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Local Self Government occupies a primordial position in any democratic setup and more so in India, the World’s largest democracy. Hence, a vivid description of local Self Government is made in this chapter.

For successful working and functioning of democracy, for devolution and decentralization of powers, for efficient Administration in a mammoth country like India, Local Self Government has become a pre-requisite and occupies a unique position. It gives the people an opportunity to understand and appreciate the local issues and get involved in the administration of local affairs and find solution to the problems that are besieging them at the grass root level, bearing in mind the requirements and compulsions of the local people. Local Self Government is a cornerstone for success and survival of any democratic setup because it sustains democracy by involving people continuously as interested partner in its functioning and trains them for their citizenship. A strong and efficient network of institutions of local self Government at grass root levels ensures that democracy not only thrives but also functions properly.

Local self government, in most parts the world, is an autonomous body free from the control of the central governments. Though it has limitations which are set by the law and made by the legislatures, it is independent in many respects. It not only carries out its own assignments in an independent manner but it also undertakes the duties of federal governments some times in a limited sphere.

Local Self Government is the back bone of the democracy. Democracy educates and enlightens the need for people’s participation in Governance. Local self government makes it possible for the people to participate in Governmental affairs at
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the local level. It is an institution which ensures people’s participation in the
democratic process and teaches them how to run a democratic form of government
and lead a democratic Life. Prof. Harris aptly says, “Local self government is a
system under which the people of the locality possess a certain responsibility towards
local public affairs and raising their fund to meet their expenses” ¹.

The Local Self Government is endowed with certain advantages².

1. Firstly, economy in Administration is ensured and resources both human and
   financial are put to optimum use
2. The local problems are solved the rigors of red tapism, is done away with.
3. It ensures the development of the qualities of organizations and the citizens
4. It lightens the burden of both the provincial and the Central Government to
   solve the problems of local importance.
5. It can complete the work in time.
6. It serves as a training ground for the establishment of the values of democracy.
7. It gives the people a feeling of self reliance and self dependence.
8. It develops a local bias towards the problem and the authority.
9. It develops the objective of a welfare state.
10. It promotes all round development of the personality of the citizens.
11. It leads to healthy and proper development of the life of citizens.
12. It brings out political and social consciousness among people.
13. It creates civic consciousness and involvement in Public Administration.
14. It develops the feeling of patriotism and national consciousness.
Local Self Government can broadly be categorized into two types. They are.

a) Urban Local self Government.

b) Rural Local Self Government.

Urban local self government caters to the needs of urban areas as the name connotes. It includes several types’, municipal bodies for towns and cities, depending upon them size, population, industrial development and other aspects.

These bodies are as follows

1. Cantonment Board.
2. Town ship
3. Town area Committee.
4. Notified area Committee.

All these local bodies do not exist in all the urban areas, in all the states and in all the union territories, in the strict order of hierarchy. Different states have, different types of the afore said urban bodies. In rural areas, we have three tier Panchayat Raj system, to meet the demands of rural needs. It includes Zilla Parishad at the top of hierarchy, at the District level, followed by the Mandal Parishad, Panchayat Samithi at the middle level and the Gram Panchayat at the Village Level. These entire ranges of local bodies do not exist in all the urban areas, in all the states and union territories in the strict order of hierarchy.

Evolution of Municipal Government in India

Municipal Government in India is not a new phenomenon. It has been there since times immemorial. The Indus Valley Civilization which flourished in Gujarat
and Rajasthan in India and in the Punjab and Sindh provinces of Pakistan manifests this quite evidently.

The Indus Valley Civilization was an Urban Civilization with Harappa and Mohenjadaro being the Principle Cities. Excavations at these places have revealed that the cities or the urban areas were divided into numerous wards. They were an efficient Police System to protect the life, limb and property of the people. Lamp posts found at the street corners and at regular intervals on the streets indicate the existence of street lightings. As the cities were great centers of trade and business, there were ware houses and other public utilities to store the grain and various other merchandise. The presence of effective Municipal system can be known by the presence of houses which are constructed in a systematic way and the absence of encroachments upon main streets. They existences of careful town planning, adequate water supply and efficient drainage system testifies to advanced nature of Indus valley civilization.

In the Vedic hymns, Manusmriti, the Buddhist Jatakas, The Mahabharata, kautilya’s Arthasastra and similar ancient works, there are several references to Grama Sabhas, Village Councils or Village Governments – responsible for village administration. Local institutions of several shades seemed to have been prevalent in Ancient India. We have ample evidences to say that local self government is of indigenous and independent origin.

In Ancient India, there were several small republics in Northern India, in which self governing, self sufficing local institutions attended to local needs and were self administered. These villages and towns played a significant role in the political
and social life of the people of Ancient India. The villages were self contained, self governed, and self organized. Village was the primary unit and the entire structure of local government revolved around it. It provided a great deal of peace, stability and prosperity to the people even during the periods of political upheavals which were not so quite uncommon in Ancient India. In the words of Sir Charles MetCalf, cited by Jaiswal, “the village communities are little republics having nearly everything they can want within themselves, and almost independent of any foreign relations. They seem to last where nothing else lasts. Dynasty after dynasty tumbles town, revolution succeeds revolution but the village community remains the same. This union of the village communities, each one forming a separate little state in itself has, I conceive, contributed more than any other cause to the prevention of the people of India, through all the revolutions and changes which they have suffered, and is in a high degree conductive to their happiness, and to the enjoyment of a great portion of freedom and Independence.

The Vedic Aryans unlike the people of Indus Valley civilization were essentially a rural people. The village was the centre of the rural society. The head of the village was “Gramani”. He presided over the village Assembly or the Grama-Sabha. It is imperative to note that towns and urban centers did not form an important feature of the Society. In Rig- Vedic hymns, we come across Aryans frequently pray for the prosperity of villages but rarely for that of cities. In the period of latter Samhitas and Brahmans, we find that the life was centered around villages but not cities.
We find the second phase of urbanization from the 6th Century B.C. with the formation of Mahajanapadas in 6th Century B.C. The first phase of urbanization took place during Indus valley civilization. They were several big cities during the 6th century B.C. like Varanasi, Kausambi, Sravasti, Kapilavastu, Pataliputra, Madhura, Ujjayani, Taxila, Vaisali etc., The word ‘Nigama’ used for city indicates that the cities were being governed by their own councils.

During the 4th century B.C. Pan Indian Empire was the established by the Mauryas. Chandra Gupta Maurya was the first ruler and Ashoka the Great was its most illustrious ruler. Local Government Institutions reached their zenith during the Mauryan period. Kautilya in his book, Arthasasthra refers to the village as an independent political entity. Each village was a small, self expressing, self- sufficient republic. For the purpose of administration, Villages were arranged in groups of ten, twenty, and one hundred, one thousand etc.

The headman called Gramika, or Gramaputa was the President of the Village Assembly as well as the executive official. It was also his duty to collect revenue, to preside over the meetings of the village council and to maintain the village records. Similarly, the administrative council of the city was modeled upon that of village communities and it is to be assumed that like the villages, it was also an elected body and performed functions related to the local needs, while certain matters were reserved for the control of imperial officials. Megasthenes, the Greek Ambassador to India gave a vivid picture of the city Administration of Pataliputra. He says that those who have charge of the city are divided into six bodies of five each. It is the duty of the first body to take care of all the affairs related industry and industrial arts. The
second committee attended to the need of the foreigners like permission to enter the
country, their accommodation and comfort and their departure from the country. The
Third attended to the obligation to register the births and deaths the take place in the
city. Trade and commerce were supervised and regulated by the Fourth committee. It
also regulated and monitored that the right measures and weights were used by the
traders and the gullible public were not short changed by the unethical traders. The
fifth committee paid attention to the manufacture and sale of commodities. Quality
and quantity control were uppermost in the mind of the committee. Adulteration was
met with stringent punishments. The Sixth committee concentrated on the collection
of taxes on the goods sold in the city. The taxes were levied on the basis of values of
the commodities.

The Gupta Empire which existed for three centuries from 300 to 600 AD also
saw the evolution of local governments. The village councils during this period
metamorphosed into regular bodies at least in some parts of India. They were many
“Punchamandalies” in Central India and Grama Janapadhas in Bihar. Which were
governed by Local Governments. The headman of village administration was called
‘Gramika’. Sometimes, he was also designated as Bhojaka.

**Chola Period**

The most remarkable features of the local administration during the Chola
period (1870-1215 A.D.) was the organization of village administration. The marked
feature of Cholas’. Village administration was the committee system. The
administrative work on behalf of the village assembly and was performed by different
committees.
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Local Government in Medieval India

During the early medieval period of Indian history, the administration of both the Villages and the urban areas seemed to have been carried out by the royal officials with the help of Local committees. There is lot of epigraphic evidence to show that the residents of towns and villages elected their own representatives of the councils who managed several affairs related to the local territories.

Mughal Period

During the Mughal period also, there was a system of local government and all the towns were fortified from external attack. The chief officer to look after the administration of the fort was called “Kotwal” and “Muhtasid”. He performed many Municipal functions. He exercised supreme authority in all magisterial, police and fiscal matters.

The following passage taken from Abul Fazl’s Ain-I-Akbari gives an account of town life and administration in those days. The appropriate person for this office (i.e., Kotwal) should be vigorous, experienced, active, deliberative, patient, astute and human. Through his watchfulness and night patrolling the citizens should enjoy the repose of security, and the evil disposed lie in the slough of non-existence. He should keep a register of houses and frequented roads, and engage the citizen in a pledge of reciprocal assistance and bind them for common participation of weal and woe. He should form a quarter by the union of a certain number of habitations, and name one of his intelligent subordinates for its superintendence, and receive a daily reporter under his seal of these who enter or leave it and of whatever events occur therein.⁶
Local Government in Modern India

The present manifestation of the Municipal Administration is the result of the British ruler in India. The British rulers who were familiar with the system of local government in their own country tried to replicate the same models in India too.

During the British period, all Municipalities were looked after by the British officers themselves without any local element. In 1687, for the first time, a Municipal Corporation was setup for the Madras City. It was modeled on ‘boroughs’ which were already in existence in Great Britain along with the functions performed by the ‘Boroughs’, the authority, to levy specified taxes was also given to Madras Corporation.

The Corporation consisted of a mayor, older man and burgesses who were empowered to levy taxes for constructing edifices for the convenience of inhabitants in the city. The corporation was also empowered for payment of salaries of the Municipal Personnel.

In 1726, the Municipal Corporation was replaced by a Mayors Court, which was more of a judicial body than an administrative body. In the same year, Bombay and Calcutta obtained some measures of local governments. These three corporations were assigned the responsibilities of sanitation works in 1745, demolition of unauthorized structure in 1754, and public health in 1757.

In 1793 Local Government got evolved in India on the statutory basis as per the charter of 1793, which established municipal corporations for the three presidency towns of Madras, Bombay & Calcutta. The authorities of this Municipal
Corporations were authorized to levy taxes on houses and lands. They performed functions like scavenging, police, maintenance of roads and culverts etc.

In 1850, the Municipal act was passed which extended Municipal Administration to Madras Presidency. Municipalities created under the provisions of the act of 1850 were allowed to exercise limited functions such as street lightings, sanitation, streets, and drainage maintenance and prevention of public nuisance. The Magistrate of the town and a few members from among the inhabitants were appointed as commissioners by the Governor to be in charge of each Municipality. Besides, getting grants from the government, municipalities were empowered to collect taxes on special items.

During 1863-64, a number of purely voluntary associations sprang-up in certain towns to look after some civic amenities. This made the Government to regulate such local bodies through legislation. As a result, an enactment to place this association on statutory basis was formed. It was the ‘Towns improvement Act’ of 1865. The original purpose of the act however was to make the inhabitants of towns bear a part of the increasing cost of maintenance of the police. It, however, made optional for the citizens to raise money for meeting the civic amenities. However, it was eventually decided that the money collected must not be spent only on the police but also on public welfare measures such as construction of drains, the making of roads, the cleaning of tanks etc. Certain towns were selected that were to be brought under the operation of the act and the amount to be collect by the people of those towns was also fixed.
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It was subsequently decided that it was imperative to bring certain amendments into the Act of 1865. It was found that the optional provision for raising money for purposes of lighting, sanitary Inspection, Vaccination and Medical relief was practically inoperative as these services were either not started at all or were totally neglected. Moreover, it seemed necessary to include education as essential services to be under taken by the Municipalities.

What is Local Government?

Though Local Government is ubiquitous, it is not easy to answer the question, what the local self government is. Different people have given different opinion on the subject depending upon their perception. The encyclopedia Britannica describes it as “Government by popularly the inhabitants of a particular district or place and vested with powers to make bye-laws for their guidance. It is an authority to determine and execute measures within restricted area inside and smaller than the whole state. The variant local self-government is important for its emphasis on the freedom to decide and act”9.

W.A.Robson defines local government as a “territorial non sovereign community possessing the legal right and necessary organization to regulate its own affairs”10.

According to Byrne, “Local Government is marked out as a distinctive form of Public Administration by five features. It is elected; multi-purpose, operates on a local scale, has a clearly defined structure, and is subordinate to parliament”11.

Local Government is not to be merely conceived as one of several convenient agencies for the administration of Public Services, it is indispensable to achieve
decentralization of Political Power and promotion of democratic values. Local
government institutions are based on the Principles of division of labor. They are
indispensable because the aggregate duties of government and Local authorities can
thus be shared\(^\text{12}\).

Duane cockword defines local government as a public organization authorized
to decide and administer a large range of public policies within a relatively small
territory which is a sub-division of a regional or national Government. Local
government is at the bottom of a pyramid of governmental institutions with the
national government at the top and intermediate government. (State; regions, and
provinces) occupying the middle range\(^\text{13}\).

A more useful definition of local government is that it is the “Administration
of Locality – a Village, a town, a city, or any other area smaller than the state-by a
body representing local inhabitants possessing a fairly large amount of autonomy,
raising at least a part of its revenue through local taxation and spending its income on
services which are regarded as local and, therefore as distinct from state and central
services\(^\text{14}\).

According to Jackson, the term local government implies that it is concerned
with localities and not with the country as whole. It must, for the reason, be
subordinate to the national Government. The term further implies (as does any other
form of Government) “Some Jurisdiction or activity of public nature, it implies also
the existence of authorities empowered to exercise that jurisdiction and activity”\(^\text{15}\).
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Features of Local Self Government

1. The Local Government consists of the local bodies, local institutions and the local people pertaining to that limited area.

2. The Local Government’s jurisdiction is limited only to a particular area. It is a territory well defined. It is pre-occupied only with the problems relating to that particular area and how to address them and solve them.

3. Its sole concern lies with the promotion of interest of the local bodies.

4. It is representative in character in the sense that there are periodical elections to the executive wing of the local bodies.

5. It mobilizes its own resources, provides for its own finances and frames its own budget.

6. Local bodies are non-sovereign bodies. They derive their strength from the legislation.

7. It discharges only those local functions that are allowed by the legislations.

8. It has the power to make policy and programmes within specified jurisdictions, assigned by the acts framed by the central and state legislation of the state and central legislatures.

9. They owe existences to the legislation of the state and central governments.

10. The Local Government is subject to the control of the higher level government.

11. Local bodies render their services exclusively to the citizens of a particular locality.
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Functions of Local Government

When people live together in a particular locality, certain problems are bound to arise from communal living. The Local Government which has the knowledge of the problems persisting and dogging a particular area is the apt authority to address those problems and as a result plays a vital role in finding solutions to these problems.

The following are the functions carried out by the local government.

1. The Local Government provides varied and comprehensive range of services to the people like public health, sanitation, garbage disposal, water supply, lighting, formation of roads, prevention epidemics etc.,

2. It serves as an effective check on the authoritarian tendency of the Central and State Government because of the devolution of authority of the Local Government.

3. The Local Government develops the spirit of liberty among the people and also acts as a training ground for the people as it provides opportunities to govern themselves.

4. It reduces the burden on the Central and State Government by rendering multifaceted services to the poor the needy.

Concept of Local Government

“Local Government is an ancient institution with a new concept. It embodies the individuality of man’s group activities reflecting the spirit of liberty. It is an integral part of body politic of a country, recognized, created under law for the Management of Local affairs of a human settlement with geographic boundaries”\(^{16}\).
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Conceptually, the Local Government is multi-dimensional. It can basically organize social entity with a feeling of oneness. In political terms, it is concerned with governance of a specific local area constituting a political sub-division of a nation, a state or other major political unit. In the performance of its functions, it acts as the agent of the state. The Local Government is an integrant of the political mechanism for governance in a country.

The economics of a local area reflects in its local authority, can give a good account of its performance without much effort; if the locality is economically well off. A barren area, with least potentiality for growth and development, makes local development a stupendous task for the local people. The local authority will have the initial advantage in not only rendering local services but also in awarding of Government intervention\(^\text{\textsuperscript{17}}\).

The concept of local government has an economic dimension of great significance. It highlights two facts of local authorities, one, with a bearing on their very existence as units for local self-governance and the other, on their legitimate place in national development. Cumulatively, these facts of the concept of local government can help promote the desirable object of partnership between central government and local government for the ultimate fulfillment of common goal, namely, good life\(^\text{\textsuperscript{18}}\).

The most important dimension of the concept of local government pertains to its political character. It has a direct bearing on the nature of the local government which is very intriguing, giving rise to several questions. The Constitution of India, it may be interest to note, affords guidance that lends clarity for the political concept of
local Government. Moreover, local government is an administrative concept not known to other levels of government with its councilors involved in making, unmaking and remaking administrative decisions in council and its committees with a direct bearing on civil services to the local people. The local government is a child of its environment. The local government is an operational and administrative organization with the confluence of politics, administration and technology.

Conceptually the local government is an integrant of democracy. The governments need to be democratic. But without democratic norms there are no self-governing local institutions. In fact, there is no real democracy without self-governing local institutions.

Municipal institutions constitute the strength of free nations. A nation may establish a free government but without municipal institutions, it cannot have the spirit of liberty.

Local Government is not only a form of administration, but also a democratic way of life. Lord Bryce concurred that the Local Government “creates among the citizens some of their common interests in common affairs.”

Local authorities have greater opportunities today than ever before. The powers of the Central Government are increasing so are the powers of the Local councils.

“Legally, Government as creator of local authorities can destroy its creatures.”

“A local authority can institute legal proceedings for the recovery of its property, it can ensure for the debt, to exact penalties or to obtain damages for the
breach of contact. A local authority can also act as dependant in legal proceedings; it can be sued for failure to meet its obligations as employer, Land owner, debtor or purchaser\textsuperscript{24}.

\textbf{Lord Mayo’s Resolution of 1870}

Lord Mayo, in his Resolution, emphasized the need to introduce revolutionary changes in the administration of Municipalities. As a result in 1860 -1870, the policy of decentralization was approved and endorsed in the Resolution. This resolution states that services like roads, education and medical relief should be treated as local issues and the funds required for addressing these issues must be mobilized locally through local taxation. It emphasized the need for raising local resources for the management of local bodies\textsuperscript{25}.

In 1871, funds were mobilized and allocated to above said needs besides that many other changes were also introduced.

Lord Rippon, a liberal minded viceroy who is considered as the Father of Local Self Government in India, recognized the need to establish local self government on sound basis. He made his famous resolution on local self government on 18\textsuperscript{th}May1882 and it is referred as Magna Carta of local self government. It was chiefly designed as an instrument of political and popular education rather than as a measure to improve the administration. Paragraph 6 of the resolution goes on to say,

“’As education advances there is rapidly growing up all over the country, an intelligent class of public-spirited men who if not utilized it is not only bad policy but, sheer waste of power to fail to utilize’\textsuperscript{26}.”
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As Hush Tinker remarks, this resolutions shows clearly that he desired " to revive and extend the indigenous system of the country" and to make full use of what remained of the village system\(^{27}\).

**Lord Rippon’s Resolution aimed at the following**

The provincial government should maintain and extend in every district where intelligent non-official agency could be found, a net work of local authorities charged with definite duties and entrusted with definite funds\(^ {28} \).

All boards should contain a two – third majority of non-officials; these should be elected if possible.

1. There should be control from without rather than within (paragraph 17of the resolution). The chairmen of all local boards should accordingly be non-officials whenever possible(paragraph18)and,

2. The devolution of functions and finances should be made to all the boards according to local conditions\(^ {29} \). ’’By this system’’ Lord Rippon said, ’’The tax payers have a satisfaction that they get a direct and immediate return for the services of sanitation, water, lighting, roads and education. To encourage public participation, men of respectable standing in native society may be induced to be elected as chairmen and conferred the title of Rao Bahadur or KhanBahadur\(^ {30} \).

3. A new era was heralded in the Municipal bodies due to Lord Rippon’s resolution. The constitution, powers, and functions of municipal bodies underwent a sea change. The system of election, with a limited franchise was introduced in the Municipal bodies. All though the chairmanship was open to
non-officials, according to this resolution, it was not implemented and the
officials remained the ex-officio chairmen. Thus, the local self government
which showed a lot of promises initially fail to make satisfactory Progress as
was intending by Lord Rippon.

In 1896, the progress made in Municipal Administration since Lord Rippon’s
time was reviewed by the Government of India By 1900-01, the system of election for
municipal bodies was introduced in most of the provinces and the proportion of
elected and nominated members was fixed.

The beginning of 20th century brought along with it many changes in the
character of local self government. Viscount Morley, Secretary of State during 1905-
1910 impressed upon the need for the decentralization of powers for effective and
efficient running of administration. In December 1907, he appointed The Royal
Commission for decentralization under Charles Hobhouse’s chairmanship to suggest
ways and means of reviving the local bodies and entrusting them with adequate
powers to empower them to meet the needs of the local populace31.

The commission in its report (1909) recommended
1. Classification of municipalities on population basis and giving greater powers
to larger municipalities,
2. The finances of the local authorities to be based on sound foundations32.
3. Provision for the municipality to elect its chairmen and
4. The government to provide relief in expanses regarding education, hospital
   police, famine relief and veterinary work33.
The commission suggested, that the appointment of an Executive, with a position analogous to that of the commissioner of Bombay city, should be made compulsory for all cities with a population of 1,00,000 or above. A qualified medical officer of Health also should be appointed in all towns of 20,000 souls or more\(^{34}\). The appointment of an engineer was also recommended\(^{35}\).

The decentralization commission believed that the increasing political autonomy must be accompanied by the strengthening of the executive. In 1912, with the recommendation of the Central Government, the appointment of a health officer was made mandatory in large towns, while sanitary inspectors were compulsory in small towns.

Legislation passed in Bombay in 1914 created the post of municipal commissioner which was synonymous to the head of the Bombay city administration. Such commissioners were also appointed at Ahmadabad and Surat in 1915.

In April 1915, Lord Harding’s issued a statement of policy on local Administration. The main theme of the new resolution is as follows.

1. The majority of municipal members were to be elected
2. The chairman should a non-official
3. The collector should be relived from executive control over municipalities
4. Independent powers were to be given to municipalities over taxation

The Government of India again set to work and evolved a more advanced policy of local self-government, which was approved by the Secretary of State. It was embodied in a new resolution and was issued on 14\(^{th}\) May, in the Montague Chelmsford Report, 1918. The Government of India’s Resolution, NO.44 of 1918\(^{36}\).
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Following Proposals

Proportion of nominated members should be `the general rule in future`. It held that only under exceptional circumstances an official chairman could be appointed.

It also strongly emphasized the need for the development of the Panchayat System. The report strongly criticized the rigidities of restriction on franchise and held that “the present electoral system has great defects^37.

In 1919, the Government of India Act was passed and the subject of local government was transferred to the provinces and it was kept under the charge of the ministries. As a result the practice of having civil servants as chairmen or presidents of the local bodies disappeared from all municipal and local bodies and the franchise was also extended. Local bodies were also given freedom in respect of the powers related to the local issues. We can thus observe that the approach followed after 1919 was more liberal and creative. In the early 1920s, entitled personalities like Jawaharlal Nehru, Sardar Vallabai Patel, and Purushotam Das Tandon entered municipal councils and made insight into the functioning of democratic institutions^38.

With the introducing of reforms, the financial position of the municipalities improved greatly. In the fresh enthusiasm, many municipalities tried to provide facilities for education, medical and health on a large scale and as a result, they found themselves in financial difficulties. There was another development too. The full democratization of municipalities led to a gradual democratization of the administration. Party politics became rampant and efficiency was sacrificed for personal ends the election process was corrupted^39.
Local civil services came under the influence of local politicians. Jawaharlal Nehru, when he was the chairman of the Allahabad Municipal Board in 1924, wrote about his experiences of the working of local self-government in India thus; ‘‘year after year government resolutions and some new papers criticized municipalities and local boards and pointed out to their many failings. And from this, it may be inferred that democratic institutions were not suited to India. Their failings are obvious enough but little attention is paid to the frame work within which they have to function. This framework is neither democratic nor autocratic. It is a cross between the two and has the disadvantages of both.

In 1930, The Simon Commission made an in-depth and thorough study of the problems plaguing the local self government. It made a careful study and concluded that the efficiency of local self government to a great extent depended upon the control exercised by the Provincial Government over them. It made an observation that the financial resources that were allocated to the local bodies were not sufficiency to meet their requirements.

The inauguration of provincial autonomy under the Government of India Act 1935 is watershed in the evolution of local self government. Under this act, a British type of Parliamentary System of government was provided for each province. It was a responsible form of government accountable to the people. As Philip Oldenburg has said ‘‘the implementation of the Government of India Act 1935, permitted aspiring political leaders to become provincial ministers’’.

The act which came into force in 1936 led to the establishment of the system of provincial autonomy and it replaced the Diarchy system of Government.
acts were passed by the provincial legislature to democratize the working of the local bodies and widen their power and functions.

The representative government which started functioning in the provinces form 1937, on the basis of the 1935 Act tried to bring out many reforms in local self government. However, these reforms did not get materialized and see the light of the day as the provincial governments resigned in 1939, owing to differences with the British government on the war issues. As a result, the old pattern continued.

After India attained independence in 1947 and with the establishment of Indian Republic in 1950, the subject of local self government institutions began to receive more attention. The Indian constitution conceived of a decentralized form of government to meet the raising aspirations of the people. Article 40 of the constitution says;

“’The state shall 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’”

Article 12 of the constitution says

“’Required for the union to rise to its responsibility of elaborating the constitutional structure for Panchayat raj third tier of our democracy, the foundation of our democratic polity. It would then be for the states to enact the detained municipal laws on conformity with constitutional provinces’”40.

REVIEW OF LITERATURE

The problems of urban local Government have been gradually grabbing the eyeballs of many a scholar and researchers. Several book-length studies,
monographs and research papers related to local government have been published. Our main thrust has not been to present a comprehensive and elaborate treatment of all the studies but only to make them serve as a scaffolding to the present study and to explain the main theme and trends in the area of the study.

The first book in India on Urban Administration was Forrest’s book entitled “Indian Municipalities and some practical hints on its every day work”. It is the forerunner on the subject. It paints a vivid picture of the Bengal and Bihar Municipal Acts –their strengths and weaknesses. It seems that the main aim of the book was to train administrators and councilors the art of good governance as far as local urban governance is concerned. It was published in 1909.

Philip Oldenburg gives a sight into the function of the Municipal government in the then union territory of Delhi and makes a thorough study at the ward level in his book “Big city govt. in India”. The author narrates the predominance of urban politics in the Municipal Corporation of Delhi and shows how the dividing line between politics and administration is very subtle. The study is a ‘political ethnography’, which deals with complex interrelationship between economic, social and historical factors and the day to day concerns of the main actors of Delhi namely the councilors, Administrators and the citizens.

K.T. Shah and Bahadurji’s book on the Municipal Administration namely “Indian Municipalities” was the second book pertaining to the subject. It mainly focuses on the theoretical aspects of the subjects and adopts a philosophical approach, painting a picture of how the urban administration can provide the right ambience for the citizens to lead a salubrious life.
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Huge Tinker’s “Foundations of local self govt. in India, Pakistan and Burma”, which was published in 1954 traces the evolution of urban areas administration from the distance past and how it was in various periods of Indian history. The work also finds faults with local authorities who have failed to discharge their duties property partly due to failure in British and Indian leadership.

R.Argal’s Municipal Govt. in India (1954) gives a clear picture of the organization and functions of Municipal Govt. in India from 1946-1950. The author tries to pin point the maladies affecting municipal affairs and offers suggestion for remedying them.

M.Venkata Rangaiah and M.Pattabhi Ram’s work Local Govt. in India select Readings” (1969) gives us valuable information on various committee reports, state papers and pronouncements which have shaped the system of local self-govt. in India.

Donald B.Rosenthal’s work “The limited elite; politics and govt. in the two twin cities” was published in 1970. It discusses the Municipal Administration in cities of Agra and Pune. The study is empirical and is based on field survey. The author presents a clear picture of the various Acts of the corporations that have significantly influenced the Municipal Institutions of Agra and Pune and also their political and social process since Independence.

R.K.Bharadwa’s book “The local bodies in India”, deals with the organization and working of local bodies. It narrates the functions of local bodies, organization of local services and suggests some remedial measures to improve the system of governance.”
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Rosenthal’s recently edited work ‘City in Indian Politics’ provides three distinct methods to study urban politics from behavioral perspective. These models are the outcome of a dozen contributors in the field of urban politics. The politics of urbanization ‘model deals with the kinds of political behavior which arise due to migration of people from rural areas to urban areas and their adjustment with the heterogeneous population and diversity of cultures in cities. The second, “Urban sub system model” identifies city as a political sub unit. It is concerned with actions of Governmental and non-governmental agencies on the one hand, which provides scope for local political actors to participate in government and political activities. The third ‘Municipal politics model’ emphasizes how the “Political actors (including citizens) participate in the formal and informal structures of municipal government and seek to turn those institutional arrangements in directions which serve particular political ends”. From the articles in the above work, I have selected for discussion the following: “government and political of big cities: An Indian case study”.

Khadija Gupta in her “Politics of small town” points out that Indian Sociologists have studied either ‘macro-level’ i.e. cargo cities or micro level’ i.e. villages. There have not been many studies on small towns. The author claims that study of a small town, like Ranipur in Uttar Pradesh is useful and provides valuable political, administrative, Social and economic links between the urban complex and the rural complex. She concentrated the study on changes in the social stratification in that town, due to political developments like abolition of Zamindari system, Adult franchise and working of political parties and town area committees.
Mohit Bhattacharya\textsuperscript{51} in the book “The Management of urban government in India” deals with urban government. It also discusses in detail the policies and implementation on slum and urban plan management.

Ali Ashraf’s\textsuperscript{52} in his book “Government and politics of Big cities” (1977), focus on the issues and the nature of local politics in three cities namely Calcutta, Kanpur and Ahmadabad and its impact on their growth into self sustaining and problems solving political systems. He focuses attention on various aspects of leadership, community power, and local decision making. He has discussed at length the role of elite in local decision making process. He charged that the urban governments are not in a position to put into practice the spirit and needs of country progression towards modernization. He also says that the urban govts are found wanting in dynamic executive leadership.

M.A. Hussain\textsuperscript{53} in his book “Urban politics in India” (1987) examines the urban local bodies, their leadership and the political processes in these local bodies and how they have evolved over a period of time. This book focuses on Meerut in Uttarpradesh. It deals with the city elite, socio economic and cultural aspects and other factors which influence the leadership.

“Vishakapatnam and its Municipal Government 1858-1998” (2000) written by T. Appa Rao\textsuperscript{54}, examines the traditional and modern aspects of Municipal Government in India with its particular focus on Vishakapatnam. It gives a clear picture of the formation and growth of Municipal government over a period of hundred and forty years from 1858-1988. The author with his first hands experience of the municipal administration in Vishakapatnam gives an interesting inside into its
working with accurate and clear details. He emphasizes the need to revamp and restructure the city government, so as to keep pace with the changing times and moods of the peoples. He also stresses the importance of the need to bring about reforms in the Municipal Administration.

S.S. Dhaliwal\(^5\) in his book, “Municipal Administration” (2000), describes very vividly the duties, obligations and the responsibilities of Municipal Administration and numerous and varied obstacles that came on the way of fulfilling the same and then gives suggestions as to how the local politicians should rise above the narrow and petty selfish feeling and bring out co-operation and co-ordination between the Municipal Committees and various departments of the Govt.

“Hand book of Municipal statistics (2000) written by Dr.D.Ravindra Prasad and K.Rajeswar Rao\(^6\) provides certain elementary and basic information about some selected aspects of Municipalities in Andhra Pradesh such as demography, infrastructure, personnel etc. The book contains data pertaining to 109 Municipalities which are all governed by the Andhra Pradesh Municipality Act, 1965. It presents a comprehensive picture of urbanization as well as urban local bodies in the state.

U.B. Singh\(^7\) in his valuable book, “Revitalized urban Administration in India” (2000) concentrates on the 74\(^{th}\) constitutional Amendment Act which is also called Nagarapalika bill. It is one of the important source book to comprehend the organization and working of Municipal Administration.

In a booklet “A study of Local Self Government in urban India”, P.K.Mattoo\(^8\) of the military lands and cantonments service in Punjab makes some very interesting observations on local government, for example, he argues that there is no need for
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having rural Panchayats unless, it be for the purpose of small scale litigation. He also criticizes the present day tendency to study the problems of rural and urban Local Self-Government institutions together. He pleads for reform of local bodies, which have inherited a weak and insufficient administrative set up.

The book, “Municipal finances in India” by Abhijit Datta\textsuperscript{59}, attempts to stitch together the information and studies in the broad field of Municipal finances in India covering national perspective of Municipal finance, Municipal functions and Municipal revenue mobilization, Municipal financial management and Municipal provision of public service.

Similarly, in the book, “Municipal and Urban India”, edited by Abhujit Datta\textsuperscript{60} there are careful selection of Articles from the quarterly Journal, ‘Nagarlok’, during the first ten years of its existence (1969-1978). It also includes various themes on Municipal and Urban affairs in India such as the system of Municipal organization Administrative process state- local government relations and Municipal finances.

In a book entitled “Municipal-executives in India”, author Abhijit Datta\textsuperscript{61} examines the vexed problems of the executives in various Municipal organizations and suggests alternative arrangements.

Bhambri C.P. and Varman P.S.\textsuperscript{62} in their book, “Municipalities and Finances” studied the municipal finances of five major municipalities of Ajmer, Alwar, Bikaner, Jaipur and Kota in the state of Rajasthan. It is noted that the financial resources of the urban bodies should be sufficient to discharge the functions: both obligatory and discretionary. Lack of finance on these bodies at last makes them depend on the state
government for getting and efficient work in the Urban Government. There is a need of synchronization between municipal functions and financial resources.

Oldenburg, Philip in his book “Gig city government in India: councilor, Administrator and citizen in Delhi”, studies the role of the councilor, administrator and citizen at three levels or government – municipal ward, the city zone and the municipal corporation as a whole. He states that urban politics exists not only in present India but also in significant past of Indian Democracy. The crux of the study is to understand the politics – administrative nexus at the level of municipal ward. In conclusion it is explained how municipal councilor and administrations function in day-to-day city government and to traces the linkages of the citizen to the government.

Bhatt, Mahesh and Trivedi M.S. in their Book entitled, “Metropolitan finance in a developing economy” attempted a preliminary analysis of the municipal finances relating to the Ahmedabad Municipality. In their studies they highlighted the main trends in the municipal revenue, grants-in-aid and municipal expenditure over the twenty-year period.

Pandit Vijay Laxmi in her book, “Delhi’s Metropolitan Council” attempted to study the elected body in the political set up of the city. Obviously, this book is the first of its kind which meticulously analyses the significant role of local political elites. She studied at length the socio economical background of members of the three successive metropolitan councils in from 1967 to 1980; their political attitudes, awareness of the city’s problems and how they would resolve them; their perception of national ideas, their political linkages and so on.
The author J.K. Chopra in his wrote “Local Self Government and Municipal Administration” in 2004. He discussed the importance of the local bodies along with their origin functions. He also discussed vividly the problems plaguing the local bodies.

In his book “Municipal Administration” published in 2006, S.S. Dhaliwal discusses at length the duties, obligations, and responsibilities and also throws light on the hurdles that come in the way of fulfilling the same like political interference, lack of public cooperation to the municipal committees. He also offers some novel solutions for persisting problems. He also impresses upon the need to trying about awareness in the public regarding their responsibilities and also asis the local politicians to rise above co-ordination between the municipal committees and the various departments of the government.

In his wrote “Municipal Administration Principles and functions” published in 2007 the Author S. Satyanarayana discusses the importance of Municipal Administration. He says that the Municipal Administration reads to be more refined and concentrated than is say bureaucratic administration at the national level, because the civic body impacts each and every individual in a particular area. He also a special reference to the impact of major excusals influences on Municipal Administration such as state legislatures constitutional requirements and areas extra legal sources like pressure groups etc.

Rumi Aijaz in his working paper titled “Challenges for Urban Local Governments in India” published in 2007, describes the major issues of governance confronted at the local level and also focuses on the formidable challenges for the Urban Local Government institutions in the light of Urban Sector reforms. He rightly
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points out in his study that the Urban Local Governments in India continue to remain plagued by numerous problems, which affect their performance in the efficient discharge of their duties. He rightly asserts and reiterates that out of the fox thinking is necessary to resolve the problems confronting Urban Local Governments in India.

In the working paper “Local Government and Community Governance” A Literature Review 2011. The Authors Stefanie Pillora and Peter Mckinlay discuss the expectations of from Local Governments in Australia. They say that there is a much greater emphasis on Local Government to cater to the civic needs of the local communities.

Journals

Some of the Articles which were published in journals relating to urban affairs and which are very much relevant to the present study may be briefly noted as following.

“Quarterly Journal of local self government institute”, Bombay was the first Journal of its kind founded by Chunilal D. Barfivala in 1951. It has a number of articles pertaining to Urban Administration.

The Indian Journal of Public Administration has brought out a special number (July-September, 1968) on “Urbanization and urban development”. It has included a number of papers which are concerned with urban government. The various studies attempted on Municipal Administration have not analyzed in detail the various aspects of Municipal Administration.

From time to time, a number of workshops, seminars and conferences were being held to discuss the prevailing situation in the country in the field or urban
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development. A national conference was held by The Indian Public Administration Association in November on 10-11-2000 at Lucknow University, Lucknow. It discussed in depth the working of local government in India since 73rd and 74th Amendment Act.

Another important seminar on the impact of the 74th Amendment Act on Urban management was held in March, 2001 at the regional centre for urban and environmental studies, Lucknow University, Lucknow. Its basic aim was to examine and assess the impact of the 74th Amendment on urban governance and simultaneously suggests effective strategies for strengthening urban development.

STATEMENT OF THE PROBLEM

India, being a federal state, has three levels of Government the Union, the State and the Local. Local Government may be urban or rural. Local Government by nature is basically service oriented because certain services can be better rendered and citizens better served if there is locally responsible Government to take decisions locally and implement them to the satisfaction of local people. These institutions are the local points where the administration and the citizen come together. They can play a very significant role in the execution of the programmes designed for the welfare of the community.

The urban local bodies, (the municipal institutions) which are conception ally the third tier of Government have been in existence for more than a century in India. Since the advent of lord Rippon’s Resolution in 1882, these Municipal Institutions have come to play a vital role in catering to the needs of urban residents.
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However, owing to rapid urbanization and increasing pace of industrialization there has been a growing imbalance between people’s aspirations and their civics needs on the join hand and the actual performance of municipalities on the other. The demand for civic amenities in rural India is not deferent form that in urban India. Water supply, sewerage, housing, proper communications, Tele-communications all these and more are sought with much keenness in the urban areas. The pity is that although a citizen of urban settlement is by and large entitled to these amenities, resources of municipality are so stinted that the majority of the urban citizens do not get what they are entitled to. Indifference to the minimum comforts of the citizens is the order of the day.

Need for the Study

Municipal Administration in general, has been functioning at a Snail’s pace for a variety of reasons, chief among them being lack of funds, lack of proper leadership and, lack of autonomy. Unfortunately the present Municipal Administration of Guntakal has failed to fulfill its obligations and rise up to the expectations of the people of the Municipality. Many departments in the Municipality are not providing services to the people properly. As the researcher is well acquainted with Guntakal Municipality he is well aware of the problems first hand that is plaguing the Municipality. There is every need to study without any prejudice and in-depth the Municipal Administration of the Municipality to assess its performance and to consider possible ways of bettering its performance.

From a bird’s eye view of the review of literature, it is clear that there are many studies touching various aspects pertaining to Municipalities and urban
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governance in India. But many of these studies are by and large, mostly confined to metropolitan cities and large towns.

More over there have been so significant studies relating to Andhra Pradesh in recent years, where there have been important changes in Municipal Administration during the last decades. Further the area specific studies are also limited in number. Such studies are of great relevance on account of regional disparities and institutional variation. Hence, the present study is a modest attempt to evaluate the working of the Guntakal Municipality which happens to be a backward town in the perennially drought hit Rayalaseema region of Andhra Pradesh.

**Scope of the Study**

The study proposes to examine and analyze thread bare the organization and working of the Guntakal Municipality with a view to scrutinize and evaluate its performance and its success if any, its failures and its deficiencies. It also intends to suggest variable remedies to strengthen and streamline Municipal Administration so that it will face the daunting tasks of the modern society.

**Objectives**

The objectives of the research study as are follows

1. To present clearly the condition of local self government as well as urban administration in India.

2. To trace the genesis and growth of Municipal Administration in Andhra Pradesh.

3. To study the organization and structure of Guntakal Municipality.

4. To analyze the personal and financial dimensions of Guntakal Municipality.
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5. To study vividly the working of Guntakal Municipality.

6. To assess the problems of the Municipal government in Guntakal during the period under the study (2005-2013). To point one the deficiency and to suggest variable alternatives and needs of bringing about an improvement in the existing scenario of Municipal Government.

Methodology and sources of data

The method of enquiry employed in this study is both descriptive and analytical. The data required for the enquiry has been collected from primary as well as secondary sources.

The primary data on the social back ground of the civic leaders was collected on the basis of schedules. It was collected personally from most of the Municipal councilors by eliciting their views and also through some reliable informants. In most cases, the data was checked for accuracy by the researcher himself with some knowledgeable informants through the entire process was pain staking and time consuming. It was of immense value to the present study because it prevented the corruption of data. Structured schedule was administered to 30 Municipal councilors and the data was collected.

Apart from this field interviews were also conducted with some knowledgeable citizens of the Guntakal town who were associated with the Municipality at one time or the other. At the same time, the officials working in Guntakal Municipality were also issued the questionnaire to collect statistics regarding the Municipality. Along with this many prominent leaders belonging to the
town were interviewed. Similarly, more information was elicited through informal conversation with the Chairman, Councilors as well as administrators of the Municipality.

**SAMPLE DESIGN**

All Municipalities in Andhra Pradesh were reviewed before the Guntakal Municipality was selected for a micro study. The primary data was collected by administering a questionnaire to Politicians, Municipality officials and citizens belonging to the study area.

The sample was drawn by using multi stage random sampling technique in the first stage all the 37 wards were reviewed in the Guntakal Municipality. Out of these, five wards were selected in the second stage and from each ward 20 samples were studied on random sample basis to draw conclusions. The opinion of officials like Commissioner of Guntakal Municipality and some retired municipal officials were also taken into consideration.

The secondary data was collected from the relevant acts, reports and other publications of the Govt. of India and Govt. of Andhra Pradesh, as also the reports submitted by various bodies such as Rural – Urban Relationship Committee (1966), Committee on the service conditions of Municipal Employees (1968) committee on budgetary reforms on Municipal Administration (1974), Study Group and Municipal corporations (1982), census reports, articles and research papers published in various journals, such as journals of the All India Institute of local self government, Nagarlok, Civic affairs main stream. Economic and political weekly, and also payed visits to various institutions to consult various reports such as center for urban and
environmental studies, Hyderabad, Directorate of state Municipal Administration reports (Hyderabad), Marri Chenna Reddy Institute of Human Resources Development reports, Hyderabad, Bureau of statistics, Hyderabad, facts and figures, circulars, government orders and news papers such as The Hindu. The Indian Express, The Deccan chronicle, Eenadu, Andhra bhoomi, Vartha and other publishers and unpublished literature on the subject. Relevant material was collected from books, periodicals and journals; useful information was collected by visiting various institutions such as the Indian Institute of Public Administration, New Delhi, Indian Council of Social Science Research (ICSSR) Library, Hyderabad, National Institute of Rural Development (NIRD), Hyderabad, Sri Venkateswara University library, Tirupati and so on.

LIMITATIONS OF THE STUDY

The scope of the present study is limited to the performance of Guntakal Municipality in Andhra Pradesh for a period of eight years i.e. from 2005-2013. On account of time, cost and other constraints, the sample is limited. The generalizations made are applicable to municipalities situated in back ward regions like Rayalaseema Region of Andhra Pradesh.

HYPOTHESES

The following Hypotheses are selected for the present study.

1. The Municipality is facing acute financial crisis, hence is not in a position to discharge its duties effectively.

2. The effective implementation of programs is lacking due to slackness of officials.
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3. Officials are rule bound and never tend to deviate.

4. The Non-officials are working on democratic onlines.

Chapterisation

The present study is organized into seven chapters

Chapter –I: This chapter deals with an overview of local government in general, historical perspective of local government in India in particular and it also deals with objectives, hypotheses, methodology, data collection, significance of the study etc.

Chapter –II: The second chapter devotes itself to municipal administration in Andhra Pradesh its evolution and its present status.

Chapter –III: The third chapter focus itself on the profile of the Guntakal Municipality

Chapter –IV: It pertains to the Deliberative wing of Guntakal Municipality the way it is organization and the way it works

Chapter –V: It discussed the various facets the executive wing namely the organization on and its working

Chapter –VI: This chapter confines itself to the finances of Guntakal Municipality the income and expenditure of Guntakal municipality.

Chapter –VII: This chapter includes the summary of conclusions findings and suggestions need for improving the working of the Guntakal Municipality and streamlining the administrative deficiency.
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