CHAPTER-II

A BRIEF HISTORY OF THE GROWTH OF URBAN GOVERNMENTS IN INDIA

In the words of Professor M. Venkatarangaiya, by local self government "the administration of a locality, a village, a town, a city, or any other area smaller than the state by a body representing the local inhabitants, possessing fairly large amount of autonomy, raising a part at least of its revenue through local taxation and spending the proceeds on service which are regarded as local and as distinct from state and central services" In the words of G.D.H. Cole, the expression, local government signifies a government, representative of local inhabitants, more or less autonomous in character, instituted under state legislation, in a village, a district, a city or in urban areas to administer local service as distinguished from state and central services.

Local Government in the urban or rural form are here to stay. The need for local government was realized even in the ancient times. Local institutions in ancient Greece, China and India, played a vital role in the socio economic life of the people. One of the marked features of ancient Hindu civilization was the remarkable development of associated life that grand independently of king dorms and yet achieved completeness in different spheres of life. Different spheres of life like religion, learning, politics, civics and economics; organizations grew up on a democratic basis with natural respect and tolerance for the betterment of national life. Urban Local governments in fact played a vital role in this.
Professor M. Venkatarangaiya is of the opinion that the local self-government bodies in those days were far more real, for more widespread and far more successful than during British rule.

In the years before independence, the term Local self government was used for Local government because India there was never the suzerainty of kings or emperors over these of self governments either at the central or at the provincial level. It was only after the British Government decided establishes these on a statutory basis allowing or permitting to Indians in administering local affairs, that the essence of self-government for the people was realized. Hence, the term, Local Self-government was meaningful at that time but now the word self has become redundant as the country enjoys self-rule at all levels. The term Local Government and not the term ‘Local Self Government’ is used in entry 5th of the list II of the Seventh Schedule of the Indian Constitution. Nevertheless, both the terms ‘Local government’ and “Local Self government” are used interchangeably. Distinction is made between the two terms: (1) Local Government and (2) Local Self Government Local Government means the power to determine and execute measures within a definite area but over the whole state. However, the term Local self Government means that the local institutions should have the freedom “to decide and act” G.M. Harris observes that the term ‘Local Government’ may signify (1) the government of all parts of a country by means of local agents appointed by and responsible only to the central government, and (2) the government of local bodies are subjected to the supremacy of the state government, and are endowed, in some respects, with power which they can exercise without control over their decisions by the higher authorities.
Thus, term ‘Local Government’ or Local Self Government’, means the government of elected local bodies which are endowed with power, discretion and responsibility to be exercised and discharged by them without control over their decisions by any other authority. Their actions are, however, subjected to the supervision of the national and state governments.\(^5\)

Local government is an important component of every system of governmental system irrespective of its political form of governance. It is recognized and created under law for the management of local affairs by the concerned governments in a given geographic boundary. Local government is a realization of Decentralization concept like other levels of government. Local government embraces the principle of sharing power, among the totality of its residents. It also embodies authority in relation to local residents but unlike other levels of government, its authority is Jurisdictional in content. The jurisdiction of local government is limited to a delimited area and its functions largely relate to the provision of civic amenities to the population within its jurisdiction. It is subordinate to the state or provincial government which exercises control and supervision over it. Under certain circumstances, the state government can suspend or dissolve a local government.\(^6\)

The local government derives its power and authority, no doubt, from the central government in a unitary state and from provincial government in a federal state and is subordinate to it. Though it is subordinate to the authority that creates it, the local government has certain amount of independence of action within the limits
that are set for it. Within a framework of its autonomy, it exercises authority in the field of local taxation in order to raise the required money for rendering the local services like supply of water, sanitation and other public amenities. Thus, the local government refers to the operations of corporations, municipalities, district boards, panchayats, and such other bodies entrusted with the execution of functions relating to and concerning the residents of a given area or locality. Hence the study “The working of Belgaum municipal corporation 1986-1996.

According to William A. Robson, Local Self Government may be said to involve the conception of a territorial, non-sovereign community possessing the legal right and the necessary organization to regulate its own affairs. This in turn presupposes the existence of local authority with power to act independently of external control as well as the participation of the local community in the administration of its own affairs.

As an urban local body, “A municipal corporation is defined as a body politic and corporate, established by public law, or sovereign power, evidence by a charter, with defined limits and a population, primarily to regulate the local affairs of the territory and secondarily to share in the civil government of the state in the particular locality” Charles, S. Rhyme, remarks that the essential and distinguishing characteristic of the municipal corporation is its, duality of purposes, namely, (1) to assist in the government of the state as an agent or arm of the state, and (2) to regulate and administer the local affairs of the area incorporated for the benefit of the
Thus, the municipal corporation refers to a unit of government which acts as an agent of the state and serves the local community.

**Development of Municipal Governments in India**

Municipal government plays a fundamentally important role in the social, economic and cultural life of a nation. It provides public amenities and services which are necessary for the healthy living and welfare of the individual and the community.

The problem of failure of water supply, breakdown in the sanitary services etc., are not only a source of inconvenience but can also seriously dislocate the social and economic life of the people. Thus, municipal governments provides services without which no civilized life can be possible in the city.

Thus, its working affects the life and activities of the people more immediately and closely than the administration at the higher level. Health, happiness and progress of the people depend, to a large extent, on the efficiency of municipal administration. The efficient municipal administration in the countries like U.K. and USA has been able to reduce the death rate and infant mortality rate, It has almost eradicated cholera plague and small pox. It has helped in spread of education far and wide.

But in a country like India which is committed to progressive industrialisation, the growth of urban centers of population is bound to be fact. If it is not properly controlled, it leads to growth of slums and problems. The administration of these
urban areas forms an important part of the state administration. No state can really be well administered in which the municipal governments are inefficient and corrupt. It would be the most and the highest valuable services of the community, if we devote our time for the betterment of city life. The city looms large upon the horizon of civilization. Scarcely a civilization has existed which has not been based upon the city.

As Henry Drummond remarked, "he who makes the city makes the world, it is true that cities make men." Similarly, Aristotle rightly remarked, "men cannot be great unless our cities are great". City life "creates new economic activities, new political ideas and ideals, new forms of social intercourse, new possibilities of interchange" of ideas.

The progress of the arts and sciences, the development of the essentials of civilized life, and indeed, the spread of civilization over the globe are, in large part, the result of the cultural have provided by the city. It is the city that, in Victor Hugo's graphic phrase, contains the vital juices of society.

Eugene Macquillin, asserts that "the chief advance in all lines of human endeavor has been through the nurture and growth of urban life. The leading city has ever been the type of culture. The urban community has played the chief part in human affairs, and has in greater measure than any other factor, determined the destiny of the human race. The city has been the dominating influence in directing the course of history".
The municipality, which manages the affairs of city, is a significant feature of our life. It is the sole repository of the legal wills of the community, and without its activities, the life in the city would be well nigh intolerable.

The municipality as an instrument of regulation. It was rather the product of a gradual evolution in response to the changes in the condition and character of urban society. Originally, its functions were devoted to municipal services such as law and order and fire protection, but as society became more complex, its activities were enlarged to cover a wide variety of services.

Having discussed about the importance of municipality let us understand the growth of municipal government in India.

The excavations at Harpa and Mahenjodaro revealed that a highly developed urban civilization existed in the ancient past in India and that the cities had their councils, which were elected bodies. In other words of the administrative council of the city was modeled upon that of village communities. Thus, India today in one of the earliest civilizations that can of local governments in the world.

However their vitality was lost during the middle ages owing to their inherent defect and external conquest. Yet the spirit of self-government survived through the ages till it was reconstructed under the influence of western political thought and practice in the later half of the 19th century.
It may also be pointed out here that local government contributes to the strengthening of democratic institutions in a number of ways.

1. Policies can be best formulated and executed by local officials who are close to the people.

2. It gives opportunities to the public scrutiny of official actions and,

3. It facilitates decisions and promotes personal identification in the individual with the local units of government, which cover a small area.¹³

D.G. Karve, in introductions to a report of a seminar refers to the utility of local bodies as, 'a base for popular government at all levels and in all respects'.¹⁴ Former Prime Minister Pandit Jawaharlal Nehru had underlined the need for the local government as it could develop in the people the spirit of self reliance and new thinking of the new ways and understanding of the world.¹⁵ Lord Rippon observed, municipal institutions were desirable as an instrument of political and popular education, through which the people of India could be trained to take an intelligent share in the administration of their own affairs.¹⁶

Frank, Moraes, a biographer, supported the contention of Havell and wrote, "Democracy was no exotic growth in India and centuries before the advent of British or Mughal rule, the stress was on self governing institutions and corporate life."¹⁷

However, municipal administration in India in the modern sense is of recent origin Madras was the first city to have municipal corporation. Gradually,
corporations were established in the other presidency towns of Bombay and Calcutta. The municipal government outside the presidency towns was first introduced by the Act of 1842 which was applied in Bengal. This was modified by the Act of 1842 which was applied in Bengal. This was modified by the Act of 1850 and became all India affairs.

The real foundations of modern system of municipal government were laid by the British particularly after the transfer of power from the East Indian Company to the Crown in 1858. The prime considerations which promoted the British to establish local government institutions in India were (a) Paucity of finances of the Imperial power, (b) administrative problems due to the large size of the country, and (c) the need of providing relief to the District Officer from some of the details of his work. The policy of decentralization, which started during Lord Mayo between 1860-70 with his famous Lord Mayo's Resolution of 1870 on Financial Decentralization, was the beginning. The Resolution embodied the first systematic attempt to make provincial governments responsible for the management of their own local finance. It was hoped that, "the operation of this resolution in its full meaning and integrity will afford opportunities for the development of self government, for strengthening municipal institutions and for the association of natives and Europeans to a greater extent than heretofore in the administration of local affairs."

In Pursuance of this policy, several Acts were passed which not only extended the collective system but also enlarged the powers of the municipal bodies to some extent. In fact local self government as a conscious process of administrative
devolution dates from this resolution. Lord Rippon's Resolution of 1882 is rightly called the Magna Carta of local self government in India. Though considerable progress was made since 1870, both in number and usefulness of municipalities, the progress was uneven. Hence, Lord Mayo's policy on local self government was reviewed in 1881. on 18th May, 1882, Lord Rippon, who is acknowledged as the father of local self government in India, issued a historic resolution.

It aimed at fulfilling the national urge for self government, meeting the growing demand for political and social justice and making local government as instrument of political and popular education. Three broad principles were laid down for the guidance of provincial government: that they should maintain and extend throughout the country a network of local government institutions. That they should introduce into these bodies a large preponderance of non official members, and They should exercise control over these bodies from without and not form within.

The underlying intention of the resolution was evidently to give the people a more real and meaningful share in the management of local affairs.

The emphasis was laid on self government aspect. An Indian historian rightly remarked, "Lord Rippon's reform of local self government which soon took firm root in India and became the ground work of democratic institutions in higher spheres". But unfortunately, these principles of resolution could not be put into practice completely.
The leaders did not involve themselves in the development of civic amenities, but utilized the local institutions to agitate for national freedom. In 1906 a Royal Commission was appointed to study and report upon the progress of decentralization in India. The commission pointed out various reasons for the failure of municipal boards. They were (a) the head of the District Administration i.e., the Deputy Commissioner, dominated the local self government; the official control was meticulous and rigid (b) the electoral principle was not based on adult franchise, (c) financial autonomy was hardly conceded to municipal bodies and (d) the caste ridden people did not develop loyalties to the local bodies. They showed allegiance to caste or religious groups than the local bodies.

Hence municipal government did not find congenial soil in the country. Therefore, for the effective functioning of Municipal Boards, it made the following suggestions: that The chairman should be an elective non-official; that a majority of members should be elected non officials; that municipal executive should be strengthened by competent chief officers; that all cities with a population of 1,00,000 and above must have executive officers; that all towns with a population of 20,000 and above should have qualified Health Officers, and; that Larger municipalities should be given greater powers. These recommendations were given consideration by the Lord Harding's government, which issued a resolution in 1915, favoring changes in the structure and functions of local bodies.
But the introduction of communal electorates as the basis of election to municipalities impeded the healthy development of local self-government on secular lines. It proved a serious hindrance to the development of self-governing principles.\textsuperscript{26}

The Mont Ford Report was guided by the principle that "there should be as far as possible complete popular control in local bodies and the largest possible independence for them from outside control."\textsuperscript{27}

In pursuance of this resolution, the government of India issued a comprehensive resolution.\textsuperscript{28} It embodied certain basic principles intended to establish complete popular control over local bodies, democratization of the electorates and the composition of local bodies and a measure of emancipation from outside control as warranted by the local circumstance.

Professor Rushbrook contended that this resolution "placed in the forefront of the objects of local self-government, the training of the people in the management of their own affairs and laid down a clear cut form the doctrine that political education must take precedence over departmental efficiency."\textsuperscript{29} With the introduction of diarchy after the passage of the Government of India Act, 1919, the local self-government was transferred from bureaucratic hands to those of elected ministers in all provinces.

As a result, the overall responsibility for the functioning of the local bodies was no longer to rest with the district officers and they ceased to be the chairmen,
they retained general supervisory control over them. The popularly elected members established councils and executive authority was entrusted to the chairman.

Thus, the approach was more liberal and there was a deliberate attempt to give the local bodies greater freedom from outside control.  

However, the working of urban local bodies during the period of diarchy was neither a complete failure nor unqualified success.

In the words of the Simon Commission “in every province, while a few local bodies have discharged their responsibilities with undoubted success and others have been equally conspicuous failures, the bulk lies between these extremes”.  

In fact, laws passed during this period failed to prescribe an effective administrative structure based upon administrative efficiency and public accountability’s Deliberative and executive functions were combined in the hands of elected representatives, but a proper organization of municipal employees into well trained and properly recruited services was not attempted.

Communal bickering and caste dissensions had a marked impact on municipal administration during this period. They not only impaired the efficiency of municipal administration, but also tended to prevent the employment of suitable persons in administrative posts and obstructed the development of a sense of common citizenship.
Besides, the two main requisites of successful local government viz., “a high sense of duty among elected members and a proper civic spirit among those who elect them, were more often absent than present”. According to Jawaharlal Nehru, many of the failings of municipal bodies were due to the hybrid framework within which they had to function.

It was neither democratic, nor autocratic. It was a cross between the two and had the disadvantages of both. Lack of administrative experience among elected members, untrained managerial personnel and want of expert guidance also contributed to the failure of municipal bodies during this period. The inauguration of provincial autonomy in April, 1937, under the Government of India Act of 1935, gave further impetus to the municipal government.

Dyarchy was abolished and the popularly elected ministers were entrusted with full responsibility at the provincial level. Local government was classified as provincial subject. Popularly installed ministers were expected to fare better, but the circumstances like the occurrence of world war II and keenness of the Congress to absolve itself from the responsibility of fighting for others, forced the ministers in the congress ruled provinces to resign after the lapse of two years. It was a setback to the development of local government both in urban and rural areas. After 1947, it was realized that the local self-government would play a vital role as the chief architect of community making and the base of the democratic pyramid in our country.
As a result, the work of local self governing institutions was taken up in all the provinces to democratize the local bodies by abolishing the practice of nomination and introducing the principle of adult franchise.

**Constitution and Local Governments**

Under the Constitution of 1950, the establishment of local government is the responsibility of state government. Entry 5 in the state List provides for the establishment of local government by the state government. Thus, the on us for stimulating the municipal bodies animating them to grow as local self government institutions falls primarily on the state government. In accordance with constitutional provisions, many legislative enactments were made to reorganize the structure of urban local government institutions in various states, beginning with the Orrissa Municipal Act of 1950. this was followed by the Jammu and Kashmir Municipal Act of 1951, the kerala Municipal Act 1956, the Rajasthan Municipal Act of 1959, the Assam Municipal Act of 1964, Belgaum Municipalities Act, 1964, and Karnataka Municipal Corporations Act, 1976, Karnataka Municipal Corporations Act, 1994, etc.

Municipality acts have been recently enacted in the states of Gujarat, Andhra Pradesh, Maharashtra and others to unify and rationalize different laws in force in those states after the reorganization. The idea of common or single act for municipalities was welcomed by the Rural Urban Relationship Committee. The main trends and features of these legislative enactments can be summed up as under. Adult franchise has replaced limited franchise in local bodies in all the states.
Communal representation has been done away with and joint electorates have been substituted for separate electorates. The Uttar Pradesh Amendment Act of 1952 and Madya Bharath act of 1954 provided for the direct election of the chairman of the Municipal Boards. However, the system failed and both the states returned to the practice of indirect election of the chairman/president of the Board. Attempts were made to strengthen the chief executive by vesting him with specific powers under the Acts or rules, and by providing for the appointment of Executive Officers where there was none. Attempts have been made to regulate the appointment, promotion and disciplinary control of the municipal staff and to adopt the practice of making certain appointments on the recommendations of the public service commission, there is an increasing tendency to make provisions in municipal acts for creating state cadres of municipal employees, particularly for executive officers, engineers, accountants, health officers, and so on.

Another notable feature of this period was the deliberations in much conference to consider various matters relating to local bodies of the country. In 1948, a conference of local self-government ministers of provinces was held under the chairmanship of the union ministers of health.

In his address the prime minister said, “Democracy at the top will not be a success unless it is built on this foundation from below”. The conference of ministers for local self-government accepted the scheme of provincialisation. On the recommendation of this conference Local Finance Enquiry Committee was appointed which published its report in 1951. Subsequently, many such local self government
enquiry committees were appointed in several states to suggest means of improving local bodies. On the recommendations of the Second Local Self Government Ministers Conference in 1954, the central Council of Local Self Government was constituted. It consists of the Union Minister for Health as its chairman and the local self government ministers of all the states of India as members. This council meets every year to assess the working of municipal administration and make suggestions to improve the situation from time to time.

In most of the states, other associations connected with municipal local bodies have also emerged. At the all India level, we have the Federation of All India Local Authorities. In the words of Dr. Argal, “the conferences and discussions of these associations have been helpful in awakening the consciousness of the people and governments to the problems of local bodies”. 35

The ministry of health has also been organizing annual conference of municipal corporations to appraise common problems of local authorities. In other words, efforts have been made to bring about certain amount of uniformity in the urban administration throughout the country. Besides, a number of central committees and commissions have been set up from time to time to suggest ways for streamlining the local government structure in the country. The Local Finance Enquiry Committee (1951), to recommend steps for the improvement and stabilization of local finances, the Taxation Commission (1953-54) for making recommendations on municipal taxation, The Rural Urban Relationship Committee (1966), for defining the structure and functions of urban local bodies and their relationship with Panchayat Raj
institutions as well as for making recommendation for the more efficient and effective functioning of urban local bodies. The Committee on the Training of Municipal Employees (1963) to give different kinds of training to the municipal employees in order to make them more efficient in discharging their duties, The Committee on the Services Conditions of Municipal Employees (1968) to provide good conditions of work and privileges to the municipal employees, The Committee on Budgetary Reform in Municipal Administration, (1974) to improve the financial resources of municipal governments. The Study Group on Constitution, Powers and Laws of Urban Local Bodies and Municipal Corporation (1982), to bring about changes in the organization and powers of the municipal corporation, and many central committees for the Augmentation of Financial Resources of (Urban) Local Bodies, have also been appointed from time to time for effecting improvement in urban local government. In the states also various committees and commissions have been appointed for looking into the problems of municipal administration and recommending measures for its improvement. However, the states in India have not been enthusiastic about effecting substantial improvement in urban local government, despite occasional providing by the central government.

In Pre independence era, the term Local self government was used for Local government because India did not enjoy any self government either at the central or at the provincial level. After the British Government decided to associate Indians in administering local affairs, it meant a slice of self-government for the people. Hence, the term, Local Self-government was meaningful at that time but now the word self has become redundant as the country enjoys self rule at all levels. The term Local
Government and not the term ‘Local Self Government’ is used in entry 5 of list II of the Seventh Schedule of the Indian Constitution. Nevertheless, both the terms ‘Local government’ and Local Self government are used interchangeably.

Apparently, there are five types of urban local bodies in India; but only Municipal Corporations and Municipal Councils (City and Town Municipalities) may be considered as full-fledged representative urban local bodies. Cantonments Act governs the Cantonment Boards, 1924, which is a central legislation. They are still controlled directly by the central legislation.

They are still controlled directly by the central Ministry of Defence. Each such board consists of partly elected and partly nominated members. Its key officials are drawn from the armed force on an ex officio basis.

The Notified Area Committees, at present function in 9 states. They include Bihar, Gujarat, Haryana, Madhya Pradesh, Karnataka, Punjab, Jammu Kashmir, Uttar Pradesh and Himachal Pradesh. They are in areas which are fast developing as new urban areas, but which are not yet ripe for municipalization. The members of these committees are all nominated by the state governments, which vest them specific powers in accordance with the provisions of the prevailing municipal acts. The town Area Committees exists both in states and union territories. In seven states they are functioning. They include, Assam, Kerala Madhya Pradesh, Uttar Pradesh, Jammu Kashmir, West Bengal, Himachal Pradesh.
The members of the Town Area Committee are usually nominated or partly nominated and partly elected. Generally, such committees are established in small towns and they are entrusted with limited local functions. The fate of the Town Area Committee is today in a state of flux due to establishment of Panchayat Raj Institutions in rural areas.

However, in the recent period, there is a noticeable trend in favor of making it a part of the rural government. The Municipal Councils are governed by the Municipal Acts of the states. They are commonly found in urban areas. They are an integrated structure. The chairman who is the head of the deliberative wing the council is the chief executive. The trend in almost all the states is towards making statutory provision for the appointment of executive officers who are made responsible for day to day administration.

Municipal Corporations, the top most urban local governments, are usually found in the principal cities with a population ranging between 2 lakhs to 5 lakhs. It is estimated that there are about 73 municipal corporations in the country.

Any understanding of the growth of Municipalities in Karnataka cannot be done without its historical background. It is desirable to familiarize ourselves with the significant details the early history of the growth and development and working of these municipalities in Karnataka. Karnataka has its name mentioned even in the Mahabharatha. The great king Ashoka sent a missionaries to Mahisha Mandala (Belgaum) in the 3rd century B.C. to proclaim the religion of the Buddha. Raja Raja
Chola, A Chola Prince ruled over the state and a large area of Madras Presidency and Ceylon in the 9th century A.D. Gangas were ruling over this territory in between 1003 and 1022 A.D. The Cholas, Hoysalas, Vijayanagar and Wodeyar kings ruled over this state in a succession. Karnataka city is one of India’s prime urban centers in India. The State is famous for its aesthetics, rich cultural and architectural heritage, colorful festivals, magnificent mansions, myriad lights, wide and clean roads and enchanting parks. Lilting melodies of Karnataka music, rustle of the Belgaum silk, the delicate aroma of sandalwood and the ambience of a princely city with places, shopping malls and planned markets reveal the palpable impress left by its progenitors, the famous Wodeyars of Belgaum and their illustrious Dewans. This is internationally Known on the silicon alley today.

**Belgaum Study Area**

The name of the state Belgaum is etymologically rooted in reference in edicts and inscriptions such as “Mahishapura” and “Mahisoru”. It was only in 1499 A.D. that the city acquired its present name when Raja Wodeyar (1578 to 1818 a.d.) Assisted his independence from the Vijayanagar viceroy Belgaum became the capital of the Wodeyar Dynasty. Belgaum with its hoary past and impressive scenic beauty is today famous as a picturesque beauty. When it was decided to involve citizens in the administration of civic bodies the government of India issued an order in April, 1961 regulating the participation of citizens in the city improvement activities of the state at the local level. This paved the way for the installation of municipal committees temporarily for Belgaum and Bangalore on experimental basis on 8th July,
1962, This was done for the first time in accordance with the Government of India Act, XXVI of 1850. The then Committee was headed by the superintendent of Ashtagrama Division consisting of five officials and another five non official members nominated by the government. This committee had no statutory powers but was only consultative in nature. “In 1871, the British Commission, which was then governing Belgaum promulgated a regulation giving statutory powers to the Municipal Committees on a legal basis. This statute formed a milestone in the development of local self government in the history Belgaum /state. The Municipal Council was vested with the authority and responsibility of laying roads, maintaining underground drainage, street lighting conservancies, health and cleanliness. In 1878-80, the mohortharfa fee (Persian word meaning property tax) collected by the government was given to the Municipal Council along with the responsibility of maintaining police station. However, the police administration authority was withdrawn by the government in 1890-91. When the government of His Highness the Maharaja of Belgaum, took over the rule of Belgaum State in 1892 the Deputy Commissioner of Belgaum District was appointed as ex officio commissioner of the municipality. The council had no elected members till 1892. The practice of electing the councilors was introduced in 1892 on a restricted franchise. Accordingly, the council comprised 20 councilors (commissioners) in addition to the president and Vice President. Of the 20 members, 10 were elected 5 ex officio members and the remaining five were nominated. The Deputy Commissioners of Belgaum District was the President and the Assistant Commissioner of Belgaum Sub Division was the President. This was similar to many other districts in the state too.
In 1981-89, the town municipality was upgraded as city municipality and the element of elected majority was introduced in the council. A provision was also made to have an elected vice president. In 1930, the city municipality came under the purview of the city municipality Act. The strength of the council was raised to 30 members. Of them, 24 were elected to look after the administration in 1930. According to provisions of the Act, the President was the final authority. Besides, the president and a vice president, it provide for Health Officer, Municipal Engineer, Revenue Officer, and Octroi Superintendent.

The Karnataka Municipal Corporations are organized in accordance with the provisions of Karnataka Municipal Corporations Act, 1976. The first election to the municipal corporation was held in August, 1983, and it was constituted with 57 councilors or corporators. Of them, 11 were reserved for women and 5 for the SC/ST communities. The second election to the Belgaum city municipal corporation was held in April, 1990. The elected Legislative Assembly members who represented the area under municipal corporation completely or partially could participate in the deliberation of the corporation. They were, however, not improved to vote in the council meetings of the municipal corporation. The mayor and the deputy mayor were elected for a period of one year.

According to the Karnataka Municipal Corporations (Amendment) Act, 1994, there shall be a Municipal Corporation for an area which contains a population of not less than three laks. In Karnataka there are 6 municipal corporations excluding the Shimogga Bhadravathi municipal corporation which was created on 18th July, 1992.
the Status of this corporation was reverted in 1994 to that of a city municipality due to certain technical matters. They enjoy wider powers and more autonomy than other municipal councils. A distinctive feature of an Indian municipal corporation is the statutory distribution of powers among three co ordinate authorities, the corporation council, the commissioner, and the standing committees. The council constitutes the deliberative wing and the commissioner is the chief executive. The council consists of elected representatives. The state government appoints the commissioner, who heads the administration. The standing committees derive their powers either form the Act itself or through delegation by the council. The mayor is the head of the corporation. The commissioner, who is the chief executive officer of the corporation. Another distinctive feature of the bigger municipal corporations, viz., Calcutta, Delhi, and Madras, is the existence of sub municipal units called Borough Committees in Calcutta, Zonal Committees in Delhi and Circle Committees in Madras.

The concept of decentralized planning in this country is not of recent origin. In fact its antecedents can be traced back to the pre independence days and the philosophy of Mahatma Gandhi. Mahatma Gandhi was an ardent advocate of small village based communities, which would be more or less self-sufficient. To make the dream of Gandhiji come true the Directive Principles of State Policy had commented in detail on the importance of village panchayats which are one of the principal institutions of a decentralized system of governance.
Belgaum (earlier known as "Venugrama" or the "Bamboo Village") is one of the oldest, strong, prominent and well cultured historical place nestling high in the Western Ghats. The old town area with cotton and silk weavers stands gloriously besides the modern, bustling, tree-lined British Cantonment. Step out of the forts and you have a wide choice of temples and churches to visit. Belgaum has an enviable heritage and offers much to be discovered. It lies in the zone of cultural transition between Karnataka, Maharashtra and Goa with a known antiquity clearly traceable upto 2nd Century A.D. Due to its proximity with the states of Maharashtra and Goa, Belgaum has acquired the cultural flavour of these states and blended it with the local Kannada culture to create a rich heritage, which is unique in its manifestation. It is also known as Malenadu or Rain Country and the vegetation here is verdant green throughout the year. Well, centuries have passed and today it is an entirely different story. Belgaum has now become one of the important and considered district in the state of Karnataka. Belgaum is now marching with a tag of fast growing, redeveloping district with a population of approximately over 42,07,264. Belgaum is exactly at the center between Mumbai and Bangalore.

Education is the foundation for a man's career. Therefore, Education is known as the wealth of the world. John Lubbock said that "The important thing is not so much that every student should be taught, as that every student should be given the wish to learn". The educational institutions at the Belgaum District give the students bright opportunities for all round development of their skills and provide them with a strong edifice for dedicated and committed service through excellent and competent
teaching and thus help in the Development of a better India. Belgaum is said to be one of the best Educational Centres in the state of Karnataka.

There are many reputed institutions like K.L.E Society's, South Konkan Society, Jawaharlal Nehru Medical College (JNMC) and many more. Belgaum district has many schools and colleges which are imparting excellent education in almost all the allied streams to the utmost satisfaction of the students and society.

Davanagere: Study Area

Davangere district carved out of the erstwhile three districts namely Chitradurga, Shimoga and Bellary derives its name from DEVANAGARI.* Davangere is one of THIRTY districts of Karnataka state. With creation of the new district on 15th August 1997 with Davangere as its headquarters the district was given the name of the headquarters town called DAVANGERE.

Location:

A unique district located in the central part of northern Karnataka lies between 13.5' and 14.50' north latitudinal parallels and 75.30' and 76.30' east longitudinal parallels. The district is bounded by five districts namely Haveri and Shimoga on the west, Bellary on the north, Chitradurga on the east, Chitradurga and Shimoga on the east, and Haveri on the southwest. Tungabhadra River passes through Honnali taluk and later forms natural boundary on the west along Harihar and Harpanhalli borders. Davangere and Harihar towns lie on NH4 through which broadgauge railway line also passes.
Area and Population:

The district spans over a total geographical area of 5975.99 square kilometers. It ranks 16th in area among twenty-seven districts of the state and measures 117 km from north to south and 110 km from east to west.

Davangere ranks twenty-second place in term of population in the state. The population of the district according to 2001 Census is 17,90,952 comprising 9,17,705 males and 8,73,247 females. According to the 1991 census the total population of the district was 15,59,222 consisting 917320 males and 872373 females. During 1991-2001, 2,31,730 people have been added to the total population constituting a decadal variation of 14.78 per cent. As per 2001 census the rural population of the district is 12,47,954 and urban population is 5,42,998.

Davanagere is relatively more densely populated because of the overall density of population in the district is 333 per sq. k.m. as compared to the state average of 276 per sq. k.m as per 2001 census. It varies from 165 per sq. km in Jagalur to 644 per sq. km in Davangere. For every 1000 males there are on an average 952 females in Davangere district as compared to the state average of 964 as per 2001 census.

The population has increased in all the six taluks at the considerably different rates. The rural population is dispersed amongst 918 inhabited villages belonging to these five talukas and the urban population on the other hand is shared by 6 towns.
In Davangere district, the literate persons constitute 6 percent of the total population in 2001 as against 55.96 percent in 1991. This figure is almost near the state average of 56.04 in 1991 and 67.04 in 2001. However, during the past many years there has been a steady and substantial increase in the proportion of literates in the population of the district. There are 2134 primary schools, 392 high schools, 96 Junior colleges, 30 first grade colleges, 8 polytechnics, 3 engineering colleges, two Dental and one Medical college and one ayurvedic medical college, one University Fine Art college, 3 Management colleges, P. G. Centre of Kuvempu University, 5 Educational Colleges, 15 Nursing Colleges and school.

**Administration:**

Davangere district is the one of the 30 districts of the State of Karnataka with its headquarters located in Davangere town. Deputy Commissioner is the head of the district administration - general, revenue, and development. As a District Magistrate he is responsible for maintenance of law and order in the district.

Davangere district is divided in to 6 taluks namely DAVANAGERE, HARIHAR, HONNALI, CHANNAGIRI, HARAPANAHALLI AND JAGALUR under the charge of Tahsildars which are grouped into two revenue sub-divisions namely Davangere and Harapanahalli under the charge of Assistant Commissioner with headquarters at Davangere and Harapanhalli respectively. Four taluks namely Davangere, Harihar, Honnali and Channagiri come under Davangere Sub-division, and two taluks namely Harapanhalli and Jagalur taluks come under Harapanhalli Sub-division. These six taluks are in turn divided into 267 revenue circles. The district has
918 villages and 6 towns including Davangere and Harihar city municipal councils.

As provided in the Karnataka Panchayat Raj Act 1993 the district is divided into 230 gram panchayats.

**Topography:**

The landscape of Davangere district consists of mainly of vast stretches of plains. The southern part of the district covering Channagiri and Honnali taluks are under malnad area and Davangere and Harihar taluks are covered by low hills and meandering streams. Sasalhalla also known as Sulekerehalla, a major stream flows through Davangere and Harihar taluks. The northern portion consists of vast expanses of plain country. This region is well drained by a number of streams.

The district consists of mainly 3 types of soils, viz., black alluvial soil, red soil with shallow to medium depth gravel and clay soil. The black soil has high water retaining capacity, is self aerating with small to medium depth and rich in clay. It is suitable for crops like cotton, paddy, sugarcane etc. Both black and red soils found in the district are generally fertile.

**Climate :**

Davangere district has an agreeable and healthy climate. Within the district the southern belt has a more pleasant weather. The year is usually divided into four seasons. *Summer* sets in during the second half of February and lasts till the end of May. This season is marked by harsh eastern winds, rising temperatures, whirlwinds, and occasional thunderstorms accompanied by sharp showers. *South–west monsoon*
season stars during early June and lasts till the end of September. This is a period of cool and damp climate. The months of October and November constitute the post monsoon or the north-west monsoon season and this period witnesses a gradual rise in day temperatures and a substantial amount of rainfall as well. The winter season covers the period from December to mid February.

While Channagiri and Honnali blocks coming under Malnad area, have hot summer, pleasant winter and good monsoon, Davangere and Harihar have hot summer, pleasant winter and average rainfall. Harapanhalli and Jagalur blocks have very hot summer, very low rainfall and a pleasant winter.

Davanagere district receives average annual rainfall of 644.0 mm and within the district the quantum of rainfall and the average number of rainy days decreases as one move from South to North. During the south west monsoon season 80-85 percent of the annual rainfall precipitates. There are 40 rain gauge stations in the district.

Flora and Fauna:

The district is deficient in forest wealth. Out of the total geographical area of 5.97 lakh hectares, the area covered under forest in Davangere district is only 0.87 lakh hectares, forming 15 per cent (State average of about 16 per cent) as against 33 per cent required. Wasteland accounts for 6 per cent (0.34 lakh hectares) and out of this 9168 hectares is cultivable wasteland. Government land/uncultivated land accounts for 8 per cent (0.48 lakh hectares) of total geographical area.
The existing tree cover has diminished, leading to soil erosion, wind erosion, stream erosion etc. The growth of this sector is hampered in the absence of proper extension services and also lack of awareness of about commercial viability and social benefits of the sector.

Social forestry is taken up by the department of forests on the waste lands owned by the Government. The revenue land identified by the department for development of social forestry is about 6000 hectares leaving aside the pastures and groove, the land owned by individuals which would be available for forestry and waste land development activities on a long term potential is estimated to be 6500 – 6800 hectares in the district.

**Irrigation:**

The absence of any major irrigation project in the district highlights the vulnerability of the agricultural economy and emphases the importance of dry land farming in its overall economy.

Four taluks of Davangere sub-division i.e., Davangere, Harihar, Honnali and Channagiri partly come under Tunga and Bhadra irrigation projects. Sasala Halla also known, as Sulekere Halla is a major stream and flows through Davangere and Harihar taluks.

About 35 per cent of the net area sown is having irrigation facilities. Canals account for 53 per cent and wells account for 47 per cent of the total irrigated areas.
Agriculture:

Davanagere is predominantly an agriculture district and cultivable land is the backbone of its economy. Since the district covers the total geographical area of 597597 hectares and has a population of 17,90952 (2001 census) the average extent of land available per capita is 0.33 hectares. The distribution of land holdings by size group is shown in the following table. It is obvious that the distribution of land holdings is quite uneven. According to the 2005-06 agricultural census the small and marginal farmers account for 76 per cent of the total land holdings with only 42 per cent of the total area. On the other hand farmers owning more than 2 hectares of land account for 27 per cent of the total land holdings with major portion of the area of 58 per cent. According to 2001 census 2,46,057 are agricultural laborers and 7,30,099 are non-agricultural workers.

Agriculture sector

The main food crops are paddy, maize and ragi while the important commercial crops are sugarcane, chilly, onion, and cotton. The net sown area of 3.84 lakh hectares constitutes about 64 per cent of the geographical area which is far higher than the State average of 55 per cent.

Of the total geographical area, forest area accounts for 15 per cent (0.90 lakh hectares) and waste land 6 percent. The total cultivable area is 3.87 lakh hectares (65 per cent). The net irrigated area is 1.13 lakh hectares, which account for 29 per cent of net sown area. Source-wise, canal irrigation covers 65 per cent, followed by wells/ bore wells 28 per cent, while remaining 17 per cent is by tanks and other
sources. Harihar (60 per cent) and Davangere (39 per cent) taluks have the highest irrigation facilities, whereas Jagalur (11 per cent) and Harapanahalli (16 per cent) have lowest irrigation facilities.

The gross cropped area is 4.81 lakh hectares. Cereals occupy about 76 per cent followed by pulses 6 per cent, oilseeds 12 per cent, and commercial crops 6 per cent.

Paddy, ragi, maize and jowar are grown in all the taluks. About 82 per cent of the total cropped area is under food crops. Cash crops such as sugarcane, onion, chilly, cotton and plantation crops i.e., arecanut and coconut are also grown in 18 percent of the total cultivated area. Fruit crops and sericulture is gaining popularity in the district.

Plantation and Horticulture:

Davangere district possesses the agro climatic conditions suitable for raising a variety of plantation and horticulture crops. The malnad area and the traditional zone of the district comprising of Channagiri, Honnali, Davangere and Harihar are well suited for growing fruit crops such as banana, mango, papaya, coconut, arecanut, etc. Aromatic plants, spice crops and medicinal plants can also be grown commercially in this belt. Growth of the plantation and horticulture sector, a labour intensive one, is crucial for the development of district economy as it can absorb the rural labour. Further, this sector also provides raw materials for the agro based and processing industries.
Areca nut and coconut are the major plantation crops grown in the district. Mango, Sapota, Bomegranate, Banana, etc., are the major fruit crops. Oil palm, Cashew nut, cardamom and vanilla are fruit crops such as fig (anjura), pomegranate, papaya etc.

Animal Husbandry:

Animal husbandry, is by and large, regarded as an adjunct to agriculture. Every cultivator’s household usually possesses at least a pair of bullocks. Quite large proportions among them possess a few cows, one or two buffaloes, a few sheep and goats as well. Poultry keeping is also quite popular in the rural as well as in the urban areas.

INDUSTRIAL SECTOR:

Davangere was once a famous trade and manufacturing centers and was popularly called as Manchester city of India for its vast cotton growing area and the existence of the cotton textile industries and production of high quality fabric. Being situated in a groundnut, pulses and cotton growing tract, the place had a number of groundnut oil factories.

In addition to this number of sugar factories in the district, clearly manifest that Davangere was a prominent industrial centre in the State.

But now the district is reduced to agricultural district due to the closure of cotton mills and many oil and rice mills.

The small scale industries in the district constituted about 1.9 per cent of the total units in Karnataka. Of these, nearly 40 per cent are located in rural areas as
against the state proportion of about 38 per cent the district accounted for about 2.9 per cent of small scale sector employment in the state. The per unit employment, investment in plant machinery, capacity utilization are also lower than the state average.

Falling in line with the state, food and food processing industry provides the highest employment in the district followed by textiles, printing, metal products, machine tool, furniture and paper products. About 25 per cent of the workers are self employed in the district as against the state average of 22 per cent.

Banking Network:

The district possesses compact banking network. 23 Commercial Banks with 87 branches, 3 RRBs with 42 branches, 3 DCCBs with 10 branches and 6 PCARDBS are operating in the district. Specialised institutions like Karnataka State Financial Corporation and Karnataka State Industrial Co-operative Bank have also established their branches. The per branch population excluding co-operatives works to 12,500 which is higher than the State average of 10135. Most of the Commercial Bank branches are operating in the rural areas also. These branches have on average 10 12 villages as their service area.

There is a proposal for setting up of separate DDCCB and district branch of PCARDBs for Davangere district. In the case of RRBs, 3 RRBs viz., Chitradurga Grameena Bank, Sahyadri Grameena Bank and Tungabhadra Grameena Bank are operating in the district.
Davanagere was famous for textiles, with the DCM [Davanagere Cotton Mills brand being famous in India. Davanagere was a major cotton textile exporter during the 1960's till the 80s. But most of the mills were shut down during the 90s and currently the major agro-industrial activity around Davanagere revolves around rice and sugarcane, with a number of sugar mills in and around this area.

Davanagere is also known for its higher educational institutes, most of which are run by the Bapuji Educational Association & other institutions. Davangere has two Dental colleges, three engineering colleges, two medical colleges, one ayurvedic medical college, a fashion design college and a number of other colleges offering courses in arts, commerce and science. The student population is made up of people from different cities and states in India. There are a few foreign students studying at Davanagere.

Davangere has a big shopping mall well famed all over karnataka i.e B.S.Channa Basappa and Sons. This is a big garment shop of the city with its branches spread all over the city. Besides mills, various educational institutions Davangere houses major Cricket and Football Clubs which provides bulk of opportunities to youngsters of this locality. R Vinay Kumar from Davangere is a famous cricketer who plays for Karnataka's Ranaji Trophy Cricket Team as leading pace-bowler, who also played for Royal Challengers in the first edition of IPL.

As is clear from the organizational structure chart, Deputy Commissioner is head of the district administration. The collectorate consists of various branches
headed by Srishtedars or Managers who are responsible for supervision, guidance and overall management of work in their branch. Every branch consists of First Division Assistants and Second Division Assistants among whom all work of the branch is divided.

There are various officials both at the district level and at the taluk levels to assist the Deputy Commissioner. They include the Assistant Commissioner's (Sub-Divisional Magistrate), Tahsildars, Shirstedars, Revenue Inspectors and Village Accountants. The Deputy Commissioner Court deals with cases pertaining to Revenue Appeals, Revenue Miscellaneous (KLR Act, 1964), Prohibition of transfer of Certain Lands cases (PTCL Act, 1978) and in am cases (Inam Abolition Act). One SDA and Manager of Judicial Branch assist the D.C by doing backoffice work.

Educational scenario is bright in Davangere District. There are many educational institutes, which cater to the educational needs of the District. Each habitation with 265 population or more is having a primary schools. There are upper primary schools, High schools and Junior colleges which are easily accessible to rural areas also. Each Taluk Headquarters is having a degree college. There is an Engineering college, Dental college, Polytechnics, to cater to the needs of higher educational and technical education of the District. Even rural areas are accessible for higher education. The District is having a high tradition in the field of culture and literature. It has a rich heritage of cultural and literary backgrounds.

There are 1871 Primary Schools and Upper Primary Schools in the District. There are 683 Government Lower Primary Schools and 702 Government Higher
Primary Schools in the District. Only 9 aided Lower Primary Schools and 128 aided higher Primary schools are there in the District. The Government has opened many schools in the district and extended support for private managements to run Primary Schools.

The municipal administration here comprises of a number of departments which have been allocated specific functions. They are—

1. General Administration Wing
2. Engineering Department
3. Health Department
4. Revenue Department
5. Corporation Farm

Decentralization during Ripon’s Period and After

The Ripon Resolution of 1882 laid the foundation of modern local self-government institution in this country. It proposed the establishment of rural local boards for which non-official members would be elected. However, nominations in place of elections became the practice. Though the resolutions stated otherwise the district magistrate were made chairmen of these boards. The rural local boards started establishing elementary schools, dispensaries, constructing minor roads, etc. however, the work of these boards was not satisfactory in the final analysis. The Royal Commission on Decentralization (1909) pointed out the inadequacy of funds and excessive official control as the prime reason for the unsatisfactory functioning of the
boards. This Commission recommended ways for increasing the revenue of the boards. It also proposed setting up of Taluk boards and village panchayats. The years preceding independence saw these boards being dogged by myriad problems of reduced grants, inadequate resources, official control and domination by elites. The boards functioned very badly in many states and were on the verge of closing down.

When India became free and a new Constitution was adopted in 1950, the directive principles of State Policy commented in detail on the position of the village panchayats in the new situation. Furthermore, the division of power and functions enshrined in Article 246 read with the Seventh Schedule of the Constitution, made multi-level planning almost a necessity. Article 40 of the Constitution (Directive Principles of State Policy) states that the state should take steps to organize village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self government.

In accordance with the Directive Principles several states enacted legislation for establishing village panchayats. The central government helped the state governments in their task of strengthening the local self-government institutions. Conferences of state ministers dealing with local self government were convened periodically by the Central Government for stock taking and new suggestions towards strengthening these institutions were made though our early economic thinkers understood the importance of decentralized or multi level planning set up they did not go into the details of operational zing the same. During the First Five year Plan period experimental work on community development, in accordance with the ideas of.
decentralization, was started with the pilot project on rural development of Mahila Block in Etawah district. The result of this project brought about the establishment of community development blocks. An infrastructure was also established which would facilitate coordination of developmental and administrative machinery. The community development blocks were assigned the task of developing clusters of villages. During the mid-fifties the planners emphasized the importance of people’s participation in the planning process. This, according to them, could be achieved through democratic decentralization with the district as the pivot of the planning structure. Hence come the urban governance in India.

The latter half of the twentieth century has witnessed a marked shift of population from rural areas to urban areas in India. This has created an unplanned and unbalanced process of urbanization. Because of this, there has been a haphazard growth and deplorable state of affairs in most of the urban areas. This presents a pathetic picture of slums, congestion, over crowding, lack of developed circulation system and absence of other essential services like the supply of potable water, sewerage, electricity etc. in consequence, the problems facing urban bodies have become formidable in size and complexity. The urban development is a complex process in a developing society like India. It needs sound organizational structure, adequate resources, sound management practices and competent personnel system. A great variety of skilled personnel like water supply and sewerage experts, high way engineers, factory designers, housing specialists, economists, public health experts and other municipal personnel are necessary for the efficient urban administration and management. A strong competent, skilled and incorruptible personnel system is yet to
develop in several urban bodies in India. The Rural Urban Relationship Committee has rightly observed:

One of the main weaknesses of municipal administration in India has been the absence of well organized and effective system of personnel administration. Under the strains of rapid urbanization, there has been a growing imbalance between the people’s aspirations and their civic needs, and the actual performance of municipal administration. The municipal service are hardly competent even to perform normal functions of local government. To meet the challenge of development task, they would need to acquire much higher degree of administrative and technical skills. The paucity of resources raised is to a considerable extent, due to inefficiency and inadequacy of administrative and technical personnel.

It is widely accepted that municipal administration today has larger functions than in the past and that most municipal governments are not strong enough to carry out these functions. One important reason for this failing of municipal governments has been the lack of an effective and scientific personnel system. In fact, there is a tendency to look upon municipal service as a common place, “a sort of a third estate in the field of administration requiring no particular training or expertise”38. The weakness of our municipal administration is one among other reasons to the fact that the administrative personnel of the municipal bodies in the country have not always been recruited by the system of merit or trained adequately in the technique of municipal administration. Nor are men of talent attracted to the municipal service because of low salaries paid to municipal employees in general.
The various state governments and the central government are aware of the problem and have been experimenting with new devices in the direction of improving the personnel of their local bodies. The creation of a state cadre of municipal executive officer in Madhya Pradesh and Uttar Pradesh in one such device. In some states, there is a proposal to set up Local bodies Services Commission to recruit municipal personnel.

Thus, it can be reargued that the municipal government, in addition to an active and intelligent participation of the people and their elected representatives, requires an honest, efficient, and well trained administrative personnel for its effective performance. An administrative organization has to be carefully designed in order to enable it to continue to discharge the functions in an efficient manner. Within an administrative organization, functions have to be correctly spelled out and allocated to the various organs. The various organs are to be equipped with proper powers, and requisite sources to perform the assigned functions. Besides proper allocation of functions, powers and resources, steps have to be taken to ensure that all the organs, functions in coordination with each other and that there is a proper supervision of the lower levels by the higher level in a continuous manner. This means that there should be inbuilt devices for institutionalized coordination between the various organs. Besides, there is a need for a proper constructed hierarchy of positions from the top to the bottom, which would involve interlocking of controls by the higher levels and accountability of the lower ones in a chain fashion. Piffener has pointed out that hierarchy is established on the basis of duties, activities and tasks. As hierarchical system facilitates the flow of institutions regarding the implementation of decision, a
policy, or programme from the top level of the descending levels, an administrative organization has to be hierarchically organized, adequately staffed with persons of high efficiency and integrity.

**General Administration Wing**

This branch comprises commissioner and certain specialists such as Accountants, Stenographers, etc. Its role is very crucial and pivotal in municipal administration. It maintains the records of meetings of the deliberative council and the reaction of the state government to its resolutions. It serves as a communication channel between the departments of the corporation and between the corporation and the State government. This department also prepares annual reports about the performance and accomplishment of the corporation.

**The Municipal Commissioner**

The municipal commissioner is the chief executive officer. He gives overall direction and co-ordinates the activities of various branches of municipal administration. He performs all duties conferred upon him under the Act and in times of emergency he takes any action he deems necessary. The administration of municipal policies and of the provisions of the statute has been made the responsibility of the commissioner. The institution of the commissioner is, thus, based on the philosophy of keeping the policy making function separate from its administration. The separation of policy making from its execution was commanded
by the Royal Commission on Decentralization (1907) which recommended an elective mayor of the council to be presiding officer and spokesman of the council and the tasks of administration to be entrusted to a full time state appointed subject to the control for the council and its standing committees. Such an arrangement, the commission wrote, would meet the argument that our elected mayor of a large city municipal corporation, who might be a busy professional man, would not have the time or the experience to administer it satisfactorily. The Resolution of 1915, and 1918 of the government of India lent further support to the municipal philosophy of keeping these two functions in separate hands in the larger interest of efficient municipal administration.

The commissioner is a high ranking administrator who is appointed by the state government, according to the Karnataka Municipal Corporations. Act. The commissioner shall be appointed by the government after consultation with the mayor. He shall not be a member of the corporation, and he shall, subject to the pleasure of the government, ordinarily hold office for a period of two years. Though the statute does not debar non governmental personnel from being appointed as commissioners, the state government has been invariably appointing only serving civil servants to this post. Normally, they belong to the Indian Administrative Service (IAS) or senior state service cadre. He is appointed for a fixed term and his service in the corporation is only a sojourn, a spell of time and by no means a part of career in his cadre. Unlike the city manager of the USA he is a generalist administrator inducted for a brief period into the corporation. In Madras Municipal Council, the municipal commissioner is appointed by the state government and is invariably a
person equipped with administrative experience. According to one authority, this has contributed to the efficient functioning of the municipal council. The municipal council in Madras has no disciplinary control over the municipal commissioner except that it may require his withdrawal by a resolution adopted by a majority of two thirds of members.

In municipal corporation, the commissioner is generally dependent upon the council to a great extent. Factors within the council try to solicit, or extort favors from his failing which they keep him under the constant threat of removal from office, or deprive him of extension after he has put in two years of service. Procurement of job, hope of extension, or retention in his office, induces the commissioner to play as a tool in the hands of the dominant group. It seriously impairs the independent functioning of the commissioner. In the words of Dr. Argal:

"So long as the executive officer is dependent on the council is he is prone to indulge in the politics of the council and he must set apart the council against another. He must oblige the councilors by the appointing their relations or by reducing taxes due from them and its is frequently with the power patronage that he forms a party of his own in the council".

The commissioner appointment vested in the state government has been the subject of endless heated controversy. A state appointed functionary to administer a self governing community has been considered to be an assault on the time honored principles of democracy and autonomy.
William A. Robson denounces such a system of civic administration. He writes:

The regime in Bombay provides for executive power to be concentrated in the municipal commissioner, an official appointed by the state government we cannot regard Bombay as fulfilling the essential conditions to quality as a self governing city namely that onto only deliberation of policy, the passing of ordinances, and the control of finance, shall be within the ambit of an elected council, but also that desiccative powers shall belong either to the council, or to an organ appointed by the council, or to officers directly elected by the citizens. In Calcutta, a similar system is in existence. It is a disturbing fact how come it that in these vast metropolitan cities with their millions of inhabitants, their high cultural attainments, their relative economic prosperity, their proud history and traditions, their busy industrial and commercial life, the democratic spirit burns at so low an ebb that the aspiration to govern itself which has not been achieved. This indeed affords food for reflection, especially if one believes, as the writer does, that without successful self-government in the sphere, a country is unlikely to attain a satisfactory level of self-government at the national level.

It has been suggested that the government should not always confine its choice to persons within its machinery. Indeed, it should develop the practice of appointing to this post persons from the public having a background of public life, such a person is likely to be more in accord within the elected council. When after serving his term as a commissioner, he retires back to public life, the community has the benefit of
having in its midst an informed citizen possessing direct experience of civic administration.

**Term of Office**

The commissioner is normally appointed for a fixed term of two years, which is laid down in the statute itself. However, he can be removed earlier. As the act says: Notwithstanding anything in sub section (1) the commissioner shall be removed from office whenever the corporation so resolves by a majority of not less than two thirds of its members. The term of office of the commissioner is different in the corporations of other state. For instance, the term is three years in Bombay and Madras and five years in Delhi and Calcutta. There are some statutes which are silent on this pint, apparently. Although they are appointed for longer term, they are transferred rather too frequently and before the completion of this term. This brings about a disruption in the civic administration.

According to the Karnataka Municipal Corporations Act, 1976 the commissioner shall be paid out of the corporation fund such monthly salary and allowance.

The government is authorized to take necessary disciplinary action against the commissioner for his shortcomings it has the power to inflict censure, to withhold increments or promotion, to reduce his salary, to revoke from his salary any loss caused by his neglect of his duty and finally to dismiss him from service for grave
misconduct. Thus, commissioner who belongs to the State Cadre or administrative services, papers more a government servant than a municipal employee though he is paid out of the municipal funds. During the absence of the commissioner the government appoints a person to act as the commissioner.

The Commissioner his powers and functions

The Commissioner, as the chief executive officer of the corporation performs many functions. He is required to attend the meetings of the council and its committees. He can speak and take part in the meetings of the council and its committees but he is not entitled to move any resolution or to vote at any such meetings. In the council meeting, the commissioner is required to answer the questions put to the mayor by the councilors. He answers them with the help of the heads of various branches of civic administration. As the head of the municipal administration, the commissioner exercises the executive power for the purposes of carrying out the provisions of this Act and is held directly responsible for the due fulfillment of the purpose of this Act. The commissioner shall perform all the duties and exercise all the powers specifically imposed or conferred upon him by or under this Act or by any other law for the time being in force. All municipal employees are subject to this supervision, and control, although in matters of appointment, promotion and discipline, he shares his authority with the council and its standing committee.
Subject to the provision of this Act, rules and regulations, the commissioner shall specify the duties of persons borne on the corporation establishment and exercise powers of supervision and control over them decide all questions relating to their conditions of service. He organizes the various administrative branches and distributes municipal works among them. Besides, he grants leave to the officers and other employees in the service of the corporation. He possesses disciplinary powers over certain categories of employees as well. He may fine, withhold annual increments censure, suspend, remove or dismiss certain category of employees. He recommends to the appointment committee for the promotion of certain category of municipal employees and transfers them from one branch to other so that they will be acquainted with the work of different municipal sections.

Moreover, he is in charge of the municipal office and municipal records are kept in his custody. The commissioner shall be responsible for the custody of all records of the corporation inducing all papers and documents connected with the proceeding of the corporation, the standing committee and other committees. He prepares the annual administration report and submits it to the council. All correspondence relating to any matter dealt with, by or under this Act or under any other law between the corporation and the government or other authority shall be conducted by the commissioner, shall send copies of such correspondence to the mayor.

He also prepares and submits to the committee the annual estimates of income and expenditure each year for its perusal and ultimate sanction. He is held responsible
for the imposition and collection of taxes and fees, for issuing licenses for ordinary, dangerous and offensive trades, for inspecting the places of entertainment and for verifying the sale of tickets. He exercises strict vigilance over the collection and expenditure branches, periodically reviews the assessment registers and files suits against the tax defaulters. He enters into contract on behalf of the committee. However prior sanction of the committee is essential in such matters.

The commissioner sanctions the plans for the construction of houses and other buildings. No body is allowed to erect or reject any building without his approval. Generally, he sanctions or rejects such plans on the report of an inspector.

The commissioner is also vested with certain powers relating to public health and sanitation. He can authorize any person to enter into and inspect any market, building, shop, stall etc., used for the sale of drugs and examine any food or drink required for the consumption of human beings and or seizes if it is adulterer or unfit for use.

An analytical study of the powers of the commissioner indicates that the municipal commissioner is an important administrative functionary. He can play a vital role in the development of the city, if he is a hard worker, properly recruited, adequately empowered, suitably trained and politically non partisan and if he is allowed to perform his duties unhindered by the municipal councilors. However, his hands are fettered regarding control over the personnel. He can recommend punishment as an inquiry officer but approval or rejection of his recommendation
vests with the municipal council. This considerably curtails the disciplinary authority of the commissioner and makes him ineffective regarding his supervisory control over the municipal personnel.

In Municipal Corporation, there are three centers of powers viz., the commissioner, the mayor and municipal committees. It creates rivalry and eventually causes tension and at times conflict between the commissioner and the mayor on the one hand and the mayor and the committees on the other. The dissension and tension result in the weakening of municipal administration. There is often woefully poor co ordination between the commissioner and the heads of departments. Since the departmental heads owe accountability to the committee, the commissioner’s power of direction, and effective co ordination gets ineffective in actual practice. The enhancement of the commissioner’s powers over departmental heads is very much essential, if he is to be made accountable to the state government and the committee of the corporation

Delegation of the Commissioner’s Power

As noted above, the powers and functions of the commissioners are enormous and his role is multi dimensional. All these make his task stupendous and the burden of responsibility onerous. It becomes physically impossible for him to cope with the work of such a great magnitude. Hence, there arises the necessity of delegation of some of his powers to other heads of the departments. In consequence, the subordinates get the powers to make operating decisions and undertake requisite
action. According to John Millet: "The essence of delegation is to confer direction upon others, to use their judgment in meeting specific problems within the framework of their duties."

The chief utility of the delegation of powers is that it lightens the burden of the commissioner. It enables him to devote his attention to the vital matters of municipal administration. The heads of the department can feel more responsible and act more effectively, if they are entrusted with responsibility and authority. The functions of the organization can be discharged effectively, economically and efficiently, if the principle of delegation is adopted. Besides, proper delegation of authority is conducive to an effective control over operations due to a clear demarcation of responsibility and action at each level of organization. It minimizes the delay in taking decisions. Municipal Corporation, "subject to the rules made by the state government, the commissioner may delegate to any officer of duties and functions. He also delegates some of the extraordinary powers to the health officer, the engineer, the revenue officer or other officer to take immediate action to protect the property of the corporation in times of emergency.

Despite provision in the Karnataka Municipal Corporation Act, 1976 to delegate some of the powers and responsibility of the commissioner to other departments in the municipal corporation, some of the commissioners never allowed their powers and responsibilities to be percolated to other departments. They seem to have faith in the infusion of powers in lieu of diffusion of powers. This trend proves
out and out to be detrimental to the efficient and effective performance of the municipal corporation.

**Relationship between the Commissioner and the Mayor**

There are elaborate regulations to govern the relations between the commissioner and the mayor. Most of these relate to the correspondence between the Municipal Corporation and government and also to the preparation of agenda for the council meetings. The mayor has the right to include any subject he desires in the agenda for the information of the council. The commissioner is also given a similar right but without consulting the mayor should not take any action on any motion sent by a member. Whatever may be the instrument of instructions issued by the government from time to time, the smooth functioning of the municipal administration depends very much upon the cordial relations and understanding between the mayor and commissioner. If the one or the other is determined to sidetrack the municipal work, to that extent, the administration will suffer. Under the Act both are quite essential for the successful management of municipal government. They are essential as the two wheels of the cart of municipal administration.

Though the commissioner is the chief executive officer, he is not expected to entangle himself in municipal politics. His administrative position empowers him to initiate policies in consultation with the mayor. He is also required to place the policies before the council and defends them. However, in the process, he
faces criticism from the members who do not relish his proposals for various reasons. In all such cases, the commissioner will be naturally compelled to win the support of a majority of councilors political maneuvers. He is forced to resort to this because of the fear of no confidence by which the commissioner can be withdrawn at any time. Unless the commissioner is alert and astute enough to avoid such eventuality, he may not have peace of mind to concentrate on administrative matters. Thus, it is necessary for him to be on the right side of the council and gather some of the councilors to his side. This is, however, neither good to the commissioner as he is a government appointed official nor desirable to leave the council to have the executive officer involved in the political arena. Therefore, there is a need for the separation of politics from municipal administration. Besides, the councilors and the commissioner must be men of high sense of duty and confined to their respective areas of action.

**Engineering Department**

The engineering department in the municipal corporation works under the direction and supervision of the superintendent engineer who is responsible to the commissioner for his commission and commission in the exercise of his duties and functions. The superintendent engineer is either appointed by the government of Karnataka or he is deputed by the Karnataka development, construction and supervision works. It also undertakes the work of street lighting, drainage, housing and many other developmental works.
Health Department

The health officer of the corporation is appointed by the government of Karnataka or deputed from the Directorate of Health and family welfare service. He has been delegated adequate authority to maintain public health and sanitation. He can require the owner or occupier of any building to repair or alter. He can authorize any person to destroy or confine any dog or animal suffering from rabies. He can issue orders for the destruction of stray dogs without collars or distinguishing marks. If he finds any building unfit for human habitation, for want of drainage or ventilation from using it. The health officer sanctions leave of all kinds of public health staff. However, he has not been vested with disciplinary authority over the employees of the department. This has resulted in indiscipline and insubordination and affected adversely the health standards of the city. The sweepers and scavengers have many a time defied the orders of the health officer and health inspector.

It is true that the health officer is given various functions, but in reality the health officer due to factionalism and party politics is not effectively using them. Lack of disciplinary powers over his staff has made him ineffective. His subordinates are aware of the fact the cannot take any action against delinquent, negligent or corrupt officials. Therefore, they often indulge in insubordinate in. This adversely affects the working of his department and also impairs the health and undermines the sanitation of the city.
The Revenue Department

The head of the revenue department is deputed by the state civil service. He has been delegated the power of fixing taxes, rates, and collect such taxes from the city dwellers. It always tries to enhance the revenue of the corporation with the help of his staff. He has the power to sanctions leave, give direction and supervise the work of tax collectors and the staff. However, he has no power to initiate any disciplinary action against the erring officials in his department.

Recruitment of personnel

Recruitment is the corner stone of the whole personnel structure and comes as the first step in the employment procedure. The success of the entire administration depends upon the efficiency of the recruitment policy, the recruitment machinery, and the procedure through which candidates are selected. The ultimate objective of recruitment is to find out and attract well qualified and competent persons to fill the vacancies.

The recruitment of higher category of officers is done by direct recruitment, by promotion and by transfer. If the state government does not find suitable candidates for appointment, officers of the state government may be sent to the municipal corporation on deputation. These officers belong to Indian Administrative Service (IAS) Karnataka Municipal Administration Service (KMAS), Karnataka Administrative Service (KAS) the posts of the subordinate and ministerial staff filled
through public service commission and employment exchange. However, the
government notification issued on 27th April 1978 empowered the Municipal Council
to make appointments in the case of posts the pay or the maximum of the scale of pay
of which does not exceed rupees five hundred per month and the commissioner, in the
case of posts the pay or the maximum of the scale of pay of which exceed rupees five
hundred per month, but does not exceed rupees nine hundred per month and the
government, in the case of posts the pay or the maximum of the scale of pay of which
exceeds rupees nine hundred per month.

In making appointments the appointing authority shall reserve adequate
number of posts for the scheduled castes, the scheduled tribes and socially and
educationally backward classes of citizens in the same manner and to the same extent
as is applicable for the recruitment to posts in the State Civil Service. Accordingly, in
the municipal administration of the Belgaum city Municipal Corporation where
recruitment is by direct recruitment not less than fifteen per cent (15%) of the
vacancies shall be reserved for persons belonging to the scheduled castes and three
per cent (3%) of the vacancies shall be reserved for persons belonging to scheduled
tribes.

The municipal council on 7th July, 1973 empowered the municipal
Commissioner of this city to fill up the class IV vacancies officers and servants Rules,
1971. The municipal commissioner and the two agencies of the council namely, the
Appointment Committee and the mayor can fill up the vacancies temporarily for a
period of one year.
It has been pointed out by some that very few municipal appointments fall under the purview of the public services commission. The recruitment through public service commission (PSC) is advantageous because undue favoritism and the nasty evil of nepotism can be avoided. It is no doubt true that the filling of vacancies through the employment exchange reduces chances of favoritism to some extent. It has been complained that the employment exchange sometimes delays the submission of the list of candidates for vacant posts. In consequence, appointments get delayed with adverse consequence for efficiency in municipal administration. A separate personnel system should be adopted for subordinate posts and a municipal Service Commission may be set up in the state. As regards the appointment of the lowest category of employees like peons, scavengers, artisans, etc., an appointment committee comprising the commissioner, the head of the department branch concerned should be constituted. The names of the candidates may be entertained through the employment exchange. It is expected that if such a system of recruitment is adopted, the evils of recruitment system will be considerably removed. The delegation or recruitment power to the municipal council does not seem to be in tune with the appointments of sound objective policy. The council being the body of local politicians cannot escape the local pressure and prejudices which generally mar the chances of several competent candidates.

Training

Municipal personnel are required to discharge multifarious functions in order to meet the basic requirements of the urban citizens, unless these personnel are
adequately equipped with the knowledge about the techniques of work, it is inconceivable for them to work effectively. Naturally, therefore, employees working in the municipal institutions should be exposed, through sound training courses, the necessary skills and developments in the field of public administration. The concept of training employees in this context refers to the process of developing skills, habits, knowledge, and attitudes in employees for the purpose of increasing the effectiveness of employees in their present government position as well as preparing employees for future government positions. The exists practically no training for municipal services. A study of the Belgaum municipal corporation reveals that with the exception of technical personnel whose recruitment depends on possession of specified technical qualifications no training facilities exist for the non-technical staff. The non technical employees constituting the top and middle management and the clerical staff are not given any post entry training. The non provision of in service or refresher courses for the other non technical municipal employees is one of the causes of deterioration of municipal administration. Unfortunately even some minimum qualifications have not been specified for some of the important non technical jobs. Lack of requisite training makes the situation still worse. It is, therefore, suggested that either the candidates be equipped with diplomas from local self government Institute or a training center be constituted for various municipal jobs or they should be made to undergo training in such an institute as probationers before taking up the jobs assigned to them.

The heads of the departments like the health officer, engineer, revenue officers etc., who are supposed to supervise their respective departments, are expected to have
administrative acumen as well. Hence, in-service training at the initial stage and post
entry training at a latter stage is essential for such a type of employees. The existing
municipal employees, who do not keep themselves abreast of developments in their
respective fields, should also be sent to undergo short term courses, so that they are in
a position to keep pace with the fast chaining concept of city development. It may be
observed that in countries like England, most of the local government employees
qualify themselves while in service for the higher position through taking courses of
studies and passing specialized examinations. Therefore, post entry training and
refresher courses can prove not only useful to the municipal employees, but also to
the residents of the town who come in contract with the former and suffer adversely,
if they are inefficient and ill trained. Properly trained employees can not only improve
prove prospects of their promotion, but prove to be an asset to the municipal
administration.

Promotion

The problem of promotion is of great significance to the municipal employees.
If they find the promotional opportunities encouraging, fair and just, they can make it
a career profession. The service conditions should be so attractive that capable
persons may be attracted to join municipal service. To keep the employees efficient,
some incentives are required, and the greatest incentive to an employee is his
promotion from one post to the next higher post. A general promotion policy and a
well developed promotion policy is very essential for the efficiency of the employees.
Municipal services, promotion is made strictly on the basis of seniority cum merit.
Some of the posts are filled on the basis of promotion alone, while others are filled by direct recruitment as well as by promotion in a ratio of 50:50. While selecting candidates for promotion, their academic and technical qualifications, experience, tact, initiative, energy, intelligence and ability, character and record of previous service are taken into account. Municipal administration, while giving promotion, the rules of Karnataka Civil Service Rules and Karnataka Municipalities (Recruitment of Officers and Servants) Rules, 1971 are taken into account. Besides, the departmental examinations have been prescribed. As per the Karnataka Municipalities (Recruitment of Officers and Servants) Rules 1971, these departmental examinations should be passed for promotions within two years after their appointment. According to the notification issued (No. HUD 144 MNU 78 dated 29th May, 1978 on the promotional vacancies for scheduled castes and scheduled tribes. However, if no suitable candidates are available among scheduled castes and Scheduled Tribes (SC & ST) the posts can be filled by promotion of qualified and suitable persons from among others, in accordance with the rules of recruitment. The vacancies lost to persons belonging to SC and ST on account of such promotions shall not be carried forward and future vacancies shall be filled up according to rotation.

It may be argued that method of promotion on seniority cum merit basis does not seem to be an effective promotion method, particularly for the higher level personnel. Though the basis of seniority has the advantage of simplicity of operation, it detracts from value of competence and quality. Several cases of resentment and objections were noted while studying relevant files in the office of the municipal corporation. It is complained that no uniform policy of recruitment, training,
promotion and other conditions are existing in the municipal corporation. Educational qualifications are hardly given due recognition while making selections. A noteworthy problem of municipal administration is the lack of promotional opportunities for its employees. Deputation of government officers to the municipal service further blocks the avenues of promotion. This practice of deputation has been criticized on several other grounds also by municipal officers as well as by elected leaders. However, the main thrust of the criticism has been that the deputed officers do not show adequate loyalty to municipal institutions, as they treat themselves mostly as birds of passage. In addition, they do not possess keenness or show willingness to understand and absorb peculiar municipal problems.

Salary

The provision of a local government service of high ability and good moral caliber is essential for effecting efficiency in the local administration. Local government services of high caliber can be procured, not only by evolving sound recruitment policies and effective training programmes, but also by making proper provision for adequate incentives. Adequate incentives comprise good salaries and allowances, adequate retirement benefits and reasonable opportunities for promotion and fringes benefits like medical facilities, house rent, and leave facilities. Proper working conditions have also an important bearing on administrative efficiency. These conditions of employment go a long way in stimulating the morale and arousing loyalty in the employee. Any effective local service can be secured by establishing a permanent corps of officials recruited on merit and having security of
tenure and opportunity for advancement through well-graded and adequate scales of pay and fair system of promotion. It cannot be denied that inadequate salaries and absence of other conditions not only create financial worries in the mind of the employees but also wreck the administration together. It is essential that the pay structure of employees should be built on sound principles which are fair not only to the employees but also to the community which they serve. The rates of remuneration should be so determined as to obtain recruits for various services at different levels of educational attainment, qualifications and skill and also to maintain them in a state of efficiency and reasonable contentment.

In municipal corporation, the higher officials like commissioner, deputy commissioner, superintendent engineer, executive engineer, health officer and others get handsome scale. Their scale is equivalent to that of their counterparts in the government. Since the prospects of promotion in municipal service are bleak, these posts though fairly remunerative do not attract good candidates. The staff of the middle management (FDA, SDA) and others get fairly substantial scale which is equivalent to that of their counterparts working in the government service. As regard the rank and file constituting the lowest rung of the administrative ladder, the emoluments are fairly substantial. Both sweepers and peons in the municipal corporation get equal scale of pay. This is justified on the ground that their duties and responsibilities are substantially the same. Besides, the municipal employees get other benefits like medical facilities, house rent, leave facilities, fringe benefits etc., on par with the corresponding employees of the state government. On the whole, it can be suggested that the employees of the municipal administration should be adequately
paid in the interest of efficiency and integrity of municipal service. It is of utmost importance that local officers should be well although not extravagantly, remunerated. The reasons for this are obvious nothing leads to greater conviction as pay considered inadequate. It is especially important in the early days of democratic local government that men of responsibility and intelligence should be attracted to the service.

Retirement

A sound retirement system is beneficial to the employee as well as the government. Employees are given superannuation benefits, so in old age they take rest with a guarantee for the means of livelihood provided by the government in the shape of pensions, provident fund, etc. The government by a sound retirements system is able to keep in service efficient persons. The government may by rules provide for the tenure of office, salaries and allowance, provident fund, pension, gratuity, leave of absence and other conditions of service of officers and other employees appointed.

The service conditions of the municipal employees are on par with those of state government employees. The employees of the municipal administration retire at the age of 58 and their pension is settled according to the rules of KCSRs. The government of Karnataka issued a notification on 27th February 1981 amending rules 140 and 141 of Karnataka Municipalities (Recruitment of offices and servants) Rules 1971, delegating the powers to the respective pensions sanctioning authority to settle the pension cases of retired municipal employees following the relevant provisions of
Karnataka Civil Service Rules (KCSRs). Therefore, the municipal corporation has not adopted a policy of retirement of its own.

Thus, we consider decentralization and the movement towards sustainable human development as an outcome of people's (India, in this case) instinct for survival then Municipal Corporation is the child of this movement. A child on which much hope rests.

Principal among these is the juggernaut of the Indian bureaucracy whose role is primarily regulatory but he late developmental. Developmental functions have been by and by superimposed on the administrative machinery of our country-giving rise to various conflicts. Due to certain historically inherited characteristics (of British vintage) the administrative structure is not amenable to a role of development planners and implementers. Moreover, it is actually antagonistic to the emergence of people's organizations and their role in plan formulation. For deep beneath the layers of red tape, service rules acts, articles and code lies a fear of losing the power they have been enjoying for so long. This is because if people participate directly in planning. i.e., the PRI functions as units of self government with both regulatory and developmental roles then the bureaucrat's power will be found waning.

What is necessary here is cooperation and not conflict. PRIs and the administration have to work had in hand if decentralized planning has to function smoothly in this country. The participatory Rural Development to establish a smooth
and easy exchange of ideas between bureaucrats and people's representatives. PRD can also help in changing the negative stereotypes that each group has about the other.

But much in the administrative structure has to change. The present structure towards people's participation and thereby their all-round development. Apart from the basic unwillingness to relinquish its powers this is due to the lack of innovativeness, flexibility, expertise and accountability of the bureaucracy. In place of proactive response the bureaucracy takes reactive measures dealing with the rural poor and their legitimate demands for equal rights and equal share of the fruits of progress.

The police service and the intelligence service are highly centralized structures and completely in contradiction to the federal structure found at the state level. In the name of national security and integrity these services function according to the whims of whoever is in command at the central or state level. The police and the intelligence services serve the functions of their colonial predecessors in their role of helping the state to increase its power and keep the rural poor in check. It would be better if they take up a new and challenging role as fomenting agents of development, a role where consensus gets precedence over conflict.

The administration of our country, its role as an agent for change and development, is presently in the midst of a big crisis. It is facing organizational and management problems of a type and magnitude for which it has not been trained and prepared, especially in the face of increasingly militant demand for rights of the downtrodden. Penetrating analysis of the complexities and nuances of the present
crisis is required for which well-grounded training in social sciences is necessary for the official administrative machinery, and the cooperative and voluntary institutions involved in rural development. However, the elite services like IPS, IAS, etc. lack such rigorous training in the social sciences and they work within a generalist frame of reference. Frequent transfers further undermine whatever personal initiative an officer of these cadres may have in dealing with the problems.

It expected that the PRI will not remain another good idea that came to naught, but will, on the country, be a vibrant and useful organization instrumental (with the help of other well-thinking agencies) in giving the administrative system a new dimension and role as an agent of change for the better.

**Concept of Decentralization**

Decentralization, is simple terms, implies a movement away from the center. But this is a truism and this concept needs further elucidation. It can be defined as an even distribution of power (in any or all of many forms) among all agents in the social, political and economic spheres. Such a process has many advantages and is supposed to strengthen democracy by involving independent groups like trade unions, farmer’s organizations, consumer groups, various other elements of civil society and also people from the grassroots level. Decentralization facilitates the articulation of people’s needs and demands. Thus through decentralization a state move towards the avowed goals of development, principal among which is an addition to the entitlements of the deprived.
Decentralized governance, from capital cities to towns and villages, is the best way to involve people in development activities and for increasing efficiency. Local officials and politicians will be better scrutinized and their activities better monitored. They will be more accountable to the communities, which they are supposed to serve. Decentralization, by empowering the people from the grass-roots level, helps to generate a sense of belongingness among them and they get more deeply involved in developmental works.

Decentralization can be of two types: horizontal and vertical. Horizontal decentralization, which is more prevalent in this country, disperses power (e.g., the finance minister delegates some financial powers to different line departments but ultimate authority and power lies with the ministry itself) among institutions at the same level. On the other hand, vertical decentralization, which is more important and necessary, allows some of the central government powers to be delegated downwards to lower and lower tiers of authority. Vertical decentralization can be of four types.

De-concentration

Passing down of administrative discretion to local authorities in a system where few decisions can be without reference to the central authority is called de-concentration. It results in some dispersal of power.

Actually de-concentration entails some shifting of workload in the form of administrative responsibilities from central officers of the executive to regional
offices. Yet this does not give these latter offices discretionary freedom or the power to take decisions. Here authority and powers of central offices remain with the center. Therefore de-concentration is also called geographic decentralization or administrative decentralization.

Delegation

If the central authority retains the right to overrule decisions of the local authority while giving it the right to exercise some authority and decision-making powers then such a form of decentralization is called delegation. Moreover, in such a system the central authority can take away the powers of the local authority at any point of time.

Devolution

Devolution is the most desirable form of decentralization. It grants decision-making powers to local authorities and gives them the freedom to take full responsibility without referring back to the central authority. The devolved powers include financial powers and authority to design and execute projects and programmes. In case of devolution the local levels of government are allowed to act in a more or less autonomous fashion with the center taking a supervisory role.
Privatization

These apart there is yet another kind of decentralization wherein the government hands over some of its responsibilities and public functions to private, non-governmental or voluntary organizations. Such voluntary organizations could be industrial associations, professional groups, cooperatives and the like. Similarly, totally private controlled enterprises can be handed over certain responsibilities and public functions. Decentralization of this type is called privatization.

When government privatizes PSUs by relinquishing all controls (financial, administrative, etc.) over such organizations then this act can be said to be an example of the fourth form of decentralization discussed above. As there exist very few statistical measures for many aspects of decentralization it is very difficult to quantify the extent of very difficult to come by and in most case the necessary data does not exist. While making cross national comparisons of the degree of decentralization we should keep in mind the fact that the priority accorded to decentralization varies with the size of the country. Generally, decentralization is of more importance to larger countries as compared to smaller ones. So the degree of decentralization acceptable for one country may not be suitable for another. Again a government might apparently be very committee to the idea of decentralization (of expenditure, say) but at the same time it may be retaining tight control over standards and priorities. In such a case decentralization is meaningless. So when dealing with the various measures of decentralization we should be careful not to be misled. Knowledge of the situation,
the intricacies of governance and various systems that are followed in the concerned country.

Proper allocation and timely availability of funds for grass roots level workers is the fulcrum of a decentralized planning infrastructure. Keeping this in mind we can define certain ratios that may be used for measuring financial decentralization. These are:

1. The expenditure decentralization ratio: It is the percentage share of the local government's expenditure in the total expenditure of the central government. The expenditure decentralization ratio is in a way imperfect because it does not take into account the fact that there are some government expenditure (like defence, debt servicing, etc.) which by their nature have to be undertaken by the central government.

2. The modified expenditure decentralization ratio: When the part of expenditure that cannot be decentralized is subtracted from the total government expenditure then the percentage of that remaining expenditure spent by the local government is called the modified expenditure decentralization ratio. This ratio, to a great extent, reduces the drawbacks of the expenditure decentralization ratio. Therefore it is called modified.

3. The revenue decentralization ratio: This ratio measures the extent of the local governments liberties in generating revenue. It is the percentage share of local government revenue in total government revenue.
4. The financial autonomy ratio: It is a measure of the local government's independence from central government funding. It is the percentage share of revenue that is raised locally in the total local expenditure.

Again the control of social spending can be used as an indicator of decentralization. This is so because it is generally presumed that when local governments are in charge of education or health (for instance) the resources are used more efficiently and there is more equitable distribution of benefits and better management. Moreover, the local government is expected to be more sensitive as far as the needs of the local communities are concerned.

To measure the distribution of social spending and thus get an idea about the extent and nature of decentralization the following ratios may be used:

1. The central government social allocation ratio: The social spending component expressed as percentage of the central government budget gives this ratio.

2. The local government social allocation ratio: It is the social spending component expressed as a percentage of the local government budgets.

3. The social expenditure decentralization ratio: It is the ratio of local government social spending in the total social spending by the central government. It gives a measure of the extent of decentralization in social spending.
Concept of Decentralized Planning

Having discussed the concept of decentralization we need to know about decentralized planning and its conceptual framework as found in India. Decentralized planning is actually planning at different levels. This could imply planning for national level, state level, district level, block level, panchayat level, etc. Again this kind of planning could be for a particular region with agro climatically homogeneous features.

Decentralized planning is really a multi level planning and not a totally bottom up kind of planning. It does not profess total replacement of centralized planning. It is a two way planning process starting from the top (national) and the bottom (local level) simultaneously. The two processes merge with each other at a level below which centralized planning becomes irrelevant and unmanageable and above which micro planning's not possible. Macro, meso and micro levels of planning can correspond roughly to the national, state and district levels respectively.

Three important characteristics of planning in India are:

1. The process operates under a democratic framework with elected governments at the center and the state.
2. The planning process operates through a system of federation where concurrent planning is involved.
3. The planning process operates in a market friendly economy.
Objectives of Decentralized Planning

The prime objective of decentralized planning is the growth and distributive justice of the whole economy by suitable linking up local needs and priorities with avowed goals of development. The centralized planning we have been flowing till date has failed in various respects to deliver the goods. Though the values of some macro indicators like GNP, agriculture/industrial production, etc. may have increased over the years the picture that the grassroots level is not exactly rosy, this is so because distributive justice has not accompanied growth. This is further underlined by the fact that a good percentage of our population is below the poverty line and the rate of unemployment has not shown any marked change. During the era of centralized planning emphasis had been on project involving huge investments. Heavy industries, major and medium irrigations and other such areas were promoted. Thus the beneficiaries of the planning exercise were mainly the industrialists and big businessmen of urban areas and the better of big farmers of the rural areas. The poorer sections of the population reaped little or no benefit from the planning process.

During the Fourth Five-Year Plan the issue of this imbalance and its remedy was raised for the first time. The same plan debated the appropriate planning unit for correcting imbalances and came to the conclusion that the district was the optimum unit for micro level planning. But district level planning was not much of a success as the ensuing years showed. It was understood that a smaller area would be more effective for obtaining desired results from micro planning. This became clear when the problems of mobilizing local material, human resources and managing agricultural
activities, minor irrigation, rural industries, health, and education, from such a large frame of reference became apparent. So community development blocks were chosen as appropriate planning units.

Block-level planning promised many things. First of all it did away with the possibility of duplication and redundancy, which arises when sectoral plans are implemented in isolation. It was also a movement in the direction of decentralization, which the government had initiated. The system (of planning) that is still prevalent in this country depends much on the functioning of the local administration, which is, however, detached from the people and answerable only to their superiors. Moreover, the group of administrators and the group of villagers has negative stereotypes about each other in their mind. This further complicates the problem and makes the case for decentralized, people centered planning stronger. So what is required is a decentralized, people centered, peoples plan where involvement of the people is a sine qua non. In such a planning system plan the people working side by side in harmony with administrative personnel will do formulation and implementation. This will ensure that the benefits of planning reach the lowest rungs of society and the needs of the people are reflected in the executed projects. Again the geographical and agroclimatic disparities among regions have a reflection on the life of the people, which necessitates decentralized planning to better their lot. This is so because the wide focus of centralized planning cannot take into account reasonably such disparities and make necessary adjustments.
In an era of welfarism, the government is overburdened with multifarious activities and functions. Moreover, a governmental machinery functioning at a remote place cannot obviously find time and the requisite knowledge of all the different areas. They can be understood and appreciated better, and attended to efficiently by an organization which is constituted in the locality or area itself. This constitutes the basic need for effective decentralization.

Decentralization or distribution of governmental powers and responsibility to the different units of the government is of paramount importance in a democratic set up. As Laski points out, we cannot realize the full benefit of democratic government unless we begin by the admission that all problems in their incidence require decision at the place, and by the persons, where and by whom the incidence is most deeply felt.45

Local problems one of a variety, whereas the central government aims at uniformity. In the words of Finer; “the local bodies are the outcome of natural groupings and associations which should be cherished and given a full scope in any scheme of genuinely national self government.

Besides, local governments is itself the best school of political training for the mass living in the villages who cannot take part in the provincial or the central government except through their representatives, and it is also to be cherished a school of social service and a most efficient factor of social progress”.46 As the
actions of the welfare state have multiplied rapidly, it tends to go beyond regulatory functions and becomes involved in the welfare of the common people, and this calls for decentralizations of powers to the local government. Hence, the need for local government.

In fact, local government today is more important in the daily life of a citizen than the state or central government. "Local authorities have greater opportunities today than ever before. If the powers of the central government are increasing so are the powers of the local councils." Such has pointed out: "the local government of a developing country assumes the primary responsibility for national development but local government also has its share to contribute. Indeed, national government is not likely to succeed without a genuine partnership between the two".

In modern, times local institutions are outposts of democracy. It is here that the programme of national development is put to action, and people learn participation in public affairs. Pandit Jawaharlal Nehru rightly remarked,

Local problems are numerous and are of local character. Local governments can solve local problems in an efficient and speedy manner.

Besides, it may become economical to mange local problems at the local level. It enhances the importance of local government also. Further local government serves as agencies for the town citizenry to participate in decision making and in
implementing them. It provides an outlet for competent and public spirited persons of locality to render social service to the community.

From can take up responsibilities for state and national levels. Local government thus ensures a regular flow of talent to higher levels. Local administration is the foundation of our democracy. A democracy at the top cannot be a success until the foundation on which the superstructure rests, is strong. It is no use starting such a superimposed democracy without proper base.\(^{49}\)

According to De-Tocqueville, Local institutions constitute the strength of free nations. A nation may establish a system of free nations. A nation may establish a system of free government but without municipal institutions, it cannot have spirit of liberty.\(^{50}\)

Thus, study of local government is of crucial importance because the municipal institutions serve the people from Birth days to the days even after death.

Democracy rests on the assumption that government is an affair of the governed and all problems are to be solved in accordance with public opinion. However, all problems are not national, some are purely local and they should be solved in accordance with the local aspirations. If this is ignored and an attempt is made to concentrate all authority on the state or central government, it will result in encumbering the government with too much work and in transferring all powers, in
Local government helps neutralizing the overbearing influence of bureaucracy which tends to injure democratically organized institutions. Thus, local government acts as a bulwark against the growing influence of bureaucracy.

The official in the local government works with a great sense of responsibility if he finds himself under the constant vigil of his masters the people. This secures the foundation of democracy, as the common man may not remain aloof and isolated from the government and its processes. It is for this reason that Bryce describes local bodies as the best school for democracy. Dr. Venkata Rao also underlined this fact when he observed, that one of the virtues inherent in local government is the easy intimacy and ready access to local government official. The educative value of democracy very largely depends upon the nature and spirit of its local institutions.

The country, the city and the town are potential schools of citizenship. In the words of Dr. W.B. Munro, “it is in the arena of local politics that people must easily learn their first lessons in the art of governing themselves”. The leading democratic countries of the world like United Kingdom and United States of America have realized its value.

Authorities of democratic developing countries also realize that the tasks of local authorities are not limited to providing services conducive to social and
economic development but they must provide suitable conditions for socio cultural adaptation. Local government gives more opportunities for political education, the object of which is to dispel from the citizen's mind manifold utopian notions of man's nature and of the nature of the world placed before him. It teaches men that the yare moved not only by principles but by interest, their actions aimed not only at the discharge of duties but also at the satisfaction of passion, appetite and unreflecting habits.  

It is only through participation in local government at all levels that political education of this sort can be obtained by the citizens in a democracy. A high power central committee in India has rightly summed up the place of local bodies in the government structure in the following words: Local bodies are important units to help achieve the decentralization 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 government can also be more efficient in routine matters by avoiding the inflexibilities inherent in a centralized system. As against departmental specialization at the central and state levels local bodies are the media through which functional compartmentalization can be channelised into a co-ordinate plan of all-round development at the community level.
Thus, one can verify find an intrinsic relation between municipal corporation. Decentralization since municipal corporations its refinements is the institutional frame of decentralizations concept.

End Notes:

2. Harris, G.M., Comparative Local Government, Hutchinson’s University Library, London, 1948, P.9
10. Ibid., P. 178
18. Ibid., P. 1.
19. Ibid., P. 1.

27. Lord Rippon's Resolution of September, 1981.
34. Rowe, L. S. Problems of City Government, Appleton and Company, New York, 1915, P. 1
40. Resolution No. 3334 of 14th December, 1987, also Mayo's Minute, July, 1870.
42. Para 5 of Resolution
48. Ibid.,