Research Paper **Management**

Past Perfect Types of Municipal Structure: Adapted Citiesin India

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Introduction

Municipal governance in India has been in existence since the year 1687 with the formation of Madras Municipal Corporation and then Calcutta and Bombay Municipal Corporation in 1726. In early part of the nineteenth century almost all towns in India had experienced some form of municipal governance. In 1882 the then Viceroy of India, Lord Ripon's resolution of local self-government laid the democratic forms of municipal governance in India.

In 1919, a Government of India act incorporated the need of the resolution and the powers of democratically elected government were formulated. In 1935 another Government of India act brought local government under the purview of the state or provincial government and specific powers were given.

1. For the Census of India 2011, the definition of urban area is as follows: All places with a municipality, corporation, cantonment board or notified town area committee, etc.
2. All other places which satisfied the following criteria:
a) A minimum population of 5,000;
b) At least 75% of the male main working population engaged in non-agricultural pursuits; and
c) A density of population of at least 400 persons per sq. km.

As a result of economic development in India, urbanization is proceeding at a very rapid rate. Cities and towns contribute to more than 60% of the GDP, so one can understand the strong co-relation between urbanization and economic development. So it is imperative to develop an efficient urban or municipal government.

Municipal governance - main features:

The purpose of municipal governance and strategic urban planning in a country is to create effective, responsive, democratic, transparent, accountable local governance framework organized according to a rational structure that promotes responsiveness and accountability; to provide responsive policy guidance and assistance to sub-national entities; to strengthen the legal, fiscal, economic and service delivery functions of municipalities; and to foster greater citizen participation in the governance of local bodies.

Similar to the Panchayat Raj system, the Nagar Palika Act or the Municipalities Act, 1992 set up through the 74th Amendment Act also provides for a three tier municipal system in the urban centres. The size and criteria of these municipal bodies are decided by the state legislature as it is set up under an Act of the state legislature. The Twelfth Schedule of Constitution (Article 243 w) provides an illustrative list of eighteen functions that may be entrusted to the municipalities. Reservation of seats for ST, SC, OBC & women are similarly provided as is for the Panchayat Raj system. The Nagar Palikas/Municipals are to work as instruments of development and planning and also to handle funds for local activities.

Structure of municipal governance of a metropolis:
i) Municipal Corporation - It is the topmost of urban local government and is for an urban area/centre with population above 3 lacks. As an institution it is more respectable and enjoys a greater measure of autonomy than other forms of local government. It is set up under a special statute passed by the respective state's legislature. However, in an exception, in Delhi (due to it being the National Capital Territory), the power to set up a Municipal Corporation

lies with the Union Parliament.

ii) Councilors - Members of the Municipal Corporation are elected on the basis of universal adult suffrage for a period of five years and they are called Councilors. These Councilors, collectively called the Municipal Council, exercise deliberative functions and the executive functions are performed by the Municipal Commissioner.

iii) Municipal Commissioner & Mayor - He is an Indian Administrative Services official appointed by the state government and has the executive powers of the government of Municipal Corporations. The other executives known as the Mayor and Deputy Mayor are political executives elected for a period of one year by the members of the Corporation. The Mayor is the titular head of the corporation and presides over the meetings of the corporation.

Structure of municipal governance in smaller cities and towns - nagar palika / municipality/municipal council:
Municipal Councils or Municipalities are set up for an urban area/centre with population of 100,000 or more, however there are exceptions to that as previously nagar palikas were constituted in urban centers with population over 20,000 so all the urban bodies which were previously classified as nagar palika were reclassified as nagar palika even if their population was under 100,000.

Members of the Nagar Palika are elected representatives for a period of five years. The town is further divided into Wards (sub division or district of a municipality/town) according to its population and representatives are elected from each ward. Wards may be grouped together into ward councils. One or more representatives are elected to represent each ward. The members elect a President among themselves to preside over and conduct meetings of the Municipality. A Chief Officer along with other officers like an Engineer, Sanitary Inspector, Health officer and education officer who come from the State Public service and are appointed by the state government to control the executive and administrative affairs of the Municipality. Its sources of income are taxes on water, houses, markets, entertainment and vehicles paid by residents of the town and grants from the state government.

Structure of municipal governance in very small cities which are in a transition from rural to urban - Nagar Panchayat:
Nagar Panchayats
Nagar Panchayats are for an urban area/centre having a population of more than 30,000 and less than 100,000 inhabitants. However, there are some exceptions. All the previous town area committees (urban centers with a total population of more than 5,000 and less than 20,000) are reclassified as Nagar Panchayat. Nagar Panchayats have a chairman with ward members. Membership consists of a minimum of ten elected ward members and three nominated members. And it consist of a Block Development Officer (commonly known as Executive Officer), who is the chief of all administration.

Some other municipal bodies that should be taken note of notified areas:
In urban planning, a Notified area is any land area earmarked by legal provision for future development. The term is used in the Hindi belt region of North India. The term also describes a village or settlement with a population between 10,000 and 20,000. A community of over 20,000 is

considered a town under Indian law. Each notified area elects a notified area committee for its administration where all members as well as the chairman are nominated by the state government, which function like municipality. There have been various recommendations asking to stop such centralization in the state govt. hands by setting up these areas when they should actually be under the PRIs.

Town area committee:
It is a semi municipal authority constituted for small towns, and it exists in several states out of which Uttar Pradesh has the largest number. The members may be partly elected and partly nominated by the state govt. or wholly nominated or wholly elected. It is assigned a number of functions like street lighting, drainage, roads, conservancy, etc. The District Collector in some states has been given powers of surveillance and control over the TAC. Following recommendations of the Rural Urban Relationship Committee, 1966, that smaller TACs be merged with Panchayat Raj bodies, Madhya Pradesh and Haryana have done so.

Township:
PSUs are set up by the govt. and housing colonies have been set up around them for the staff and workers. These draw people from rural as well as urban areas and this develops into a kind of a very small town, therefore it is named as a Township. These townships are administered by the Municipal corporation or Municipality under which it falls which appoints a Town Administrator for this area who is assisted by a few engineers and technicians that handle functions like water, electricity, roads, drainage, markets, parks, etc. The expenditure on such townships is shared equally by the urban local govt. as well as the respective Industry.

Cantonment Board:
When a Military station is established in an area, military personnel move in and to provide them facilities for everyday life the civilian population move in like markets, colonies, etc. To administer such areas, the Cantonment boards were set up. There are 63 cantonment boards in India at the moment. These boards are centrally administered by the Defence Ministry. Board consists of elected and nominated members and the officer commanding the station is the President of the Board. An elected member holds office for three years whereas the nominated ones continue as long as they hold office in that station.

Other agencies/departments are the Pollution Control Board, Housing Boards, Water Supply and Sewage Boards, etc. which is statutory bodies set up under an act of the state government. They help ease the burden off the Municipal bodies as they contain specialists having expertise in the particular field.

Every state has its development authorities that are the Planning & Controlling Authority for all the urban areas and its members and chairman are appointed by the state government that governs and controls it, for example Delhi Development Authority (DDA) which is an exception as it is also centrally controlled due its sensitive position of being a National Capital Territory. The other states Development Authorities are controlled and governed by their respective state governments.

74th constitutional amendment:
It was enacted envisioning democratic decentralization and power to the people. Let's discuss its important features:

i)   It granted Constitutional status to local bodies and made them mandatory and laid down the procedure for their constitution.
ii) Setting up of Finance Commission to review the financial position of the Municipalities and make recommendations regarding distribution of taxes between the states and municipalities. It is also expected to look into the criteria for grants-in-aid and suggest measures needed to improve the financial position of the Municipalities.
iii) State Election Commission to ensure timely and fair conduct of elections.
iv) Setting up of District Planning Committees for Municipal Councils and Nagar Panchayats to prepare draft development plan for the district as a whole and submit their draft development plan to the state govt. for review and inclusion in the state plan.

v)   Setting up of Metropolitan Planning Committee for Metropolis who would submit their draft development plan to the state govt. for review and inclusion in the state plan.

Global - local debate:
Global - Local debate refers to an ongoing debate in regard to development at local levels that what should be its guiding principles - The ideas and objectives developed at the local levels or the technological urgencies that could be seen as leading the local level to global development?

Philosophers defending the idea of local attributes have favored the arrangement of locally conceived arrangements and locally developed technology. According to this group, the very concept of local arrangement is based on the idea of immediateness and relevance. They believe that requirements fulfilled through local arrangements vary considerably from area to area. It has been argued that a uniform arrangement in the environment of huge diversity and valid clear-cut differences shall not be possible to achieve some uniform arrangement for all local regions. Local arrangements work on the principle of relevance where readiness amongst the people acts as the vehicle for implementation. Under this arrangement as schemes developed locally gain high acceptance and is visible and little is lost as there is little resistance.

According to the Global thinkers the world is emerging as a global village and showing an attitude of neglect towards this emerging trend shall be extremely risky and undesirable for local development.

New localism:
New Localism refers to an arrangement where urban local governance is seen provided with a uniform framework under an order of central government. New Localism evolved in the U.K in order to provide a uniform agenda and framework for local governance throughout the nation.

It was observed that in the absence of some uniform framework, the local governance institutions developed various disabilities and there was widespread inconsistency in regards to the functioning of such institutions. The Tony Blair govt. came out with a solution that was in the form of a framework in which the structure and functions of local self government institutions were specified under an order of the central govt. and they were to be instructed to operate as per the central govt. directives.

However, let's take a look at the good practices New Localism has infused in many countries, even though not implemented fully but definitely does give some food for thought and bettering the local self governance. It has been applied as a method of coordination between local governing institutions across a country. It has provided for more autonomy for foundation hospitals. It has provided for a structural framework where service providers in a local region coordinate with one another while executing their schemes.

Politics and Administration with Reference To City Management:
While urbanization can be an engine of economic development and inclusion, unless managed properly, it can create serious socio-economic consequences and disastrous outcomes which would be difficult and impossible to fix.

Apart from the above mentioned Problem Areas of Municipal Bodies, with time, today's urban planners are busy creating a bureaucratic maze, issuing permits and enforcing planning and building codes, become reactive instead of proactive, corrective instead of pre-emptive. We are busy implementing global plans at the local level but till date there is a majority of rural and urban dwellers who do not have access to even the basic amenities/services for a decent living.

Along with international organizations like World Bank, etc support the Government of India has set up a host of programmes and courses for capacity building of urban governance officials and staff to achieve the abovementioned goals. An example:

The Administrative Staff College of India (ASCI) and World Bank Institute (WBI) have entered in to partnership to specifically support

capacity building needs of Indian cities and have signed a Memorandum of Understanding (MOU) to this effect. Establishing Certification Program in Urban Management is a key initiative of the MOU. The Water and Sanitation Program, South Asia is a key partner in this initiative. The Certification Program has received the endorsement from Government of India's Ministry of Urban Development (MoUD).

Core Objectives
- To provide a broader, more holistic perspective on the range of issues confronting Indian cities and to explore new approaches to address them;
- To promote an active exchange of experiences and enhance awareness of national and international good practices for improving the accountability and creditworthiness of urban local governments and ensuring effective delivery of services, particularly to the urban poor;

Conclusion and observation of the global - local debate:
It has been observed that local governments operate better when social and technological readiness exists in regards to the factors of implementation. It has also been observed that development at the local level is promoted better in an environment of local arrangement but at the same time technological appreciation shall add to the purpose of the local authorities. It has been observed as well that technological import wherever seen useful shall be customized to meet the local requirements so as to have higher acceptance and minimize resistance to technological essentials.

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