INTRODUCTION
Every public authority established under a statute is accountable to the public in the performance of its functions, discharge of its duties and exercise of its powers. The need and form of accountability depends on the responsibilities entrusted to it. In this respect, the Urban Local Governments in our country-Municipal Corporations, Municipalities and Nagar Panchayats-which are entrusted with the responsibility of ensuring civic welfare, are accountable to the urban dwellers in enforcing a responsive, transparent and citizen-friendly administration.

The passage of Indian economy from agriculture to industry has led to large-scale rural-urban migration in search of better living conditions, employment, education, medical facilities etc. This has resulted in villages becoming towns and towns cities during the last two decades. Thus, urban administration now needs special attention on par with rural administration. The onetime popular adage that “India lives in its villages” is now no longer valid in the changed urban scenario. India has now begun to live in its towns and cities only as indicated by the enormous
growth of urban population. Added to it, the inclusion of several subjects like welfare, traffic management, health, education, employment, security measures etc in urban administration has called for a fresh urgency to study urban administration in a new light.

Urban Local Governments (ULGs) are no longer mere Conservancy Boards as they were supposed to be at one time but are local self-governments entrusted with specific responsibilities to fulfil exclusive of the control or supervision of the state governments or central government. In the context of the Constitution (74th) Amendment Act, 1992, Urban Local Governments are expected to function as full-fledged Local Self-Government units, which are the foundations of democracy, providing for citizens' participation in decision-making. "There must be a felt-need for public safety, health and willingness to organize collective efforts to achieve civic services required for a healthy and bright life."1

According to W.E. Jackson 'Local Governance' implies that it is concerned with localities. The term further implies "some jurisdiction or activity of public nature, it implies also the existence of authorities empowered to exercise that jurisdiction and activity"2 A Local government in the modern sense can be defined as the "administration of a locality by a body representing local inhabitants, possessing a fairly large amount of autonomy, raising at least a part of its revenue through local taxation and spending its income on services which are regarded as local and, therefore, distinct from state and central services."3 "Local Government is a public organization" authorized to decide and administer a large range of public polices within a relatively small territory... Health, happiness and progress towards ideal goodness depend on the
efficiency of local administration. The essential attributes of local governance, according to S.R. Maheswari are: its statutory status, its power to raise finance by taxation in the area under its jurisdiction; participation of the local community in decision-making in specified subjects and their administration; the freedom to act independently of central control and its general purpose in contrast to single purpose character.

Lord Ripon, the founding father of the ULG devised the concept of municipal authorities as units of self-government. His resolution of 18th May 1882 dealt with the constitution of local bodies, their functions, finances and powers and laid the foundation of local self-government in India. The structure of ULGs in India by and large have remained the same since then, but the number of urban areas and their problems increased from year to year and have become even more complex.

The importance of urban administration, which was not so far given its due place in the national agenda, can be known from the fact that governance at the grass-roots level is instrumental to promote people's participation which is essential for decentralised planning. People's participation, involvement and control in local level planning must be the objective in the evolution of planning methodology.

The urban local governments in India at present are not structurally, functionally and financially equipped to achieve the goal of creating conditions for healthy city life to urban dwellers by providing adequate civic and welfare services. It is, therefore, pertinent to study the present functioning of the ULGs, measures required to improve their functioning through extending administrative, financial and technical support to them. Urban
administration needs special attention in view of the growing importance of urban life for the country's economy. This reason has prompted the researcher to take up the study of the "Accountability of Urban Local Governments in India with Special Reference to Andhra Pradesh". The sample study is limited to Guntur Municipal Corporation only for more than one reason. First of all there has been tremendous development in this corporation during 1997-99. The period witnessed conspicuous improvement of civic infrastructure, financial improvement and settlement of long-pending issues for which the public expressed satisfaction and had actively come forward to contribute to the development of the city in respect of widening of roads, clearing off dues from the ratepayers to the Municipal Corporation and other activities. The public also came forward to give their valuable suggestions for the improvement of administration in all aspects. Secondly, the problems faced by this Corporation are by and large similar to the problems faced by the other ULGs in the state. Hence the response to the Questionnaire from the public and officials in Guntur city are in all likelihood similar in other cities and towns.

The growing pace of urbanisation which is an inevitable consequence of technological revolution in industry and agriculture has given rise to unprecedented urban problems. Mass illiteracy, growing unemployment, poor levels of health, housing and sanitation, inadequate urban services and other essential amenities are the common civic problems which pose great challenges to all urban managers.9

Urban administration assumes greater significance in view of its role in the country's socio-economic development. Urban areas are not only the promoters of growth but they are also the centres of socio-political, administrative and cultural activities.
Hence Urban Local Governments have to play a significant role in the life of the local population as well as the nation. As remarked by De Tocqueville local institutions constitute the strength of a free nation. A nation may establish a free government but without municipal institutions it cannot have the spirit of liberty. No national democracy can have a sound footing without local institutions which are actually grassroots democracies. They form an integral part of the democratic system and actively reinforce the general tenor of a country's political liberalism. The every day well being of people depends on the quality of the services rendered by local authorities. Local Government creates consciousness of the principles of management of administrative affairs and a sense of responsibility among people. "It is in the area of local politics that people most easily learn their first lesson in the act of governing themselves."

According to James Bryce, the best school of democracy and the best guarantee for its success is the practice of local self-government. The importance of local governments is rightly described thus: "Local Bodies are important to help and to achieve the decentralisation of political power and promotion of democratic values. They are also an indispensable part of governmental machinery contributing to the efficiency at the higher echelons of government by relieving them of purely local tasks. Local Bodies are the media through which functional compartmentalisation can be canalized into a coordinated plan of all round development at the community level. Cities and towns have played a significant role in the social and political life of the people throughout the history of India. They have developed a thoroughgoing system which reconciles the principle of democracy with big territorial expanses.
Municipal Administration in its present form was introduced in India by the British during the British rule. They created the local institutions after the known models. The local self-government, created by the British, was undoubtedly a bold step taken by the British rulers.\(^1\)

The British created the present form of democratic urban local government in India to suit their requirements. According to K.M. Panikkar, the British created civil government in this country under municipal authorities.\(^2\) Every ULG has to function through the mechanism that constitutes the structure of the system which is subject to the input-output process by which it receives demands from the environment and responds to the demands through its output transactions. The structural framework of the ULGs in the country is by and large the same. Every ULG consists of two wings—an official wing headed by an Executive Authority called the Commissioner or Secretary, and a deliberative wing or political wing called the municipal council (in case of towns) or the municipal corporation (in case of cities) headed by a presiding authority called the Chairperson or President or the Mayor. While the policy or decision-making power is mainly vested with the elected body, the implementation part vests with the official machinery. The strength of the elected body is fixed by the state governments as per the norms prescribed in the municipal acts of the respective states.

The functions of Urban Local Governments created under the Act of 1850 were limited to the provision of street lighting, sanitation, streets and drainage maintenance and prevention of public nuisance.\(^3\) But gradually more and more subjects relating to urban development, urban development management, health activities including preventative medicines etc. were added to the
subjects to be dealt with by Urban Local Governments. Now the Constitution (74th) Amendment Act, 1992 aims at making Urban Local Governments as Local Self-government units with constitutional status.

The Rural-Urban Relationship Committee set up by Government of India in 1963 pointed out that local governments should play a role in the promotion of social and economic development of the local communities and be an integral part of the National Government. The Constitution (74th) Amendment Act 1992 has fulfilled this objective, duly providing clear delineation of powers and functions. The amendment has high potential to transform the society from the feudal to the democratic mode and alters the character of democracy from representative to participative. The amendment is an important initiative of the Government of India to strengthen municipal governance in the country. It provides a basis for State Legislatures to guide the state governments in the assignment of various responsibilities to ULGs and in strengthening municipal governance. Accordingly certain state governments including Andhra Pradesh have amended their municipal laws in order to bring them in conformity with the constitutional provisions. The CAA evinced extraordinary interest in the role of municipal governments in financing urban infrastructure and services and enhancing the quality of India's socio-economic ethos. The amendment also enables people's participation in the development process at ward, municipal, district, metropolitan and regional levels. By the CAA, the ULGs have become an integral part of the national government structure, the level of government closest to the citizens and in the best position both to involve them in the decision-making process to improve their living conditions and to make use of their knowledge and capabilities in achieving allround development. Article 243W
allocates to the ULGs the function of preparation of plans for economic development and social justice, apart from the traditional municipal functions of being providers of civic amenities. The Twelfth Schedule includes urban poverty alleviation as a municipal responsibility. The CAA thus takes the ULGs to a much wider area of action encompassing economic and social planning, which necessitates the study of urban local governments in a new light.

The Urban Local Governments in India in general and in Andhra Pradesh in particular have been rather sluggish in their performance owing to various reasons. It is necessary to study urban administration in a wider perspective taking into consideration the role they have to play in the changed urban scenario with added responsibilities, burgeoning urban population and expanding boundaries, all of which call for fresh and vital study of urban administration in the modern context. Most of the urban problems are the result of urban poverty and the inability of national, state and urban local governments to create institutions to provide sustainable solutions to poverty. But the ULGs in India have not so far addressed this important issue. Cities and towns are emerging as centres of domestic and international investment. Within this framework, urban development calls for an approach that aims to optimize the productive advantages of cities and towns, while at the same time minimize or mitigate the negative impact of urbanisation.” Urban Local Governments have therefore to take up planning to attract domestic and foreign investment which would help to bring about the development needed for expanding cities and towns.

A. PROBLEM

The present study deals with accountability of Urban Local Governments in India with Special reference to Andhra Pradesh.
The study primarily focuses upon the nature and significance of Urban Administration and governance, and the role of Urban Local Governments in the changing urban scenario. The present study mainly concentrates on Accountability aspects of urban governance.

Accountability and transparency are two indispensable conditions of every institution established under a statute and of every public servant receiving payment from public fund. These two factors are vital in the efficient and effective performance of Urban Local Governments. They will reduce rent-seeking in development activities. Accountability can be defined as devising concrete and effective steps by Governments-central, state and local- to redress the grievances of, and deliver services to the public promptly, honestly and with commitment.

Accountability is the liability of public functionaries or public institutions to be called upon to account or answer for their actions in discharging their duties, performing their functions and exercising their powers as ordained by law. Accountability acquires a larger dimension in a democratic organisation for the simple reason that it derives its legitimacy from the people. Accountability does not mean mere financial accountability. Accountability of ULGs is a word comprehensive enough to cover all the activities undertaken by them. The deliberative wing and the performing wing of each ULG are accountable to the public in the same way as the Government is answerable to the state legislatures in the states and to the parliament at the centre. Administrative accountability of the ULGs is imperative because it purports to evaluate its performance in terms of its goals. Accountability is the reconciliation and optimisation of the human and financial resources available in the ULG to realise its
organisational objectives. Decision-making is the function of the deliberative wing of the ULGs and once a decision is taken, it is the responsibility of the executive authority of the ULG to implement it, whether or not he agrees with it. While the deliberative wing is accountable to the public for its decisions the official wing is accountable to the deliberative wing as well as the public for its proper implementation. Urban administration today has grown more than ever before very big and complex requiring particular measures to enforce greater accountability to make their functioning more effective. It ignores accountability at its peril. While each wing of ULG is individually accountable to the public, the deliberative wing and the executive wing are collectively accountable to the public. Now-a-days, accountability has been devalued and has not been properly tuned. In the light of the changing urban scenario and increased functions of the ULGs, new paths in search for better accountability of urban local administration should be explored which includes providing right leadership and drive. An integral view of accountability should be formulated and put into application. It includes the provision of necessary policy inputs by the elected body in respect of the areas of operation, gearing up official machinery to ensure the effective implementation of its decisions and instilling a sense of efficiency, purpose and economy in the functioning of the ULG.

The official machinery in almost all the ULGs suffers from a chronic incapacity to perform their functions to the satisfaction of the public. Another menace to accountability is the fact that the administrative system puts the public to a series of deadlines but itself enjoys complete immunity. It is, therefore, necessary that the state governments must be endowed with adequate powers over the ULGs to make them practise the concept of accountable management of the local self-government. The classical tools of
Effective management of the ULGs like inspection, visit, control and supervision by higher authorities have fallen into disuse or are perfunctorily undertaken. Besides activating these tools, the inefficient performance of the public functionaries must be penalised and punished and efficient performance rewarded so that all those who are accountable become more sensitive to these measures. Accountability is performance-based and result-oriented. Decentralisation, delegation and devolution are the essential pre-requisites to make accountability more genuine. Drastic simplification of rules and procedures expedites disposal of work and removes confusion in the public about them so that they will become well aware of the way to approach the local government to get their things done. Administrative reforms and appropriate changes in personal administration like training, placement, performance appraisal, promotion etc are other contributory factors for effective accountability. Urban local administration becomes more effectively and conveniently accountable if it shows a greater degree of disposition to welcome more of management into it. The legal system governing the ULGs must be so apt as to make the municipal functionaries aware of their duties and responsibilities and perform their tasks satisfactorily. If this comes about they would have no difficulty or hesitation when called upon to be accountable.

Despite certain measures taken in certain states to ensure accountability and transparency, there is a wide gap between the normative principles and actual manifestation of accountability. Accountability in urban local governance is undermined by ineffective and unenlightened local political representatives and untrained official machinery, hierarchical social environment and low citizens' participation. While accountability of public representatives is an essential component, this function cannot be
taken for granted. There are no specific institutions or well-defined law to ensure the accountability of public representatives. It is not wrong to say that many of them presume to be a law unto themselves. Accountability implies the responsibility of Urban Local Governments to communicate to the urbanites the activities that they carry out in their capacity as local government officials and that they are also answerable to the urbanites for their actions. Responsiveness involves representing the interests of the urbanites and acting towards improving their welfare.

Measures to ensure accountability can be classified into three categories-legal, regulatory and participatory. The first needs a legal frame work clearly specifying the direction of accountability; the second relates to accounts, audit, performance audit, vigilance etc; and the third relates to citizens' fora, development seminar etc. Measures should be taken by all Urban Local Governments to promote transparency through effective implementation of Right to Information Act, 2005, publishing information on the finances and activities of local self-government, display of information at the work site so that they enhance the accountability of Urban Local Governments through their efficient and effective performance. Kerala state enabled transparency and accountability through a vision document on decentralisation of power in the state, and through incorporating measures within the functioning of the local government units. Although Karnataka state made efforts for greater changes in the political sphere, it could not achieve the same in the administrative and fiscal areas.22

An organised system of Urban Local Government was designed for the first time in 1882 with the principle objective of providing a forum of political awareness and popular education. But the avowed objective was not fulfilled owing to several reasons.
Urban Local Governments have to act as instruments of economic activity and engines of economic development, besides providing a democratic way of life at the grass-roots level to bring about the required socio-economic change for a better quality of life for all urban dwellers. They are expected to initiate strategic planning by investing human and material resources in a planned manner so that they contribute to the over-all development of the towns and cities, provide the needed civic amenities to the people and create adequate employment to the unemployed urban poor, besides indirectly helping the urban informal (unorganised private) sector. But the Urban Local Governments have failed in the objective set for due to:

1) Organisational incapacity of the local bodies in the face of severe service deficit;

2) Haphazard and irregular peripheral growth of towns and cities bringing with them several problems of infrastructure; and

3) Lack of motivation on the part of Municipal Governments to face the challenges of growing urbanisation.

The key issues involved in an accountable, transparent and good governance are decentralisation, integration of the poor and the marginalised, environmental sustainability, mobilisation of municipal finance, civic involvement in urban affairs for better urban management and capacity building for efficient urban service delivery. The added responsibilities and functions within the domain ULGs call for their greater accountability to urbanites.

Urban Local Governments (Municipalities and Municipal Corporations), a part and parcel of the three tier system of
government in the country and which are now given a constitutional status under the Constitution (74th) Amendment Act, 1992 are not merely the providers of urban basic services but they are now full-fledged local self-government units which have to perform eighteen specific functions contained in the XII schedule to the Constitution. The role of the ULGs in organising and regulating urban life, therefore, has now become more dynamic and responsible one than before. The question before the stakeholders of urban management is as to how far the ULGs in India and particularly those in Andhra Pradesh are able to perform their functions, discharge their duties and exercise their powers to provide a good quality urban life to the best satisfaction of urbanites.

Transparency in urban governance connotes the conduct of public business in a manner that affords the public wide accessibility to the decision-making process and the ability to effectively influence it. To be transparent official business will have to be transacted and delivered at the local level with the sound knowledge of the beneficiaries. There should be no any hide and seek. Transparency in urban governance imparts greater accountability and integrity to the official machinery in the discharge of public functions. In a transparent administration the concern of the urban dwellers with all matters relating to local administration is much greater than the attention they would care to give to national and global issues. Transparency in urban local administration therefore has enormous potential to craft an inclusive city since, in a ULG, it is possible to foster, build and cement close relationships among various civic actors in a city.

Civic engagement in urban affairs provides transparency, accountability, equity and a more mature and wholesome city
functioning. In recent times several civic society organisations have risen with an urge to increasingly participate in the affairs of the city. This is a welcome development in urban life since it further promotes transparency and accountability in urban local administration, resource allocation, service delivery and monitoring, civic education and poverty alleviation. Civic engagement builds consensus and strengthens true democracy at the city level of administration.

Reforms in Urban Governance

Although the ULGs are local self-government units, the state governments exercise control over them which are legislative, administrative and financial in nature.

(1) Legislative Control

The legislative control is exercised by enacting laws; amending the statutes relating to urban local administration; through putting questions; and by issuing ordinances.

(2) Administrative Control

The State Government has the power to constitute, supersede and abolish a municipal council or corporation. It has the power to fix the strength of the elected body including reservation of seats to the Scheduled Castes, Scheduled Tribes, Backward Classes and Women; it appoints the officers of the ULG and transfers them at its will; it has the power to depute officers to supervise and to conduct of annual inspection of the ULGs; to modify, suspend or cancel the resolutions of the ULGs; it can remove the Mayor, Chairperson or any elected member of the ULG for specific reasons; it has the power to approve the bye-laws passed by the urban local bodies; it can direct as to any specific works to be executed in preference to others in public interest-this
power is often exercised through the head of the district administration.

(3) **Financial Control**

The Government exercises financial control chiefly under three heads: Sanction of municipal budget and approval of proposals for new taxes and rates; determination of criteria for release of grants; and audit of municipal accounts through the Local Fund Audit Departments of the State Governments.

It is clear from the above that although the municipal bodies are autonomous, the state government has a good deal of administrative control over them. It is, however, desirable that the state government exercises limited control over the ULGs to ensure that their autonomy is not affected.

Accountability and transparency must be given adequate emphasis in the Acts governing urban areas. The village committees constituted in Karnataka in the 1983 Act were intended to be a forum where accountability could be manifested. The concept of Village Committee (Gram Sabha) was expected to function quite effectively in transparency, accountability and participation, which enabled the citizens to ventilate their preferences and needs on development activities and the activities of the local bodies. They are the only channel for the citizens to communicate with elected members and officials. The accountability level depends on the measures employed to ensure it since there is a correlation between the institutional measures and accountability of representatives and officials in governance. Political orientation and social awareness among citizens contribute to the demand for accountability. People’s active
participation in local governance naturally enhances accountability in governance.

The widely prevalent corruption among politicians is an indicator for the low level of accountability in various spheres. Where peoples' representatives and officials are hand in glove in amassing earnings regardless of the means adopted, accountability in governance would inevitably and totally fail. Many elected members of Urban Local Governments consider their elective positions as sources of income and opportunities to make money through whatever the means. Hence it is absolutely necessary that a mechanism similar to the one established in Karnataka (Village committees) should be created in all Urban Local Governments in the country to serve as an effective means of accountability, duly providing for public audit of local government funds and records, accessibility of citizens to information on the activities of the local governments and active participation of citizens in all the decisions and activities of Urban Local Governments.

In order to bring about reforms in the functioning of Urban Local Governments to enforce an accountable administration, the Government of India has approved the National e-Governance Action Plan. The objectives of the plan are to keep the citizens informed of the local developments and provide basic municipal services such as registration and issue of birth & death certificates, payment of property tax etc electronically and so on. The key objectives of the e-Governance initiatives include:

- Provision of single window services to urbanites;
- Enhancement of the efficiency and productivity of Urban Local Governments;
• Development of a single and integrated view of ULG information system across all the ULGs in the state;

Provision of information management system relating to the municipal functions and plan schemes to enable effective decision-making etc.\textsuperscript{23} The Ministry of Urban Development, Government of India finalised a Model Municipal Law (MML) of India in October 2003 with the primary objective of implementing in totality the provisions of the Constitution (74\textsuperscript{th}) Amendment Act 1992 for empowerment of the Urban Local Governments and provide the legislative framework for implementing the Ministry's urban sector reform agenda. This initiative is expected to enhance the capacities of the ULGs to leverage public funds for development of urban areas as well as create an environment in which the ULGs can play their role more effectively with improved efficiency duly ensuring better service delivery.\textsuperscript{24}

B. Objectives of the Study

The primary objective of this study is to examine the functioning of the present Urban Local Governments in Andhra Pradesh, the reasons for their inability to come up to the expectations of the citizens, the changing role of Urban Local Governments in the present urban scenario and to study the measures to improve their performance so that a better deal for the urban dwellers could be ensured keeping pace with the requirements of fast urbanisation. The main thrust of the study is to examine the responsibilities of Urban Local Governments in their ever-changing role and the measures needed to enable them to fulfil their constitutional obligations.

In this study an attempt is also made to study the functioning of Urban Local Governments in India as they are at
present, the new responsibilities added to the urban agenda, measures required for generation of additional revenues, and the method of achieving transparency and accountability through active citizen-participation in the administration of Urban Local Governments, and suggest remedies for the sluggish functioning of Urban Local Governments.

From the perspective the following are the main points of study:

1. Urbanisation in the Country and in Andhra Pradesh and the effects of urbanisation;
2. Urban Challenges, Urban Governance in general and in A.P. in particular;
3. Urban Infrastructure needs for fast expanding urban areas;
4. The Management of Urban Development, Role of different stakeholders and Public-Private partnership in the management of urban development;
5. Resources Mobilisation, Revenue Enhancement and Property Tax Administration;
6. Measures to ensure transparency and citizen participation in decision-making and administration of Urban Local Governments and effective service delivery;
7. Urban Poverty and Poverty Alleviation programmes;
8. Training of urban managers for capacity enhancement for better performance of their tasks;
9. Structure of Urban Local Governments and the Department of Municipal Administration and Urban Development in A.P.;

It is necessary to examine the present functioning of the ULGs vis-à-vis the role they have to play hereafter in the light of the additional functions brought within the purview of the ULGs by the Constitution (74th) Amendment Act, 1992 so as to make the ULGs function to the best satisfaction of the urbanites. The study becomes relevant, particularly in the light of the ideals spelt out in the 74th CAA, 1992 which aims at making the Urban Local Governments perfectly perform eighteen specific functions which belong to the exclusive domain of the municipalities/municipal corporations. The emphasis is laid mainly on the study of urban administration as it is at present from practical point of view, requirements of urban local governments for better performance, capacity building of urban local government staff, planning for urban development, citizen-participation in the decision-making, augmentation of municipal revenues, devolution of funds for improving urban infrastructure to keep pace with fast urbanisation and finally to ensure the best satisfaction of citizens.

C. Limitations of the Study

The research study is mainly concerned about the functioning of the Urban Local Governments at present and the measures to revamp municipal administration to suit the present needs; measures required to enable urban areas continue their positive contribution to national product; the way the ULGs have to cope with the fast urbanisation instead of making efforts to prevent urban pull and rural push through lop-sided rural development; capacity enhancement of the ULGs to play their role effectively and efficiently in view of the inclusion of several new subjects in the purview of urban local administration.
D. Methodology

The data for the study has been collected from both the primary and secondary sources and also through administering a questionnaire. The data has also been collected from the available literature: books, pamphlets, magazines, newspaper clippings, Government Orders, Circulars-as well as from the opinions of political leaders and officials dealing with urban administration.

The methodology adopted includes a review of relevant literature on urban administration, practical study of the functioning of Guntur Municipal Corporation in Andhra Pradesh, a questionnaire on the citizens' satisfaction or otherwise with the services rendered by the Urban Local Government and deficits in urban basic services etc. The study is conducted through participant observation. On the basis of the close observations of the present functioning of the ULGs the researcher, as one connected with municipal administration, has formulated the objective of the study, besides quantifying the data on the basis of the categories framed for this purpose. Both qualitative and quantitative analyses have been adopted for study.

The study confines itself to the Municipal Corporation of Guntur mainly because the issues raised, problems encountered, challenges faced, and the solutions sought after are likely to be applicable to other similar Corporations and Municipalities in Andhra Pradesh. In this sense, this study is likely to be fairly representative. Questionnaire was administered separately to 160 knowledgeable citizens of Guntur city to assess their opinions on the performance of Guntur Municipal Corporation. Questionnaire was also administered to 80 officials of the Municipal Corporation to determine the degree of their satisfaction with their service
conditions to serve the public to their best satisfaction. These questionnaires can be seen in the Appendix.

The present study is mostly based on the practical study of the organisational structure of the Department of Municipal Administration & Urban Development in Andhra Pradesh, functioning of Urban Local Governments, the role they are playing in the changed urban scenario and analysis of their strengths, weaknesses, opportunities and threats and the measures required to be taken so as to ensure that Urban Local Governments function as full-fledged Local Self Government units. Andhra Pradesh has been chosen for the study since there is a well defined and well established municipal law in Andhra Pradesh and there are several welcoming developments in the state which can be emulated by other states. The study also endeavours to find out the lacunae in the municipal laws that have led to the miserable failure of Urban Local Governments in certain areas in delivering goods to urban dwellers.

E. Review of Selected Literature

Urban governance and accountability has not received adequate attention of researchers. It has rather been a neglected field.

Several books have been written on urban administration and functioning of Municipalities and Corporations, their relations with State Governments and the Central Government etc. but they have not dealt with the ways of ensuring the accountability of the ULGs to civic welfare. The reasons are not far to search. Urban Administration was not regarded as important a subject as Rural Administration in India till the 'seventies of the last century since the pace of urbanization was not so rapid till then. But during the
'eighties and 'nineties there was rapid urbanization due to largescale migration of people to select urban areas and forming settlements in search, particularly, of employment in the unorganised sector and perhaps a better quality of life. This rapid urbanization has brought with it several new problems to urban areas necessitating a better deal for urban dwellers and an accountable administration in all urban areas of the country. Urban Local Governments formerly were mainly entrusted with the responsibility of providing civic amenities like roads, drains, water supply, solid waste management etc. But the transfer of several subjects from the state to ULGs calls for studying in depth the accountability of Urban Loan Governments in the context of their functioning as State Governments writ small. The works on the ULGs published so far do not seem to have dealt with this aspect of 'Accountability.' They have not dealt with the civic actors and the factors responsible for the poor performance of Urban Local Governments and the measures to be contemplated to improve their performance to fulfil their constitutional obligations.

**Papers and Books Reviewed**

In the recent decades urban governance has received considerable attention from academicians, administrators, public representatives and scholars interested in the field of research. Their earnest efforts have been documented in books and articles. A few among them immediately relevant for the present inquiry are briefly reviewed here.

1. In *Management of Urban Development, Current Issues for Aid Donors*, a paper contributed by Richard Batley and Nick Devas for the seminar on 'The future of Urbanisation and the Role of British Aid,' University College of London, 24th February, 1988, the authors deal mainly with questions
of management by which the authors mean the organisation of policy-making and implementation, the questions of organisational resources (financial and human), organisational structures and procedures.

2. In ‘New Approach in Urban Service Delivery’ by Emiel A.Wagelin, paper published in CITIES, 1990, the author discusses several municipal management and finance improvement strategies initiated in South and South-east Asian region including India; from the initial experience with such strategies it attempts to identify common elements, constraints and critical factors for success, as well as suggest appropriate areas for support action.

3. In his papers entitled ‘Micro-Entrepreneurship As an effective Tool of Eradicating Urban Poverty and Unemployment: Lessons and Agenda for Reforms’, and ‘Providing Socio Economic Empowerment of the Poor for Grass Root Development’, B.Bhushan, former Consultant (Urban Renewal), Planning Commission and Economic Advisor, Ministry of Urban Development and Poverty Alleviation, New Delhi, discusses various issues relating to urban poverty laws, gradual reduction of urban poverty over the decades, economic empowerment of women through bank linkages, problems and solutions in bank linkage etc. The author makes valuable suggestions regarding the establishment of self-employment ventures for gainful employment to the urban poor.

4. In his paper entitled ‘Good Governance in Reduction of Poverty’ presented for the collection “Public Affairs and Governance: Challenges and Strategies” (ed. by Prof. R.Thandaran and published on the occasion of the Silver Jubilee of Anna Centre for Public Affairs, University of
Chennai, January, 2008), Dr.A.Gunasekharan (Reader & Head, Department of Economics, Sri Theagaraja College) discusses the poverty profile of India, the performance of various states in poverty alleviation programmes and essentials of good governance.

5. In *Restructuring of Property Tax Administration* M.A.Muttalib (RCUES., Hyderabad, Sterling Publishers Pvt., Ltd., New Delhi, 1985) and Mohd. Akbar Ali Khan examine various issues relating to property tax administration and attribute the inability of property tax administration to keep pace with the growth of urban incomes or property values to "inadequate assessment practices, lack of expertise for valuing urban properties, problems of collection and enforcement, the tax payers' resistance to tax revision and political unacceptability of the refinement of the tax." They have examined, in this book, the existing system of property taxation along with the survey of various reforming efforts, governmental and academic, and recommend the basis for assessment pattern, revenue yield, administrative simplicity and equity of tax burden and explore other components of property tax to provide a perspective for restructuring assessment.

6. V.Jagannadham and N.S.Bakshi have confined themselves to the study of various aspects of assessment, levy and collection of property tax in Delhi Municipal Corporation only in *Property Tax Administration*, Indian Institute of Public Administration, IP Estate, Ring Road, New Delhi, 1971).

7. *Urbanisation, Urban Development and Metropolitan Cities in India* (Concept Publishing Company, New Delhi, 2007) is collection of articles by Dr.V.Nath, former Chief of Urban and Regional Planning at the Planning Commission.
The book discusses myriad aspects of urbanisation and metropolitization with special emphasis on trends and reasons for rapid urbanisation; emergence of urban areas as priority areas of urban growth; role of cities as vehicles of economic growth and modernisation; urban poverty and growth of slums. The discussion also focuses on lack of urban renewal, half-hearted implementation of the plans for growth of urban areas, politicisation of urban local governments, and insufficient investment for expansion in the provision of urban basic services.

8. *Dynamics of Municipal Administration* (Abhijeet Publications, Delhi, 2005) by Sharda Chopra discusses the reasons as to why urban local bodies in India have not acquired as much strength as their counterparts in other democratic countries despite the fact that local self-government in India has been very long. The book focuses on the powers, functions and duties of Urban Local Governments and the main thrust is on the functioning of the four big Municipal Corporations of metropolitan cities of Delhi, Kolkata, Mumbai and Chennai.

9. *Urban Development, New Localism* (Rawat Publications, Jaipur, 2005) by Sudha Mohan is mainly concerned with urban development and new localism with special reference to Mumbai. The book regards urban development as development taking place in the urban realm with special emphasis on people-centred development. The author opines that urban development received scant attention both in the policy pronouncements, programmes and plans made after independence. The study stresses that urban development lends itself to sustainable cities, when government collaborates with the people through their civil society
organisations to bring about a positive and sustainable change. The study emphasises the inter-connectivity between civil society actors and government at all levels.

10. *Urban Regeneration* edited by Peter Roberts & Hugh Sykes (SAGE publications Limited, London, 2000) deals with all aspects of urban regeneration right from the context of evolution, definition and purpose of urban regeneration to the physical and environmental aspects and urban infrastructure.

11. *Urban Government and Administration* (edited by M.A.Muttalib and Umapathy, N., Regional Centre for Urban and Environmental Studies, Hyderabad, 1981) is a collection of views expressed by several experts on urban administration taking into consideration various aspects of urban administration in the present day urban scenario.


13. In *Urban Administration in India* (Serials Publications, New Delhi, 2008), U.B. Singh stresses the importance of urban administration which have attracted the attention of policy makers, planners, administrators and academicians in recent times in view of the concentration of population in larger urban areas which has resulted in an urban chaos. He describes how the uncontrolled, unplanned and haphazard growth of urban centres has led to greater pressure on urban services, mushrooming of habitations with inhuman surroundings, air, water and noise pollution; how the institutional mechanism has failed to cope up with the deteriorating urban situation and the related issues. He
regrets that the people are vocal and demanding but less responsible and civil and concludes that this irreversible trend of urbanisation warrants sustainable interventions and makes an assessment of the strategies for administering the urban areas in the country.

14. *Urban Local Self Government in India* by R.N. Prasad (Mittal Publications, New Delhi, 2008) mainly deals with the need to establish urban local self-governments in the three states of Mizoram, Meghalaya and Nagaland where urbanites have no participation in the decision-making and implementing process despite the fact that urbanisation in these states is faster in creating complicated human problems, and where the state governments have not yet implemented the provisions of the Constitution (74th) Amendment Act, 1992. Thus, democratic decentralised governance and planning process have not commenced in these states. The book emphasises the functions of State Governments and Urban Local Governments as partners in a common endeavour to improve the living conditions of urbanites. The contributors are mainly concerned with policy insights into the dynamics of urban local governance. The volume deals with the dynamics of urban local governance system and in identifying solutions to the issues and problems concerning effectiveness in the urban governance system.

15. *Local Governance in India, Decentralisation and Beyond* edited by Niraja Gopal Jayal and others (Oxford University Press, New Delhi, 2006) analyses the complexity of local governance in contemporary India. The contributors opine that there is more to local governance today than focus on decentralisation. The contributors stress the continued
domination of bureaucracy and local elites over elected local bodies and the persistence of rent-seeking in development works.

16. *India Infrastructure Report 2006, Urban Infrastructure*, 3i Network (Oxford University Press, New Delhi, 2006) is a substantive report produced by 3i Network on infrastructure development in India. The study examines in detail the governance structure of urban local bodies. It is a comprehensive coverage of micro level perspectives by bringing in urban basic services such as water, sewage, municipal solid waste management, primary education and health. The study critically evaluates how accelerated urban infrastructure development is possible through the implementation of Jawaharlal Nehru National Urban Renewal Mission. The study analyses the development of urban infrastructure during the last two years; governance structures required to improve delivery of urban infrastructure services; municipal finance as it exists at present and the expectations in the near future; monitoring infrastructure development and energy management through the use of state-of-the-art technology; measures required to provide suitable and affordable local transport; basic civic amenities and services in urban areas; urban environmental pollution and methods which can be implemented for green accounting. The study captures the developments in deferent compartments of urban infrastructure and analyses the reasons for the irregular pace of development and issues that have helped in accelerating or impeding the growth.

17. *Inside the Transforming Urban Asia, Process, policies and Public Actions* edited by Darshini Mahadevia (Concept Publishing Company, New Delhi, 2008) is collection of
articles on the rapid ongoing transformation in Asian cities when Asia is economically developing. The contributors deal in detail with urbanisation in Asian countries, metropolitan employment in Indian cities, major urban issues and priorities in Ahmadabad and Bangalore, financing urban development in Delhi city, basic infrastructure in cities, urban renewal in certain Asian cities and the related issues. The book mainly deals with the transformation process and the contestations and resistance by those getting adversely affected by the changes in urban space. The authors look into the changing economic base and increase in income levels, real estate development and other growth related changes occurring in cities due to globalisation of their national economies, and the largescale changes taking place in Indian cities. While there are dramatic changes in the urban environment of Indian cities and improvement in urban infrastructure, there are also exclusions observed and increase in inequalities. The book also deals with spatial segmentation and land policies as a consequence of real estate lobby's pressure or real estate based economic growth policies, role of State and the changing methods of governance.

18. **Urban Local Government** by U.B. Singh (Rawat Publications, Jaipur, 1997) deals with urban local administration in the four states of Bihar, Madhya Pradesh, Orissa and Uttar Pradesh. The book discusses the main aspects of municipal administration in these states. The book provides a comparative picture of various provisions of the respective municipal laws in these states. A large number of reforms were witnessed in free India which depended on the financial resources of the urban local governments in the
country. The challenges that emerged due to rapid urbanisation and the characteristics there of led to the need to strengthen and revitalise the whole system of urban local self-government. The result of it was the Constitution (74th) Amendment Act 1992 which brought about a revolutionary change in the urban administration in the country. The book gives an interesting historical overview of local self-government in India commencing from the Mauryan period till date dividing the history of local self-government into seven (7) phases: (1) up to 1882; (2) from 1882 to 1919; (3) from 1919 to 1935; (4) 1935 to 1947; (5) 1947 to 1988; (6) from 1988 to 1992; and (7) from 1992 onwards.

19. *Sustainable Cities* edited by David Stutterthwaite (Earthscan Publications Ltd., London, 1999) deals with how urban development can be made compatible with sustainable development goals. The book deals with a diverse range of published articles and extracts from books which cover the key issues on sustainable development of cities. The main focus is laid on environmental justice, health, transport, industry, planning, designing with nature and waste management. The authors discuss how best to assess, measure and monitor progress towards the achievement of sustainable development goals. The book also includes certain case studies of cities with innovative sustainable development plans. The articles are informative, useful, stimulating, interesting, and relevant.

20. *Urban Management* edited by Nishit Rai and Urmila Bagga (New Royal Book Co., Lucknow, 2006) is a collection of twelve articles authored by different contributors which cover various issues on urban administration based on four important themes relating to implementation of Constitution.
(74th) Amendment Act 1992 that include: (i) Conformity legislation in States; (ii) Expanding functional domain or urban local governments and devolution of financial powers; (iii) Capacity building of urban local governments; and (iv) Urban Infrastructure and delivery of services. The articles discuss various aspects of urban administration and management and suggest a reform agenda that needs to be implemented in all Urban Local Governments to achieve the ultimate objectives of good urban governance.

21. Hugh Tinker's *Foundations of Local Self-Government in India, Pakistan and Burma* (London, Althone Press, 1954) is the author's doctoral thesis prepared at the School of Oriental and African Studies, London wherein the author opines that the local authorities failed to perform their functions properly, mainly due to two reasons: one, failure of British and Indian leadership; and two, other adverse reasons like property, social influx and economic disorders. The book is one of the earliest research works on local governance and administration.

22. The D.Litt thesis of R.Argal's *Municipal Government in India* (Allahabad, Agarwal Press, 1955) is a detailed study of Municipal Government in the country in which the author makes a detailed study of the origin, development, organisation, finance and functions of Urban Local Governments. He describes municipal administration as maladministration. He enquires into the reasons for the general disability of the Municipalities and offers certain suggestions for improvement.

All the above works have dealt with various aspects of urban administration but pay only scant attention to the accountability aspect. The topic of the present study is, thus, a totally fresh one.
The Urban Local Governments in India should be so organised as to enable the beneficiaries of urban development become active participants in decision-making in all local affairs and contribute their share to the smooth and efficient conduct of local administration. Although the available literature has been reviewed to the extent necessary, relevant information for the study is mostly drawn from the feedback of citizens and Public representatives in select Municipalities and Municipal Corporations through a questionnaire distributed among them.

The central concern of the present study is to discuss the new urban challenges in the ever-changing urban scenario, to find ways of meeting them and find solutions for the problems created by them, and to ensure an accountable and transparent administration in Urban Local Governments duly encompassing the active participation of all stakeholders as well as beneficiaries of urban development and efficient urban management. The present study aims at examining 1) the new urban challenges the urban managers have to face, 2) various possible sources of income to Urban Local Governments and the extent to which they could be tapped 3) the financial gap between requirement and sources and the ways to search for additional resources, 4) urban infrastructure needs for a burgeoning urban population 5) urban poverty alleviation programme through skill upgradation and employment in the unorganized sector, 6) the functioning of Urban Local Governments and capacity enhancement of the municipal staff for ensuring better performance and enforcing a citizen-friendly administration that best satisfies the urban dwellers.

CHAPTERISATION

The thesis is broadly divided into eight chapters excluding Introduction.
The Introductory chapter gives an introduction to the subject and deals with an overview of the subject, states the theme chosen for enquiry and the methodology adopted and the data base for the study. The first chapter analyses urbanisation trends and issues related to fast urbanisation and urban challenges.

The second chapter describes the general features and functioning of the ULGs in the country in general and in A.P. in particular, their role in the fast changing urban scenario and the measures required for their better performance.

The third chapter discusses the Infrastructure requirements of the burgeoning urban population and expanding urban areas, public-private partnership in the development and maintenance.

The fourth chapter examines the existing sources of income to the ULGs, devolution of funds from central and state governments, generation of local revenues and other issues relating to Urban Finance.

The fifth chapter defines accountability and transparency, grievance redressal methods and efficient service delivery.

The sixth chapter is a detailed description of the various Urban Poverty Alleviation initiatives in the country in general and in A.P. in particular and employment generation in the unorganised sector.

The seventh chapter makes an assessment of the training needs of the ULGs and their staff for Capacity Building, institutional building and exposure to best practices.
The eighth chapter gives a summary of the argument and the conclusions drawn. It includes the observations made, inferences drawn and gives suitable suggestions for improving the accountability of urban governance.
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