piecemeal and sporadic efforts, as are often in evidence and wringing of ones hands are not going to help. All aspects of the community's life have to be taken care of – physical well-being, social welfare and economical prosperity. Municipal government has to be total government within its jurisdiction.

**URBAN LOCAL GOVERNMENT:**

Municipal governance in India has been in existence since the year 1687 with the formation of Madras Municipal Corporation and then Calcutta and Bombay Municipal Corporation in 1726. In early part of the
nineteenth century almost all towns in India had experienced some form of municipal governance. In 1882 the then Viceroy of India, Lord Ripon's resolution of local self-government laid the democratic forms of municipal governance in India. In 1919, a Government of India act incorporated the need of the resolution and the powers of democratically elected government were formulated. In 1935 another Government of India act brought local government under the purview of the state or provincial government and specific powers were given.

For the Census of India 2011, the definition of urban area is as follows:

1. All places with a municipality, corporation, cantonment board or notified town area committee, etc.
2. All other places which satisfied the following criteria:
   a) A minimum population of 5,000;
   b) At least 75% of the male main working population engaged in non-agricultural pursuits; and
   c) A density of population of at least 400 persons per sq. km

As a result of economic development in India, urbanization is proceeding at a very rapid rate. Cities and towns contribute to more than 60% of the GDP, so one can understand the strong co-relation between urbanization and economic development. So it is imperative to develop an efficient urban or municipal government.
MUNICIPAL GOVERNANCE - MAIN FEATURES:
The purpose of municipal governance and strategic urban planning in a country is to create effective, responsive, democratic, transparent, accountable local governance framework organised according to a rational structure that promotes responsiveness and accountability; to provide responsive policy guidance and assistance to sub-national entities; to strengthen the legal, fiscal, economic and service delivery functions of municipalities; and to foster greater citizen participation in the governance of local bodies. Similar to the Panchayati Raj system, the Nagar Palika Act or the Municipalities Act, 1992 set up through the 74th Amendment Act also provides for a three tier municipal system in the urban centres. The size and criteria of these municipal bodies are
decided by the state legislature as it is set up under an Act of the state legislature. The Twelfth Schedule of Constitution (Article 243 w) provides an illustrative list of eighteen functions, that may be entrusted to the municipalities. Reservation of seats for ST, SC, OBC & women are similarly provided as is for the Panchayati Raj system. The Nagar Palikas/Municipals are to work as instruments of development and planning and also to handle funds for local activities.

STRUCTURE OF MUNICIPAL GOVERNANCE OF A METROPOLIS:

i) Municipal Corporation - It is the topmost of urban local government and is for an urban area/centre with population above 3 lacs. As an institution it is more respectable and enjoys a greater measure of autonomy than other forms of local government. It is set up under a special statute passed by the respective state's legislature. However, in an exception, in Delhi (due to it being the National Capital Territory), the power to set up a Municipal Corporation lies with the Union Parliament.

ii) Councillors - Members of the Municipal Corporation are elected on the basis of universal adult suffrage for a period of five years and they are called Councillors. These Councillors, collectively called the Municipal Council, exercise deliberative functions and the executive functions are performed by the Municipal Commissioner.

iii) Municipal Commissioner & Mayor - He is an Indian Administrative Services official appointed by the state government and has the executive powers of the government of Municipal Corporations. The other executives known as the Mayor and Deputy Mayor are
political executives elected for a period of two and half year by the members of the Corporation. The Mayor is the titular head of the corporation and presides over the meetings of the corporation. These Municipal Corporations are in charge of Wards (subdivision or district of a town/city) according to its population and representatives are elected from each Ward.

**Commissioner to exercise powers and perform duties of Corporation under other laws**

(1) Any powers, duties and functions conferred or imposed upon or vested in the Corporation by any other law for the time being in force shall, subject to the provisions of such law and to such restrictions, limitations and conditions as the Corporation may impose, be exercised, performed or discharged by the Commissioner.

(2) The Commissioner may with the approval of the Standing Committee by order in writing empower any municipal officer to exercise, perform or discharge any such power, duty or function under the control of the Commissioner and subject to his revision and to such conditions and limitations, if any, as he shall think fit to prescribe.

(1) Subject to the provisions of sub-sections (2) and

(3), any of the powers, duties or functions conferred or imposed upon or vested in the Commissioner or the Transport Manager by or under any of the provisions of this Act may be exercised, performed or discharged, under the control of the Commissioner or the Transport Manager, as the case may be, and subject to his revision and to such conditions and limitations, if any, as may be prescribed by rules, or as he shall think fit to prescribe in a manner not inconsistent with the provisions of this Act.
or Rules, by any municipal officer whom the Commissioner or the Transport Manager generally or specially empowers by order in writing in this behalf; and to the extent to which any municipal officer is so empowered the word “Commissioner” and the words “Transport Manager” occurring in any provision in this Act, shall be deemed to include such officer. (2) The Commissioner shall not, except with the prior approval of the Standing Committee, make an order under sub-section (1) affecting his powers, duties or functions under any of the following sections, sub sections and clauses (3) The Transport Manager shall not, except with the prior approval of the Transport Committee, make an order under sub-section (1)

Functions of Municipal Corporations:

Obligatory - Supply of wholesome water and construction and maintenance of water works, supply of electricity, road transport services, construction, maintenance, naming and numbering of public streets, lighting, watering and cleaning public streets, etc.

Discretionary - Construction of public parks, gardens, libraries, museums, theatres and stadiums, public housing, planting of trees on road sides and elsewhere, provision of relief to destitute and disabled persons, civil reception of VIPs, registration of marriages, organisation and management of fairs and exhibitions.

The Delhi Municipal Corporation was recently trifurcated citing better administration as the reason, into North Delhi Municipal Corporation, South Delhi Municipal Corporation and the East Delhi Municipal Corporation.
STRUCTURE OF MUNICIPAL GOVERNANCE IN SMALLER CITIES AND TOWNS - NAGAR PALIKA / MUNICIPALITY/MUNICIPAL COUNCIL:

Municipal Councils or Municipalities are set up for an urban area/centre with population of 100,000 or more, however there are exceptions to that as previously nagar palikas were constituted in urban centers with population over 20,000 so all the urban bodies which were previously classified as nagar palika were reclassified as nagar palika even if their population was under 100,000. Members of the Nagar Palika are elected representatives for a period of five years. The town is further divided into Wards (subdivision or district of a municipality/town) according to its population and representatives are elected from each ward. Wards may be grouped together into ward councils. One or more representatives are elected to represent each ward. The members elect a President among themselves to preside over and conduct meetings of the Municipality. A Chief Officer along with other officers like an Engineer, Sanitary Inspector, Health officer and education officer who come from the State Public service and are appointed by the state government to control the executive and administrative affairs of the Municipality.

The nagar palika is responsible for

- Water supply
- Hospitals
- Roads
- Street lighting
- Drainage
- Fire brigade
- Market places and
- Records of births and deaths
• Solid waste management

Its sources of income are taxes on water, houses, markets, entertainment and vehicles paid by residents of the town and grants from the state government.

STRUCTURE OF MUNICIPAL GOVERNANCE IN VERY SMALL CITIES WHICH ARE IN A TRANSITION FROM RURAL TO URBAN - NAGAR PANCHAYAT:

Nagar Panchayats are for an urban area/centre having a population of more than 30,000 and less than 100,000 inhabitants. However, there are some exceptions. All the previous town area committees (urban centres with a total population of more than 5,000 and less than 20,000) are reclassified as Nagar panchayat. Nagar panchayats have a chairman with ward members. Membership consists of a minimum of ten elected ward members and three nominated members. And it consist of a Block Development Officer (commonly known as Executive Officer), who is the chief of all administration.

SOME OTHER MUNICIPAL BODIES THAT SHOULD BE TAKEN NOTE OF: NOTIFIED AREAS:

In urban planning, a Notified area is any land area earmarked by legal provision for future development. The term is used in the Hindi belt region of North India. The term also describes a village or settlement with a population between 10,000 and 20,000. A community of over 20,000 is considered a town under Indian law. Each notified area elects a notified area committee for its administration where all members as well as the chairman are nominated by the state government, which function like municipality. There have been various recommendations
asking to stop such centralisation in the state govt. hands by setting up these areas when they should actually be under the PRIs.

**TOWN AREA COMMITTEE:**
It is a semi municipal authority constituted for small towns, and it exists in several states out of which Uttar Pradesh has the largest number. The members may be partly elected and partly nominated by the state govt. or wholly nominated or wholly elected. It is assigned a number of functions like street lighting, drainage, roads, conservancy, etc. The District Collector in some states has been given powers of surveillance and control over the TAC. Following recommendations of the Rural Urban Relationship Committee, 1966, that smaller TACs be merged with Panchayati Raj bodies, Madhya Pradesh and Haryana have done so.

**TOWNSHIP:**
PSUs are set up by the govt. and housing colonies have been set up around them for the staff and workers. These draw people from rural as well as urban areas and this develops into a kind of a very small town, therefore it is named as a Township. These townships are administered by the Municipal corporation or Municipality under which it falls which appoints a Town Administrator for this area who is assisted by a few engineers and technicians that handle functions like water, electricity, roads, drainage, markets, parks, etc. The expenditure on such townships are shared equally by the urban local govt. as well as the respective Industry.
POLITICAL AND ADMINISTRATION WITH SPECIAL REFERENCE TO CITY MANAGEMENT:

While urbanisation can be an engine of economic development and inclusion, unless managed properly, it can create serious socio-economic consequences and disastrous outcomes which would be difficult and impossible to fix. Apart from the above mentioned Problem Areas of Municipal Bodies, with time, today's urban planners are busy creating a bureaucratic maze, issuing permits and enforcing planning and building codes, become reactive instead of proactive, corrective instead of preemptive. We are busy implementing global plans at the local level but till date there is a majority of rural and urban dwellers who do not have access to even the basic amenities/services for a decent living. One of the major causes of the abovementioned is the rigid bureaucratic approach towards this with a top-down approach that is a lethargic and unequipped and unskilled one. Recruits to head these urban Municipal bodies are generalists with little knowledge most of the times regarding the subject matter. Therefore, it is necessary for them to be equipped with the knowledge and management practices to build their capacities in order for them to efficiently and effectively handle the growing specific functions of these specific bodies and especially in this LPG era where India is undergoing an economic, social and political transformation. That is where City or Urban Management steps in. Along with international organisations like World Bank, etc. support the Government Of India has set up a host of programmes and courses for capacity building of urban governance officials and staff to achieve the abovementioned goals. An example: The Administrative Staff College of India (ASCI) and World Bank Institute (WBI) have entered into partnership to specifically support capacity building needs of Indian cities and have signed a Memorandum of Understanding (MOU)
to this effect. Establishing Certification Program in Urban Management is a key initiative of the MOU. The Water and Sanitation Program, South Asia is a key partner in this initiative. The Certification Program has received the endorsement from Government of India’s Ministry of Urban Development (MoUD). The Certification Program in Urban Management is designed to enhance the capacities of urban sector professionals who are appropriately trained and have demonstrated their competence to effectively take up challenging responsibilities in urban management. The program seeks to provide urban professionals with a vehicle through which they can gain the latest knowledge on key aspects of urban management, and to develop innovative solutions to confront major issues faced by Indian cities.

**Core Objectives**

- To provide a broader, more holistic perspective on the range of issues confronting Indian cities and to explore new approaches to address them;
- To promote an active exchange of experiences and enhance awareness of national and international good practices for improving the accountability and creditworthiness of urban local governments and ensuring effective delivery of services, particularly to the urban poor;
- To assist city managers and senior staff of urban local governments in developing appropriate management, governance, leadership and organizational tools and strategies to enable them to discharge their duties more effectively; and
- To enhance the skills of urban sector professionals and enable them to formulate action plans to meet strategic goals of their institutions.
MINISTRY OF URBAN DEVELOPMENT, GOVT. OF INDIA -

The Ministry of Urban Development is responsible for formulating policies, supporting and monitoring programmes and coordinating the activities of various Central Ministries, State Governments and other nodal authorities in so far as they relate to urban development issues in the country. Its important Programmes/Schemes are:

i) Jawaharlal Nehru National Urban Renewal Mission -

Objectives of the Mission
(1) The objectives of the JNNURM are to ensure that the following are achieved in the urban sector; (a) Focused attention to integrated development of infrastructure services in cities covered under the Mission; (b) Establishment of linkages between asset-creation and asset-management through a slew of reforms for long-term project sustainability; (c) Ensuring adequate funds to meet the deficiencies in urban infrastructural services; (d) Planned development of identified cities including peri-urban areas, outgrowths and urban corridors leading to dispersed urbanisation; (e) Scale-up delivery of civic amenities and provision of utilities with emphasis on universal access to the urban poor; (f) Special focus on urban renewal programme for the old city areas to reduce congestion; and (g) Provision of basic services to the urban poor including security of tenure at affordable prices, improved housing, water supply and sanitation, and ensuring delivery of other existing universal services of the government for education, health and social security only for the city having population of more than 10 lakhs.
ii) Urban Infrastructure Development Scheme for Small & Medium Towns (UIDSSMT) - This subsumed the existing schemes of Integrated Development of Small and Medium Towns (IDSMT) and Accelerated Urban Water Supply Programme (AUWSP). The objectives of the Scheme are:

1. Improve infrastructural facilities and help create durable public assets and quality oriented services in cities & towns, Enhance public-private-partnership in infrastructural development and Promote planned integrated development of towns and cities. All towns/cities as per 2001 census except 63 Mission cities/Urban Agglomeration covered under JNNURM are eligible to be covered under the scheme. The components for assistance under the Scheme include all urban infrastructure development projects such as water supply, roads, parking space, drainage, solid waste management, sewerage, urban renewal, preservation of water bodies and prevention of soil erosion.

Types of Urban Local Bodies

There were one municipal corporation and 56 municipalities in the State in 1965 governed respectively by the Bombay Provincial Municipal Corporations Act, 1949. The district municipalities which had a population between 10,000 to 20,000 have been converted as Nagar Panchayats and those with population below 10,000, as Gram Panchayats.

Demarcation and Rural-Urban Relationship

There are no specific criteria for constituting municipal corporations. This is decided by the State Government after considering the growth and importance of a city and the necessity for ensuring a better municipal government for the same. The Maharashtra Municipalities
Act, 1963 also does not state any specific criteria for constituting municipalities. But the Maharashtra Panchayats Act, 1961 provides for the declaration of towns having a population from 10,000 to 30,000 is Nagar Panchayats, although in practice, only towns up to 20,000 population have been integrated so far. Thus, it may be seen that towns with a population above 20,000 are generally constituted into municipalities. No criteria have been laid down in the Acts for demarcating the boundaries of the urban local bodies. The Municipal Act provides that the State Government may by notification include any area in a municipal borough. Before including any area in a local body, the State Government has to notify the proposal in the Official Gazette and also in at least one of the local newspapers in English as well as in Marathi and also paste up the same in conspicuous places in the local area. Objections to the proposal in writing to the collector are invited within two months. The collector forwards every objections to the State Government who after duly considering them finally notifies the proposal in the Official Gazette.

**Structure, Composition, Tenure, etc., of Local Council**

In the case of municipalities, the various authorities charged with carrying out the provisions of the Act are: (a) the municipality; (b) the president; (c) the chief officer. The municipality consists of elected concillors whose number varies from 25 to 51 according to population as follows: (i) 25, if the population of the municipal borough does not exceed 50,000  (ii) 35, if the population of the municipal borough exceeds 50,000 but does not exceed 1,00,000  (iii) 40, if the population of the municipal borough exceeds 1,00,000 but does not exceed 2,00,000. (iv) 51, if the population of the municipal borough exceeds 2,00,000 Seats have been reserved for women (varying between 2 and 5
depending on the total membership of the council) and for scheduled castes and scheduled tribes (in proportion to their population). The term of office of members is four years extensible by State Government to a period not exceeding five years in the aggregate. A president and a vice-president are elected by the members from among themselves and they hold office for a term not exceeding four years. The Municipalities Act provides that every municipality shall appoint a chief officer. He can be removed from office, reduced in rank or suspended by a resolution passed by not less than two-thirds of the total number of councillors. In the case of corporation, the various authorities are: (a) Corporation; (b) Standing committee; (c) Municipal commissioner; (d) Transport committee (in case the Corporation runs a Transport undertaking); (e) Transport manager. The corporation consists of elected councilors whose total number is fixed by the State Government, by notification in the Official Gazette. The Mayor calls for the meeting of the corporation and presides over all meetings. The standing committee consists of twelve councilors, half of whom retire every year by rotation. The Chairman of the standing committee is elected every year by the members of the standing committee. The Municipal commissioner is appointed by the State Government for a period not exceeding three years in the first instance and the appointment can be renewed for a similar period. He is vested with the executive authority for the purpose of carrying out the provisions of the Municipal Corporation Act. He exercises supervision and control over all corporation officers and servants other than the municipal chief auditor and municipal secretary and the officers and servants immediately subordinate to them. He can be recalled by the State Government if at a meeting of the corporation not less than five-eight of the total number of members votes in favour of a resolution recommending his withdrawal. The transport committee
consists of nine members for the purpose of conducting the transport undertaking of the corporation in accordance with the provisions of the Act. The chairman of the standing committee is an ex officio member and eight members are appointed by the corporation from among persons who in the opinion of the corporation have had experience of and shown capacity in administration or transport or engineering, industrial, commercial, financial or labour matters, and who may or may not be members. In practice, the corporation elects four members from amongst themselves and four from outside. One-half of the members of the committee retire in every second year. The chairman is elected from among the members every year. The transport manager is appointed by the corporation subject to the approval of the State Government.

Committees
In every municipality, an executive committee is constituted consisting of six to twelve counselors, as the municipality may determine. The members of the committee are elected by the municipality and hold office for a period of one year. There is also provision in the Municipalities Act to constitute other committees consisting of such number of councilors as the municipality may decide to exercise the powers and perform the duties of the municipality in respect of any purpose. There is also provision to appoint consultative committees to which may be referred any special subjects for enquiry and report or for opinion. In such committees, the municipality may appoint even non-councilors (not exceeding one-third of the total number of members of such committee) possessing special qualifications or representing any authority or interests. Besides these committees, in pilgrim centers notified by the State Government, a pilgrim committee is constituted consisting of four councilors (of whom one shall be the president of the
municipality) and two persons appointed by the State Government. The president or vice-president, if elected a member of any of the above committees shall be its ex officio chairman. For committees of which there is no ex officio chairman, the chairman is appointed by the municipality. In the case of the corporation, besides the standing committee and the transport committee which have already been referred to, there is also a municipal school board constituted under the Bombay Primary Education Act, 1947 to conduct the affairs of the educational institutions under the municipal corporation with 14 members, of which three are nominated by the State Government and the rest by the corporation. The tenure of this Board is four years. Besides the above committees, there is provision for the appointment of special and ad-hoc committees for health, town planning and public works, recreational and cultural affairs. All these committees have 12 members each with the exception of the legal committee which has 3 members only. The tenure of these committees is one year.

**Executive and Deliberative Wings and Other Relations** The Municipalities Act vests both the president and the chief officer with executive powers. Besides presiding over the meetings of the municipality the duties of the president are to watch over the financial and executive administration of the municipality and to exercise supervision and control over the acts and proceedings of all officers and servants of the municipality in matters of executive administration and in matters concerning the accounts and records of the municipality. The president has also powers to set aside or modify any order of the chief officers relating to the service of the officers and servants of the municipality and their pay, privileges and allowances. In case of emergency, he has also the powers to direct the execution or stoppage of
any work deemed necessary for the service or safety of the public. The functions of the chief officer are to grant and issue under his signature all licenses and permissions which may be granted by the municipality other than licenses for markets or slaughter houses. He can receive, recover and credit to the municipal fund any sum due and tendered to any post, the monthly salary of which does not exceed Rs.100. The chief officer of the municipality enters into all contracts on behalf of the municipality but he must obtain prior sanction of the committee concerned for all expenditure exceeding Rs.1000. He himself can sanction expenditure only up to Rs. 1000 but all expenditure exceeding Rs.500 and not exceeding Rs. 1000 has to be reported to the committee concerned within 15 days of the sanction. The chief officer can be removed from office, reduced in rank or suspended by a resolution passed by a majority of not less than two-thirds of the total number of councilors. In the corporation the municipal administration of the city vests in the corporation. But the entire executive power for the purpose of carrying out the provisions of the Act vests in the municipal commissioner who also exercises supervision and control over the acts of all officers and servants of the corporation other than the municipal secretary and the municipal chief auditor and the officers and servants immediately subordinate to them. The municipal commissioner is also the appointing authority for all posts carrying a minimum monthly salary up to Rs.400 and he makes such appointments on the recommendation of a statutory selection committee. The municipal commissioner enters into all contracts on behalf of the corporation. He himself can sanction expenditure only up to Rs.5, 000 subject to budget provision, but all expenditure exceeding Rs.1000 has to be reported to the standing committee within 15 days of the sanction. For contracts involving expenditure exceeding Rs. 5,000, the previous approval of the
standing committee is necessary. The municipal commissioner can dispose of any movable property up to the value of Rs.500 and for higher value of movable property or for the disposal by sale of lease (exceeding 12 months) of any immovable property; he must obtain the sanction of the standing committee or the corporation as the case may be. The annual budget is prepared by the municipal commissioner and submitted to the standing committee which has full powers to verify it and then present it to the corporation for sanction. The chief municipal auditor who is appointed by the corporation and is in no way subordinate to the municipal commissioner exercises control over the accounts and finances of the corporation.

**Human Resource Management**

Human resource management (HRM) is the strategic and coherent approach to the management of an organization's most valued assets - the people working there who individually and collectively contribute to the achievement of the objectives of the business. The terms "human resource management" and "human resources" (HR) have largely replaced the term "personnel management" as a description of the processes involved in managing people in organizations.\(^{22}\)

**Features of HRM**

Its features include:
- Personnel administration
- Personnel management
- Manpower management
- Industrial management

One widely used scheme to describe the role of HRM, developed by Dave Ulrich, defines 4 fields for the HRM function.\(^{25}\)
• Strategic business partner
• Change agent
• Employee champion
• Administration

However, many HR functions these days struggle to get beyond the roles of administration and employee champion, and are seen rather as reactive as strategically proactive partners for the top management. In addition, HR organizations also have the difficulty in proving how their activities and processes add value to the company. Only in the recent years HR scholars and HR professionals are focusing to develop models that can measure if HR adds value.26

Business Practice

Human resources management comprises several processes. Together they are supposed to achieve the above mentioned goal. These processes can be performed in an HR department, but some tasks can also be outsourced or performed by line-managers or other departments.

• Workforce planning
• Recruitment (sometimes separated into attraction and selection)
• Induction and Orientation
• Skills management
• Training and development
• Personnel administration
• Compensation in wage or salary
• Time management
• Travel management (sometimes assigned to accounting rather than HRM)
• Payroll (sometimes assigned to accounting rather than HRM)
• Employee benefits administration
Human Resource Management - Approaches

The term Human Resource management came to prominence during 1980s as a pressure grew to give priority for the effective management of people at work. The pressure which led to greater interest in 1980s still persists today which include growing market competition, changing expectations of the employee, complex management process, availability of 'excellence' and 'quality' models. Competitive market pressures demands full use of human resources and a higher quality of goods and services arguably provided the main pressure, while a key trigger was provided in accounts of success stories of companies. Analysis of Japanese companies appeared to demonstrate that they succeeded through a distinctive approach to management of human resources. The importance of human resources was reinforced by American perspective by Peters and Waterman's book In search of excellence. This claimed that the best American company succeeded by emphasizing the soft side of management, that is management of human resources. Reinforced by hyperbole and rhetoric became popular in industry and came to offer a counter to the growing Japanese competition. One of the distinctive feature of Human Resource management is that as the critical success factor it is too important to be left to human resource specialist. What was needed is to present human resource management an approach appealed to line managers. This means the traditional personnel management has to be repackaged and extended. Organisations have choices about how they want to pursue human resource activities according to the policy goals to which they give priority. They accept an open systems approach indicating that
range of influences are likely to determine policy priorities. The distinctive feature of HRM is that it links HRM policy and HRM strategy to business strategy, shifting the emphasis from the traditional administrative, fire-fighting and problem-solving activities of personnel management to a more proactive and strategically oriented role.

**Chart No:-1.2**

**Employment in Public Sector by branch**

Source: HRD Ministry of India, (2010)
The discussion above by and large conveys four major points. First, HRD scholars are concerned with international investigations (Marquardt and Engel, 1993; Streumer et al., 1999; Swanson and Holton, 2001). Second, there is a suggestion regarding the need for HRD investigations in ASEAN member countries (Osman-Gani, 2000). Third, India is a country that plays a significant role in ASIAN, and fourth, the
review of international HRD literature indicates the lack of naturalistic studies performed by native researchers (Hansen and Brooks, 1994). In response to these matters, the HRD study was conducted in Small & Medium Enterprises of Aurangabad District. The companies were selected for its important role in the country, and the significant size of its training division. The focus of all aspects of Human Resource Development is on developing the most superior workforce so that the organization and individual employees can accomplish their work goals in service to customers. Organizations have many opportunities for human resources or employee development, both within and outside of the workplace.

Human Resource Development can be formal such as in classroom training, a college course, or an organizational planned change effort. Or, Human Resource Development can be informal as in employee coaching by a manager. Healthy organizations believe in Human Resource Development and cover all of these bases.

**Human Resource Development Activities**

In this article Sofo discusses HRD activities within three broad functions: training, development, and education. HRD activities vary by level (individuals, groups, teams, communities, nations, worldwide organizations), function (type of learning involved from very simple to very complex), and timeframe (from a few minutes to several years). Despite dramatic differences, all HRD activities have at least two things in common: 1) HRD activities are all directed towards learning and change; and 2) HRD activities are directed at people, either individuals or groups of different sizes ranging from small teams to national and even global audiences. HRD activities can be deliberate or spontaneous. Learning, as described by the Learning Declaration Group, can be both
enjoyable and painful; formal and informal; and a cause and a consequence of change. Learning requires questioning, listening, challenging and inquiring; becomes more effective when it is self-managed; and requires policy makers, leaders, facilitators and individuals to support one another to improve the quality of discovery, innovation and insights.

It is important to note that HRD must be aligned to the personality, dynamics, and infrastructure of the entity, reflecting and working with the assumptions of those involved. An imposed HRD philosophy rarely works.

**Chart No:- 1.4**

**A Framework on HRM within SMEs**

> **Contextual dimensions:**
> - size
> - environment
> - technology

> **Structural dimensions:**
> - formalization
> - specialization
> - standardization
> - centralization

**Constrained margin for decision-making**

- owner and/or director
- management team
- HR staff
- employees representatives (works council, unions)
- governmental and non-governmental organizations

Stakeholders’ decisions are influenced by the following contextual dimensions:
- goals and strategy
- organizational culture

**Unique approach to HRM**

**HR outcomes**

**Organizational performance**

*Source: Based on Paauwe (1998) and Daft (1998).*
What Are Needs?
The term "need" can be somewhat ambiguous. What one person considers a need, another may consider a want or desire, leading to the terms "felt" and "actual" needs. In some cases, felt needs are actually symptoms of deeper actual needs. For example, a group of employees expresses a felt need for stress management training. Upon investigation, however, the actual need may be to ameliorate or eliminate the sources of stress, such as noise, inefficient work processes, or ineffective supervisory practices.

Structuring of HRD
The above description of the HR function indicates that the HR departments in Indian organizations (including one multinational located in India and one Indian company located in another country) do not have well differentiated structures appropriate for HRD. They have well differentiated roles in personnel but not in HRD. When it comes to HRD, it seems that they structure the role in such a way that it is mixed up with other personnel functions. As the structures are mixed and convenience-based, the HRD activities also get mixed attention and are often convenience-based. As a result, various sub-systems of HRD do not get the attention they deserve. Our audits have indicated that even those designated as HRD managers are unable to devote full time to HRD as they are involved with other personnel functions and administrative activities.

Human Resource Development Plans
The next article discusses HRD planning in general. Planning is a critical function for every individual, group and business. Whether we realize it or not, when we think, we plan. Planning means creating
possibilities, evaluating alternatives, choosing one or keeping an open mind on the possibilities until the time comes to act. The mark of a professional is a deep awareness about planning, according to Sofo, and planning requires a great deal of skill and imagination. HRD plans include the design and construction of developmental activities that are essential to assisting people to achieve the organization’s goals. Planning strategies that help people do their jobs well are the most likely to improve those individuals’ capabilities, potential, influence and wealth.

Whatever our orientation in life, we all tend to focus on purpose. We plan our activities to deal with real life tasks and problems or for enjoyment. In many organizations, individuals play a more important role than ever. Individuals are expected to plan their own career and supporting learning strategies, provide feedback to others through 360-degree systems, and take on more responsibility for their own work and for the success of the organization. Planning will work more effectively when the organizational culture views planning as a normal part of work, and when there is a readiness or sense of some urgency to plan.

Significance of the Study

The Present study is a comprehensive and systematic study of different class of employees working in municipal councils for Marathwada Region. It has both practical and theoretical importance. It advances knowledge and understanding of how key retention variables which may affect different class of employees working in select municipal councils. It may, also be used to assist human resource management in formulating strategies to increase job satisfaction and organizational commitment among different class of employees working in municipal councils for Marathwada Region. Human Resource
Management and Administration practices of different class of employees working in municipal councils for Marathwada Region is an area which is currently providing the database research of select employee.

**Rational Behind the Study**

Human Resource Management and Administration practices of different class of employees working in municipal council for Marathwada Region are crucial. The Government and Administration for the same is not working and implementing different schemes properly. The employees have to develop three sets of skills, namely; conceptual, technical, and human. Conceptual skills which allow the manager to develop relationships between factors that other people may not see. Managers who have well-developed conceptual Skills are able to apply different class of employees working in municipal council to the same situation.

For a different class of employees in municipal councils to be technical, it implies that he or she should act professionally. Lastly, different classes of employees working in municipal councils should be able to see members of the organization as human beings who have needs and psychological feelings with emotions. These needs and feelings must be positively harnessed for the good of the Administration; motivation of the employees, therefore, becomes a critical factor in increasing productivity.

Yet managers can work knowledge that constitutes science. However, the science underlying managing is fairly crude and inexact. This is true because the many variables with which managers deal are extremely complex. Nevertheless, such management knowledge can certainly improve managerial practice. Managers who attempt to
manage without management science must put their trust to luck, intuition, or what they did in the past. In managing, as in any other field, unless practitioners are to learn by trial and error, there are no place they can turn for meaningful guidance other than the accumulated knowledge underlying their practice; this accumulated knowledge is theory. So it is felt necessary to highlight on the social, cultural, educational and economical development of the employees. It is also felt necessary to highlight on the problems and prospects with proper remedies for the employees working in the said municipal councils.

**Objectives of the Study**

1. To study and analyze the socio-economic development of different class of employees working in municipal councils for Marathwada Region.

2. To reviews the human resource management and administration practices at different class of employees working in municipal councils for Marathwada Region.

3. To study the Social Security and Welfare schemes and constitutional provisions for the different class of employees working in selected Municipal Councils.

4. To highlight on the managerial functions i.e. planning, organizing, directing, controlling and motivation for the different class of employees working in municipal councils for Marathwada Region.

5. To find out the quality of Worklife and Health problems with suitable remedies for different class of employees working in selected municipal councils.
6. To find out various problems before municipal councils and to suggest suitable remedies to overcome the problems.

**Hypothesis tested**

1. There is no significant difference between the performance of Human Resources Management and Administration when training approach was taken as independent variable for select municipal councils.

2. The employees working in the said municipal councils have several social and economical problems.

**Research Methodology**

To complete this study following research methodology has been adopted. To generate the data, both the types of data is used i.e. primary and secondary data

**A. Collection of data**

1) **Primary Data**

   Primary data is connected through different questionnaires, for this purpose two different questionnaires is framed, one for employees and another for Government officers and other concerned Authorities.

2) **Secondary Data**

   Secondary data is collected though the news paper, magazine, research papers articles, books, government reports, and related websites.

**Selection of Samples**

Samples drawn to complete this study are from different leading Taluka places and municipal councils from the region. There are three
different municipal councils in Marathwada region, i.e. Beed, Jalna and Parbhani. From these councils 300 employees and 15 officers have been selected by the help of simple random sampling method. Rest of the district’s three leading ‘A’ grade councils have been selected by the help of random sampling method, i.e. Beed, Jalna and Parbhani. From these district places 50 employees each and five officers from each municipal councils have been selected for the study purpose.

Table No:-1.2

**Municipal Councils at a Glance in Marathwada Region**

<table>
<thead>
<tr>
<th>Sr.No.</th>
<th>Name of the Districts/Councils</th>
<th>No. Of Offices</th>
<th>No. Of Employees’ Selected Sample Respondents</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Beed</td>
<td>11</td>
<td>1000</td>
</tr>
<tr>
<td>2</td>
<td>Latur</td>
<td>05</td>
<td>1080</td>
</tr>
<tr>
<td>3</td>
<td>Parbhani</td>
<td>09</td>
<td>1200</td>
</tr>
<tr>
<td>4</td>
<td>Nanded</td>
<td>15</td>
<td>1500</td>
</tr>
<tr>
<td>5</td>
<td>Hingoli</td>
<td>05</td>
<td>980</td>
</tr>
<tr>
<td>6</td>
<td>Osmanabad</td>
<td>08</td>
<td>850</td>
</tr>
<tr>
<td>7</td>
<td>Aurangabad</td>
<td>08</td>
<td>1050</td>
</tr>
<tr>
<td>8</td>
<td>Jalna</td>
<td>08</td>
<td>1100</td>
</tr>
<tr>
<td>Total</td>
<td>69</td>
<td>69</td>
<td>8760</td>
</tr>
</tbody>
</table>

**Scope and Limitations of the Study**

1. The present study is geographically limited to the Marathwada Region in the State of Maharashtra only.
2. The study highlights on the performance of the different class of employees working in municipal councils for the period of 2005 to 2015.

**Tools and Techniques used**

The data so collected is scrutinized, tabulated, analyzed and finally used for the study purpose. To analyze the data simple co-relation, regression, chi-square test, and other related tools and techniques are used for the analysis purpose.

**Further Scope of the Research:**

This study is limited to Marathwada Region only. Researcher can go for not only for Marathwada Region but for the State of Maharashtra. Other Researchers can selected more number of employees and officers for the analysis purpose. The present study will be useful to the research scholars, academicians, government officials and non-government organizations for framing the appropriate policies for the socio economic development of different class of employees working in different councils, municipals councils and Zillah Parishad officers.

**Presentation of the study:**

1. Introduction.
2. Review of Literature.
3. Socio-Economic development of selected employees in Marathwada Region.
5. Data Collection and Analysis.
References:-


3) Encyclopedia Britannica. “Personnel administration is also frequently called personnel management, industrial relations, and employee relations”


