CHAPTER – VI

SUMMARY AND CONCLUSIONS

6.1 INTRODUCTION

In the final and concluding chapter it is intended to present a summary and evaluation of the study. The chapter is divided into two sections. Section A consists of a brief summary of the study and Section B submit the conclusions.

SECTION – A: SUMMARY OF THE STUDY

6.2 BACKGROUND OF THE STUDY

Urbanisation in India is a world wide phenomena. Indian urbanisation has proceeded as it has elsewhere in the world as a part and product of economic change. Occupational shift from agriculture to urban based industry and services is one part of the change. At the same time, increased agricultural performance has also promoted urbanisation as noticed in several top rice and wheat producing districts in the country. To cite some examples, in the district of Chengalpet, Krishna, Burdwan, Ludhiana or Kurukshetra, the percentage of urban population is run to be higher than the state average. New industrial investments and expansion of the service industry in new locations is also another factor.

In 1991, India had 23 cities with population of one million or more. In the year 2001 there are 85 cities with a million plus population. Out of these seven are mega cities with population of above 40 lakh. Amongst them three cities, viz. Mumbai, Kolkata and Delhi have population above one crore and four cities, viz. Chennai,
Hyderabad, Bangalore and Ahmedabad have population above 40 lakh. Expansion in the number of urban cities is a healthy trend. They absorb some of the potential migrants to mega cities. However many of the urban centres are characterised by the shocking absence of civic amenities and planning. The signposts of urbanity in smaller cities are malls and apartment blocks. Unfortunately the presence of a few shopping and housing complexes do not constitute vibrant cities. If India’s smaller cities are to thrive, there must be some serious thought given to urban planning and civic infrastructure. Ways are to be found to equip them to cope with urbanisation, plan ahead for expansion, use their resources substantially and deliver essential services.

The conventional methods of governing the city with top down approaches have proved to be restrictive and inadequate. The need to adopt new systems and methods of governing the cities that are inclusive and facilitate active and effective participation of stakeholders is being increasingly realised. There is also a realisation that the existing capacity of the urban local bodies (ULBs) is limited and needs to be substantially enhanced.

UN-Habitat defines urban governance as ‘the sum of the many ways individuals and institutions, public and private, plan and manage the common affairs of the city. It is a continuing process through which conflicting and diverse interests may be accommodated and cooperative action can be taken. It includes formal institutions as well as informal arrangements and social capital of the citizens’. Good urban governance is a process by which quality of life in the cities can be improved. It
is an efficient and affective response to urban problems by accountable local governments working in partnership with civil societies.

Good urban governance is characterised by several criteria, viz. sustainability, government authority and resources, access to decision centres, efficient delivery of services and promotion of local economic development, transparency and accountability, civic engagement and citizenship, security of people and the environment to avoid conflict, crime and disaster.

In future, local government may be said to be a part of the five-tier system of government. At the apex is the supranational agency like the United Nations which is purely voluntary in character and which lays down a code of conduct and behaviour in regard to relations between the sovereign members. The second-tier falling below it are the regional groupings like the European Union, the South Asian Association of Regional Corporation (SAARC). The third-tier comprises individual national governments functioning in accordance with their national constitutions with their national borders. The states or provinces form the fourth tier. The fifth and the bottom tier is the local government which until 1993, was created by national and state enactments and functional within a limited jurisdiction as provided by various statutes. They are the most important branches of our political system. They not only deal with the local issues more efficiently than the distant state or the central government, but also integrate the people into the system by ensuring their participation in the local government, and, thus strengthen democracy.

Local self-government has been defined as the organisation of local inhabitants into a local body which possesses autonomy within its limited sphere,
raises revenue through local taxation and spends its income on local services. In India, local government institutions were modeled and continue to be modeled on their British counterparts. Though the institutions of local government existed in ancient India, the modern local government institutions carry a perceptible imprint of their British counterparts. In ancient India, Kautilya and other authorities refer to these institutions in Vedas and particularly in Rig Veda. In Santi Parva of Mahabharatha, there are many references to the existence of grama sanghas or rural communities. References to the grama sabhas or the local village assemblies are found in the jatakas as well. The municipal administration in ancient India was quite advanced and highly organised.

Although local government existed in India in ancient times, its present structure and style of functioning owes its existence to the British rule in India. The first municipal corporation was set up for the city of Madras in 1687, and this marked the beginning of local government in urban India. The Charter Act of 1793, established municipal administration in the three presidency towns of Madras, Calcutta and Bombay and authorised the Governor-General of India to appoint justice of peace in these towns. The year 1870, witnessed Lord Mayo’s famous resolution which introduced the scheme of financial decentralisation. In Lord Rippon’s resolution (1882), fuller scope for local self-government was introduced. Lord Rippon’s resolution is regarded as the Magna Carta of local government in India. In 1947, there were only four corporations – Bombay, Calcutta, Madras and Trivandrum corporations.
After independence, there was a proliferation of local government institutions and several types of such institutions were created under the Acts of Parliament and State Legislatures to satisfy the urge of the people for self-government. The most important unit of the urban local government is the municipal corporation which is designed to administer the civic affairs of each of the top class cities in the country. However, the number of corporations in India has rapidly increased in recent years. These corporations have been established by laws passed by the state legislatures, except the Municipal Corporation of Delhi which has been established under the Act of Parliament.

Even though there was a growth in the number of local self-government bodies and appreciation of their plan in the system of administration, there was no corresponding development of the effectiveness of local bodies. The main factor for this was inadequacy of financial resources available to them. As a result post-independence era has witnessed numerous impressive attempts for reform at the level of urban government. Yet, most of the thinking on municipal reforms remained confined to augmenting the financial resources only. As a consequence they failed miserably to deal with the dynamic growth created by the process of steady urbanization and urban growth.

As a consequence of this ‘National Commission on Urbanization’ was set up in 1985, which gave detailed recommendations about the measure required for strengthening the management and administration of local government institutions in the country. The commission aimed to take the government to the people, to make the administration accountable and to ensure people’s participation in the administration.
With the purpose of achieving these three objectives, the union government introduced in the year 1992, the 74th Constitutional Amendment Bill. Its aim was to provide a common framework for urban local bodies and to help strengthen the functioning of urban local bodies as effective democratic units of self-government. The Indian Parliament passed the 74th CAA in December 1992, and the Act received the assent of the president on 20th April, 1993 and it came into force from June 1, 1993. A new Part IX-A relating to municipalities has been incorporated in the constitution. It ensures adequate constitutional obligation so that democracy in the municipal government is stabilised. The CAA 1992, devolves a constitutional status on the local self governments for the first time in the history of India.

The Act provided statutory definition to the urban local bodies of different categories, stipulating the requirements of their constitution and composition, as well as outlining the domain of their powers and functions. It provided the framework for establishing a process of democratic decentralisation of the planning and development of urban areas. It also provided a mechanism for ensuring devolution of functional and financial powers to the urban local bodies on a regular and continuing basis. The 74th CAA, 1992 is a pointer to the determination of the state to bestow power to the people to plan for themselves and participate in the decision making process.

After passing the 74th CAA, 1992, all state governments also passed the conformity legislation by 31st May, 1994. Some state governments further amended the Acts from time to time to meet the emerging legal, administrative, political issues and problems. The past experiences have shown that the processes and procedures of the governance need to be changed if urban governance is to become effective.
6.3 SALIENT FEATURES OF THE 74TH CAA, 1992

The salient features of the Act as follows:

1. It was mandated that three types of municipal bodies would be set up viz. Nagar Panchayat, Municipal Council and Municipal Corporation (Article 243Q).

2. The tenure of urban local bodies would be for five years.

3. Setting up of ward committees were mandatory in case of cities with more than a lakh of population but their size and composition was left to be determined by the state legislature.

4. In case of zonal committees, there was no specific mention but it was open to states to form other committees.

5. Seats were reserved for scheduled castes, scheduled tribes and women in local government.

6. Representation of Members of Parliament and Members of Legislative Assemblies was left to the discretion of the states.

7. Separate State-Election Commission was to be set up to conduct municipal elections.

8. Election for the position of mayors and municipal presidents was to be decided by the states.

9. Removal of chairpersons was to be decided by the states.

10. A draft development plan was to be prepared for the metropolitan area as a whole and metropolitan planning was to be extended to all cities with more than 10 lakh population.
11. A new clause, to amend Act 280 of the constitution was added. Thus it became necessary for the states and the State Finance Commission to take note of the needs of the rural and urban local bodies and to reflect the same in their own submissions and reports to the Central Finance Commission.

For the implementation of the provisions of the 74th Act, it becomes necessary to amend the existing Acts governing the functioning of the Urban Local Bodies.

Karnataka has a written history of more than 2000 years. Apart from being subject to the rule of Nandas, Mauryas and Satavahanas, Karnataka came to have indigenous dynasties like the Kadambas of Banavasi and Gangas from the middle of 4th century AD. The authentic history of Bangalore may be said to commence in the year 1537 AD, when the celebrated Kempe Gowda I built a mud fort and founded the township within it. After the destruction of Vijayanagara Empire at Talikota (Rakkasa Tangadi) in 1564, the Bijapur army under the command of Ranadulla Khan invaded the fort and succeeded in capturing it. Bangalore with a large tract of territory around it was bestowed as a jahgir on Shahaji, the father of Shivaji, in recognition of his services rendered by him, as the second in command. When Shahaji Bhonslay died in 1664, the Bangalore jahgir fell to the share of his favourite son Venkataji and Shivaji, inherited the Poona jahgir. On the death of Shivaji his son Sambaji succeeded to the vast empire and sent a force to capture the ancestral jahgir of Bangalore, but Bangalore was already in the hands of Mughals.

For almost three years Bangalore was in the occupation of the Mughals till Mughal Subedar sold Bangalore to his ally Chikka Deva Raja Wodeyar for a sum of 3 lakh. Chikka Deva Raja Wodeyar was succeeded by weak rulers. Consequently
royal authority was usurped first by the Dalvoys of the Mysore army and then by Hyder Ali. In recognition of Hyder Ali’s services, Krishna Raja Wodeyar II conferred on him Bangalore and the surrounding areas as a personal *jahgir* in 1761.

In March 1771, Lord Cornwallis, the English Governor-General in India captured Bangalore after a great struggle. After its fall it was in possession of the British for about a year. Later it was handed over to Tippu Sultan through the treaty of Srirangapatna. After the fall of Tippu Sultan in 1799, Bangalore was restored to the Raja Wodeyar III who was installed as the Maharaja but found himself in the midst of intrigue and insurrection. The British Commission took over the administration of the state from the Maharaja in 1831. Bangalore then became the administrative centre of the state and continued as such even after the rendition of the state to the Maharaja in 1881. Many factors conspired to make Bangalore a prominent city. On account of its salubrious climate, the British garrison stationed at Srirangapatna, after the fall of Tippu, was shifted to barracks built near Ulsoor, about 4 miles North-East of the old town of Bangalore. Employment opportunities provided by the stationing of the garrison, attracted people from the surrounding areas, particularly from the Presidency of Madras. In no time Bangalore Cantonment developed almost into a city state with its population exceeding that of the adjoining old city.

On 27th March 1862, some leading citizens of the old town of Bangalore constituted themselves into a Municipal Board under the provision of the Municipal Act of 1850 (Act XXVI of 1850). The *Amildar* of Bangalore *taluk* was appointed as the Chief Executive of the Municipal Board, under the superintendent of the Bangalore Division. In the initial stages, the superintendent functioned as the
The two municipal boards were constituted as an experimental measure. The municipal board of the old town consisted of 9 persons of whom 6 were Indian officials and non-officials who were considered as persons interested in municipal matters. The executive engineer, an European Assistant and an European gentlemen possessing local knowledge were the other three members. They elected a president and a vice-president from among themselves. They met once or twice a week and transacted business.

A material change was effected in the composition of the two municipal boards, by the promulgation of the Bangalore Municipal Regulation of 1871, which came into force on April 1st of the same year. Under that regulation, the area comprising the cantonment municipality was divided into six wards and the local limits of the old towns were constituted into three divisions. From each of these divisions, two persons were nominated by the government to be Municipal Commissioners, along with six ex-officio members for each of the boards. The powers of the municipal boards were enlarged to make better provision for police, conservancy and improvement of the respective local areas.

A notable feature of the new regulation was the provision for the appointment of a full time president for the control and direction of both the municipal boards. The rendition brought about a separation of the two municipal roads, the old town municipal board assuming the name of ‘Bangalore City Municipality’ and the
Cantonment Board assuming the name of ‘Bangalore Civil and Military Station Municipality’ respectively. The Deputy Commissioner of Bangalore district was made ex-officio president of the city municipality, while the Collector-District Magistrate became the ex-officio president of civil station municipality. The period that followed witnessed substantial broadening of the powers of the Bangalore Municipality by a series of amendments to the Municipal Regulation of 1871. In 1892, the city municipality was given the right of electing half of the number of its municipal councillors. The Municipal Regulation of 1906, was the next important landmark in the civic history of Bangalore. In 1913, provision was made for the appointment of the Honorary President. Seven years later, in 1920 the right of electing the president was granted.

By an amendment to the Municipal Regulation of 1906, affected in 1923, provision was made for the first time for the appointment of a Municipal Commissioner. In the civil and military station municipality, the Collector-District Magistrate continued to be ex-officio president and Chief Executive Officer. The Municipal Regulation of 1905, was further amended in 1926, to provide for the number of elected councillors in city municipalities being not less than two-thirds the total number, excluding the president.

On the attainment of independence, the two municipalities were merged to form a city corporation under the Bangalore City Corporation Act, 1949. The Act instituted the offices of mayor and deputy mayor, for the first time. Under the Act, the Corporation Council, the Standing Committee and the Municipal Commissioner were
the municipal authorities in whom were vested the responsibility of implementing the provisions of the Act.

In December 1950, elections to the corporation were duly held and the elected council took over from the transitional council in January 1951. The Bangalore Municipal Corporation is the fourth largest municipal corporation in India after the city corporation that administers Mumbai, Delhi and Chennai. Its role and responsibilities include, ‘orderly development of the city’ – zoning and building regulations, health, hygiene, licensing, trade and education as well as quality of life issues such as water bodies, parks and greenery.

The BMP (Bangalore Mahanagara Palike) is the municipal corporation in-charge of the civic and infrastructural assets of the city. The city council comprises 100 elected representatives called corporators, one from each of the 100 wards (localities) of the city. Elections to the council are held once in five years, with results being decided by a popular vote. The mayor and deputy mayor of the council are elected through a quota system from the scheduled castes and scheduled tribes. There are three authorities for the governance of the city. They are:

1. The Corporation / Council
2. The Standing Committee
3. The Commissioner

The corporation council consists of not less than 30 and not more than 100 elected councillors. Elections to the corporation are held once in five years. The municipal government of the city rests in the corporation. The corporation or council is the deliberative body. Seats are reserved in the corporation for scheduled castes and
scheduled tribes and the number of seats so reserved shall bear nearly as the same proportion to the total number of seats to be filled by direct election in the corporation as the population of the SC/ST in the city bears to the total population of the city.

Where the population of the city exceeds a lakh, a ward committee shall be constituted consisting of one or more wards within the territorial area of the corporation. Each ward committee consists of councillors of the corporation and not more than five persons having knowledge and experience in municipal administration, nominated by the government.

The term of office of the councillors who are directly elected at the general election is five years and those nominated by the government shall be subject to the pleasure of the government. The term of office of the councillors will commence on the date appointed for the first meeting of the corporation. The mayor and deputy mayor are elected by the councillors for a period of one year. In the absence of mayor, the deputy mayor performs the functions of the mayor.

Apart from the councillors there are also standing committees which are eight in number. They are:

a. The Standing Committee for Taxation and Finance
b. The Standing Committee for Public Health
c. The Standing Committee for Town Planning and Improvement
d. The Standing Committee for Public Works
e. The Standing Committee for Accounts
f. The Standing Committee for Education and Social Justice
g. The Standing Committee for Appeals
The Standing Committee for Horticulture and Marketing

The Bangalore model is structured on the basis that policy and administration are two distinct and divisible functions which can be entrusted to two separate authorities. The corporation as the deliberative body lays down the policies, frames bye-laws, sanctions the budget and oversees the administration. However the entire executive authority is statutorily vested in the municipal commissioner who is appointed by the state government. The municipal commissioner is the chief executive officer having a wide range of powers – administrative, discretionary and emergency. The effectiveness of the municipal commissioner depends upon his equation with the mayor. The Bangalore Municipal Corporation is governed by the Karnataka Municipal Corporation Act of 1976. It is an Act arranged in XXI chapters with a total number of 509 sections. There are XII schedules appended.

The deliberative wing formulates the policies and sanctions programmes, projects and resources. The executive wing looks after the implementation. The deliberative and executive organs are not parallel organisations, the executive side does not have a distinct existence and is not an institution co-equal to the deliberative part of local government institutions. In Bangalore Municipal Corporation, the commissioner is generally dependent upon the council to a great extent. Factors within the council try to solicit or extort favours from him failing which they keep him under constant threat of removal from office or deprive him of extension after he has put in two years of service. There are pressures, political or otherwise to which the commissioner is subjected to, at the corporation level.
The style and functioning of commissioners of Bangalore Municipal Corporation, especially in terms of interaction with the councillors has been subject to endless controversy. To mention a few, A. Ravindra – Former Commissioner of Bangalore City Corporation (BCC) in the year 1997-98 found it difficult to adjust to the democratic control in the corporation. A. Ravindra was accused by the former mayor Padmavathi Gangadhar Gowda of being prejudiced and ignoring the elected representatives. Similarly, B. Parthasarathy – former commissioner of BCC during his tenure in the year 1996-97 was yet another strong commissioner but who had a poor relationship with councillors and officials. Interestingly, Srinivas Murthy, though on best terms with councillors lost his post because of the clash of ego between the mayor P.R. Ramesh, during his tenure as commissioner in the year 2002-04. While yet another Commissioner K.P. Pandey during the year 1998-99, believed in participative management and team spirit. He took all the officials and councillors into confidence and saw that the administrative work was not hampered.

In the administrative dynamics of Bangalore Municipal Corporation, commissioners are men with varied qualities. Much depends on their ability to undertake political maneuvering in public interests, character, ability, courage and record of service. Though the corporation formulates policy and the commissioner implements it, it is not as if he is the silent spectator to what goes on in the corporation. He often takes the initiative in policy-making as dictated by practice and convention. He brings to bear his technical knowledge and expertise when a policy is on the anvil. This requires qualities like a sense of timing and judgement and sharp political insights.
A special feature of the Bangalore Municipal Organisation is its closeness to the citizens, who is at once the voter, the client, the consumer, the assessee and the taxpayer. The close relationship with the councillors and their constituents has a peculiar influence on decision-making process in the municipal corporation. Some of the councillors of Bangalore Municipal Corporation like M. Lakshminarayan (Congress); P.R. Ramesh (Congress); B.M. Mangala Sridhar (BJP); B.S. Satyanarayana (BJP); B.T. Srinivasmurthy (Congress) who took earnest interest of their constituencies.

The essence of democracy lies in the power of the deliberative wing to formulate policies and write them into its rules and bye-laws. It is here that one finds a tension area in executive-deliberative relations of Bangalore City Corporation. Councillors interfere with the administration to get details or unearth secret data without realising that a bureaucrat is a skilled professional officer who is expected to give advice and expertise as a matter of duty and not of favour. In 1997, when B. Parthasarathy was the BCC Commissioner, there was no cooperation between the corporators and officials. The tussle between the two had an impact on their work.

During A. Ravindra’s tenure as the BCC Commissioner in the year 1997, he along with his team of officials threatened to walk out of the council monthly meeting when the Janata Dal corporators blamed him and his officials of not cooperating with the elected representatives.

Despite these differences, the executive-deliberative wing in the Bangalore Municipal Corporation tries to ‘manage’ with each other. Both administrators and councillors are seen yielding to pressures. It is said that contracts are not sanctioned by the standing committee and sometimes they get fixed. Therefore attention has to be
paid to revamping administration perhaps by forming cadres and institutions of new expertise, that are professional and skilled with built in mechanism to punish those found guilty.

The mayor, though his position is devoid of political and executive power, is expected to keep away from party embroilment when in office. However he can exercise much unseen influence on the corporation’s politics and policies.

In a critical decision-making situation, the Municipal Act provides for suitable checks by the state government. In important budgetary decisions like creating new posts and departments, there are provisions for prior state approval. The state can intervene in extraordinary situation and crisis and even preempt municipal divisional jurisdiction.

Apart from administrative decisions, the political area for determining the basic issues lies at the state headquarters, and not in the city. Weak municipal government manifests weak local leadership, which looks at higher levels in the political hierarchy for guidance. The problem assumes significance when the ruling party at the state level and the municipal level are different.

The state government of Karnataka had intervened on few occasions. In the year 1997, when there was a rift between the Commissioner A. Ravindra and the Mayor Padmavathi Gangadhar Gowda, the latter informed the Chief Minister J.H. Patel of Ravindra ignoring the elected representatives and not allowing her to function. This resulted in the state government transferring A. Ravindra from the Bangalore Municipal Corporation.
Thus in the working of Bangalore Municipal Corporation, the state government also plays a vital role. They can function smoothly only when the party in power at the state and at the local units is same.

The Karnataka Municipal Corporation Act specifies the powers and functions of the deliberative wing and the executive wing. While exercising their powers and performing their functions they come into clash with each other. Since the line of demarcation is thin, the interference of either in the other’s sphere of work is possible. In Bangalore Municipal Corporation, the complaints are common from both the wings. Municipal commissioners and other subordinate officers are often criticised for negligence of duties, callousness to public interests, definance of public will, bureaucratic attitude, undue delay and the like. Similarly corporators including the mayor are subject to criticism for undue interference, wrong decisions, political manipulations, pressures and intimidation of staff seeking favours.

The major issues of discord can be understood by analysing the relationship between the commissioner and the councillor, commissioner and the standing committee and the commissioner and the mayor.

An enquiry into the relationship between the commissioner and the councillor should take into account not only the formal and structural relationship but also the nature of the points of contact between the two agencies. Enquiries into the actual behaviour pattern of the commissioner and the councillors show that the councillors admit that they frequently seek the help of the commissioner for decisions favourable to their friends in matters like fixation of property tax, encroachments, etc. The commissioner refers to such approaches by the councillors as unhealthy interference.
Whatever the truth of allegations the fact remains that both the parties admit that here lies the most important area of contact. The off-shoot of this contact is that the commissioner, seems to have a rather low opinion of the councillors.

The commissioner being the Chief Executive Officer of the Bangalore Municipal Corporation has a very close relationship with the standing committee. Almost all administrative decisions and connected actions of the commissioner requires the ratification of the standing committee. This does not mean that the commissioner has no independent jurisdiction of his own. In fact, he maintains a position of distinct individuality because of his appointment by the state government.

Similarly, the standing committee too which is primarily an operationally oriented body often finds the municipal commissioner standing in its way since the commissioner is armed with vast administrative experience. In fact, this short attitude is understandable upto some extent because the committee shares the executive authority with the commissioner. Inevitably, therefore relationship between the commissioner and the standing committee is one of perpetual conflict. In the Bangalore Municipal Corporation, the relationship is far from harmonious.

In fact, the standing committee makes constant inroads into executive administration nullifying the basic assumption of the municipal corporation system about affecting a clear bifurcation of executive administration from political interference.

The relationship between the commissioner and the mayor are apt to be complex. Although the mayor is a layman, he is considered to be a shrewd judge of human nature, an experienced politician and an expert in human relations. In the
formal sense, the mayor is the political boss of the commissioner. As the most influential member of the council, the mayor can even lead the council in recommending to the government disciplinary action against the commissioner. Normally there would be no occasion for clash of interests. The commissioner being a senior civil servant is expected to faithfully implement the provisions of and the resolutions passed by the council. There can be occasions when mayor in conjunction with the council can create hurdles and delay in the execution of work.

Hence, in the administrative dynamics of the Bangalore Municipal Corporation the executive and deliberative wings play a very important, vital and crucial role. A smooth, harmonious, well-balanced and proper relationship between the two wings is the pre-requisite of the success of local system. Both the wings should realise that popular leadership by members and administrative leadership by municipal commissioner are complementary and parallel rather than being mutually contradictory and antagonistic. One adds to the strength of the other. The actual working of the Bangalore Municipal Corporation shows that neither the bureaucracy is more powerful nor the elected representatives. There is a tussle for power between the two wings on account of a defect in the Act which provides for bifurcation of accountability and authority. The deliberative wing is accountable whereas executive authority is exercised by the municipal commissioner with no responsibility or accountability.

In order to increase the efficiency of the two wings, the mayor’s position needs to be strengthened, so that he emerges as the leader of a self-governing, self-respecting community. This can be done by adopting either mayor-in-council or
mayor in standing committee. The views of the councillors of Bangalore Municipal Corporation is that the mayor’s term should be co-terminous with that of the council.

Mayor-in-Council system is also known as the executive method, wherein he does not perform the speakership role. The mayor on the other hand selects his team of executive councillors belonging to a single party. Under this setup the administrative head is appointed by the mayor in consultation with state government and acts as his assistant. The mayor has executive control over the administration of policies.

The corporation is a larger body which cannot efficiently undertake all of its functions as a whole. Therefore statutory and non-statutory committees are created to carry out specific functions. Standing committees in the Bangalore Municipal Corporation is statutory and exercise considerable control over the executive wing. Under the mayor-in-standing committee system the speaker-mayor will continue with his chairmanship of the council in addition to heading the team of elected councillors of the standing committee. He will be exercising more or less the powers of the chairman and exercise much closer control over the executive wing. The tussle for supremacy seems to be futile because it is against the principles of democratisation and decentralisation. The representative elected body in any form of government more so in local self-government is supreme. Under the present corporation structure there is a little scope for political executive to develop local, administrative leadership which is the root of inefficiency in administration. The situation can be improved by strengthening the position of the mayor and making him more powerful than the present position by increasing his tenure and making it co-terminous with the council.
The Government of Karnataka exercises its control over the municipal corporation in three vital areas – legislative, administrative and financial fields. Legislative control may be said to be the basis of other types of control, because it is the legislature which makes laws for the creation and regulations of the corporation. The other types of control are operated in the working of the corporation. Thus, the legislative control is the fundamental of all other controls. The municipal corporations are the creation of the state government which bring them into existence by an act of the state legislature and they are regulated by it. Thus, the first and foremost state control over the municipal corporation is the legislative control.

The Bangalore Municipal Corporation is subjected to administrative control by the Karnataka State Government in order to ensure that the duties and functions are being properly carried out in accordance with the rules and regulations made from time to time. The state government has two ways of administrative control: (a) organisational administrative control (b) operational.

No government can perform any activity without money. Finance is the life-blood of a government. The municipal corporation as the unit of local government must be clothed with authority to levy and collect taxes just like any other government. However a vital distinction lies between local government and the state and central government. The former is not sovereign and the power of taxation is not an original one, while the latter derives the power of taxation from the constitution itself. The state government mainly interferes with the power of taxation of the corporation by way of providing procedures for imposition of taxes in the
statute or by abolishing or suspending particular taxes levied by a municipal corporation.

The Bangalore City Municipal Corporation suffers from financial administrative, organisational and functional limitations. If true municipal governments were to exist and flourish, then there is a strong need for considerable relaxation of control by the state government. The aim of the state should be to assist and help the municipal government and train the people in the art of local democracy.

The scientific and technological developments, developmental efforts and rapid urbanization have enlarged the functional span and responsibilities of city government in India. The present day municipal laws are ancient and have created structures and institutions which are deprived of real powers and integrated jurisdiction which is a pre-requisite to the effective discharge of their growing responsibilities.

When Karnataka emerged as a unified state after the linguistic reorganisations of states in 1956, there was no uniformity in the rules and regulations governing the urban government. To bring in uniform type of urban government throughout Karnataka, two new sets were enacted by the Karnataka state legislature;

(a) The Mysore Municipalities Act of 1964 and

(b) The Karnataka Municipal Corporation Act of 1976

These acts though very systematic and elaborate, witnessed the urban governments suffering from many problems like frequent suppression, financial problems and structural defects. Realising the gravity of the problem after a massive debate the 74th Amendment Act of 1992, was introduced. This amendment introduced
a new part – Part IX A in the constitution. This part deals with the issues relating to urban government.

In accordance to the amendment, the state government amended its Municipal Corporation Act of 1976. Despite the new changes that have been included in the Act, the city government faces certain problems. They are;

1. The first and the foremost problem is relating to the administrative structure. At present the organisation of the city government seems to be at the cross-roads. There are number of authorities responsible for city administration. The creation of several parallel authorities by the state government is tantamount to the suffocation of municipal institutions and a decrease in their importance.

2. The second problem lies in the relationship of the deliberative and the executive wing. The relationship between the two wings have been hardly cordial.

3. One of the main weakness of the civic body in Bangalore is the absence of a well-organised and effective system of qualified personnel. Though a majority of the personnel lack competence, impartiality and integrity, this can be infected by motivating the personnel.

4. Another problem in the Bangalore Municipal Corporation is the undue interference by the state government in the civic administration. City governments today appear to be the gift of the ruling party at the state level, and perform such functions as are assigned to them.

5. One of the most important problems of city government in Bangalore is that of inadequate finances. Urban authorities find it difficult to plug the gap between
resources and expenditure and in consequence, the standards of municipal services have been consistently deteriorating.

6. Another problem which is being faced is lack of proper planning and development policies for systematic urban growth. In the absence of proper planning the cities are slowly becoming choked to death.

   It is felt that all these problems and factors have reduced the efficient functioning of the system. It is necessary to examine scientifically the municipal work situation and the working of the executing authority.

   The 74th Constitutional Amendment Act (CAA) is a pointer to the determination of the state to bestow power to the people to plan for themselves and participate in the decision-making process. The drive for people’s participation in local governance at the grassroot level was initiated by former Prime Minister Rajiv Gandhi in the 1980s. It led to the 73rd and 74th Constitutional Amendment Acts. ‘Power to People’ was the crux of these amendments. Civic bodies have constantly faced new challenges by the ever increasing population, growing informal sector, increasing levels of people below poverty line, etc. To cope with these challenges and to increase people’s participation in governance, the 74th Constitution Amendment was introduced. The primary aim was to take power to the people in order to give them a responsive mechanism for provision of local goods and services. This necessitated the links between citizen’s groups and local government, unlike the existing governing mechanisms where emphasis was on governance with authority with limited scope for people’s participation.
The 74th Amendment introduced ward committees in municipal corporations (Article 243-S) to enable people to prioritise execution of the basic civil amenities in the wards and thus improve the quality of governance. This Act required all state government to pass the conformity legislation before 1st June 1994. Immediately after the 74th Amendment was passed, the Government of Karnataka asked the Times Research Foundation to give recommendations on suitable amendments to the Karnataka Municipal Corporations Act to bring it in conformity with the Constitution Amendment.

This came to the knowledge of CIVIC (Citizen’s Voluntary Initiative for the City) a group of concerned citizens. CIVIC suggested consultation with a wider section of people before giving effect to the legislation as well as to the recommendations of the Times Research Foundation. The Karnataka Government was unable to meet the deadline of 1st June 1994 set by the 74th Constitution Amendment for bringing in the conformity legislation. Hence, it promulgated an ordinance in May 1994. Though the recommendations of CIVIC were available with the government before they issued the ordinance, citizens were disappointed that most of them had not been given effect to by the government. The ordinance incorporating the necessary amendments to the Karnataka Municipal Corporation Act of 1976, was placed before the legislative assembly before the expiry of six months and was passed by the assembly without any debate in September 1994.

This conformity legislation called Karnataka Municipal Corporations (Amendment) Act, 1994, which mandated the setting up of ward committees received the assent of the Governor on 3rd October 1994 and was published in the Karnataka
Gazette Extraordinary on 5\textsuperscript{th} October 1994. The provisions regarding the formation of ‘Ward Committee’ are contained in Section 13-A of the amended Act. It gives power to the state government to nominate seven members (five citizens and one representative each from a non-governmental or community-based organisation working in the area) to the ward committee.

The new government, which came to power in November 1994, appointed a retired officer to suggest amendments to the KMC (Karnataka Municipal Corporation) Act. This was not effective as there was administrator rule since May 1995 to October 1996. A new council was elected in October 1996. The members of the council were not keen on formation of ward committees. On 7\textsuperscript{th} December 1997, the government again issued another Act of draft rules incorporating some suggestions. On 12\textsuperscript{th} March 1998, the government finally issued the rules on ward committees under Section 13A of the KMC Act, called the Karnataka Municipal Corporation (Wards Committee) Rules 1997, which was published on 16\textsuperscript{th} March 1998, No. UDD 15 UMS 97 (Appendix II). The rules mentioned that the ward committees should come into existence within three months the first time, and in subsequent times, within one month of the formation of the municipal council.

Finally, the government, intervened and on behalf of the KMC Act, took the responsibility of issuing a notification forming 28 ranges or ward committees in August 1998. In another notification issued on 16\textsuperscript{th} January 1999 (after a delay of six months), the state government nominated 196 members to 28 ward committees within the Bangalore Municipal Corporation. The BMP Council adopted a resolution
directing the BMP Commissioner to implement the notification on 19th March 1999. Elections of Chairpersons of each of the 28 ward committees were then held on 13th April 1999. The government did not clarify what criteria had been adopted for making the nominations. Barring a few exceptions, the nominees were mostly workers of the then ruling party – Janata Dal. Few nominated members had a weak background, several NGOs were also unsuitable as they belonged to various associations.

This revealed the inherent unwillingness of the political system to implement the 74th Constitution Amendment in its true spirit and provide greater powers to local self-governing bodies.

As per Section 13-A of the KMC Act, each ward committee shall consist of:

a) The councillors of the corporation representing the wards in the corporation;

b) Not more than five persons having knowledge and experience in municipal administration, nominated by the government; and

c) Not more than two members nominated by the government from such non-governmental organisations and community-based organisations working within the area of the ward committees, as the government may specify in this behalf.

Officials of the corporation are not ex-officio members of ward committees and hence, there is no rigid requirement in the rules that they should attend all ward committees meetings. The five nominated members should have knowledge and experience in municipal administration. Further, a person shall not qualify for being nominated or for being a member of the ward committee, if under the provision of the
Act or any other law for the time being in force, he is not qualified for being elected as and for being a councillor.

The only criteria for the selection of the two NGOs/CBOs was that they should be ‘working in the area’. As regards to the citizen–committee population ratio, it has been stipulated in the rules that there shall not be more than 30 ward committees in the Bangalore City Corporation, which has a population of 49 lakhs. This means that the population covered by a ward committee will be in the range of 1 to 1.5 lakhs. It is significant that neither the population nor the area is taken as the basis for determining a ward committee area.

In the Bangalore Municipal Corporation, the ward committees were functioning since April 1999 to November 2001. The municipal elections were held all over Karnataka in 2000-2001, but no fresh ward committees have been set up in any City Corporation other than in Bangalore. A gazette notification for setting up fresh committees has been issued in the case of Bangalore Municipal Corporation in July 2003, but these committees are yet to start functioning effectively. The term of the Bangalore Municipal Corporation ended in 2006 and from then onwards elections to the Bangalore Municipal Corporation have not been conducted and no ward committees are functioning.

There are various informal structures working towards greater decentralisation and people’s participation. Among them are CIVIC, BATF and Janaagraha.

CIVIC is an organisation to educate residents about their rights and train them in how to exercise their rights while working with elected representatives. Its aim is to
ensure participation of ward-residents in decision-making, planning, budgeting and implementation as well as monitoring and social auditing.

The Bangalore Agenda Task Force (BATF) was constituted by way of issuing a Government Order (GO) in 1999, identifying key individuals from the corporate sector who, it was felt, could contribute to the city’s progress. The mandate given to this order by BATF was to:

a) Work with city stakeholders to achieve the vision of a role model city by 2001.

b) Identify measures to upgrade city infrastructure and systems.

c) Secure greater involvement of citizens, corporates and industry for enhancing quality of life.

d) Provide intellectual and professional skills to ensure sustainability.

e) Create an efficient, effective and proactive administrative framework.

The Bangalore Agenda is meant to be a partnership between the citizens, corporates and the seven identified administrative agencies – Bangalore Mahanagara Palike (BMP), Bangalore Development Authority (BDA), Bangalore Metropolitan Transport Corporation (BMTC), Bangalore Water Supply and Sewerage Board (BWSSB), Bangalore Electricity Supply Company (BESCOM), Bangalore Telephones (BT) and Bangalore City Police. BATF has tried to bring together the key players in a ‘Private Public Partnership’ (PPP) to enable synergy of effort and visibility of result.

Janaagraha – A citizen’s movement was launched in Bangalore with the immediate goal of seeking a beautiful and clean Bangalore and the long-term goal of making democracy a reality by bringing in transparency and accountability in urban governance. According to Janaagraha, the creation of the ward committees, while
important is not a sufficient condition for true participatory democracy. It brings the institution of government closer to the citizens, but the citizen is still a customer of services, rather than a partner. There has to be a role for the citizen to play. It believes that there needs to be platform for citizens of a particular administrative unit – say the ward – to collectively engage with their ward committees and local government. Janaagraha calls this the ‘Federation’. This would deepen the process of representative democracy into participatory democracy.

Ward committees were envisaged in large municipal corporation areas for implementing the ideas of decentralisation, local self-governance and people’s participation. Though the formation of ward committees was a step in the right direction, their weak and undemocratic structure, lack of access to information, lack of empowerment with funds, functions, functionaries and facilities made decentralisation through ward committees largely unfruitful to the Bangalore Municipal Corporation.

Despite the acknowledged and recognised acceptance of the role of people’s participation in urban local governments for the achievement of the objectives of their serving as training ground for democracy, the provision of civic amenities and services to the citizen and the development of cities and towns, the people’s involvement in urban government has been negligible, minimum, insufficient and even conspicuous by its absence, as the people have been indifferent, disinterested, apathetic, and even alienated from urban administration. Such a state of affairs can be attributed to the following reasons. They are lack of homogeneity in the population of the cities, lack of attachment with city government, lack of leadership, absence of
continuous contact of the councillors with the public, bureaucratic attitude to people, rampant corruption, misconception about government’s obligation, lack of consciousness and awareness among people about their role in municipal affairs, absence of machinery for redressal of grievances, inadequacy of people’s associations and organisations, appalling poverty, inefficiency of municipal administration, existence of a multitude of local authorities, deficiencies in structure of local government and the vicious role of political parties.

The cumulative effect of the factors mentioned above has resulted in the alienation of people to local administration and the lack of their interest to participation in local affairs. People do possess the capability, potential and will to participate in local affairs and they have to be exploited to the maximum. Unless there is a change in all these aspects, genuine grassroot democracy which will give ‘Power to People’ will remain a mirage in the urban local bodies of Karnataka.
SECTION – B: CONCLUSION

6.4 EVALUATION

Evaluation of the Working of Urban Governance in Karnataka

Municipal corporations in India have assumed an increasing importance on account of rapid growth of urbanisation, technology, industrialisation and development schemes. They are recognised as the training grounds for democracy where people learn to participate in public affairs. The cities are the nerve centres of political, economic, educational, developmental and recreational activities and municipal corporations are charged with the responsibility of providing an efficient civic administration suited to the local needs ensuring the best advantage for the community. It may be said here that democracy must emanate from the grassroots.

Bangalore the capital city of Karnataka state is nearly 500 years old and has grown from a small time settlement when Kempe Gowda, the architect of Bangalore, built a mud fort in 1537 and his son marked the city boundaries by erecting four watch towers. Today Bangalore has grown well beyond those four towers into a metropolis of more than 6 million people and is referred to as the silicon valley of India, accounting for more than 35% of India’s exports. Bangalore’s temperate climate, high quality educational, scientific and technology institutions coupled with thriving IT, Bio-Technology and manufacturing industries make Bangalore one of the most sought after global destinations.

The Bangalore Mahanagara Palike (Bangalore City Corporation) was established by merging two separate municipalities which was in-charge of the administration of the ‘City Area’ and the ‘Cantonment Area’ of the city. The
The population of Bangalore during 1871 was only about 0.75 million and the municipal corporation started with only 7 divisions with as many elected councillors. This was subsequently increased to 50 divisions. The area of the city was expanded to include 87 wards in 1991 and 100 wards in 1995. At present the 226 sq kms of the city area is organized into 100 wards each represented by a councillor in the city corporation.

Apart from the 100 elected councillors representing the wards, the council of the city corporation also includes members of parliament and members of state legislature representing different areas of the city. The number of such ex-officio members is 40. In addition, the Karnataka Municipal Corporation Act, 1976, makes a provision for the nomination of 10 members to the council. The elected members of the council representing the wards elect from among themselves a mayor and a deputy mayor for a tenure of one year at a time.

The council of the corporation ordinarily has two meetings in a month. One meeting to consider a structured agenda containing various proposals and resolutions, and another meeting to discuss any matter brought up by the councillors in order to highlight the problems of the city. The meetings normally last 6 to 8 hours and resolutions are passed on the subjects placed before the council.

The members of the council also elect the following eight standing committees, each consisting of 7 councillors with a tenure of one year.

1. The Standing Committee for Taxation and Finance
2. The Standing Committee for Public Health
3. The Standing Committee for Town Planning and Improvement
4. The Standing Committee for Public Works
5. The Standing Committee for Accounts
6. The Standing Committee for Education and Social Justice
7. The Standing Committee for Appeals
8. The Standing Committee for Horticulture and Marketing

The standing committees normally consider various matters coming within the purview of their functions and take policy and administrative decisions according to a scheme of delegation of powers prescribed in the rules. The executive responsibilities for the management of the corporation’s affairs are vested in a commissioner of the corporation and a number of senior officials. The commissioner and a few officers at the level of the heads of various departments are usually appointed by government from among the officers belonging to the state civil and technical services. Several departments of the corporation are also headed by the corporation’s own officials. These include several deputy commissioners, chief engineers and health officers. The corporation has a sizeable reservoir of manpower with a total strength of about 13000 persons.

The executive organisation of the city corporation consists of one central office, three zonal offices, 12 divisions and 30 subdivision of the engineering department, 17 ranges of the health department and 30 ranges of the revenue department. At the level of the wards numbering 100, field functionaries of engineering, health and revenue departments work together as a team. At the administrative level, the zonal offices are increasingly being strengthened to function with substantial delegation of powers from the commissioner. This would enable zonal offices to take care of most functions of a routine nature leaving the central
office to focus mainly on policy matters, project monitoring and servicing the council and the standing committees.

The city corporation discharges a number of functions vital to the day-to-day life of the citizens and the economy of the city. The important features include the construction and maintenance of the city road networks, street lighting, solid waste management, infrastructure for water supply and underground drainage, maintenance of parks, construction and maintenance of the storm water drains, management of maternity homes, hotels and other food vending establishments. A more detailed listing of the corporation’s functions is stipulated in Sections 58 and 59 of the Karnataka Municipal Corporations Act, 1976.

In the Bangalore Municipal Corporation there is too much confusion in the municipal government areas and functions and therefore structural and functional reorganisation is required. Moreover, the growing burden of duties and responsibilities developing upon the municipal corporation, requires the creation of more departments.

6.5 IMPACT

Impact of the 74th Constitution Amendment Act on the Working of Local Bodies in Karnataka

Karnataka has amended the municipal act to meet the requirements of the 74th Constitution Amendment Act. In Karnataka the urban local bodies are governed by the Karnataka Municipal Corporation Act, 1976, the Karnataka Municipalities Act 1964 and the Amended Act of 1994. After the 74th Amendment a four-tier system has been introduced. The city is divided into: city corporation with a population of more
than 3 lakh, city municipal council with a population of 50,000 and above, town municipal council with a population of 20,000 and above and town panchayats with not less than 10,000 population. There are 218 urban local bodies in the state comprising 6 city corporations, 40 city municipal councils, 81 town municipal councils and 91 town panchayats. After the amendment act was introduced additional functions have been assigned to urban local bodies. Nevertheless many of the functions are being discharged by the sectoral agencies, important among them are town planning and land use regulation, water supply and slum clearance.

The functions prescribed under the 12th Schedule in the Constitution Amendment are of discretionary nature. This has led to the perpetuation of the present position and patchwork amendments. The role of parastatals and fragmentation of responsibility thus continue in the state. The partastatals are not autonomous as they are more or less controlled by the state government.

At the state level, the municipality of institutions dealing with urban services and planning has posed a constraint to effective management. In the Bangalore, municipal related functions are spread across a multiplicity of agencies. They include: The Bangalore City Corporation (BCC), the Bangalore Development Authority (BDA), Karnataka Housing Board (KHB), Karnataka Slum Clearance Board, Karnataka Road Transport Corporation, Bangalore Water Supply and Sewerage Board, etc. The continued fragmentation and duplication of municipal functions by multiple agencies, not accountable to public undermine effective urban service delivery, overlapping jurisdiction and conflicts. Therefore, there is a need to review
the functions of these agencies and streamline their functions with due regard to the status of local bodies as units of local self government.

It is noteworthy that the 74th Amendment Act has only provided the general guidelines for the effective working of municipal institutions in India. In fact, the act has left sufficient flexibility for respective state legislature to enact or amend their municipal legislation within the broad constitutional framework in matters like the category of municipality, its composition and bestowing upon it such powers and authority as may be necessary to function as vibrant institution of urban local self-government.

6.6 VERIFICATION OF HYPOTHESES AND STATEMENT OF THE THESIS

6.6.1 Hypothesis – I

In Karnataka, the Bangalore Municipal Corporation has an important role to play in urban governance.

Verification

Urban governance as an issue has assumed crucial importance in the context of the ever growing role of urban centres in the overall economic growth, employment generation and the contribution such centres make to the national and state wealth. With urban centres growing rapidly, urban governance becomes important because of the impact it has on the life and liberty of urban dwellers. Urban governance gained importance after 1990, because of decentralisation method which enhanced the importance of local self-government. Along with it the 74th Constitutional Amendment also enhanced the importance of municipal corporations.
Bangalore, the capital of Karnataka, was the fifth biggest city in 2001, with a population of 5.7 million. The pace of industrialisation and urbanisation in Karnataka resulted in severe pressure on services and infrastructural facilities like water, power, housing, roads, etc. Hence the role of the Bangalore Municipal Corporation to provide good services and to manage the city has increased and it has an important role to play in urban governance.

**Thesis**

Urban governance has assumed increasing importance with the growth of urban centres and increasing population. Democratic decentralisation and the 74th Constitution Amendment Act have further enhanced the growing importance of urban governance. The rapid growth of population and the pace of urbanisation and industrialisation in Karnataka have resulted in increasing demand for better facilities and services. In this context the Bangalore Municipal Corporation has assumed an important role in urban governance.

**6.6.2 Hypothesis – II**

In the administrative dynamics of the Bangalore Municipal Corporation, the role of municipal corporators and the appointed officials have assumed crucial importance.

**Verification**

There are elaborate regulations to govern the relations between the commissioner and the mayor. Most of these relate to the correspondence between the municipal corporation and government and also to the preparation of agenda for the council meetings. The executive wing and the deliberative wing have to have cordial relations so that their agenda of smooth functioning of the system is fulfilled. In
Bangalore Municipal Corporation during the year 1996-1997, there was difference of opinion among the commissioner and the mayor which led to chaos in the administration. The deliberative wing felt that they are sidelined though they are people’s representative and the executive wing felt that as they are appointed by the government and hence at not answerable to the deliberative wing. This dissatisfaction among the corporators and the officials has led to the opinion that a separation of executive and deliberative wing is needed. Hence in the administrative dynamics of the Bangalore Municipal Corporation, the corporators and officials have assumed crucial importance.

**Thesis**

For a balanced working of the Bangalore Municipal Corporation a balanced relationship between the executive wing and the deliberative wing is essential. Various regulations exist to govern the relationship between the commissioner and the mayor. Still on general occasions the differences between the commissioner and the mayor has hampered the smooth conduct of administration. Both the wings have ill conceived notions about the other. This has generated a debate about the separation of the two wings and consequently in the administrative dynamics of Bangalore Municipal Corporation both the corporators and officials have come to occupy a place of prominence.
6.6.3 Hypothesis – III

There is an inherent need for people’s participation in the working of Bangalore Municipal Corporation.

Verification

Active and effective participation of the people in the affairs of the government, national, state or municipal is the basis of democracy. The 74th Amendment introduced ward committees in the Municipal Corporation (Article 243-S) to enable people to prioritise execution of the basic civic amenities in their wards and thus improve the quality of governance by enunciating their active and direct participation. Such interaction would help deepen the process of democratisation also of civic administration. In this regard Karnataka government has amended the Karnataka Municipal Corporation Act and has inserted Section 13-A into the Act, where it provides the provision for establishing ward committees. Ward committees were envisaged for putting into effect the ideas of decentralisation, local self-governance and people’s participation. Despite the acknowledged and recognised acceptance of the role of people’s participation in urban local government, people’s involvement in the Bangalore Municipal Corporation Ward Committees has been minimum. This is mainly due to various reasons like lack of homogeneity in population, lack of attachment with city government, bureaucratic attitude to people, absence of continuous contact of councillors with the public, rampant corruption, lack of consciousness/awareness among people. This has resulted in the alienation of people to local administration and lack of their interest to participate in local affairs. People do possess capability, potential and the will to participate in local affairs and
this has to be utilised to the maximum for effective functioning of the Bangalore Municipal Corporation and to achieve its defined objectives.

**Thesis**

The successful working of urban governance depends on the active and effective participation of the people. Democratisation of civic administration requires greater people’s participation. To achieve this objective, Karnataka government has established the ward committees vide inserting Section 13-A into the Karnataka Municipal Corporation Act. However due to several reasons, people’s involvement in urban governance particularly in Bangalore Municipal Corporation Ward Committees has been weak and minimum. This has resulted in isolation of the people from urban administration despite the fact that people have the potential and interest to participate in urban governance. Hence for effective working of the Bangalore Municipal Corporation indeed there is an inherent need for people’s participation.

**6.7 MAJOR FINDINGS**

The major findings of the study are as follows:

(i) The numerous problems faced by the Bangalore Municipal Corporation arise out of lack of financial resources and poor performance. Hence the nurseries of democracy should be revamped.

(ii) The indirect election of the mayor combined with his short one-year tenure makes him more of a figure head. Hence a demand has been made especially by the mayors themselves as well as councillors to change the present system and have the mayor directly elected by the people.
(iii) Provision of some minimum academic qualifications for the councillors should be made. It may improve the general tone of corporation leadership as well.

(iv) It is realised that there is often poor coordination between the commissioner and the heads of the departments in the Bangalore Municipal Corporation. Since the departmental heads owe accountability to the committee, the commissioner’s power of direction and effective coordination gets ineffective in actual practice.

(v) The relationship between the mayor and the commissioner reveals that there is a need for the separation of politics from municipal administration.

(vi) In the Bangalore Municipal Corporation that are a multiplicity of agencies dealing with solid waste management services. Due to this, gaps and duplications are being observed in the provision of services.

(vii) There is no public-private partnership existing between BATF and the corporation.

(viii) As far as the state government control is concerned it is found that there is too much of interference by the state government. Hence there is a strong need for relaxation of control from above.

(ix) The strength of the municipal council has not increased in proportion to the population of the city.

(x) In the Bangalore Municipal Corporation the municipal leadership lacks the capacity to visualise, conceptualise and crystalline definite strategies for the all-round development of the city.
(xi) It is imperative to strengthen and improve the committee system within the municipal corporation for a detailed study followed by appropriate decisions about specific problems of the city.

(xii) The ward committee is not a fully elected body like the *grama panchayat* which is a body formed only by elected representatives, each member equal to the other and having his/her own constituency and the backing of the people.

(xiii) The nominated members have been given voting rights and since they number 7 in a committee of 10-11 persons, they could always overrule the 3-4 elected councillors on the committee.

(xiv) There is indifference of many officials towards the nominated members as they do not have the powers to get them transferred. Most of the officials attend only to the issues raised by the elected councillors as councillors have powers to get them transferred.

(xv) Most ward committee members identified unwillingness of elected councillors to share powers with nominated members. Political interference and bureaucratic apathy were cited as the major problems that hindered their effective functioning.

6.8 POLICY SUGGESTIONS

The Bangalore Municipal Corporation was established under the city of Bangalore Municipal Corporation Act, 1949. Its aim was to manage the civic affairs of the people of Bangalore city and it has performed its functions satisfactorily despite several limitations and obstacles. It has been also bogged down by financial stringency, functional overloading and restricted autonomy coupled with public
apathy. The image of the municipal corporation in the public mind has been that of inefficiency, maladministration and general stagnation. The study of Bangalore City Corporation in the preceding chapters has substantiated this view.

The study shows that the strength of the council has not been proportionate to the growth of the population. Bangalore city has been growing beyond its limit and the strength of the council is limited. There are two dangers if the council is a small one. Firstly, it results in the denial of representation to some sections of population in the city and thus deprives them of a say in the administration of the city. Secondly, a small size of body is likely to be more susceptible to the control and influence of unscrupulous party managers. A large sized council has a built-in corrective to abusive practices. The elimination of even a few interest groups will provide ample ground for lack of trust and confidence in the council. Thus, the increase in the ratio of councillors to population makes the corporation most representative and close to the people. As regards to the inclusion of the members of the legislative assembly, member of parliament and members of legislative council who represent a part or whole of the city of Bangalore, this study shows that this has not been satisfactory. Their inclusion as ex-officio members is not only undesirable but also offends the principle of local democracy. It is recommended that provisions be made to enable state government to nominate experts with the knowledge of municipal affairs as members of the council.

The position of the mayor of the Bangalore Municipal Corporation under the existing set up, is not very stable or strong. The indirect election of the mayor combined with his short one-year tenure makes him more a figure head rather than an
active or constructive functionary. Since he is elected by the councillors, not directly by the people, he cannot be said to have obtained a mandate from the city people. A demand has therefore been made by the mayors to change the present system and have the mayors elected directly by the people. The one-year term of mayor is open to two serious objections. First, it is too short to enable a mayor to acquire insight into the corporation administration and help in planning on a long term basis. Second, it serves only to strengthen the bureaucracy headed by the commissioner vis-à-vis the elected set up represented by the mayor. A mayor elected for only one year, finds himself ineffective and powerless in his relationship with the commissioner who outstays him. A one-year term for mayor as against a five-year term for the council and two-year tenure for the commissioner appears anomalous. Therefore, it may be argued that the mayor should be directly elected by the people for a five-year term which would be co-terminous with the term of the councillors.

The mayor and the deputy mayor as a team exercising authority have not proved themselves very successful, mainly because of party politics and group pressures prevailing in the present system. Moreover, they have little experience in administration and have little time to spare for their executive work. This results in administrative inefficiency, negligence, corruption, mismanagement and misappropriation of municipal corporation funds. The municipal leadership lacks the capacity to visualise, conceptualise and crystalise definite strategies for the all-round development of the city.

Further, they do not know the exact duties conferred upon them by the acts, rules and government orders. Therefore, unless steps are taken for proper training of
the mayors and councillors, they may not be able to discharge their duties properly. Imparting training is very important. The government has to take up this task with the required zeal and alertness. It is important because through proper training a desirable and capable set of non-officials can be produced to shoulder bigger responsibilities.

As regards the tenure of committees, this study shows that the short-term for standing committee does not enable their members to acquire knowledge or experience. Therefore, the term of the standing committees of the Bangalore Municipal Corporation should be extended from one year to two years. This would contribute to strengthen the functioning of various committees.

Further, lack of proper coordination between the commissioner and the departmental heads like municipal health officer, engineer and chief accounts officer has resulted in dysfunction and frictions. Hence it is desirable that the inter-departmental link must be established to bring about coordination between the departments on the one hand and the commissioner and the departments on the other.

This study also reveals that there has been lack of coordination between the deliberative and the executive wings. The relationship between the two wings is a matter of delicate adjustment and harmonious working. It should be based on mutual respect, support, cooperation and a sense of responsibility. The council should make use of the commissioner by giving him whole-hearted cooperation and support.

The employees of the corporation are adequately equipped with the latest knowledge relating to civic amenities and techniques of work. Therefore, employees should be exposed through sound training courses in the necessary skills and developments in the field of municipal administration. In Karnataka, there exists
practically no training facility for municipal services. Hence the officials and
councillors have emphasised the need for comprehension post-entry training and
refresher courses for officers and other personnel of the corporation. Thus, there is a
need for establishing a municipal training and research institute in the state.

The efficiency of a corporation is adjudged by the standard of civic amenities
that it provides to the people. The Bangalore City Corporation has failed to solve the
problems of growing population as a result of rapid industrialisation. Due to
haphazard planning, poor layout, bad drainage and ineffective sewerage system, the
inhabitants of the city have been experiencing considerable discomfort. The drainage
provided in the city creates problems particularly during rainy season. As there is
every possibility for the unprecedented rapid increase in population by the end
of the century, the city will experience larger civic problems such as sanitation,
air-pollution, drinking water, etc.

As regards to public health, the Bangalore City Corporation has taken
measures like garbage collection from individual homes and sends them to the
dumping yard situated far away from the city. Few of the localities have covered
trucks to carry garbage but most of the other localities do not have it. The hoteliers
throw the leftovers in their backyard or by the side of the roads thus creating a
breeding ground for all kinds of epidemic diseases. Hence the corporation’s duty is to
strictly enforce the rules for maintaining cleanliness.

As far as state government’s role is concerned, it exercises its control over all
aspects of the corporation. As a matter of fact, the corporation is in the octopus grip of
the state control. If the corporation is to play its rightful role in the management of
local affairs there is certainly no need for the intervention by the state government in
municipal affairs. State supervision should be exercised in such a way that the
initiative and the sense of responsibility of the municipal administration are
strengthened and not weakened. The conception of government’s role should change
from that of a controller to that of an advisor, guide, counsellor and protector. The
interests of the corporation and the state government are so closely inter-related that a
high degree of coordination and cooperation between them is necessary as both aim at
providing the best possible and most effective services to the people. The state
government must realise that it is only by strengthening the municipal government
that the larger interests of the community can be served.

It may be said that a powerful system of municipal government financially
independent and autonomous in its sphere will enhance the quality of the life of the
citizens. If the present system of municipal government is reformed, the attitude of
state government towards municipal corporation is changed from that of the
superior to being a partner, municipal corporation can provide a more efficient
democratic and humane atmosphere for the inhabitants of the city. A fresh approach
to state-municipal relations is needed and unless some action is taken to reorganise
the municipal government both internally and externally, it is quite likely that this
effective democratic local institution may wither away in the times to come.

The efficient and effective functioning of the corporation also depends upon
the cooperation of the local elites, interest groups and the common man. The apathy
and indifference of the citizen is responsible for the poor functioning of the
corporation in Bangalore. The citizens of the Bangalore city are highly critical of the
performance of the corporation but seldom take any active and sustained interests in its activities. Their interest is mainly confined to occasional outburst of public protest and criticism. A corporation is generally viewed by them as a mere tax-collecting agency. Perhaps this is mainly due to the fact that large sections of the people are ignorant about the methods of operation of the corporation and no systematic effort has been made to stimulate and sustain the interests of citizens in the corporation affairs. An enlightened participation and vigilance of the citizens can, to a great extent, make the municipal government efficient and effective. Therefore the corporation should encourage citizens of the city to take interest in municipal affairs. It is of utmost importance, that the municipal corporation shall not, once selected, hold itself aloof from the people and carry on administration without reference to the people’s will. On the contrary, it should keep itself in the closest touch with the electorate. The people of the city should be fully and constantly informed of the activities and aims of the corporation and should be given every opportunity for expressing their opinions.

The following suggestions may be made for arousing civic sense among the citizens of the city.

1. There should be one ward committee appointed per ward. A ward should be broken up into further sub-wards and the rules should be amended to allow for direct election of ward committee members from the sub-divisions of the ward.

2. All planning, prioritizing, implementation, monitoring and auditing of ward works should be through the ward committees, through an ascending process involving citizens and not merely through the councillor/chairperson and officials.
3. The corporation should frequently display documentary films which exhibit an ideal city and portray dutiful citizens assisting the corporation administration in the performance of its tasks.

4. Links should be established between informal structures and processes of citizen’s participation, such as BATF and ward committees to mutually strengthen the functioning of each and impart the democratic legitimacy to these informal processes.

5. Good work done by the corporation should be highlighted as this will help in improving its image in the opinion of the public.

Thus the future of the municipal corporation in Bangalore could be very high if the state government modifies its present attitude of adhocism and neglect. The unsystematic and piecemeal efforts to improve the functioning of the corporation have not only led to the erosion of its financial jurisdiction and administrative autonomy but also left it weak. An active and sustained concern on the part of the state government is required for transforming the municipal corporation into an effective instrument to deal with the challenges and complexities of civic life and enable it to successfully encounter the problems which arise as a consequence of the process of urbanisation and industrialisation.
6.9 SUGGESTIONS FOR FUTURE RESEARCH

In the light of the study on urban governance in Karnataka with special reference to the Bangalore Municipal Corporation, its structure and functions, administrative dynamics and people’s participation, certain suggestions can be made for future research. They are as follows:

1. A comparative study by taking the Bangalore Municipal Corporation and other corporations like Ahmedabad, Kolkata, Surat or Delhi can be undertaken.

2. The financial aspect of the Bangalore Municipal Corporation can be considered for a detailed study.

3. The electoral politics of Bangalore Municipal Corporation is an area which needs further investigation.

4. With the establishment of Greater Bangalore or Bruhat Bangalore Mahanagara Palike, the wards have been extended along with their administrative zones and capacity. Hence, a detailed study can be undertaken on Bruhat Bangalore Mahanagara Palike.

5. Research on training process of municipal personnel has not been undertaken so far. Hence, training of municipal personnel is an area which calls for attention.