CHAPTER - I

INTRODUCTION - METHODOLOGY- EVOLUTION
OF URBAN LOCAL GOVERNMENT
INSTITUTIONS IN INDIA- KARNATAKA
The 20th century is marked by industrialization and urbanisation. Both industrialization and urbanisation have become the global phenomenon. Urbanisation is a process of the movement of population towards urban areas, namely, towns and cities. It also refers to the growth of cities and the total population living in the urban settlements. The process of urbanization is characterised by temporal, spatial and sectoral changes in the demographic, socio-economic, technological and environmental aspects of life in a given society. Thus urbanisation presents a multifaceted phenomenon. The entire world is moving towards urbanisation. The projection of United Nations Population Division estimates that the urban population has risen from 1361 million in 1970 to 2286 million in 1990 and around 2849 million in 1999. It is expected to reach 5 billion in 2025. In essence, the urban population has increased from 36.9 per cent in 1970 to 46.3 per cent in 1990 and may increase by 47.4 per cent in 2000 and by 2025 it may increase to the tune of 62.5 per cent. By the turn of this century more than 50 per cent of world population will be of urban population. Thus, massive urbanisation has become the order of the day and India is no exception to this phenomenon.
The urban population in India is on the rise. In 1971, it was 19.91 per cent. It reached 23.34 per cent in 1981 and in 1991 it was 25.72 per cent. At present, it is 28.4 per cent. The urban population has increased from 17.34 per cent to 25.72 per cent in 1991 and from 1991 up to present time it is increased by 28.4 per cent. The increase in urban population has resulted in the growth of towns and cities. At the beginning of the 20th century, there was only one city with over one million population in the country and the number increased to 5 in 1951, 12 in 1981, and 23 in 1991. It may increase to 40 in 2001. During 1981-1991 decade the number of almost a million-plus population cities doubled. In Karnataka also there is a considerable increase in urban population. Karnataka had 24.31 per cent of urban population in 1971. It reached 28.89 per cent in 1981 and in 1991 it stood at 30.91 per cent. Thus, the percentage of urban population in Karnataka is more than the national percentage. Also Karnataka is considered as one of the high urban growth rate states with 3.5 per cent growth along with Maharashtra, Gujarat, West Bengal and Tamil Nadu. In Karnataka there are 169 towns and 40 cities. At present there are 6 municipal corporations for 6 major cities in the state. They are Bangalore, Belgaum, Gulbarga, Hubli-Dharwad, Mangalore and Mysore. The following table gives the list of municipal corporations and population in 1981 and 1991.
The process of urbanisation is marked by a sudden increase in urban population, decline in rural growth and growth of towns and cities, resulting in concentration of larger chunks of population in and around metro-politan cities and development of new townships in the periphery of big cities. The development of urban agglomeration is a significant phenomenon in the process of urbanisation. The sudden spurt in urban population is a significant feature of urbanisation in India. According to National Commission on Urbanization, the total population of India in 2001 will exceed 100 crores and urban population will be in the range of 35 per cent of the total population. Again, the projection made by United Nations that India's urban population is expected to be 33 crores in 2001, 45.4 crores in 2010, 59.1 in 2020 and 65.8 crores in 2025. Thus with rapid increase in
The urban scenario explained above will pose challenges of higher order. The problems are multidimensional in nature. The shortage of housing, lack of civic amenities, insufficient transportation, high growth of slums, lack of employment opportunities, scarcity of urban land, etc. are the major problems of urban areas. The housing situation in the country is going from bad to worse. In 1980, there was necessity of 5.01 lakh houses and it is estimated that in 2000 around 23.3 lakh dwelling units are required. The menace of pollution of varied nature will be a serious problem. In fact, the phenomenon of pollution is going to be the major concern for all. Otherwise, it will make the urban society crippled. Thus, these problematic conditions will result in bringing the urban populace under the appalling grip of poverty, hunger and unhygienic conditions of life. In the words of United Nations Report “the explosive nature of the urban growth and the dire poverty in which it typically takes place, poses special problems for social development. Illiterate, unskilled and socially bewildered rural migrants fill squatter shack towns and find little work, a bare subsistence and barren opportunities for self employment. They are nearly a complete burden on the treacherously thin layer of public services. Illegitimacy, disease and crime symbolise demoralising social enzymes at work.”
The preceding urban scenario with its attendant evil demands needs immediate attention of the concerned institutions and people, as also a number of urban institutions involved in the management of urban affairs. The urban local self-government is the premier institution involved in the efficient and effective management of urban affairs. The urban local government is a nucleus around which other governmental and non-governmental organisations work for the betterment of urban people. The City Development Authority, Slum Clearance Board, Water Supply Board, Transport Corporation, Town Planning Board, Electricity Board, Pollution Control Board are the other institutions involved in managing urban affairs.

The urban local government institutions are of different types depending on the size and nature of urban areas. It may be Town Municipal Councils, City Municipal Councils, City Corporations, Notified Area Committees, Sanitary Boards, Cantonment Boards and so on. The effectiveness and efficiency of the urban local bodies to a large extent depends on the leadership. Leadership is necessary to inspire, motivate and guide organisations and men in achieving the goals of urbanisation. The dynamic leadership is a sine-qua-non for the success of the organisation. The leadership in urban local government assumes greater significance in view of its proximity to the people and problems of the areas. In essence, due to limited territorial jurisdiction, the urban leadership attains or assumes a critical role. The leadership is very
close to the area and the people it serves. The effectiveness and ineffectiveness of leadership will be immediately perceived and assessed by the clients. This makes leadership more sensitive and responsive in urban government compared to state and central governments. Also, the leadership in local government is a kind of apprenticeship for prospective state and central leadership. It is a training ground for the future leaders. Urban local governments have given many stalwarts for the freedom struggle and national politics. To name a few, Subhashchandra Bose, Sir Ferozeshah Mehta, Jawaharlal Nehru, Sardar Vallabhbhai Patel, Satyamurthy and others are the products of urban local bodies.

In view of the challenging urban scenario, there is dire need for dynamic leadership in urban local bodies. This is essential to serve the urban populace effectively. Dynamic leadership is also necessary to mitigate the varied problems of the urban areas. Hence, the study of dynamics of urban leadership will throw light on the process of management of urban bodies in bringing about urban development and thus relieving the urban population from the evils of rapid urbanisation. This kind of study will identify the strengths and weaknesses of leadership in a particular local body. This facilitates correcting the weaknesses and strengthening the leadership to serve the urban people in a better way, thus paving way for proper development of urban areas.
HYPOTHESES

1) The emerging leadership in Hubli-Dharwad Municipal Corporation is young and reflects the community social structure.

2) The state level ruling political party has dominance in Hubli-Dharwad Municipal elections.

3) The Mayorship of the Hubli-Dharwad Municipal Corporation has been captured most times by the dominant caste of the area, i.e., Lingayat.

4) There is a congruence of socio-economic traits of officials and non-officials in Hubli-Dharwad Municipal Corporation.

5) The corporators have working knowledge of the Corporation and its finance.

With these hypotheses and parameters, the present study on the dynamics of the urban leadership in Hubli-Dharwad Municipal Corporation is taken up with the following objectives.

OBJECTIVES OF THE STUDY

1) To study the organisational setting in terms of structural and functional aspects of the urban local body in which the leadership operates;

2) To study the socio-economic background of urban leaders;

3) To study the dynamics of leadership in terms of:

   a) the Urban leaders and the election process;
b) the Urban leaders and political parties,

c) the Urban leader's perception about urban problems, effective management of finances in municipal corporation; and lastly,

4) To study the official and non-official relationship in municipal corporation.

In order to study the objectives envisaged, the researcher selected the Hubli-Dharwad Municipal Corporation as unit of urban local body since this Corporation is one of the bigger city corporations in Karnataka state. Secondly, after Bangalore City, Hubli-Dharwad city is a fast growing city as a centre of trading and commercial and industrial activities apart from being an educational centre. It is a premier commercial centre of North Karnataka catering to northern districts. Hubli-Dharwad Corporation is one of the oldest Corporations in Karnataka state. Being the centre of North Karnataka it spearheaded the Karnataka unification movement. As such it has, given a number of stalwarts to Karnataka politics.

METHODOLOGY

Research in social sciences is a means to an end aiming to solve a problem, practical or theoretical, or methodological. Political science is no exception to this. Hence, this kind of probe demands a scientific methodology. This contains application of precise tools, specific procedures and technical means for getting and ordering
Thus scientific methodology as applied in social sciences is adopted for the present study.

SCOPE

The unit selected for the study is Hubli-Dharwad Municipal Corporation. The focus of the study is primarily on the dynamics of leadership in an environmental setting, that is, Municipal Corporation. Hence, the environmental setting consists of structure and organisation of the Hubli-Dharwad Municipal Corporation as also the functional aspects of the organisational setting. The Hubli-Dharwad Corporation as it existed/functioned in 1990-95 is the time-frame for the study. In essence, the 1990-95 body Corporation is the principal entity for the study. However, the latest developments and statistical details right up to the present time are also discussed in the respective chapters.

SAMPLE SIZE

In social sciences it is not possible to study the entire universe. It is rather difficult to study the whole range of behaviour or social phenomenon. In the present study, the respondents are the corporators and officials of the Hubli-Dharwad Municipal Corporation. There are 57 corporators and 77 officers. Of these, 40 corporators and 50 officers were interviewed for the study. Thus, the sample size is as follows:
TABLE 1.2 : SAMPLE SIZE.

<table>
<thead>
<tr>
<th>Category of respondents</th>
<th>No.</th>
<th>Sample</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corporators</td>
<td>57</td>
<td>40</td>
<td>70.17</td>
</tr>
<tr>
<td>(non-officials)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Officers</td>
<td>77</td>
<td>50</td>
<td>64.93</td>
</tr>
</tbody>
</table>

All the 57 Corporators were considered for eliciting information on their socio-economic background. 40 were actually interviewed with formal questionnaire.

FIELD TECHNIQUES AND SOURCE OF DATA

Social science research is basically a socio-engineering requiring critical understanding of the phenomenon. Thus, it requires empirical method for investigation. Empiricism is the hallmark of contemporary social science research and more so in political science. Conducting empirical research survey is the most favoured and most feasible technique. It is more often called as poor man's experiments. The following techniques were employed to collect the data for the present study:

1) Questionnaire
2) Interviews: Formal and Informal
3) Field observations
4) Documentary sources -- primary and secondary sources.
QUESTIONNAIRES

Two types of questionnaire were prepared for collecting basic data which were served on two types of respondents, namely, corporators and officials. The first questionnaire meant for corporators included questions on leadership and its variables. It also sought information on leader's views on the financial aspects of Hubli-Dharwad Municipal Corporation. The questionnaire on official and non-official relations were also included in the first questionnaire to seek information on this critical issue. The second questionnaire meant for officials mainly elicited information on the official and non-official relations. The areas of cooperation and conflict were also included in the questionnaire.

INTERVIEWS

In order to get proper insight, it was felt that administering questionnaire alone was not sufficient. It was felt that many times respondents might hesitate to give bold and frank answers to questions in the formal questionnaire. The officials particularly concealed information and were not frank enough in answering the questionnaire. Hence, interviews, informal discussions and participant observations were used in collecting data. Interviews with non-officials and officials were highly useful in obtaining sensitive information. Informal discussions with officials revealed inner-stories on the
working of the urban local body. The researcher attended a few meetings of the Corporation and its other Committees. These meetings provided considerable insight into the working of the Municipal Corporation and the interaction of the corporators in these deliberations.

FIELD OBSERVATIONS

Field observations like the corporators' meeting with their voters, hearing of citizens' grievances at home office and the ward area provided useful information to the researcher. These observations supplemented the information collected through other methods, thus enabling the researcher to perceive the dynamics of urban leadership.

DOCUMENTARY SOURCES

A large variety of written records and documents formed the documentary source. The documentary source has several advantages. Two types of documentary sources have been used in the present study. Firstly, official documents like Government orders, circulars, minutes, notes, meeting proceedings, rules and bye-laws etc. were consulted. Secondly, government publications like, Acts, manuals, annual reports, expert-committee reports and evaluation reports were consulted for proper understanding of the urban local body. The content analysis was adopted for analysing these documentary sources. Content analysis is a research technique for the systematic, objective
and quantitative description of the content of research data procured through interviews, questionnaire schedules and other linguistic experiences - written or oral.\textsuperscript{15}

SECONDARY SOURCES

The published secondary sources like encyclopedias, yearbooks, books, monographs, handouts, research articles published in professional journals, and newspapers etc. formed the first category of secondary source material. Unpublished theses, dissertations and seminar papers were also used for proper understanding of the dynamics of leadership in urban local bodies.

PRACTICAL DIFFICULTIES

The present study is basically a field study using empirical method. As such, during the course of the study the researcher faced a number of practical difficulties since the basic variable is human behaviour in an organisational setting. The researcher faced a few practical difficulties like establishing rapport with corporators and officials. It took considerable time. Corporators being politicians used to be very busy amidst people. This posed a problem for the researcher to elicit inside information. Officials as usual with bureaucratic framework of mind, working under secrecy and confidentiality hesitated to provide answers to the researcher. However, this problem was
overcome by establishing friendly relation with them. The maintenance of files, reports, meeting proceedings and other official records at the Corporation office also posed a problem since there was no systematic maintenance of these records. However, in spite of these practical difficulties, the researcher could be able to collect the necessary data for the present analysis.

**ORGANISATION OF THE STUDY**

This study is organised into six chapters. The first chapter being introduction touches upon the phenomenon of urbanisation, its attendant problems and the need for studying the different dimensions of leadership in the sphere of urban local government. The objectives of the study and the methodology adopted for the investigation are explained. In the same chapter, the evolution of urban local self-government in India with special reference to Karnataka and History of Hubli-Dharwad Municipal Corporation is delineated.

The second chapter deals with the organisation of the Hubli-Dharwad Municipal Corporation in terms of structural and functional aspects. The personnel system and the financial administration are also explained.

The third chapter is titled “Emerging pattern of Urban Leadership.” It deals with the theories and concepts and leadership pattern, socio-economic traits of leaders of the Hubli-Dharwad
Municipal Corporation at length. The emerging pattern of the Hubli-Dharwad Municipal Corporation is drawn.

The fourth chapter "Dynamics of Urban Leadership" explains the electoral politics and types of leaders, followed by traits of leaders and leaders' perception on development issues and management of finance is probed. The role of political parties in urban government is discussed. The Mayoral politics in terms of its election is examined. The urban leaders at work and their relation with citizens is analysed.

The fifth chapter analyses official and non-official relationship and the areas of cooperation and conflicts. The perception of officials and non-officials on each other's roles is also explained.

Lastly, the sixth chapter concludes the case study while highlighting the important findings of the study and testing of hypotheses.


The local governments are not new to Indian soil. They have existed since time immemorial. The Indus valley civilization which existed during 3000 B.C. speaks volumes of urbanised life in Mohenjodaro and Harappa. The Mohenjodaro and Harappa were amongst some of the oldest planned cities of the world having well laid out civic amenities like, community baths, drainage and sewerage.
system, wide streets and market-places. The existence of municipal government is evident from these planned cities.

The great epics of Ramayana, Mahabharata, Vedas and Upanishads also contain references regarding urban local governments. Kautilya's "Arthashatra" envisages a scheme for town administration to deal with peculiar town problems. The Mayor of the city then was called 'Nagaraka'. The Mouryan and Gupta empire had the famous cities Pataliputra, Ujjaini and Takshashila which had a sound system of town administration. The towns were generally administered by a council called "Parishad" having elected administrative officers. Thus, before the advent of Muslim rulers, the country had a sound system of urban local government. During the Moghal period the Kotwal was assigned the municipal administration.\textsuperscript{17}

The Kotwal combined in himself both executive and magisterial powers. The local administration was centralised and purely bureaucratic devoid of democratic colour. Thus, prior to the British administration in India, there were no municipal institutions enjoying powers of self-government and the municipal self-government traditions of ancient India had simply withered away under the despotism of Sultans and Moghal rulers.\textsuperscript{18} Under the British administration in India, the local governments came to be organised slowly on democratic principles. In 1687 the first municipal corporation was set up at Madras in order to transfer the financial burden of the
local administration to the local city council. A Royal Charter of 1720 established a Mayo's Court in each of the three presidential towns of Madras, Calcutta and Bombay. There were no statutory municipal bodies in 1840 but there were voluntary associations in all the provinces. In 1840 the “Chawakidari” police system was established in all towns and villages. The cost of this establishment was met from the house tax. The balance left after meeting the expenditure on police was utilised for the improvement of municipal services. The fund was administered by a committee consisting of persons elected by the towns.

Statutory municipal boards were established by passing the “Bengal Act 1842.” In 1850, by amending the 1842 Act, the whole country was brought under the town committees. This Act provided for the formation of local committees of inhabitants with the aim of making provision for public health and so on. Thus the 1850 Act provided for local bodies on voluntary basis. The Municipal Act 1850 was a failure due to the very base being voluntary. People did not associate with the local bodies. In 1863 the Royal Army Sanitation Commission brought out the report on the appalling, unhealthy and fast deteriorating sanitary conditions of towns all over the country. This resulted in passing of the several municipal Acts for various provinces. The Towns Improvement Act of 1865 was passed mainly for meeting the police expenditure out of local funds. The publication of Lord
Mayo's Resolution of 1870 provided for the decentralisation and Indianisation of municipal government. In pursuance of this Resolution, Municipal Acts were passed which enlarged the powers of municipal government and extended the electoral system. It also marked the beginning of the system of local finance. In spite of the adoption of principle of election, the domination by the government was retained.

The famous 1882 Resolution of Lord Rippon was a landmark in the local government and was hailed as a 'Magna Carta'. Thus Lord Rippon became the Father of Local Self-government in India. It provided for (i) the establishment of local self-government institutions, (ii) the reduction of the official element of not more than one third of the total membership, (iii) exercise of control from without and not from within, (iv) a large measure of financial decentralisation and (v) the adoption of election as a means of constituting local bodies. The Municipal Acts were passed incorporating Lord Rippon's recommendations. Thus local self-governments were rejuvenated by inducting elected members and restricting official members to one third of the total. The presidents of Municipal Committees were elected. The success of Lord Rippon's resolution was short-lived because of conservative paternalistic administration. The factors such as obstructive tactics of bureaucracy, hostile attitude of successors of Lord Ripon and domination of Deputy
Commissioners and minuscule (2%) electorates were responsible for the arrest of full growth of local government.

In 1907 the Royal Commission on Decentralisation enquired into the financial and administrative relations of the government of India and the provincial governments and the authorities subordinate to them. The Commission attributed the failure of local self-government to the excessive official control, narrow franchise, meager resources, lack of education, training and so on. The Commission had recommended for an elected non-official Chairman, more powers of taxation and control over budgets and lastly bigger municipalities should have power to appoint officers. As per the recommendation of the Commission, Acts were passed for reduction of official control over municipal bodies and further democratisation of the municipal bodies. However, in reality, not many changes were brought about since the provisions of the previous Acts were retained, thus negating the very principles of democratisation, decentralisation and Indianaisation.

The growing movement for independence had resulted in Montague Chelmsford Report of 1918, which envisaged representative and responsible local self-government. The Government of India Act 1919 introduced dyarchy at the provincial level and thereby the local self-government departments were transferred to the popular ministers responsible to the provincial legislature. The Act also
enlarged the sphere of taxation. Municipal Acts were amended to give more powers and independence to the municipal councils. They also reduced the element of nomination in the council.

The Government of India Act 1935 gave further impetus to the development of municipal government. Dyarchy was established at the centre by according autonomy to provinces. The local government subject was brought under provincial list. Most of the provinces enacted legislation which aimed at further democratisation of local bodies and improvement of local machinery with installation of popular ministries at the provincial level. There was move to revitalise local self-government. But the outbreak of Second World War resulted in the resignation of Congress ministries. Thus, the efforts in this regard could not materialise. During the Provincial Autonomy no significant effort could be made to bring about reforms in municipal government.20 During the British administration the municipal government was not developed with full vigour and vitality, since on most of the occasions Britishers introduced reforms primarily to serve British interests rather than to promote genuine local self-government in the country. Most of the times the local bodies were under the clutches of British administration with very little leverage for Indians.

Independence in 1947 and the adoption of the new Constitution of India on 26th January 1950, heralded a new era. Article 40 of the Constitution prescribes the organisation of village panchayats
as units of self-government. Unfortunately, urban local government is not included here whereas in Entry 5 of List II of 7th schedule (State list) and Entry 20 of the List III (Concurrent list) refers to the urban government. Entry 5 reads, "Local Government, that is to say the constitution and powers of Municipal Corporations, Improvement Trusts, District Boards, Mining settlement Authorities and other local authorities for the purpose of local self-government or village administration." Entry 20 of the concurrent list reads "Economic and Social Planning." Urban Planning would fall within the ambit of both Entries—5 of State List and 20 of the Concurrent list." The Planning Commission in successive five year plans has made a passing reference to these bodies. The First Five Year Plan noted with criticism about the haphazard growth of urban areas.\(^{21}\) The Second Five Year Plan admitting the failure of the present system of municipal administration observes that, "it is sufficient to remark here that for urban development to proceed on desirable lines competent municipal administration with adequate powers, resources and administrative and technical staffs are essential. Urban development and re-development throws increasing responsibilities on municipal administration which few of them are at present able to discharge."\(^{22}\) The Third Five Year Plan enunciating policy on local bodies observes, "the general direction of the policy should be to encourage self-governing bodies and to assist them in assuming responsibilities for as
large a portion of the administrative and social services as possible."\textsuperscript{23}
The Seventh Five Year Plan expressing concern over the state of municipal bodies feels that, "many of the municipal bodies are moribund or have been superseded and are being administered badly."\textsuperscript{24}

The Eighth Five Year Plan reiterating on the development of small and medium towns, gave new impetus to the scheme, like Integrated Development of Small and Medium Towns. The said scheme was redesigned with thrust on generating employment in urban areas. It also stressed on evolving schemes for generating resources for local bodies for meeting expenditure on infrastructure.\textsuperscript{25}

Since Independence, a number of committees and commissions have been appointed by the state governments and the central government to revitalise the urban local bodies and make them a fit instrument for managing urban affairs. The Local Finance Enquiry Committee (1949-51), had pleaded for separate tax zone to be exclusively used by the local governments.\textsuperscript{25} The Taxation Enquiry Commission (1953-54), also recommended segregation of certain taxes for exclusive utilisation by local governments.\textsuperscript{27} The setting up of training institutes at the central and state level for imparting training to municipal personnel was recommended by the Committee on the Training of Municipal Employees in 1963. The Rural-Urban Relationship Committee (1963-66), proposed a functional linkage between rural and urban local bodies.\textsuperscript{28} The Committee of Ministers on Augmentation

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of Financial Resource of Urban Local Bodies 1963, felt that the urban local bodies should take up remunerative activities in order to create perennial non-tax revenue.\textsuperscript{29} The constitution of statewide cadres of municipal employees was recommended by the Committee on Service Conditions of Municipal Employees (1965-68).\textsuperscript{30} The Administrative Reform Commission's study team on district administration inquiring on urban local government, agreed with the recommendations of Rural-Urban Relations Committee 1966. In 1983, the Task Force setup by the Planning Commission suggested improving the tax base of Municipalities, ensuring timely elections, improving personnel system and merging of development authority into the municipal system.

**SEVENTY FOURTH CONSTITUTION AMENDMENT (1992)**

The 74th Constitution amendment is a mile-stone in the annals of Municipal history. It is hailed as a revolutionary step in the development of urban local self-governments in India. It is even considered as an unprecedented step in the world of administrative setup which gives practical shape to the concept of decentralised administration at the local level.\textsuperscript{31} The said Constitution amendment made the urban local bodies a unit of participatory democratic institutions in the administrative machinery. The urban local bodies have been given a constitutional status and constitutional guarantee of their existence. The amendment has brought in the integration of planning
process at the district level. The urban local bodies have been strengthened and made to sustain by way of regular flow of funds through the State Finance Commission.

The 74th Constitution amendment has envisaged three types of urban local bodies. Firstly, a Nagar Panchayat for a transitional area from rural to urban areas. Secondly, a Municipal Council for smaller urban areas and lastly, a Municipal Corporation for larger urban areas.

The composition of the above bodies consists of members chosen by direct election from the territorial constituencies in the municipal areas. The territorial constituencies are known as wards. Members of the Legislative Assembly, Legislative Council and Members of Parliament are also given representation on the urban bodies. Seats are reserved for the SC/ST in proportion to their population in the municipal area. Seats are also reserved for women. The office of chairpersons is also reserved for SC/ST and women. The backward classes are also given reservation in the constitution of municipal government and for the office of the chairpersons. The principle of rotation is applied for the reserved seats.

Municipal bodies have a term of five years. Before the expiry of the term, the state government may dissolve the body by giving reasonable opportunity for being heard to the concerned municipal body. The amendment also provides for constituting Ward Committees.
The state government by law has to make provision for constituting a ward committee consisting of one or more wards. These committees are constituted within a territorial area of the Municipality having a population of 3 to 4 lakhs.

The 74th Constitution amendment also vests wide powers and functions in the municipal bodies. They are listed in twelfth Schedule of the Constitution. They are:

1) Urban planning including town planning.
2) Regulation of land use and construction of buildings.
3) Planning for economic and social development.
4) Roads and bridges.
5) Water supply for domestic, industrial and commercial purposes.
6) Public health, sanitation and conservancy and solid waste management.
7) Fire services.
8) Urban forestry, protection of the environment and promotion of ecological aspects.
9) Safeguarding the interest of weaker sections of society including the handicapped and mentally retarded.
10) Slum improvement and upgradation.
11) Urban poverty alleviation.
12) Provision of urban amenities and facilities such as parks, gardens, playgrounds.
13) Promotion of cultural, educational and aesthetic aspects.

14) Burials and burial grounds; Cremations, cremation grounds and electric crematoriums.

15) Cattle ponds; prevention of cruelty to animals.

16) Vital statistics including registration of births and deaths.

17) Public amenities including street lights, parking plots, bus stops and public conveniences.

18) Regulation of slaughter houses and tanneries.

The amendment vests in the urban local bodies power to impose taxes and so on. The Municipality may levy, collect and appropriate taxes, duties, tolls, and fees. The state government may provide grant-in-aid to the Municipality from the consolidate fund of the state.

The Finance Commission for the urban local bodies will be constituted to make recommendations as to:

(a) The principles which should govern-

i) the distribution between the state and the Municipalities of the net proceeds of the taxes, duties, tolls and fees leviable by the state, which may be divided between them under this part and the allocation between the Municipalities at all levels of their respective shares of such proceeds;

ii) the determination of the taxes, duties and fees which may be assigned to, or appropriated by, the Municipalities;
iii) the grant-in-aid to the Municipalities from the consolidated fund of the state.
b) the measures needed to improve the financial position of the Municipalities;
c) any other matter referred to the Finance Commission by the Governor in the interest of sound finance of the Municipalities.

One of the salient features of this amendment is the decentralisation of planning process. Thus the constitution amendment under Article 243ZD provides for the constitution of District Planning Committee. This Committee will consolidate the plans prepared by panchayats and municipalities in the district and prepare a draft plan for the whole district. The state government by law makes provision for the constitution of the District Planning Committees. In line with the District Planning Committee, the amendment also provides for the constitution of metropolitan planning committee for the metropolitan area. This Committee will prepare draft development plan for the metropolitan area as a whole.

Another novel provision which the amendment has made is with regard to the State Election Commission. The State Election Commission is vested with the superintendence, direction and control of the preparation of electoral rolls, form and conduct of elections to the panchayats and Municipalities. The State Election Commissioner enjoys a fixed term of office.
The 74th Constitution amendment heralded a new era in the working of urban local bodies. The constitutional uniformity and guarantee of their existence is envisaged.\textsuperscript{32} The down trodden, weaker sections, backward classes and women have been assured of their role in the decentralized administration, thus making the grass-roots units a vibrant ones. Fair and regular elections are ensured by the amendment. Their financial positions is constitutionally strengthened. A holistic approach to the district development is ensured by way of District Planning Committee. In essence, like Brazil and Nigeria, a solid base for the development of local self-government is provided by the above stated Constitution amendment.\textsuperscript{33}

**EVOLUTION OF URBAN GOVERNMENT IN KARNATAKA**

The Karnataka has a rich heritage of municipal system since ancient times. In Karnataka the administration of town began around 6th century AD. It was Udyavara (South Kanara district). The administrators of Udayvara nagar were called as *Okkalu* (*nakara-delpattokkalu*).\textsuperscript{34} Puligere which is now modern Laxmeshwar in Gadag district, had municipal government with a town assembly. This town assembly consisted of the *mahajanias, nagara* and 18 *prakritis* (communities).\textsuperscript{35} The Chalukya Yuvaraja Vikramaditya issued constitution called *Achara Vyavasthe* (manual of conduct) in 725 AD. The *mahajanias* were also given right to administrative justice. In the
same fashion Aihole in Bijapur district had a municipal system. Sudi, Naregal and Dambal which were towns also had non-official councils. The towns were governed by town assembly which was called as mahajan, mahanagar, nagara, nagar samuha, samuha and so on. Balligave in Shimoga district, Mulagunda in Gadag district, Sravana Belgola in Hassan district, Bidire (Mudabidire) in South Kanara district were the other few towns which had a sort of municipal governments. The town assembly consisted of a number of members who were called settis, settikaras, gavundas. The mayor being executive officer was called as Pattanasetti. His position was both acquired and hereditary. He performed functions similar to the headman of the village. The towns were divided into parts which were called keris. The town governments collected the taxes which formed the main revenue. Tolls were another source of revenue. Among the taxes, the house tax, shop tax, were main taxes. Water supply was one of the main functions of these municipal governments.

During British rule municipal government started functioning in the Bombay presidency area. The first municipal government in Bombay Karnataka area was established in Belgaum in the year 1851. It had an average annual income of Rs. 51,000 chiefly derived from octroi (Rs. 22,000) and conservancy rates (Rs. 9100). The main items of expenditure included were general administration (Rs. 6,400), Public safety (Rs. 2,300), conservancy (Rs. 15,900), public works
(Rs. 4,000) and education (Rs. 9,900). Similarly, in 1855 and 1856 municipal governments in Hubli and Dharwad were established respectively. In the princely state of Mysore in 1859 a few landed proprietors started efforts for establishing a municipality in Bangalore. Due to their efforts the Chief Engineer of Mysore forwarded their letter to the Governor-General of India for the establishment of municipality in Bangalore. As a result, the first municipality came into existence in Bangalore which was followed by Mysore. By 1864-65 all the 8 districts in the princely state had municipalities. Municipal funds were established for sanitary improvements and watch and ward of the towns. In 1862-63 the municipal funds of the following three municipalities were as follows:

- Bangalore (Cantonment) Rs. 47,509-0-0
- Bangalore Pettah Rs. 21,681-1-6
- Mysore Rs. 23,369-15-9

The municipal committees were composed of officials and non-officials under the provisions of Act of XXVI of 1850. The municipalities in Karnataka were improved further by Lord Ripon’s Act of 1882 and the Royal Commission on Decentralisation in 1907. The Government of India Act 1919 further Indianised and democratised the local government. The Government of India Act 1919 transferred the local self-government to popular minister. After Independence efforts have been made to strengthen the urban local governments.
In 1949, the then Bombay province passed the Bombay Provincial Municipal Corporation Act which was operative till the enactment of Karnataka Municipal Act in 1961.

Today the Karnataka State has the following urban government institutions.

TABLE. 1.3 : LIST OF URBAN LOCAL BODIES IN KARNATAKA (1999)

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>Districts</th>
<th>Town municipal councils</th>
<th>City municipal councils</th>
<th>Town Panchayats</th>
<th>City Corporations</th>
</tr>
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<tbody>
<tr>
<td>1</td>
<td>Bangalore (U)</td>
<td>2</td>
<td>7</td>
<td>Nil</td>
<td>01</td>
</tr>
<tr>
<td>2</td>
<td>Bangalore (R)</td>
<td>5</td>
<td>3</td>
<td>01</td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>Tumakur</td>
<td>5</td>
<td>1</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Kolar</td>
<td>5</td>
<td>4</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Shimoga</td>
<td>2</td>
<td>2</td>
<td>4</td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>Chitradurga</td>
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<tr>
<td>7</td>
<td>Davangere</td>
<td>-</td>
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<td>4</td>
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<td></td>
</tr>
<tr>
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<td>1</td>
<td></td>
</tr>
<tr>
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<td>Bellary</td>
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<td>2</td>
<td>7</td>
<td></td>
</tr>
</tbody>
</table>

Total 81 40 88 06

Note: Please see appendix I for details.
HISTORY OF HUBLI-DHARWAD MUNICIPAL CORPORATION:

Prior to the establishment of Hubli-Dharwad Municipal Corporation on 1st March 1962, Hubli and Dharwad were two separate municipalities. The history of these municipalities is a long and distinguished one. The Hubli Municipal Council was established on August 15th, 1855 as per the provisions of Government of India Act 1850. In 1855, the area of Hubli Municipal authority was 2.75 square miles with population of 37,550. Its membership was fixed at 18 including the president. The District Collector was ex-officio president and all the members were called commissioners. All the members were nominated by the Government. In 1883, 9 members were elected to the council and rest were nominated. Two years later in 1885, the office of the president was thrown open to the non-official members and Shri Byahatti Subbarao was the first non-official president. He held his office from 1885 to 1888. The first elected president was Major. W.W. Coen. He held his office from 1907 to 1915. In 1925 adult franchise was introduced along with system of separate communal electorates. The city was divided into 7 non-Muslim and 3 Muslim wards. The municipal council was re-organized in 1948, and the separate electorates were abolished. By then the strength of the council had arisen to 42 with reservation continuing for women and scheduled castes. The Hubli municipal council had been superseded twice in its history. First from 5th January 1939 to 1st July 1944 and secondly
from 16th October 1958 to 1st March 1962. The State Government directly took over administration during these periods.

The Dharwad Municipal Council came into existence on 1st January 1856. It consisted of 12 members and all were nominated. The system of nomination continued till 1902, almost for 46 years. In 1902 one third of members were elected while two thirds of members nominated. The first non-official president was Shri S.K. Rodd in 1907. The first elected president was Shri N.G. Karigudari who held office in 1920.

The distance between Hubli and Dharwad is just 20 K.Ms. There are a number of villages in-between. By the time states re-organisation took place, the municipal bodies had already completed 100 years of their existence. The Government realised that the merger of Hubli and Dharwad municipal councils would be mutually advantageous and result in the combined progress of the area. During the Chief Ministership of Shri B.D. Jatti the merger was realised by the government order on 19th Jan 1962 (vide Order No / P.L.M. / 25 CAD / 61, under column 3(7) of the BPMC Act 1949). The order was implemented on 1st March 1962 by the inauguration of the new city Corporation by the then Chief Minister Shri B.D. Jatti. Thus a new era in the Hubli-Dharwad Municipal history began. Initially, the government by a notification appointed 17 members to conduct the affairs of the corporation. Later by 16th August 1962, government
increased the strength to 56 by another notification. In 1962 the population of the Corporation was 2,47,398 and it increased to 2,77,937 after the inclusion of surrounding 45 villages. In 1972 the population of the corporation area was 3,79,555 and it had reached 6,48,298 in 1991. When the new Corporation was established the twin city had an area of 17.45 square miles. It included Hubli city and Dharwad city and the national high-way that linked the two. Since the two cities were growing fast, the Corporation felt that the surrounding areas had to be included for a balanced and proper growth of the twin city. (for profile of Hubli-Dharwad Municipal Area see Appendix II) Hence, a proposal to include 45 villages was sent to government and the same was approved by the Government. (Vide Notification No P.L.M.-94 MNY-64-Dated 4th September 1964). (Names of the villages are given in the appendix III). Thus 45 villages were brought under the jurisdiction of the Corporation, increasing its area to 70.78 square miles (188.77 K.Ms.).

From 1st March 1962 to 31st July 1968, the Corporation was governed by nominated members and Shri G.R. Nalavadi as the Mayor for this period must be reckoned as a record. The first general election to the Corporation was held in the year 1968. The second general election was held in 1972, the third general election in 1983, the fourth general election in 1990 and the fifth general election in 1996. In the back drop of historical evolution of urban local govern-
ment in India and the brief history of Hubli-Dharwad Municipal Corporation, the organisation of the Hubli-Dharwad Municipal Corporation will be discussed in the next chapter.
NOTES AND REFERENCES


4) During 1991, the Karnataka state administration envisaged requirement of establishing a municipal Corporation for the twin cities of Shimoga-Bhadra. Accordingly a municipal corporation came into force for administration of these two cities in 1992. However, in 1995 owing to the difficulties in administration this corporation was disbanded and reverted to municipality system of administration. Thus, the state retains the old number of municipal corporations.

5) Pardeep Sachdeva, *Urban Local Government and Administration in India*, p.20. The census report, "An urban agglomeration is made up of the main town together with the adjoining areas of urban growth and is treated as one urban spread. The population covered by such spread is categorised as urban. Each such agglomeration may be made up of more than one statutory town, adjoining-one another such as a railway colony, university campus,"
etc. Such outgrowths which did not qualify to be treated as individual towns in their own right and have pronounced urban characteristics are shown as constituents of the agglomeration."


13) It is often complained that in formal interviews it is difficult to elicit proper responses since the respondents may give incorrect answers. See Varma, V.P., The Philosophy of Public Administration, (Calcutta, The Minerva Associates, 1972), p.26.

14) The advantages of documentary source are: (i) It allows access to subjects that may be difficult or impossible to collect through
other techniques. (ii) It is non-reactive. (iii) Because of its long existence over the time, it can be analysed. (iv) It facilitates in increasing the size of the sample. (v) It is less expensive. (vi) It is time saving. For details, See Janet Johnson and Rechard A. Joslyn, Political Science Research Methods, (New Delhi, Prentice-Hall of India Pvt., Ltd., 1989), pp. 214-216.


17) 'Kotwal' was a generalist administrator performing both police and civic functions.

18) Pardeep Sachdeva, Urban Local Government And Administration In India, p.55.


20) Pardeep Sachdeva, Urban Local Government And Administration In India, p.62.


35) Epigraphia Indica, XIV, pp.190.ff. see ante, pp. 143-4 for a detailed description of the municipal constitution of Puligere.


