CHAPTER-II

STRUCTURAL AND FUNCTIONAL ASPECTS OF HUBLI-DHARWAD MUNICIPAL CORPORATION
Municipal bodies owe their existence to the Act passed by the legislature. Hence the organisation and structure of the Hubli-Dharwad Municipal Corporation will be discussed within the framework of the Karnataka Municipal Corporation Act 1976. This Act gives the composition, powers and functions of the Municipal Corporations. The discussion on structure is followed by functional analysis of the given structure. This is because the structure necessarily involves organisation and pattern of behaviour. The concepts and theories pertaining to administrative organisation are employed in analysing organisational structure of the municipal body.

ESTABLISHMENT OF THE CORPORATION

Section 3 of the Act prescribes that the government by notification may establish a Corporation. The conditions for establishing are:

(a) The local area should have a population not less than 2 lakh.

(b) If already the local area has the local authority, in such case the total annual income of such local authority should not be less than one crore of rupees.
Once these conditions are fulfilled, the government may declare by notification such area as a Corporation. Such Corporation will be a body corporate and has perpetual succession and common seal with power. The government has power to include and exclude the areas in the jurisdiction of Corporation. Section 6 of the Act prescribes the municipal authorities. They are (a) Corporation (b) Standing Committee and the (3) Commissioner. Table 2.A Shows the organization of the corporation.

CORPORATION

The municipal Corporation is the highest authority in the urban local government. Normally, big cities with large population and wide area of jurisdiction, will have Corporations. The Corporation wields immense power which affects the life of citizens far more directly than that of the federal governments. W.B.Munro opines that, "A municipal Corporation is a subordinate political body established by the authority of law, its existence evidenced by general or special character with a corporate name, with defined limits and population with delegated powers of local government. It is created by law and depends for its existence as well as its powers upon the state or nation." According to *Am. Encyclo*, "A Municipal Corporation is a legal institution formed by the sovereign power creating of a popular
community of prescribed area into a body politic and corporate with a corporate name and continuous succession and for the purpose and with authority of subordinate self-government for improvement and administration of the affairs of the area." In more concrete terms, a municipal Corporation is a body politic, created by the in Corporation of the people of a prescribed locality and invested with subordinate powers of legislation for the purpose of assisting in the civil government of the state and regulating and administering its local and internal affairs. Thus, the Municipal Corporation is set up for big cities with statutory status. The democratic principles are adopted in the constitution of the Corporation. Since it is the product of a state legislature, it is a non-sovereign entity. The model adopted for the Corporation is the Bombay Municipal Corporation Act 1888.

**CONSTITUTION OF THE CORPORATION:**

A Corporation established under the above said Act, should consist of not less than 50 and not more than 100 members as per Section 7(1) of the Act. Seats are reserved for scheduled castes, schedule tribes and women. The extent of reservation will be in proportion to their population in the Corporation area. One seat for scheduled caste and schedule tribe will be reserved if the scheduled tribe population is less than 500. Twenty per cent of the total number
of seats were reserved for women in Hubli-Dharwad Municipal Corporation in 1983. Now, it is increased to 35 per cent. The councillors are elected by adult franchise. For the election purpose the Corporation area is divided into divisions or wards. Every person whose name exists in the electoral roll is entitled to vote for the election of a councillor. The Hubli-Dharwad Municipal Corporation consists of 57 councillors. The details are as follows.

**TABLE: 2.1 COMPOSITION OF HUBLI-DHARWAD MUNICIPAL CORPORATION**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Member</th>
<th>1990-95</th>
<th>1996-2000</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Number</td>
<td>Percentage</td>
</tr>
<tr>
<td>1</td>
<td>General</td>
<td>42</td>
<td>73.60</td>
</tr>
<tr>
<td>2</td>
<td>S.C.</td>
<td>03</td>
<td>05.26</td>
</tr>
<tr>
<td>3</td>
<td>S.T.</td>
<td>01</td>
<td>01.75</td>
</tr>
<tr>
<td>4</td>
<td>Women</td>
<td>11</td>
<td>19.39</td>
</tr>
<tr>
<td>Total</td>
<td></td>
<td>57</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Note: The figure in the parenthesis indicates female Corporators.

Section 9 of the Act provides for the participation in the meetings of the Corporation by the members of State Legislature representing part or whole of the city.

**QUALIFICATIONS OF THE COUNCILLORS**

Section 25 of the Act prescribes the following qualifications for becoming a councillor.
(a) To become a councillor his/her name should be included in the electoral role of any division of the city;
(b) he/she should not be a member of the State Legislature;
(c) he/she should not be disqualified from becoming a member of the State Legislature;
(d) he/she should not be a servant of the Corporation and;
(e) he/she should not be a servant of State or Central Government;

He will be disqualified

(a) if he is deaf or mute or of unsound mind or an undischarged insolvent;
(b) if he is not a citizen of India;
(c) if he is less than 25 years of age; and Lastly,
(d) if he has directly or indirectly by himself or his partner has any share or interest in any work done by order of the Corporation, or in any contract or employment with or under or by or on behalf the Corporation.

TENURE OF THE COUNCILLOR

The term of office of the councillors elected at general election shall be 5 years. The term may be extended by the government by notification for a period not exceeding one year. In case of vacancy,
the by-election will be held for the remaining period. A councillor may resign his office at any time by notice in writing addressed to the Mayor.

Section 26 of the Karnataka Municipal Corporation Act lists certain conditions for disqualification of the councillor. They are:

(a) if he/she has been sentenced by a criminal court with imprisonment for a term exceeding six months;

(b) if he is convicted of an offense under Untouchability Offences Act 1955 and Prevention of Food Adulteration Act 1954;

(c) if he holds office of profit under State or Central Government or any other local authority;

(d) if he is dismissed from local authority or Government service;

(e) if he is a legal practitioner and if he is dismissed or suspended from the practice.

MEETING OF THE CORPORATION

The first meeting of the Corporation after general election shall be held as early as possible to elect the Mayor and Deputy Mayor. The Divisional Commissioner of a revenue division in whose division the Corporation falls will preside over such first meeting. Subsequent meetings are presided over by the Mayor and in his absence Deputy
Mayor. In the absence of both the Mayor and Deputy Mayor, any member of the Corporation will preside. The Corporation meets once in every month to transact business of the Corporation. Six clear days of meeting notice is necessary to convene a meeting. In case of urgency, the Mayor may convene a meeting at a short notice. The quorum of the Corporation meeting is the presence of one third of total members. All decisions are taken by majority votes. In case of equality of votes, the presiding officer (Mayor, Deputy Mayor, or any other member) will cast his vote. The proceedings of the meetings are entered in Kannada and English in a “Minutes Book.”

MAYOR AND DEPUTY MAYOR

According to Section 10 of the Act, in the first meeting after general election, one of its councillors will be elected as Mayor and another as Deputy Mayor. Both Mayor and Deputy Mayor hold office for one year. The retiring Mayor and Deputy Mayor are eligible for re-election. In case of casual vacancy in the office of Mayor or Deputy Mayor, councillors will elect among themselves Mayor or Deputy Mayor for the remaining period of the incumbent. The Mayor may resign his office any time by notice in writing addressed to the Deputy Mayor. In the absence of Deputy Mayor, it will be sent to the Commissioner. In the same manner, the Deputy Mayor may resign his office any time by
notice addressed to the Mayor. In absence of Mayor it may be sent to the Commissioner.

POWERS AND FUNCTIONS OF THE MAYOR

Section 60 of the Act prescribes powers and functions of the Mayor. The Mayor will preside over every meeting of the Corporation. He is executive head of the Corporation giving it a direction and guidance. The Mayor has general powers of inspection over the Corporation matters. He can give any direction to the Commissioner with regard to the implementation of any resolution of the Corporation or the Standing Committee. The Commissioner has to comply with such directions. The Mayor may call for any record of the Corporation. The Mayor may delegate any of his functions to the Deputy Mayor. The Mayor is not eligible to be elected as Chairman of the Standing Committee. If any vacancy occurs in the office of the chairman of a Standing Committee, the Mayor shall convene a meeting of such committee for the election of another chairman. Thus, the Mayor is a top political executive of the Corporation.

FUNCTIONS OF THE DEPUTY MAYOR:

The Deputy Mayor will act as the Mayor in case of a vacancy of the office of Mayor. The Deputy Mayor shall have the power
to direct the Commissioner to get administrative and audit reports prepared in time. The Deputy Mayor shall discharge such functions as may be delegated to him by the Mayor.

STANDING COMMITTEES

Section 11 of the act provides for three standing committees for Hubli-Dharwad Municipal Corporation. They are: (1) Standing Committee For Taxation and Finance. (2) Standing Committee for Public Health. (3) Standing Committee for Works. Each Standing Committee consists of seven Councillors of the Corporation elected at its first meeting after the general election. No Councillor can be a member of more than one Standing Committee at the same time. The Mayor and Deputy Mayor are ex-officio members of all Standing Committees without the right to vote. The term of office of the members of the Standing Committee is one year. A member of the Standing Committee may resign at any time. Each Standing Committee will elect one of its members as its Chairman. The Chairman will hold office until his successor is elected.

In addition to Standing Committees specified above, Section 13 (A) of the Act provides another committee, namely, Social Justice Committee, consisting of the Mayor and 6 other members elected by the Councillors belonging to scheduled castes scheduled tribes and women.
councillors from among themselves. The Mayor is ex-officio Chairman of Social Justice Committee. Each Standing Committee meets once in a month. All decisions are taken by majority and in case of a tie, the Chairman will cast his vote. Each Standing Committee maintains proceedings in a minutes book. In any case, in which two or more Standing Committees pose conflicting decisions, it will be resolved at a joint meeting of the two Committees.

FUNCTIONS OF THE STANDING COMMITTEES

The Standing Committee on Taxation and Finance deals with all matters relating to finance, taxation, accounts and audit. The preparation of the budget and finalisation of the annual accounts are done by this Committee. The Taxation and Finance Committee supervises the utilisation of budget grants and checks monthly abstracts of receipts and disbursements. It also writes off the amount of any loss or depreciation caused to the Corporation property. The Standing Committee of Public Health deals with all matters relating to public health and sanitation. Likewise the Works Committee deals with public works, town planning and improvement. The Social Justice Committee performs such functions relating to securing social justice to the persons belonging to scheduled castes and scheduled tribes women and other weaker Sections of the society.
POWERS AND FUNCTIONS OF THE CORPORATION

The powers and functions of the Corporation have been divided into 3 categories namely:

(a) General powers;
(b) Obligatory functions; and
(c) Discretionary functions.

Section 57 of the Karnataka Municipal Corporation Act lists all the general powers of the Corporation. As per this Act municipal government is the highest civic body for the management of municipal and urban affairs in Hubli-Dharwad. Section 58 lists the obligatory functions of the Corporation. These functions are obligatory on the part of the Corporation. They are as follows:

1) erection of boundary marks defining the city limits;
2) the watering and cleaning of the public places in the city;
3) the collection, removal and treatment of disposal of sewage and rubbish;
4) construction, maintenance and cleaning of drains and drainage works and public urinals and such other public utilities;
5) lighting of public streets and municipal markets;
6) maintenance of Corporation office and all public monuments, open places (spaces) and other property of the Corporation.
Corporation has to keep a true and correct account of Corporation property;

7) the naming and numbering of streets and premises.

8) the regulation and abatement of offensive and dangerous trades and practices;

9) the maintenance, change and regulation of places for the disposal of the dead and the provision of new places for the said purpose and disposing of unclaimed dead bodies;

10) the construction or acquisition and maintenance of public markets and slaughter houses and the regulation of all markets and slaughter houses;

11) the maintenance of an ambulance service and service for conveying dead bodies to crematoriums;

12) the destruction of birds or animals causing nuisance, of vermins and confinement or destruction of stray or ownerless dogs;

13) laying out new public streets;

14) maintaining or aiding schools of pre-primary education;

15) the construction or acquisition and maintenance of cattle ponds;

16) establishing and maintaining a system of vaccination;
17) the reclamation of unhealthy localities, the removal of obnoxious vegetation and generally the abatement of all nuisances;

18) the planning and maintenance, of trees on road sides and elsewhere;

19) the construction, maintenance, alteration and improvement of public streets, bridges, sub-ways, culverts, cause-ways and the like;

20) the removal of obstructions and projections in or upon streets, bridges and other public places;

21) the management and maintenance of all municipal water works and the construction or acquisition of new works necessary for a sufficient supply of water for public and private purposes;

22) preventing and checking the spread of dangerous diseases;

23) the securing or removal of dangerous building and places;

24) the construction and maintenance of residential quarters for the Poura karmikas;

25) the provision of public parks, gardens playgrounds and recreation grounds;

26) the regulation of lodging houses, camping grounds and rest houses, in the city;
27) establishing and maintaining compost plants for disposal of sewage;

28) supplying, constructing and maintaining in accordance with the general system approved by the Corporation, receptacles, fittings, pipes and other appliances whatsoever on or for the use of premises for receiving and conducting the sewage thereof into drains under the control of the Corporation;

29) taking measures to meet any calamity affecting the public;

30) fulfillment of any obligation imposed by or under this Act or any other law for the time being in force and discharge of functions in respect of any matter entrusted to the Corporation by government by notification;

31) subject to adequate provision being made for the matters specified above the provision of relief to destitute persons in the city in times of famine and scarcity and the establishment and maintenance of relief works in such times;

The Act also provides for discretionary functions of the Corporation. The Corporation in its discretion performs the following functions depending upon its financial position and other requirements. Section 59 of the Act lists the discretionary functions of the Corporation. They are as follows:
1) the organisation, maintenance or management of institutions within or without the city for the care of persons who are infirm, sick or incurable, or for the care and training of the blind, deaf, mute or otherwise disabled mothers or infants of school children;

2) the organisation, maintenance or management of maternity and infant welfare homes or centers;

3) the provision of milk to expectant or nursing mothers or infants or school children;

4) the organisation, maintenance or management of chemical or bacteriological laboratories for the examination or analysis of water, food or drugs, for the detection of diseases or for research connected with public health;

5) the organisation, maintenance or management of swimming pools, public wash houses, bathing places and other institutions designed for the improvement of public health;

6) the construction and maintenance, in public streets or places, of drinking fountains for human beings and water-troughs for animals;

7) survey of buildings or lands;

8) the provision of music for the people;

9) encouraging the development of planning and maintenance of trees and plants on private land and within private compounds;

10) maintenance of health museums;
11) construction or maintenance of infirmaries or hospital for animals;
12) the organisation or maintenance in times of scarcity of shops or stalls for the sale of necessaries of life;
13) the building or purchase and maintenance of residence for Corporation officers and servants;
14) the grant of loans for building purposes to Corporation servants on such terms and subject to such conditions as may be prescribed by the Corporation;
15) any other measures for the welfare of Corporation servants;
16) the establishment and maintenance or the aiding of museums and art galleries, botanical or zoological collections and the purchase or construction of buildings therefor;
17) contribution towards any public fund raised for the relief of human suffering caused by natural calamities within the city or for the public welfare;
18) the preparation or presentation of addresses to persons of distinction;
19) granting rewards for information regarding the infringement of any provisions of this Act, or of the rules, bye-laws and regulations;
20) the building or purchase and maintenance of suitable dwelling for the poor and working classes;
21) the provision of shelter to destitute or homeless persons and any 
form of poor relief;

22) with the previous sanction of the government, the making of a 
contribution towards any public ceremony or entertainment in the 
city;

23) any measure not herein before specifically named, likely to 
promote public safety, health, convenience or instruction.

The Hubli-Dharwad Municipal Corporation consists of 57 
members. The question arises what should be the ideal size for 
managing urban affairs? The Act provides for the strength between 50 
and 100. The Corporation is like a committee and as such its 
effectiveness has some relationship to its size. It is difficult to 
determine the ideal size of the Corporation. However the criteria 
should be that these bodies should not have so many members as to 
make free discussion impossible or so few that the democratic tuning is 
missed or diluted. Hence the size of the Corporation should be such 
that it should enhance the democratic working of the Corporation and 
the upper limit on the size should be determined by practicable and 
working considerations.

In Hubli-Dharwad Municipal Corporation one councillor 
represents 11,380 people. Thus, in terms of Corporation strength that 
is 57, is practicable. On the other hand, about 12000 people as a unit of
electorate, is also ideal. Hence, taking into consideration the size of Hubli-Dharwad Municipal Corporation, it is in tune with democratic tradition and may as well satisfy managerial ethos.

The Corporation meets once in a month to transact its business. Normally, the agenda is supplied well in advance to the members. The meeting begins with conventional welcome by the presiding officer. The first subject of the agenda will be the customary reading and approving of the minutes of the previous meeting. The second item in the agenda is discussion on the resolutions of various standing committees which would have been tabled. For instance, the meeting held on 18-04-1995 states, "The Standing Committee on taxation and finance resolution No-1248 dated 13-01-1995 about the stall No 4,5,6 of Nehru Market, Dharwad, for continuing stallage period". Likewise the Social Justice Committee resolution No.114 Dated 01-10-1994 regarding: The supply of sports materials and chairs worth of rupees 20,000 under 18 per cent amount to Dr.Ambedkar Youth Association, Keshwapur, Hubli. Standing Committee on Public Health also regulates the sanitary activities, conducted by municipal authorities and it hears appeals from the people regarding various matters like public nuisances, regularisation of unapproved sanitary works etc. For instance in the Standing Committee on Public Health meeting held on 7-09-1994 under resolution No. 84. It was resolved
that: the contract period of old contractor was extended by one year with the same terms and conditions to carry out sanitary works in Nehru Market Hubli. This kind of approvals are very common. The resolutions of various standing committees were discussed and decided.

Next in the agenda is 'question hour'. The members may ask questions eliciting information on various matters of the municipal administration. This hour gives members the opportunity to ventilate the grievances of the people. Normally, councillors bring individual cases and problems of their constituency. Like in the legislature, question hour in the Corporation serves quite a useful function of ensuring accountability of municipal administration to the people through the councillors. Thus, democratic control of municipal government is facilitated more through the mechanism of 'question-hour'.

The last item in the agenda would be concerning any litigation in which the Corporation may have been involved and the progress of those cases. In every meeting, a list of court cases with the details are furnished to the meeting. This helps the councillors to know the status of certain properties and issues of the Corporation.

A perusal of various proceedings of the Corporation reveals the following: Firstly, most of the subjects pertain to the municipal properties like shops, stalls, open spaces and space for advertisements.
This is attributed to the lack of proper maintenance of account of Corporation property. Also, in some instances, the vested interests would be trying to utilise the Corporation property to their advantage. Secondly, the proceedings may be concerned with sanctioning of grants to various schemes and programmes. For instance, the expenditure under 18 per cent for the welfare of scheduled castes and scheduled tribes and so on. Thirdly, the problems noticed in their areas are brought to the notice of the meetings by the councillors to draw the attention of the authorities. Fourthly, conveying approval to the expenditure incurred by municipal authorities. Fifthly, it is interesting to note that a list of litigations in which the Corporation is involved are presented to the meeting. The list would be ever increasing. This shows that the litigations are increasing day by day. The reasons for this trend needs to be probed. In the sixth instance, the auctioning of municipal property is invariably taken up for discussion. Lastly, discussions on the development aspects like providing better and efficient civic amenities is not noticed much in the subject discussed.

The Standing Committees constituted in the Hubli-Dharwad Municipal Corporation are as follows:
## TABLE- 2.2 COMPOSITION OF STANDING COMMITTEES

<table>
<thead>
<tr>
<th>Standing Committee</th>
<th>Year</th>
<th>Congress</th>
<th>J.D.</th>
<th>B.J.P.</th>
<th>Independent</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Taxation and</td>
<td>1990-91</td>
<td>04</td>
<td>02</td>
<td>01</td>
<td>--</td>
<td>07</td>
</tr>
<tr>
<td>Finance Committee</td>
<td>1991-92</td>
<td>04</td>
<td>02</td>
<td>01</td>
<td>--</td>
<td>07</td>
</tr>
<tr>
<td></td>
<td>1992-93</td>
<td>04</td>
<td>01</td>
<td>01</td>
<td>01</td>
<td>07</td>
</tr>
<tr>
<td></td>
<td>1993-94</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td>--</td>
<td>--</td>
</tr>
<tr>
<td></td>
<td>1994-95</td>
<td>02</td>
<td>02</td>
<td>01</td>
<td>02</td>
<td>07</td>
</tr>
<tr>
<td>Health Committee</td>
<td>1990-91</td>
<td>04</td>
<td>01</td>
<td>01</td>
<td>01</td>
<td>07</td>
</tr>
<tr>
<td></td>
<td>1991-92</td>
<td>03</td>
<td>01</td>
<td>01</td>
<td>02</td>
<td>07</td>
</tr>
<tr>
<td></td>
<td>1992-93</td>
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<td>02</td>
<td>01</td>
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<td></td>
<td>1994-95</td>
<td>03</td>
<td>01</td>
<td>01</td>
<td>02</td>
<td>07</td>
</tr>
<tr>
<td>Public Works Committee</td>
<td>1990-91</td>
<td>04</td>
<td>02</td>
<td>01</td>
<td>--</td>
<td>07</td>
</tr>
<tr>
<td></td>
<td>1991-92</td>
<td>04</td>
<td>01</td>
<td>01</td>
<td>01</td>
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<td></td>
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<td></td>
<td>1994-95</td>
<td>05</td>
<td>01</td>
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<td>01</td>
<td>07</td>
</tr>
<tr>
<td>Social Justice Committee</td>
<td>1990-91</td>
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<td>01</td>
<td>01</td>
<td>01</td>
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<td>1994-95</td>
<td>06</td>
<td>02</td>
<td>--</td>
<td>--</td>
<td>08</td>
</tr>
</tbody>
</table>

Note: a) Please see appendix V for Composition of Standing Committees during 1996-99.

b) J.D. = Janata Dal; B.J.P. = Bharatiya Janata Party

The different standing committees meet once in a month for transacting business. During 1990-95 the standing committees met in the following order.⁷
TABLE 2.3: MEETINGS OF THE STANDING COMMITTEES DURING 1990-95

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1) Taxation Finance</td>
<td>21</td>
<td>32</td>
<td>25</td>
<td>--</td>
<td>18</td>
<td>96</td>
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<td>2) Health Committee</td>
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<td>13</td>
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<td>11</td>
<td>47</td>
</tr>
<tr>
<td>3) Public Works</td>
<td>17</td>
<td>18</td>
<td>18</td>
<td>--</td>
<td>10</td>
<td>63</td>
</tr>
<tr>
<td>4) Social Justice</td>
<td>08</td>
<td>06</td>
<td>09</td>
<td>09</td>
<td>06</td>
<td>38</td>
</tr>
</tbody>
</table>

Note: Please see appendix IV for Meetings of the Standing Committees during 1996-99.

Each standing committee discusses the matters related to it. The taxation and finance committee normally discusses the financial aspects like approving the expenditure. For instance, in the meeting of the standing committee on taxation and finance held on 3-2-1995, it was resolved to give 'post-facto' approval for Rs. 61,980 towards the purchase of furniture. This kind of 'post-facto' approvals are quite common in the Hubli-Dharwad Municipal Corporation transactions. This appears to be an unhealthy trend. Whenever there is a doubt regarding expenditure incurred by the authorities, the members of the committee generally enquire with the officers on the details of expenditure. If they are satisfied by the explanation given by officials they will accord approval. The standing committee also discusses the
monthly receipts and disbursements. Thus the inflow and out-flow of the funds are monitored by this committee. Lastly, it also formulates the budget and presents it to the Corporation. This committee has power to increase or decrease the stallage fees. The standing committee on public works hears appeals from the people regarding various matters like buildings, sites, rent and violations in the residential/commercial buildings. Appeals regarding unauthorized constructions are also heard. For instance, in the meeting of the standing committee on Public Works held on 24-02-1995, under resolution No.3111, it was resolved that: “An appeal regarding the unauthorized construction in Hugar Oni House No.3, was regularised by levying agreement fees and other fees. Such appeals are numerous. The appellants are allowed to present their appeals before the standing committees. In the second instance, the committee approves the estimates of public works like repair of drains, repair of gutters, construction of gutters and so on. Lastly, this committee also discusses the expenditure under public works. While discussing the expenditure incurred on public works, the committee also verifies and examine the work done by the concerned contractors. If they are satisfied on the quality of work, then only they clear the expenditure for payments. In certain cases “post facto” approval is also given.
PERSONNEL SYSTEM

The Commissioner is the administrative head of the corporation. He is one of the authorities of the Corporation as per Section 6 of the Act. He is an executive head under whom all the officials of the Corporation work. The Commissioner is appointed by the government in consultation with the Mayor. He ordinarily holds the office for a period of two years. The Corporation can remove the Commissioner by resolution of a majority of not less than two thirds of its members.

The Commissioner's salary and other allowances are paid out of Corporation fund. Normally officers belonging to IAS or senior KAS are appointed as Commissioner. In the absence of the Commissioner, government may appoint an acting Commissioner.

FUNCTIONS OF THE COMMISSIONER

The Commissioner exercises the following functions as per Section 64 of the Act.

1) As an executive head of the Corporation, he performs all the duties and exercises all the powers specifically imposed or conferred upon him by or under this Act or any other law;

2) In case of emergency, he can take any action for the services, safety of the public or the protection of the property of the Corporation;
3) The Commissioner may, with the approval of the standing committee concerned, may empower any Corporation officer to exercise such power or duty subject to his supervision;

4) All correspondence relating to any matter under the Act is conducted by the Commissioner and the Commissioner sends copies of such correspondence to the Mayor.

The Commissioner may delegate any of his ordinary power, duties and functions to any officer of the Corporation under him. The Commissioner is responsible for the custody of all records including standing committees and the Corporation. Lastly, the Commissioner being the head of the Corporation establishment, supervises and controls the staff subordinate to him. The Commissioner's activities are multi-dimensional in nature which makes him the pivot of municipal administration. Thus, his role is hard, the work is heavy and the pressure on him is tremendous. Yet he can serve and do good work to make the city life clean and liveable.

Even though the Commissioner is independent legally, in political reality he is not. Thus, the Commissioner, in order to perform effectively his role as an administrative head, has to adopt a modus operandi of balancing of groups and parties. Sometime he has to join hands with the ruling group or a powerful leader. In balancing his acts
he has to maintain objectivity. Otherwise, he will be in trouble because group loyalties in urban government are very fluid and even changing.

There are 2538 sanctioned posts under the Corporation establishment, of which 2316 posts are filled and 222 are vacant. The details of the establishment under Corporation is as follows:

**TABLE 2.4: STAFFING PATTERN OF HUBLI-DHARWAD MUNICIPAL CORPORATION (AS ON 31-12-97)**

<table>
<thead>
<tr>
<th>Group</th>
<th>Sanctioned posts</th>
<th>Working staff</th>
<th>Vacancy</th>
<th>Schedule Castes</th>
<th>Schedule Tribes</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>Reserved</td>
<td>Working</td>
</tr>
<tr>
<td>A</td>
<td>51</td>
<td>46</td>
<td>05</td>
<td>08</td>
<td>01</td>
</tr>
<tr>
<td>B</td>
<td>26</td>
<td>24</td>
<td>02</td>
<td>04</td>
<td>02</td>
</tr>
<tr>
<td>C</td>
<td>915</td>
<td>842</td>
<td>73</td>
<td>137</td>
<td>112</td>
</tr>
<tr>
<td>D (P.K.)</td>
<td>1207</td>
<td>1076</td>
<td>131</td>
<td>181</td>
<td>1059</td>
</tr>
<tr>
<td>D</td>
<td>339</td>
<td>328</td>
<td>11</td>
<td>50</td>
<td>87</td>
</tr>
<tr>
<td>Total</td>
<td>2538</td>
<td>2316</td>
<td>222</td>
<td>380</td>
<td>1261</td>
</tr>
</tbody>
</table>

Note: P.K. = Pour Karmikas

There are 46 group "A" officers, 24 group "B" officers working under the Corporation. The staff of the Corporation belongs to different categories. They are officers from (a) State Civil Service (b) State Municipal Service (c) the Corporation Service. Most of the group "A" and group "B" of the officers are from state cadres like Karnataka Administrative Service, Karnataka State Accounts Service, Karnataka Health Service, Karnataka Public Works Service and Karnataka Municipal Service. Majority of group "C" posts are held by the
Corporation employees. The group "D" 'Pour karmikas' belong to the Corporation Service. The personnel of state cadre are recruited by the state government through the State Public Service Commission. All service matters of these are determined and controlled by the state government. Thus recruitment, promotion, discipline, pension and other retirement benefits of state cadre are under the state government while the recruitment of Corporation employees and their service conditions are determined by the Corporation itself. The promotion, discipline and other benefits like pension etc., are controlled by the Corporation as far as the Corporation employees are concerned. The municipal personnel system can be classified into three categories as per the study made by United Nations.10

1) Separate personnel system.

2) Unified personnel system.

3) Integrated personnel system.

The separate personnel system means each municipal body will have its own personnel. This ensures effective performance of duties by employees. This system is in vogue in countries like U.K., Japan and so on. This system suffers from certain defects like incompatibility for small municipalities and limited chain of promotion, and so on.
The unified personnel system is provincialisation of municipal services. It enunciates a unified system for all categories of local authorities from a single career service from the entire state. The state government controls the service conditions. The employees are transferable from one local body to another within the state. The system is adopted in Ireland, Thailand and Ghana. In Karnataka, the Karnataka Municipal Service is of a similar nature. It has certain advantages like the smaller bodies can obtain the service of more qualified and competent persons and so on. But it negates the principle of local autonomy.

The integrated personnel system combines the state government personnel in the same service cadre. This facilitates vertical and horizontal mobility of the employees. This system is found in Nepal, Taiwan and Morocco. The officials under this system are free from local politics and pressure. It ensures uniform service conditions. However, the employees under this system may not be responsive, loyal and committed to the local bodies. Thereby conflict between municipal councillors and officials may arise.

The Karnataka system has a peculiar blend of separate personnel system and unified personnel system. Usually, two types of officials are found in a local body—one from deputation from the state government and another belonging to a particular local body service.
Thus, Karnataka Municipal Service denoting unified personnel system and the “Hubli-Dharwad Municipal Corporation Service for lower cadres” exhibit a separate personnel system. In India all the three systems are adopted in different states. While Tamil Nadu has adopted integrated system Rajasthan, Uttar Pradesh, Punjab and Haryana have adopted unified model. Separate personnel system is adopted in West Bengal, Maharastra and Gujarat. It is found that ad-hocism is the hallmark in personnel policies of urban government. A sound policy is needed to overcome the dilapidated personnel system. In this connection, O. Glenn Stahl's paradigm of personnel system may be followed.\textsuperscript{11} It envisages that merit must be the sole criteria for selection, motivation and retention of public employees.

**FINANCE OF THE CORPORATION**

Finance is the art of managing or administering the public money.\textsuperscript{12} The finances given to urban local bodies pertain to the performance of essential local activities and services which are considered too remote to be performed by state governments and require in their performance immediate local attention, direction, control and supervision.\textsuperscript{13} The activities and services like water supply, education, health, and sanitation are the important areas with which the urban local bodies are primarily concerned. The theory of local
finance as expounded by Matalib and Mohmmad Akbar Ali Khan delineates that, "A number of factors contribute to the structural construction of local finance. They are pattern of local polity, size and level of local units, local functions and government control, and the local revenue is primarily based on distribution of functions between state government and local government. For the performance of obligatory functions local resources are identified. In order to ensure that priority is given to such functions, obligatory budgetary provision is made for them."\textsuperscript{14}

As per Section 167 of Karnataka Municipal Corporation Act 1976, budget estimates to be prepared by the Standing Committee for Taxation and Finance. The examination of income of the Corporation for the last nine years beginning from 1990 to 1999, reveals features of the income mobilisation of the Corporation. The main source of income of the Corporation comes from government compensation towards octroi.

cent, 21 per cent, during 1990-91 to 1999-2000, except during 1992-93 when this category accounted for only 20-27 per cent. The Table 2.5 gives the pattern of income of the Corporation from 1990-91 to 1999-2000.
### TABLE 2.5: INCOME OF THE CORPORATION

(Figures in Rs)

<table>
<thead>
<tr>
<th>Year</th>
<th>Property &amp; Water tax</th>
<th>Octroi compensation</th>
<th>Fees collect by the Corporation by H.R.E. depts.</th>
<th>Entertainment and motor tax &amp; stamp duty</th>
<th>Miscellaneous Income</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>90-91</td>
<td>23327589 (20.00)</td>
<td>52957025 (45.43)</td>
<td>8247706 (07.07)</td>
<td>23635520 (20.27)</td>
<td>8394996 (07.23)</td>
<td>116562836 (100.00)</td>
</tr>
<tr>
<td>91-92</td>
<td>32587437 (22.97)</td>
<td>60756980 (42.86)</td>
<td>11494567 (8.10)</td>
<td>29907958 (21.08)</td>
<td>7081001 (04.99)</td>
<td>141827943 (100.00)</td>
</tr>
<tr>
<td>92-93</td>
<td>47959227 (33.55)</td>
<td>59155978 (41.40)</td>
<td>10113235 (7.07)</td>
<td>16606238 (11.62)</td>
<td>9084753 (6.36)</td>
<td>142919431 (100.00)</td>
</tr>
<tr>
<td>93-94</td>
<td>47042963 (25.56)</td>
<td>75799750 (41.15)</td>
<td>15241709 (8.27)</td>
<td>3675348 (19.97)</td>
<td>9314514 (5.05)</td>
<td>184194284 (100.00)</td>
</tr>
<tr>
<td>94-95</td>
<td>40779750 (21.24)</td>
<td>100975152 (52.55)</td>
<td>15299522 (7.96)</td>
<td>29907958 (15.56)</td>
<td>5187655 (2.69)</td>
<td>192150037 (100.00)</td>
</tr>
<tr>
<td>95-96</td>
<td>41012843 (25.30)</td>
<td>77717225 (48.00)</td>
<td>14004910 (8.64)</td>
<td>15538685 (9.58)</td>
<td>13750309 (8.48)</td>
<td>162023972 (100.00)</td>
</tr>
<tr>
<td>96-97</td>
<td>43494586 (22.00)</td>
<td>101861437 (51.60)</td>
<td>19989702 (10.11)</td>
<td>20349048 (10.29)</td>
<td>11893863 (6.00)</td>
<td>197588636 (100.00)</td>
</tr>
<tr>
<td>97-98</td>
<td>68742817 (27.61)</td>
<td>131900000 (53.00)</td>
<td>21062240 (8.45)</td>
<td>14798139 (5.94)</td>
<td>12418598 (5.0)</td>
<td>248921794 (100.00)</td>
</tr>
<tr>
<td>98-99*</td>
<td>129400000 (23.50)</td>
<td>310540933 (56.43)</td>
<td>54624000 (9.92)</td>
<td>16000000 (2.90)</td>
<td>40321000 (7.25)</td>
<td>55085933 (100.00)</td>
</tr>
<tr>
<td>99-2000*</td>
<td>150455000 (21.75)</td>
<td>278050000 (40.19)</td>
<td>60726000 (8.80)</td>
<td>18075000 (2.61)</td>
<td>184403000* (26.65)</td>
<td>691769000 (100.00)</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>624802212 (23.77)</td>
<td>1249714480 (47.54)</td>
<td>230803591 (8.78)</td>
<td>221613894 (8.45)</td>
<td>301849689 (11.46)</td>
<td>2628783866 (100.00)</td>
</tr>
</tbody>
</table>

Note: H.R.E. depts = Health Revenue and Engineering departments.

(a) Revised budget estimates for 1998-99 furnished.
(b) Estimate figures mentioned for 1999-2000. * Corporation is going to levy a rent on telephone and electric poles.
INCOME AND EXPENDITURE OF HUBLI-DHARWAD MUNICIPAL CORPORATION 1990-2000

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INCOME AND EXPENDITURE OF HUBLI-DHARWAD MUNICIPAL CORPORATION 1990-2000
The third source of income of the Corporation is assignment from the state government, out of the tax proceeds from entertainment tax, entertainment surcharge, motor vehicles tax and stamp duty. Next to follow are fees collected by the Corporation in the revenue, health and engineering departments and miscellaneous income. Around 8 per cent of the income comes from fees collected by the various departments of the Corporation. The miscellaneous income includes rents and other money appropriated by the Corporation buildings. Their share varies from 4 to 8 per cent. In 1999-2000, the Corporation is expected to get more money from levying rent on telephone and electric poles.

The pattern of the source of income of Corporation shows that the Corporation is heavily dependent on state government. The two main sources of income, that is, octroi compensation and transfer of certain portion of motor vehicle tax and stamp duty comes from the state government. These two nearly account for 60 to 70 per cent of the income of the Corporation. Thus the Corporation is entirely dependent on the state government for the money. This shows that real decentralisation of finance is a myth. To that extent, urban local bodies do not enjoy full autonomy and strength.

The following Table 2.7 gives details of the expenditure of the Corporation.
TABLE 2.7: EXPENDITURE OF THE CORPORATION

<table>
<thead>
<tr>
<th>Year</th>
<th>Exp on employees salary with pension &amp; gratuity</th>
<th>EXPENDITURE ON PUBLIC WORKS</th>
<th>Water supply</th>
<th>Expenditure on health and sanitation</th>
<th>18% budget</th>
<th>Lighting Expenditure</th>
<th>Miscellaneous expenditure</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>90-91</td>
<td>74211448 (53.46)</td>
<td>13199208 (9.53)</td>
<td>16984443 (12.23)</td>
<td>2196342 (1.58)</td>
<td>2683600 (1.93)</td>
<td>3572080 (2.57)</td>
<td>25960665 (18.70)</td>
<td>138807786 (100.00)</td>
</tr>
<tr>
<td>91-92</td>
<td>78208778 (50.94)</td>
<td>19471458 (12.69)</td>
<td>25378368 (16.54)</td>
<td>3168968 (2.06)</td>
<td>3569640 (2.33)</td>
<td>5283475 (3.44)</td>
<td>18425406 (12.00)</td>
<td>153506093 (100.00)</td>
</tr>
<tr>
<td>92-93</td>
<td>89191078 (54.34)</td>
<td>19429258 (11.84)</td>
<td>19804965 (12.08)</td>
<td>3185659 (1.95)</td>
<td>7694128 (4.68)</td>
<td>7021787 (4.27)</td>
<td>17795986 (10.84)</td>
<td>164122861 (100.00)</td>
</tr>
<tr>
<td>93-94</td>
<td>104464460 (51.72)</td>
<td>40421644 (20.00)</td>
<td>17461005 (8.64)</td>
<td>4972193 (2.46)</td>
<td>7684727 (3.80)</td>
<td>5856437 (2.89)</td>
<td>21191414 (10.48)</td>
<td>202051880 (100.00)</td>
</tr>
<tr>
<td>94-95</td>
<td>109614673 (53.26)</td>
<td>34176899 (16.60)</td>
<td>34021242 (16.52)</td>
<td>4611127 (2.24)</td>
<td>5199332 (2.52)</td>
<td>6681443 (3.24)</td>
<td>11523131 (5.59)</td>
<td>205827847 (100.00)</td>
</tr>
<tr>
<td>95-96</td>
<td>134148534 (69.90)</td>
<td>23652376 (12.40)</td>
<td>90229953 (4.75)</td>
<td>4815188 (2.52)</td>
<td>6664249 (3.60)</td>
<td>6416292 (3.36)</td>
<td>5806007 (3.57)</td>
<td>190525581 (100.00)</td>
</tr>
<tr>
<td>96-97</td>
<td>135359741 (58.75)</td>
<td>40100925 (17.40)</td>
<td>27386261 (11.90)</td>
<td>6114302 (3.85)</td>
<td>886852 (3.07)</td>
<td>7079577 (2.38)</td>
<td>4545742 (3.80)</td>
<td>230362800 (100.00)</td>
</tr>
<tr>
<td>97-98</td>
<td>164102512 (63.00)</td>
<td>42527857 (16.32)</td>
<td>18917622 (7.30)</td>
<td>7132057 (2.75)</td>
<td>12809047 (4.91)</td>
<td>788669 (3.00)</td>
<td>7100143 (02.72)</td>
<td>260427907 (100.00)</td>
</tr>
<tr>
<td>98-99</td>
<td>178683100 (53.28)</td>
<td>84477600 (15.26)</td>
<td>154936000 (28.00)</td>
<td>9455000 (1.70)</td>
<td>25000000 (4.53)</td>
<td>15810000 (2.85)</td>
<td>85168800 (15.38)</td>
<td>553530500 (100.00)</td>
</tr>
<tr>
<td>99-2000</td>
<td>215755000 (29.70)</td>
<td>89445000 (12.32)</td>
<td>241801000 (33.30)</td>
<td>20175000 (2.80)</td>
<td>27500000 (3.78)</td>
<td>17860000 (2.45)</td>
<td>113723000 (15.65)</td>
<td>726259000 (100.00)</td>
</tr>
<tr>
<td>Grand Total</td>
<td>1283739324 (44.40)</td>
<td>406902225 (14.40)</td>
<td>565713841 (20.02)</td>
<td>6582536 (2.34)</td>
<td>10767375 (3.80)</td>
<td>83419760 (2.95)</td>
<td>312151294 (12.09)</td>
<td>2825425655 (100.00)</td>
</tr>
</tbody>
</table>

The pattern of expenditure for the years 1990 to 1999 shows that more than 50 per cent of the Corporation expenditure is on establishment matters. The salary component of the municipal employees eats more than 50 per cent of Corporation income. Even in western countries this phenomenon is found with 45 per cent of total local government revenue going to salaries and wages.\textsuperscript{16} Next in the order is miscellaneous expenditure which except in 1994-95, accounted for 10 per cent of the expenditure. The miscellaneous expenditure includes maintenance of parks, gardens, beautification of city, furniture and contingency, grants and contributions, medical facilities, library facility and council expenditure, repayment of loans etc. The expenditure on water supply was 12 per cent, 16 per cent, 12 per cent, 8 per cent, 16 per cent, 4 per cent, 11 per cent, 7 per cent, 28 per cent, 33 per cent for the years 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, 1995-96, 1996-97, 1997-98, 1998-99, 1999-2000 respectively. This is the main item of expenditure which is going to benefit the populace at large. The expenditure on public works has increased from 9.53 per cent in 1990-91 to 20 per cent in 1993-94; but again it came down to 16.60 per cent in 1994-95. The expenditure on health and sanitation is around 2 per cent. This is very negligible compared to the magnitude of the task. The Hubli-Dharwad city itself is large in area having a population of 6.48,298 as per 1991 census. This population by now might have
increased to 8 lakhs. Considering this large population the expenditure on health and sanitation is negligible. That is why people in urban areas like Hubli-Dharwad do not rely on Corporation health facilities. The 18 per cent of budget accounted for around 2 per cent in 1990-91, 1990-92 and 1994-95 respectively. On the other hand, 1992-93 and 1993-94 it was 4.68 and 3.60 per cent respectively. This 18 per cent of the budget is exclusively meant for the welfare of scheduled castes and scheduled tribes. The items of expenditure under this category includes construction of community halls, scheduled castes and scheduled tribes hostels, low expenditure houses, sports equipment and music instruments for Mahila Mandals, Yuvak Mandals, furniture, etc.

The expenditure pattern reveals that Corporations have become white elephants feeding only its employees. This is not new to the Corporation administration only. Even at the state level, salary component of the government employees takes away a major portion of the state budget. In the wake of liberalisation policy, it is high time the government at municipal level should think of privatisation of certain services so that its burden on the state ex-chequer is reduced. The outcome of the present system of income and expenditure is the deficit budget.
TABLE 2.8: BUDGET DEFICIT

Figures in lakhs

<table>
<thead>
<tr>
<th>Year</th>
<th>Income Rs.</th>
<th>Expenditure Rs.</th>
<th>Surplus + Deficit -</th>
</tr>
</thead>
<tbody>
<tr>
<td>1990-91</td>
<td>1165</td>
<td>1388</td>
<td>-223</td>
</tr>
<tr>
<td>1991-92</td>
<td>1418</td>
<td>1535</td>
<td>-117</td>
</tr>
<tr>
<td>1992-93</td>
<td>1429</td>
<td>1641</td>
<td>-212</td>
</tr>
<tr>
<td>1993-94</td>
<td>1841</td>
<td>2020</td>
<td>-179</td>
</tr>
<tr>
<td>1994-95</td>
<td>1921</td>
<td>2058</td>
<td>-137</td>
</tr>
<tr>
<td>1995-96</td>
<td>1620</td>
<td>1905</td>
<td>-285</td>
</tr>
<tr>
<td>1996-97</td>
<td>1975</td>
<td>2303</td>
<td>-328</td>
</tr>
<tr>
<td>1997-98</td>
<td>2489</td>
<td>2604</td>
<td>-115</td>
</tr>
<tr>
<td>1998-99</td>
<td>5504</td>
<td>5535</td>
<td>-31</td>
</tr>
<tr>
<td>1999-2000</td>
<td>6917</td>
<td>7262</td>
<td>-345</td>
</tr>
</tbody>
</table>

In 1990-91, 1992-93, 1995-96, 1996-97, and 1999-2000 there was deficit of 223, 212, 285, 328 and 345 lakhs respectively. In the years 1991-92, 1993-94, 1994-95, 1997-98 and 1998-99 the deficit was to the tune of 117, 179, 137, 115 and 31 lakhs respectively. The deficit budget reveals that the Corporation has failed to mobilise additional sources to meet the rising expenditure. The income sources have stagnated in view of state government's wide net of taxation. There is mismatching of finances and functions in the Corporation. The best principles of public finance, i.e., assessment of revenue based on the expenditure needs of citizens is not followed in urban local bodies. In order to mitigate this
kind of mis-matching, the Corporation should augment its resource base. One way now catching the momentum is raising funds through public issues and bonds. The Ahmadabad City Corporation is the first in India to come out with this kind of idea. In our State, Bangalore City Corporation is also harping on this. This is necessary since the paucity of funds makes the Corporation weak and inefficient. In the words of Ursula K. Hicks, "if local bodies have to play any significant part in economic or social development, they must clearly have access to adequate finances." Lastly, the Corporation should slowly reduce its expenditure on administration. This calls for privatisation of certain services. A bold decision has to be taken in this regard.
TABLE 2.9: EXPENDITURE ON EMPLOYEES' SALARY

(Figures in Rs.)

<table>
<thead>
<tr>
<th>Year</th>
<th>General administration</th>
<th>Revenue department</th>
<th>Pension and gratuity</th>
<th>Public works department</th>
<th>Health department</th>
<th>Miscellaneous</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>90-91</td>
<td>5986314 (08.06)</td>
<td>9641222 (13.00)</td>
<td>9822590 (13.25)</td>
<td>7945492 (10.70)</td>
<td>36470799 (49.14)</td>
<td>4345031 (05.85)</td>
<td>74211448</td>
</tr>
<tr>
<td>91-92</td>
<td>6670176 (08.52)</td>
<td>10159354 (13.00)</td>
<td>9657995 (12.35)</td>
<td>8300590 (10.61)</td>
<td>39012885 (49.88)</td>
<td>4407778 (05.64)</td>
<td>78208778</td>
</tr>
<tr>
<td>92-93</td>
<td>7727090 (08.66)</td>
<td>11869375 (13.30)</td>
<td>15421165 (17.29)</td>
<td>8822290 (90.90)</td>
<td>40711529 (45.65)</td>
<td>4639629 (05.20)</td>
<td>89191078</td>
</tr>
<tr>
<td>93-94</td>
<td>8686501 (08.31)</td>
<td>14758845 (14.15)</td>
<td>16940496 (16.21)</td>
<td>10310120 (90.85)</td>
<td>48137820 (46.08)</td>
<td>5630678 (05.40)</td>
<td>104464460</td>
</tr>
<tr>
<td>94-95</td>
<td>8888032 (08.10)</td>
<td>15610420 (14.24)</td>
<td>16460504 (15.04)</td>
<td>15242985 (13.90)</td>
<td>48249539 (44.09)</td>
<td>5163193 (04.71)</td>
<td>109614673</td>
</tr>
<tr>
<td>95-96</td>
<td>11222262 (08.36)</td>
<td>18565766 (15.85)</td>
<td>22400000 (16.70)</td>
<td>20230292 (15.08)</td>
<td>56673601 (42.25)</td>
<td>5056613 (03.76)</td>
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<tr>
<td>96-97</td>
<td>11426732 (08.45)</td>
<td>18112139 (13.89)</td>
<td>26400000 (19.50)</td>
<td>18721152 (13.83)</td>
<td>559557816 (41.34)</td>
<td>4741902 (03.50)</td>
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<tr>
<td>97-98</td>
<td>14117124 (08.60)</td>
<td>23060023 (14.05)</td>
<td>31500000 (19.20)</td>
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<td>66961630 (40.80)</td>
<td>6107534 (03.73)</td>
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<tr>
<td>98-99</td>
<td>15700000 (08.78)</td>
<td>27200000 (15.22)</td>
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<td>21869100 (12.24)</td>
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<td>20580000 (09.53)</td>
<td>35200000 (16.31)</td>
<td>40000000 (18.55)</td>
<td>27500000 (12.75)</td>
<td>84275000 (39.06)</td>
<td>8200000 (03.80)</td>
<td>215755000</td>
</tr>
<tr>
<td>Grand Total</td>
<td>111004231 (08.65)</td>
<td>184177144 (14.35)</td>
<td>226102750 (17.61)</td>
<td>161298222 (12.56)</td>
<td>545980619 (42.53)</td>
<td>55176358 (04.30)</td>
<td>1283739324</td>
</tr>
</tbody>
</table>

Source: H.D.M.C. Budget for 1990-2000
NOTES AND REFERENCES


3) Quoted in Pardeep Sachdeva, Urban Local Government and Administration in India, p.95.

4) Ibid., p.95.

5) The percentage of seats reserved for women was increased from 17 to 20 after the advent of the Janata Government in Karnataka, by an Amendment to the Act in 1983, which received the assent of the Governor on 26th of April 1983. According to this, women can contest elections to non-reserved seats also. It was increased from 20 per cent to 33 per cent in 1996.


9) Anil Bhat has identified four varieties of situation for the Commissioner: firstly, the independent Commissioner who is stickler of rules and regulations. Secondly, the drifter, not caring for anything. In the third instance, joining hands with ruling group or powerful leader. Lastly, a man motivating and balancing all to activate better performance. For details see: Anil Bhatt, "Municipal Commissioner in Gujarat: Structure, process and style," in Abhijit Datta. (ed.), Municipal and Urban India, (New Delhi, Indian Institute of Public Administration, 1980), pp.35-44.


11) Stahl's Paradigm has the following features:

1) Personnel administration should be viewed as part of general administration.

2) Personnel administration should be viewed as dynamic and not static.

3) The selection, motivation and retention of public employees should always be based primarily on quality and merit in the broadest sense of the terms.
4) A Personnel system should provide good conditions of employment, satisfactory environment, adequate rewards and enlightened supervision.

5) The character and direction of a career service should demonstrate recognition of the dignity of the individual and of respect for human personality.

6) The administrative climate, the system of authority, the confidence in people, the minimizing of status or class, the brand of executive direction should be sufficiently motivating and supportive that it stimulates the release of human energy and ideas in the interest of the objective of public service. O.Glenn Stahl, "Public Personnel Policy in developing Nations," in S.K. Sharma, ed., Dynamics of Development: An-International perspective, Vol-I, and II (Delhi, Concept Publishing Company, 1977), p.130.

12) Local government financial affairs cannot be considered in isolation from other sectors of the economy. One of our national ills at the moment is too much consumer spending and too little saving. The present high interest rates, the restriction on loan sanction, and the cuts in local government expenditure, which have followed devaluation, are all the result of the failure of the national economy to respond to earlier measures, see. C.H. Durman, "Finance- A


15) Reasons of the govt. to give Grant-aid to local authorities:
(a) As a means of distributing part of the cost of providing local services over an area wider than that in which the services are provided.
(b) To bring about some degree of matching resources with needs.
(c) To encourage development of certain locally-administered services, which the government of the day wishes to promote as a part of national policy.
(d) To reflect the national element in certain locally-administered services, e.g., education, local health services, police, fire service, etc.
(e) To facilitate Government direction and enforcement of standards.

He who pays the piper is, traditionally at any rate, entitled to call the tune; and he who pays only a small part of the piper's fee, can expect very little say in the composition of the programme.

