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CHAPTER THREE

LOCALE AND SETTING OF THE STUDY

3.1 POLITICAL HISTORY OF BARODA

The city of Baroda has been aptly described by a Jain writer of the medieval times, as a “Tilaka on the Brow of Lata” (Subbarao, 1992:1). It is an ancient settlement. Archaeological excavations show that the earliest settlers can be traced back to 1000 BC (BCC, 1990:1). History shows that Baroda had developed out of a nucleated village (a large village with a number of dependent hamlets) on the left bank of the river Vishwamitri (Subbarao, 1992:1). Traditionally, Baroda has been known by various names as ‘Chandavati,’ “Vatpadra” and “Virapura.” However, there are fewer historical evidences except of “Vatpadra” or Vadapadra occurring in some inscriptions. At the beginning of the 9th century, there was a town called Ankottaka (today’s village of Akota to the west of railway line) with a number of villages and other landmarks. This was referred to as Vadpadraka, Vaggachchaka. It was the administrative headquarters of a unit or Vishaya called “Ankottaka 84” (Subbarao, 1992:1). Around the 10th century, Vadpadraka replaced Anakottaka as the administrative headquarter. It became the centre of life during this time and continued to be so till 16th century. The focus again shifted eastwards to the modern citadel area, which was built by Prince Khalikhan and was named as Daulatabad. In the 19th century, the city again expanded in the east direction and the present area of Baroda came into
existence. However, this expansion has not stopped even in contemporary time. Even today the city is rapidly expanding and engulfing the peripheral areas into its fold.

Baroda has been ruled by various rulers in its long history - stretching from the Mauryas, Guptas (300 AD), Chalukyas (600 AD), Solankis (960 AD) to the Delhi Sultanate (15th Century) right up to the Mughals (1732), Britishers and lastly the Marathas (Gaekwads from 1734 to 1949) (BCC, 1990:1). From among these, the golden period in the cultural history of Gujarat was under the Solankis or the Chalukyas of Anhilwad Patan. It was under their reign that Gujarat, for the first time, achieved cultural and political unity. During this time the art, literature, trade and commerce flourished to its optimum. Baroda was also influenced by this prosperity and itself became an important commercial centre.

The Delhi Sultanate was established over Gujarat in 1298 A.D. During this time Baroda became a district town and played its role in the turmoils of the Sultans of Delhi. As a result independent Sultanate of Gujarat was established in 1403 A.D. Baroda was looted by the Sultan of Malwa in 1451. It was at the end of 15th Century, the present citadel was built by Prince Khalikhan.

Later in the 17th century, the British and the Dutch established their “Factories” in Baroda on the western side of the river. Their establishment led to the development of the cantonment. The Mughal rule came to an end in 1732 over Baroda when Pilaji brought the Maratha activities in the Southern part of Gujarat
to a head and captured it (Subbarao, 1992:2). From hereon, except for short break, Baroda remained in the hands of Gaekwads from 1734 to 1949. During this long tenure of Maratha rule, the glorious and greatest period started with the accession of Maharaja Sayajirao III in 1875. His rule is regarded as an era of great progress and constructive achievements in almost all fields. Subbarao (1992:2) very aptly summarizes the contribution of Maharaja Sayajirao Gaekwad in the following manner -

Maharaja Sayajirao was one of the foremost administrators and reformers of his times. He was far ahead of his times when he inaugurated a series of bold socio-economic reforms. He attached great importance to economic development and started a number of “model” industries to encourage initiative, and handed back working industries to private enterprise. He started “model” textile and tile factories. It is as a result of his policy of industrial development that Baroda city is one of the most important centres of textiles, chemicals and oil industries today. Maharaja Sayajirao introduced number of socio reforms. “In no department of administration has the far-sighted policy of the wise ruler been more conspicuous than in education, and in none have the results been more real and tangible.” He boldly introduced compulsory primary education and a library movement to augment his adult education scheme.
In addition to this, the Maharaja Sayajirao undertook a well planned development of the whole city. An integrated piped water supply alongwith underground drainage scheme was executed under his rule. Ajwa Lake was selected for meeting water requirements and a reservoir dam was constructed around 1892 and the scheme started functioning from 1894 onwards. Daferin Hospital (now Sayaji General Hospital) was commissioned in 1886. Conscious urban development and land-use planning was another feature of city development. In order to strengthen the economy of the city and boost development, he undertook various developmental measures like - laying of road and rail communications. Baroda, therefore, can boast of its network of pucca roads properly planned (e.g. Palace road of today has the same width since its construction).

Baroda, thus, remained the capital of the princely state until independence. In 1949, the State got merged into the Bombay Province, which after the State's Reorganization of 1956 became bilingual State of Bombay (Pantham, 1976:21). Bombay State was bifurcated into two unilingual States viz., Maharashtra and Gujarat in 1960. Since then, the Baroda city has been governed by a Municipal Corporation, according to the provisions of Bombay Provincial Municipal Corporation Act of 1949.

The political history of Baroda city, since independence, reflects that - prior to this State Praja Mandals were functioning in the princely state to obtain responsible government from the ruler. As a result, none of the political parties,
including Congress, took part in any activity of freedom struggle and movement (Pantham, 1975:21).

a. **Political Developments in Baroda Since Independence**

Two of the most striking developments concerning Baroda after independence were - the end of princely rule and birth of an English-medium, residential, unitary university. Barodians have held these two developments very fondly and are sentimental about them, whenever memories of the past glory are invoked.

The history of various elections held in Baroda since 1952 makes very interesting reading as well as an indicator of the chequered course that it followed. As everywhere, so in Baroda, Congress party was viewed as the harbinger of the freedom and therefore, it was rightly rewarded in terms of the votes in all the elections, be they local, statal or national. In the first decade, Baroda like the entire urban Gujarat State, witnessed powerful struggle in form of Mahagujarat Movement for bifurcation from bilingual Bombay State. Congress was opposed to this demand and hence, it became unpopular with the people. At the end of 1st May 1960, a separate state of Gujarat was created along with Maharashtra. During this period, the municipal body in the city was known as borough municipality. On 1st April 1966 it was converted and upgraded to the status of Municipal Corporation vide Bombay Provincial Municipal Act of 1949.
After 1966, due to rapid industrialization in and around the city, the challenges facing the municipal body also increased by leaps and bounds. The elitist political leadership of the city was wedded to the state declared goal of prosperity through industrialization. As a result, the political institutions of the city, such as political parties, Municipal Corporation, university, trade unions, voluntary organizations vernacular city press etc. were excessively favourable to the industries. Thus, the industries and the industrialists such as Ramanbhai Amin of Alembic and Nanubhai Amin of Jyoti Limited, were viewed as job-generators of the city. The FGMI (Federation of Gujarat Mills and Industries) often operated as a nerve centre of city's real economic power. Special conscious efforts were made not only by such bodies as the FGMI, political leaders and the functionaries but also by the workers' unions to see that industrial peace is maintained in and around the city.

One major event which ruptured the political party organization was split in the Congress party into two i.e., National Congress Party and the creation of Indira Congress Party. The rise and decline of one party dominance of the Congress as a result, began oscillating between the high and low fortunes of electoral battles. After Bangladesh war and emergency, Congress tasted the sweetest and bitterest electoral rewards from the city. The Baroda city politics also experienced the changes brought about by the KHAM (Kshatriya, Harijan, Adivasi and Muslim) strategy, especially in the city units of various political parties. The Baroda city and its politics also had its fair share of political turbulence and violence caused by the politics of reservation and
communalism. The biggest beneficiary of this agitational politics were non-congress parties, such as Bhartiya Janata Party (BJP), Janata and Savdhan Party. After 1989, with the implementation of Mandal Commission recommendation and demolition of Babri Masjid in 1992, the profile of city politics, as everywhere else, has undergone a massive metamorphosis. Congress has lost power not only in the State but also in all the Municipal Corporation of the state.

b. Major Issues of Politics in Baroda

1. Politics of Mayoralty

It is probably typical of Baroda city that the office of Mayor has remained most contentious, controversial and sought after. There is a history of fierce political competitions for this office. There were instances when it was saw to it that either only the upper caste retained it or a minority community leader was prevented from getting it. It has also witnessed the shifts in caste and class character of its occupants. For example, right from the early days, shifts in its caste composition has occurred from Modi (Sr.), Sutharia, Patel’s, Choksi, Modi (Jr.) to Rathod, Bochare, Brahmbhatt, Desai (Rabaari).

The political goals and the style of functioning of the Mayor’s have also undergone changes. There were Mayor’s who called Municipal Commissioner at home and gave instructions. Conversely, there were some who went to the
Municipal Commissioner's house. One thing which is most striking is that the Mayor's office has remained controversial on account of undue favours being granted either to a particular industry, community, locality or institutions. There were Mayor's who made the development of the city their life's mission and there were others, in later phase, who either safeguarded or advanced their personal or narrow partisan interests. It has been observed that, over the years the Mayor's office is increasingly becoming more symbolic and the real power has shifted to the Municipal Commissioner's office. Baroda is being gradually affected by the recent developments in the relationship between the Mayor and the Municipal Commissioner in Ahmedabad, Rajkot, Surat and Pune.

It has increasingly been observed that the Mayors' office needs to be more empowered. Various suggestions have come forth. A suggestion to increase the duration of his office from one year to two and half years is cleared and passed by the State government and it is under the active consideration of various Municipal Corporations to adopt. Surat has taken the lead in this area and Baroda may soon follow the same. In Baroda, the suggestion to introduce mayor-in-council is actively debated, discussed and considered. This goes to show that there is a tussle between the political and bureaucratic power centres for acquiring primacy and domination.

2. **Conflict Between Ruling Party and Organizational Units**

It has been increasingly noticed that despite winning various elections comfortably, the political party in power finds it increasingly difficult to rule.
Its own various factions either at cadre, organization or elected level pose tremendous internal challenges of political management. The most illustrative example of this process is the vertical split of the BJP in 1996. From discussions with the political party worker's and office bearers of various parties, it was found that as small a level as Municipal Corporation, the BJP ruling party is finding it difficult to run the administration as its own councillors are accusing the Mayor of neglecting their representations.

It must be pointed out that the language of political debates and discourse, in the general body between the ruling and opposition members, have touched new and unforeseen levels of deterioration. The behaviour of councillors of either party, be it ruling or opposition, has become very violent, acrimonious and authoritarian. The real issues connected with the fate of city and its future are not debated sufficiently.

3. Communalisation of Politics

Since the early 90's, a trend has become visible in the city of Baroda wherein a certain amount of militancy has become evident. What it means is, that there is a declining trend in the age old democratic convention and practices in various governmental and semi-governmental organizations. Baroda also became the nerve centre of anti-Christian and anti-Muslim propoganda. The university and the schools often reflect this trend.
4. **Voluntary Organizations and the City Politics**

Baroda has fairly long history and space for voluntary organizations to work. Even during the Princely Rule various associational activities of limited range were pursued. After independence, and over the years, there is a phenomenal rise in the number of voluntary organizations and their activities.

A very microscopic and close scrutiny of their activities, ideology and relationship reveals a nexus between industry and politics of the city. The voluntary agencies of the city have rightly looked forward to industry as the funding sources of their activities. There are instances where the industry has tried to take advantage of voluntary organization’s such dependence on them (Patel, 1983). On the positive side the voluntary organizations has contributed considerably by entering all those areas of governance where governmental bodies are unable to cope. For example, in the area of water supply (by tankers), garbage disposal, health of children and women, generation of self-employment by developing skills, nursery education, the voluntary organizations has done remarkable work. In Baroda, there is a rising feeling and it is taking a form of institutional intervention, since the politician and municipal administration have failed in their job. They firmly believe that an alternative to this must be created.

To sum up the discussion on post-independence political developments and the Baroda city, one finds that Baroda has reflected often the mirror
images of statal and national political developments. The narrative of this section is indicative of broad contours of politico-administrative dimensions of governance in general in the city. However, the overarching objective of this study necessitates detailing the process of industrialization and urbanization which have inadvertently contributed to the advent and growth of slums in Baroda.

3.2 GENESIS OF INDUSTRIALIZATION AND URBANIZATION

Gujarat State is one of the industrially advanced states in India. It occupies second position after Maharashtra, in the level of industrialization and third in the level of urbanization. The state is rich in natural resources for manufacturing “cement, ceramics; bauxite for manufacturing aluminum; lignite is used as coal and as raw material in chemical industry, and above all the oil and gas reserves” (Rao, 1992:9). Especially, the finding of oil resources has boosted the industrial development of Gujarat. In addition to this, the geographical location on coastal area as well as well connected with the two metropolitan cities (Delhi and Mumbai) provides an advantage to Gujarat State. It has become an important, viable industrial state in the western region.

The industrial activity in the Gujarat State, however, is not uniformly distributed. The buzz of industrial activity is located and concentrated in a few areas or pockets known as Golden Corridor stretching from Valia to Vapi. Earlier
Ahmedabad alone was the district which contributed to the industrial unit and industrial employment. However, the situation has improved and there is diffusion of the industrialization in the State. As a result, other districts like Surat, Baroda, Rajkot, etc. have assumed importance and have experienced industrial growth. Today the two corridors are well-known for the potential for industrialization - Bombay-Ahmedabad and Ahmedabad-Rajkot. Apart from the regional concentration of industries, Gujarat industrial sector is “dominated by textiles, wool and silk, chemical and allied products. Other industries such as food products, rubber and petroleum, non-metallic mineral products, machinery and machine tools are also making considerable impact on the industrial structure of Gujarat” (Rao, 1992:10).

Baroda occupies a very special position within Gujarat, presently it is the third million-plus city of the state. Uptill 1960’s, it was a recognized cultural and educational centre of the state. Although the first ever modern factory, Alembic pharmaceuticals, was established as early as in 1907 the industrial growth was low. It was followed by other industries like Sarabhai Chemicals, Jyoti Ltd. which came up somewhere around 1940’s. However, the spurt in industrial activity came about with the oil and gas discovery in Ankleshwar and the setting up of Gujarat Refinery in 1962 in Baroda. By 1962, there were about 288 working factories which employed 27,510 workers (Rao, 1992:10). The dominant industries, during this time, were chemical and pharmaceuticals, cotton textiles and machine tools.
With the establishment of Gujarat Refinery in 1962, the first phase of production came about in 1965. Being a basic industry it has made important contribution both at the regional as well as at the national level. So far as the region is concerned, it has contributed in initiating the chain of industrial links. “It uses the crude oil produced in various regions of Gujarat. Besides production of motor spirit, LPG, Kerosine, aviation fuel and diesel, it also produces benzene, toluene, naphtha and residual fuels which all have wide industrial application” (Rao, 1992:10).

Baroda has experienced both qualitative and quantitative industrial growth after independence. Between 1951-61, numerous new industries were started and the industrial base was diversified. This was mainly on account of the bifurcation of Gujarat from Maharashtra State. Baroda was identified as a potential city, due to its earlier planned development under Maharaja Sayajirao Gaekwad III, and has received special attention from the state government. Three major public undertakings were established between 1965-69 in the vicinity of Gujarat Refinery namely - Gujarat State Fertilizer Corporation (GSFC), Indian Petrochemicals Limited (IPCL), Gujarat Alkalies and Chemicals Limited (GACL). Gujarat Refinery plays the role of a mother industry by supplying the feed stock and fuel to various large scale industries. Other large scale public sector units are Heavy Water Works (HWW) and Gujarat Industrial Power Company Limited (GIPCL). This provided scope for multi-dimensional industrial growth of the city, as a result, number of large scale enterprises have come up in private sector.
In addition, several engineering industries like Sussan Textiles, Hindustan Brown Bovery, Oil and Natural Gas Commission, Precision Bearings India Limited were also gradually established. This has necessitated in upgrading the local government’s status to cope with the increased responsibilities like rapid change in demographic pattern, worker’s classification, providing infrastructural facilities to sustain growth. Further, industrial growth invariably necessitates better road and rail linkage with other parts of the country (Chauhan:61). Accordingly, the national Highway (No. 8), adjacent to the city, was fully asphalted in 1960, and rail links were also improved. Further, aerodrom at Harni became operational in 1969 with Bombay flights in the beginning and Delhi flights started in 1972. Today Baroda is well connected by airways to the major cities in the country. Keeping with the increased pressure new aerodrom was built and started operating from 1994. Since the establishment of these privileged facilities city’s industrial growth has kept on diversifying.

Along with the rapid growth of large and medium scale industries, various ancillary and small scale industries have also had a sizable growth during the last few decades. These small scale industries are found to be “directly linked to large scale enterprises by way of purchase of raw materials, supply of finished products and above all technological dependence” (Rao, 1992:10). Moreover, in order to have planned industrial growth, Gujarat Industrial Development Corporation (GIDC) has developed industrial estates at Nandesari and Makarpura. With the help of the Federation of Gujarat Mills and Industries (FGMI), GIDC has
established another industrial estate at Gorwa. The main objective behind the establishment of industrial estates was to provide necessary infrastructural facilities to medium and small scale industries. These smaller enterprises otherwise find it difficult to come up in the absence of minimum infrastructure. These organized efforts have logically culminated in the rapid growth of small scale industries in Baroda. Especially after 1975, the rate of growth of industries has increased steadily. Hitherto known as a city of cultural buffs, pensioners and educationists, Baroda has turned into an industrial and commercial town, booming with numerous manufacturing activities. Today, Baroda city has about 150 large scale industries having capital investment of more than Rs.900 million and provides employment to about 25,000 people. In addition to this, there are about 1500 registered factories and some 4500 small scale units (Discover Baroda, 1993:26).

Many of the studies regard urbanization as a direct consequence of economic and industrial development.Industrialization and consequent urbanization lead to a progressive decrease in dependence on agriculture, this in turn is in the interest of economic development. To this extent, urbanization may be considered a progressive and desirable development, provided it does not take place in a chaotic manner. Therefore, if urbanization process has to be really conducive to economic development and human welfare, it must be planned and well-directed. Moreover, urbanization has intimate and rational links with industrial and other investment decisions and locations of the industries (Govt. of India: 7). In this respect and considering the level of industrialization in Baroda, it
can be regarded as a urbanized city. The city, however, reflects that urbanization has not taken place in a planned way. One finds numerous glaring consequences of the unplanned urbanization process. To name a few problems which Baroda faces are - from inadequacy in some part to severe inadequacies in civic services like water, drainage, transport, poverty, unemployment, congestion, pollution and slums etc.

3.3 SLUMS AND SLUM IMPROVEMENT PROGRAMMES

IN BARODA

As we just had a glimpse, the city profile clearly indicates that Baroda has become one of the most industrialized cities within the country. In the state, it occupies the second position as major industrial centre, next only to Ahmedabad. In addition, it is also known as a place of learning since it has various important educational institutions like the Maharaja Sayajirao University of Baroda, Medical College, Polytechnic, Fine Arts and Home Science Colleges, Engineering College, ITI etc. Added to this is its geographical location connecting it with major growth centres through the National Highways and railway network. All this has boosted the economic importance of Baroda city.

As a result of the above factors, the city has experienced a rapid growth in population in the past decades. This growth is due to migration of people from rural areas, small urban centres within the state as well as migration from other states. The current population of Baroda is 10,21,084 out of which nearly 30
percent (3,04,453), according to unofficial estimates, is the migrant population. In 1981, the city had 1,75,685 migrant population, which was 24 percent of the total population of 7,34,473 at that time (Ghosh, 1995:18). Further, the available data indicates that the city’s share in total urban population in the state has increased from 5.8 percent in 1961 to around 7 percent in 1991 (Ghosh, 1995:18).

Table 3.1

Trend in Urbanization in the State of Gujarat,

Baroda District and City

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Urban Population (Thousands)</th>
<th>Percent Decadal Variation in Urban Population</th>
<th>Percentage of City’s Population in Relation to Urban Population</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>State</td>
<td>District</td>
<td>City</td>
</tr>
<tr>
<td>1961</td>
<td>5371</td>
<td>397</td>
<td>310</td>
</tr>
<tr>
<td>1971</td>
<td>7497</td>
<td>603</td>
<td>467</td>
</tr>
<tr>
<td>1981</td>
<td>10602</td>
<td>951</td>
<td>745</td>
</tr>
<tr>
<td>1991</td>
<td>14164</td>
<td>1316</td>
<td>1021</td>
</tr>
</tbody>
</table>


The city has received the metropolitan status as per the 1991 census. It is estimated to reach about a population of 18 million at the turn of this century (Ghosh, 1995:19). In Gujarat State, presently there are 3 metropolitan cities viz. Ahmedabad, Surat and Baroda (Surat and Baroda became metropolitan cities as per 1991 census). Ahmedabad, being the first metropolitan city, has nearly reached saturation points with respect to the industrial growth as well as employment potential. Consequently, Baroda and Surat have emerged as the
alternative potential centres. This trend is clear from the data of last two decades which indicate a lower urban growth in Ahmedabad as compared to Baroda and Surat. However, taken together, all the three million plus cities, have experienced a low rate of urban growth in the last decade (Ghosh, 1995:19).

Table 3.2

Trend in Growth of Metropolises in Gujarat

<table>
<thead>
<tr>
<th>Urban Centres</th>
<th>Total Population</th>
<th>Growth Rate</th>
<th>Density</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1971-81</td>
<td>1981-91</td>
<td></td>
</tr>
<tr>
<td>Ahmedabad</td>
<td>28,72,865</td>
<td>45.94</td>
<td>28.94</td>
</tr>
<tr>
<td>Surat</td>
<td>14,96,943</td>
<td>92.63</td>
<td>62.03</td>
</tr>
<tr>
<td>Baroda</td>
<td>10,21,084</td>
<td>57.11</td>
<td>39.02</td>
</tr>
</tbody>
</table>


In terms of size, the city has experienced phenomenal increase from 21.37 kms. in 1901 to 108.22 sq.kms. in 1961. Presently, the city has expanded to 150 sq.kms. area and its density is exorbitant 6784 persons per square kilometer. This phenomenal increase, in city population, has led to equally phenomenal increase in the number of slums and slum population. One finds a constant and continuous increase in the slums from 20 in 1920 to 225 in 1982 which has reached 336 in 1992 (Ghosh, 1995:20). A recent survey by VMC has recorded 338 slums occupying 13.53 sq.km. of land. Among them 148 have roads and 126 have toilet facilities (TOI, June 15, 1999:3). In the last decade about 32 percent growth rate is noticed in the slums. Slum population, on the other hand, has increased from 94,705 of 1982 to an estimated figure of 2,21,052 in 1992. This shows that, while
the city population grew by 39 percent, the slum population during the same time, registered an increase of more than 100 percent (Ghosh, 1995:20). This clearly indicates the magnitude of slums and associated slum problems in Baroda city. Apart from this, if we consider the chawls or other low income group houses, within the city which face inadequate water supply or insufficient supply of other basic amenities, then the figure becomes alarming. This is a reflection on urban poverty. According to a survey done by the Untied Way of Baroda, a well-known voluntary agency, regarding assessment of the needs of community in Baroda it is observed (Ghosh, 1995:20) that:

Only 70 percent of the sample households (4167 selected from all over the city from all strata of population) covered had access to adequate drinking water, only 53.2 percent had individual bathrooms and 59.8 percent had individual toilets. while 76 percent households had electricity connections in their houses, sewage connection was available only to 66 percent of them. More than 23 percent of the sample households lived in kachacha houses, only 31.5 percent of those had adequate water, 8.5 percent could have the facility of a separate bathroom and 15 percent a separate toilet and only 35 percent of them had electricity connection.

Under the pressure of ever increasing population, the existing infrastructure for the delivery of basic services, obviously becomes grossly inadequate. In the light of this, it is logical to trace the schemes conceived,
arrangements made and implemented to fulfil this deficient situation in Baroda city.

The city is known for the participatory development process that are followed by the Municipal Corporation, sectoral authorities, industrial houses and the non-governmental organizations. In spite of this, substantial portion of the population still remains deprived of the basic amenities like potable water, drainage, sewage, roads etc. So far as the urban poor are concerned, the local administration has undertaken various initiatives to ameliorate the shelter and basic services condition. In this regard, local government has undertaken two different approaches to improve the quality of life of urban poors. The first approach develops programmes based on the specific needs of the people. The planning as well as implementation of these programmes are carried out by the local body with the help of other authorities operating within the city. The finance for such programmes are generated from the local body's revenue income, loan income as well as various grants from the State government. These programmes are mainly concerned with the development of infrastructural projects without grassroot level participation (Ghosh, 1995:22). The other approach is concerned with developing participatory programmes which need to be implemented with the close involvement of the people at every stage. Their participation can be achieved with the help of structured institutional framework at the community level. The two main programmes under this approach are Urban Community Development (UCD) Programme and the Urban Basic Services (UBS) Programme.
Participatory Development Programme of UCD and UBS

The Baroda city enjoys a long tradition in participatory development programmes (Nandedkar, 1987:467). These initiatives have come both from the local administration, as well as from non-governmental organizations. In 1965, the first community based programme was undertaken by the American Friends Service Society (Ghosh, 1995:23). This programme was called, the Baroda Urban Community Development Project (BUCD) and was financially assisted by the American Friends Service Society. Later, this project was handed over to one of the oldest non-governmental organizations in the city - i.e., Baroda Citizens Council (BCC). Since then, BCC has been operating this project and presently covers 18 slum localities encompassing 12,209 households and covering 56,268 population (Ghosh, 1995:23). Under this project there are provisions for informal/non-formal education, health, economic welfare, basic amenities etc. This apart it also helps in encouraging and developing local leadership. In addition to this, BCC insists on the active participation of the people in terms of finance, material or human support, in order to make this project successful.

Keeping with the tradition, Baroda Municipal Corporation has implemented two participatory development programmes - UCD and UBS. The Urban Community Development Programme was started somewhere in the latter part of 1980 and presently it covers 80,000 population in slums (Ghosh, 1995:23). the Urban Basic Service Programme was adopted in 1987 in its earlier form (it has undergone a change since 1990 and is called UBSP - Urban Basic Services for
the Poor). Like the UCD, the UBS also ensures various provisions like health care for children and women, education and basic amenities such as water supply, sanitation. Apart from this, UBS also conducts training programmes for capacity building and skill formation in the realm of economic services. At present, it covers 29 slums with a population of 42,755. The main objective of these programmes, at the local level, is “to make people understand their problems and try to solve them with the guidance of community organizers who work as the contact between the local government and the people” (Ghosh, 1995:24).

According to the analysis of data generated by a field survey on working of UBS programme in Baroda (Ghosh, 1995:63) a mixed picture has emerged regarding the provision and effect of basic services provided by the UBS in Baroda. The social services like health and childcare have improved. A steady improvement is also noticed in women seeking antenatal services and trained medical attention at birth. There is also improvement in pre-school education for children, immunization etc. But informal education for adults has not received even minimum response. Physical services like sanitation are considerably neglected to the extent of near absence.

So far as the involvement or participation of the community is concerned, the findings of the survey presents a gloomy picture. The community participation in the development process was found to be low and unencouraging. The general awareness regarding the UBS programmes were low. Only those who held some positions under the UBC hierarchy such as resident community volunteers or
balwadi teachers were found to be aware of the programme. Women, who are the focus of the programme, were found to be neglected. Their participation in any day-to-day activities of the programme was also minimum. Their participation, however, was noticed in some training programmes of skill formation like sewing classes.

Although, the UBS and UCD programme has been operating in the city for improving the quality of life of the poor, the results are not so encouraging. Especially, UBS has had a suffocating experience at the local level (Ghosh, 1995:64). This is due to less involvement of the community as well as the stringent monitoring system of the UBS (specified goals, limited resources, limited time periods). As a result, not much is achieved in improving the conditions of the urban poor.

In addition, the Vadodara Municipal Corporation had undertaken other programmes like Low Cost Housing Projects for the poor. Under the Slum Clearance Scheme of Government of India, the Corporation has constructed 1160 slum quarters. It also constructed, 1464 tenements under the low cost housing programme for flood affected people in 1970. These tenements were given on a hire-purchase basis with a monthly instalment of Rs.19. Similarly, under the HUDCO assisted programmes, the Corporation has provided 3494 housing units for Economically Weaker Sections (EWS) and Low Income Group (LIG). Further, “the Corporation had created a special Revolving Fund for generating housing stock under which 328 LIG houses were constructed. In addition, under the
International Year of Shelter for Homeless (IYSH) programme, it has resettled more than 1000 slum households under the Site and Services Scheme by giving them land plots with proper drainage and water supply facilities, where the slum dwellers themselves have constructed pucca houses by self-help" (Ghosh, 1995:23).

Apart from this, the Corporation has undertaken several other programmes to improve the health conditions of the poor especially women and children. They are - the Basic Sanitation Scheme, the Environmental Improvement of Urban Slums Project, Family Welfare and Universal Immunisation Programmes and the Integrated Child Development Services (ICDS). It is quite evident that the city administration has been concerned and conscious about the problems and pathetic conditions of the urban poor. It has adopted and implemented numerous programmes to ameliorate this situation but has achieved little from its efforts. The condition of the poor has remained more or less the same except in a few slum areas countable on one’s finger tips.

3.4 VMC’S ADMINISTRATIVE STRUCTURE

Gujarat State came into existence on First May 1960. Before this, it was a part of the old bi-lingual Bombay state and the urban local bodies in the State were, naturally, operating within the framework of the Bombay State. At the time of separation of Gujarat State from that of Bombay, there were about 147 different types of local government units operating in Gujarat. These were known as
municipalities and had diverse traditions and historical settings. As a result, rationalization of these units became essential. Consequently, a committee was constituted in 1961 to devise a legal framework for uniform and proper creation and functioning of local governments in Gujarat. As a result of which, the Municipality Act came into existence which now governs all the Municipalities - urban local bodies, in the State. Similarly, rural local bodies in the State are governed by the Gujarat Panchayats Act 1961. However, Municipal Corporations of the State are still governed by the Bombay Provincial Municipal Corporation Act, 1949. The Vadodara Municipal Corporation also functions and is structured according to Bombay Provincial Municipal Corporation Act, 1949. According to this Act, the administrative set up of Corporations has the following character/features:

The Vadodara Municipal Corporation has three Statutory authorities namely:

(a) Municipal Commissioner

(b) Standing Committee

(c) General Board or Body.

The Corporation is headed by Mayor, the first citizen of the city. Every Corporation in its first meeting elects one of its members to be the Mayor for a term of one year. He presides over the meetings of the General Board.
The General Board, in total, has seventy seven seats, for which Corporators are elected along with Mayor and Deputy Mayor. From these seventy seven members, twelve are selected for the Standing Committee. The General Board elects the Mayor from the elected councillors, whereas the Standing Committee elects its Chairman from its twelve members. The General Board enjoys numerous powers like the appointment of all the officers of the Corporation, except the Municipal Commissioner, who is usually deputed by the State Government. It also has powers to appoint various committees, as and when the need arises, for the easy and quick disposal of work. For example, water works committee, legal committee, recreational committee, town planning committee, health committee etc. are some of the common and regularly appointed committees. Generally, the Corporations are known to be government by committees due to the ever increasing number of these committees. However, the strength of these special committees is of nine members and any proposal that comes from the standing committee is passed on to the particular subject committee for deliberation and approval. Apart from this, the General Board also has power to take direct decisions on estimates of purchase of material, engineering work that needs to be carried out and the like. This body has power to sanction expenditure up to any amount i.e., there are no limits so far as amount of expenditure is concerned, unlike Municipal Commissioner's financial powers which are limited. And all the issues that are discussed and decided in the Standing Committee also come to the General Board for approval.
The Standing Committee in the Corporation plays an important role and carries out the main work of the Corporation. It is vested with legislative powers, however, it does not enjoy a free reign in policy making area. All the resolutions that need to be passed should originate with the written proposals by the Municipal Commissioner. On the basis of these proposals, the Standing Committee, then forms a policy. It can, however, decide independently on certain matters like finance, which includes budget, various revenues to be collected, establishment concerns like number of posts to be created or removed, number of roadlines, procurement of materials and works contracts and also the approval of various tenders.

The third important authority in the administrative set up of the Corporation is the Municipal Commissioner, who is an IAS officer, appointed by the State government. He is the executive officer who prescribes duties of various establishments and supervises their work. The Act also vests certain financial powers in the Municipal Commissioner as its chief executive. He has power to take decisions on expenditure to be incurred on any matter upto a limit of Rs.40,000. Beyond this amount the estimate have to be approved by the policy wing. The policy wing is again categorized into two important divisions depending on the type of expenditure to be undertaken. For example, if the estimates are related to the purchase of material then it is passed and approved by the General Board of the Corporation. If the estimates deal with tenders then it is submitted to and approved by the Standing Committee of the Corporation. Schematically it can be shown in the following manner:
In addition to the above set up, the Act also provides for certain statutory requirements for effective and timely fulfilment of services and functions that are to be performed by the Corporation. Accordingly, the administrative machinery has certain statutory posts for which suitable, qualified persons are to be appointed to perform the prescribed duties. These are:

1. Municipal Commissioner
2. City Engineer
3. Fire Brigade Officer
4. Health Officer
5. Chief Fire Officer
6. Administrative Officer for Primary School Board
7. Chief Auditor
Apart from these statutory posts, if the needs arises for creating more posts on account of the increased work, then such posts can be created through sanctions of the General Board. The Municipal Commissioner can put forward a proposal to the General Board for the requirement of additional officials and seek its approval. Creation of two posts of Deputy Municipal Commissioner and eleven posts of executive engineer are the examples of this procedure. These new appointments became essential for proper and adequate management of the growing work of the Corporation.

Further the Municipal Corporation functions at two levels - the deliberative and the executive. Deliberative wing, also known as the legislative body, comprises of the Mayor, Deputy Mayor, General Board and various committees of the General Board. Executive wing, on the other hand, includes Municipal Commissioner, the Deputy Commissioners, the Municipal Secretary, the Municipal Engineer and the Health Officer. The executive wing directly deals with the implementation of various policies and is responsible for the effective administration of the municipal services (Chauhan, 1995:79-80).

The total area that falls within the Municipal Corporation's limits is approximately 110 sq.kms. The city is divided into following ten wards for administrative purposes:
Table 3.3

Administrative Wards Under VMC

<table>
<thead>
<tr>
<th>Ward Number</th>
<th>Ward Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>City</td>
</tr>
<tr>
<td>2</td>
<td>Fatehpura</td>
</tr>
<tr>
<td>3</td>
<td>Wadi</td>
</tr>
<tr>
<td>4</td>
<td>GIDC</td>
</tr>
<tr>
<td>5</td>
<td>Babajipura</td>
</tr>
<tr>
<td>6</td>
<td>Sayajipura (S)</td>
</tr>
<tr>
<td>7</td>
<td>Sayajipura (N)</td>
</tr>
<tr>
<td>8</td>
<td>Raopura</td>
</tr>
<tr>
<td>9</td>
<td>Kisanwadi</td>
</tr>
<tr>
<td>10</td>
<td>Gorwa</td>
</tr>
</tbody>
</table>

The Baroda city divided into 26 electoral wards and has total 78 seats out of which 26 seats are reserved for women candidates. The total approximate population per ward is 31122.50 whereas the total number of voters as per the last estimated data is 8,09,185 (VMC Diary, 1998:18). So far as the water supply system and drainage and sewerage system are concerned, Baroda city had these facilities as earliest 1890 during the reign of Sir Sayajirao Gaekwad. These systems were adequate till independence, however, today due to the massive increase in the population of the city one finds the subsequent improvement has been lagging. The urban local government or the Corporation has not been able to keep pace with the increasing demands of the population and hence, is grossly inadequate.
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