ADMINISTRATION AND URBAN DEVELOPMENT

MSW-IV

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Unit-III

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3.1 Concept, Types, Structure and Function of Municipal Administration

Concept: A municipality is usually a single administrative division having corporate status and powers of self-government or jurisdiction as granted by national and regional laws to which it is subordinate. A municipality is a general-purpose administrative subdivision, as opposed to a special-purpose district.

In the developing countries, the Colonial Governments during the period of their domination established several statutory institutions. Among them Urban Local Self Government institutions are most prominent. Ever since the establishment of Madras (Chennai) Municipal Corporation four centuries ago, there has been a , proliferation of municipal bodies to manage the town and city. Lord Rippon's resolution in 1882 sought to place these Urban Local Government institutions on a sound organizational footing. They have been working with different degrees of success in administering the city. In this Unit, we shall examine the nature of urbanization in India, different types of urban local bodies, administrative structure, role of bureaucracy, municipal finance, control over local bodies and their problem areas.

The term is divert rom French municipalité and Latin municipalis.The English word municipality derives from the Latin social contract municipium (derived from a word meaning "duty holders"), referring to the Latin communities that supplied Rome with troops in exchange for their own incorporation into the Roman state (granting Roman citizenship to the inhabitants) while

permitting the communities to retain their own local governments (a limited autonomy).

Types of Municipal Administration:

According to the 1991 Census of India, there were 3255 urban local bodies (ULBs) in the country; classified into the four major categories:

1. Municipal corporation (Nagar Nigam)
2. Municipality (municipal council, municipal board, municipal committee) (Nagar Palika)
3. Town area committee.
4. Notified area committee.
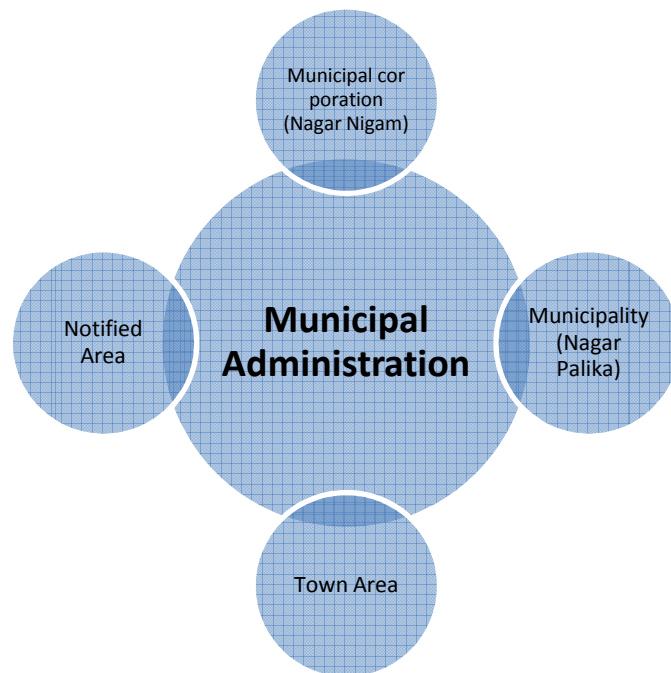
1. Municipal corporation (Nagar Nigam):

A municipal corporation, City Corporation, Mahanagar Palika, Mahanagar Nigam or Nagar Nigam or Nagara Sabha is

a local government in India that administers urban areas with a population of more than one million. The growing population and urbanization in various cities of India were in need of a local governing body that can work for providing necessary community services like health care, educational institution, housing, transport etc. by collecting property tax and fixed grant from the State Government.

2. **Municipality (Nagar Palika):**

In India, a Nagar Palika or Municipality or Nagar Nigam is an urban local body that administers a city of population 100,000 or more. An urban local body that administers with more than 15,000 and less than 25,000 inhabitants is classified as a "Nagar Panchayat" or "Nagar Parishad".

3. **Town area:**

A town is a place with many streets and buildings, where people live and work. Towns are larger than villages and smaller than cities. Many places that are called towns in Britain would be called cities in the United States. Parking can be tricky in the town centre.

4. **Notified area committee:**

A notified area committee is established to take care of administration of an area which is either a fast developing town from industrialization or a town not yet developed to fulfill all the conditions to create a municipality but is considered as important by the state government.

Structure of Municipal Administration:

As per the Constitution of India, 74th Amendment Act of 1992, the latter two categories of towns are to be designated as municipalities or nagar panchayats with elected bodies. Until the amendments in state municipal legislations, which were mostly made in 1994, municipal authorities were organised on an *ultra vires* (beyond the authority) basis and the state governments were free to extend or control the functional sphere through executive decisions without an amendment to the legislative provisions.

After the 74th Amendment was enacted there are only three categories of urban local bodies:

- Mahanagar Nigam (Municipal Corporation)
- Nagar Palika (Municipality)
- Nagar Panchayat (Notified Area Council or City Council)

Administrative structure of India
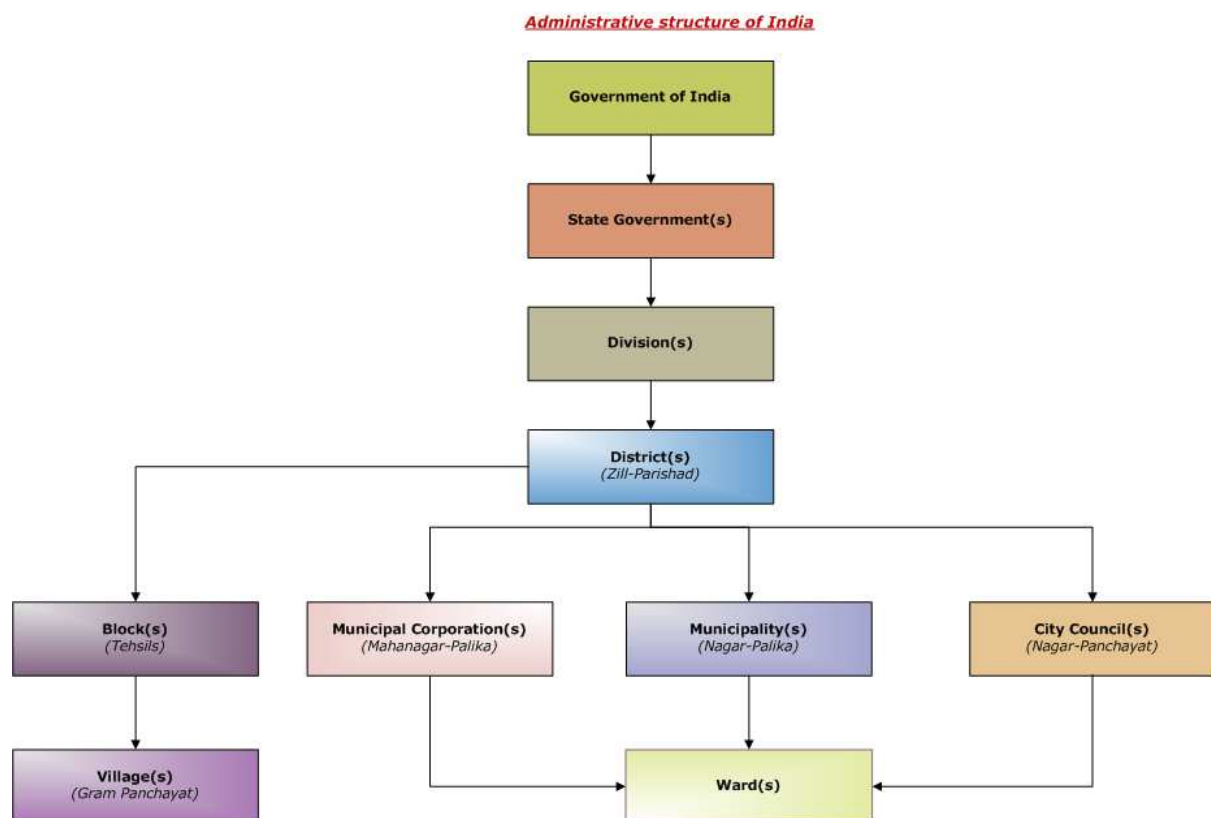
Function of Municipal Administration:

Mayor and Deputy Mayor powers and functions therefore differ from State to State but in Maharashtra State broadly these can be mentioned as follows :-

The statutory function is to preside over the meetings of the council and guide its deliberations: to maintain decorum and exclude any objectionable portion from the record of the proceeding of the council. He is also empowered to expel and even suspend member for gross misconduct or disorderly misbehavior. In the case of a tie he exercises his casting vote he may call special meetings of the council when considered necessary and shall have to call a meeting when asked by a specified number of Councillors.

He being the first citizen of the city has to perform a large number of social duties and most of his official time is therefore, consumed by functions of social and public nature such as receiving distinguished visitors, visiting institutions as chief Guest, laying foundation stones, performing opening ceremonies, attending public meetings and participating in National celebrations etc.9 A perusal of the above motioned powers and functions of Mayor confirms. He is the head of city Government.
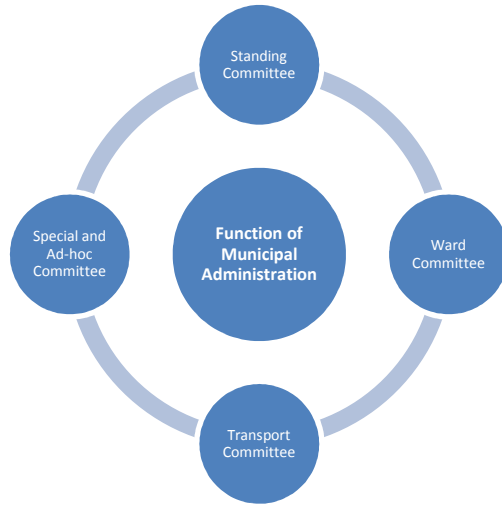
1. Standing Committee

2. Ward Committee

3. Transport Committee

4. Special and Ad-hoc Committee

Constitution of Ward Committee:

Population	Minimum Number of Ward Committee	Additional Ward Committee for Additional Population	Maximum Number of Ward Committees
Above 3 lakhs and up to 4.5 lakhs	03	-	04
Above 4.5 lakhs and up to 12 lakhs	04	1,50,000	09
Above 12 lakhs and up to 24 lakhs	09	3,00,000	13
Above 24 lakhs	13	6,00,000	25

Source :- Govt. of Maharashtra, Bombay Act. No. LIX of 1949, Mumbai, 2012, P. 192.

3.2 Good Governance: Need and Scope, Urban Good Governance, Transparency, Accountability, Participation & Responsibility

Good Governance: Need and Scope:-

Good governance often refers to the task of running the Government in an effective manner. It is qualitatively and conceptual superior to a mere good government. The right to a legitimate and accountable government, promotion of a society where the Rule of Law and fundamental human rights are respected, is ensuring a socially and economically equitable society that is inclusive in nature or all inherent to the concept of good governance. Good governance depends on various factors. A Government, in discharge of its sovereign functions, has to discharge many constitutional obligations and in discharge of these obligations it should be capable of enabling, enhancing and deploying the power of the State for sustainable human development. It is essentially a package to strengthen the institution of Government and civil society with the objective of making governments more accountable, open and transparent as well as democratic and
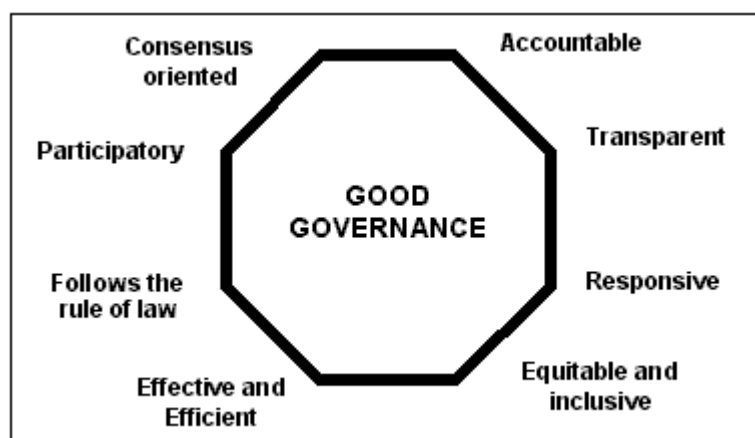
participatory.

Needs:

Equity and Inclusiveness - People should have opportunities to improve or maintain their well-being. Effectiveness and Efficiency - Processes and institutions should be able to produce results that meet the needs of their community while making the best of their resources.

- ► Political stability
- ► People friendly administration
- ► Unbaised judiciary
- ► People's Participations
- ► Decentralization
- ► Accountability
- ► Transparency
- ► Sustainability and long-term goal
- ► Rule of Law
- ► Adoption of New Technology
- ► Fulfilment of basic needs

Scopes:

Good Governance is not a phenomenon which can be described in words; it is rather a phenomenon which can be felt by people. Good governance does not depend only on the executive but depends on the efficient functioning of legislature, executive, judiciary, private institutions, NGOs, as well as the co-operation of the people. Today, talking of good governance is talking of something impossible. The entire Government machinery has touched so low level that it seems a great dilemma to talk of Good Governance.

Governance is not government as such. Governance is one of the characteristic of any institutions that is concerned with governance, or management of governance. Governance is the reflection of the quality and performance of management. Each nation's path to good governance is different, depending on culture, geography, political and administrative traditions, economic, conditions. However the end result is the same ensuring accountability, transparency, participation and

systematic. It is more visible in developed world and not visible in developing countries.

Good Governance is good government. The concept relates to the quality of the relationship between government and the citizens for whom in exist to "serve" and "protect", i.e. "citizen centric". To put it more preciously and simply governance means the way those with power use that power. The concept, therefore, has political, ethical and economic dimensions. Four pillars of governance are accountability, transparency, predictability and participation.

Good governance emerges through sincere and honest application of prevailing laws and respecting the spirit behind these prevailing laws. Circumventing the laws for self-interest does not qualify to be called as good governance. People look for good governance, people respect and abide by the "rule of law" in which they lay their faith and trust.

Urban Good   Governance

Good   urban   governance involves   city   governments   and administrations using transparent and participatory processes. It is essential that they communicate with citizens appropriately, keep them well informed and actively involve them in local negotiation and decision-making processes.

Transparency:

Transparency means that decisions taken and their enforcement are done in a manner that follows rules and regulations. It also means that information is freely available and directly accessibly to those who will be affected by such decisions and their enforcement. It also means that enough information is provided and that it is provided in easily

understandable forms and media. It promotes openness of government action, decision- making processes, and consultative processes among public sector and all stakeholders. These processes are subject to scrutiny by other government institutions, civil society and external institutions.Lack of transparency, weak accountability, lack of responsiveness and inefficiency also compromise good governance. In a corrupt government, public resources are diverted from meeting the needs of the poor and benefits do not reach the intended beneficiaries. Human security is compromised by corruption. This is because corruption is both a cause and effect of bad governance. The poor are usually disproportionately affected by poor governance because health, education and police services are inaccessible. Their income is usually eroded through payment of bribes.

Accountability:

Accountability is a key requirement of good governance. Not only governmental institutions but also the private sector and civil society organizations must be accountable to the public and to their institutional stakeholders. Ho is accountable to who varies depending on whether decisions or actions taken are internal or external to an organization or institution. In general, an organization or an institution is accountable to those who will be affected by its decisions or actions. Accountability cannot be enforced without transparency and the rule of law. Central to the principle of accountability is information sharing and transparency which should be promoted by governance structures. Hence, accountability is hard to achieve especially in the absence of access to information. Public accountability is founded on two pillars. The first pillar is related to accountability by the executive and the second pillar is

based on institutional change. Accountability can be classified in four categories. These are public, financial, horizontal and vertical. Horizontal accountability is the relationship between the executive, legislature and the judiciary. Vertical accountability is whereby one actor reports to another subject to the interpretation of constitutional provisions. Informal checks on these relationships are reinforced by the civil society and the donor community.

Participation:

Participation by both men and women is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision-making. Participation needs to be informed and organized. This means freedom of association and expression on the one hand and an organized civil society on the other hand. Participatory processes in a poverty reduction strategy promote information exchange and transparency in decision- making processes. The World Bank notes that this, in turn, will improve and, as a result, increase the overall governance and economic efficiency of development activities.

Generally, public involvement includes three elements or 'pillars':

- Public access to information;
- Public participation in decision-making processes;
- Public access to judicial and administrative redress often termed 'access to justice'.

Responsiveness:

Good governance requires that institution and processes try to serve all stakeholders within a reasonable timeframe.

Responsibility:

The civil service conduct rules require the civil servants to maintain absolute integrity in the discharge of their duties. Developmental administration needs a new mind, a new type of attitude that is suffused with human values. You are not dealing with a table or a chair, but with a human being. He or she has problems. You are there to solve them. That chair of authority on which you sit is not a chair of comfort. It is chair with a heavy human responsibility on your head. Rise to the level of responsibility that chair signifies. Our mental awareness must rise to that level.

3.3 Urban Governance: E-Governance and Role of Urban Information System in Urban local Self Government

Urban Governance:

Urban governance refers to how government (local, regional and national) and stakeholders decide how to plan, finance and manage urban areas. It involves a continuous process of negotiation and contestation over the allocation of social and material resources and political power. It is, therefore, profoundly political, influenced by the creation and operation of political institutions, government capacity to make and implement decisions and the extent to which these decisions recognise and respond to the interests of the poor. It encompasses a host of economic and social forces, institutions and relationships. These include labour markets, goods and services; household, kin and social relationships; and basic infrastructure, land, services and public safety. Large gaps often exist between poor and better-off urban residents in terms of access to social, economic and political opportunities (particularly decision-making) and the ability to participate in, and leverage, the benefits associated with urban living. According to urban governance:

➢ Plays a critical role in shaping the physical and social character of urban regions

➢ Influences the quantity and quality of local services and efficiency of delivery

➢ Determines the sharing of costs and distribution of resources among different groups and

> Affects residents' ability to access local government and engage in decision-making, influencing local government accountability and responsiveness to citizen demands.

E-Governance:

E-Governance can be defined as the application of communication and information technology for providing government services, exchange of information, transactions, integration of previously existing services and information portals.

It makes the whole administrative process convenient, efficient, transparent, fully accountable and responsible. As a fast-growing economy and an emerging world leader, E-Governance is a must in a country like India, both in Government and corporate sector.


Role of Urban Information System:
> Urban planning, including town planning.
> Regulation of land use and construction of buildings.
> Roads and bridges.
> Water supply for domestic, industrial and commercial purpose.

- Public health, sanitation, conservancy and solid waste management.
- Fire services.
- Urban forestry; protection of the environment and promotion of ecological aspects.
- Slum improvement and up-gradation.
- Urban poverty alleviation.
- Provision of urban amenities and facilities such as parks, gardens and play grounds.
- Burials and burial grounds, cremations, cremation grounds and electric crematoriums.
- Planning for economic and social development.
- Safeguard the interests of weaker sections of society, including the handicapped and mentally retarded.
- Promotion of culture, educational and aesthetic aspects.
- Regulation of slaughter-houses and tanneries.
- Public amenities, including street lighting, parking lots, bus stops and public conveniences.
- Vital statistics including registration of birth and death.
- Cattle ponds, prevention of cruelty to animals
- Review and analysis of plans for development.
- Checks on regulatory compliance.
- Review of environmental impact.
- Preservation of historic sites.
- Regional planning beyond the borders of a city or town.
- Mapping the delivery of utilities and planning for service interruptions.

ROAD MAP OF NATIONAL URBAN INFORMATION SYSTEM (NUIS) SCHEME
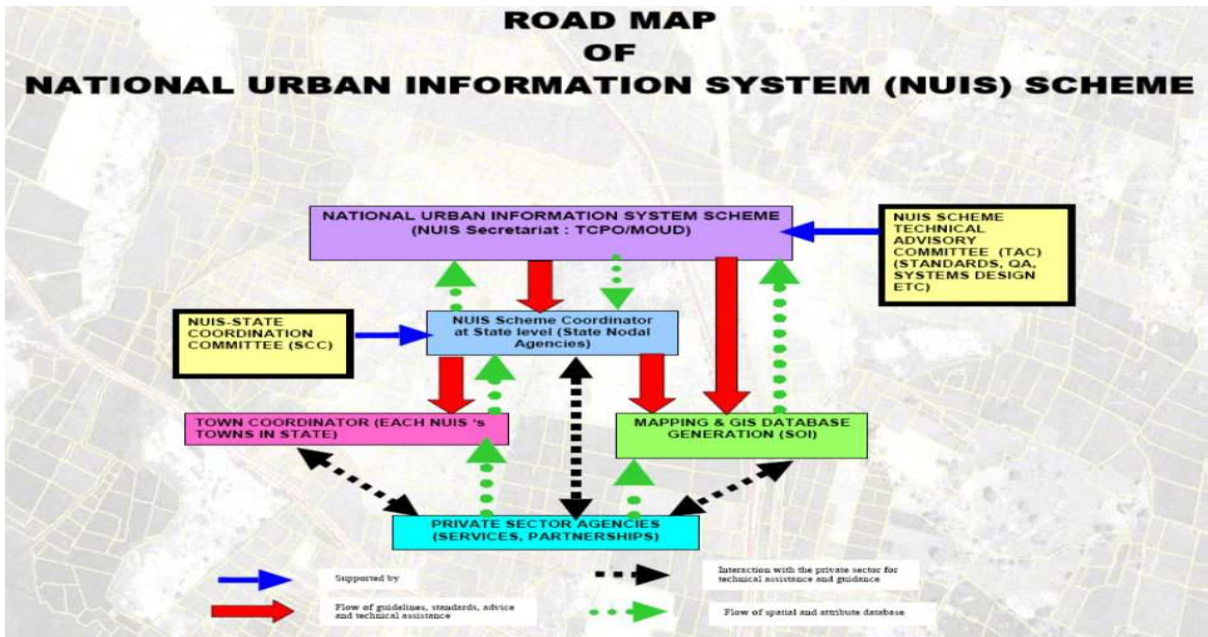
Urban local Self Government:

Information technology refers to all forms of technology applied to processing storing and transmitting information in electronic form (Koli, 2008). The physical equipment used for this purpose includes computers, communications equipment and networks, fax machines, and even electronic pocket organizers.

It includes a device or application, encompassing: radio, television, cellular phones, computer and network hardware and software satellite system and so on in communication process or service delivery.

In a simple term we can say that ICT refers to technologies that provide access to information through telecommunications. This includes the internet, wireless networks, cell phones, radio, TV and other communication mediums.

Significance of Information Technology :

IT is an essential ingredient for effective working in any sector. Local self government is not an exception to it. Thus, for effective

channelization some of the IT and its related activities may be incorporated as follows:-

- ➢ Quick decision making
- ➢ Simple procedure
- ➢ Free from red tapism
- ➢ Reduced hierarchy
- ➢ Less time in completing transaction
- ➢ Enhance accountability, responsiveness and transparency
- ➢ Check corruption
- ➢ To enhance the quality of public services position to the poor, marginalized section of the society and also to the women and rural people.
- ➢ Public grievances redressal system by the method of on line submission of application forms.
- ➢ To provide public information system to the citizen.
- ➢ Management information system for district level officers for effective monitoring of information flow.
- ➢ Improved quality of service
- ➢ Reliable and real time service
- ➢ For efficient and effective service
- ➢ For improved co-operation and co-ordination between various departments, agencies, bodies working for the administrative machinery.

3.4 Circular Economy and Sustainable Development in Urban Area

Circular Economy in Urban Area:

The circular economy is a model of production and consumption, which involves sharing, leasing, reusing, repairing, refurbishing and recycling existing materials and products as long as possible. In this way, the life cycle of products is extended.

In practice, it implies reducing waste to a minimum. When a product reaches the end of its life, its materials are kept within the economy wherever possible. These can be productively used again and again, thereby creating further value.

This is a departure from the traditional, *linear* economic model, which is based on a take-make-consume-throw away pattern. This model relies on large quantities of cheap, easily accessible materials and energy.

Also part of this model is planned obsolescence, when a product has been designed to have a limited lifespan to encourage consumers to buy it again. The European Parliament has called for measures to tackle this practice.

Image: Sustainable Global Resources Ltd. Recycling Council of Ontario

Sustainable Development in Urban Area:

Sustainable urban and rural development is about improving the quality of life in a locality, including ecological, cultural, political, institutional, social and economic components without leaving any burden—e.g., the result of a reduced natural capital and an excessive local debt—on future generations. In other words, prosperity and environmental sustainability of cities and towns are inextricably linked; therefore, human settlements can only maintain their prosperity when environmental and social objectives are fully integrated with economic goals.

Thematically, sustainable urban and rural development includes:

➢ Sustainable development in the urban context;

➢ Sustainable development in the regional and rural context;

➢ Planning for sustainable urban and rural futures;

➢ Impacts of human activities on natural systems;

➢ Ecological and urban and regional planning

➢ Sustainable urban and rural infrastructure;

➢ Sustainable transportation systems;

➢ Sustainable communities;

➢ Climate change adaptation and mitigation;

➢ Ecosystem sustainability assessment;

➢ Ecological and urban indicators;

➢ Sustainable urban and rural technologies;

➢ Smart cities and communities.

Accordingly, this section is open for the following types of manuscripts covering the whole breadth of sustainable urban and rural development issues and concerns:

➢ research articles

➢ conceptual articles

➢ review articles

➢ case studies

➢ commentaries
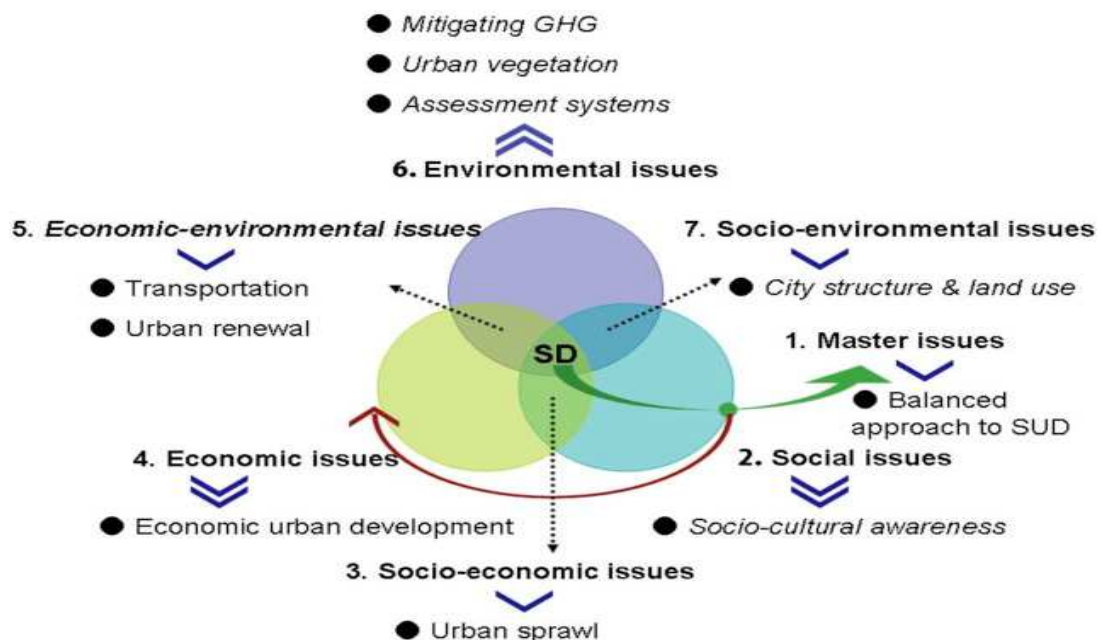
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