CHAPTER I

INTRODUCTION

The Modern concept of Municipal Government dates back to the Roman Civilization. Even Greece developed a system of cities as independent political units. The municipal corporate concept is Roman in origin and its development as a juristic entity stems largely from Roman practice. The seat of urban leadership, with the decline of Greece, passed to Rome which became rich, popular and well-governed municipality of the ancient world. The term ‘Municipality’ is derived from the Roman concept of “Municipium” which was nothing but the local unit of Roman Government that can be compared with the modern incorporate status and it is from the Romans that we have obtained the idea of a municipal government.¹

In India, there are eight types of local government units, which may be categorized into three. They are; (a) Urban Local Government i.e. Municipal Corporation, Municipal Board, and Cantonment Board (b) Semi Urban Local Government i.e. Town areas and Notified areas (c) Rural Local Government i.e. Zilla Parishad, Panchayat Samitis and Gram Panchayats. Of the varied types of Urban Local Government, municipalities are the most important for their in-depth study. Because, first they are the oldest institution and they bear the greatest impact of the changes brought about by industrialisation and urbanisation.² However, cities today are becoming increasingly the nerve centres of national life and economy. They not only contain congregations of
human population, large and small, but also secure for the urban communities’ advantages of scale and specialisation in the provision of municipal services. In another sense, too, they exhibit certain common features. In the cities, congestion is acute; ill planned or unplanned and physical sprawl abounds. Services and amenities remain chronically short of basic requirements. Industry grows in promiscuous fashion. And above all, the steady influx of population with varying social or environmental backgrounds accentuates the heterogeneous character of the community.3

Hence, the administration of local bodies is vehemently criticised as inefficient and wasteful. Some believe that after India achieved independence, local self-government institutions should be abolished forthwith and functions hitherto discharged by them are taken over by Government. The argument that to avoid wastage and relieve people from local taxes make mistakes in the administration of local affairs but the remedies lies not in their abolition but in their improvement and setting right their grievances.

A number of attempts made to rejuvenate the urban government resulted in bringing the 74th amendment to the Constitution of India. After the 74th amendment, Municipal Governments are no longer viewed as civic bodies, responsible for the provision of a few merit or public goods. Rather, the amendment made them as vitally important for such task as “planning for economic and social development and poverty alleviation.” Endowing the municipalities with functions of economic development and poverty
Thiruvottiyur Municipality
alleviation constitute a major departure in the Government's position about the role of municipalities. It aims to minimise the arbitrariness and adhocism in the state-municipal fiscal relations and provides for a greater flexibility in the fiscal management. In respect of the state-municipal fiscal relations, the amendment provides for the setting up of finance commission at the state level with responsibilities for determining the principles of governing.4

It is in this context, an attempt has been made to understand the structural, functional and developmental dynamics of Thiruvottiyur Municipality in this study.

Universe of the Study

Thiruvottiyur Municipality came into existence on 1.10.58 as a third grade Municipality. It was upgraded into second grade Municipality from 25.5.66. Thiruvottiyur became first grade Municipality on 08.07.74. Since 14.12.88 it attained the status of selection grade Municipality.

Thiruvottiyur is a sub-urban town located 12km north of Chennai on the Chennai-Calcutta National Highways. It is linked with Chennai by both sub-urban electric motor unit train services and city transport corporation bus services. It forms a part of administrative unit of Thiruvallur district. Thiruvottiyur is a growing industrial town. There are 292 registered industrial units in Thiruvottiyur. Several well-known chemical and manufacturing industries are located in the vicinity of Thiruvottiyur. They are Indian Trading Corporation, Kothari Sugars, Manali Petro Chemical Industries, U.B. Petro

Being situated very close to Chennai city a host of industrial units have come up in and around Thiruvottiyur. This has vastly expanded the employment opportunities and caused the population to increase rapidly. The total population of the Municipality, which stood at 1,67,851 as per 1991 census, increased to 2.25 lakhs as per 1998 interim census. The influx of population resulted in problems of urban crowding and explosion of slums.

Thiruvottiyur is well known for Vadivudai Amman temple. On Fridays and festival days large number of devotees throng the temple. The annual festival of the temple takes place in the Tamil month of masi (i.e) (February-march) and attracts devotees from far and nears. The municipality makes elaborate arrangements for maintaining civic amenities during the festive period.

Thiruvottiyur Municipality consists of three revenue villages, i.e. (a) Thiruvottiyur, (b) Ernavur and (c) Sathangadu. The area of the municipality extends over 21.42 sq.kms. The municipality was divided into 32 wards as per 1971 census. One ward was reserved for women. The municipal council in its resolution No. 304 dated 31.10.90 had increased the number of wards from 32 to 42. The Government of Tamil Nadu accepted this proposal
and accordingly the municipality was divided into 42 wards, out of which six wards were reserved for scheduled castes during 1991.

Later, the municipal council in its resolution No. 181 dated 20.8.96 decided to increase the number of wards from 42 to 48. Among the 48 wards, 4 were reserved for scheduled caste (general) and 2 were reserved for schedule caste women. Among the remaining 42 wards, 14 were reserved for women (general). As a political unit Thiruvottiyur comes under the Thiruvottiyur assembly constituency which falls under North Chennai parliamentary constituency. Now let us see the objectives of the study.

**Objective of the Study**

The main objective of this study is to present a comprehensive analysis of Thiruvottiyur Municipality, with a focus on its structural, functional and developmental perspectives. Besides, the following are the other objectives of the present study.

a. To trace the historical growth of Thiruvottiyur Municipality,

b. To critically assess the changing structural pattern of municipalities in general and Thiruvottiyur Municipality in particular,

c. To evaluate the functional efficiency of Thiruvottiyur Municipality,

d. To analyse the role of municipal bureaucracy in delivering the civic amenities to the citizens of Thiruvottiyur Municipality, and
e. To enumerate and evaluate the efficiency level of developmental and obligatory functions of Thiruvottiyur Municipality, and to critically analyse the participative behaviour of the citizen, councilors and local organisations in the developmental context.

**Hypotheses**

This study is based on the following assumptions:

a) The power and functions of the municipal institutions in India have increased and changed in accordance with the growing needs of the citizens.

b) The 74th amendment has made a considerable impact on the structural and functional capabilities of municipalities in India.

c) Financial scarcity still remains a critical problem for local bodies, particularly to municipalities.

d) The municipal council effectively discharges the democratic and bureaucratic functions at the local level and

e) The structure and functions of the Thiruvottiyur Municipality have evolved so as to meet the demands of the citizens for more civic amenities.
Literature Review

A number of scholars have contributed on the subject ‘Local Government’, especially on ‘Municipal Administration’. Here, an attempt is made to review the literature available on the history of local government, municipal administration, municipal finance and other such relevant areas, which would help us to understand the role and importance of municipal administration, in the urban governance.

The Development of Local Boards in the Madras Presidency, a classic work by M. Venkatarangaiya, traces the chief landmarks in the development of ‘Local Boards’ in the erstwhile Madras Presidency. Such local boards were created by the Local Funds Act of 1871. They exercised jurisdiction in matters of local government outside the municipalities formed under the District Municipalities Act and the city of Madras. According to him, the central problem in the local boards was one relating to the discovery of ways and means of developing their resources, so that they may be in a better position to discharge effectively the function with which they were entrusted.

Local self-government in India has a long history. Local Government in India: Select Readings is an edited volume authored by M. Venkatarangaiya and M. Pattabhiram, in which the authors provide historical evidences for the existence of local government during Kautilya’s period. They also analyse how the British administrative system reduced both the rural and urban self-governing bodies in India. For them, it was only after
1858 that the British thought seriously about the desirability of creating institutions of local government. They have also critically reviewed the impact of several resolutions and reports on the development of local-self government in British India. Such resolutions include Lord Mayo’s Resolutions of 1870, Lord Ripon’s Resolution of 1882, the Report of the Royal Commission on Decentralization, 1909, the Government of India Resolution of 1918, the Montagu-Chelmsford Report and so on. Further, they have also attempted to provide an account of the development of local government after independence.

It was argued by Venkata Rao⁷ that the roots of local self-government in Andhra and Madras date backs to a remote past, yet the representative institutions of popular local self-government were the creation of the later part of the nineteenth century. His work provides historical background of local self-government institutions such as District Municipalities, District Boards, Taluq Boards, Panchayats and other local authorities in Andhra and Madras states. In an another work, Local Self-Government in India⁸ V. Venkata Rao and Niru Hazarika deals with the evolution of local self-government with special reference to Assam and North East India. According to the authors, compared with the local authorities in Andhra and Tamilnadu, the local authorities in North East India have considerable discretion. In the former there is a well organised inspectorate, but not in the North-East India.
Local government is considered to be the bedrock of representative democracy. Even during the alien rule, measures were taken to introduce the element of local-self government both in the urban and rural areas. The edited volume, *Local Government* by T. N. Chaturvedi and Abhijit Datta describes the concepts of decentralization, city government, local elections, municipal finances, local civil services and municipal police. In this volume articles were contributed by Paul H. Appleby, P. R. Nayak, Mohit Bhattacharya, Gian Prakash and Abhijit Datta.

Nature of local government, its structure, internal organisation and services provided by the Local Government and urban politics, which also includes the behaviour of the local councillors, parties and people in England were discussed in *Local government and Urban Politics*. William Hampton, in this book observes that the breakdown in the social and political cohesion of major cities could have severe consequences for national political life. E. L. Hasluck wrote another book on the working of local government in England. He traces the history of local government in England. Hasluck feels that when the standard of living improves, as the nation become richer, the people always demand better services from local governments. For him, local government is a wide and useful training ground for national affairs.

S. R. Nigam provides a comparative account of local government institutions in England, France, U.S.A., U.S.S.R and India. His argument that in spite of the fact that almost every one is vitally affected by the activities of
the local government, there is a widespread lack of appreciation and understanding of the significant role played by it, is still valid because people display very little interest in the local affairs.

After tracing the history of local government in India, S.R. Maheswari in his work, *Local Government in India*\(^\text{13}\) discusses the structure, personnel, finance and functional aspects of rural as well as urban local governments in India. Maheswari found that local government, particularly, the urban one, does not enjoy sufficient authority. He further argues that while local government has been made responsible for a wide variety of subjects, all of pressing importance to the life and happiness of citizens, it has been clothed with inadequate authority. Because, the state governments treat local bodies as but perpetual adolescents, suspecting their capacity to exercise rationally the authority. The financial resources at the command of the local bodies are too inadequate to permit them to fulfil even a small part of various tasks expected of them.

Besides providing a comparative pattern of local government institutions in several countries, the book *Theory of Local Government*\(^\text{14}\) enhances our idea of local government with various thinker's, ideas, institutional frame works and theory of decentralized development, local finance and local bureaucracy.

Similarly, John Steward, in his work, *Local Government : The Conditions of Local Choice*\(^\text{15}\) observes that local government is a
convenient and effective means of service delivery, which permits a degree of responsiveness to local circumstances that yet can be a means of service. Further, local government provides a buffer between Central Government and expressed discontents. Because local government is distinguished by being carried out by directly elected local authorities, with responsibility for a local area.

All the above reviews throw some lights on the development of local government, their importance, their need and style of functioning. However, further attempt to understand the dynamics of municipal administration with a few specific illustration from case studies dealing with municipal administration, municipal finance, municipal executives and so on would be more relevant and helpful for this study.

It was found by V. Jagannandham and N.S. Bakshi that the citizens are not well informed about the rules and regulations of the municipal administration. Because the communication from municipal administration is defective and the language of communication is dysfunctional. A natural corollary of inadequate communication is the opportunity opened up for unscrupulous civil servant to harass the citizens either through delays in disposals of services or through black mailing them into paying heavy sums for the work to be done.
Om Prie Srivastava dealt with the development of urban municipal institutions in general and Uttar Pradesh in particular, in *Municipal Government and Administration in India*¹⁷. According to Srivastava, at the local level, municipal administration alone can undertake satisfactory task of providing services needed for development of urban areas. He envisages that a large number of towns will in future have separate development plans of their own and these will be integrated with the plans of the states.

Ashok Mukhopadhyay describes the role of municipal bureaucracy in his book *Municipal Personnel Administration*¹⁸. He contents that so far as governance of smaller urban areas in concerned, the role of the bureaucracy has been minimal in the separate systems, but importance in unified and integrated personnel system. In the separate personnel system it is easy for the elected councillors and the chairman to influence the quality of governance. The chairman has the power as well as inclination to bypass the municipal bureaucracy if when found necessary.

Jai Bhagavan’s *Municipal Finance in the Metropolitan Cities of India*¹⁹ discusses the need for widening the scope of financial resources of municipal corporations. According to him resource mobilization, framing and implementing the financially viable projects are vital to the metropolitan administration in cities like New Delhi.

Gautam Naresh ²⁰ observed that prior to passing of 74th amendment, undersigned role of municipal authorities in the Constitution of India has
resulted in considerable erosion in the municipal functions observed it. According to him the states have encroached upon these functions and have acted as para sectoral and specific purpose organisations for the provision of water supply, sewerage and drainage, slum improvement, urban planning and development on the pleas that the traditional municipal authorities do not have the requisite resources to effectuate those complicated, growing and challenging tasks. On the side of sources of financing, despite increasing trends of urbanisation and urban growth, revenue base have been relatively shrinking. Consequently, the provision of local public goods and their operational up keep have been adversely affected. This situation is so pathetic in some of the municipalities that for months together they have not been able to pay even the salaries to their staff.

Dukhira lists a wide range of functions of local government in his work, *Mauritius and Local Government Management*\(^2\). The functions vary from one system to another. In some countries, the powers exercised by local authorities may be extensive, while in others they may be limited. Services provided by local authorities in respect of roads, lighting, parks and recreation, drainage, sewerage refuse collection and disposal, irrigation and flood control are of environmental nature. Protective Services relate to justice, police, fire, weight and measure inspection, pollution control, food and drug inspection. Personal social services concern with education, health, welfare, protection of children, care of the handicapped and the aged. Culture and
housing, public utility services provided on a commercial basis comprise gas, water, electricity and public transport.

Now, it would be desirable to look into the development of municipalities after the passage of 74th amendment in India. J.N. Pandey discussed the procedure for the constitution of municipalities in detail. Accordingly, Art 243 provides for the establishment of the following three types of municipal corporations for urban areas. They are:

a) A Nagar Panchayat for a transitional area, that is to say, an area in transition from a rural area to a urban area.

b) A Municipal Council for smaller urban area, and

c) A Municipal Corporation for a larger urban area.

A Municipality, however, under this clause may not be constituted in such urban area or part there if the Governor, having regard to the size of the area and the municipal services being provided or proposed to be provided by an industrial establishment in that area and such other factors as he deems fit, by public notification specify to be an industrial township. In an industrial township, an industrial establishment may provide all the facilities. Thus a municipality may not be constituted in such an urban area.

'Municipality' means an institution of self government constituted under Art 243Q. Powers, authority and responsibilities of municipalities under
art. 243 (w) provide that the legislatures of a state, subject to the provisions of this constitution, are empowered by law to endow.

a) the municipalities with such powers and authority as may be necessary to enable them to function as institution of self-government and such law may contain provisions for the devolution of powers and responsibilities upon municipalities, subject to such conditions as may be specified therein, with respect to -

i) the preparation of plans for economic development and social justice;

ii) the performance of functions and the implementation of schemes as may be entrusted to them including those in relation to the matters listed in the twelfth schedule:

b) the committees with such powers and authority as may be necessary to enable them to carry out the responsibilities conferred upon them including those in relation to the matters listed in the twelfth schedule.

Municipalities are empowered to impose taxes and funds. Under Art 243X the legislature of a state may by law -

(a) Authorise a municipality to levy, collect and appropriate such taxes, duties, tolls and fees in accordance with such procedure and subject to such limits as specified in such law;
(b) Assign to municipality such taxes duties tolls and fees levied and collected by the State Government for such purposes subject to such conditions and limits as specified in such law.

(c) Provide for making such grants in aid to the municipalities from the consolidated fund of the state and

(d) Provide for constitution of such funds for crediting all moneys received, by the municipalities and also withdrawal of such moneys therefrom.

The twelfth schedule, which has been added after 74th amendment mentions 18 subjects on which a municipality will be empowered by the state legislatures to exercise its administrative control. The twelfth schedule lists the following subjects :-

1. Urban planning including town planning

2. Regulation of land use and construction of buildings.

3. Planning for economic and social development,

4. Roads and bridges,

5. Water supply,

6. Public health, sanitation, conservancy and solid waste management,

7. Fire services,
8. Urban forestry, protection of environment and promotion of ecological aspects,

9. Safeguarding the interests of weaker sections of society including the handicapped and mentally retarded,

10. Slum improvement and up-gradation,

11. Urban poverty alleviation,

12. Provision of urban amenities and facilities such as parks gardens and playground,

13. Promotion of cultural, educational and aesthetic aspects,

14. Burials and burial grounds; cremations, cremation ghats/grounds and electric crematorium,

15. Cattle pounds, prevention of cruelty to animals,

16. Vital statistics including registration of births and deaths,

17. Public amenities including street lighting, parking lots, bus stops and public conveniences and

18. Regulation of slaughterhouses and tanneries.

While discussing the institutional aspects of urban governance Abhijit Datta observes that with the passing of the conformity legislation by the state and union territory governments elected urban local bodies will have the
duration or continuity necessary for good performance. Constitutional provisions for reservation of seats will sensitize them to problems of important client groups. Thus, it should be possible to achieve the provincial objectives of decentralization. The next obvious step will be to develop an autonomous, accountable and responsive municipal organisation, which can achieve the mandates of local self-government in which the most important being is an efficient provision of local public goods and services.

It was argued by P.K. Mohanty\textsuperscript{25} that the follow up legislation dealing with municipal administration, after passing of 74\textsuperscript{th} amendment indicates that in the spheres of functional and financial decentralization and popular participation through ward committees and planning committees, many states and union territories have not gone much beyond the letter of the 74\textsuperscript{th} amendment Act. The central issues of decentralization are i.e. how to ensure efficient provision of local public goods and services, has not been addressed adequately.

While studying decision making processes in urban government with reference to various cities V.R. Dutta\textsuperscript{26} found that municipal councillors participate in civic politics in two ways, one by taking decision making role in the issues raised in the council meetings and another by associating themselves with the various municipal committees. He also traces the linkage between decision-making role by the councilors and their socio-economic status. Similarly, N.R. Inamdar\textsuperscript{27} has studied the decision-making process in
the Poona Municipal Corporation with the help of resolutions adopted by the general body. It was found that in a large majority of items of decisions, the advice or opinions of the municipal councillors commissioners or heads of the departments were accepted. Most of such decisions are related to people’s demand for basic services.

Paradeep Sachdeva in *Urban Local Government and Administration in India* discussed causes for the poor performance of urban local governments in detail. According to him, some of the factors responsible for and the causes contributing to the poor performance of urban local governments may be enumerated as under.

i. **Explosion of Population and Urbanisation**

   Our country is becoming urbanised at an alarming rate. There are at present 250 millions people living in 3,301 urban settlements all over the country and by 2001 when the total population is likely to swell to 350 millions, representing 35 percent of the total population. The rising numbers have accentuated the problem of urban squalor and placed heavy strains on basic civic services.

ii. **Century Old Structure of Municipal Bodies**

   Our urban local bodies are hampered in providing even the minimum basic needs by a structure that is more than 100 years old and their system of functioning, which is equally ancient.
iii. Absence of any Criterion for Constituting Urban Governments

There is no generally accepted set of criteria regarding even what constitutes an urban agglomeration, let alone the manner in which it should be run. The colonial categorisation of India with separate rural and urban India and devising separate sets of structure for them does not suit our country any longer.

iv. Erosion of Municipal Functions

Municipal committees and municipal corporations are assigned by the State Government a large number of functions of almost identical nature, with the only difference that the municipal corporations have been endowed with greater powers and finances. The functions are classified into obligatory and optional. The former are concerned with the minimum basic needs of the city people such as paved streets, metalled roads, drainage, sewerage, lighting and water supply while the later aims at improving the quality of their life by providing such facilities as gardens, parks swimming pools play grounds, stadium and other recreational facilities, institutions of higher education, libraries, reading rooms, cultural and art galleries, tourist resorts and other programmes for the beautification of the city. After independence their functions should have increased to tackle the problems of tremendous increase in urbanisation and population and to achieve objectives of a socialist and welfare state to which our polity
is committed. On the contrary, the municipal bodies have suffered a great set back in the steady diminution of their functions which have either been taken over by the state governments themselves or transferred to special purpose agencies on the pretext of their inefficiency and inadequacy to perform them.

Deficiencies in Personnel Management

Municipal services were provincialised in various states with a view to eliminate the evils of nepotism, favoritism and political patronage of separate personnel system to ensure their efficient performance. But unfortunately this innovation seems to have failed to realise the desired objectives of recruitment on merit by a centralised selection committee, better avenues of promotions and more favourable conditions of services. Selection committees dominated as ex-officio bureaucrats and experts nominate them by the governments to the exclusion of any public men fail to inspire confidence of fair recruitment. The importance of training facilities has been made available in most of the states through the establishment of training institutes. The promotion avenues though provided to an extent of 50 percent from within are seldom available in practice owning to the lack of finalisation of seniority list for decades and the complicated dilatory procedures. The pay scales are not comparable with those of state services. The transfers are done at the whims of bureaucrats some
times, which not only result in en masse avoidable inconvenience to
the transfers but also smack of money changing hands.

vi Financial Scarcity

Municipal finances are in "unmitigated mess" due to the failure
of the municipal councillors to impose and revise different kinds of
levies and taxes owing to the fear of incurring the displeasure of their
constituents. Evasion of municipal revenues, calculation of octroi, one
of the main source of income, on weight and not on their value basis,
exemption on octroi given to certain industrial units, accumulation of
arrears into crores of rupees, meager amount of grant, their non-
utilisation or diversion to purposes other than those for which they
were sanctioned and right stipulation for raising of loans with the poor
approval of the state government are some of the causes for the poor
financial condition of the municipalities.

vii Excessive State Government Control

It has been a continuous curse on our urban local bodies that
they have been under the control of state government and their
bureaucracy. The state government has always treated them as
appendages to the departments.
viii Partisan Role of Political Parties

However, forcefully with logical, cogent and convincing arguments we may deny and decry the participation of political parties in municipal governments inter alia for the reason that civic affairs being non-ideological and concerned with improvement of civic life of the people should not be conducted on partisan basis, yet we cannot afford to be oblivious of the fact that political parties do involve themselves overtly or covertly in civic affairs.

Besides the above reviews, articles and books published by R. Argal, Ali Ashraf, M.P. Sharma, S.M. Y. Sastry, D.S. Chaudhary, S. Baliga, D.P. Singh and K.K. Pillay were much useful in understanding the dynamics of municipal administration. Further, reports of several committees on local self-government and documents of Central and State government also enlightened us about legal and other aspects of municipal administration.

Methodology and Data Collection

This study is based on the empirical data collected from Thiruvottiyur municipal area. For this study, an interview schedule was used to collect people's perception on the functioning and performance of Thiruvottiyur Municipality, which can be seen in the appendices.
Four hundred and eighty respondents (480) were randomly selected from 48 wards of Thiruvottiyur Municipality, (i.e) ten respondents from each ward. Our respondents include both men and women councillors and respondents from several categories, such as businessmen, government employees, industrial workers, unemployed, students, farmers, vendors, and so on. Hence, the simple random sampling technique is adopted. The pilot study was conducted during January 1999. The pilot study was much helpful to develop rapport with the study universe and personnel of Thiruvottiyur municipality. During the pilot study, the interview schedule was tested and corrected so as to include all the relevant information on socio-economic background of the respondents and respondent’s attitude towards municipality, and municipal activities. The following table shows the socio-economic background of the respondents.
Table 1.1 Showing The Respondent Socio-Economic Background

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>Category</th>
<th>F</th>
<th>P</th>
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</thead>
<tbody>
<tr>
<td><strong>Age</strong></td>
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<tr>
<td>1.</td>
<td>18.25</td>
<td>108</td>
<td>22.50</td>
</tr>
<tr>
<td>2.</td>
<td>26-40</td>
<td>192</td>
<td>40.00</td>
</tr>
<tr>
<td>3.</td>
<td>41-55</td>
<td>132</td>
<td>27.50</td>
</tr>
<tr>
<td>4.</td>
<td>55-above</td>
<td>048</td>
<td>10.00</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
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</tr>
<tr>
<td><strong>Education</strong></td>
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</tr>
<tr>
<td>1.</td>
<td>Illiterate</td>
<td>48</td>
<td>10.00</td>
</tr>
<tr>
<td>2.</td>
<td>Primary &amp; Middle</td>
<td>93</td>
<td>19.37</td>
</tr>
<tr>
<td>3.</td>
<td>High &amp; Higher Secondary Level</td>
<td>180</td>
<td>37.50</td>
</tr>
<tr>
<td>4.</td>
<td>Degree &amp; Post graduate</td>
<td>112</td>
<td>23.34</td>
</tr>
<tr>
<td>5.</td>
<td>Vocational &amp; Technical</td>
<td>47</td>
<td>9.79</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td>480</td>
<td>100.00</td>
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<tr>
<td><strong>Community</strong></td>
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</tr>
<tr>
<td>1.</td>
<td>Backward</td>
<td>190</td>
<td>39.58</td>
</tr>
<tr>
<td>2.</td>
<td>Most Backward</td>
<td>142</td>
<td>29.58</td>
</tr>
<tr>
<td>4.</td>
<td>Others</td>
<td>031</td>
<td>6.46</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td>480</td>
<td>100.00</td>
</tr>
<tr>
<td><strong>Monthly Income in Rs.</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.</td>
<td>001-1000</td>
<td>096</td>
<td>20.00</td>
</tr>
<tr>
<td>2.</td>
<td>1001-3000</td>
<td>130</td>
<td>27.10</td>
</tr>
<tr>
<td>3.</td>
<td>3001-5000</td>
<td>122</td>
<td>25.40</td>
</tr>
<tr>
<td>4.</td>
<td>5001 and above</td>
<td>132</td>
<td>27.50</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td>480</td>
<td>100.00</td>
</tr>
<tr>
<td><strong>Occupation</strong></td>
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<td></td>
</tr>
<tr>
<td>1.</td>
<td>Government Job</td>
<td>098</td>
<td>20.42</td>
</tr>
<tr>
<td>2.</td>
<td>Private and Industrial Workers</td>
<td>168</td>
<td>34.17</td>
</tr>
<tr>
<td>3.</td>
<td>Business</td>
<td>120</td>
<td>25.00</td>
</tr>
<tr>
<td>4.</td>
<td>Casual Labourers</td>
<td>084</td>
<td>17.50</td>
</tr>
<tr>
<td>5.</td>
<td>Others</td>
<td>014</td>
<td>02.92</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td>480</td>
<td>100.00</td>
</tr>
</tbody>
</table>
Subsequent visits to Thiruvottiyur municipal areas during February-July 1999 helped to collect data from 480 respondents and municipal office of Thiruvottiyur. During such visits, records and documents available in Thiruvottiyur municipality, viz, Annual Administrative Reports, Annual Comparative Accounts and Complaint Books, election records, reports on developmental activities, minute book of the municipal council, agendas, action taken report and other such documents available in Thiruvottiyur municipality on education, health, general development have been collected and systematically analysed for this study.

Collected data were classified and tabulated with the help of master chart so as to understand the people perception towards municipality and municipality's responses towards the people's demand. The secondary data for this study consist of published books, articles from Journals, Periodicals and Newspapers. Wherever necessary photographs were taken from the field to substantiate the research findings.

**Limitations of the Study**

Being a case study of Thiruvottiyur municipality, this study deals with one of the 102 municipalities in Tamil Nadu. Data relating to revenue and expenditure was for the period of 1995 to 2000. More emphasis was on the recent development of Thiruvottiyur municipality, particularly after the passing of 74th amendment. Though the population of Thiruvottiyur municipality is around 2.5 lakhs, the sample consists of only 480 respondents.
In this study, a comparative perspective of municipal administration is not attempted. Since the study deals with the dynamics of Thiruvottiyur municipality, the findings and suggestions provided in this study may not be more comprehensive and generalised on the municipal administration in India. However, this study may help in formulating a comparative and comprehensive further research on the municipal administration with facts from a micro political system like Thiruvottiyur municipality.

**Chapterisation**

The first chapter is **Introduction**. It sets forth the objectives, hypotheses, methodology and data collection and limitation of the study. Relevant literature on the municipal administration, local government and urban politics has also been reviewed in this chapter.

The second chapter, **The Advent of Municipalities in Local Administration** traces the history and development of local government institutions in India. Similarly, the growth of local government institution in the erst-while Madras Presidency and Present Tamil Nadu particularly, growth of municipal administration has also been stated in this chapter.

The third Chapter, **Organisation and Administration of Thiruvottiyur Municipality** provides the historical background of Thiruvottiyur municipality and describes the organisational development and the administrative development of Thiruvottiyur municipality in detail.
The fourth chapter, *Structural Dynamics of Thiruvottiyur Municipality* examines the various aspects of Thiruvottiyur municipality such as personnel, finance, role of bureaucracy and their relation-ship with policy makers such as Councillors, Chairman and Municipal Commissioner.

The fifth chapter, *The Functional Dynamics of Thiruvottiyur Municipality* analyses the developmental functions undertaken by the municipal administration for the improvement of roads, water supply, sanitation, health, education and other such welfare measures and people perception towards such development works.

The sixth chapter, *Linkage Politics and Municipal Administration* enumerates the roles played by political parties, voluntary organisations, State and Central Government agencies in accelerating the developmental process in Thiruvottiyur municipality.

The final chapter provides the *Summary and Conclusions* of this study. A few suggestions have also been given to improve the performance of municipalities in general and Thiruvottiyur municipality in particular.
END NOTES


16. V. Jagannandham and N.S. Bakshi, **Citizen and Municipal Bureaucracy**, Indian Institute of Public Administration, New Delhi, 1970.


23. Ibid.,


