INTRODUCTION

Evolution of Municipalities

The provide evidence of the existence of organised urban life in India since the ancient period. An officer was appointed to perform various functions related to city administration. Subsequently, local institutions were constituted. As centres of prominence grew, their management became difficult. A number of problems confronting local governments began to emerge, such as excessive official control, narrow franchise, meagre resources, lack of education and training, shortage of capable and committed persons, and inadequate control of local bodies over services. A need was felt to strengthen the local government institutions that would look after the day-to-day civic affairs in an efficient manner. A number of steps were taken from time to time in an attempt to reform local governments – decentralisation of authority, powers, functions and funds to lower levels of government; democratisation of local governments; providing greater autonomy; granting constitutional status; amendments in municipal Acts; etc. (Table 1). During the period of reforms, issues related to sharing of power between the officials and non-officials affiliated to the local government emerged prominently. A major achievement of the Indian Government in their endeavour to strengthen urban local governments is the enactment of the Constitution (seventy-fourth amendment) Act during the year 1992.5 The Act provides for initiating reforms in the constitution, composition and functioning of urban local governments and empowers State governments to amend their municipal Acts accordingly. Since the enactment of the Act, most State governments in India have carried out the legislative reforms at local government level. In recent times, several attempts have been made to assess the impact of the seventy-fourth amendment Act provisions.
Table 1 Evolution of Municipalities in India

<table>
<thead>
<tr>
<th>Time Period</th>
<th>Developments</th>
</tr>
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<tbody>
<tr>
<td>2300-1750 BC (Indus Valley Civilisation)</td>
<td>Evidence of organised urban life – wide streets, market places, public offices, community baths, drainage and sewerage system</td>
</tr>
<tr>
<td>Post-Mauryan</td>
<td>Appointment of a chief executive officer to perform various functions related to city administration; responsible for city’s sanitation, which included maintenance of drainage system and cleanliness of roads</td>
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<tr>
<td>320-540 AD (Gupta)</td>
<td>• Towns administered by a council</td>
</tr>
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<td></td>
<td>• Provision of having elected administrative officers</td>
</tr>
<tr>
<td>1526-1707 AD (Mughal)</td>
<td>Municipal administration vested in kotwal, who was the city governor possessing powers and duties of the chief of city police, magistrate and prefect of municipal administration</td>
</tr>
<tr>
<td>Between disintegration of Mughal Empire and advent of the British</td>
<td>• Anarchy and military feudalism in most parts of the country</td>
</tr>
<tr>
<td></td>
<td>• Local institutions perverted or weakened</td>
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<tr>
<td>1642</td>
<td>Sir Josia Child obtains a Charter from the British Monarch, James II, to set up a corporation at Madras</td>
</tr>
<tr>
<td>1720</td>
<td>A royal Charter issued for establishing a mayor’s court in each of the three presidency towns of Madras, Bombay and Calcutta</td>
</tr>
<tr>
<td>1793</td>
<td>• Governor-General in council empowered to appoint justices of peace for the presidency towns from among civilians and the British subjects, who were vested with the authority to impose taxes on houses and lands to provide for the sanitation of towns</td>
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<td>• By a Charter Act, the British establish local institutions in Bombay, Calcutta and Madras</td>
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2
<table>
<thead>
<tr>
<th>Time Period</th>
<th>Developments</th>
</tr>
</thead>
<tbody>
<tr>
<td>1850</td>
<td>Act passed to permit formation of local committees to make better provisions for public health and convenience; Act provided for levy of indirect taxes to which people were accustomed</td>
</tr>
</tbody>
</table>
| Up to 1863  | • Local institutions in urban areas did not make much progress and were confined to about 20 towns  
• People had no opportunity to participate in the functioning of these institutions  
• Royal Army Sanitation Commission point out the fast deteriorating sanitary condition of towns all over the country  
• Government of India pass several municipal Acts for various provinces authorizing governors to order the formation of a municipality in any urban area. |
| 1870        | • Lord Mayo’s resolution released; provided for decentralisation of administration from the centre to the provinces; emphasised the idea of increased association of Indians in administration; indicated extension of municipal self government; encouraged the general application of the principle of election  
• Municipal Acts passed to enlarge municipal powers, extend election system and introduce the system of local finance, but the provision was little applied in practice as the district officers in those days were not sympathetic to the idea of extension of the elective principle  
• Municipalities established in every town of importance. However, these municipal bodies were completely under the control of the district magistrate and the town people were associated only for raising funds for the maintenance of police, conservancy and road repairs |
<table>
<thead>
<tr>
<th>Year</th>
<th>Events</th>
</tr>
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</table>
| After 1870 and up to 1880 | • Social and economic changes experienced by the Indian society  
• Educated Indians demand more political rights and greater share in administration and public services  
• Principle of local self-government put into practice only in the cities of Calcutta and Bombay and in a few of the towns of Central Provinces and North Western Provinces. Elsewhere, although a framework of local administration and local taxation existed, control was firmly in the hands of the servants of the government |
| 1882     | • Lord Ripon’s resolution released; advocated for establishment of a network of local self government institutions; reduction of the official element of not more than a third of the total membership; a large measure of financial decentralisation; adoption of election as a means of constituting local bodies  
• Municipal Acts passed; However, Lord Ripon’s reforms achieved little success, since they were considered too radical |
| 1888     | Functioning of local governments for several years had some positive results. Presidency towns attain a system of responsible government. Under the Bombay City Municipal Corporation Act, 1888, the city council of Bombay was constituted of a majority of elected and nominated members. A ‘standing committee’ of the council, which had an elected chairman, was also formed to undertake the major portion of the work of the council |
| 1907     | • Royal Commission on Decentralisation set up to enquire into the financial and administrative relations of the Government of India and the provincial governments and subordinate authorities |
- Commission recommendations similar to Lord Ripon’s proposals
- Municipal Acts of several provinces amended, but no real progress achieved
- Local self government continued to be one of the functions of the district officer

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<tr>
<th>Time Period</th>
<th>Developments</th>
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| 1914-1919   | - National movement for independence gains momentum  
- 1917 Declaration released: associate Indians in every branch of administration; gradual development of self-governing institutions  
- Montague-Chelmsford reforms introduced to make local self government representative and responsible  
- Government of India Act, 1919 enacted; responsibility for local government transferred from the hands of the district officers to a department controlled by a popular minister; franchise for election to local bodies substantially widened. In some provinces, the municipal bodies were given the power to raise or lower rates of taxes within the statutory limits. The popular ministers of provincial governments proceeded to establish elected councils and gave executive authority to the elected chairman |
| Up to 1947  | - Laws governing local bodies enacted during the period 1917 to 1937 fail to prescribe an effective system for day-to-day management of municipal affairs; hardly any attention paid to the question of administrative efficiency and fixation of responsibility for the proper performance of municipal functions  
- Transfer of power from official hands resulted in inefficiency  
- Several municipalities superseded on the charges of corruption and inefficiency  
- India attains independence in 1947 |
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<tr>
<th>Year</th>
<th>Events</th>
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</table>
| 1950 | - New constitution prepared; contained provisions for rural settlements only; a reference to urban local government observed only in two entries: (a) Entry 58 List II of the Seventh Schedule (the State List); and (b) Entry 209 of List III (Concurrent List)  
- Constitution places local government, including urban local government, within the legislative competence of the States  
- In the absence of constitutional recognition and clear statutory delineation of their powers, functions and resources, urban local governments remain neglected; only few changes made in their structure and functioning |
| Since 1949 | - Numerous committees and commissions appointed by the Central and State Governments to study the functioning of urban local governments and to give recommendations for their improvement  
- Numerous seminars and conferences convened on various topics concerning urban local governments  
- Central Council of Local Self-Government set up in 1954 to examine the problems of urban local governments  
- Responsibility of urban local government transferred from one ministry to the other, namely Ministry of Health; Ministry of Works, Housing and Urban Development (1966); Ministry of Health, Family Planning, Works, Housing and Urban Development (1967); Ministry of Works and Housing (1973) |
| 1985 | - Ministry of Urban Development established; assisted by several departments  
- National Commission on Urbanisation set up to assess problems caused by urbanisation and to suggest measures to combat this phenomenon |
<table>
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<tr>
<th>Time Period</th>
<th>Developments</th>
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</table>
| 1989        | • Attempt to introduce the Constitution (63rd Amendment) Bill; also known as Nagarpalika (Municipality) Bill; contained provisions for strengthening of urban local governments  
• Bill defeated in the parliament by a narrow margin of three votes |
| 1991        | • Bill [named Constitution (73rd Amendment) Bill] introduced again by the Government  
• Bill rejected and described as an encroachment on the rights of State governments |
| 1992        | Constitution (74th Amendment) Act finally accepted and enacted; contains provisions for (a) constitution of a uniform typology of municipalities; (b) composition of municipalities; (c) constitution and composition of wards committees; (d) elections and reservation of seats; (e) duration of municipalities; (f) powers, authority and responsibilities of municipalities; (g) constitution of state finance commissions, committees for district planning and metropolitan planning |
| Since 1992  | • Most State municipal Acts amended  
• Reforms underway in the structure and functioning of urban local governments |

**Source:** Report of the Committee of Ministers Constituted by the Central Council of Local Self Government (1963); Government of India (1966); Sachdeva, Pardeep (1993); Constitutional Provisions Relating to Village Panchayats and Municipalities in India (1999).
Constitution (Seventy-fourth Amendment) Act Provisions

- Constitution of Municipalities (namely, Municipal Corporation, Municipal Council, and Nagar Panchayat) in every Indian State;
- Constitution of Wards Committees within the territorial area of a municipality, to ensure people’s participation in civic affairs at the grass-roots level;
- Regular and fair conduct of municipal Elections by statutorily constituted State Election Commissions; no provision for supersession of municipal governments for more than 6 months;
- Adequate representation of weaker sections (i.e., Scheduled Caste, Scheduled Tribe, Backward Class) of the society and women in municipal governments through reservation of seats;
- Specification by law, through the State Legislatures, of the powers (including financial) and functional responsibilities to be entrusted to municipalities and wards committees;
- Constitution of State Finance Commissions, once in every 5 years, to review the financial position of municipalities and to make recommendations on the measures needed to improve their financial position;
- Constitution of a District Planning Committee at the district level and a Metropolitan Planning Committee in metropolitan areas of every State, for the preparation and consolidation of development plans.

Typology and Constitution of Municipalities

Before 1992, State governments were empowered to constitute four different types of municipalities, namely municipal corporations, municipal committees/councils, notified area committees and town area committees. Thereafter, the seventy-fourth amendment Act was enacted which provides for three types of municipalities – municipal corporations, municipal councils and nagar panchayats and most state governments classified local governments falling
within their jurisdiction as per the revised scheme. Notified area committees and town area committees have been reconstituted as nagar panchayats. The attempt of the central government is to establish a uniform classification of municipalities throughout the country, which is based on the principles of democracy. Though all urban local governments have common objectives and somewhat identical characteristics, the method of their constitution in the extent of delegated functions, powers and resources available to them lends a distinct status to each category of local government (Table 2).

**Figure 1**

**Changes in Typology of Municipalities**

<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Municipal Corporation</td>
<td>Municipal Corporation</td>
</tr>
<tr>
<td>Municipal Committee/Council</td>
<td>Municipal Council</td>
</tr>
<tr>
<td>Notified Area Committee</td>
<td>Nagar Panchayat (Town Council)</td>
</tr>
<tr>
<td>Town Area Committee</td>
<td></td>
</tr>
</tbody>
</table>

**Main Characteristics of Urban Local Governments**

**Type of Municipality**

Rationale for Constitution and Brief Characteristics

**Municipal Corporation**

Before 1992 Municipal Corporation were established in metropolitan areas or big cities, wider functions and larger powers than councils, enjoying more autonomy and having larger revenue resources and vesting of all executive powers in an appointed authority who is independent of the elected body. After 1992 these were constituted in “large urban areas” also
Municipal Committee/Council

Before 1992 the Municipal Committee form is the most popular form of local government in urban areas, set up in the cities and large towns, extent of State control is relatively larger than corporations. After 1992 these were constituted in “small urban areas also.

Nagar Panchayat

Nagar Panchayat were After 1992, these were constituted in “areas in transition from rural to urban”.

Notified Area Committee

Before 1992 the Notified Area committees were Set up by State government in medium and small towns, created for areas which do not fulfil conditions for constitution of councils but are otherwise important, also created for newly developing towns or areas where industries are being established, all members including chairman are nominated by the State government and not elected. After 1992 these were abolished.

Town Area Committee

Town Area Committee was constituted as Semi-municipal authority for small towns with members either wholly nominated or wholly elected, or partly nominated and partly elected. After 1992 these were abolished.

The number of municipalities (i.e., municipal corporations, municipal councils and nagar panchayats) differs from State to State. It is obvious that States with a large number of urban areas have a higher number of municipalities. There are some States where municipal corporations and/or nagar panchayats do not exist. This is due to the fact that the urban areas in such States do not fulfil the conditions for the constitution of a particular type of local government. Municipalities are constituted by the State government, which specifies the class to which a municipality shall belong in accordance with the provisions of the municipal Act. For this purpose, size of the
urban population is the main criterion. However, in some States consideration is also given to other criteria, such as location of the urban area and the per capita income.

**Municipal Legislation**

Urban local governments are governed by the provisions of the State municipal Acts. Every State has its own municipal Act. The State legislature is empowered by the central government to decide on the structure, functions and powers to be entrusted to the local governments. Although the content and format of various State municipal Acts is more or less uniform, there are striking differences in the provisions for devolution of powers, functions and funds to local governments since this is determined by the condition of both the State and the local government. The system is regulated by enactments passed from time to time by State legislatures.

Furthermore, municipalities possess powers to draft local byelaws on various provisions for the furtherance of municipal administration. This is due to the fact that each urban area has its own distinct character. The byelaws are sent to the State legislature for approval. The municipal Act is, therefore, a comprehensive guiding legal document for the local government officials and the elected representatives, and byelaws are framed to further clarify the administrative procedures. In every State, two different types of Acts are generally in use – one for the municipal corporations and a common Act for the municipal councils and nagar panchayats. In a few States where several municipal corporations exist, the legislature has framed municipal Acts especially for some corporations. The remaining corporations in the State are governed by a common municipal corporations Act.

**Duties of Municipalities**

The basic objective of an urban local government has changed from the maintenance of law and order in the early years to the promotion of the welfare of the community in recent times. The State municipal Acts provide an exhaustive list of functions, which are classified into obligatory and optional or discretionary functions. The former have to be necessarily performed by the local government and for which sufficient provision in the budget has to be made. Failure to perform any of these
functions may compel the State government to supersede a municipality. Discretionary functions may be taken up depending upon the availability of funds. Municipal functions listed in the State municipal Acts generally fall in the following broad categories: (a) public health and sanitation; (b) medical relief; (c) public works; (d) education; (e) development; and (f) administrative.

Table 2 Functions of Urban Local Governments

<table>
<thead>
<tr>
<th>S. No.</th>
<th>Category</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Public Health and Sanitation</td>
<td>Water supply, public vaccination, control of diseases, prevention of pollution, collection &amp; disposal of rubbish, maintenance of sewers, etc.</td>
</tr>
<tr>
<td>2.</td>
<td>Medical Relief</td>
<td>Establishment &amp; maintenance of health institutions, etc.</td>
</tr>
<tr>
<td>3.</td>
<td>Public Works</td>
<td>Construction &amp; maintenance of streets, bridges, etc., control &amp; regulation of building activity, street lighting, tree plantations, etc.</td>
</tr>
<tr>
<td>4.</td>
<td>Education</td>
<td>Establishment &amp; maintenance of educational institutions, etc.</td>
</tr>
<tr>
<td>5.</td>
<td>Development</td>
<td>Construction &amp; maintenance of markets, shopping centres, drinking water stand posts, wells, parks, gardens, etc.; preparation of comprehensive plans for development &amp; growth of town, etc.</td>
</tr>
<tr>
<td>6.</td>
<td>Administrative</td>
<td>Preparation of annual reports, maintenance &amp; development of municipal property, regulation of traffic, registration of births &amp; deaths, etc.</td>
</tr>
</tbody>
</table>


Furthermore, the seventy-fourth amendment Act, 1992 provides that State legislatures may endow municipalities with 18 functions. Whereas many of these functions (such as urban planning, water supply, sanitation, slum improvement, etc.)
were already listed in the municipal Acts of most States, certain new functions have been included, namely planning for economic and social development; urban forestry, protection of the environment and promotion of ecological aspects; safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded; urban poverty alleviation; and promotion of cultural, educational and aesthetic aspects. It is understood that the listing of the functions has been done to ensure that State governments give priority to at least those functions that are of importance to every urban area. In most State municipal Acts, the list of 18 functions has been inserted.

Powers, Authority and Responsibilities of Municipalities (Article 243 – W)

Subject to the provisions of this Constitution, the Legislature of a State may, by law, endow –

- The Municipalities with such powers and authority as may be necessary to enable them to function as institutions of self-government and such law may contain provisions for the devolution of powers and responsibilities upon Municipalities, subject to such conditions as may be specified therein, with respect to:
  
  I. The preparation of plans for economic development and social justice;

  II. The performance of functions and the implementation of schemes as may be entrusted to them including those in relation to the matters listed in the Twelfth Schedule;

- The Committees with such powers and authority as may be necessary to enable them to carry out the responsibilities conferred upon them including those in relation to the matters listed in the Twelfth Schedule.

Twelfth Schedule

1. Urban planning, including town planning;
2. Regulation of land-use and construction of buildings;
3. Planning for economic and social development;
4. Roads and bridges;
5. Water supply for domestic, industrial and commercial purposes;
6. Public health, sanitation, conservancy and solid waste management;
7. Fire services;
8. Urban forestry, protection of the environment and promotion of ecological aspects;
9. Safeguarding the interests of weaker sections of society, including the handicapped & mentally retarded;
10. Slum improvement and up gradation;
11. Urban poverty alleviation;
12. Provision of urban amenities and facilities, such as parks, gardens, playgrounds;
13. Promotion of cultural, educational and aesthetic aspects;
14. Burials and burial grounds; cremations, cremation grounds and electric crematoriums;
15. Cattle pounds; prevention of cruelty to animals;
16. Vital statistics, including registration of births and deaths;
17. Public amenities, including street lighting, parking lots, bus stops and public conveniences; and
18. Regulation of slaughterhouses and tanneries.

**Composition of Municipalities**

There have been significant changes in the composition of municipalities since their constitution. In the ancient period, municipal administration was in the hands of the ruling class or the ruling government and their subordinate offices and departments. Urban citizens were not happy with the prevailing ‘centralised approach’, which was characterised by excessive bureaucracy. It was gradually realised that since local governments were formed for the welfare of the urban citizens, it was necessary to involve them. This thinking paved way for citizen’s participation in municipal affairs. A select number of urban citizens are now chosen by holding elections to municipalities. For this purpose the municipal area is divided into several wards delineated on the basis of population. There is a contest for the seat/post of councillors in municipalities among the eligible voters at the ward level. One person from each ward is elected to the post of councillor. Elections are also held.
for the post of a mayor in municipal corporations and a chairperson (also known as a president/chairman) in municipal councils and nagar panchayats. The State government departments are responsible for the organisation of municipal elections. Besides, the State government appointed staff and persons nominated by the State government, citizen’s representatives have become a part of the local government. Whereas the appointed staff are trained to handle their duties, citizens’ representatives are more aware of the quality of life at the ward level. The effort of the government has been on maintaining a balance in the distribution of power between the officials and the non-officials and on establishing a democratic form of local government. To enable wider participation in municipal affairs, seats in local governments are reserved for some sections of the society. In addition to the appointed, nominated and the elected functionaries, ex-officio persons are also affiliated to the local government. A typical composition of an urban local government.

**Table 3 Composition of Urban Local Governments**

<table>
<thead>
<tr>
<th>Category</th>
<th>Type of Municipality</th>
</tr>
</thead>
<tbody>
<tr>
<td>Elected Members</td>
<td>• Mayor; Deputy Mayor</td>
</tr>
<tr>
<td></td>
<td>• Councillors/Elected Ward representatives</td>
</tr>
<tr>
<td></td>
<td>• Chairperson/President; Vice-President</td>
</tr>
<tr>
<td></td>
<td>• Councillors/Elected Ward Representatives</td>
</tr>
<tr>
<td>Ex-officio Members</td>
<td>• MPs</td>
</tr>
<tr>
<td></td>
<td>• MLAs</td>
</tr>
<tr>
<td></td>
<td>• MLCs</td>
</tr>
<tr>
<td>Appointed Staff</td>
<td>• Municipal Commissioner</td>
</tr>
<tr>
<td></td>
<td>• Subordinate Staff</td>
</tr>
<tr>
<td></td>
<td>• Executive Officer</td>
</tr>
<tr>
<td></td>
<td>• Subordinate Staff</td>
</tr>
<tr>
<td>Nominated Members</td>
<td>• Selected Citizens</td>
</tr>
</tbody>
</table>

**Source:** State Municipal Acts.
Reservation of Seats in Municipalities (Article 243 – T)

1) Seats shall be reserved for the SCs and STs in every Municipality and the number of seats so reserved shall bear, as nearly as may be, the same proportion to the total number of seats to be filled by direct election in that Municipality as the population of the SCs in the Municipal area or of the STs in the Municipal area bears to the total population of that area and such seats may be allotted by rotation to different constituencies in a Municipality.

2) Not less than one-third of the total number of seats reserved under clause (1) shall be reserved for women belonging to the SCs or as the case may be, the STs.

3) Not less than one-third (including the number of seats reserved for women belonging to the SCs and the STs) of the total number of seats to be filled by direct election in every Municipality shall be reserved for women and such seats may be allotted by rotation to different constituencies in a Municipality.

4) The offices of Chairpersons in the Municipalities shall be reserved for the SCs, the STs and women in such manner as the Legislature of a State may, by law, provide.

5) The reservation of seats under clauses (1) and (2) and the reservation of offices of Chairpersons (other than the reservation for women) under clause (4) shall cease to have effect on the expiration of the period specified in Article 334.

6) Nothing in this Part shall prevent the Legislature of a State from making any provision for reservation of seats in any Municipality or offices of Chairpersons in the Municipalities in favour of backward class of citizens.

Municipal Performance

The study of municipal performance is very important in these days. It could be noted that local bodies are the non profit organization. They are government bodies with the motive of rendering services to their residents. The local bodies collect the tax revenue and non tax revenue from the residents and people depend on their services. The municipal services should have accountability to its citizens. The
measurement of performance of municipal service is the urgent need of the hour. It could be noted that municipal citizens sacrifice their income by way of paying tax to the municipality and they compensate such sacrifice by way of getting benefits from the municipal services relating to public health services, sanitation services, public lighting services, road facilities, sewage and drainage services. It is interesting to note that municipal service performance explains to tax payers how they are being served and the value they are receiving for their tax amount. It is remarkable to note that business monitors costs, production, customer satisfaction and profit to stay in business and earn reasonable return and reports the results to their share holders. Similarly municipal local government plans and policies are expected to provide services and improve the quality of life of the local citizens. It could be noted that performance measurement has helped in identifying the ways for municipality to provide high quality efficient and effective service.

The municipal performance measures can be used to create new incentives and rewards to stimulate employees’ creativity and productivity. Many municipalities throughout the globe follow this approach. It could be noted that many municipalities are able to cut costs along with improving services. It is remarkable to observe that performance measures can help municipalities to develop budgets based on realistic costs and benefits.

**Municipal Performance Measurement**

The municipal performance measurement is needed to measure and report to the tax payers on their service delivery performance. The selected municipal services should reflect the major expenditure areas for municipalities and their value to the public. An analysis of service quality of municipality is very essential. It could be noted that high performing municipalities may have better participation of citizens in municipal affairs. The measurement should be based on level of undertaking public works, sanitation services, public health services, drinking water services, drainage works, rain water harvesting works, street lighting, public convenience facilities etc. The measurement of services of municipality is an indicator of performance.
The municipal performance can be classified into three types. They are high level performance, medium level performance and low level performance. The performance of municipal service depends on physical targets and financial targets and their level of achievements. In municipal services a bench making process is needed to address service quality issues. In this context, the municipal officials should ascertain the existing level of service quality and assess the needs of citizens, customers and relevant stakeholders.

**Municipal Performance Scenario in India**

India has a strong tradition of urban planning and analysis. But the assessment of the performance of urban plans and services has received its attention. The municipal plan and initiatives have received a good attention and their performance assessment is limited. The municipal performance analysis on housing rights, access to land sites and sites services, constructions methods, costs and designs are frequent topic of analysis but municipal services such as water sanitation, street light, street paving and solid waste collections are often neglected. The performance rating of municipal service is a significant initiative.

**State of Municipal Services**

According to 2011 census 27.78 per cent of the population lives in cities compared to 17.3 per cent in 1951. According to Kundu (2006) population in large cities has grown rapidly and this situation results in serious infrastructural deficiencies in urban India. The rapid increase in the percentage share of urban population in class I cities from 26.00 per cent in 1901 to 68.7 per cent in 2011 has been attributed to faster growth of large cities. In India the small and medium towns are likely to experience serious problems due to infrastructural deficiencies. It could be noted that due to rapid urban growth quality of urban life has deteriorated.

The 74th Constitutional Amendment Act has made provision for introducing 12th schedule of the Indian constitution which points out the functioning of local bodies covering planning regulations and developmental aspects. It could be noted that solid waste management is one of the important essential urban services provided
by municipalities. Urban India produces about 48 million tonnes of solid waste annually at present.

It is estimated that by the year 2047, waste generation will increase to 200 million tonnes fourfold increases compared to recent scenario. It could be noted that cites with 100 000 plus population contribute 72.5 per cent waste regenerated in the country compared to 3955 urban centres that produce only 17.5 per cent of the total waste. The present system of collection, regeneration storage, transportation, and treatment and disposal management of waste are not proper and scientific. The biomedical waste is not properly managed in India.

It could be noted that water supply and sanitation are very important municipal services in India. However, the service coverage of the population is of low quantity due to insufficient funding. As per the report by 58th round of the National Sample Survey (2002), regional disparities in water supply service is across the state in India. The water supply service is found to be quite low in Bihar (35 per cent), Assam (35.5 per cent), Kerala (40 per cent), U.P. (50 per cent) and Orissa (50 per cent). The official statistics reveals that service coverage of water supply is quite high, but the actual situation is different. The increasing population in urban India results in the growth of a variety of economic activities and as a result there is a growing trend in transport network. As a consequence the congestion in urban transport is gradually increasing due to increase in vehicles and inadequate expansion of road network. Hence there is a need to reduce the air pollution and road accidents through the devices of the municipal service.

It could be noted that 28 per cent of the municipality are provided with less than 50 litres per capita per day water supply which is less than half of the normal standard recommended by the Zakaria committee for towns with less than 20,000 population. As per the report by Mathur (2001) even supply between locations is also known to be highly skewed being very little per head in slums.
It is evident from the municipal records that in India nearly 50 per cent of the urban population is covered with sanitation services and only 28 per cent of the urban population are connected to the public sewage system. In India, 70 per cent of the urban areas have sewage system. The position with respect to the collection and disposal of garbage is low. It could be noted that the coverage is low as nearly 30-40 per cent of garbage is left on the city streets of daily. So one can observe a major deficiency in the provision of urban infrastructure and services in urban India. In urban India, the role of public sector in delivery of health and education services is gradually reducing. It could be noted that municipal bodies exist in modern India; but generally public hospitals are inadequate for rapidly expanding urban population.

Norms and Standards of Municipal basic Services in India

As per the report by central statistical organization (2004) at the national level about 91 per cent of the urban population have access to safe drinking water supply and there are shortages with respect to quantity of water available to urban residents. It is evident from the report of NIPFP (2000) the availability of water is even less than 100 litres per capita per day as only 2.7 per cent of sample municipality are reported to supply 100 litres of water per capita per day.

The problem of shortage of urban municipal services is quite remarkable and it is inequitable distribution of the services among the different sections of the society. It is evident that South Delhi region is well equipped with services and infrastructure facilities compared to other areas of the city. It shows inequitable distribution of service to various sections of the population. The need of municipal services is a highly desirable consequent upon liberalization and globalization introduced in the early 1990s. This results in large proportion of investments is concentrated in cities and towns. As a result infrastructure bottle necks have emerged in urban India. Hence, there is a need to evaluate the existing status of municipal services in India with a view to identify the performance of municipal services. Such type of research is essential to improve the activities of municipalities through valuable policy suggestion. In this direction, the present study is being undertaken by making an experiment of Chennai Municipal Corporation in Tamil Nadu.
Statement of the Problem

This study aims at analyzing the performance of Thanjavur Municipal Corporation. The performance analyzes could be carried out in three angles. The first phase of performance analysis relates to the financial performance in terms of total revenue generation, tax revenue, non tax revenue and revenue generation in the form of tariff, fines rental etc. An increasing trend in municipal revenue generation is an indicator of economic performance of the municipal corporation. The second angle of financial performance depends on expenditure pattern of the municipal corporation with respect to development expenditure and non development expenditure. The proportional growth of municipal revenue and proportional growth of municipal expenditure is an indicator of economic performance.

An identification of correlation between municipal expenditure and physical assets creation or the physical targets achievements of municipal infrastructure development creation and number of socio-welfare service provided by the corporation is a yardstick to assess the overall performance of the municipal corporation. In this context, the indicator relating to assets creation per unit of municipal expenditure is an important rating system of performance of Municipal Corporation. Performance can be measured from the point of view of effectiveness of municipal services. The effectiveness of municipal services can be measured from the point of view of municipal citizens. In this context, the effectiveness of municipal services could be examined. In this connection, the indicators relating to fire Service, emergency medical service, garbage collection, bulk trash collection, yard waste collection, drinking water supply, cleanliness of roads, cleanliness of streets, collection of recyclable waste, public health service, maintenance of parks, maintenance of green space, lighting service during nights, parking space in different location, construction of streets, avoid crossing barrier, space for leisure and sport, vital registration, building design construction and approval and public sanitation could be examined from the point of views of the citizens of Thanjavur municipal corporation.

An analysis of service quality performance of employees of Thanjavur Municipal Corporation is very important for the present research. In this context, the indicators of convenient service, competent employees, furnishing reliable
information, clean and descriptive information, easy to understand in formation, perfect competent system, the commitment of the employees to serve, the readiness of the employees to respond to the queries of the citizens, appropriate procedure, the care and concerned evinced by the employees in fulfilling the needs of individual citizens. The readiness of the employees in answering queries related municipal services the sincerity of employees in doing right service efficient service delivery procedure and the efficiency of the employees in exciting the service delivery could all be rated from could be rated from the point of view of the citizens of Thanjavur Municipal Corporation.

It is very essential to understand the problems in getting benefit from the Thanjavur municipal corporation are very important towards studying the performance of municipal services. In this context, the indicators relating to lack of appropriate information, lack of department co-ordination, favouritism, nepotism, high cost of service, un cooperative service provider, personnel seeking bribe, legal problem, documents, authority not taking the problem seriously, lack of transparency in service delivery, imperfect grievance handling system, inadequate honesty and integrity of the service provider, implementation inequity, inadequate access to municipal information, corruption in municipal service, protest access to sewage service and inaccess to local government representatives could be rated from the point of view of the citizens of Thanjavur municipal corporation.

An analysis of solid waste management efficiency in Thanjavur Municipal Corporation is the urgent need of the hour for studying the performance of municipal services. In this context, the indicators relating to proper drainage cleaning, public toilet cleaning, removal of dead animals, removal of garden wastes, removal of bulky waste, removal of garbage water from the locality, proper removal of waste papers, proper removal of plastic and rubber, proper removal of glass and ceramic, proper removal of sewage water, free pack cleaning, grass cutting, street sweeping, land fill operation, cleaning of biomedical wastes, destruction of mosquito breeding places, bleaching powder spraying and proper application of insecticides on stagnated water could be rated from the point of view of the citizens of Thanjavur municipal corporation.
The study of environmental sanitation problems in Thanjavur Municipal Corporation is very important towards studying the performance of municipal services. In this context, the indicators relating to inadequate street cleaning, ground water contamination by penetration of waste water to in the ground water, acidity in the surrounding soil, chemical pollution through air and water, occurrence of bad odour in and around the waste dump, epidemics transmitted through animals, generation of inflammable gas within the waste dump, treated wastewater pumped into rivers, lakes and water bodies, contamination of soil by industry, fire within waste dump, occurrence of rotten and decay odour around the environment, collection of waste materials from hotels, release of poisonous house gas, inadequate sanitation services coverage, irritating sensation from waste dumps, degradation of areas around the households in slum area, squatter area, erosion and stability problems relating to slopes of the waste dump, diseases carried by mosquitoes and surface water contamination by the runoff from the waste dump could be rated from the point of view of the citizens of Thanjavur municipal corporation.

Research Questions

1. What is the level of growth of revenue and expenditure in Thanjavur Municipal Corporation during the period 2009-2010 to 2013-2014?
2. What are the physical achievements of Thanjavur Municipal Corporation in terms of public health, street light facilities, drinking water facilities, nutritious noon meal scheme during the period 2007-2008 to 2013-2014?
3. What are the problems in availing the benefits from the Thanjavur Municipal Corporation?
4. Evaluate the service quality performance of employees of Thanjavur Municipal Corporation?
5. What is the level of services provided by the Thanjavur Municipal Corporation?
Conclusion

That this chapter has discussed the evolution of municipalities, constitution (seventy-fourth amendment) act provisions, typology and constitution of municipalities, main characteristics of urban local governments, types of municipalities, municipal legislation, duties of municipalities, powers, authority and responsibilities of municipalities composition of municipalities, municipal performance, municipal performance measurement, municipal performance scenario in India, state of municipal services, norms and standards of municipal basic services in India and statement of the problem. The above dimensions of research work should act as platform to undertake the research work.

End Notes

