

**DEVELOPMENT AND GOOD GOVERNANCE IN  
URBAN ADMINISTRATION: A STUDY OF  
BALURGHAT MUNICIPALITY.**

**A THESIS SUBMITTED TO UNIVERSITY OF NORTH BENGAL  
FOR THE DEGREE OF DOCTOR OF PHILOSOPHY (Ph. D) IN  
POLITICAL SCIENCE**

**SUPERVISED BY**

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## DECLARATION

I hereby declare that the dissertation entitled "DEVELOPMENT AND GOOD GOVERNANCE IN URBAN ADMINISTRATION: A STUDY OF BALURGHAT MUNICIPALITY" is an original work and has been completed under the supervision of Dr. (Mrs.) Maya Ghosh, Associate Professor, Department of Political Science, University of North Bengal. To the best of my knowledge it has not been submitted in any other university of institution for a Ph. D. degree or any other award.

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## To whom it may concern

Certify that Sri Jayanta Bhattacharjee has worked under my supervision. The title of his work is "DEVELOPMENT AND GOOD GOVERNANCE IN URBAN ADMINISTRATION: A STUDY OF BALURGHAT MUNICIPALITY". To the best of my knowledge, it is an original work done by him.

I wish him all success.

Dated NBU

20<sup>th</sup> January, 2016.

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## PREFACE AND ACKNOWLEDGEMENT

With the advent of 21<sup>st</sup> century, development has become one of the major concerns especially in the process of nation building and rapid socio-economic transformation. The process of urban development and urbanization has become one of the focal issues confronting national government. The unprecedented urban growth can be attributed inter alia to the power of industrialization which contributed immensely to migration from rural areas, along with trans-border migration from neighboring countries.

Since independence and with the increasing pace of urbanization, the demands made on municipal bodies have vastly increased. With time, though taxes and grants-in-aids have been increased substantially efficiency and effectiveness of municipal governance have, in general, been declined. Further, no serious attempt has so far been made to part with the 19<sup>th</sup> century framework of municipal administration, laws and bye-laws, rules and regulations, procedures and practices. This obsolescence has put a brake on urban development.

The most important ways for accentuating the level of efficiency better financing and adopt cost recovery measures. Over and above all, the level of performance also depends on infrastructure development and an improved service delivery system. In a nutshell, all these require good governance and better management of urban administration and participation of all stakeholders in a positive way.

I owe a special debt of hearty gratitude to my teacher Dr. (Mrs.) Maya Ghosh, Associate Professor and former Head of the Department of Political Science, North Bengal University, who has always been a source of inspiration to me. Needless to say that I derived immense

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My thanks are due to the Chairman, Councilors and staffs of Balurghat Municipality, especially A. Mukherjee, Urban Planner, Balurghat, those who often discussed these issues and analyzed it and provided me required material for this research purpose.

I am also acknowledged for getting whole-hearted help from my mother, elder brother, elder sister, brother-in-law and parents in law. I am highly grateful to my wife, Suchandra who constantly motivated me to carry out the work. Last but not the least my 8 year old daughter; Swoasti remains the source of inspiration who sacrifices a lot for me from her childhood.

JAYANTA BHATTACHARJEE

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## **List of Abbreviations**

PMD -	Probable Maximum Discharge.
MSW -	Municipal Solid Waste.
PRI -	Panchayati Raj Institutions
ULB -	Urban Local Bodies.
SSA -	Sarva Siksha Abhiyan
SSP -	Shishu Siksha Project
MDM -	Mid-day Meals.
CEP -	Continuing Education Programme.
CEC -	Continuing Education Centre.
DPEP -	District Primary Education Project.
ADP -	Annual Development Plan.
DTG -	Draft Development Plan Technical Group.
RGI -	Registrar General of India.
EIUS -	Environmental Improvement of Urban Slum.
UBSS -	Urban basic services scheme.
NSDP -	National Slum Development Programme.
SJSRY -	Swarna Jayanti Shahari Rozgar Yojana.
HUPA -	Housing and Urban Poverty Alleviation.
AHIP -	Affordable Housing in Partnership.
ISHUP -	Interest Subsidy Scheme for Housing the Urban poor.
USHA -	Urban Statistics for HR and Assessments.
ILCS -	Integrated Low Cost Sanitation Scheme.

IHSDP -	Integrated Housing & Slum Development Programme.
BSUP -	Basic Services to the Urban Poor.
JNNURM -	Jawaharlal Nehru National Urban Renewal Mission.
MH&UPA -	Ministry of Housing and Urban Poverty Alleviation.
SHG -	Self Help Groups.
NIP -	New Industrial Policy.
NPM -	New Public Management.
SWAN -	State Wide Area Networks.
ICT -	Information and Communication Technology.
Gol -	Government of India.
RTI -	Right to Information.

## **CHAPTER – I**

### **INTRODUCTION**

**RELEVANCE AND SIGNIFICANCE OF THE STUDY**

**OBJECTIVE OF THE PROPOSED STUDY & RESEARCH GAP**

**RESEARCH QUESTIONS**

**OVERVIEW OF LITERATURE**

**METHODOLOGY**

**PLAN OF STUDY**

**NOTES AND REFERENCES**

# Chapter - I

## Introduction

### A. RELEVANCE AND SIGNIFICANCE OF THE STUDY

With the advent of 21<sup>st</sup> century and the rapid spread of urbanization all over the world, the study of urban local government has assumed prime importance. Studies on urban development have emerged as a distinct field of study and, research particularly in the third world countries.

It is worth noting that since the advent of the First Five Year Plan and with emphasis on community development and 'Panchayati Raj', numerous studies have been undertaken on rural local self government both at the institutional level and by scholars at their individual capacities, certainly there are more rural studies than urban studies with regard to local self government. Though some important contributions have recently of late, been made to the study on the administration of urban areas, the overall picture is one of neglect and inadequacies. It is further surprising to note that majority of the works done in this sphere are undertaken by scholars belonging to the disciplines of Geography, Sociology or Economics.

Although Balurghat has got its urban fabric immediately after independence, its basic social and cultural outlook and orientation is still rural centric. Since the district of South Dinajpur has got an international boundary with Bangladesh in the east, the trans-border migration has posed unique pressure on the existing urban local body of Balurghat especially due to the growth of slums in and outskirt of the town. The town of Balurghat is developing at the phenomenal pace as an important trading centre, besides being strategically very important due to its geographical proximity with international boundary of Bangladesh. The town is historically important and culturally enriched. The rapid process of urbanization of Balurghat calls for an effective infrastructural and administrative development of the town.

Urban development encompasses a multi-dimensional process with emphasis on economic growth and modernization, as well as making provision for meeting basic needs such as health, education, transport and water supply. Planning for

integrated urban development has assumed great significance as means to achieve a balanced development of urban communities. If we look into the working of the Balurghat Municipal administration, particularly their performance keeping in view the ever growing demands of the locality, it would be seen that the administration has become a breeding ground of inefficiency and political nepotism. The proposed research seeks to carry out an in-depth study of the functioning of Balurghat Municipality and to evaluate how far this urban local body has been able to ensure good governance and participatory democracy along with sustaining development of the town. Besides, the study also wants to explore the nature of popular participation, civic body- electorate interaction and actual working of the development machinery in the light of the principle of decentralization of power.

Furthermore, the present study seek to look into the role and contribution of non-governmental organizations in the development of the city to be undertaken as there are limitation on the part of the municipal institution to finance and manage the large volume of these municipal tasks.

## **B. OBJECTIVE OF THE PROPOSED STUDY & RESEARCH GAP**

An U. N. Study on world urbanization prospects in 2001 projected that the number of urban dwellers all over the world would be equal to these of the rural ones by 2007. It is clearly evident that urban settlements, particularly the small and medium towns in less developed regions are fast absorbing the increase in population mostly migrated from surrounding rural basis posing a formidable challenge to urban administration. It puts a heavy strain on the cities' infrastructure causing deficiencies in the supply of water, electricity, problems in sewerage system, health, education, transport and developing unhealthy slums and in and around the city. So far as Balurghat is concerned, the influx of people in large number from surrounding villages as well as trans-border migration have caused both infrastructural and environmental concerns and demanded expansion of the volume and range of activities of the municipality in order to ensure decent civic life for the residents of the town. Hence, one primary objective of the study is

to explore the factors that led to expansion of activities and the present state of affairs of Balurghat Municipality.

Urban environment and sustainability of cities and towns has become a very important arena of public policy making and is closely linked to the demands of good governance and efficient public management. Policy and planning for urban development though being a state subject yet, it has primarily been steered by the central government. It is clear from the five years plans that planning for urban development has been accorded only secondary importance in India's planned governments are concerned; it is relatively discouraging both from the point of view of development as well as allocation of funds for implementing different development programmes. Therefore, another primary objective of the study is to enquire into the role of the state and the municipal administration in meeting the development requirements of Balurghat as well as effectiveness and governance capability of the municipality.

Delivery of essential services and making provisions for civic amenities and community facilities for citizens is the responsibility of urban administration for which municipalities are required to mobilize funds. Central assistance for administering centrally sponsored schemes and state grants are obviously not sufficient for meeting financial requirements of the municipalities and they are supposed to mobilize resources on their own for fulfilling ever mounting challenges to urban life. The town's share of municipal revenue comes from levying local taxes of various sources. Apart from this borrowing from state government and other financial institutions as well as income from permanent assets are other source of revenue for the municipalities. Therefore the other important objective of the study is to explore the source of revenue of Balurghat Municipality and its resource generating capacity.

In the changed agenda of development, people are regarded both the means and ends of development. People centered development emphasizes the needs and rights of the people and their empowerment giving them a voice in decision making process. The stress is now laid on people's participation that goes

beyond the formal electoral process. Participation has come to be perceived as a form of grassroots democracy. The constitution 74<sup>th</sup> Amendment rightly established the grass roots democracy by way of giving a constitutional status to urban local self-government as a democratic unit of self-governance, through direct people's participation. Hence another primary objective of the study is to see to what extent real and active participation has been ensured in the governance of Balurghat Municipality for deepening and widening of democratic governance.

The proposed research seeks to carry out an in-depth study of the functioning of Balurghat Municipality and to evaluate how far this urban local body has been able to ensure good governance and participatory democracy along with sustaining development of the town. Besides, the study also wants to explore the nature of popular participation, civic body- electorate interaction and actual working of the development machinery in the light of the principle of decentralization of power

An examination of the existing literature on urban administration in general and municipal administration in particular reveals that most of the studies on municipal government have dealt with the general problems of urbanization and constraints in the delivering services to the citizens. However no significant attempt has so far been made in exploring the viability of people – centered development under urban local government as well as accomplishment of participatory governance in urban administration. The present study is aimed at fulfilling this gap in the search in urban administration in the context of Balurghat Municipality.

### **C. Research Question**

1. What are the factors that contributed to the growth and gaining of present status of Balurghat Municipality in terms of its infrastructure expansion, development pursuits, governance and administration as well as delivery of services to the citizens?

2. How far the administration of Balurghat Municipality is attended to the modern concept of good governance and public management?
3. What are the development imperative of the municipality and how far these are fulfilled?
4. What are the sources of finance both internal and external and how far the municipality is successful in mobilization its internal resources for undertaking development programmers and delivering services to the citizens?
5. How far and to what extent has the municipality been able as an urban local government to institute participatory governance involving citizens, local committees, civil society, organizations and other local groups in administration?

#### **D. OVERVIEW OF LITERATURE.**

Any work of this nature demands an intensive survey of the existing literature in the area of the study. Keeping this in mind, a serious attempt has been made for a serious review of the available, pertinent and significant studies in this field. Besides, the list of selected Bibliography would be helpful in understanding the nature of the present study.

In India, research in the field of public administration was not very encouraging till recently in comparison to other areas of academics. This may be attributed largely to the fact that public administration, including urban administration, was not taught as an exclusive subject in Indian Universities until recently. Moreover, institutions engaged in research on administration of urban local bodies are numbered. It is therefore not surprising that there are not much research contributions in this field. Nevertheless, it is also a fact that vast amount of materials on urban issues exist which need to be fruitfully explored.

One can note that the process of urbanization is a leading world-wide phenomenon. India is no exception to that, though the process has been slow in comparison to other countries. Needless to say, academicians and researchers

have found a blooming and fertile area of study in this sphere. As such, various aspects of urban affairs are being dealt with by scholars of late. However, the progress in research in this area has been slow in comparison to its counterpart, i.e., rural administration and rural issues. Thus, there is a need for extensive and comprehensive evaluative studies of the existing set up, besides exploring untouched issues of urban administration and development.

With respect to the present study, then, a comprehensive survey of the existing literature on the related subject and issues with regard to India, West Bengal and Balurghat is a prerequisite. The researcher tried his level best to go through these as much as possible in order to get an in depth understanding of the issues to be studied, well before writing the synopsis as well as during the compilation of the dissertation. The survey of literature included (a) Historical Studies; (b) Books and Monographs; (c) Biographical Materials; (d) Government Reports, Municipal Acts, Commissions, Selected City Plans; (e) Institutional Research on Municipal Administration and Municipal Issues; (f) Papers presented at Conferences and Seminars; (g) Articles from Journals and Reports from Newspapers; (h) Ph.D. Theses on Urban Issues available in the Library of University of North Bengal; and (i) host of official and other Websites related to Urban Issues. It is not possible to lay down all the works went through by the writer. However, the worth-mentioning titles can be enumerated in brief.

#### **HISTORICAL STUDIES:-**

Let us begin the survey of literature by referring to the important historical studies on the evolution of municipal administration in India. **Hugh Tinker's** "Foundations of Local Self Government in India, Pakistan and Burma" (1954) makes an observation which is of topical interest today especially in the context of several state governments super ceding corporations and municipalities on various grounds. To quote him at length, "The first reaction of contemporary observers of local bodies at work was to condemn the whole experiment as unsuccessful or as in the case of some Indian and Burmese writers, to hold the administrative machinery responsible for the shortcomings of those who worked it. The disillusioned

supporter of representative institutions often adopts this attitude if a system of government fails, than it must be abolished and a better form of government devised. It is possible that present - day Indian and Burmese politicians, when they find local bodies unfit for the discharge of their programmes, or when they find their political opponents utilizing local bodies to build up opposition to the government may react by restricting local boards' powers, or even by abolishing them. Certain trends in present-day Indian government policy point to an increased centralization of power, and it would not be surprising to see a considerable transfer of powers from local bodies to district officials under ministerial control.....”

The next important work is **R. Argal's** “Municipal Government in India” (preface written in 1954, the date of publication not given) which was a D.Litt. thesis of Allahabad University. His study is based on the materials collected by him personally from 1946 to 1950 from state secretariats and municipal offices. He consulted the vast amount of materials that were lying in the government reports, circulars, notifications, proceedings of the Legislative Councils and Assemblies and in the judicial decisions.

From the point of view of source materials for historical studies on municipal administration, the problems faced by Argal deserve to be mentioned. He says, “The National Archives has some reports on the working of municipal government but there are wide gaps and since the reports only up to 1924 are available, one can have only fragmentary material on the development of municipal government in India and nothing more. The Municipal Manuals and Acts, which form the basic materials for such work, are generally out of print..... Had some work on the subject been published in various states, there would have been at least a framework for the development on the subject. But there was nothing to fall back upon.”

Argal, in his Bibliography at the end of his book lists numerous municipal Acts and also gives a list of judicial cases which have a bearing on the subject. Argal, however, fails to draw conclusions on the basis of his study except to suggest certain remedies like provision for a “municipal inspectorate”.

## Books and Edited Books :

**Neil C. Kalt and Sheldon S. Zalkind**<sup>1</sup> have made a compilation of thirty six research reports documenting psychology's contribution to the quest for solutions to our most serious urban problems, like, prejudice, poverty, housing, education, drug use, crime, riots, and the effects of the urban environment. Taken together, the studies suggest that a variety of strategies can lessen the severity of many urban problems. For example, the findings indicate that token reinforcement can improve the school work of poor children and that public housing can be designed in ways that reduce the incidence of crime. The book presents evidence from a wide range of well designed studies, and with its emphasis on data, avoids ideological argument. It is an important source of information for researchers and the people who make or implement urban policy.

**Allen G. Noble and Ashok K. Dutt**<sup>2</sup> have discussed the process of urbanization in India and the requirement of planning for the urban development. The book is quite helpful due to the fact that not only Indian but also the perspectives of American scholars have also been incorporated regarding the problems of urban government.

**Edward Krupart**<sup>3</sup> provides a more sophisticated understanding of the relationship of environment to human behavior and the reasons why city people act the way they do. The whole book is divided into two parts - the first deals with the idea of the city and various definitions models of urban life; and the second part concerns with the actual living in the city and its consequences, such as, crowding, noise, stress, isolation, etc. and to cope with such situations. In the concluding remarks, the author maintains that the city can be a livable place if people are encouraged in, and rewarded for, assuming control over their environment, which of course, require considerable effort and planning.

**E. S. Savas**<sup>4</sup> has advocated for public-private partnership for providing qualitative and efficient service provision to city dwellers. He maintained, "While complete ownership and control of production and distribution of services is one extreme, complete privatisation is the other and there can be numerous

intermediate arrangements including contracting, franchising, self-help modes.”

**Eenhardt, Robert B. and Joseph W. Grubbs**<sup>5</sup> have pointed out that local self- government would be action oriented and goal oriented. It should not make the difference between the people and the administration so that people’s participation can be ensured at the ULBs.

**Evelin Hust and Michael Mann**<sup>6</sup> have made the attempt to identify the problems of urbanization and urban governance in India particularly in mega cities. They also highlighted the importance of public services like water supply and sanitation etc. for bringing about civic services to urban areas. **Laurence, E. Lynn Jr.**<sup>7</sup> has highlighted the changing patterns of public management, both in theories and practices with the advent of twenty first century. **Osborne, Stephen P.**<sup>8</sup> has highlighted the real drawbacks of public management system in urban administration and pointed out the ways that can help to overcome such drawbacks.

**Tommel, Ingeborg and Amy Verdun**<sup>9</sup> have pointed out the examples of governance in European society at different level. This writing can open the eyes of our administrators to provide best possible services at the urban level government in big cities along with small and medium scale towns.

**Philip M. Hauser and Leo F. Schnore**<sup>10</sup> have dealt with the study of urbanization from the point of view of its practical, historical, geographical, and economic as well as sociological implications. **Salomon, L.M.**<sup>11</sup> has described the basic guide line that the local self -government at all level should have to follow. **Flynn, Norman**<sup>12</sup> has projected the best ways to tackle the public affairs at the grass-root level, particularly at the urban self- government.

In a booklet, **P. K. Mattoo**<sup>13</sup> has pleaded for reform of local bodies which have inherited a weak and insufficient administrative set-up. In his words, “A static state of existence invariably leads to decay. Local bodies have been static for such a long time that they reek of decay. There has been no serious effort by the local bodies to examine their own weakness and to boldly speak out the same. Local bodies have been persistently following the same old rot.”

**R. K. Khanna**<sup>14</sup>, in his book, has discussed the structure of municipal

government and organization of municipal authorities. One of his interesting contributions is in respect of defects and deficiencies in the municipal services in India. He lists 14 such defects and makes 12 recommendations for improving municipal personnel administration in India. He laments, "The weakness of our municipal administration is due, among other reasons, to the fact that the administrative personnel of municipal bodies in the country has not been always recruited by a system of merit or trained adequately in the techniques of municipal administration. Nor are men of talent attracted to the municipal service because of the low salaries paid to municipal employees in general".

**Ashok Mukherjee**<sup>15</sup> has dealt with the personnel system of municipal bodies and observed that for too long, the municipal service has been treated as inferior service and hence, unable to attract superior talent. Therefore the need is to improve pay scale, allowances, leave conditions, terminal benefits, etc. of these personnel so as to attract competent and motivated young men and women in the municipal services.

**Acharyulu A.S. and Sandeep Inampudi**<sup>16</sup> has aimed at analyzing the factors responsible for the spread of urban slums and tried to give suggestion for improvement of urban slum conditions. **Biju, M.R.**<sup>17</sup> has highlighted the need for the peoples' participation at the grass root level government in order to establish good governance. The present day administration deserves the same. **Baleshwar Thakur**<sup>18</sup> has examined the spatial aspect of the evolution of urban system by focusing upon the gradual changes in the distributional pattern of urban places. The study used two techniques: nearest neighborhood and entropy based entirely on a quantitative analysis in the field of quantitative geography.

**Bhattacharjee B.**<sup>19</sup> has traced urban development in India since long back. In his writing he has divided urban development in to five phases, -- urban phase of the Harappan Culture; the period of transition and the fresh beginning of urbanization in the early historical period; urban development during the medieval period; the rise of the European settlements; and urban progress in the twentieth century. The book focused on the underlying forces that contributed to the

unchecked growth of towns and cities over centuries. To him, urbanization is a natural rather than an accidental phenomenon.

**Prasad, R. N.**<sup>20</sup> has highlighted the existing socio-political problems in terms of peoples' participation in ULBs.. **Bhardwaj R. K.**<sup>21</sup> commented on the unsatisfactory state of affairs in urban local self government. **Shah, Anwar**<sup>22</sup> has focused on the state of performance and the level of corruption in the administration at the grass root level in both the rural and the urban areas. By taking the advantage of the ignorance and illiteracy, people in the administration are cheating the common urban slum dwellers.

**Misra, S.N**<sup>23</sup> has stressed on the need to raise public awareness socially and politically so that the people in general can get involved in the governmental process both at the rural and the urban local bodies for delivering best possible services which is the real vision of the government. **Pardeep Sachdeva**<sup>24</sup> has dealt with the acute scarcity of finance facing the urban local bodies, besides other municipal problems. **Singh U.B.**<sup>25</sup> has covered the areas such as the demographic profile, constitutional setup, and personnel system in terms of recruitment procedures, terms and conditions, responsibilities, power, functions and duties of the municipal personnel.

**Shivaramkrishnan K. C.**<sup>26</sup> has opined that effective decentralization and empowerment of people through democratically elected local government can bring about development by way of establishing ward committees. He has pointed out that the gap between the availability of and the demand for infrastructure and services has widened over the years. Cities across the country are facing serious shortages of land and water. The magnitude of such mammoth problem can be resolved through the participation of the citizens in governance of cities. **Vajpeyi, Dhirendra K., and Renu Khator**<sup>27</sup> have expressed that the pace of globalization has brought about the new look and new dimension towards catering to the public services.

Like other authors on municipal administration, R. K. Bhardwaj<sup>28</sup>. has also commented on the unsatisfactory state of affairs. To quote him, "The way in which the people have dealt with the local bodies in India does not bring credit to the

smooth functioning of municipal administration. The social and political groups have not developed emotional attachment with local problems. Their allegiance was rather to the caste and religious interests than towards the community and local considerations with the result that there was never meaningful interaction between various groups for solving the civic problems.”

**Schnore's**<sup>29</sup> book is an outcome of an inter-disciplinary conference held by the Social Science Research Council in 1958. The gaining point of this book is that it seeks to promote inter disciplinary and cross cultural research, especially in the developing areas. The book not only deals with the study of urbanization from the point of view of politics and Governance, but also from historical, geographical, economical as well as sociological perspectives.

**K. N. Gopi**<sup>30</sup> has dealt with the problem of development of fringe areas of the rapidly growing metropolitan cities of India. He has examined the entire phenomena of the transformation of the fringe of a metropolitan settlement in the light of structural changes in the metropolitan economy and society. He has established in his study the fact that not only the land use patterns change but the entire societal structure of the fringe area is radically metamorphosed because of its strong linkage with the metropolitan economy. The process of transformation is gradual and directly related to distance and accessibility from the metropolis. In his words, “Economic integration and interdependence of the fringe community with the city is undeniable. This is evident from the commuter traffic and commodity flows between the fringe and the city. While the fringe community finds a ready market for its agricultural products in the city, it depends on the latter for all higher order goods and services”. The author takes Uppal, a fringe settlement of Hyderabad as his area of study. The author has suggested a typology of fringe settlement which is evolutionary in character for he points out that each type is characterized by a specific set of economic activities, social system and morphological features. Further, these characteristics are dynamic in nature and are susceptible to change under the compelling influences of the expanding metropolis. The pattern of fringe development is also strongly related to the prevailing social, political and economic systems.

**Baleshwar Thakur**<sup>31</sup> has selected for his study the Bihar plain, the Chhotanagpur plateau, the lower Ganges plain, the Orissa highland region, and the Utkal Coastal plain, in order to examine the spatial dimension of the evolution of urban system. The study uses two techniques: nearest neighborhood and entropy, based entirely on a quantitative analysis in the field of quantitative geography.

**U.B. Singh**<sup>32</sup> has divided the history of urban local self-government into seven phases characterized by definite aims and purposes with the first phase covering the period up to 1882 and the seventh phase starting from 1992 onwards after urban local self-government got a constitutional status with the enactment of the 74<sup>th</sup> Constitution Amendment Act, 1992. The book is highly informative and useful to those working in the field of urban management such as, administrators, policy makers and researchers.

#### **Articles:**

**Blomgren Lisa et al**<sup>33</sup> has pointed out the role of the urban government as well as the jurisdiction of the citizens in the working of the civic government. **Dixon, J. Kouzmin and N. Korac- Kakabadse**<sup>34</sup> have projected that at the small and medium towns the sole responsibility of the urban local self government is to provide basic minimum services at its fullest extent.

**Peeyush Bajpai, Laveesh Bhandari**<sup>35</sup> in an article, the authors has put forth a strategy for charging levy for catering the civic services on the basis of different economic status of the households. The paper stresses the need for a substantial consumer awareness campaign before embarking on any improvement programme by the civic government.

**Nath Surendra**<sup>36</sup> has discussed the present challenges to municipal management and dealt with the issue of strengthening the system of the management. **Bhattacharya Ardhendu**<sup>37</sup> in his article suggested participation of the private sector in matters of Municipal Services needed certain structural amendments in existing states.

**Raj Mulkh**<sup>38</sup> has emphasized two basic principles affecting the management of urban civic bodies – one concentrating on development through people’s participation in municipal affairs and the other, the activities of ULBs in matters of providing basic services regarding municipal activities.

**Krishnanaiyer V. R.**<sup>39</sup> has pointed out the basic objectives of modern urban local self government in small and medium towns. **Neogi S. K.**<sup>40</sup> in his article described the roles of the municipal bodies and emphasized the necessity of an integrated planning at the local level with full involvement and support of the government.

**Mohanty P.K.**<sup>41</sup> has analyzed the various provisions of the 73<sup>rd</sup> Constitutional Amendment Act and also made suggestions for the upliftment of the urban local bodies. **Bajpai P.K.**<sup>42</sup> has analysed the necessity of peoples’ participation in urban local bodies for the asked of development and also made suggestion regarding the measures through which peoples’ participation cab be ensured at ULBs.

**Banerjee Nirmala**<sup>43</sup> has advocated for the cooperation of both the central and the state governments with municipal bodies in respects of functional, administrative and financial support. **Dev Raj**<sup>44</sup> has discussed the concept of multilevel planning and examined some plans at the local levels with their scope and perspectives. He concluded that realistic planning and effective implementation depends on sound and viable local government.

**Asha Ghosh**<sup>45</sup> expresses that local governments in Indian cities face mounting pressure to meet the needs of the growing urban corporate sector and of the emerging middleclass with demands for greater visible involvement in urban governance. **Arabi, U**<sup>46</sup> in his article has pointed out that the increasing population in urban areas throughout the world is the real problem before all the civic governments so far as the service delivery is concerned. It has grown mountainous at the end of twentieth century.

**Saxena A. P.**<sup>47</sup> has examined the meaning of governance in contrast to the report of World Bank and the nature of the working of civil society. This Article also

vividly examined the trend of the emerging middle class and their changing demands on the urban governments in respective areas

**Dolly Arora**<sup>48</sup> has suggested the ways to bring about reforms in the affairs of public management particularly in urban local self government in order to cope with the demands of exiting society. Even after the introduction of seventy fourth constitutional amendment act, there is some gap between the execution of government policy and public demand which ought to be fulfilled.

**Darshini Mahadevia**<sup>49</sup> has projected that a high volume of infrastructure investment in the cities of China is not just an outcome of economic growth rates maintained by the country over a long period of time, but largely because of her administrative structure wherein large cities have powers to tax more than others. To collect taxes from larger areas for providing urban services, there is a need for administrative and fiscal decentralization and devolution of urban functions to the bodies that can recover costs to some extent.

**Girish Kumar**<sup>50</sup> has spoken of the concept of public-private partnership in health services which are being increasingly adopted as an alternative option by state governments. He utters that this concept can be introduced in the small and medium towns for catering such services. **Gian Prakash**<sup>51</sup> observes that the problems of cities have very much in common the world over. It is time thinking with the problems; bold steps are to be taken to rationalize our local bodies in matters of size and an appropriate distribution of functions with an overall regional authority taking charge of broader area-wise problems of trunk services, involving heavy capital investment and a high level of expertise.

**Bijlani H. U.**<sup>52</sup> has envisaged that the new economic policy has opened up substantive scope for involvement of private sector in developing urban infrastructure. The paper deals with the forms of public-private partnership giving illustrations from United States Agency for International Development sponsored “The Financial Institutions’ Reform and Expansion” (FIRE).

**Partha Mukhopadhyay**<sup>53</sup> says that the Jawaharlal Nehru National Urban Renewal Mission is an ambitious programme to build infrastructure in India’s cities

and towns. However, the mission does not sufficiently take into account that the core problem in urban development is not lack of infrastructure but the lack of initiative on the part of the ULBs.

**Mathur M. P.**<sup>54</sup> has pointed out that the management of solid wastes continues to be an area of concern. The city governments are not well- equipped to manage the collection and disposal of solid wastes efficiently. This article also examines the management of solid waste in the country in terms of generation, collection and disposal. It also explores the promising areas of recycling and financing.

**Mrutujanaya Sahu**<sup>55</sup> in her article expresses that the governmental policies regarding urban development are unable to cope with the problem of increasing slum population particularly because of huge migration and opines that it necessitates resettlement plan with time bound actions specified and budget must be put in place to resolve towards this end. **Muhammad Mahmudur Rahman**<sup>56</sup> focuses on the necessity of good governance at the municipal level, particularly in the developing countries. He also highlights the obstacles towards achieving good governance. Finally he recommends 18 points recommendations to achieve the target.

**Prabir C. Bhattacharjee**<sup>57</sup> discusses some of the major issues surrounding the process of urbanization in developing countries. It reviews the broad trends in urbanization, discusses the emergence and growth of very large cities and then focuses on urban functioning. This is followed by a discussion of the contribution of rural-urban migration that contributed to urban growth.

**Piyush Tiwari and Pushpa Pathak**<sup>58</sup> have argued that there is a need for improving the basis of structural planning. Accordingly, there is a need for an analytical framework which would provide some kind of a perspective for the urban administrative system.

**Pushpa Pathak and Dinesh Mehta**<sup>59</sup> analyzes the recent trends in urbanization and migration and provides some explanations for slowing down of urban population growth and rural – urban migration in India. An attempt is also

made to project future urbanization trends keeping in mind the current macro-economic policy changes taking place in the country.

**Rakesh Mohan and Shubnagato Dasgupta**<sup>60</sup> have expressed the view that in the coming years most Asian countries will undergo similartype of fast-paced urbanization that Latin America experienced in the last half century. Despite the ills that have accompanied this process of urbanization, the world appears to have coped relatively well with the large- scale increase in urban population of recent years; it is equally possible for urbanizing economies in Asia to replicate the experience of developed economies.

**Ramkrishna Nallathiga**<sup>61</sup> has stated that different of programmes and Schemes for housing of urban poor has already been launched. Besides, special programmes of housing and slum improvement have also been undertaken. Still there is a gap between policy formulation and execution. The author tries to find out the best alternative to provide best possible services to the urban poor, particularly slum dwellers.

**Rajesh Gill**<sup>62</sup> has presented the theoretical basis on slums in terms of socio-economic ecological and psychological attributes on the one hand, and as “areas of hope” and “area of despair” on the other. This article suggests a sincere effort is required to acknowledge the issue related to urban development and adopt a different yardstick to assess their conditions vis-à-vis the urban society.

**Sayed S. Shafi**<sup>63</sup> in his article looks at the metropolitan cities and their problems regarding municipal functioning of various pulls, strains and distortions. Citing examples from the prime metropolis of Delhi, it advocates reworking the equations and indices which should determine the living standards and quality of life in an Indian metropolis.

#### **E. METHODOLOGY.**

The present study is primarily based on a combination of analytical and empirical method of investigation. For the purpose of data collection both primary and secondary sources were tapped. Information has been collected from official

records, documents available published and unpublished literature including reports of committees and commissions. Use of social science survey method, administration of questionnaires in the field situation has been adopted as far as practicable, for collection of perceptive supplementary data and verification of research questions. Besides, as this work is related with human responses the author met personally many persons of repute for their kind information and personal knowledge to explore the concerned past of relevant urban centers. Episodic records like manuscript, brochures and pamphlets have been critically investigated to explain the origins and reasons for a particular event, episode or period.

### **Method of data Collection**

The study has been done in two parts. For the first part of the study, which was mainly exploratory in nature, reliance has been made primarily on books, journals, government reports and annual reports, other published and unpublished sources are supplemented by way of adopting the empirical survey method of personal interview based on structured as well as unstructured questionnaires.

For the second part of the study, the data were collected solely and completely by using the personal interview method of survey research. A structured questionnaire was administrated among the sampled respondents for information relevant for the present study.

In the second part of the study interview method has been adopted at two stages – one at the organizational level and the other at the beneficiary level. The organization is working at the community level to provide basic civic facilities to the citizens within the municipality area, at the second stage, the study has been shifted from the organizational level to beneficiary level of inquiry to see how far citizens are getting facilities and amenities to their satisfaction. Therefore, a survey research method of personal interview with a structured and unstructured questionnaire has been chosen as the principal source of data collection for this part of the study.

### **Location of the proposed study:**

Dakshin Dinajpur district, situated in the state of West Bengal of India like other districts of North Bengal is economically backward compared to the most of the southern parts of West Bengal. The district is situated at the eastern side of North Bengal, and is poorly connected with the rest of West Bengal. It covers a wide border area attached with the international boundary of Bangladesh, receiving heavy influx of population from other states of India and the neighboring countries. This district is selected as the focus of micro study because of its geographical, political, social and cultural importance in the life of North Bengal. Furthermore, since the researcher is doing his study during his free time after completion of all his professional assignments. The Balurghat Municipality has been selected considering the time constraints for carrying on the study based on an in-depth field survey, as it is the hometown of the researcher.

Balurghat Municipality officially came into existence in 1951. This Municipality shares some common problems with other municipalities of West Bengal. It suffers from chronic financial crises, lack of town planning, overcrowded slums, inadequate public utility services, absence of healthy civic amenities etc. The frequent supersession of this municipality in the past had also created obstacles in the way of smooth functioning of this organization. The study was conducted on two parts – (1) based on material available, (2) field survey.

For the purpose of field survey, three categories of respondents -- councilors, municipal officials and citizens or the beneficiaries are selected for interview. Three different sets of schedules were used for the purpose of interviewing three categories of respondents. For the councilors, questions were framed to find out the socio-economic background of the respondents, their political affiliation and their relationship with officials and citizens. There are in all 25 councillors including chairman, vice-chairman, members of the chairman-in-council, elected to the municipality who take part in the policy making process of urban development. Barring a few independent candidates all the councilors competed in the electoral fray under the banner of mainly 3 political parties –

Trinamul Congress having 14 members Communist Party of India (Marxist) and Revolutionary Socialist Party 9 members, congress has 2 members.

The first section of the interview schedule thus includes the demographic variables including personal identification, data, such as age, sex, religion, caste, qualification, occupation and income. These variables were assumed to place the respondents in a particular position in the prevailing socio-economic milieu, thus influencing their perception, attitude, role and action in the broader social milieu where they work.

Among the officials, the sample included Executive Officers, Superintendents, Overseers, Sanitary Inspectors, water Superintendents, and some departmental heads who have some connection with development activities at the urban level. Under the present municipal Act, the State Government provides four key officers viz., Executive Officer, Engineer, Finance Officer and Health Officer in each municipality. But it was found that except Executive Officer, posts of the other officers are mostly vacant. Further it was common complaint on the part of the officials that municipal governments were running with shortage of staff. Some of officials, again, were not available as they were busy in field work.

For the officials, the first section of the interview schedule contains questions pertaining to the demographic characteristics like sex, age, sex, religion, caste, education and annual income. The second and third sections comprise questions on the officials – councilor's relationship and administration – citizen relationship

The last category of respondents is the citizens who are directly affected by urban development programmes and policies. They constitute the critical evaluators of the outcome of the policies and programmes and the rationality there of. Keeping this in mind, a sample of 100 citizens from different areas of the municipality are interviewed. The sample was drawn from the Electoral Rolls of the last municipal election on the basis of systematic random sampling procedure. This process was adopted in order to avoid bias in the selection of the citizens for the study.

The samples of citizens were drawn from 6 wards of the municipality. In the selection of the wards, the purposive method was adopted to cover developed, medium and less developed wards in the municipality under study. In addition to, interviews on the basis of schedules, informal discussions were also arranged with the intellectuals, news paper reporters and ordinary citizens and tax payers with in the municipal areas.

### **Interviews**

The author employed the interview technique for collection of data. Open interviews had been arranged with different categories of respondents for collecting information on crucial aspects of functioning of municipal institution. Separate questionnaires were used for different categories of the respondents.

Generally, interviews lasted for one hour, but some respondents took more time. Though the author tried to make prior appointments with the respondents for taking interviews, it was not always possible to follow the schedule. The author found no difficulty in interviewing municipal officials, but elected representatives were not always available in spite of prior appointments. Some of them had little time and frequently went out of the town for the official and personal purposes. However, the mission was successful after repeated endeavors.

Before getting down to the schedules, a number of queries had to be answered as to the author's profession, address, intention in conducting the survey, the sources of finance etc. Although most of the respondents welcomed the subject of the study barring few who were skeptical about the functioning of the municipal institution. Further, the question of utility of such research work was questioned by a few officials. They expressed that such type of research work was valuable only when government took interest in the findings of the study and did something positive to improve things.

Generally, most of the respondents replied to questions in the schedules frankly in a friendly atmosphere. In course of these interviews, the respondents also gave some relevant and useful information in addition to the questions in the

schedules. Some obliged with valuable data and documents about municipal government and its functions.

### **Data Processing**

The data processing was done manually. After collection, data were codified processed and tabulated. The data were organized through constructing frequency tables. The frequency tables were then analyzed and interpreted and presented.

Finally, some of the questions of the schedules administered to the respondents were open-ended and as such elicited, varied responses. These responses constituted vital part of the present study because here the respondents were free to answer the questions in their own way without being confined to structure responses. Thus utmost care was taken in dealing with those data and put the relevant contexts so that research questions could be answered and explained objectively. Though no formal statistical tool was used to draw inferences by way of correlating various variables, a modest attempt has been made to draw inferential explanations to a number of issues and questions relating to urban governance and development by relating different variables to each other and observing their consequences. Needless to say, the entire exercise of data processing, analyze and interpretation was done in such a way as to ensure minimization of buyers and maximization of reliability with economy in procedure.

### **F Plan of study**

For citizens, issues at the local level are a reality of their daily lives. They are primarily concerned with the state of their local streets and drains, local parks where children can play or removal of garbage from their doorsteps. For them, the meaning of city government is its involvement at the local level with issues that are closer to people and that require citizens' response and participation. Harmonies, beauty, functional division of land into different uses are all principal considerations that govern town planning in India. Unfortunately, this provision has

remained largely unimplemented in a large number of towns and Balurghat is no exception.

The first chapter deals with an exclusive introductory note focusing on the growing importance of urban local government in small and medium town. The attempt has been made to identify the relevance and significance of the study of Balurghat municipality. Then the focus is shifted towards the objective of the proposed study and the research gap. A few research questions are framed for undertaking the study. An intensive survey has been made on the existing literature relevant to the study. The methodology followed for the study has been also explained.

The Second Chapter discusses the theoretical framework of the study. The focus is given on the origin and development of the concept of development administration. It also analyzes the changing nature of development administration over the decades since its inception after the Second World War. The chapter has also dealt with such important concepts relevant to the study as of governance, good governance, e-governance and the concept of citizen centric governance from the contemporary perspectives. Finally, the structure and functional aspects of ULB is also highlighted in brief.

The Third chapter has dealt with the history of evolution of local self government since ancient India. The administrative arrangement of local self government under colonial rule in India has also been discussed. The researcher has made a sincere effort to document the development of urban local self government under different five year plans during the post independent era. In order to cope with the changing nature of urban local self government the constitution of India has been amended on several occasions. The evolution of urban government in West Bengal has its own history which has also been discussed in brief. Finally, origin, evolution and the present structure of the local self government of Balurghat Municipality which is the main thrust area has been dealt with in detail.

The Fourth Chapter deals with the Organizational Structure, Resource mobilization and management of finance in Balurghat Municipality. Initially the organizational structure of Balurghat Municipality is outlined in brief. Then the composition and functions of Ward Committee under this ULB has been analyzed pointing out the extent of Peoples' participation in the municipal administration of Balurghat. Finally, a realistic assessment of the working of the Municipality has been undertaken in the light of the present administrative catchwords like financial management and e-governance.

The Fifth Chapter covers and in-depth analyses of the of Balurghat Municipality in areas like drainage construction and maintenance, solid waste management, provision of Education, Slum development and health care services etc.

In the Sixth Chapter an empirical study has been done on the problems of slum. It started with defining the policies taken during the different five year plans at the national level for slum development. The strategies taken by both the government of India and the government of West Bengal regarding slum improvement are elaborated. The role of urban local government in implementing these programmes and the strategy taken by Balurghat Municipality towards this end has been discussed at length. A field survey is carried out in different slum areas and the response of slum dwellers are analyzed particularly regarding the issues like sewerage and drainage cleaning, supply of drinking water, roadway services education, solid waste management etc.

The Seventh Chapter finally covers the Summary of findings and concluding observations of the study. A good number of problems are found in this municipal body during the course of study that require immediate attention. Besides, in order to develop the infrastructural development, ensuring good governance and to raise the capacity building some suggestive measures are addressed.

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## **CHAPTER: - II**

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## Chapter – II

### THEORITICAL FRAMEWORK

#### **A. INTRODUCTION**

Development is a widely participatory process of directed social change in a society, intended to bring about both social and material advancement including greater equality, freedom, and other valued qualities for the majority of the people through their gaining greater control over their environment. The literature on development shows lack of agreement as to what precisely constitutes development. To Riggs, it is an elusive concept<sup>1</sup>; to Heady, the term has invidious implications<sup>2</sup>; while Gunnell thinks that the problem of defining development is not merely a semantic one; the lack of agreement about the concept is the result of deeper theoretical problem in social science.

The World Development Report considers development as the improvement of the quality of life calling for higher income, better education, higher standards of health and nutrition, less poverty, a clean environment, more equality of opportunity, greater individual freedom and a richer cultural life.<sup>3</sup> Brandt Commission has perhaps rightly stated that 'Development never will be and never can be defined to universal satisfaction'.<sup>4</sup>

Lerner described development as a systematic process involving complementary changes in the demographic, economic, political communicative and cultural sectors of a society. Esman opined, that development denotes a major societal transformation, a change in the system along the continuum from peasant and pastoral to industrial organization and affecting the values, behavior, social structure, economic organization and the political process. Taking a broad view, Todaro described development as a multi-dimensional process involving change in structure, attitudes and institutions as well as the acceleration of economic growth, the reduction of inequality and the eradication of absolute poverty.<sup>5</sup>

The non-western perspective of development has been enriched by what is called the 'dependency perspective'. Frank shows that underdevelopment in the underdeveloped countries is the consequence of the economic and political expansion of Europe since the 15<sup>th</sup> century and suggests that development in the underdeveloped countries would be possible when the people of underdeveloped countries cut their links with the capitalist developed countries. However, within the dependency perspective, there emerged a number of variants

If we look into the concept of Administration, it implies the organization and direction of human and material resources to achieve desired ends. In other words, Administration is a process, common to all group effort, public or private, civil or military, large scale or small scale. It is a process of work in a departmental store. It consists in the systematized ordering of affairs and the calculated use of resources aimed at making those things happen which we want to happen and simultaneously preventing developments that fail to square with our intention.

Generally the term development administration is used in two interrelated sense. First, it refers to administration of development programmes, to the methods used by large-scale organization, notably government, to implement policies and plan designed to meet their developmental objectives. Secondly, it by implication rather than directly involves the strengthening of administrative capabilities. Thus administration must be able to generate, accept and implement new ideas, processes, products and services. In order to ascertain this in the developing countries, the concept of development administration came into focus.

## **B. DEVELOPMENT ADMINISTRATION: IT'S RELEVANCE**

The term "development administration" came into use in the 1950s to represent those aspects of public administration and those changes in public administration which are needed to carry out policies, projects and programmes to improve social and economic conditions. Some scholars like Caiden, Swerdlow, Gant Tarlok Singh, J. N. Khosla and V. Jagannadham have viewed development administration as an area of the broader fields of public administration there are

other such as Montgomery, Weidner, Riggs and Pai Panandikar, to mention a few, who regard it as a distinct concept with distinctive meaning, characteristics, strategies and theory of its own.

Edward Weidner, a pioneer in this field examined development administration as an action-oriented, goal – oriented administrated system.<sup>6</sup> He also stated it as the process of guiding an organization towards the achievement of development objectives – progressive, political, economic, social objectives that are authoritatively determined in one manner or the other. To Pai Panandikar, development administration principally means administration of planned changed. Essentially, development administration refers to the structure, organization and organizational behaviour necessary for implementation schemes and programmes of socio-economic and political change undertaken by the governments of developing nations.

The father of the sub-discipline of Development Administration, Fred Riggs, pointed out two aspects, namely, “the administration of development” and “development administration” and there exists a chicken and egg type of causation between the two.<sup>7</sup> In the developing countries development demands effective implementation or administration of public policies oriented to the goal of socio-economic development because if the policies are not properly implemented the goal, however auspicious, will remain unachieved. This administration of development may be ascertained only if the administration is capable of administering the policies. And the capability of the administration to effectively administer the development-oriented policies depends upon whether or not the administration itself is developed.

Thus the goal of development requires effective administration of development policies which in turn, requires the development of the administration or administrative development. Development administration refers to those aspects and changes in public administration that are essential for the formulation and implementation of socio-economic development plans, policies, programmes and projects undertaken by the governments of developing countries

in order to eradicate poverty, unemployment, inequality and to attain economic development, social justice, democracy mass-participation, national integration, modernization and cultural growth.

“Development Administration” is the term used to denote the complex of agencies, management system, and processes a government establish to achieve its development goals.<sup>8</sup> It is the public mechanism set up to relate the several components of development in order to articulate and accomplish national social and economic objectives. It is the adjustment of bureaucracy to the vastly increased number, variety, and complexity of governmental functions required to respond to public demands for development. Development administration is the administration of policies programs and projects to serve development purposes.

Conceived originally as the administration of policies, programmes, projects and activities to serve developmental purposes, and the complex of agencies and management system, the concept is not inherently confined to the analysis of the administrative problems of the so-called ‘developing’ countries, since countries of the world face the challenges of social changes. Never-the-less, since its inception, the term has acquired a pejorative connotation, being looked upon as a conspiratorial phenomenon which seeks to establish the extending arm of American imperialism to the so-called Third World countries.

In a nutshell it is possible to identify five major assumptions underlying the concept of development. One is that development could only be attained by modernization<sup>9</sup> (Westernization); i.e., the diffusion of Western values and technology. The second is that development could be defined and measured in terms of economic growth,<sup>10</sup> i.e., the expansion of GNP per capita over a period of time. The third is that quantitative change or economic change would produce a critical mass leading to qualitative changes. The fourth theme is that process of development historically entails the movement of societies between a traditional agrarian stage of underdevelopment and that of development after the industrial take-off stage. The fifth main developmental underpinning of development administration is the emphasis on harmony: “stable and orderly change.”<sup>11</sup>

Development in this context is perceived not only as attainment of change but mainly as adaptation and systems-maintenance.

Like the term 'development' the concept of development administration' has changed drastically over the last four decades. During the 1950s, development administration was concerned primarily with transferring the techniques of public management applied in western industrialist countries to the developing countries. The aim was to create rational, politically impartial, efficient bureaucracies in the Weberian tradition. During the 'era of optimism' in the First U. N. Development Decade of the 1960s, development administration was supposed to be based on professionally oriented, technically competent, politically and ideologically neutral bureaucratic machinery.

This approach, evolved wide spread dissatisfaction because it could not fulfill the developing countries' need for institutions that could help administrators deal creatively with complex and uncertain problems and promote innovation and change. Thus, in the mid-1970s, the focus again shifted to expanding the capacity of organizations not only to manage development projects and programmes efficiently, but also to bring about more equitable distribution of the benefits of developmental activities. Greater attention was given to the ways in which governments might alleviate the high levels of poverty in the rural areas, elicit participation of the poor in development-planning and management, and deliver essential public services to those groups who had previously been marginalized.

Emphasis was on improving the capacity of public agencies to respond more effectively to the needs of the poor, to provide for basic human needs, to stimulate productivity and raise the income of the disadvantaged groups, to create condition in which the community, private and voluntary organizations, could play a stronger role in process of development planning at the grass-root level. Rural development became a matter of major concern and decentralized processes of planning and implementation were deemed to be relevant than centralized control and management. Planning for integrated rural development has assumed great significance as a means to achieve a balance rural area development.

The basic objective is to bring about social change through a decentralized system of small, locally controlled organizations rather than through large-scale governmental organizations, with increased local participation, creation of new intermediary organizations, and other major changes in socio-political conditions.

### **C. CHANGING CONCEPT OF DEVELOPMENT ADMINISTRATION:**

The impetus for the discipline can be traced to Robert Dahl's 1947 essay where public Administration was indicted for its inability to develop a comparative framework.<sup>12</sup> The emergence of newly independent nations, advances in the field of comparative politics, abundance of development research funding, together with problems in the American Aid programme, meant that Dahl's indictment fell on receptive ears. Consequently, scholars, who sought to discover a comparative 'Science' of Public Administration in the 1950s and 1960s, focused on the narrow area of how public sector agencies realize development goals. Since it was felt that public bureaucracy in all countries – of the First, Second and Third Worlds – formulated and implemented development goals, it was theoretically possible to justify the quest for scientific principles, albeit in such a narrow area of specialization.

Thus, an opportunity was presented to advance Public Administration, which, up to that time, had remained the soft-belly of Political Science. However, differing theoretical, methodological and ideological orientations amongst scholars resulted in a lack of consensus on the scientific principles which cause public bureaucracy to maximize development goals.<sup>13</sup> Moreover, changing definitions of development naturally found their way into the field resulting in a further source of disagreement.<sup>14</sup> Against this background two significant distinctions to emerge in early literature found their way into successive works.

The First distinction was between public administration and development administrationist, who subscribed to different definitions of development. For example, early contributors, such as Swerdlow, emphasized the economic growth

aspects of development,<sup>15</sup> while others, such as Riggs, viewed development in comprehensive terms which included social change.<sup>16</sup>

As the definition of development shifted to social change in the 1970s and to growth in the 1980s and 1990s, works in Development Administration discovered in decentralization and bureaucratic politics the causes that explain underclass empowerment and, therefore, social change. In the 1980s and 1990s, the emphasis switched to administrative forms of efficiency to facilitate economic growth. Therefore, factors such as administrative-capacity building and managerial autonomy have risen to prominence.

The Second distinction was between scholars such as Riggs<sup>17</sup> and Braibanti<sup>18</sup>, who explored bureaucratic performance in terms of development of political environment, and organisationalists, such as technical assistance and administrative capacity. This distinction was to permeate into works of the 1980s and 1990s.

Not surprisingly, by early 1970s, Development Administration failed to discover 'scientific' principles of how public bureaucracy realizes development goals. With the intellectual hegemony of neo-liberal economists in the 1980s<sup>19</sup> and neo-liberal posture adopted by the World Bank, a deceptively comprehensive explanation was offered on the relationship between public bureaucracy and development goals.<sup>20</sup> By focusing on the nature of the Third World State and indeed, State failure, neo-liberalism seemed to fall within the political environment position of Development Administration. Because neo-liberals subscribed to a notion of development as economic growth, they, however, parted company with development administrationists of the 1970s, who viewed development as social change.

Administrative reform, administrative development and institution development are used interchangeably with administrative capacity building to describe the process whereby public sector institutions are themselves purposefully developed in order to undertake interventions designed to promote development.<sup>21</sup> During 1970s, the importance of administrative capacity for

economic growth attracted less interest. This was largely a reaction to the failure of the previous decade's central planning effort. Thus, a new Development Administration emerged more concerned with the process interactions between public bureaucracies and beneficiaries than with the structures.

Not surprisingly, financial management, accountability and efficiency reform were exported to the developed countries in the 1980s and 1990s as part of the World Bank's Structural Adjustment Project.<sup>22</sup> The World Bank initiative was inspired by the poor compliance record of developing countries implementing Structural Adjustment Programmes.

Of late a newer approach sanctioned by the World Bank, IMF, the US Agency for International Development, the British Overseas Development Agency and other similar agencies – appeared to provide an alternative model to administer development by way of replacing it with de-administered development.

In compare to that of the last two decades, it is revealed that administrative development would co-exist alongside private sector entrepreneurship; Private Voluntary Organizations and Non-Governmental Organizations with public officials providing an enabling environment and the necessary security, infrastructure and financial regulation. The new administrative environment emphasizes public-private partnerships and market-friendly strategies and may open up new opportunities for abuse as existing informal techniques for avoiding and expediting myriad official regulations supplemented by new rules aimed at making it easier for entrepreneurs to do business.

Development administration has been criticized as 'ideological' and Eurocentric. The ideal of modernization and development seems an export model of civilization that is incompatible with life in most Third World countries. Hence, there has been a persistent demand for a 'non-ethno-centric' theory of development and an alternative conception of Third World development.<sup>23</sup> For development administration, the implication is that the underdevelopment-dependency movement conceives bureaucratic behavior in class terms. By

contrast, conventional development administration looks at bureaucratic behavior as an outcome of organizational structure and hence manipulability.<sup>24</sup>

Riggs has argued: “The existence of a career bureaucracy without corresponding strength in the political institutions does not necessarily lead to administrative effectiveness...Without firm political guidance; bureaucrats have weak incentives to provide good service, whatever their formal, pre-entry training and professional qualifications. They tend to use their effective control to safeguard their expedient bureaucratic interests—tenure, seniority rights fringe benefits, toleration of the achievement of program goal.<sup>25</sup> The other debate has raged between technological-managerial school and ecological school.<sup>26</sup> Another school of thought has questioned the strategy of development administration by characterizing it as the first world’s diplomatic effort to stem the tide of insurgency and communist movements in the “Third World”<sup>27</sup>

The entrance of 21<sup>st</sup> Century projected that the past few decades of developments in politics and administration have demonstrated two major trends: standards of conduct and probity have been steadily declining among politicians; and such a massive regression is yet to engulf the bureaucracy. The capability of the administration to effectively administer the development-oriented policies depends upon whether or not the administration itself is developed. Thus, the goal of development requires effective administration of development policies which in turn requires the development of the administration or administrative development. Here comes the need for governance.

#### **D. GOVERNANCE AS A CONCEPT & ITS APPLICABILITY IN LOCAL ADMINISTRATION.**

Governance refers to those measures that involve setting the rules for the exercise of power and settling conflicts over such rules. A broad institutional definition would thus refer to governance as the setting of rules, the application of rules and the enforcement of rules. Hyden opinions that governance is the stewardship of formal and informal political rules of the game

However, the concept of Governance has been in use at least since 14<sup>th</sup> century. It was used in France during the period which implied seat of government. Governance, in simple terms, means the process of decision-making and the process by which decisions are implemented or not implemented; the process of exercise of authority to govern people or regulate public affairs.

Though the traditional use of 'governance' define it as synonym one with government, in the current use of governance there is a redirection in its use and implication. Thus, 'governance' signifies 'a change in the meaning of government, referring to a new process of governing; or a changed condition of ordered rule; or the new method by which society governed'<sup>28</sup> It refers to the development of governing styles in which boundaries between and within public and private sectors are thought to be blurred. The essence of governance rests on its focus on governing mechanisms that do not involve authority and sanctions of government.<sup>29</sup>The concept of governance points to the creation of a structure or an order which cannot be externally imposed, but is the result of the interacting of a multiplicity of governing and each other influencing actors.<sup>30</sup>

It implies that the purpose of the popularization of the concept of governance is to extend worldwide the 'market democracy' model. This becomes more manifest when it is explained as management of regime structures in such a way as to increase the legitimacy of the public sphere<sup>31</sup>or as a political regime based on a liberal democratic model that protects human rights and civic rights, combined with a competent, responsible administration untainted by corruption.<sup>32</sup>However, in spite of the concept being loaded with 'Westerns', 'governance' as an explanatory perspective is preferred on the ground that it captures the action part of the governmental process – the informal, actual and behavioral in contrast to the formal, normative and institutional.

In the most common sense, government consists of a group of individuals who share a defined responsibility for exercising power. Governance is the manner in which authority controls the power of government mobilizes society's economic and social resources to address the issues of public interest. It is the art of

governing, associated with the exercise of authority within specific jurisdiction, and is embedded in the structure of authority.

It was Harland Cleveland (1972) who first used the word 'governance' as an alternative to public administration. He was of the opinion that what people want is 'less government and more governance'. According to his opinion, the organizations that get things done will no longer be hierarchical pyramids with most of the real control at the top. "Decision-making" will become an increasingly intricate process of multilateral brokerage both inside and outside the organization. Because organizations will be horizontal, the way they are governed is likely to be more collegial, consensual and consultative. The bigger the problem to be tackled, the more real power is diffused and the larger the number of persons who can exercise it – if they work at all.

Etymologically, governance can be traced back to the Greek verb *kubernan* (to pilot or steer) and was used by Plato with regard to how design to a system or rule. The Greek term gave rise to the Medieval Latin *gubernare* which has the same connotation of piloting, rule-making or steering. The term has been use as synonymous with government. During the 1980s, however, political Scientists referred to the term as distinct from government and as including civil society actors. Governance refers to self-organizing, inter-organizational networks characterized by interdependence, resource-exchange, rules of the game, and significant autonomy from the state.

However, as per the report of the World Bank, Governance is the institutional capacity of public organizations to provide the public and other goods demanded by a country's citizens or their representatives in an effective, transparent, impartial and accountable manner, subject to resource constrains'. This leads to a broader concern in all governance theory: how to steer, but also how to improve accountability. In this sense governance resurrects an old discussion about the relationship between legitimacy and efficiency.

In India, we have fortunately before us Jawaharlal Nehru's view on governance. On the historic occasion of beginning of the first Session of the first

Parliament – 16 May 1952, Prime Minister Nehru shared in scholarly detail the burden of governance and his concern for guiding the government of free India. In a letter to State Chief Ministers, soon after 16 May 1952, Nehru dealt at great length on the art and science of governance. The letter is a scholarly text on governance: “First about the vastness and the diversity of the task which called for humility and faith ... The governance of any country in the world today is no easy matter, the governance of a great and varied country like India is perhaps as hard a task as anywhere in the world today...”<sup>33</sup>

Nehru’s concept of governance as an exceptional link with the people at large raised the concept of governance to vision – redefining the hitherto known approaches in administration. It was part of a belief in the large vision of India as a first rate nation where governance has a developmental role to play. Thus, governance is about managing rules of the game in order to enhance the legitimacy of the public realm. Legitimacy may be derived from democracy as well as from efficiency which can be established by means good governance.

In any society, one of the primary concerns of the citizens is that their government must be good. For a government to be good, it is essential that the systems and subsystems of governance must be efficient, effective economical, ethical and equitable. In addition, the governance process must also be just, reasonable, fair and citizen-caring. For these and other qualities of good governance, the machinery of governance must also be accountable and responsive.

#### **E. FROM GOVERNANCE TO GOOD GOVERNANCE:-**

In recent years, there has been perceptible shift in the academia towards problems of realizing good and responsive governance. The concept in ancient Indian polity of the rulers being bound by Dharma was precisely that of ensuring good and responsive governance to the people. Rajdharma was the code of conduct or Rule of Law that was superior to the will of the ruler and governed all his actions. The Jataka tales, “Shantiparva” or Mahabharata, Shukracharya’s

Nitisar, Panini's Ashtadhyayi Valmiki's Ramayana Kautilya's Arthshastra and many other classics are replete with descriptions of the tenets of good and responsive governance.

The watchword for Ashoka was *yogakshema* or public welfare and this could be achieved only through good and responsive governance. Similarly, in the old Western thought e. g., in Plato's Republic and Aristotle's Politics, the supreme concerns and objectives of all political activity happened to be those of providing good and responsive governance to the people and for that purpose devising the best political system and finding the best kind of rulers. Peter Drucker draws our attention to his concept that governing is not doing; it can be inducing or making it easy for others to do. Vivek Chopra defines good governance as unambiguously identifying the basic values of society and pursuing these.<sup>34</sup>

Conceptually, the ideals of good governance, broadly speaking, are the same as the fundamental values of administrative law which includes openness, fairness, impartiality, rationality and participation. The hope, expectations and aspirations of citizens from the government are that the system of governance should be citizen- friendly and caring, responsive and accountable, effective and effective and efficient, just, reasonable, fair, open and impartial. According to Minocha, good governance "is an equivalent to purposive and development oriented administration which is committed to the improvement of quality of life of the people. It implies high level of organizational effectiveness. It also relates to the capacity of...political and administrative system to cope up with the emerging challenges of the society. It refers to the adoption of new values of governance with a view to establish greater efficiency, legitimacy and credibility of system. In simple terms, good governance may be considered as citizen friendly, citizen caring and responsive."<sup>35</sup>

From Minocha's point of view it projects that good governance is a function of installation of positive virtues of administration and elimination of vices of dysfunctional ties. It must have the attributes of an effective, credible and legitimate administrative system – citizen friendly, value caring and people sharing.

The World Bank's Report of 1992 and emergence of new paradigm in public administration have added a new dimension to the whole issue of governance, rather to say, good governance.

Good governance is associated with efficient and effective administration in a democratic framework.<sup>36</sup> The determinants of good governance can be related to the basic goals of a society as enshrined in its Constitution and other policy and plan documents. However, the World Bank has identified a number of aspects of good governance which has assumed significance for the developed and the developing countries. These factors deal with political and administrative aspects which are as follows:

1. Political accountability, including the acceptability of political system by the people and regular elections to legitimize the exercise of political power.
2. Freedom of association and participation by various religious, social, economic, cultural and professional groups in the process of governance.
3. Cooperation between the government and civil society organizations.
4. An established legal framework based on the rule of law and independence of judiciary to protect human rights, secure social justice and guard against exploitation and abuse of power.
5. Bureaucratic accountability ensuring a system to monitor and control the performance of government officer and officials in relation to quality of service, inefficiency and abuse of discretionary power. The related determinants include openness and transparency in administration.
6. Freedom of information and expression needed for formulation of public policies, decision-making, monitoring and evaluation of government performance. It also includes independent analysis of information by professional bodies, including the universities and others needed for civil society.
7. A sound administrative system leading to efficiency and effectiveness. This, in turn, means the value for money and cost effectiveness. The

effectiveness includes the degree of global achievement as per the stated objectives and also the administrative system which is able to take secular and rational decisions and the system which is self propelling to take corrective measures.<sup>37</sup>

Thus, it is clear that good governance is not simply something that government can achieve or do by itself. Good Governance depends on the co-operation and an involvement of a large number of citizens and organizations. These requirements are considered not only essential for good governance but are also important for sustainable human development<sup>38</sup>

The whole idea of good and responsive governance is that of giving, of serving and or doing good to the people, or solving their problems and making their lives more livable, satisfying and enjoyable. It comes close to Gandhiji's concept of politics for service of the people and not for becoming masters of the people. The essential pre-requisites for quality governance are that the system should be good and suited to the needs, aspirations, and ethos of the people concerned and that those selected for operating the system should be endowed with competence and motivated by the spirit of public service.

In India, the only place where our Constitution uses the term 'governance' is in article 37 under the Directive Principles. Article 37 speaks of certain 'principles' of being "fundamental" in the "governance of the country" but not "enforceable by any court". Under these fundamental principles, the state is directed in order to ensure good governance to secure:

- a social order for promotion of welfare of the people with social, economic and political justice for all [article 38(1)]
- minimization of inequalities in income and elimination of inequalities in status, facilities and opportunities among individuals and groups of people [article 38(2)]
- right to adequate means of livelihood for all citizens – men and women equally [article 39(a)]

- equal pay for equal work for men and women [article 39(d)]
- opportunities and facilities for children to develop in a healthy manner and in conditions of freedom and dignity [article 39(f)]
- the right to work, to education and to public assistance in cases of unemployment, old age, sickness and disabilities (article 41)
- just and humane conditions of work and maternity relief (article 42)
- free and compulsory education for all children below 14 years (article 45)
- high level of nutrition and public health (article 47)

As governance deals with the State and bureaucracy, it is pertinent to spell out their nature very specifically. Douglas North<sup>39</sup> has explained several ways in which the state could ensure conditions for free entrepreneurship to succeed, and that was the actual nature of the state very little resembling the normative description of Max Weber's state dealing with rigid rules, impartially applied by a bureaucracy.<sup>40</sup>

Max Weber's bureaucratic model which is also known as legal-rational bureaucracy is technically superior to all administrative systems that continue to be the dominant paradigm in public administration. The ideal paradigm of bureaucracy, as described by Weber is viewed with some structural dimensions and an achievement of purpose i. e., it is meant to increase the efficiency of an organization

If we match Max Weber's paradigm of bureaucracy based on principles of rationalization with tradition-bond Indian social system, we may find that Weber is trying to consolidate many ideas concepts and approaches in his scientific social theory, but it ultimately established being a grapple with the problematic of a modern capitalist society. His concept of 'Ideal Type' does not suit with the Indian scenario. Because Weber theorized on the basis of early 20<sup>th</sup> Century, India is a late starter in building capitalism. He considered Indian society being a traditional one which is a real obstracter before the rise of capitalism.

Thus, the focus of development administration shifted again in the mid – 70s to expand the capacity of organizations not only to manage development project and programme efficiently but also to bring about more equitable distribution of the benefits of the development activities. The focus shifted towards the development at the grass root level and greater attention was given to way in which government might elicit participation in development planning and management to provide for basic human needs, to stimulate productivity and raise the income of the disadvantaged groups. Decentralized process of planning and implementation was of greater concern than centralized control and management.

Currently, international development institutions, such as the World Bank, come to the issue of bureaucratic politics through their focus on governance. Fundamental to the discussion of governance in the developing world is a Weberian understanding of bureaucracy as stripped of bureaucratic politics and engaging primarily in policy implementation rather than the more political arena of policy formulation. Such a role is adjudged to be imperative to effect the necessary social changes in State-society relations contained in the new structural adjustment policies. To contribute to good governance, the bureaucracy<sup>6</sup> is circumscribed by notions of transparency and accountability.

Therefore, the emerging challenges of development administration have been of finding ways of improving the capacity building by means of public – private partnership (PPP) in the developing countries to cope with social and economic change and to structure their administrative procedures more efficiently and effectively in order to bring about more equitable economic growth. In order to avoid further abuse of bureaucracy, public administration has to cut down public tasks. All authorities have to analyze which of their tasks are indispensable and which may be fulfilled by private institutions or individuals. That approach includes reflecting the role of private sector in the economy on principles. Contracting out the service delivery responsibility to private firms or NGOs is the first choice to minimize unnecessary overhead expenditure.

Public administration depends normally on the work of uniform governmental authorities and local-level-institutions. But in reality, there is a wide range of possibilities for differentiation in building up independent authorities in regions or at local levels by conceding them autonomy. Altogether, regional and local institution-building could strengthen the reform of public administration. So, an active institutional policy has to fight for decentralized structure of public administration and to establish a new relationship between state, society and particular pressure groups or groups of population. Thus, by enhancing the role and capability of local institutions means at the same time, to create various leagues in the local governments, namely leagues of provinces, cities or municipalities.

Thus, if we consider the cases of the developing countries like India, liberalization privatization, and globalization are still far reaching to the hands of the people at the grass root level. All these concepts have popularized in theories but not in practice, particularly in small and medium towns and even in rural areas. It necessities to bring about the idea, named, New Public Management.

However, in the developed countries, there is a need to start once again with emphasis on improving the bureaucratic model. To this, New Public Management Approach (NPMA) gives a specific direction. In the last few years, there have been different understandings in the highly industrialized countries about NPMS.<sup>41</sup> For those who take a skeptical view of administrative reform as a series of evanescent fads and fashions, NPM's rise might be interpreted as a sudden and unpredictable product that offers a classic statement towards administrative reform.

The theoretical underpinnings of e-governance come from the New Public Management (NPM) which originated in the late 1970s in the United Kingdom, Australia and New Zealand, and swept across other countries since. NPM, which has been fast replacing the Old Public Administration seeks to 'reinvent' government through metamorphosis into an entrepreneurial, business-like, mission and vision-driven state, which changes its role from 'rowing' to 'steering'. According to Lynn, New Public Management is "an ephemeral theme likely to

fade,” just as enthusiasm for innovations such as the planning-programming-budgeting system, zero base budgeting, and management by objectives has passed on to newer tools and strategies.<sup>42</sup> Mathiasen has called NPM a “paradigm shift” and a series of papers released by the Organization for Economic Cooperation and Development (1995a, 1995b) suggest that innovations occurring abroad have dislodged the bureaucratic model with a new management paradigm.<sup>43</sup>

The two basic principles of NPM are managerialism (a proactive, outcome-oriented, customer-centric government based on decentralization and participative management) and marketisation (charging for public services, promotion of markets through creation of incentives, introducing competition between units through fragmenting, and competition in public service delivery through contracting)

Until quite recently, governments were plagued by a typical supply-side orientation, wherein developmental priorities were set by notions of the welfare state and centralized planning, and citizens were merely treated as passive recipients or beneficiaries of public services.

E-governance has the potential to transform not only the way in which public services are delivered, but also the fundamental relationship between government and citizens. Moon (2002) has identified five stages in the development of e-government. These include information dissemination, two-way communication, service and financial transactions, vertical and horizontal integration, and political participation.<sup>44</sup> Through new modes of communication and interaction among government and various stakeholders, e-governance provides an all encompassing framework within which e-administration grows and includes e-citizens, e-services, and e-society.

## **F. E-GOVERNANCE AS CITIZEN – CENTRIC GOVERNANCE**

The NPM heralds the transformation of the citizen into a customer of public services, who pays for public services, and hence has choice and the exit option (Osborne and Gaebler, 1992; Barzelay and Kaboolian, 1990),<sup>45</sup> and the

opportunity to give feedback on public service delivery (Bellamy and Taylor, 1998)<sup>46</sup>. People wear fur hats in society – that of customer, client, citizen, and subject (Mintzberg, 1996)<sup>47</sup>. As customers, they purchase private goods from markets; as clients, they consume professional services such as health care; as citizens they are entitled to certain rights; and as subjects, they receive protection.

Citizens are active participants in service-delivery and co-producers of policy. As political beings, they participate in public life, have voice, and fulfill their collective purposes through politics (Cook, 1998)<sup>48</sup>. NPM transforms the traditional notions of democratic accountability by strengthening accountability of public managers downwards to customers. E-governance involves the following functions for citizens (Malick and Murthy, 2001)<sup>49</sup>:

- Providing information to the citizen through a single source of information, optimizing the resources of multiple organizations, creating economies of scale for information processing and distribution, inter-government participation and establishment of public utility networks.
- Providing representation to the citizens by making elected representatives more accessible and enhancing their functions in e-government.
- Improving citizens' voice by stimulating debate, exchange of ideas and the resultant feedback for qualitative improvement in the delivery system.
- Improving citizen's participation by promoting two-way communication, participatory decision-making, improving availability of services, and developing a system for public information and feedback.
- Engaging the citizens by providing a vision for partnership, community engagement and development of skills to participate in e-government, and creating conditions for information and knowledge relevant to citizens, service users, business and voluntary organizations.

E-governance entails a partner-approach in which there is collaboration between government and citizens in all phases of the policy cycle (Snijkers, 2005)<sup>50</sup>. As a partner of government, citizens are not subordinate to the government;

citizens and government are placed on an equal footing. E-governance promises a plethora of benefits to citizens by accelerating and automating government-citizen interface, bringing about transparency in the functioning of the government, and enabling democratisation. Government is transparent for citizens and open to citizens' scrutiny. Within this framework e-governance enables new forms of e-presentation and accountability.

E-governance develops new styles of governance through the engagement of citizens which improves citizens' trust in government. These new styles of governance represent a change from traditional bureaucratic systems to pluricentric systems (Bekkers and Korteland, 2005)<sup>51</sup>. Whereas traditional accountability is organized in a vertical, hierarchical manner, e-governance entails more public forms of accountability, in which information about the results of organizations are made accessible and transparent for citizens as consumers of public services, professionals and civil society.

E-governance is in fact a step ahead of NPM as it enables the reinventing of governance (rather than reinventing government alone) through the emergence of networks where states and citizens, governments and private sectors, organizations and citizens form a web of relations redefining accountability relationships, and placing the citizen at the centre of government efforts. Thus, e-governance carves out a new domain for citizen empowerment. However, The potential of e-governance to transform government-citizen relations is often rhetorical rather than realistic. Empirical evidence shows that e-government is often in the first (information dissemination) or at best in the second (two-way communication) stage of development.

### **E-governance in India**

E-Governance originated in India during the 1970s with focus on in-house applications in the areas of Defence, economic monitoring, planning, and the deployment of ICT (Information and Communication Technology) to manage the data intensive functions related to elections, census, tax administration etc. Most of these initiatives were stand alone applications. During the 1980s, State Wide

Area Networks (SWANs) were created, linking all districts through ICT networks. From the late 1990s onwards, the national government as well as State governments have been enthusiastically pursuing the adoption of ICTs, particularly web-based technologies including the Internet.

Key milestones of the Government of India (GoI) include the Information Technology Act, 2000, that legalizes electronic forms of communication and regulates practices relating to electronic exchange of information. Another revolutionary institutional change is the Right to Information (RTI) Act, 2005, that makes public institutions liable to provide information to citizens who demand such information. From 1997 onwards, through the adoption of citizen's charters, each ministry/department is committed to deliver specified services to citizens in terms of explicit standards, time frames and grievance redressal mechanisms. Even at the grass-root level the same facilities have also been ensured for example by the municipal bodies to the citizens. It has compelled the urban local bodies more accountable and responsive as well for providing highest possible facilities to its inhabitants.

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**CHAPTER – III**  
**EVOLUTION OF URBAN GOVERNMENT**

**INTRODUCTION**

**LOCAL SELF GOVERNMENT IN ANCIENT INDIA**

**LOCAL SELF GOVERNMENT UNDER COLONIAL RULE**

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## Chapter - III

### **A. INTRODUCTION.**

The concept of local self-government is based on the assumption that there are certain basic human needs having direct bearing on the lives of the individuals and the community as a whole that can be better fulfilled by a government to which the individuals and the local community have direct and easy access. Urban local government is of primary importance to the urbanities, as it's the closest, most accessible and most amenable to them. Municipal institutions not only provide for the basic civic amenities for the safety and convenience of the citizens, but also mobilize local support and public cooperation for implementation of various social welfare programmes.

Local government works at the grass-root level close to the people touching their everyday life. Historically it is older than the other levels of government because governance began with the organization of peoples into small communities in limited areas. The jurisdiction of a local government is limited to a specific area and its functions relate to the provision of civic amenities to the people living within that area. Thus John J. Clarke maintains that a "Local government appears to be that part of the government of a nation or state which deals mainly with such matters as concern the inhabitants of particular district or place." <sup>1</sup>

The definition given by Venkatarangaiya and Pattabhiram is simple but more appropriate. They say a local government is the "administration of a locality, a village, a town, a city or any other area smaller than the state by a body representing local inhabitants, possessing a fairly large amount of authority, raising at least a part of its revenue through local taxation and spending its income on services which are regarded as local and therefore, as distinct from state and central services." <sup>2</sup>

Simply it may be stated that a local government is a statutory authority in a specified local area having the power to raise revenue through taxes for the performance of local services like sanitation, education, water supply, etc. It is constituted by the elected representatives of the local people and enjoys autonomy from state or central control sufficient to enable it to perform its services adequately.

## **B. LOCAL SELF GOVERNMENT IN ANCIENT INDIA**

Local government has deep roots in the history of India. The earliest period in Indian history belongs to Indus Valley civilization which was essentially urban in character. The excavations done at Mohenjodaro, and Harappa and other places in Punjab, Haryana and Rajasthan are authentic proofs of the organized urban life during the ancient period. "They were laid out with wide streets, market places, public offices, community baths and drainage and sewage system. The people of the Indus civilization had the proud distinction of giving to the world its earliest cities, its first urban civilization, its first town planning, its first drainage system and its earliest example of city government."<sup>3</sup> Although the Indian local experience may be incompatible with the city-state of ancient Greece or Sparta, the municipal government which flourished in ancient and medieval India and the Panchayat system in the rural areas had their own status. The local bodies offered a stable basis of organized life at the local levels. The grass-roots system had shown a peculiar identity and stability despite frequent changes of power at the super structural levels.

In contrary, the *Aryans* were mostly rural people and the village has been the pivot of the administration in India since earliest times. Its importance was naturally very great in an age when communications were slow and industrialization unknown. Town played a relatively unimportant part in ancient Indian life.

So far as local government in ancient India is concerned, the *Vedic civilization* was essentially rural. But the towns and cities had developed later.

References of several cities are found in Mahabharata. The urban local government was well developed during the Nanda, Maurya, and Gupta periods. There were several cities in Punjab at the time of Alexander's invasion. Most of them were autonomous to a great extent, being governed by their own councils. The chief officer of the town was called *Sarvarthachintaka* by this time.<sup>4</sup>

During the **Gupta period** this officer was usually called *purapala*. Sometimes he was a district officer as well and very often *purapalas* were military captains also. Sometimes these *purapalas* were selected from among the scholars. The *purapala* or governor was assisted by *chaukadika*, a committee, in different parts of the country. All classes and interests were represented in this committee.

Sometimes the towns were divided into wards and these wards elected their representatives for the speedy and convenient dealing of business. In Rajaputana and central India the town executive was called *Vara*. Its duty was to look after all the executive works, the collection of taxes, the investment and recovery of public funds, the administration of trust funds etc. The *Varikas* were assisted in their work by a permanent office and staff. A permanent secretary was in charge of the records and correspondence of the committee.<sup>5</sup>

*Patiliputra* had a well-organized and efficient city administration during the 4<sup>th</sup> and 3<sup>rd</sup> centuries B. C. It consisted of a body of 30 members divided into five sub-committees which dealt with different matters: (a) foreigners; (b) statistics and registration of birth and deaths; (c) manufacture of articles or goods; (d) fixation of fair wages (e) supervision of the market, the supply of pure and unadulterated goods and the collection of different dues and taxes from the merchants.<sup>6</sup>

The evident from Megasthenes's description of town administration can easily be made it clear about the efficiency of the municipal or urban government in ancient time. "Those who have charge of the city are divided into six bodies of each. The members' of the **first** class look after everything relating to the industrial arts. Those of the **second** class attend to the entertainment of foreigners. To those, they assign lodgings and they keep watch over their modes of life by means

of those people whom they give to them for assistance. They escort them on the way when they leave the country, or in the event of their dying, forward their property to their relatives. They take care of them when they are sick and if they die, bury them. The ***third*** body consists of those who inquire when and how births and deaths occur, with the view not only of levying a tax, but also in order that births and deaths among both high and low may not escape the cognizance of government. The ***fourth*** class superintendents' trade and commerce. Its members have charge of weights and measures, and see that the products in their reason are sold by public notice. No one is allowed to deal in more than one kind of commodity unless he pays a double tax. The ***fifth*** class supervises manufactured articles, which they sell by public notice. What is new is sold separately from what is old, and there is a fine for mixing the two together. The ***Sixth*** and last class consists of those who collect the tenths of the prices of the articles sold."<sup>7</sup>

The cities had their councils with elected bodies. Havell opines: "The administrative council of the city was modeled upon that of village communities and it may be assumed that like the latter, it was an elected body though certain matters were reserved for the control of imperial officials."<sup>8</sup> During the Mughal rule too the system of local government existed. Abul Fazl's ***Ain-i-Akbari*** has described about town administration headed by an officer, known as *kotwal*.

### **C. LOCAL SELF GOVT. UNDER COLONIAL RULE**

The modern system of local government was introduced by the British with the setting up of a town council on British lines at Madras. The Municipal Corporation set up in 1687 in Madras had one Mayor, 12 Aldermen and 60 Burgesses. The body was empowered to levy taxes for constructing a guildhall (a jail) and a building for a school for such further ornaments and edifices as should be thought convenient for the honors, interest, decoration, security and for the payment of salaries of the municipal personnel including a schoolmaster.<sup>9</sup>

People opposed the taxation and as a result, the Municipal Corporation was replaced by a Mayor's Court which had more judicial power. With the enactment of the **Charter Act of 1793**, a statutory backing was given to municipal administration. Subsequently justices of peace in the three presidency towns of Madras, Calcutta and Bombay were appointed to look after the municipal administration. The Governor-General-in-Council was empowered to appoint justices of peace for the Presidency towns from amongst the covenanted civilians and the British subjects, who were given the authority to impose taxes on houses and lands to provide for the sanitation of the towns. The legislation enacted in 1842, provided for the extension of civic amenities through the setting up of the town committee.

But the people did not accept it because it had provision for direct taxation. "The Act of 1842 was far in advance of the times. Based upon the voluntary principle, it could take effect in no place except on the application of two-thirds of the householders, and as the taxation enforceable under it was of a direct character, the law nowhere met with popular acceptance. It was only introduced into one town, and there the inhabitants, when called on to pay the tax, not only refused, but prosecuted the Collector for trespass when he attempted to levy it."<sup>10</sup>

Another Act involving provisions of indirect taxes was passed in 1850 for the whole country. Under the Act, the local government system got an impetus in Bombay and U. P. States only. But the Municipal Committees were established under the Act, had to function under many limitations and the scope for self-government was more illusory than real. Further, the financial resources of these bodies were too inadequate to meet the basic needs of civic amenities. In 1863 Provincial governments were empowered to constitute municipal committees to be made responsible for sanitation, street lighting and water supply.

In 1870, Lord Mayo introduced the scheme of financial settlements with the provinces and emphasized on bringing about some changes in the framework of the local self-government. In his resolution, he said, "Local interest, supervision and care are necessary for success in the management of funds devoted to

education, medical charity and local public works. The operation of this resolution in its full meaning and integrity will afford opportunities for the development of self-government, for strengthening municipal institutions and for the association of natives and Europeans to a greater extent than before in the administration of affairs.”<sup>11</sup>

In this way, the rural areas were ignored and the Acts passed, affected the urban areas. The development of local government institutions was basically to provide relief to him for imperial finances and serve the British interests. Moreover, the elective principle was confined to the old Central Provinces only and in 1881 four out of every five municipalities were wholly nominated bodies.<sup>12</sup>

**Lord Mayo’s Resolution of 1870** provided for decentralization from centre to the provinces. It called for increased association of Indians in the administration, and this could be achieved through the extension of municipal self-government. It encouraged the general application of the principle of election in the municipal government. Pursuant to this Resolution, Municipal Acts were passed which enlarged the municipal powers, extended the election system and made a beginning of the system of local finance.

The next landmark in the development of local self-government was **Lord Ripon’s Resolution of 1882**. Keeping in view the growth in the number of municipalities, their financial and administrative aspects, the resolution advocated the development of the local self-government institutions to improve their administration. The historic resolution issued on May 18, 1882, consisted of the following main recommendations:

- (i) That a network of local Boards be spread throughout the country and the area of jurisdiction of every local Board should be so small that both local knowledge and local interest on the part of the members of the Board could be secured.
- (ii) The number of non-officials was to be very large. The official element was not to exceed one-third of the whole.

- (iii) As far as practicable, the local governments were to introduce elections for the members of the local governments were to introduce elections for the members of the local Boards.
- (iv) That Board should be entrusted not merely with expenditure of fixed allotment of funds but also with the management of local sources of revenue.
- (v) A non-official Chairman, whose election should be subject to the approval to the provincial government, should be introduced.
- (vi) The District Engineer should help the local bodies in their work of supervision and maintenance of buildings. He should work as their servant and not as their master.
- (vii) The affixation of courtesy titles to the names of non-officials should be fixed with a view to giving them pride in local service and attracting more men with a deep sense of responsibility.
- (viii) The control should be exercised from within rather than from without. The Government should 'revise and check the Acts of the local bodies that dictate them.' The control over bodies was to be exercised in two ways.
- (ix) The power of absolute suppression was to be exercised only with the consent of the Government of India. A general principle of guidance was put in these words: "It should be the general functions of the Executive officers of the government to watch, especially at the outset, the proceedings of the local Boards, to point out to them matters calling for their consideration, to draw their attention to any neglect of duty on their part and to check, by official remonstrance, any attempt to exceed proper functions or to act illegally or in any arbitrary or unreasonable manner."<sup>13</sup>

The resolution enhanced the working of local self-government by including aspects of public health, medical relief and education. This resolution provided the base for the growth of local government for the next thirty-seven years and there was substantial increase in the number of municipalities.

Various provinces passed Acts so as to implement the policy framed in the resolution. These Acts not only helped in setting up more local bodies in rural areas, but also in increasing the number of elected representatives and enhancing the powers and functions of these bodies. However, there was no uniformity among all the provinces. Bombay Municipal Act was passed in 1888. The Madras system was considered quite advanced where large villages or group of villages were organized as unions and these unions were further grouped into subdivisions or *talukas* under general control of the District Board.<sup>14</sup> In Bengal, the establishment of the District Board was made compulsory.

The period of Lord Curzon experienced extreme centralization. After his departure, the British Government appointed the Royal Commission on Decentralization in 1907 to enquire into the financial and administrative relations between the Government of India and the Provincial governments and authorities subordinate to them.

***The Royal Commission on Decentralization*** recommended that Municipalities should “be given increased powers of taxation, complete control over their budgets, substantial elective majority and have their own elected Chairmen. The Commission had in fact, emphasized the strengthening of the executive with the growth of municipal autonomy and it was in keeping with its recommendations that the appointments of a Chief Executive Officer and a Health Officer were made obligatory in cities and large towns at the instance of the Central Government. The Decentralization Report which came out in 1909 did nothing to advance local self-government. The control of the official hierarchy continued. The Government of India Resolution of 1915 attributed its failure to financial inadequacy, want of public spirit, the apathy of respectable Indians towards election, and sectarian animosities. There was no attempt to relax centralized control which stifled the growth of self governing institutions.”<sup>15</sup>

The Commission attributed the failure of the local self-government to (1) excessive official control; (2) meager resources of the local bodies; (3) lack of education and training; (4) narrow franchise; (5) shortage of competent and

committed persons; and (6) inadequate control of local bodies over services. The commission made several recommendations for the devolution of power to the local bodies and their gradual democratization. Punjab incorporated these recommendations in its Municipal Act of 1911. Other provinces also adopted similar measures later.

The progress of strengthening the local bodies was slow and the Government of India passed another resolution in 1918. The Resolution of 1918 states: "The object of local self-government is to train the people in the management of their own local affairs and the political education of this sort must, in the main, take precedence on considerations of departmental efficiency. .... they should not be subjected to unnecessary control should learn by making mistakes and profiting by them."<sup>16</sup>

However the main aspects which were enshrined in the resolution included: i) Revival of Panchayat in the villages; ii) Larger elective majority for local government institutions; iii) For providing broad-based local bodies, requisite extension of franchise; iv) Provision of an elected president of the local body by the public; v) Powers to impose taxes and sanctioning of works as well as budgetary powers should be vested in the local government.

The outbreak of the First World War in 1914 paved the way for the Indian nationalists to exert pressure on the British Government and accordingly the national movement was getting become quite strong. Indians were demanding Swaraj. In response to the demand of the Indians, the Montague-Chelmsford Report for the constitutional reforms in the country came out in 1918. It recommended, "There should be as far as possible, complete popular control on local bodies and the largest possible independence for them from outside control."<sup>17</sup>

Consequently the Government of India in its resolution of May 16, 1918, recommended to the Provinces that municipal board should contain a majority of elected members and the voting qualification should be lowered, chairmen should be non-officials and the board should be free to raise local taxes within

statutory limits, etc. Senior appointments in the local government service were to be approved by the government. Outside control was to be considerably reduced. However the financial positions of the local bodies were not sound enough to render the services smoothly.

**The Government of India Act 1919** established diarchy in the Provinces transferring local government to popular control. Ministers elected by the people and responsible to the Provincial legislature took charge of the portfolio of the local government. The Act laid down a schedule of taxes, which could be levied only by or for the local bodies. Various Provinces amended their Municipal Acts to increase the powers and independence of municipal councils. The voting qualifications were also lowered and elected elements increased.

Lastly, **the Government of India Act 1935**, which emphasized provincial autonomy, again declared local government as a provincial subject. The Act earmarked no taxes for local bodies. The municipal institutions were to be revitalized with the induction of popular ministries. However, due to the outbreak of World War II, little progress could be made in this direction.

So far as the development of urban administration it is observed that the period between 1907 – 1909, the subject of Local Self-Government was considered by the Royal Commission on Decentralization as an aspect of administrative integral part. The principles of Lord Rippon have continued to regulate development of local self-government until 1918.

The recommendations of the Decentralization Commission were not implemented due to some unknown reasons and were implemented at the time when Montague Chelmsford Reforms of 1919 gave a measure of autonomy to the provincial legislature. The administration of local self –government was taken out of the hands of the District Officers and placed under a department which was controlled by a popular minister.

However there was a decline of efficiency in administration of local affairs. “The working of municipal bodies during the period of diarchy presents neither a picture of unrelieved failure nor of unqualified success.”<sup>18</sup> The performance of

these municipal bodies remained unsatisfactory due to various factors. It included political and religious movements, ethnic, cast and language conflicts; influence of radical politicians; lack of guidance and support of the Provincial assemblies and governments; half-hearted support of the bureaucracy, etc.

Pundit Jawaharlal Nehru, the Chairman of the Allahabad Municipal Board during 1924-25 observed: "Year after year, Government resolutions and officials and some newspapers criticize municipalities and local boards and point out their many failings. And from this, the moral is drawn that democratic institutions are not suited to India. Their failings are obvious enough but little attention is paid to the framework which is neither democratic nor autocratic; it is a cross between the two, and has the disadvantages of both."<sup>19</sup> He further stated: "Whatever the reasons, the fact remains that our local bodies are not, as a rule, shining examples of success and efficiency though they might, even so, compare with some municipalities in advanced democratic countries.

They are not usually corrupt; they are just inefficient and their weak point is nepotism, and their perspectives are all wrong. All this is natural enough; for, democracy to be successful must have a background of informed public opinion and a sense of responsibility. Instead, we have an all-pervading atmosphere of authoritarianism, and the accompaniments of democracy are lacking. There is no mass educational system, no effort to build up public opinion based on knowledge, inevitably public attention turns to personal or communal or other petty issues."<sup>20</sup>

The inauguration of provincial autonomy under the Government of India Act, 1935, was very important in the evolution of Local Self-government in India, particularly in Urban Administration. The Government of India Act 1935 came into force in 1936, which replaced the dyarchical system of government and system of provincial autonomy was introduced. The functions of local self government were enlarged.

No doubt, the democratization could be achieved through reducing nomination, extending franchisees and relaxing Governmental control over local government institutions. Generally, the financial positions of the local body in big

cities were comparatively better than those of towns and the latter were handicapped in providing elementary services.

The popular ministries in the Congress-ruled Provinces resigned in 1939 as a protest against the new British Policy introduced in urban administration. Hence, the period was too short for any significant progress in the areas of local government. It can be said that the local bodies in pre-independence India were shackled with an extensive network of supervision and control and catered to the needs of the imperialist rulers.

#### **D. POST INDEPENDENT ERA: FIVE YEAR PLANS & URBAN DEVELOPMENT**

The advent of Independence opened a new chapter in the socio-economic reforms embodied in the Directive Principles of State Policy mentioned in Part IV of the Constitution, which resulted in a federal system of administration, adult suffrage and the acceptance of the objective of a Welfare state to secure to all the citizens social, economic, political equality and opportunity. With the establishment of the democratic set up the basic emphasis of the Government changed from the maintenance of law and order to the promotion of the welfare of the community.

Post independence era has witnessed development in the field of Local Government. Amended legislations were passed in all the states for widening the powers of local bodies to raise funds. With the coming of the Constitution into force in 1950, the local government entered into a new phase. The urban local self-governing institutions in the country owe their genesis to Lord Rippon's Resolution of 1882, where for the first time; an organized system of urban local bodies was introduced.

Besides, the Constitution of India, in Article 40 states that "the State shall take steps to organize village Panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-governments."<sup>21</sup> There is Entry 5 in the List II (State List) of Seventh Schedule in the Constitution which states "Local government, that is to say, the constitution and

powers of municipal corporations, improvement trusts, district boards, mining settlement authorities and other local authorities for the purpose of local self-government or village administration.”<sup>22</sup> By virtue of this entry the subject of local government, both urban and rural falls under the jurisdiction of the states, to be dealt with by them. Local government is a subject included in the state list, yet the Union Government has played very significant role as initiator, guide and coordinator of several measures in the field of local government.

The First Five Year Plan (1950-51 to 1955-56) could not visualize the role of cities in raising the ‘production potential’. The Planning Commission’s exhortation for broad-based city development plans did not produce much result. But the idea of preparation of master plans appeared to have clicked. During the Third Plan period and afterwards, the town planners turned out a series of beautiful blue prints of city master plans.

The Third Plan marked a water-shed in urban planning thought one at the practical level and another at the theoretical level. A series of specific functional programmes on water supply and sewerage, urban housing and related functions are being sedulously pursued. The Third Plan had rightly placed emphasis on strengthening of multi-purpose municipal government to lend institutional support to the concept of comprehensive and integrative planning.

Seventh Five Year Plan observed, “Urbanization is a phenomenon which is part and parcel of economic development in general. Planning of urban development should essentially be supportive of the economic development in the country, state or sub-region, be it in agriculture, extractive industry, manufacturing industry or in the tertiary sector. The provision of urban services such as transport, communication, water, sanitation and shelter alone is usually unlikely to stimulate large-scale urban development. Therefore, a proper urban development approach must consist of two constituents. The first is the interaction between physical and investment planning and the second is the preparation of regional and sub-regional urban development plans to make the first possible”<sup>23</sup>.

### **Urban development in different five year plans:-**

In the **First Five Year (1951-56)** Plan, there is no reference to urban policy. Consequently it did not include urban development as a sector of economic growth. It had a chapter on housing that contains a section on 'Town and Country Planning'. The Plan observed, "Most of the towns in India have grown up haphazardly. They have a large proportion of sub-standard houses and slums containing unsanitary mud-huts of flimsy construction poorly ventilated, over-congested and often lacking in essential amenities such as water and light<sup>24</sup>. This is specially so in the large industrial cities. These conditions have developed because of insufficient control over building activity by the State or municipal authorities. Local authorities have been generally indifferent to enforcing such bye-laws regarding building and sanitation as have existed.

The **Second Plan (1956-61)** recognized the need for planned development of cities and towns and also for an integrated approach to urban planning in regional framework. These aspects were kept in view by the Central Government in evolving a new scheme for slum clearance and sweepers' housing for which a total provision of Rs 20 crores was made in the second five year plan<sup>25</sup>.

The **Third Five Year Plan (1961-66)** made a financial provision for the preparation of master plan for cities and towns in the states. Nearly 400 master plans were prepared as a result of this step.<sup>26</sup> The Third plan also initiated urban community development schemes in selected cities as an experimental scheme to solve the social and human problems associated with urban people.

The **Fourth Five Year Plan (1969-74)** indicted a closer look at the problem and observed that slum clearance led to the creation of new slums and deterioration of conditions in some of the older slums.<sup>27</sup> Besides, this plan also paid attention about solving the problems of sewerage, road and such related urban development plans.

In the **Fifth Five Year Plan (1974-79)** a total outlay of Rs. 578 Crore was proposed for the urban development sector.<sup>28</sup> The existing scheme of

environmental improvement in urban areas was proposed and it would be extended to all towns with a population of three lakh and above and in addition to one town in each state where no such town exists.

In the **Sixth Five Year Plan (1980-85)** the major emphasis was given on the environmental improvement of slums for which substantially increased investment was made. Besides, attention was also given in the areas like water supply, storm water drainage, paving streets, street lighting and provisions of community latrines. The total outlay for the Sixth Five year plan was Rs. 997.53 Crore, out of which Rs. 96.00 Crore was allotted to integrated development of small and medium towns from central sector.<sup>29</sup>

In the **Seventh Plan (1985-90)** the Environmental Improvement Programme was planned to be continued with greater vigor and steps should be taken to provide security of tenure to the urban dwellers so that they might develop a stake in maintaining and improving their habitat. The Central sector's outlay for integrated development of small and medium towns was Rs. 88.00 Crore and Rs. 5.00 Crore was for urban community development.<sup>30</sup>

During the **Eight Plan (1992-97)** the Scope of EIUS was being widened to ensure that the EIUS, the Urban Basic Services Programme, the NRY and the Scheme of Liberation of Scavengers form a co-ordinate whole. The Urban Basic Services Scheme (UBSS) was initiated which aimed at child survival and child and community organization for urban population<sup>31</sup>. The services, meant to be delivered, included environmental sanitation, primary health care, pre-school learning, vocational training and convergence of other social services at the slum levels.

The **Ninth plan (1997-2002)** would focus on development of urban fringes, urban renewal, Sanitation sewerage and drainage, ring roads while other activities in the illustrative guidelines will have to be taken up through other financial strategies. EIUS scheme is a high priority programme to provide seven basic amenities, namely, water supply, storm water drains, community baths and

latrines, widening and paving of existing pathways and street lighting and other community facilities.<sup>32</sup>

During the **Tenth Five Year Plan (2002-2007)** the focus was on upgrading these services and on convergence for achieving synergy. By convergence of services, it included water supply drainage, solid waste management as well as for healthcare, family welfare, education, and urban poverty alleviation.<sup>33</sup> Out lays on water supply and sanitation should, in particular, focus on the needs of the urban people.

At the local level the **11<sup>th</sup> Five Year Plan (2007 – 12)** proposed facilitator role for both the central and state governments and as a corollary, increased private participation. It also proposes dismantling public sector monopoly over urban infrastructure and creating conducive atmosphere for the private sector to invest<sup>34</sup>. It is necessary to pay equal attention to both demand and supply side of the housing market. The demand relates to income, space – transport trade-offs, and availability of housing finance. The supply relates availability of land and infrastructure, availability of building materials and construction finance.

With the beginning of the process of planned development in 1952 in the country, the need was felt to involve people in the process of development. Various Five-Year Plans emphasized the importance of role which local governments would play securing the participation of people in this process. The Community Development Programme (CDP) and its shorter version the National Extension Service assumed the involvement of people in their implementation. Therefore the Planning Commission in 1956 appointed a Team for the study of National Extension Service (Balwant Rai Mehta Committee).

However number of committees and commissions were appointed in order to establish improvised urban bodies to serve the people best. The most important ones and their contributions are:

- (1) **The Local Finance Enquiry Committee** (1949-51) – It chiefly suggested the widening of the sphere of taxation of urban bodies.

- (2) **The Taxation Enquiry Commission** (1953-54) – It recommended the segregation of certain taxes for exclusive utilization by or for local government.
- (3) **The Committee on the Training of Municipal Employee** (1963) – It emphasized that training institutes be set up both at the central and the state levels to train municipal personnel.
- (4) **The Rural – Urban Relationship Committee** (1963-66) – It submitted a most comprehensive report on the subject and enquired into all aspects of municipal administration such as personnel, planning and taxation and dwelt upon inter dependence between the town and its surrounding villages.

It is a three volume report. The main report of this committee discussed at length urban development and planning machinery, the structure of urban local bodies, public municipal personnel, finances of urban local bodies, public participation in urban community development, and relation between the state government and local levels administration. The second volume contains a number of notes on urban local government practices in various states in India and also gives a list of Municipal Acts and state-wise lists of different types of urban local bodies.

It also provides some details about local governments in different countries of the world. Volume III of the Report is concerned with the analysis of replies given to the questionnaires issued by the Committee by various persons and organizations throughout the country. As such these three volumes constitute an important source material for the study of the administration of urban areas.

- (5) **The Committee of Ministers on Augmentation of Financial Resources of Urban Local Bodies** (1963) – It pointed out that the urban bodies were not levying even in the fields earmarked for them and urged the local bodies to set up Statutory Urban Development Boards to undertake town planning.

- (6) **The Committee on Service Conditions of Municipal Employees** (1965-68) – It recommended the constitution of a statewide cadre of municipal employees.
- (7) **The Administrative Reform Commission** (1967) – In its report the Commission had appointed a number of task forces on the subject of reforms of municipal administration.
- (8) **The Committee on Budgetary Reform in Municipal Administration** (1974) – This Committee vividly analyzed the functionary of municipal bodies and their financial resources and necessary requirement of the funds. It also suggested the necessity of allocation of more fund by both the central and the state governments.
- (9) **The National Commission on Urbanization** (1988) – The Commission gave wide-ranging suggestions for revitalizing the urban government. In August 1988, the Commission was set up under the Chairmanship of C. M. Correa, with the purpose of reviewing and analyzing the urbanization process and formulating policies for integrated urban development. The Commission examined several issues and problems relating to urban government. Some of these related to urban, management, spatial planning, resource allocation, urban housing, conservation, urban poverty, legal frame work, information system etc. Some of the recommendations of the commission are:
- (a) The Ministry of Urban Development be restructured to make it the nodal ministry to deal with urbanization;
  - (b) A National Urbanization Council (NUC) be set up to formulate urbanization policies and monitor and evaluate the implementation of policies;
  - (c) An Indian Council for Citizen's Action (ICCA) be created to encourage citizens through organized voluntary effort;

- (d) Every town, with a population of more than 50,000, is provided with an urban community development department, through which development programmes be implemented. Its “New Deal for the Urban Poor”

In addition, there were some other task forces, committees and commissions appointed by the Government of India for examining the problems of urban development. The Central Council of Local Self-Government was established in 1954. Presently it is an advisory body dealing with the urban local government on policy, coordination. The Task Force on Planning and Development of Small and Medium Towns and Cities (1975); the Study Group on Strategy of Urban Development (1982); Report of the Working Group of Reorganization of Family Welfare and Primary Health Care Services in Urban Areas (1982); Report of the West Bengal Municipal Finance Commission (1982) etc. have made a comprehensive effort to shape the urban administration in its modern structure.

Despite all the steps taken by the Union and State Governments the urban local governments continue to suffer from various ailments. Since Municipal government is a state subject, these bodies suffered from indifference, neglect and excessive control of State Governments. The basic frame work of the municipal bodies continued to be that of the British-days with very little change since independence. Functions of the municipal governments increased with the advent of welfare state and planned development but their financial resources remained hopelessly restricted. Consequently they were unable to perform their functions effectively. The State Governments were always reluctant to devolve adequate powers on them.

Most of them were bankrupt and could not perform their functions properly in the fields of housing, transport, health, education, planned development of cities etc. The State Governments superseded municipal authorities on political and extraneous grounds and kept them suspended for years together postponing their elections on one or the other grounds. The result was that demand was made from time to time for bringing about municipal

reform. The raising demand for bringing about reform in the municipal authorities forced to incorporate the constitution (Seventy-fourth Amendment) Act in 1992 which came into force in April 1993.

#### **E. STRUCTURE AND FUNCTIONING OF URBAN GOVT. IN INDIA.**

In India, for the administration of urban areas, several types of municipal bodies are created for the towns and cities, depending on their size, population, industrial or other importance etc. By and large in India we have the following types of municipal organization:

- (i) Municipal Corporation;
- (ii) Municipal Council;
- (iii) Notified Area Committee;
- (iv) Town Area Committee;
- (v) Township;
- (vi) Cantonment Board.

These local bodies do not exist in all the states and union territories strictly in order of hierarchy. For instance, Rajasthan until very recently did not have any municipal corporation. Only in 1992, the state government through legislation, provided for the creation of municipal corporations for Jaipur, Jodhpur, Kota election for which are yet to be held. Delhi already has a municipal corporation. Similarly, several variations regarding these bodies may exist.

**Municipal Corporation:** Municipal Corporation is the topmost form of urban local government in the sense that the Municipal Corporation as an institution is more respectable and enjoys greater measure of autonomy than other forms of local government. A Municipal Corporation is set up under a special statute passed by the State Legislature and has generally a considerable measure of autonomy. The Corporation form of urban government is meant especially for bigger towns where civic problems acquire a high degree of

complexity. As expected, Corporations vary considerably both in terms of population and the resources.

**The Rural Urban Relationship Committee** (1966) recommended “a corporation form of government only for cities that have a population of not less than 5 lacs and annual income of not less than one crore of rupees”. It includes: (i) existence of a thickly populated area; (ii) Existing development of the municipality and scope for its future development; (iii) Financial position of the municipality present and prospective; (iv) Ability and willingness of the people to bear the burden of increased taxation; (v) public opinion in favor of a Corporation.

### **Municipal Council**

The most characteristic form of the urban government body is a Municipal Council. Such Councils are set up for medium sized towns in the States. The number of such cities being greater than the big cities, the number of Municipal Councils is correspondingly much larger than the number of Municipal Corporations. Unlike the Corporations, a Municipal Councils are founded on a fusion of the deliberative and executive functions. The president of a Municipal Council is much more powerful than the Mayor of a Corporation, although the latter appears to have greater ‘pomp and glory’. The Municipal Councils are set up under the Municipal Acts which also make provision for the conduct of their business.

### **Notified Area Committee**

The Municipal Council has two younger half-sisters known as Notified Area Committee and Town Area Committee. A Notified area is created for an area which does not yet fulfill all the conditions laid down as necessary for the constitution of a municipality but which otherwise is considered important. It is also constituted for a newly developing town. The committee functions within the framework of the Municipal Act of the State but only such provisions of the Municipal Act apply to it as are notified in the government gazette. The government may also entrust to it powers exercisable under any other Act. The Notified Area Committee enjoys all the powers of the Municipal Council but unlike

the Council, its members including its Chairman are nominated by the state government. It is thus an entirely nominated body.

### **Town Area Committee**

The town area committees are governed by separate Acts passed by the state governments. The District Collector has been given greater control and power of surveillance over a Town Area Committee. Members of the Town Area Committee are elected or nominated by the government or partly elected and partly nominated. The committee is assigned with a limited number of functions such as street lighting, drainage conservancy. The fate of Town Area Committee form of urban government is today in the state of flux, consequent on the establishment of Panchayati Raj Institutions in the rural areas.

### **Township**

Township is administered by the Municipal Corporation or council within whose boundary they fall. For administering them, the corporation or council appoints a Town Administrator, who is assisted by a few engineers and technicians. The townships are well planned and contain facilities like water, electricity, roads drainage, markets parks etc. The expenditure on these services is shared by the industry concerned. The facilities existing in the townships are generally of a high standard. Among the well-known examples are the township of Jugsalai and Adityapur near Jamshedpur.

### **Cantonment Board**

This form of urban local government is also a British legacy. Cantonment board was first set up under the Cantonments Act in 1924 which was administered by the Defence ministry. When a military station is established in an area, the military personnel move in and, to provide them with facilities of everyday life, a sizable civilian population also joins the developing area. The board performs obligatory functions such as lighting, streets, drainage, cleaning of streets, markets, planting of trees supply of water, public vaccination etc.

However, the basic objective of an urban local government has changed from the maintenance of law and order in the early years to the promotion of the welfare of the community in recent times. The State municipal Acts provide an exhaustive list of functions, which are classified into obligatory and optional or discretionary functions. The former have to be necessarily performed by the local government and for which sufficient provision in the budget has to be made. Failure to perform any of these functions may compel the State government to supersede a municipality. Discretionary functions may be taken up depending upon the availability of funds. Municipal functions listed in the State municipal Acts generally fall in the following broad categories: (a) public health and sanitation; (b) medical relief; (c) public works; (d) education; (e) development; and (f) administrative.

#### **F. THE CONSTITUTIONAL AMENDMENT ACTS**

##### **The Constitution 65<sup>th</sup> Amendment Bill, 1989:-**

The Constitution 65<sup>th</sup> Amendment Bill brought by the then Prime Minister, Rajiv Gandhi, sought to ensure municipal bodies being vested with necessary powers and removing their financial constraints to enable them to function effectively as units of local government. Three types of Nagar Palikas were envisaged; Nagar Panchayat for a population between 10,000 and 20,000, municipal council for urban areas with a population between 20,000 and 3, 00,000 and municipal corporation for urban areas with a population exceeding 3, 00,000. It made provisions for elected Ward Committee, adequate representation for women and SC/ST in the urban bodies, conduct of elections by the Central Election Commission, setting up Finance Commission in the states to ensure soundness of local body finances, audit of accounts by the Comptroller and Auditor General of India and creation of district level committees to co-ordinate the plans of Nagar Palikas and Panchayats. It also envisaged granting of urban bodies with a constitutional status. Though passed in the Lok Sabha, the bill was defeated in the Rajya Sabha in October 1989.

### **The Constitution (Seventy-fourth Amendment) Act, 1992:-**

The Prime Minister Mr. Rajiv Gandhi initiated the bill especially for bringing about reform in municipal administration in 1984. Unfortunately the bill was not passed in the Lok Sabha of the Parliament. However, Narasimha Rao government could able to get approval the Parliament in April 1993.

This amendment introduced a new part (Part IX-A) in constitution relating to Municipalities. It contains provisions from Article 243-P to Article 247-ZG<sup>35</sup>. This part deals with issues relating to municipalities such as their structure and composition, reservation of seats, elections, powers and functions, finances and some miscellaneous provisions. The 74<sup>th</sup> Amendment Act thus gives a constitutional status to the municipalities. The provisions of the Act apply to the states as well as the union territories.

The Act also provides for setting up of ward committees in order to provide the citizens ready access to their elected representatives. The composition, territorial jurisdiction and the manner in which seats in ward committees shall be filled has been left to the state legislature to be specified by law. Hence, regarding the formation of ward committee, it has been made mandatory that the municipal area having more than three lakes is needed to form the ward committee. Besides, the reservation of seats for Scheduled castes and Scheduled Tribes along with women representation must have to be ensured in accordance with the constitutional provision.

The State Legislature has been empowered to confer such power and authority on the Municipalities as may be necessary to function as institutions of self-government. Such a law will provide for the devolution of powers and responsibilities with regard to preparation of plans for economic development and social justice; and the performance of functions and implementation of schemes as may be entrusted to them. It includes those functions or matters listed in the Twelfth Schedule. Article 243-W or the Twelfth Schedule lists 18 functions which

the states are called upon to assign to the Municipalities along with other functions. These are:

(1) Urban planning including town planning; (2) Regulation of land use and construction of buildings; (3) Planning for economic and social development; (4) Road and bridges; (5) Water supply for domestic, industrial and commercial purposes; (6) Public health, sanitation conservancy and solid waste management; (7) Fire services; (8) Urban forestry, protection of the environment and promotion of ecological aspects; (9) Safeguarding the interest of weaker sections of society, including the handicapped and mentally retarded; (10) Slum improvement and up gradation; (11) Urban poverty alleviation; (12) Provision of urban amenities and facilities such as parks, gardens, playgrounds; (13) Promotion of cultural, educational and aesthetic aspects; (14) Burials and burial grounds, cremation grounds and electric crematoriums; (15) Cattle pounds, prevention of cruelty against animals; (16) Vital statistics including registration of births and deaths; (17) Public amenities including street lighting, parking lots, bus stops and public conveniences; (18) Regulation of slaughter houses and tanneries.<sup>36</sup>

This Act also ensures that the Finance Commission would review the performance and financial position of the Municipalities and make recommendations to the Governor regarding the grant – in – Aid, taxes duties tolls and fees which may assigned to the municipalities appropriated by them.<sup>37</sup> Moreover, the Commission shall consider any other matter referred to them by the Governor in the interests of sound finance of the municipalities.

#### **Committee for District Planning**

Article 243-ZD<sup>38</sup> of the Indian Constitution provides for a committee for district planning in order to have an integrated planning for the rural as well as urban areas. The State Legislature will decide the functions relating to district planning which may be assigned to this committee, and the manner in which the chairperson of this committee shall be elected.

The manner of forming the District Planning Committee has to be provided by the State Legislature. However, not less than four-fifths of the members of this

committee shall be elected by and from amongst the elected members of the Panchayats and the Municipalities at the district level. The number of the members of the Panchayats and the Municipalities shall be in proportion to the rural and urban populations in the district.

While preparing the draft development plan the District Planning Committee shall have regard to the matters of common interest between the Panchayat and the Municipalities like spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental-conservation. The committee will also have regard to the extent and type of financial or other available resources. The committee shall consult such institutions and organizations as specified by the Governor. The Chairperson of this committee shall forward the development plan as recommended by the committee to the State Government.

Article 243-ZE makes it mandatory to constitute a Metropolitan Planning Committee in every metropolitan area, for preparing a draft development plan for the metropolitan area as a whole. The constitution and the manner of its composition shall be laid down by law of the State Legislature.

The 74<sup>th</sup> Amendment to the Constitution is a land mark in the history of Urban Local Government in the country. The Act provides for a constitutional status to urban local government institution. It contains two types of provisions – mandatory as well as discretionary.<sup>39</sup> Mandatory provisions were those which were compulsory to be adopted throughout the country. Such provisions included the uniform structuring, definite terms, stability, reservation of seats for different segments of society, constituting of the ward committees, District Planning and Metropolitan Planning Committees, Finance Commission and Election Commission. The local government being the state subject, the discretionary provisions were left to the states to enact according to their needs and local situations.

Thus, it is revealed that the 74<sup>th</sup> Constitutional Amendment Act introduced a new part, namely Part IXA, in the constitution. This part deals with issues

relating to municipalities such as their structure and composition, reservation of seats, elections, powers and functions, finances, and some miscellaneous provisions. The 74<sup>th</sup> Constitutional Amendment Act gives a constitutional status to the municipalities.<sup>40</sup> The provisions of the Act apply to the states as well as the union territories. Hence, in relation to the latter, the President can make certain reservations and modification.

However, after a long process of its evolutionary phases, the present structure of the administration of urban areas are of several types, depending upon their size, population, industrial or other importance. These bodies are: Municipal corporation; Municipal Council / Committee / Municipality.; Notified Area Committee. Town area Committee. Township. Cantonment Board, and Special Purpose Agency / Authority.

These local bodies do not exist in all the states and union territories strictly in order of hierarchy. For instance, Rajasthan until very recently did not have any municipal corporation. Only in 1992, the state government, through legislation, provided for the creation of municipal corporations for Jaipur, Jodhpur and Kota, elections for which are yet to be held. Delhi already has a municipal corporation. Similarly, several other variations regarding these bodies may exist.

## **G. EVOLUTION OF URBAN GOVT. IN WEST BENGAL**

West Bengal, however, is treated to be a pioneer or torch bearer in the field of local self government right from the beginning. Since the British administration, the Bengal possesses a special importance. The foundation of urban local self government in India as well as Bengal was laid down by the colonial rulers. While urban centers sprang from industrial revolution in the West, they emerged out of the needs of colonial commerce in modern India. "The Charter Act of 1793" established the municipal administration in the three Presidency Towns of Madras, Bombay and Calcutta by authorizing the Governor-General of India to appoint justices of the peace in these three towns.<sup>41</sup>

The Municipal administration was extended to the district towns in Bengal in 1842 when the 'Bengal Act' was passed. The Bengal Act of 1842 provided the first formal measure for municipal organization. It applied only to the Bengal Presidency.<sup>42</sup> A Town Committee could be set up for sanitary purposes upon application by two-third of the householders.<sup>43</sup> The Act was practically inoperative in Bengal. It was introduced in Serampur and there the town people not only protested, but prosecuted the District Magistrate in the Supreme Court.

This act proved to be an abortive attempt. "The Act of 1842 was far advance of the times. Based upon the voluntary principles, it could take effect in no place except on the application of two thirds of the house-holders, and the taxation enforceable under it was of a direct charter, the law nowhere met with popular acceptance. It was only introduced into one town, and there the inhabitants, when called on to pay the tax, not only refused, but prosecuted the collector for trespass when he attempted to levy it."<sup>44</sup>

After 1858 the Governor General and his staffs spent almost all their time on wars of conquest and on the consolidation of the territories conquered. They showed little or no interests in the promotion of civic as national welfare except in the Presidency towns like Calcutta where municipal corporations were dully established. Local magistrates, however, set up informal committees here and there to collect funds for being spent on conservancy, police and roads. The great war of 1858 had resulted the empty of the treasury of the government. The government felt it difficult to spare money to spend for roads, education, health, sanitation and other services which the people were in need.

A fresh impetus to the growth of local government came in 1863 when Royal Army Sanitary Commission expressed its concern, among others, over the filthy conditions of towns in India. As a result, series of Acts were passed, which extended municipal (corporation) administration to various parts of the country. Voluntarism which was hitherto the basic principle in setting up local governments in India was now abandoned when the provincial governments were empowered

to constitute municipal committees charged with the responsibility for sanitation, lightning and water supply etc.

The year of 1870 marks a further stage in the evolution of local government in India as well as Bengal. Lord Mayo brought about a revolution in setting up o local self government in Bengal province. Mayo's financial decentralization visualized the development of local government institutions.

In Bengal the progress of local self government suffered considerably due to the resistance made primarily by the Bengal Zamindars as also by the newly awakened intelligentsia against Campbell's Municipal Bill of 1872. That Bill passed by the provincial Legislature was vetted by the Governor General Lord Northbrook. It may be mentioned here that in spite of being a 'Municipal Bill', it covered the interest of the rural areas also and provided a class of municipalities termed as Panchayat in the Bill. In the Bill it was further proposed that village funds in the 'third class municipalities' should be applicable to the payment of Chowkidars, to the maintenance of rural schools and to the supply of drinking water. The Bill further provided elected executive both in the cases of municipalities and Panchayats.

It was seen that within a span of twenty years from 1864 to 1884 there was considerable progress of 'municipalisation' in the country. It cannot be denied that relieved of 'official control', the municipalities had a fresh & free outlook. Also judging from the extension of purposes for which municipal fund could be applied, it might be assumed that there was expansion of 'urban life'. It has been observed that in the post-Ripon period municipal legislations were undertaken in different provinces. In Bengal prior to 'Bengal Municipal Act of 1932' also several amendments were made supporting to extend the scope & activities of the Municipal authorities.

It is noticed that till the Montague Chelmsford Reforms there were a few amendments to the Bengal Municipal Act of 1884 & the salient features<sup>45</sup> of these amending Acts are as follows:

**Bengal Act III of 1886:** This Act empowered the Municipal Commissioners to inspect in shops in municipal towns where the sale of unwholesome food was extended as the sale of unwholesome food was prohibited in municipal towns.

**Bengal Act I of 1893:** The Commissioners of the municipalities were empowered to issue licenses for building up warehouses & for maintaining licenses for building up warehouses & for maintaining Fire Brigade under this Act.

**Bengal Act IV of 1894:** The Commissioners were authorised under this Act for the establishment of 'Sanitary Boards' & also for making provisions for preparation & also carrying out schemes of water-supply & drainage under their close supervision. This Act also empowered the Government for appointment of 'Assessors' in the towns in which assessment was found to be unsatisfactory. The Act granted also sufficient powers to the Commissioners to make Rules & Bye-laws for the purpose of conducting meetings, for maintaining municipal records, for electing committees & for other purposes.

**Bengal Act II of 1896:** This Act sufficiently extended the powers of municipalities as to the purposes for which Municipal Fund could be spent. There were vaccination, grant-in-aid for schools & the maintenance of hospitals. These were ordinary object of municipal expenditure. This Act also made extension in the matter of franchise.

The Act set up three classes of local authorities – the District Board, the Local Board and the Union Committee. The District Board had jurisdiction over a whole district. The Local Board was meant for each sub-division and union Committee for selected areas within the sub-division.

The resolution of Lord Ripon led to the passage of new acts in various provisions. But the bureaucracy was too strong and well entrenched and it succeeded admirably in frustrating Ripon's intentions. Ripon was succeeded by Viceroys who lacked his liberalism and who were not prepared to put political education above administrative efficiency.

It may also be observed that in spite of Ripon's declaration that the control should be from without and not from within and that 'non-official' should be

posted as 'Chairman', the local officials did not agree to transfer effective authority and control to the local people. Surendranath Banerjee observed, "that its (local self government) growth was dwarfed by official neglect and apathy. It really meant the withdrawal of power from the bureaucracy; and bureaucracy all over the world is so enamored of power that it presents its curtailment. As Lord Morley pointed out in one of his dispatches that as there were little of real power vested in the popular members of the local Bodies, they felt little or no interest in their work."<sup>46</sup>

However, the main object and purposes of the Act were to introduce the system of the local self-government in Bengal. But experiment at the village and district levels showed the complete dominance and the district authorities. There was little power given to local boards or village unions. Even at the level of district boards, it is the officials and appointed members who actually used to exercise power and authority.

In terms of power and authority the rural boards also compared unfavorably with the municipal boards that were created under the Bengal Municipal Act, 1884. This Act tried to solve the general social problems in which the general people had no part to play. The constituted unions were totally under the control of the British Government and the headman of the Panchayat too was a selected person.

The significant stage in the history of local self-government was the publication in 1909 of the report of "Royal Commission upon Decentralization, of 1907". It put forward a powerful plea for the administrative changes in municipal bodies. It stated that the additional power should be given to the District Board for improving of water supply, drainage, regulation of buildings and conservancy and prevention of public nuisances within their jurisdiction.

It has already been indicated that the main object of the Bengal Local self-Government Act of 1885 was partly frustrated since it could not create an effective organization in the urban areas. Owing to their restricted scope and activities people took very little interest in them. Considering such a situation The Royal

Commission of 1908 made some recommendations in order to remedy the situation. It included:

(a) Municipalities should be constituted in urban areas and it should be regarded as the unit of local self government institutions. (b) There should be substantial majority of elected members in the local bodies. (c) The municipality should elect its own President, but the District Collector should continue to be the President of the district local boards. (d) Municipalities should be given the necessary authority to determine taxes and to prepare their budgets after keeping a minimum reserve fund. The government should give grants for public works like water supply, drainage schemes etc.<sup>47</sup>

The political situation in the country, particularly in Bengal province was highly explosive. Curzon's partition of Bengal created an unprecedented "Swadeshi Movement" in the country. Many eminent personalities and national leaders and social reformers made submissions before the Royal Commission. Sri Gopal Krishna Gokhale, for example, observed that, the spread of education, the influence of new ideas and the steady growing powers of the vernacular press made a benevolent autocracy of the collator of old times impossible.<sup>48</sup> The only remedy lay in carrying a substantial measure of decentralization down to villages and in building up local self-government from there. Local and municipal boards must be made really popular bodies and larger resources than they commanded at present must be made available to them.

The district administrative committee appointed by the Government of Bengal in 1913 recommended a reorganization of the system of local self government both at the village and the urban areas to deal with the problems like roads, water-supply and sanitation etc. The recommendations of the decentralization commission were reviewed by the Harding's Government late in 1915 and the main proposals were accepted.

But no immediate reform was made in the structure of the local government. Edwin Montague, Secretary for India, made the famous declaration about the introduction of responsible government in India. Lord Chelmsford and

Edwin Montague jointly issued the report on the Indian Constitution reform in 1918. The report recommended the liberalization of local self government in accordance with a number of general principles it enunciated.

The objective of the new Resolution of local government was to train the people in the management of their own local affairs and the political education of this sort must in the main take precedence on consideration of departmental efficiency.<sup>49</sup> To them, local bodies must be as representative as possible of the people whose affairs they were called upon to administer. It pleaded for the appointment of non-officials as Chairman for Urban Councils. It stood for the grant for more freedom to local bodies in matters of taxation provided that they maintained a minimum balance.

The Government of India Act 1919 was passed with a view to transfer a lot of powers to local self government. The new note of urgency in the 1918 Government of India resolutions stimulated all the provinces to prepare for radical changes in local government and the changes have been incorporated in this Act. This period witnessed a series of amending acts on local government in every province. The practice of having a civil servant as the president was disappeared from all municipal bodies. Local bodies were freed from many restrictions in respect of preparation of budget etc. Prominent leaders like Jawaharlal Nehru, Sardar Vallabhbhai Palel etc entered the municipal council and gained insight into the functioning of democratic institutions.

With a measure of democratization of local government there occurred a gradual but unmistakable decline in efficiency in administration of local affairs. Corruption was increased; favoritism and nepotism became rather rampant. The local civil service came under the influence of the local politicians and even started working for them and as a consequence, jobbery in municipal appointments increased. As a Chairman of the Allahabad Municipal Board in 1924-25 Jawaharlal Nehru opined the following about the working of local government in India:

“Year after year government resolutions and official and some newspapers criticize municipalities and local boards and point out their many failing and from

this the moral is drawn that democratic institutions are not suited in India. Their failing are obvious enough but little attention is paid to the framework within which they have to function. This framework is neither democratic nor autocratic, it is a cross between the two and has the disadvantages of both..... Whatever the reasons, the fact remains that our local bodies are not as a rule shining example of success and efficiency though they might, even so, compare with some municipalities in advanced democratic countries. They are not usually corrupt; they are just inefficient, and their weak point is nepotism, and their perspectives were wrong....”<sup>50</sup>

#### H. **EVOLUTION OF BALURGHAT MUNICIPAL ADMINISTRATION**

The Headquarter of the sub-division of the same name, situated on the banks of the river Atrayee had a population of 3220 as reported by F. W. Strong in 1912<sup>51</sup>. It lies 51 km to the South of the Dinajpur town (Presently in Bangladesh). It contains the sub-divisional office, civil and criminal courts, a registration office and a high school. There is a large and well found hospital-dispensary maintained principally by private subscriptions, the local Zamindar, Babu Rajendra Nath Sanyal, being a liberal subscriber. This gentleman, who lives in immediate vicinity, was remain no longer since a ward under the court of wards and still maintains the former European Manager’s Bungalow as a guest house, at which Government officials on tour were made welcome.

F.W. Strong in 1912 described Balurghat town, as “there is worth describing in the village of Balurghat itself. It is very ordinary Bengali village in appearance, though, being situated on high banks of a fairly large river, it is well drained and healthier than many of the villages in the district. The view from both banks of the river is picturesque enough especially in the rains.”<sup>52</sup>

F.W. Strong mentions that in 1912 its population was 3220. The village was connected with Dinajpur town 32 miles away by a main road. Balurghat is basically important market centre in the vast rural hinterland. In pre-independence period

also, it was an important grain market on the bank of river Atrayee. The trade of agriculture products was conducted mainly through the water way of river Atrayee and there was very little transport communication network by road except the most important 16 miles long Balurghat Hilli bus route that connected Hilli railway station now in Bogra District of Bangladesh.

The Municipality of Balurghat was constituted in 1951 by Notification No. M1M-40/50(1) dt. 24<sup>th</sup> May 1951, with the mauzas of Dakshin Chak Bhabani, Bangi, Balurghat and Khadimpur with an approximate area of 6.37 sq. km.<sup>53</sup> In 1962, there was 29 km road in Balurghat Municipality out of which only 3.22 was pucca. However, development of connectivity was found much faster during the subsequent years. There was neither underground drain nor even pucca open drains. For the purpose of drinking water supply, the municipality maintains 152 tube wells located at various part of the town.

**Location:**

The Dakshin Dinajpur district lies between 26°35'15" and 25°10'55" north latitudes and between 89°0'30" and 87°48'37" east longitudes in the Jalpaiguri division of West Bengal.<sup>54</sup>

**Origin:**

West Dinajpur District was created out of the erstwhile Dinajpur district in 1947 at the time of partition of India. The rest of Dinajpur district is now in Bangladesh. The West Dinajpur district was enlarged in 1956 at the time of reorganization of the state with the addition of some areas of Bihar.

The district of West Dinajpur came into existence in August 1947, with the partition of Bengal. The British at the time they withdrew from India ordered the partition of India one part being known as India and the other as Pakistan. The province of Bengal came to be dividing line passed through district of Dinajpur, the portion lying to the west of the line being named West Dinajpur. There is no local tradition regarding the origin of the name Dinajpur, and it is also rather difficult to advance any satisfactory theory about the origin of the name.

It is, however, not unreasonable to conjecture that the name Dinajpur is derived from the name of some local Chieftain or King. It is well known that Raja Ganesh, the Hindu Chieftain of North Bengal, became the king of Gour in the early part of the 15<sup>th</sup> century A.D. He assumed the title of *Danujamardana deva*, and it is unlikely that the name Dinajpur is derived from the title of Raja Ganesh. The greater portion of the district of West Dinajpur formed a part of the Khalji kingdom in Bengal. Devkot was the capital till 1220 A.D.<sup>55</sup> after which it remained a military post. During Akbar's reign West Dinajpur probably formed a part of the Sarkar of Tajpur. In 1769 Mr. H. Cottrell was appointed as Supervisor for supervising the collection of revenue in the district. Dinajpur was headquartering of the five provincial councils which were set up in 1773<sup>56</sup>.

The district West Dinajpur was formally constituted by Notification No. 548 G.A., dated 23.02.1948 and is constituted of the police station of Balurghat, Kumarganj, Gangarampur, Tapan, Raiganj, Hemtabad, Banshihari, Kushumundi, Kaliaganj and Itahar. The District was bifurcated into Uttar Dinajpur and Dakshin Dinajpur on 01.04.1992.<sup>57</sup> The erstwhile Balurghat sub division along with Banshihari and Kushumundi blocks comprises the new district with its headquarters Balurghat.

#### **A brief historical importance of Balurghat:-**

Balurghat is the district Headquarters of the Dakshin Dinajpur district. Balurghat town played an important role in the August movement in 1942<sup>58</sup> against the British and occupies a place of pride in the history of freedom movement of India. There is a small municipal town surrounded by green trees and is free from pollution. One km away from Balurghat, there is a small forest at Reghunathpur. The Balurghat museum, though a small one, is worth seeing. Many antique collections including coins, inscriptions, sculptures, terracotta, ornamental stones etc. of ancient ages are preserved here. Two inscriptions have been deciphered by Prof. A. K. Goswami which has thrown new light on the religious belief of Pala period.

### **Contribution to freedom struggle:-**

During the 1942 Quit India Movement, the people of Balurghat Sub-division acted in a noteworthy manner. On the 14<sup>th</sup> September<sup>59</sup> night about eight thousand people from the rural areas assembled at Dangighat on the western bank of river Atreyee and three miles from Balurghat town. Under the leadership of local congress leader Saroj Ranjan Chatterjee, they formed a procession in the next morning and proceeded to Balurghat and besieged the town. The Sub-Registrar's office was completely burnt down. The civil court and co-operative Bank building were also burnt. Telegraphic wires were cut and telegraphic apparatus were dismantled. Almost all the official institutions were attacked. Ganja and liquor shops were also raided.

The processions were in virtual control of the town, but their control was rather short lived as the movement was crushed the very next day by the District Magistrate who arrived from Dinajpur with a strong forces. The armed police contingent under the District Magistrate opened fire in Tapan police station on a mob of 200 villagers proceeding towards Telighata to prevent the export of paddy from the district. Meeting and processions were prohibited in the whole subdivision, there were large scale arrests and a reward of one thousand rupees was declared for the arrest of Saroj Ranjan Chatterjee.<sup>60</sup> His house was sealed. The local Congress office at Balurghat was sealed. Police raided many houses and punitive fine of seventy five thousand rupees was imposed on the Hindu residents of a section of Balurghat town.

From the writings of Ranjit Bose,<sup>61</sup> the vice chairman of the 1<sup>st</sup> nominated board and the Chairman of the 3<sup>rd</sup> elected Municipal Board revealed that the influx of a mass population after independence brought about a number of social problems particularly in health and hygienic field. They started to develop settlements and shops elsewhere. Wherever they found vacant land, they vested the same and developed in accordance with their desire and capacity. Such problems necessitated to establish a orderly and responsible urban local self government administrative set up.

In order to resolve multi diversified problems and to provide better civic amenities, Balurghat Municipality came into being in 1951<sup>62</sup>. It started its journey with 9 nominated councilors among them 5 members remained government nominee and 4 of them belonged to local inhabitants.

The first Chairman was Mr. Amal Krishna Gupta, S. D. O. Balurghat sub-division. He remained in Office from 18.06.1951 to 21.12.1951.<sup>63</sup> After his official transfer Mr. R. N. Roy became the S. D. O. and accordingly took the charge of Ex-officio Chairman. The other members of this board were Ranjit Bose, Vice Chairman, Dr. Shankar Bhattacharjee, Jitendra Nath Poddar (S.D.H.O), Nemai Chand Murmu, Nalini Kanta Adhikari, Sr. Sushil Ranjan Chatterjee, S. K. Majumder (Principal, Balurghat College), Braja Bihari Roy Choudhury were the Councilors.<sup>64</sup>

The first nominated board acted for the period of 18.06.1951 and 01.03.1954. Hence R. N. Roy (SDO) was again transferred on 10.07.1953 and Soumendra Mohan Mukherjee took the charge of SDO as well as honorary chairperson of the Balurghat Municipality.

The first Balurghat Municipal board (Nominated) started its function on the small veranda of local 1928 Club.<sup>65</sup> Gradually this 1928 Club became the office of this municipality and all the necessary official works and correspondence were being discharged from here. But official meetings and important discussions were conducted at the outer veranda of the house of Late Nalinee Kanta Adhikari so that his valuable opinions and guidelines could be taken since, the premises of 1928 Club was not sufficient enough to conduct any meeting or public gathering.

In March 1954, the inhabitants of Balurghat witnessed first municipal election where Kalidas Sanyal became the Chairman and Kalipada Ghosh was made Vice-Chairman.<sup>66</sup> The entire municipal area was divided into 9 wards. The rest of the elected Councilors were Maharaja Bose, Dr. Ameresh Chandra Roy, Bhabagopal Majumder, Shishu Ranjan Das Gupta, Nani Gopal Sen., Binoy Bhusan Das and Anil Chandra Roy.

These members formed first elected Balurghat Municipal Board and took the oath on 01.03.1954 and remained in office till 23.04.1958. Hence on

14.01.1955, no confidence motion was moved against the Chairman Kalidas Sanyal and Maharaja Bose was made the Chairman<sup>67</sup>. Again on 22.01.1956 no confidence motion was moved against the Chairman and Maharaja Bose was replaced by Shishu Ranjan Das Gupta.

It is to be noted that the government of West Bengal decided to shift the subdivision office from Balurghat to elsewhere and accordingly number of people raised protest against the same through non violent means. Unfortunately police carried out lathi charge and blast tear gas. In order to protest against such uncivilized and barbaric activities of the government officials, the Balurghat Municipal board resigned on 23.04.1958.<sup>68</sup> But they were advised to carry out their function until the fresh election took place.

In absence of administrative infrastructure and office building, the Balurghat Municipality carried out its activities in the 1928 Club premises. In 1964, Late Shushil Ranjan Chatterjee, the then M. P. became the Sabhadhipati of West Dinajpur Zila Parishad. He took the initiative to allot from Zila Parishad. But it was found difficulties regarding such allocation of land for the municipal building. In order to resolve such administrative difficulties, the then famous lawyer Late Sri Nilkanta Bagchi came forward and helped to get the settlement record officially and established that the land would be treated being the official property of Balurghat Municipality since now. Gradually through the initiatives from different quarters administrative building was set up for municipality.

The population of town has grown very rapidly particularly in two phases, first immediately after partition and second during liberation war in Bangladesh. The international border did not deter the human movement across the border. Instability in socio-political condition of East Pakistan (presently Bangladesh) resulted into migration of thousands from that country.

Migration from erstwhile East Pakistan started around 1947 and increased in 1950. Again during the 1970s a large number of refugees came and settled in and around Balurghat. It is true that upper caste people migrated from Eastern Bengal, mostly from the districts of Dhaka, Mymensingh and Rajshahi long before

the partition. The probable cause of their migration was at push at origin due to fragmentation of lands. Approximately 2000 people from the districts of Pabna, Khulna and Jessore of then East Pakistan poured in.

Balurghat town experienced phases of unplanned development as it grew from a village. The urban area is criss-crossed by numerous lanes by lanes. As it is not spread out along same road, the neighborhood units are never too far off. This along with lack of rapid urban transport facility has been able to maintain primary social relationship intact. The only modes of transport within the town are cycles and cycle-rickshaws. The location of Balurghat near the international boundary is a factor that accounts for its speedy urban growth.

Since the liberation of Bangladesh in 1971, the international border could be freely crossed over either way. This created the problem of socio-economic insecurity in the rural areas across the border, making it impossible to retrieve the property. The landed people started moving into the town with a house in the town and another in the village, their occupation remaining agriculture away from the field or from the store of the agriculturists. Agriculture thus became a non-lucrative occupation. Next comes a gradual shift to other occupation. The available avenues being: Trade and commerce; Teaching in schools; Job at government establishments.

According to the Census 2001, the population of Balurghat Municipality was 135737 persons living in 26417 households. Distribution of population is found highly uneven as also the density. Most of the offices, residential, commercial and business houses were *kutcha* house with tin or thatched roofs. Roads were very narrow and non-metal.

There were no drainage system and sewerage was traditional and unhygienic. With the passage of time Balurghat grew very rapidly not only in terms of population but also in its urban fabric. Introduction of road communication with the rest of the country brought economic and socio-political prosperity of the town. The dramatic transformation of land use pattern of Balurghat town has taken place during the second half of the last century.



**Table – III. I**

**Ward-wise population of Balurghat Municipality 2001**

Word No.	Total Population	Area /Sq. Km.	Male	Female	SC	ST	No. of Households	Population Density
1	5534	0.42	2819	2715	585	9	877	13176
2	7677	0.53	3979	3698	3968	82	1291	14485
3	5160	0.48	2677	2483	1158	122	992	10750
4	7167	0.47	7167	3507	2114	265	1371	15249
5	8054	0.48	4101	3953	367	405	1645	16779
6	6875	0.36	3466	3409	184	38	1336	19097
7	5132	0.41	2658	2478	333	00	911	12517
8	3993	0.38	1974	2019	48	00	835	10508
9	7635	0.45	3977	3658	176	26	1388	16967
10	4545	0.48	2328	2217	272	24	914	9469
11	5910	0.34	3038	2872	108	78	1230	17382
12	6178	0.52	3089	3089	694	492	1202	11881
13	6383	0.46	3296	3087	920	82	1112	13876
14	7612	0.48	3838	3774	535	68	1560	15858
15	7366	0.53	3637	3727	773	357	1314	13898
16	4030	0.44	2042	1988	229	23	827	9159
17	7003	0.43	3557	3446	1167	106	1412	16281
18	4562	0.46	2309	2253	317	33	1061	9917
19	4431	0.45	2259	2172	561	19	960	9847
20	4842	0.43	2320	2522	234	34	1033	11260
21	5048	0.52	2538	2511	800	165	997	9710
22	5951	0.51	2972	2979	357	228	1170	11669
23	4648	0.53	2337	2311	421	250	979	8770
Total	1,35,737	10.56	72,378	63,358	1632 1	290 6	26417	12854

Source: Balurghat Municipality, 2001 Census report.

**Table – III. II**

**Census Report of 2011 of Balurghat Municipality**

Ward No.	Area /Sq. Km.	Total Population	Male	Female	Others
1	0.42	6024	3036	2988	0
2	0.53	7819	4019	3800	0
2	0.48	5265	2666	2599	0
4	0.47	9752	4857	4877	18
5	0.48	6671	3357	3314	0
6	0.36	7505	3760	3745	0
7	0.41	5516	2820	2696	0
8	0.38	5176	2503	2673	0
9	0.45	7685	3780	3908	0
10	0.48	5681	2829	2852	0
11	0.34	5534	2746	2788	0
12	0.52	8522	4368	4154	0
13	0.46	6251	3108	3143	0
14	0.48	8856	4454	4402	0
15	0.53	6926	3520	3406	0
16	0.44	6259	3161	3098	0
17	0.43	7669	3780	3889	0
18	0.46	4986	2515	2471	0
19	0.45	6181	3059	3121	1
20	0.43	2567	2585	2682	0
21	0.52	6183	3143	3040	0
22	0.51	6392	3121	3271	0
23	0.53	5179	2564	2615	0
Total	10.56	151299	75751	75529	19

Huge migration vis-à-vis influx of population compelled the people to settle in the former water bodies in the sub-urban areas. During and after the independence of Bangladesh, the trans-border migration, this is still continuing, is a prime factor for the gradual expansion of this town. It is certainly exhorting challenge to the urban body. The upcoming time will answer about the strategy to mitigate this problem politically as well as by maintaining socio- economic balance.

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## **CHAPTER– IV**

### **ORGANIZATIONAL STRUCTURE, RESOURCE MOBILIZATION AND MANAGEMENT OF FINANCE.**

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**ORGANIZATIONAL STRUCTURE OF BALURGHAT MUNICIPALITY**

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## Chapter – IV

### A. INTRODUCTION

The efforts for a planned development of urban area in the country were initiated immediately after the country attained independence; yet, the actual development in urban areas has largely been unplanned and uncontrolled. This has had serious negative effects on urban dwellers. The provision of infrastructure facilities and services, required to support large concentrations of population, is lagging far behind the pace of urbanization. As a consequence, the civic service is deteriorating rapidly. Most of the small and medium towns in the country have serious shortage of water supply, sewerage, housing transportation and other facilities. This has resulted in proliferation of the slums, growth of the informal sector, educational deprivation and deteriorating health levels of large sections of urban inhabitants.

The urban local bodies responsible for providing infrastructure and services lack capacity for planning and management, decision-making, financial resources and autonomy. The legal and administrative systems concerning urban planning, governance and management are extremely inadequate to meet the requirements for urban development. Many of the urban legislations, instead of facilitating urban infrastructure development create hindrances and distortions in the development process. The urban infrastructure is crucial for providing the much needed support to develop economy in order to meet the demand of public services. Augmenting urban infrastructure and services has acquired added importance in the globalization regime.

The augmentation of urban infrastructure and services to improve the quality of life of urban inhabitants as well as to facilitate economic growth

requires sound organizational structure, proper way of resource mobilization and efficient management of finance.

## **B. ORGANIZATIONAL STRUCTURE OF BALURGHAT MUNICIPALITY**

Municipal institutions, right from their inception, have been authorized to execute the urban development functions. From this point of view, the organization of municipalities is of crucial importance. Municipalities are basically formal organization in which the elected and non elected functionaries discharge their respective functions. From this point of view the status of the municipal bodies as formal organization seems to be the starting point of enquiry. In the words of L. D. White formal organization exhibits a declared pattern of relationships, and it is based on the nature and volume of work to be done and it is dictated by requirements of efficiency in the sense of securing the optimum use of men and material.<sup>1</sup>

Like any formal organization, municipal bodies in West Bengal are built in conformity with the provisions of the municipal Acts. As the nodal agency, their structure has been designed to enable them to undertake the functions of urban development. Like all the small and medium cities and towns, Balurghat municipal board has been constituted to discharge the civic functions.

In Balurghat, the structure of the Municipal body was built upon the provision of the Act of 1932. At the time of the establishment of the municipality in 1951, 9 members of the Board were nominated by the government and Sub-divisional Magistrate (Head-Quarter) was nominated being the Chairman.<sup>2</sup> The Vice Chairman was nominated from the local members<sup>3</sup>. After the first nominated board, elected members were regularly appointed to these posts. The members were elected from the constituencies, consisting of more than one ward. Subsequently, the system of single ward constituency came into force and gradually the number of wards was increased to 23 after the delimitation of the municipal area.<sup>4</sup>

The structure of the sixth elected Board was different from the earlier ones. During this period, the Chairman was the first among the equals in the municipal

administration of Balurghat. Since sixth elected board of the municipality, apart from the Chairman and Vice-Chairman, a board committee system has become an integral part of the municipal management. In the case of Balurghat Municipality, where the number of Commissioner was not less than 13, formation of committee was mandatory.

Another part of the municipal organization is its personnel system. Under the present Act of Municipality, Engineer, finance officer and health officer are supposed to be appointed by the state government. Further, there are the Secretary, a medical officer, one or more sanitary inspector, a superintendent of water works, an assessor, an office superintendent and an accountant are mandatory. But except of office superintendent, sanitary inspector, accountant and the executive officer, none of the high level officials are provided to be the civic body. So in absence of these officials, who are supposed to hold the key position in municipal personnel system, the non-political part of the municipal organization is in disorder.

Another crucial aspect relating to the organization of municipal body is the arrangement of duties and responsibilities under different departments or sections i.e. the allocation of powers and functions among different departments. These departments or sections are constituted in terms of the functions and services discharged by the municipality. Following organizational set up of the Balurghat Municipality, is developed manner<sup>5</sup>:

- (1) General and Establishment;
- (2) Collection Establishment;
- (3) License;
- (4) Public works;
- (5) Health and Sanitation;
- (6) Conservancy; and
- (7) Education

Creation of these departments or sections is for the smooth delivery of services to the city dwellers. Further, for the convenience, these departments are

divided into two or more sub-sections. So the General and Establishment section is divided into three sub-sections, such as tax collection, cash and assessment<sup>6</sup>. Again the section discharging the functions of public works is divided into three sub-sections, designated as civil, water supply and electrical<sup>7</sup>. Similarly, the section of Health and sanitation is also divided into two sub-sections – sanitary and conservancy. This organizational set up is evolved in concern with the volume and nature of function discharged by the municipality.

The employees of these departments are to work under the supervision of the chairman and the board of councilors. In the absence of the executive officer and the other higher officials, almost the entire work of these departments are done by the officials like the office superintendent, head clerk, accountant, sanitary inspector, conservancy-in-charge, license, inspector, sub-assistant engineers etc.

Under the Act of 1932 and in practice to the Chairman in particular and the Vice-Chairman, member of Chairman-in-Council and other Commissioners have occupied prominent position in the administration of Balurghat Municipality. Role of other functionaries, belonging to different ranks of municipal personnel system become trivial in importance in the wake of the expending role of the political executives. This made the municipal body largely a political government at the local level in Balurghat.

The remarkable distinction that the seventh board has owned is the chairman-in council form of municipal government which has been introduced in Balurghat under the Act of 1993. The Act has set-up a system of plural executive, constituted from among the councilors.<sup>8</sup>

The Board of Balurghat civic body falls under Group 'C' municipal town and is entitled to constitute the Chairman-in-Council of five members. Accordingly, Chairman-in-Council has been constituted indicting three councilors in addition o the Chairman and Vice-Chairman. In addition to the Chairman and Vice-Chairman elected members from ward number 18, 12,10,2 are inducted into the council. Assignment and delegation of powers and duties by the Chairman is as the following<sup>9</sup>:-

**A. Chairman**

- (1) Administration,
- (2) Establishment,
- (3) Finance,
- (4) Vehicles,
- (5) Invitation & acceptance of tender / quotation,
- (6) Pathological Laboratory,
- (7) Kshanika (Guest House)
- (8) Preparation and execution of schemes,
- (9) Any other duty as per provision of the Act or in the interest of the municipality which has not been allocated to any other.

**B. Vice-Chairman**

- (1) Duties as defined in section 19 of the west Bengal Municipal Act of 1993.
- (2) Imposition and collection of municipal rates and taxes.
- (3) Assessment.
- (4) License.
- (5) Using of facsimile to any bill, receipt of the municipality.
- (6) Any duty which will be assigned to him time to time by the Chairman.

**C. Member, Chairman-in-Council**

- (1) Approval of house building plan,
- (2) Disposal of disputes in regard to land and building.
- (3) Water supply (Tube well)
- (4) Execution of low cost sanitation
- (5) Relief
- (6) Any duty which will be assigned to him time to time by the Chairman.

**D. Member, Chairman-in-Council**

- (1) Electrical wings of the municipality.

- (2) Markets.
- (3) Bus terminal complex.
- (4) Park and gardens.
- (5) Ration Card and food supplies.
- (6) Any duty which will be assigned to him time to time by the Chairman.

**E. Member, Chairman-in-Council**

- (1) Health and Conservancy services.
- (2) Sanitary services.
- (3) Food and adulterations.
- (4) Social beneficiary services (NRY, TLC,SJSRY, UBSP)
- (5) Education.
- (6) Any duty which will be assigned to him time to time by the Chairman.

Hence, in the organizational set up of the municipality, the formation of the Chairman-in-Council is added during the tenure of the seventh elected board. It has created a new management set up adding three councilors, who did not have been a slice of executive power in the previous system. All the executive powers, previously within the domain of the chairman have been distributed among the member of the council. This has changed the exclusively chairman centre municipal administration into more participative body. The old model of powerful chairman is replaced by this chairman-in-council system. Today, the chairman is superior to others but he is not anything other than the 'first among the equals'.

**C. Ward Committees under Balurghat Municipality:-**

The ward committee is the most effective forum for ensuring participatory governance where citizens from all sections of society can take part in local governance at urban level. One of the significant features of the 74<sup>th</sup> Constitution Amendment Act is the setting up of ward committees in urban local bodies with a population of more than one lakh to ensure people's participation in civic affairs at the grassroots level. Moreover, it should ensure increased participation of people in

the delivery of services and governance of their areas. The objective of forming ward committees is to increase proximity between citizens and their representatives, and also to increase transparency in municipal administration and decision-making.

The West Bengal Municipal Act 1993, which was amended in 1994, has incorporated the provision for constitution of a ward committee in each municipal ward. The Ward Committee Rule 2001 state that the municipality should form ward committees within one month from the date of the first general meeting of the board of councillors after the municipal election.

There should be both elected councilor and other members nominated by the ward councilor and the concerned ULB, in a specified proportion. The number of nominated members depends upon the population of the ward. Up to a population of 2500, a ward committee consists of four members and thereafter, one member is added for every 500 population subject to a maximum number of 14 other than the councilor<sup>10</sup>. According to the recent amendment made in the Ward Committee Rules in January 2003, the minimum and maximum numbers of members of the ward committee member are seven and 17 respectively.<sup>11</sup>

According to the Rules, ward committees, under the supervision of ULBs, are supposed to perform the following function, which come under four categories: (a) Supervision and monitoring, (b) Financial, (c) Planning and (d) execution of development schemes.<sup>12</sup>

Under supervision function it falls the activities like detection of statutory violations such as unlawful constructions, encroachment of municipal and public properties, public nuisance, evasion of taxes, unlicensed activities and the like. It also makes an assessment and collection of property tax; issue of birth and death certificates etc. Ward committees have been entrusted with one more supervisory function and the initiative has already been taken in different municipalities.

Section 15 of the Ward Committee Rules 2001 has provided ward committees with the opportunity of generating resources for augmenting municipal income in the following manner:<sup>13</sup>

- (1) Using municipal land for tree plantation, construction of market complexes, shops and buildings for commercial use, construction of housing complexes etc,
- (2) Using private land for commercial purposes joint venture,
- (3) Installing unconventional energy sources for commercial distribution etc.

Even though physical planning is not done at the ward level, ward committees are required to prepare a list of schemes for development within the ward after identifying the problems in it and deciding about the priorities. The list is to be prepared and submitted to the municipality within three months of the constitution of the ward committee, the schemes are put under two categories – short term schemes for one year and long-term schemes for five years. Execution of development projects includes implementation of development functions with the help of beneficiary committees constituted with citizens from the area.

Section 14 of the Ward Committee Rules 2001 states that municipalities will facilitate the functioning of ward committees by providing information on the decisions of the standing committee, resolutions of the board, budgetary allocation for the ward, details of municipal properties, annual financial statements, demand and collection of taxes and revenues from the ward etc.<sup>14</sup> It also allows the officers of the municipality to give statement in ward committee meetings on the subjects relating to their respective departments if the ward committee places such requests before the municipality.

Two types of meetings are conducted by a ward committee: (a) Ordinary Meeting and (b) Annual Meeting. Generally ordinary meetings take place at least once a month, the notice for which specifying the date, place, time and agenda has to be circulated among the members at least seven days before the date of the meeting. According to the Rules, every ward committee should convene an annual general meeting, to which every resident of that ward is invited by public proclamation about the time and venue of the meeting. The 2003 amendment

suggests that the ward committees will have to convene a half-yearly general meeting as well in the same manner as the annual general meeting.

#### **D. WARD COMMITTEES: THE AVENUE FOR PEOPLES' PARTICIPATION**

There are 25 municipal wards at Balurghat of which four have been studied. The selected wards are located in different parts of the town. While selecting the wards, socio-economic criteria as well as political representation have been kept in mind.

According to the provision of the 74<sup>th</sup> Constitutional Amendment Act the ward Committee has been formed in 2001 for the first time. At present, there are 23 ward Committees for a population of around 151299.<sup>15</sup> On the basis of the availability of information 4wards have been selected to conduct the survey. The selection is made on the basis of highest and lowest population. Ward No. 4 is the most populous (9752) followed by ward no 14 having the population of 8856 and the least populated wards included ward no. 23 and 8 having the population of 5179 and 5176 respectively.<sup>16</sup>

In Balurghat Municipality, out of the four selected wards, women represent two. RSP members represent two wards and the Trinamul Congress, the other two. In Balurghat the four selected ward committees have 32 members. In Balurghat, out of four selected wards studied, ward 4 is the most populous and also has the maximum number of ward committee members (12 excluding the councilors). In other words, this number ranges from 9 to 12. Hence, all the ward committees have only one woman member each, excluding the councilor; in case the councilor is a lady, and another woman member is nominated.

The ward committee Rules 2001 mentions that the members should meet once a month to discuss the problems that the people of the ward are facing, and also to review the progress of the ongoing developmental work in the ward. It is observed that Balurghat Municipality follows the rules in this respect. The members meet once a month and sometimes twice, if any emergency decision is to be taken by them. In the course of research, I went through the records of monthly meetings

of all the selected wards for the past years. In ward 14 of Balurghat Municipality 11 meetings of the ward committee, including an extending meeting, took place from April 2013 to March 2014.

Irregularities in holding the monthly meetings are observed in some cases. One of the four surveyed ward committees, Ward 8, of Balurghat Municipality has conducted only four meetings in the last one year, while another, ward 23, has conducted only six meetings during the same period. According to the members of the committee, the lack of a proper ward office is the main reason for this irregularity. Even though the Ward Committee Rules 2001 specify that the committees will be provided space for their function, the municipality does not always do so. In Balurghat, some allocation for building ward committee offices is provided in the budget every year. Thus, quite a few of the 23 ward committees of the municipality have new offices. In some wards, space has been provided in the form of Community Hall, wherever they exist.

The problems which are discussed most often in the meetings differ from one municipal ward to another, as the issues depend on the location and the socio-economic characteristics of the wards. It differs from the wards dominated by the slum dwellers to the wards where there are no slum. It is noticed that the maximum discussion in ward committee meetings takes place on the maintenance of amenities like road repairs, waste disposal, streetlights etc. Discussion is also conducted on the issue of illegal construction and illegal use of residential houses in the wards.

In slum dominated areas, the important issues discussed by ward committee members are the preparation of BPL lists and implementation of different urban poverty alleviation programmes like NSDP, SJSRY, VAMBAY, formation of saving and credit groups, vocational training etc.

While going through the resolutions of different ward committees, submitted to the Balurghat Municipality, it is seen that the meeting of ward no 14<sup>17</sup> discussed the matters like electricity connection to houses, status of land holdings and pulse polio programme. Another resolution of ward no. 23,<sup>18</sup> discussed problems related

to fitting of sodium vapor lights, maintenance of parks, sanitation construction, if required, etc.

#### **E. FINANCIAL MANAGEMENT AND BALURGHAT MUNICIPALITY**

Efficiency of municipal government largely depends on financial management along with personnel management. These are considered to be the essential pre-requisites of municipal management. Proper management of finance is necessary as it enables the effective utilization of fund and smooth delivery of the services which are meant for the up-liftment of the living standard of the rate-payers.

##### **Management of Finance and Financial hardship of Balurghat Municipality since 1951:-**

Municipal functions for the up-gradation of living conditions of the tax-payers involve two key issues: (a) Provision for necessary fund and (b) its effective utilization are the two essential components which enhances the productivity of the municipal services. But mere procession of resources cannot alone ensure improved level of services; rather their effective utilization brightens the prospect for high quality of living. The need for effective utilization of resources is more important, particularly in the municipal bodies where there is resource deficiency and low financing from the state government.<sup>19</sup>

Over the years, the municipal bodies, outside Calcutta Municipal area, including the Urban Local Bodies (ULBs) in the North Bengal have seriously been affected by discriminatory transfer of shared taxes from the state.<sup>20</sup> This neglect has led to unplanned growth of markets, buildings, narrow roads, insanitary conditions, mushrooming of slums etc. The intensity of problems has further been multiplied due to abnormal growth of population, economic backwardness, absence of job opportunities in consequence of which the majority of the population are forced to live in impoverishment. As a result a municipal body of this town has to meet the civic demands at higher cost afterwards.

So, in the context of mounting problems and the concomitant need for greater role of the municipal body in urban development, improvement in financial performance of the municipal body is of highest priority. It is to be noted here that municipal financial performance in terms of collection is little better than the Panchayat bodies, but still it falls much short of what is needed.<sup>21</sup> Therefore, the financial performance of this municipal body should be improved in view of their financial handicap.

At the time of its inception, the Municipal body in Balurghat was gripped with acute financial crisis. The first elected board, which took charge on 01.03.1954, faced the problem of 70 per cent as arrear out of the total collection demand. Although the salary and wages of the employee and workers were met out of the available fund, town development was hardly possible.<sup>22</sup>

Financial hardship of the municipality has resulted from a number of factors. Of them, the incompetence of the municipal functionaries, weak resource-base and neglect of the state government have been the main deterrents to the financial stability of the civic body.

Since its inception these factors have been responsible for financial hardship of the municipality. The Chairman of the first nominated body proposed the imposition of high rate of tax upon the residents. But the local representatives objected to this proposal on the ground that the bulk of the settlers of this growing town, were mainly the evacuees from erstwhile East Bengal and they were unable to bear the burden of higher tax rates. They stressed on gradual instead of abrupt increase in the tax tare for the convenience of the inhabitants.<sup>23</sup>

Over the years tax collection and the management of finance have also failed to provide necessary support to the financial position of the municipality. Inefficiency of the civic authority was particularly evident during the period of super session from 16.08.1973 to 10.07.1981.<sup>24</sup> During this period, administration of the executive officers could not generate adequate revenue from internal sources. As a result this low output from internal sources, dependence on the state government was gradually enhanced for financial assistance.

**Table No. 4.1**

Income of Balurghat Municipality from different sources. (Figures Rs. In '000)

Period	Property Tax	Other Tax	Total	Specific sources	Total internal Revenue income	State Transfer	Total Revenue Receipts
1975-76	249	34	283	5	299	317	616
1976-77	358	25	383	19	421	632	1053
1977-78	268	35	303	25	466	670	1136
1978-79	282	28	310	24	347	662	1009

Source: Report of the First Municipal Commission.

The figure in the table shows the decay of internal revenue output of the municipality. In spite of the growth of the property tax dependence on the state government was enhanced as a consequence of inadequate yield from internal sources. Owing to its financial distress, the municipality had to confine its functioning within the narrow limit, which failed to mitigate the grievances of the rate payers. During this period revenue expenditure often surpassed the income from revenue sources and the financial assistance of the state government was used to bridge the gap between income and expenditure. The following table shows the gap between revenue receipt and revenue expenditure over the period from 1975 to 1979.

**Table No. 4.2**

Revenue Gap of Balurghat Municipality from 1975 to 1979. (Rs. In '000)

Period	Revenue Receipt	Revenue Expenditure	Revenue gap.
1975 – 76	616	896	280
1976 – 77	1053	1131	78
1977 – 78	1136	1534	398
1978 - 79	1009	1658	649

Source: Report of the First Municipal Finance Commission.

The table explicitly shows the quantum of the increasing resource gap which was met by the increasing flow of state assistance. The moribund condition of Balurghat Municipality was caused partly due to weak resource base and partly for erroneous financial administration. As a result, the internal income position failed to respond to the municipal liabilities.

So financial hardship has made municipal body handicapped from the very beginning. Weak resource base and inefficient financial management during this phase of the board worsened the financial plight of the municipality. Low output from the available internal revenue sources, despite greater allocation from salary and wages of the employees of the tax collection department gradually weakened the financial position of the municipality.

#### **Financial Management since 1980s:-**

The period after 1980 marked the watershed in municipal finance in West Bengal.<sup>25</sup> Previous neglect of the state government is replaced by the intensification of the government financing towards municipal development programmes. There appears parallel inflow of government finance in the form of revenue transfers, capital assistance and extra ordinary receipt of the municipality. The state government on the recommendation of the First Municipal Finance Commission, 1982, decided to waive the total loan amount for providing the financial stability to Balurghat Municipality along with the other municipalities which brought great relief to the urban local bodies in West Bengal.<sup>26</sup>

During this period the municipalities were given higher assistance, derived as the share of Entry Tax, Motor Vehicle tax, entertainment tax etc. Besides, Balurghat Municipal town was brought within the purview of the centrally sponsored scheme IDSMT under which the board received 54 Lacs of rupees in installment at that time for the physical development of the town. Most of the schemes were remunerative which helped the augmentation of the municipal income. Therefore, in comparison to earlier income of the Balurghat Municipality, income during the recent years has been substantially increased which is understandable from the following table.

**Table No. 4.3**

Financial position of Balurghat Municipality during 1985 – 95. (Rs. In '000)

Year	Internal Revenue	State Revenue Transfer	Capital Receipt	Extra Ordinary Receipt.
1985 – 86	1488	2174	13440	1985
1986 – 87	1807	3469	9110	3913
1987 – 88	2116	4695	7506	8529
1988 – 89	2475	4451	3690	13912
1989 – 90	2821	4624	7558	12721
1990 – 91	4363	6092	2703	13229
1991 – 92	3277	7773	1420	9793
1992 – 93	4141	6717	2673	8230
1993 – 94	4378	7624	2042	10982
1994 – 95	4341	7604	7376	16750
1995 – 96	4743	10395	7422	17126

Source: Annual Accounts of Balurghat Municipality.

Therefore, a drastic change in the outlook of the higher government has strengthened the financial fund position of the municipality. As a result the municipality has to improve its performance in the field of financial management to ensure effective utilization of the available fund. As a sequel to this changed perspective, a number of pre- requisites are considered of immense importance for effective financial management. They are:-

- a) Internal resource mobilization;
- b) Tax assessment of regular interval;
- c) Regular collection of revenue;
- d) Appropriation of fund, according to budgetary proposal and
- e) Audit of municipal accounts at regular intervals.

### **Internal Resource Mobilization:-**

Adequate mobilization of internal revenue is an indication of sound financial management. But over the years the internal income position has not been compatible with the revenue demand of the municipality. The following table shows the position of Municipal fund, derived from internal sources and the state government under revenue head respectively:

**Table No. 4.4**

Internal Sources and Government Revenue Transfer during 1985 – 95. (Rs. In '000) of Balurghat Municipality.

<b>Year</b>	<b>Internal Revenue</b>	<b>State Revenue Transfer</b>
1985 – 86	1488	2174
1986 – 87	1807	3469
1987 – 88	2116	4695
1988 – 89	2475	4451
1989 – 90	2821	4624
1990 – 91	4363	6092
1991 – 92	3277	7773
1992 – 93	4141	6717
1993 – 94	4378	7624
1994 – 95	4341	7604
1995 – 96	4743	10395

Source: Annual Accounts of Balurghat Municipality.

The table explicitly shows that over the years the internal revenue income has declined. Gradually decline of the internal income has incapacitated the municipality to bridge the revenue gap as a consequence of which the state government has to provide the necessary fund.<sup>27</sup>

**Table No. 4.5**

Income of the Balurghat Municipality from own sources (Rs. In '000)

<b>Year</b>	<b>Property Tax.</b>	<b>Internal Revenue</b>
1985 – 86	1121	1488
1986 – 87	1356	1807
1987 – 88	1316	2116
1988 – 89	1443	2475
1989 – 90	1767	2821
1990 – 91	2234	4363
1991 – 92	2136	3277
1992 – 93	2582	4141
1993 – 94	2639	4378
1994 – 95	2536	4341
1995 – 96	2400	4743

Source: Annual Accounts of Balurghat Municipality

Considering the ten years of income of Balurghat Municipality during the period of 1985 – 86 to 1995 – 96, the table shows that the revenue from the property tax is not so healthy. The combination property tax and other source of internal revenue have made the fund of this municipal body strengthened.

So, in case of Balurghat Municipality, the sluggishness in the internal revenue generation is the outcome of poor proceeds from the property tax in spite of the fact which is the mainstay of internal revenue income. Over the years the slums in property tax has gradually thinned internal revenue yield, resulting into escalation of financial dependence on the state government. The following table shows the proceeds from the property tax in relation to the internal revenue income. If I analyze the current condition of the revenue status of last five years, the following table can focus the financial position of Balurghat Municipality.

**Table No. 4.6**

Revenue Gap of Balurghat Municipality from 2010-11 to 2014 - 15 in Rupees.

Period	Revenue Receipt	Revenue Expenditure	Revenue gap.
2010 – 11	77716550.00	77711564.00	4986.00
2011 – 12	79312730.00	79265814.00	46916.00
2012 – 13	100881043.00	101085124.00	204081.00
2013 - 14	124423059.00	124112145.00	310914.00
2014 - 15	110586895.00	110882319.00	295424.00

Source: Annual Reports of Balurghat Municipality.

The table shows that in spite of increasing level of income of Balurghat Municipality, there is a constant gap between revenue receipt and revenue expenditure. In every successive financial year the gap between is widening. However, the other sources, i, e, different projects run by different agencies and the contribution of state is filled up the gap. Among the number of projects I highlight the three important projects in three successive financial years in the following table.

**Table No. 4.7**

Sources from different projects:-

PROJECTS	2012 - 13	2013 - 14	2014 - 15
BRGA	1338048.00	9895237.00	5946657.00
UIDSSMT	16381315.00	16494099.00	683750.00
MPLADS	10440652.00	4319598.00	2324023.00

Source: Annual Reports of Balurghat Municipality.

In order to bring about infrastructural development, Balurghat Municipality has received funds from different sources by means of different projects. However, the sources that provided financial assistance to this ULB in every successive

financial years I have projected important three of them. Both the central and state governments have provided aid under different schemes for providing best possible services to the inhabitants of the Balurghat Municipal areas. Moreover, with the increasing population and expansion of municipal area the income from property tax has also increased in every successive year. The following table projects it.

**Table No. 4.8**

Property Tax collected by Balurghat Municipality during 2010-11 to 2014 – 15.

<b>Year</b>	<b>Property Tax in Rupee</b>
2010 - 11	4733585.79
2011 – 12	5107324.71
2012 – 13	4891768.32
2013 – 14	4785680.58
2014 - 15	6129725.64

Source: Annual Reports of Balurghat Municipality.

The table shows the increasing trend of property tax of Balurghat Municipality. Hence, it is found that in every financial year, the collection of property tax is not done due to various reasons. So in the next financial year both the arrear and current tax are deposited to the municipality. Thus, increasing population and expansion of wards enhanced the property tax of Balurghat Municipality.

**F GOVERNANCE UNDER BALURGHAT MUNICIPALITY: MYTH OR REALITY:-**

Good Governance has remained the priority of all forms of governments as it gives optimum attention as well as opportunities to citizens for their welfare and development. Good Governance is a system in which all the policy formulation and

execution activities of state revolve around the people. In other words, good governance is one which is participatory, accountable, transparent and responsive. Good governance and democratic decentralization are complimentary to each other. If the good governance is the end, then the democratic decentralization is the mean to accomplish the forms. To attain the goal of good governance, it is essential that there must be statutory and legal provisions regarding the democratic decentralization so that the institutions at the grass root level may be kept away from the domain of the state government.

The essential pre-requisites for quality governance are that the system should be good and suited to the needs, aspirations, back ground and ethos of the people concerned and those selected for operating the system should be endowed with character and competence and motivated by the spirit of public service.

Governance, in general, involves the exercise of political, administrative and economic powers in managing a country's affairs within a democratic framework. Governance as a wider strategy of pursuing development and promoting good government is occupying centre-stage in many countries. It attempts to establish a quality relationship between the government and the governed. Hence, the quality of governance is gaining prominence, as a prerequisite for fostering development.

Good governance is associated with efficient and effective administration in a democratic framework. It is equivalent to purposive and development oriented administration which is committed to improvement in quality of life of the people. It implies high level of organizational effectiveness. It also relates to the capacity of the centre of power of political and administrative system to cope up with the emerging challenges of the society. Good governance is, thus, a function of installation of positive virtues of administration and elimination of vices of disfunctionalities.

However, Good governance moves around citizens to improve quality of life, administrative system, and efficiency in delivering services and to establish greater efficiency, legitimacy, citizen-caring and responsive administration.

From India's point of view, The Second Administrative Reform Commission (2005) laid emphasis on the execution of better governance. However, the Tenth

Plan document identified good governance as the single most important factor in ensuring that the plan objectives are achieved. Among the other things, decentralization of power and citizen's empowerment, effective people's participation through state and non-state mechanisms, greater synergy and consolidation among various agencies and programmes of government, civil service reforms, transparency, rationalization of government schemes and mode of financial assistance to states, improved access to formal justice system to enforce rights have been identified as the key priorities.<sup>28</sup>

Like other municipal body, Balurghat Municipal body has adopted the policies related to democratic decentralization and accordingly necessary arrangements have been made. It also followed the policy of participatory democracy and allows the people to take part in the decision making process. But excessive political interference by the state leaders in the municipal affairs has made this body inactive. Moreover, the municipal administrative staffs are lacking innovativeness and creativity in performing their job and do not have any interest to adopt the modern technological advancement that ultimately results in public suffering. There is no administrative transparency in making of implementation of different types of schemes introduced by the state and union government. So people in general fail to get benefits of those schemes. However, the most predominant problems or challenges that the Balurghat Municipality often faces can be summarize into the following ways along with their way of solution.

#### **IMPEDIMENTS OF BALURGHAT MUNICIPALITY:-**

1. Lack of resources particularly the financial and infrastructural added to the gravity of the problems and challenges faced by the municipality. The too much dependency on the state and union government for finance or grants is another impediment in the development of this body.
2. Inadequate and inefficient administrative machinery as well as lack of capacity building techniques is one of the important perils of this municipality.

3. Political intervention by the state government, MLAs and MPs in the affairs of the ULB is continuing in one form or the other which adversely affects the process of emergence of local leadership.
4. Emergence of unauthorized colonies and slums putting at stake, the basic facilities like water, electricity, health, hygiene and education as well as the poor response of the people towards government's attempts to improve the living conditions in the town are the other hindrances in the smooth sailing of this body.
5. Overcrowded and poorly managed roads and streets increasing number of vehicles and the pollution resulting these forms of poor sanitary condition, lack of proper waste disposal system etc., are the main challenges before the municipal body of Balurghat.
6. Excessive use of money in the election of the municipal election which is far higher than the actual ceiling of expenditure earmarked is another misery to this body.
7. Corruption and lack of awareness among the people and their representatives regarding the various welfare schemes and programmes launched in urban areas is a serious threat to the smooth and spontaneous development of this municipality.

**SUGGESTION:-**

In order to cope up with the above constraints and to ensure good governance, the following steps are required:

1. Capacity building techniques, motivation and training of the municipal councilors and the staffs of municipality are the need of hour for optimum utilization of available resources.
2. The municipality should be made financially self sufficient by allowing them more revenue raising power and increasing share of collection of cess and other taxes, share, particularly the service and development taxes can be potential sources of their income.

3. The NGOs, voluntary organizations, civil society and public private participation in all the activities of development and welfare must be enhanced to accomplish the goals of good governance.
4. Various schemes of urban development and welfare like Jawaharlal Nehru National Urban Renewal Mission, Urban Rehabilitation Scheme, SJSRY, Rajiv Gandhi Avas Yojana; Indira Avas Yojana etc. must be coordinated and if possible be integrated.
5. The vigilant citizenry is an effective tool to make this ULB more accountable, efficient and representative.
6. To curb the corruption in this ULB, transparency and accountability must be enhanced therein. RTI Act, e-governance, citizen charter etc. can be instrumental to attain the goal of good governance.
7. The operational aspect needs to pay more attention, as the failures are more at the implementation level rather than in matters of allocation of resources and policy formulation. Ethics in administration and motivation will be helpful to score the goals.
8. Political interference of union and state governments in the ULB affairs should be put under strict vigilance by the state election commission and model code of conduct should be adhered to in letter and spirit.
9. The proxy representation must be checked and the actual candidates should be motivated for their active participation in municipal functions.
10. The use of micro web cameras or CCTV camera on sensitive spots will enhance the efficiency of administration and curb the design and motives of the offenders.

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## **CHAPTER – V**

### **CIVIC SERVICES, GOVERNANCE AND BALURGHAT MUNICIPALITY**

**INTRODUCTION**

**DRAINAGE SYSTEM UNDER BALURGHAT MUNICIPALITY**

**SOLID WASTE MANAGEMENT UNDER BALURGHAT MUNICIPALITY**

**PROVISION FOR EDUCATION & BALURGHAT MUNICIPALITY**

**SLUM AND SLUM DEVELOPMENT UNDER BALURGHAT MUNICIPALITY**

**HEALTH CARE SERVICES UNDER BALURGHAT MUNICIPALITY**

**NOTES AND REFERENCES**

## Chapter - V

### A. INTRODUCTION

Like other towns in West Bengal, the settlement in the Balurghat town was unplanned and population concentration and distribution was mainly haphazard due to heavy influx of immigrants from erstwhile East Pakistan (now Bangladesh). During the liberation war of Bangladesh in 1971, most of the evacuees who took shelter in this Town never returned to their homeland and it contributed to massive increase of population. Simultaneously, people in search of economic opportunities and other related facilities came to this Town from the neighboring villages and settled here. After partition, the original Headquarter of the Dinajpur district went to East Pakistan and the part which came to West Bengal had no Urban Centre except Hilli. Accordingly, Balurghat was selected as the Headquarter of the district renamed as West Dinajpur.

Since the establishment of the Municipality, the Municipal Authority had tried their best to provide the basic civic amenities to its people. After the partition, the people from the districts mainly of Dinajpur, Rajshahi and Bogra came increasingly to this town to get their accommodation. Besides, there were a large number of refugees from Pabna and Dacca districts also settled here. Between 1951-61 the population of the town increased by about 50%<sup>1</sup>. The same trend continued in the following decades mainly because of the continuous influx of refugees to this town from Bangladesh (erstwhile East Pakistan).

The urban fabric of Balurghat town represents a transition from rural economy and rural social outlook. Migration from erstwhile East Pakistan started since 1947 & increased in 1950s<sup>2</sup>. During 1970s a large mass of refugees came and settled in and around Balurghat. A continuous flow of rural migrants since 1960s also added to the urban population<sup>3</sup>. It is also true that upper caste people were migrated from East Bengal, mostly from the districts of Dhaka, Mymensingh and

Rajshahi long before the partition. All this added to population growth and this has been shown in the table given below.

**Table: 5.1**

**Decadal Growth o Population in Balurghat Municipality**

Year	Area in Sq. Km.	Population	Growth Rate	No. of Wards
1912	2.46	3,220	-	5
1951	2.46	18,121	1.19	5
1961	2.46	26,999	4.90	5
1971	6.37	67,088	14.86	15
1981	6.37	1,12,621	6.79	15
1991	8.32	1,26,225	1.21	17
2001	10.56	1,35,737	0.75	23
2011	10.56	1,51,299	11.14	23

Sources: Census report and Balurghat Municipal report.

The location of Balurghat across international border is a factor that accounts for its speedy urban growth. At the same time, the effects of the proximity of the international border are manifold:

- a) Independence of India in 1947 and again the independence of Bangladesh caused huge migration i.e., influx of refugees from Bangladesh (formally East Pakistan) and their settling down in the town and in the surrounding rural areas.
- b) Since 1967, the refugees from East Pakistan started to occupy low lying areas at the outskirts of Balurghat. They found agriculture as their best

means of livelihood and accordingly started cultivation outside the Balurghat municipal areas.

- c) Since the liberation of Bangladesh in 1971, the international border can be freely crossed over by either side. This has created the problem of socio-economic security in the rural areas across the border. The landed people started moving into the towns with a house in the town and another in the village. Agriculture thus has become a non-lucrative occupation. The other available avenues being: (1) Trade and commerce, (2) Teaching in schools, (3) Job at government establishments.

According to the Census 2001, the population of Balurghat Municipality was 135737 living in 26417 households<sup>4</sup>. The ward wise population and household density of Balurghat Municipality was also found uneven. The densely populated wards were affected more by lack of civic amenities.

The total Population of Balurghat was 1, 12,621 persons in 1981<sup>5</sup> which raised to 1,26,225 in 1991<sup>6</sup> and it touched the mark of 1,35,737 in 2001<sup>7</sup>. It shows the trend of gradual increase. But surprisingly the growth rate has sharply declined during the last decade. The growth rate was 6.79 in 1981 which sharply declined to 1.21 in 1991 and again it came down to 0.75 in 2001. At the time of the inception of Balurghat Municipality the number of ward was only 5 which were increased to 15 in 1971 as a result of addition of more areas within its jurisdiction. The number of wards was further increased to 17 in 1991 and to 23 in 2001<sup>8</sup>.

## **B. DRAINAGE SYSTEM UNDER BALURGHAT MUNICIPALITY**

Balurghat Municipality was constituted in 1951 by Notification No. MIM-40/50(1), dated, 24<sup>th</sup> May 1951<sup>9</sup>, with the mauzas of DakshinChakBhabani, Bangi, Balurghat and Khadimpur with an approximate area of 6.37 sq. Km. In 1962, there were 29 km road in Balurghat Municipality out of which only 3.22 sq. km was *pucca*<sup>10</sup>. However, development of connectivity was found much faster during the subsequent years. There was no underground drain, nor even *Pucca* open drains. The drains were generally *kuchha*, open. Underground sewerage was nonexistent

and night soil was removed by scavengers. For the supply of drinking water the municipality maintains 152 tube wells located at various parts of the town<sup>11</sup>.

The existing drainage and sewerage network reveals that the drainage and sewerage system of the town may be divided into storm water drains, lined drains, non lined drains and unidentified drains. The drains of Balurghat town are mostly shallow and non-lined, only 5% of the total drains by length are lined. Most of the drains are passed through either both or one side of the major thoroughfares of the towns and they are in serpentine in their alignments. In many areas drains are either clogged or, physically disappeared. Unplanned urban growth in low-lying areas without having enough space for storm water disposal system aggravates the problem further. Even the lined drains constructed are found not maintaining the proper ground slope. Thus, the very purpose of such construction involving huge capital expenditure has failed.

Culverts play a significant role in the normal and storm water movement in any urban area. Most of the culverts of Balurghat town are of tabular form and mostly box type and found narrower than the drains and thus, water accumulates around most of the culverts causing water logging. The situation in case of covered drains/ culverts is far more serious<sup>12</sup>. Lack of maintenance often caused clogging of such culverts.

Balurghat town lacks proper storm water drainage system. In fact, the Danga Khari serves as storm water disposal way for the town since the beginning of urbanization. Since 1990s some existing drains are renovated. A Master Plan has been prepared and executed to resolve the grave problem of water logging as well as drainage pattern. The entire municipal areas have been divided into 9 zones covering 8199890 sq. meters<sup>13</sup>. Its distribution pattern is given below.

**Table- 5.2****Drainage Zone of Balurghat Municipality**

<b>Drainage Zone</b>	<b>Area in sq. meter</b>	<b>% of total area</b>	<b>Out-fall point</b>	<b>No. of wards covered</b>
Zone I	858323	10.47	DangaKhari	15
Zone II	147764	1.80	DangaKhari	14 & 15
Zone III	1407479	17.17	River Atrai	19,22 & 23
Zone IV	1430139	17.44	DangaKhari	16,17,20 & 21
Zone V	286594	3.50	DangaKhari	14
Zone VI	1121576	13.68	DangaKhari	1,7, 10-14
Zone VII	1685353	20.55	Paddy Field	5,6,7,9,& 12
Zone VIII	323097	3.94	River Atrai	1,3 &7
Zone IX	728760	8.89	Paddy Field	3&4
Zone X	80878	0.99	Nala	2&3
Zone XI	129927	1.58	Nala	2
Total	8199890	100.1		23

**Drainage Zone I:** Drainage from the extreme north and north eastern part of Balurghat town including Circuit House, Hospital area got its out-fall into the upper part of the Danga Khari which ultimately fall into the river Atrayee. This drainage zone covers an area of 85.8 hectare land of Balurghat Municipality which is 10.57% of the total area<sup>14</sup>. However, this drainage zone lacks in any sort of storm water disposal system.

**Drainage Zone II:** The north eastern tract situated east of the Danga Khari belongs to the drainage zone II. The rain water along with sewage of this area directly got its outfall into the Danga Khari due to favorable slope condition. This drainage zone covers an area of 14.78 hectare which is only 1.8% area of Balurghat Municipality<sup>15</sup>. This is one of the least urbanized tracts of the municipality with predominantly agrarian look.

**Drainage Zone III:** This drainage zone covers an area of 140.75 hectare of Balurghat town, which constitutes 17.17% of the municipal area. . This area covers part of Ward numbers 16, 19, 22 & 23 that is the north western part of the town<sup>16</sup>. The area in between the river Atrayee and Tank More – Collect orate bypass drains into the river Atrayee through the flood shutters.

**Drainage Zone IV:** This drainage Zone occupies the area in between the PWD Road and Tank more – Collect orate bypass covering an area of 143.01 hectare or 17.44% of total municipal area in the north central part. Portions of Ward numbers 16, 17, 20 & 21 are fall under this zone<sup>17</sup>. The drainage of this area discharges into the Danga Khari. This zone is characterized by the presence of a paleo-channel along with depressions and thus experiencing devastating water logging situation.

**Drainage Zone V:** East central part of Balurghat town falls under this category which is bounded by the Hilli road and Danga Khari. Total area is 28.66 hectare which is only 3.5% of the total municipal area in the Ward number 14<sup>18</sup>.

**Drainage Zone VI:** South central part of Balurghat town fall under this drainage zone with outfall into the Danga Khari. The total area under this zone is 112.16 hectare or 13.68% of the total municipal area that covers part of Ward numbers 1, 7, 10, 11, 12 & 13<sup>19</sup>.

**Drainage Zone VII:** This is the largest drainage zone in Balurghat municipality that occupies 168.53 hectare or 20.55% of total area. This is also one of the most thickly populated areas accounting for 31% of the total urban structure. Ward numbers 5, 6, 7, 9 & 12 falls under Zone<sup>20</sup>. Swear and drainage of this area finds its outfall into lowlands and paddy fields.

**Drainage Zone VIII:** South central part of Balurghat town covering parts of Ward number 1, 3 & 7 belongs to this drainage zone. This zone covers 32.31 hectare of land or 3.94% of total municipal area with the outfall into the river Atrayee<sup>21</sup>.

**Drainage Zone IX:** This zone covers part of Ward numbers 3 & 4 in the south western part of Balurghat municipality. The drainage covers an area of 72.88 hectare or 8.89% of the municipal area<sup>22</sup>. The drainage of this area normally discharges into the lowland and paddy field.

**Drainage Zone X:** This is the smallest drainage zone in Balurghat municipality covering only 8.09 hectare of land which is less 1% of the total geographical area of the municipality<sup>23</sup>. This zone is situated in the extreme southern corner of the municipality in the Ward numbers 2 & 3.

**Drainage Zone XI:** The extreme south western corner of Balurghat municipality belongs to the drainage zone XI that covers an area of 12.99 hectare or 1.58% of the total geographical area of the municipality. This zone covers considerable portion of Ward number 2. The drainage and sewer from this zone discharged into a small *nallah* and ultimately drained into the river Atrai<sup>24</sup>.

The recurrence of floods during 1980s, forced the administration to adopt its first flood vis-à-vis logging protective measure i.e., construction of flood shutters and embankment along the Atrai river followed by the construction of a pair of lock gates across the river Danga Khari that flows through the heart of Balurghat town.

The problem relating to flood and inundation caused by the Danga Khari believed to be much more complicated and often exert serious consequences to Balurghat town. Considering the grave problem of water logging, Balurghat municipality has adopted a **master plan for drainage management** to tackle the problem of bank failure, river degradation vis-à-vis flood/water logging by the river Atrai and its tributary Danga Khari. The following short term measures are proposed by the North Bengal University expert team involved for the preparation of this master plan:

- Strengthening of the existing embankment system along the river Atrai and Danga Khari.
- Renovation of the existing flood shutters based on PMD (probable maximum discharge) estimation for each of them.
- Renovation and modernization of sluice/lock gates over the Danga Khari should immediately be taken to increase the efficiency of the existing system.
- In view of alarming rate of sedimentation on the Atrai bed, the main embankment along the river Atrai should be elevated by at least 0.5 meter immediately.
- Proper and periodic maintenance of the above mentioned protective measures should adhere to most meticulously.
- Immediate removal of unauthorized occupation along the Danga Khari flood valley.<sup>25</sup>

**Table – 5.3**

**SALIENT FEATURES OF DRAINAGE SCHEME UNDER**  
**UIDSSMT PROGRAMME AT BALURGHAT**

1.	Name of the Town	Balurghat
2.	Name of the District	DakshinDinajpur
3.	Town Population (2011)	151,299
4.	Design Population (2037 projected)	304,321
5.	Total number of wards	23 (Twenty three)
6.	Total area of the town	10.56 sq. km.
7.	Wards covered	All
8.	Number of sub-basins	24 (Twenty four)
9.	Total number of drains proposed	566
10.	Total length of main drains proposed	27.08 Km
11.	Number of culverts proposed	24
12.	Number of outfall structures proposed	35
13.	Minimum Section of drain waterway Proposed	Clear width : 0.300 m Height : 0.50 m
14.	Maximum Section of drain waterway proposed	Clear width : 1.800 m Height : 2.000 m
15.	Type of drain construction	Small sections : Brick walls on PCC base Large sections : RCC walls on RCC base
16.	Project Cost (including 3% contingency)	Rs.1535.90 lakh
17.	Per Capita Cost on 2001 population	Rs.1071.65
18.	Per Capita Cost on 2037 (Design Year) population	Rs.504.70
19.	Annual O&M cost	Rs.4.41 lakh
20.	Funding Pattern	GOI (Including Incentive) : Rs.1305.52 lakh GOWB : Rs.153.59 lakh ULB : Rs.153.59 lakh
21.	Implementation Period	Year of Commencement : 2007 Year of Completion : 2009
22.	Agencies responsible	Nodal : SUDA Implementation : M.E. Dte. O&M : Balurghat Municipality

Source: Official Records of Balurghat Municipality (Annual Development Report) 2011.

### **C. SOLID WASTE MANAGEMENT AT BALURGHAT MUNICIPALITY**

“Wastes” are materials which are discarded after use at the end of their intended life-span<sup>26</sup>. Waste management is a collective activity involving segregation, collection, transportation, re-processing, recycling and disposal of various types of wastes. Sustainable waste management involves managing waste in an environmentally sound, socially satisfactory and a techno-economically viable manner. Sustainability of waste management is the key to providing a continuous and effective service that satisfies the needs of all the stakeholders and end users<sup>27</sup>.

Sustainable waste management can be achieved through strategic planning, institutional capacity building, fiscal incentives, techno-economically viable technologies, public-private partnerships, community participation and such others<sup>28</sup>. The policy should address environmental concerns, public health issues and alleviation of poverty through environmentally safe methods and standards. It should promote public-private partnerships and reframe economic instruments to address the needs of all the stakeholders in the waste sector.

Sustainable Waste Management also involves laying emphasis on reuse, recycling and recovery of resources from dry and recyclable waste. For achieving substantial diversion of waste from landfills, there is an urgent need for efficient and practical method for collection of waste<sup>29</sup>. Although collection is labor intensive but segregated collection leading to greater resource recovery can render this activity not only cost-effective but environmentally and economically sustainable.

The municipal bodies in India are entrusted under law with the obligatory functions of conservancy or public cleaning and scavenging work. The term ‘solid waste management’ connotes a total system covering all process from the collection to the disposal stage for all types of refuse. The Bengal Municipal Act, 1993, for instance, lays down that it shall be the duty of every municipality to make reasonable and adequate provision for “cleaning public streets, place and

sewerage, and all spaces not being private property, which are open to the enjoyment of the public<sup>30</sup>.

### **Generation of waste:**

Solid wastes generally consists of dry refuse such as ashes, dust, food wastes, packaging in the form of paper, metals, plastics or glass, kitchen wastes, discarded clothing and furnishings, garden wastes and so on<sup>31</sup>. It is a critical service on account of a high organic content in waste and the tropical climate of the country as the uncollected and indisposed waste can result in various types of diseases and serious health risks. Therefore its frequent collection and disposal is absolutely essential.

In most cases, however, waste collection is not being done adequately and, on an average, roughly 20-30 per cent of total waste generated remains uncollected which is one of the biggest sources of environmental degradation. It contributes to the pollution of entire environment – air, water and soil<sup>32</sup>.

### **Collection of waste:**

Conservancy activity is usually entrusted to the health department in a municipality in almost all cities and towns in India. This is mainly because of the association of sanitation and public hygiene with Public Health. The Public Health department is headed by a Health Officer who is assisted by a number of sanitary inspectors.

In order to facilitate conservancy and sanitary operations in a city, it is generally divided into a number of sanitary zones or wards. One sanitary inspector is placed in charge of a zone and supervises all operations relating to collection and storage of waste. The transport of waste is done by mechanized and non-mechanized modes from collection point to the disposal sites.

The transport vehicles are maintained by the engineering wing headed by an Engineer. In smaller municipal bodies, however, Municipal Health Officer looks after all the affairs of conservancy including transportation. For street sweeping,

collection of refuse and for loading and unloading the refuse from the vehicles, the municipal bodies employ a large number of conservancy staff. They also provide dust bins, depots or places for temporary deposit of rubbish at convenient locations, and require the occupants of premises to deposit the rubbish in these depots and dust bins.

In actual practice, in smaller and medium-sized urban centers, all households and commercial establishments throw the refuse and offensive matter on the streets, from where it is collected by the municipal bodies. In larger local bodies, where door-to-door collection by municipal agencies is not practiced, the households enter into private arrangement with the sweepers to get the refuse and offensive matter collected from the houses and deposited in the dust bins.

The garbage stored in the bins is loaded by the conservancy staff on to trucks which call at least once a day near each collection point. In certain cases, garbage is transferred from the bins located in the narrow streets by the civic staff in large barrows to the main streets for further transportation. In market areas, slaughter houses and public places, the municipal sweepers collect the garbage and store it in a large central bin to be transported away.

#### **Disposal of waste:**

The refuse collected from various points is disposed off by different methods in different urban centers, viz., dumping, sanitary landfill and composting. Majority of smaller municipal bodies adopt dumping due to non-availability of mechanized forms- of transport. Generally, the low lying areas and the outskirts of the towns are used for this purpose. However, they constitute a health hazard and become breeding grounds for flies and mosquitoes.

In most of the cities and small and medium towns the main determinants of environmental degradation caused by wastes are of course economic factors and institutional inadequacies<sup>33</sup>. Economically because of the inability of most planners to value natural resources in monetary terms, the cheapest, the least-efficient, and the dirtiest production process has been favored. It is observed that the main

determinants of environmental degradation by means of urban wastes are economic factor and institutional inadequacies. It is said that the natural water sources such as rivers get increasingly polluted with sewage, industrial effluent and solid wastes<sup>34</sup>. Institutional inadequacies imply, instead of using mechanized methods, manual process is more prevalent because of low cost and involvement of less skilled manpower.

### **Recycling of waste:**

At dump site, it is not uncommon to find a group of recyclers, usually termed as 'rag pickers' who sort through the waste for bottles, metal, plastic and certain types of paper which is sold to middlemen for subsequent processing. This type of recycling provides sustenance for a sizeable number of families.

Recycling of solid wastes is an option that many municipalities have explored in recent years. It not only facilitates disposal but conserves energy, cuts pollution, and preserves natural resources. To make cans from recovered aluminum, for example, requires 10% of the energy needed to make them from virgin ore. At the same time ore is saved, and the pollution resulting from mining and processing are avoided. Making steel bars from scrap requires 74% less energy and 50% less water, while reducing air-polluting emissions by 85% and mining wastes by 95%.<sup>35</sup> Similarly, sludge from treated sewage can be used for fertilizer, but it has been less costly to dump it at sea or on open land.

Although Solid waste management under Balurghat Municipality has started quiet earlier, since the inception of this local government authority, as the integral part of its duties, yet no major comprehensive and systematic development has taken place, particularly in terms of preservation of records. However, since last five or six years the said operation has already been started and records are being maintained accordingly. Daily shift operation in conservancy department for more effective utilization of garbage collection is done by deploying around 300 staffs. Among them, only 56 staffs' falls under permanent category while 234 staffs are contractual for the maintenance of solid waste management.<sup>36</sup>

It is estimated that at present, around 83 metric tons of garbage both disposable and non disposable wastes are collected and placed into the dumping ground which is situated at the outskirts of Balurghat Municipal area, towards Lalmati, near Dangi under Bhatpara Gram Panchayat. The capacity of the dumping ground is 360 MQ Tons.<sup>37</sup>

Municipal Solid Waste (Management & Handling) Rules, 2000 (MSW Rules) are applicable to every municipal authority responsible for collection, segregation, storage, transportation, processing and disposal of municipal solids. Although vermin culture has not yet been developed due to lack of skilled labour forces as well as enough fund capacity of this municipality, yet they are sincerely trying to introduce the proper process at the earliest so that the solid waste management can take place effectively and efficiently. In order to discharge the same function Balurghat Municipality has already arranged some of the necessary equipment and is clinging to manage it effectively.

**Table – 5.4**

**Expenditure and funding of solid waste management at Balurghat Municipality:**

Year	Area	Project Cost in lacs.	Fund Source	Benefit of proposed project
2010-11	Centrally in all slum	2.4	Municipal Fund	Labour Forces
2011-12	All wards	2.4	Municipal Fund	Labour Forces
2012-13	All wards	21.44	Govt. Fund	Labour Forces
2013-14	All wards	20.4	Govt. Fund	Labour Forces

Source: BalurghatMunicipality Annual Report. 2010-11 to 2013-2014.

**Table – 5.5**

**Available Solid waste equipments at Balurghat Municipality:**

<b>Name of equipment</b>	<b>Quantity</b>	<b>Capacity</b>
Hydraulic dumper placer	1	50 CFT
Ordinary Truck	2	100 CFT
Tractor	8	100 CFT
Refused trailer (Uncovered)	12	100 CFT
Refused trailer (covered)	8	100 CFT
Tri cycle van	72	10 CFT
Wheel Barrowers	60	6 CFT
Community Bin	15	50 CFT
Hydraulic dumper Container	30	50 CFT
Cass Poll Emptier	2	3000 CFT

Source: Balurghat Municipality Annual Report. 2014.

As per record of the February, 2014, there are 72 persons deployed daily for solid waste collection from door to door. Though they need to have more, yet fund shortage compelled them to reduce their strength. They use Tri-cycle van for collection of waste. Each conservancy staff has to attain around 366 houses for the said purpose.<sup>38</sup> To keep the city clean Balurghat Municipality have deployed 195 sweepers for keeping the sewerage system clean. Within the town they ply 8 tractors to collect the garbage from the road side dumper.<sup>39</sup> Apart from tractors, they also use truck, refused trailer for the said purpose. All these are use on daily basis through the permanent staffs and contractual staffs.

In order to perform such massive task, the municipal authority needs to have a sizable amount of fund. Whatever the collection are being made by means of the collection of taxes are not enough and the authority has to depend upon the funds made available by both the central and state government through different schemes and projects.

#### **D. PROVISION FOR EDUCATION & BALURGHAT MUNICIPALITY**

The major responsibility of a local self-government representative (LSGR) is to initiate and implement development programmes in his/her area. This may mean construction of a road, a bridge over a river or provision of schooling facilities for children, youth and adults. Development means much more than just an improvement in the economic well-being or condition of community members. Development includes the fulfillment of each person's material, spiritual and societal needs.<sup>40</sup>

The Directive Principles of the state policy contained in Part-IV of the Constitution of India pertaining to education are:

**Article 45:** The State shall endeavor to provide, within a period of ten years from the commencement of the Constitution, for free and compulsory education to all children until they complete the age of 14.<sup>41</sup>

**Article 46:** The State shall promote with special care the educational and economic interests of the weaker sections of the people, and, in particular, of the Scheduled Castes and the Scheduled Tribes, and shall protect them from social injustice and all forms of exploitation.<sup>42</sup>

**Constitutional Amendment of 1976:** This amendment included Education in the Concurrent List which was initially a state subject<sup>43</sup>. Though essentially the role and responsibility of the States in education remained unchanged by this amendment, the Union Government has accepted a larger responsibility of reinforcing the national and integrative character of education by maintaining quality and standards.

**Article 21 A: Inserted as a fundamental right in 2002,** Right to Education – 93<sup>rd</sup> Amendment mentions that 'the state shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the State may, by law, determine'.<sup>44</sup> The state discretion has not yet been realized and the right is yet to come into force.

## **Role of Local Self Government Institutions**

In order to strengthen the Panchayati Raj Institutions (PRIs) and Urban Local Bodies (ULBs), the 73<sup>rd</sup> and 74<sup>th</sup> Amendments have come into force in 1993. These amendments of the Constitution of India, provided for empowerment of Panchayat and Nagarpalika<sup>45</sup>. Article 243W of the Constitution of India<sup>46</sup>, specifies the powers, authority and responsibilities with respect to Municipalities. Municipalities are responsible for providing infrastructural facilities like school buildings and sanitation facilities in the municipal schools. The buildings and other infrastructures are the property of the municipality. All educational programmes of government like Sarva Siksha Abhiyan (SSA), Mid-day Meals (MDM) Programme etc. are being implemented in municipal schools by the concern authorities. Teaching and non-teaching staffs are municipal employees and they are under the administrative and disciplinary control of the municipality.

There is no mechanism to ensure correct reporting of the education tax collected by municipalities. The School Education Department has no say in the collection or utilization of education tax and they will not be released into the school education department funds and can only be used by the local bodies.

Balurghat Municipality has started literacy drive under its direct control and supervision since 1994 by establishing two schools within the Municipal area<sup>47</sup>. It was in 1991 that the Midnapur district for the first time introduced mass literacy campaign. After that Balurghat Municipality has started to launch their activities in this field. At the initial stage, without getting fund neither from central nor from state government, they carried out the mission with their own fund only, however, afterwards the fund are being made available from different sources.

### **Literacy Mission:**

At the initial stage, they introduced CEP (Continuing Education Programme) for adult education. In 2004 they introduced 10 CEC (Continuing Education Centre) for providing the education to the children<sup>48</sup>. These groups were paid attention to

the children having 15 and above age and those who either did not start their education or skiff away from the mainstream for any reason.

One library is there in every centre where more than 170 books are available for the readers. Besides, cultural programmes are also arranged in these centers on a routine basis for recreation. Apart from these, the arrangement for games like carom; ludo, football etc are available. Health check-up programmes are also arranged.

Another literacy drive has also been made in February 2007, named PRI (Project for Residual Illiteracy) which is directly funded by the central government. In Dakshin Dinajpur there are 163 centers of which 125 centers are functioning under the direct supervision of Balurghat Municipality<sup>49</sup>. As per the record available up to December 2014, 1165 learners were there.

#### **Primary Education:**

Under Balurghat Municipality there are 37 centers were directly funded by SSA (Sarba Siksha Avijan)<sup>50</sup>. Since 2007 – 08 this project has been renamed SSP (Shishu Siksha Project). In every centre there are two teachers who taught from class I to class IV. The basic objective of this project is to provide education to the drop out students and those who have not attain formal education as yet.

It is directly government sponsored scheme and the urban local authority has the duty to look after the functioning of these institutions. Here, each teacher is given Rs. 1500 (One thousand and five hundred) as remuneration. There is also two supervisors appointed with the remuneration of Rs. 2500 (Two thousand and five hundred)<sup>51</sup> for inspecting these institutions and to report the nodal agency i. e. municipality.

There are two primary schools, named Haribhajan Primary School and Monimela F. P. School which are directly run by the municipal board. In these schools there are 4 teachers in each schools those who get their salary by the state government through this municipal board. Among all these schools centrally sponsored scheme mid-day meal is available under the direct supervision of the municipality.

**Table – 5.6**

**Total roll strength of two primary schools run by municipality**

Year	Haribhajan F. P.	Monimela F.P.	Total
2010	220	324	544
2011	305	473	778
2012	384	589	973
2013	408	629	1037
2014	377	517	894

Sources: School-wise Attendance Register (2010 – 2014)

But all these schools are suffering from several drawbacks. No financial assistance has been made as yet for classroom construction, to purchase teaching learning materials (TLM), no initiative has yet been taken by the government for providing pure and safe drinking water and hygienic toilet facilities for the tender students. In spite of all such drawbacks the literacy and primary education is of course quite satisfactory which can be stated by comparing the following statistical record as given projected.

Since 2010 – 11 these schools are getting aid through the District Primary Education Project (DPEP) for different purposes like the grant for additional classroom, arrangement for toilet, drinking water.

**Table – 5.7**

**Educational arrangement under Balurghat Municipality**

<b>Sl. No.</b>	<b>Parameter</b>	<b>Value</b>	<b>Data Sources</b>
1	Literacy Ratio (Male)	56143	Census 2001
2.	Literacy Ratio (Female)	49894	Census 2001
3.	Total Literacy Ratio	106037	Census 2001
4.	Total No. of children 5 – 14 years enrolled per year (Boys)	16630	Municipal survey report
5.	Total No. of children 5 – 14 years enrolled per year (Girls)	14919	Municipal survey report
6.	Total No. of children 5 – 14 years enrolled per year	31549	Municipal survey report
7.	Total No. of children (5 – 14) do not go to school (Boys) per yr.	1037	Municipal survey report
8.	Total No. of children (5 – 14) do not go to school (Girls) per yr	941	Municipal survey report
9.	Total No. of children (5 – 14) do not go to school per yr	1978	Municipal survey report
10.	Total No. of Primary School	37	D.I of school
11.	Total No. of Primary School Under municipality	02	Municipal Record
12.	Total No. of Primary School Without building	01	Municipal Record
13.	Total No. of Primary School Without drinking water	26	Municipal Record
14.	Total No. of Primary School Without toilet facility	06	Municipal Record
15.	Total No. of Primary School less than 3 class room	13	Municipal Record
16.	Total No. of Primary School less than 3 teachers	12	Municipal Record
17.	No. of alternative education centres	15	Municipal Record
18.	No. of alternative education centres without own building	19	Municipal Record

Source: Balurghat Municipality Annual Report. 2014.

## **E. Slum and slum development :-**

The issue of slums is very complex. It concerns all the local and national economies and societies in which slums exist. It is one of the fundamental challenges of our times. The physical, legal, social, political and economic characteristics of slums are richly varied.

The picture that conjures up in our minds about slum is that of a dirty, unhygienic group of make shift shanties with long lines of people waiting at the Municipal water pump, bawling babies literally left on street corners to fend for themselves and endless cries of help.<sup>52</sup> It can be said that slums “spoil” the look of the city. Because slums breed poverty and high unemployment, there is a high crime rate stemming from these neighborhoods.

The lives of hundreds of slum dwellers are threatened by the lack of access to the most basic human requirements: water, sanitation, shelter, health, and education. The nature and extent of the daily challenges posed by existing slums are not just daunting, they are life threatening. If local and national policies do not change, much of the imminent urbanization will be characterized by more slums.<sup>53</sup> They do not have basic civic services like waste collection and disposal, clean drinking water, properly maintained drainage system, electricity or paved roads.

Slums are the physical manifestation of several overlapping forces. On the one hand, they are the manifestation of deep poverty, unrealistic regulatory frameworks, ill-conceived policies, inadequate urban planning, weak institutional capacity, and larger macroeconomic factors. But on the other hand, slums are a manifestation of the ingenuity and resilience with which extremely disadvantaged populations have organized them in the face of these very challenges.

The list of challenges faced by slum dwellers is long, and many of these disadvantages reinforce each other in a vicious cycle. Still, the resourcefulness often demonstrated by slum dwellers in the face of such adverse circumstances is remarkable. Evidence demonstrates that slum dwellers collectively make a substantial contribution to urban and national economies, and that many towns and cities would cease to function effectively without the people who live in slums.

Affordable and successful adaptive measures for existing slums can increase the well-being of slum dwellers. These measures also further unlock the productivity of the urban poor, creating a powerful upward spiral that strengthens both urban and national economies. Broadly speaking, adaptive approaches involve upgrading the level of urban services in slums: physical, social, and economic. They also include pragmatic solutions for dealing with the tricky issue of land and tenure.

The physical services in an upgrading project might include water supply, sanitation, roads, footpaths, drains, street lighting, land readjustment, and a range of other such services. In addition to physical services, adaptive approaches include a range of social services which includes education, health facilities, sporting facilities, day care, community facilities, and the creation or strengthening of institutions that help new migrants integrate themselves into the city.<sup>54</sup> Social services should not be taken lightly; they often contribute to increased economic growth, reduced crime, and better education and awareness.

It may also include economic services to generate employment in the area and to raise incomes. Economic assistance can include training, job placement, credit and technical assistance to small businesses, establishment of new community-owned enterprises, microfinance opportunities, and loans for housing and for building materials. If implemented correctly, such services will unlock bottlenecks to development and make way for economic revitalization in the area.

Policy makers and local officials will need to pay particular attention to the financial dimension of programs and projects. This involves issues of cost allocation across various stakeholders, the careful targeting of subsidies when required, and protocols and mechanisms for cost recovery.<sup>55</sup> Flexibility in the choice of possible services and service standards will accommodate a range of income brackets and address issues of affordability and equity.

#### **F. Slums under Balurghat Municipality:-**

In order to improve the slum regions which fall under the jurisdiction of Balurghat Municipality, this local urban body have adopted a holistic approach by

creating different technical groups. These groups were given the authority for the formulation and execution as well of all the welfare oriented measures and accordingly they did it. There are as many as 34 slums which are developed within 23 municipal wards over the years are expanding gradually in towns of population expansion due to urbanization and trans-border migration.

At the early stage, municipalities had prepared a list of prioritized slums and classified them into seven broad developmental sectors with different developmental outlooks. It included water supply, by means of the extension of water supply pipeline; construction of pucca drainage system; expansion of electrification by installing sub stations as per the requirement and installation of poles for street lightening; construction of metal roadways through the slums; provision for solid waste management to keep the area clean; sanitation, community participation towards social forestry and rehabilitation.<sup>56</sup>

Most of the slums are developed at the outskirts of the residential areas of the town. The areas chosen by them have typical features which are almost common in many respects. It includes water-logging even during a small shower and during rainy season they have to leave their home and take shelter to the nearby highlands like schools or community halls. Now-a-days construction of embankment has reduced this problem.

In spite of poor conditions in slums, second generation residents, who are not nostalgic about their rural background - feel that life in slum is reasonably tolerable and city life is probably better than rural life. Many of the younger generation, irrespective of gender, income level and educational attainment express their regard for education and foresee upward social mobility for their children by educating their offspring as much as possible.

Lack of basic amenities like safe drinking water, proper housing, and drainage and excreta disposal services; make slum population vulnerable to infections. Poor sanitary conditions and poor quality of water lead to illnesses like diarrhea and other water borne diseases, affecting the life expectancy of slum

dwellers. Because of human waste and refuse disposed in stagnant pools spread disease and contaminate water sources.

Alcoholism is a disease endemic to slum people in all the slum regions of Balurghat and it leads to moral and economic degradation. A large section of slum dwellers are involved in consuming alcohol; that restricts the amount of their income to be spent for their family, and it leads to social problems abuse as well as serious health problems.

Majorities of people, living in slums particularly male members are addicted and engaged in low earning activities. Women are also engaged in the activities like maid servant in different houses. Literacy rate in these regions is also quite low. In spite of various projects taken by the municipal authority or other NGOs regarding adult education, non-formal education, women education, in most of the cases result remain unproductive or less effective. However, different government organizations including municipal authority are putting their best services for spreading education for the expectation of best result.

#### **G. HEALTH CARE SERVICES UNDER BALURGHAT MUNICIPALITY**

Public Health is the science and the art of preventing disease, prolonging life and promoting physical health through organized state effort for the eradication of unhygienic conditions and providing health facilities at an affordable cost. It also requires revamping which will promote a better living standard among all individuals. It is the organizing of the benefits in such a fashion as to enable every citizen to realize his birthright of health and longevity.<sup>57</sup>

Public health seeks to reduce community's exposure to disease, risk factors to disease and adverse health event primarily through a range of cost-effective and preventive personal health services and primary health care services aimed at prevention of disease transmission and reduction of burden of disease/ adverse health event.

It also requires the involvement of the community as a whole through organized community efforts for sanitation (accessibility to safe water and maintaining safe water supply, use of sanitary toilets, safe disposal of solid and liquid waste, avoidance of public nuisance), appropriate food hygiene, reduction in vector population, education for personal hygiene including health primitive and preventive measures, maintenance of hygiene and cleanliness of market places, slaughter houses and its regulation; crematoria and burial ground, avoidance of environmental degradation and participation in broader public health security measures in the context of the state duly covered through proper public health legislation.

Constitution of India in its Directive Principles of State Policy clearly stated that “It would be the duty of the state to raise the level of nutrition and the standard of living and to improve public health”.<sup>58</sup> The draft National Health Bill 2009 (14) of GOI (under discussion) shall provide for protection and fulfillment of rights in relation to health and well being, health equity and justice, and for achieving the goal of health for all.

Therefore it is very pertinent that we have a proper framework of the public health workforce, their classifications and standards, their career pathways and progression in order to maintain a good quality of public health workforce. This is central to effective delivery of public health services.

Health Services perform the chief function of delivery of primary health care in a wholesome manner. Preventive health care in addition to the routine curative services and rehabilitation aspects of health care constitute the main activities of the department. The activities include the establishment and maintenance of medical institutions with necessary infrastructure, control of communicable diseases, rendering of Family Welfare services including Maternal and Child Health Services, implementation of National Control Eradication programmes providing curative services and administration.<sup>59</sup> . In 1885 the local self government act was passed and local bodies came into existence. In 1888 Govt. of India directed that

public health shall be looked after by the local bodies but no local public health staff was created for the same.<sup>60</sup>

In 1904 it was agreed that the Sanitary Commissioner should be directly under the Government and not under the Surgeon General and should communicate his views directly to the Government and not through the Medical Department.<sup>61</sup> At that time GOI had full control over provincial Government for public health matter.

Like other urban local bodies, Balurghat municipality too tried their level best for providing best health services within their jurisdiction and as per the availability of fund. Health services include rising of health awareness and providing vaccination programmes and other direct health services. Besides, Balurghat Municipality has also established a separate institution named “Matrisadan” for ensuring institutional delivery and to provide related assistance to all the women. Besides, this ULB has taken various projects whose funds are made available for different sources. The following table can show the cost-effectiveness of different projects undertaken between 2010 and 2014.

**Table No. – 5.8**

**Expenditure on different health projects by Balurghat Municipality**

Year	No of projects (Tide Fund)	Fund Rs. In lacs	No of projects (Untied Fund)	Fund Rs. In lacs	Total Projects	Total Funds.	Sources of Funds Rs. in lacs.
2010 – 11	9	67.3	9	112.1	18	179.4	UVP/RSVY
2011 – 12	9	118.09	8	144.1	17	262.19	SFC, Finance commission
2012 – 13	9	152.9	8	124.6	17	277.5	IVP VIII
2013 - 14	9	162.9	6	78.6	15	241.5	13 <sup>th</sup> Finance commission

Data sources: Municipal Annual Reports (2010-11 to 2013-14)

From the above table it is found that during the period 2010 – 11 the Balurghat municipality had spent overall 18 projects for bringing about health

support, out of which 9 came under the category of tide fund and the remaining 9 projects under untide fund. Thus, they have spent a sum of Rs.179.4 lacs<sup>62</sup> which was funded by UVP and RSVY. All the funds were utilized to take care of the children between the age group of 0 – 5 years old and the mothers especially from the downtrodden and backward sections of the society.

During the financial year 2011 – 12, the local self government of Balurghat area had introduced 9 projects under tide fund and 8 projects under untied fund, the cost of which amounted to a sum of Rs.262.19 lacs.<sup>63</sup> The objective in this financial year remained the same and like the previous year they too took utmost care of the infants and the women belonging to backward classes. In the same year they got the fund from both the state and central finance commission which support them to execute such mammoth task.

In the next year (2012– 13), in view of the support of IVP - VIII project fund, the authority decided to launch 17 projects towards health purpose out of which 9 projects came under tide fund and 8 projects came under untied funds. The overall project cost amounted to a total sum of Rs.277.5 lacs.<sup>64</sup> The entire fund has been spent to look after the health of babies and mothers by means of providing different financial and medicinal help along with the support of medical experts.

During the financial year (2013 – 14), due to shortage of fund, Balurghat Municipality has launched only 15 projects and has spent Rs.241.5 lacs throughout the year. The entire fund has been made available by the 13<sup>th</sup> Finance Commission. Among their estimated fund they have executed 9 projects under tied fund and 6 projects under untied fund. Hence all the projects aimed to provide the financial and medical support to the infants and mothers to get rid of their different problems.

All these projects have brought about satisfactory support to the inhabitants of Balurghat, particularly to the backward and downtrodden women and children especially those who are unable to afford costly medical facility from the open private market. Table V.IX presents an account of health services provided by the Balurghat Municipality during 2014.

**Table No. – 5.9**

**Health Services provided by the Municipality Last Year (2014) Record**

<b>Sl. No.</b>	<b>Services</b>	<b>Total Number</b>	<b>Data Sources</b>
1.	No. of Health Centres under Municipality	13	Municipal Record
2.	Total No. of beds	35	Do
3.	Total No. of Child birth	5301	Do
4.	No. of Institutional Delivery	5077	Do
5.	Infant Mortality cases	6	Do
6.	Children covered under 6 basic immunization	4712	Do
7.	No. of pregnant covered under TT vaccination.	1047	Do

From the above records, it is clearly evident that the Balurghat Municipality is continuously working round the clock. The compilation of last year record is the result of the sum total of different successive year's effort. Within their available resources they have developed as many as 13 health centers which run under the direct supervision of the municipality. Besides, they have also arranged 35 beds to provide best possible services to the urban dwellers.

The last year (2013 – 14) records show that the total number of child birth took place are 5301, out of which 5077 are born with in the health institution, as per the record available officially. Overall only 6 cases are found where infant mortality incidents occurred.<sup>65</sup> After birth, the new born babies have been given some immunization vaccinations that are mostly provided by the municipality and the record shows that such vaccinations have been given to 4712 new born babies by the ULB. To keep the pregnant women immune from infections and to avoid all sort of hazards, they were given Tetanus Taxied injection. The authority has got the record to provide the same injection to 1047 women which shows a bright and shining health assistance programme.

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**CHAPTER – VI**  
**SLUM DEVELOPMENT: AN ANALYTICAL STUDY.**

**INTRODUCTION**

**SLUMS DEVELOPMENT POLICIES UNDER FIVE YEAR PLANS.**

**SLUM DEVELOPMENT PROGRAMMES OF THE GOVERNMENT OF INDIA & STATE GOVERNMENTS.**

**ROLE OF URBAN LOCAL GOVERNMENT IN IMPLEMENTING THE PROGRAMMES.**

**DEVELOPMENTAL STRATEGY OF BALURGHAT MUNICIPALITY**

**SLUM DEVELOPMENT UNDER BALURGHAT MUNICIPAL AREA: SLUM INFRASTRUCTURE IMPROVEMENT PLAN.**

**FIELD SURVEY**

**CONCLUDING OBSERVATION**

**NOTES AND REFERENCES**

## Chapter – VI

### A. Introduction

A slum may be described as a chaotically occupied, unsystematically developed and generally neglected area which is over populated and overcrowded with ill-repaired and neglected structures. The area has insufficient communications, indifferent sanitary arrangements, and inadequate amenities necessary for the maintenance of physical and social health, and the satisfaction of the minimum needs and comforts of human beings and the community.

It is characterized by conspicuous absence of public services and welfare agencies to deal with the major social problems relating to of sub-standard health, inadequate income and low standard of living. It is a deprived human settlement, which is demographically, economically and environmentally vulnerable. Extreme overcrowding, high density of population, high levels of mortality and fertility, low levels or productivity, extreme poverty and the lack of access to basic services like water, sanitation and clean environment make these areas environmentally hazardous.

The scale and dimension of industrialization have contributed to the growth of urban centers. As an inevitable consequence rural people in large number have started migrating to these urban centers in search of employment in surrounding areas. Besides, the socio-economic conditions of the people compelled them to migrate from the rural native land in search of a means of livelihood in urban centers.

Increasing urbanization is the most pervasive and dominant challenge as well as opportunity facing our country, today. Urban population in India has grown from 78.9 million in 1961 to 286 million and is estimated to be doubled in next 25 years.<sup>1</sup> Cities and towns are now increasingly facing the negative consequences of rapid urbanization, such as polarization of population in large cities, high density, slum and squatter settlements, acute shortage of housing and basic civic amenities,

degradation of environment, traffic congestion, pollution, poverty, unemployment, crime and social unrest.

- An estimated 25% of urban population (810 lakh in 2001) still subsists on incomes that are below the poverty line. Eighty percent of their meager earnings go towards food and energy, leaving very little for meeting the other costs of living in an increasingly monetized society. The majority of them lives in slums and squatter settlements, in inhuman conditions that deny them dignity, shelter, security and the right to basic civic amenities or public services, an environment which harbors crime, ill-health and disease. Urbanization accompanied with large scale migration from rural areas to urban centers leads to mushrooming and slum settlements in all cities and towns in India.

The Encyclopedia Britannica defines slums as "... residential areas that are physically and socially deteriorated and in which satisfactory family life is impossible. Bad housing is a major index of slum conditions. By bad housing is meant dwellings that have inadequate light, air, toilet and bathing facilities; that are in bad repair, dump and improperly heated; that do not afford opportunity for family privacy; that are subject to fire hazard and that overcrowd the land leaving no space for recreational use."<sup>2</sup>

According to Registrar General of India (RGI), the slum areas broadly constitute of:

- All specific areas in a town or city notified as 'Slum' by State/Local Government and UT Administration under any Act including a 'Slum Act'.
- All areas recognized as 'Slum' by the State/Local Government and UT Administration, Housing and Slum Board, which may have not been formally notified as slum under any act.
- A compact area of at least 300 populations or about 60-70 households of poorly built, congested tenements, in unhygienic environment usually with inadequate infrastructure and lacking in proper sanitary and drinking water facilities.<sup>3</sup>

For the purpose of survey in 1993 and 2002, NSSO adopted the definition of slum as “A slum is a compact settlement with a collection of poorly built tenements, mostly of temporary nature, crowded together usually with inadequate sanitary and drinking water facilities in unhygienic conditions. Such an area, for the purpose of this survey, was considered as “non notified slum” if at least 20 households lived in that area. Area notified as slums by the respective municipalities, corporations, local bodies or development authorities are treated as notified slum.”<sup>4</sup>

The definition of slum area adopted by the State Governments is based on Slum Acts of respective States, on the basis of their socio-economic conditions, although their physical characteristics are almost similar. Slums are usually a cluster of hutments with dilapidated and infirm structures having common toilet facilities, suffering from lack of basic amenities, inadequate arrangements for drainage and for disposal of solid waste and garbage.

As may be noted, there are significant variations in the definitions of slums given by organizations and agencies both international and in India. On a careful consideration of the various alternatives available and keeping in mind the need for a definition which will be suitable for public policy purposes, the Committee on Slum Statistics/Census, Govt. of India, Ministry of Housing and Urban Poverty Alleviation, National Buildings Organization, 2010, decided to adopt the definition used by the NSSO as its working concept.

To reiterate the Committee defined slums as: **“A slum is a compact settlement of at least 20 household with a collection of poorly built tenements, mostly of temporary nature, crowded together usually with inadequate sanitary and drinking water facilities in unhygienic conditions,”**<sup>5</sup>

Table presents the state and union territory wise projection of slum population in India between 2011 and 2017. It ultimately necessitates both the central and the state government to take massive steps in order to resolve the slum problems as well as to bring about the development in these areas.

**Table – 6.1****STATE WISE PROJECTED SLUM POPULATION FROM 2011 TO 2017**

<b>State</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
Andaman & Nicobar Island	33722	35294	36867	38265	39663	41060	42633
Andhra Pradesh	8188022	8273434	8357451	8440074	8521999	8602530	8681318
Arunachal Pradesh	98248	103459	108669	114127	119833	125788	131494
Assam	1070835	1100118	1129636	1159857	1190780	1222406	1253789
Bihar	1683954	1707378	1730148	1752590	1774376	1795671	1816639
Chandigarh	332473	348685	365154	381881	397321	411474	429744
Chhattisgarh	2111546	2169237	2228058	2287634	2347964	2409802	2470886
Dadra & Nagar Haveli	26083	28813	31542	34424	37305	40035	43219
Daman & Diu	9187	9316	9316	9445	9445	9575	9575
Delhi	3163430	3260984	3360874	3463999	3570716	3681745	3793313
Goa	154759	161494	168229	178415	180801	185741	192476
Gujarat	4662619	4759581	4856740	4954094	5051840	5149782	5245569
Haryana	3288292	3390907	3495059	3600364	3707207	3815202	3923582
Himachal Pradesh	87281	89143	91005	92983	94845	96707	98685
J & K	494180	504243	514306	524369	534275	544180	553771
Jharkhand	931912	948949	966239	983530	1001202	1019382	1036673
Karnataka	3631147	3700490	3770161	3839998	3910162	3980656	4049341
Kerala	533278	536087	538776	541314	543671	545906	548021
Lakshadweep	1560	1560	1498	1435	1435	1435	1373
M. P.	6393040	6323229	6654059	6785528	6917636	7050705	7181214
Maharashtra	18151021	18549628	18950624	19352665	19754009	20152914	20557046
Manipur	75197	76915	76514	76993	77592	78190	78789
Meghalaya	205176	208590	212003	215416	219209	222622	226415
Mizoram	105720	107700	109679	111659	113639	115619	117599
Nagaland	83220	84292	85365	86223	87295	88368	89226

State	2011	2012	2013	2014	2015	2016	2017
Orissa	1736064	1770623	1805436	1840503	1876078	1912161	1948244
Pundicherry	136899	143316	149876	156435	162282	167131	174118
Punjab	2798256	2864014	2930296	2996316	3062598	3128094	3193590
Rajasthanm	3826160	3891590	3962311	4029561	4095395	4160049	4224939
Sikkim	13321	13803	14124	14605	14926	15408	15729
Tamil Nadu	8644892	8862969	9081045	9298651	9515080	9729624	9940165
Tripura	131080	134137	137003	140061	143118	146175	149232
U. P.	10878336	11127210	11378552	11631376	11885434	12139739	12394291
Uttarakhand	826257	846181	866105	886675	906832	927342	947559
West Bengal	<b>8546755</b>	<b>8640642</b>	<b>8733188</b>	<b>8825399</b>	<b>8918616</b>	<b>9014179</b>	<b>9106055</b>
India	<b>93055983</b>	<b>94977993</b>	<b>96907923</b>	<b>98845216</b>	<b>100786594</b>	<b>102729415</b>	<b>104668340</b>

Sources: Report of the Committee on Slum Statistics/Census, Govt. of India, 2010.

## **B. SLUMS DEVELOPMENT POLICIES UNDER FIVE YEAR PLANS:**

At the initial stage the five year plan did not incorporate any provision for slum development; nor did they make any allocation for the purpose. Accordingly the First and Second five year plan did not pay any attention for slum infrastructural improvement in the towns and cities. It was the Third Five Year Plan (1961 – 66), which for the first time paid a focus on this hitherto neglected area. A series of specific functional programmes on water supply and sewerage, slum housing and related functions were being sedulously pursued. The Third Plan had rightly placed emphasis on strengthening of multi-purpose municipal government to lend institutional support to the concept of comprehensive and integrative planning.

During the Third Five Year Plan<sup>6</sup> (1961 - 66), nearly 400 master plans were prepared in order to bring about urban community development in selected cities on an experimental basis to resolve social and human problems associated with urban slums. This marked a major departure from the earlier approach of slum

clearance or slum improvement. The Third plan provided for a programme of about Rs. 29 crores for slum clearance and improvement (Third Five Year Plan, 1961-66). The Outlay for the Third Five Year Plan period towards housing was Rs. 202.00 Crore, with a specific budget allocation of Rs. 28.6 Crore for slum clearance, slum improvement and construction of night shelters.

The Fourth Five Year Plan indicted a closer look at the problem and observed that slum clearance led to the creation of new slums and deterioration of conditions in some of the older slums. In cities where the slum population is large, this approach would not be effective and it would be necessary to try to ameliorate the living conditions of slum dwellers as an immediate measure. The Plan suggested greater emphasis on limiting the rise in the prices of land for reconditioning of slums.

Another programme for slum development has been designed for the period 1966-69 to better the living conditions of the slum dwellers with an expenditure of Rs.11.53 Crore towards slum clearance from the total expenditure of Rs. 49.99 Crore towards housing programmes<sup>7</sup>. The total outlay in the Fourth Five Year Plan was Rs.237.03 Crore and there was no specific budget allocation towards slum clearance or slum development programmes.

In the Draft Fifth Plan<sup>8</sup> (1974 – 79) a total outlay of Rs. 578 Crore was proposed for the urban development sector. The existing scheme of environmental improvement in slum areas, for which a provision of Rs. 105.47 Crore was proposed, was supposed to be continued as a part of the Minimum Need Programme<sup>9</sup>. During this plan period the major emphasis was given on slum improvement. It was estimated that about five million slum dwellers were benefited by the scheme in the earlier plans.

In the Sixth Plan (1980-85) the major emphasis was given on the issues like improvement of environment of slums. It was considered that a particular area becomes a slum more because of poor environmental conditions, poor drainage sewerage and sanitation, rather than the poor state of structures. The total outlay of this plan period was Rs. 997.53 Crore, out of which Rs. 96 Corer was allotted for

the improvement of storm water drainage, paving streets, street lighting and provision of community latrines for the slum dwellers.<sup>10</sup> Besides, a sum of Rs. 151.45 Crore was also invested for environmental improvement of slums.

During the Seventh Plan (1985 – 90) the Environmental Improvement of slums (EIS) programme was planned to be continued with greater vigor and steps to provide security of tenure to the slum dwellers were initiated so that they could develop a stake in maintaining and improving their habitat. Of the total urban population, nearly one fifth was estimated as the slum population. The total outlay for EIS was Rs. 269.55 Crore which was made available to provide benefit to about nine million slum dwellers during this plan period. The Central sector's outlay for integrated development of small and medium towns towards was Rs. 88.00 Crore and Rs. 5.00 Crore for urban community development<sup>11</sup>.

In the Eight Plan (1992 – 97) the scope of Environmental Improvement of Urban Slum (EIUS) was widened. The Urban basic services scheme (UBSS)<sup>12</sup> was initiated as a pilot scheme in 1986, with the involvement of UNICEF and state governments, but was executed properly during this plan period. The programme aimed at child survival and development, making provision for learning opportunities for women and child and community organization for slum population. The services included environmental sanitation, primary health care, pre-school learning, vocational training and convergence of other social services at the slum level. The scheme was to operate on the principle of convergence of programmes aimed at the urban poor and limited to those slums covered by EIUS.

Environmental Improvement of Urban Slum (EIUS) was a high priority programme in the Ninth Plan (1997 – 2002) which included providing seven basic amenities for slum households, namely, water supply, storm water drains, community baths and latrines, widening and paving of existing pathways and street lighting and other community facilities.<sup>13</sup> The Overseas Development Administration (ODA, UK) supported slum improvement projects in some of the Indian cities in collaboration with the Ministry of Urban Affairs and Employment, Government of India. The project components included provisions of social,

economic and educational inputs to contribute towards raising the standard of living of inhabitants in slum settlements.

During the Tenth Plan (2002 – 07) the focus was on upgrading the services and on convergence for achieving the targets of the earlier plans particularly in the fields like water supply, drainage, solid waste management as well as for healthcare, family welfare, education by creating *anganwadis and* crèches for bringing about improvement to the urban slums<sup>14</sup>. During this plan period, the scope of SJSRY was expanded by including the scheme of contributory social security assistance such as insurance against death of the bread earner, sickness, and disability and old age benefits to members of the community in the urban slum areas.

The National Slum Development Programme (NSDP) initiated in the year 1997 as a scheme of special central assistance has been providing additional central assistance to state government for slum improvement. During the Tenth Plan, NSDP funds were supposed to be released for specific projects. The programme of construction of night shelters for those without homes in urban areas required rejuvenation. Establishment of special night shelters for shelter less women and children was the focal area for the tenth plan. An outlay of Rs.29719 Crore was allocated to Ministry of Urban Development and poverty alleviation of which Rs. 18669 Crore came from IEBR and remaining Rs. 11050 Crore was provided as gross budgetary support. From this outlay Rs.2043 Crore for Valmiki Ambedkar Awas Yojana; Rs. 541 Crore for Swarna Jayanthi Shahari Rojgar Yojana (SWSRY); and Rs. 30.97 Crore for Night Shelter Scheme were allocated<sup>15</sup>.

Afterwards, ninth and tenth five year plan being the multi-purpose plan also paid attention to water supply drainage, solid waste management as well as healthcare, family welfare, education, and urban poverty alleviation. It is considered that out lays on water supply and sanitation should, in particular, focus on the needs of the urban slum people.

The 11th Five Year Plan (2007 – 12) proposed for dismantling public sector monopoly over urban slum infrastructure and creating conducive atmosphere for

the private sector to invest for bringing about development.<sup>16</sup> Now the local authorities, ULBs are given the proper authority for the formulation and implementation of slum area improvement.

**C. SLUM DEVELOPMENT PROGRAMMES OF THE GOVERNMENT OF INDIA & STATE GOVERNMENTS.**

The Ministry of Housing and Urban Poverty Alleviation (HUPA) is implementing various plans and programmes in the country to address the problem of Housing, infrastructure development, slum development and basic civic amenities especially to urban poor. Various programmes implemented by the Ministry of HUPA are one way or other for the benefit of urban poor particularly the slum dwellers. Some of the Major Programmes of this Ministry are:

- Swarna Jayanti Shahari Rozgar Yojana (SJSRY)
- Affordable Housing in Partnership (AHIP)
- Interest Subsidy Scheme for Housing the Urban poor (ISHUP)
- Urban Statistics for HR and Assessments (USHA)
- Integrated Low Cost Sanitation Scheme (ILCS)
- Jawaharlal Nehru National Urban Renewal Mission: Basic Services to the Urban Poor (BSUP) & Integrated Housing & Slum Development Programme(IHSDP)
- Projects / Schemes for Development of North Eastern States, including Sikkim.<sup>17</sup>

The Swarna Jayanti Shahari Rozgar Yojana (SJSRY), came into operation since 01.12.1997. The programme has three basic objectives which included, urban poverty alleviation through gainful employment of the urban unemployed or underemployed poor; Supporting skill development and training to enable the urban poor to have access to employment opportunities provided by the market or to undertake self-employment; and empowering the community to tackle the

issues of urban poverty through suitable self managed community structures and capacity building programmes. The delivery of inputs under the Scheme would be through the medium of Urban Local Bodies (ULBs) and community structures. Thus, SJSRY calls for strengthening the local bodies and community organizations to enable them to address the issues of employment and income generation of the urban poor.

**D. ROLE OF URBAN LOCAL GOVERNMENT. IN IMPLEMENTING THE PROGRAMMES**

Since 1972 the Government of India initiated a programme called Environmental Improvement of Urban Slums under which priority to drinking water and sanitation was given. Again in 1996 government initiated the National Slum Development Programme with substantial fund allocation. It had a specified focus on providing drinking water and community toilets. After spending close to Rs3, 100 Crore in nine years, it was discontinued. It was estimated that 46 million slum dwellers benefited from it.<sup>18</sup>

In 2005 government started the Jawaharlal Nehru Urban Renewal Mission (JNNURM), an initiative to encourage reforms and fast-track planned development of certain cities. It had a financial commitment of Rs. 1, 50,000 Crore during 2006-12<sup>19</sup>. The larger objectives of the mission are integrated development of infrastructure services; acceleration of the flow of investment into urban infrastructure services; planned development of cities including the semi-urban areas and universalization of urban services to ensure their availability to the urban poor.

The sole responsibility of the execution of the policies and programmes introduced by the central and the state governments lies with urban local bodies. They have to ensure availability of basic infrastructure services to the home sites so that new slums do not get created. Besides, they have to monitor data at City / District levels indicating the number of application sponsored, application sanctioned loan disbursed and application rejected, etc. as per MIS to be developed at City / District and State levels.

Its key objective is to support the Ministry of Housing & Urban Poverty Alleviation and other Ministries with an information base and knowledge inputs for the purpose of planning, policy-making, project design, formulation, implementation, monitoring and evaluation, particularly in the context of programmes relating to urban poverty, slums and housing. It seeks to specially support the effective implementation of Jawaharlal Nehru National Urban Renewal Mission – Basic Services to the Urban Poor (BSUP) and Integrated Housing & Slum Development Programme (IHSDP).

#### **E. DEVELOPMENTALSTRATIGY OF BALURGHAT MUNICIPALITY**

Right from the very beginning, Balurghat Municipality paid attention towards slum improvement along with other infrastructural development under its jurisdiction. Apart from central and state funds made available for different developmental purposes, this urban local body, by creating self generated funds has also made comprehensive efforts towards this end. Balurghat Municipal authority, in order to bring about slum infrastructural improvement, has taken as many as 13 projects, among them 11 projects have been taken under tied funds amounting Rs 368.57 lacs and 2 projects have been taken under untied fund amounting Rs 18.148 lacs for the year 2010-11.<sup>20</sup>

It is observed that during 2010-11, Municipality utilized Rs.228.39 lacs both for tide and untied projects for improving slum environmental condition. During this financial period it utilized a sum of Rs. 43.74 lacs for extension of water supply pipeline. For the construction of pucca drainage in different slum areas it utilized Rs. 64.63 lacs. In order to provide street lightening in the slum regions by using HPSV light and tube light, this ULB allotted a sum of Rs. 11.368 lacs. Besides, for the installation of substation in different slum areas they allotted Rs. 21.45 lacs.<sup>21</sup>

As the slums are developed in the low lying regions, so construction of road ways is essential and in order to construct the metal road through the slums, the municipality has utilized Rs. 42.933 lacs only in selected eight slum regions for the construction of 7573.95meter metaled road<sup>22</sup>. This ULB is quite conscious about

the solid waste management and accordingly it has utilized Rs. 2.96 lacs towards this end for collection of garbage and their disposal purposes. To keep the slum clean it has utilized Rs. 21.2 lacs for the development of sanitation in the selected slum regions only during the 2010-11 financial years. At the same time for raising the awareness of the urban dwellers through community participations in different activities it has utilized a sum of Rs. 3.68 lacs and for rehabilitation purpose Rs. 7.68 lacs<sup>23</sup>.

During the year 2010-11, another eight slum areas in different wards are selected and accordingly Rs. 164.56 lacs have been utilized for bringing about slum development. Within the available funds, it has utilized a sum of Rs. 26.18 lacs for extension of water supply pipeline. For the construction of pucca drainage in different slum regions it has utilized Rs. 47.51 lacs<sup>24</sup>. In order to provide street lightening in the slum regions by using HPSV light and tube light, this ULB allocated a sum of Rs. 7.77 lacs. Besides, for the installation of substation in different slum regions a sum of Rs. 16.47 lacs has been allocated. It has used a sum of Rs. 48.63 lacs only in selected eight slum regions for construction of 8381.3 meter metal road. Besides, it has paid attention towards solid waste management and has utilized a sum of Rs. 2.96 lacs, for sanitation, Rs. 21.2 lacs, for community participation Rs. 3.68 lacs respectively<sup>25</sup>.

During the financial year 2010-11, Balurghat Municipality has got financial assistance from State Finance Commission, 12<sup>th</sup> Finance Commission of the centre and from the other funds remained under UIDSSMT and IHSDP on the basis of their earlier planned performance and accordingly they took a comprehensive task by allotting Rs. 538.89 lacs<sup>26</sup>.

During the financial year 2011 - 12 Balurghat Municipality received a total sum of Rs. 1240.11 lacs from different sources like state finance commission, 13<sup>th</sup> finance commission and some others available sources for bringing about slum development. It has also got sizable amount under the scheme of IHSDP in the project JNNURM and the fund has been utilized judiciously.

In 2011 - 12 Municipality has also selected another eight slum regions for development it has utilized sum of Rs. 19.69 lacs for extension of water supply pipeline. For the construction of pucca drainage in different slum regions, a sum of Rs. 31.6 lacs has been utilized. In order to provide street lightening in the slum regions by using HPSV light and tube light, this ULB has allotted a sum of Rs. 6.4 lacs. Besides, for the installation of substation in different slum region it has allocated sum of Rs. 14.3 lacs. The Municipality has utilized sum of Rs. 22.7 lacs only in selected eight slum regions by constructing 4294.05 meter metal road. This ULB is quite conscious about the solid waste management and accordingly it has utilized sum of Rs. 2.22 lacs towards this end by means of collection of garbage and their disposal purposes. To keep the slum clean it has utilized sum of Rs. 15.9 lacs for the development of sanitation in slum region in the selected slum regions only during this financial year. It has also put their efforts for raising the awareness of the urban dwellers and accordingly for the purpose of community participations in different activities a sum of Rs. 2.76 lacs has been allocated and utilized. Hence, no fund has been allotted for rehabilitation purpose<sup>27</sup>.

In addition to this the municipality has spent Rs 1105 lacs for housing development in different slum areas under RAY. The amount has been distributed among different slums on the basis of the population and certain criterion framed by the local urban authority.

In the financial year, 2012 - 13, Balurghat Municipality has also got the allotment both from central and the state Financial Commission, JNNURM (Jawaharlal Nehru National Urban Renewal Mission), MH&UPA (Ministry of Housing and Urban Poverty Alleviation) and other such projects and accordingly carried out their comprehensive programmes for slum development.

Balurghat Municipal authority has allocated a sum of Rs. 150.08 lacs for the development of the rest of the slum areas. For the extension of water supply pipeline it has allocated a sum of Rs. 21.1 lacs, for construction of drainage through the slums, it has allotted Rs. 34.0 lacs. Moreover, for electrification purpose and installation of new substation it has used a sum of Rs. 5.52 lacs and Rs. 15.74 lacs

respectively. Besides, Balurghat Municipality has paid attention towards solid waste management and has utilized a sum of Rs.2.22 lacs, for sanitation, Rs. 15.9 lacs. In 2012 - 13 it has utilized a sum of Rs. 6.92 lacs for the shelter of homeless slum dwellers<sup>28</sup>.

**F. Slum development under Balurghat Municipal area:**

Right from the very beginning, like other small and medium towns, Balurghat municipality has to face the problems of gradual spread of urban slum and associated hazardous. Trans-border migration as well as rural –urban migration prompted the expansion of slums in different corners and out skirts of the town. The last Census report (2011) prepared the accurate figure of urban population and accordingly Balurghat Municipality has taken a variety of measures.

**Table – 6.2**

**List of prioritized slums in Balurghat Municipality**

SI No.	Name of Slum	Population	Area Sq.Km	Ward No.	Rank
1	Padma Pukur Colony	1526	0.1056	12	1
2	Shibaji Colony	1012	0.1746	4	2
3	Namabangi Colony	805	0.0343	12	3
4	Shantimoy Colony	1914	0.360	4	4
5	Khari para Colony	973	0.0856	7	5
6	Hakai Mardi Colony	1197	0.084	5	6
7	Bidya Sagar Pally	959	0.0524	5	7
8	A.K.Gopalan Colony	2832	0.1140	17	8
9	Collectorate Colony	785	0.081	18	9
10	Mangalpur Colony	839	0.0048	14	10
11	Santi Colony	231	0.0015	11	11

SI No.	Name of Slum	Population	Area Sq.Km	Ward No.	Rank
12	Mahanta Para Colony	1439	0.078	15	12
13	Dighi Para Colony	263	0.029	3	13
14	Santal Para Colony	2144	0.0612	3	14
15	Hossainpur Colony	937	0.084	14	15
16	Shantiniketan Para	529	0.495	1	16
17	Uttamasha Colony	1129	0.073	20	17
18	Purbachal Pally	1118	0.054	15	18
19	Atreyee Colony	384	0.0405	1	19
20	Chinnamasta Colony	1417	0.93	21	20
21	Turi Para	563	0.066	11	21
22	Beltalpark Colony	1213	0.0756	16	22
23	Haldarpara Colony	1484	0.082	2	23
24	Palpara Colony	954	0.082	2	24
25	Narayanpur Colony	976	0.054	10	25
26	Ghat kali Para	686	0.0234	11	26
27	Nepali Para	866	0.078	13	27
28	Pahan Para	741	0.069	22	28
29	Malo Para	494	0.052	19	29
30	Hospital Para	842	0.0504	15	30
31	Ambagan Colony	595	0.269	6	31
32	Mistri Para	932	0.108	8	32
33	Kundu Colony	747	0.105	9	33
34	Dhiren Banerjee Smarak	686	0.92	23	34

Source: Balurghat Municipality Annual Report. Census 2011.

G. **Slum infrastructure improvement plan:**

The activities prioritized under the tied fund are construction of latrine, water supply connection, rehabilitation of informal settlements and infrastructural development (including drainage, water supply road, solid waste management, sanitation and electricity) of eight slums.

**Table – 6.3**

**2010-11**

<b>Sl.No</b>	<b>Name of Slum</b>	<b>Capital Expdt Rs. In lacs</b>	<b>Nature of Capital receipt</b>	<b>Tentative Fund</b>
1	Shantiniketan Para	23.2	Fixed Assets	Grant Contribution for Specific purposes
2	Atreyee Colony	19.87	Do	Do
3	Pal Para	28.33	Do	Do
4	Haldar Para	28.1	Do	Do
5	Santal Para	20.33	Do	Do
6	Dighi Para	19.73	Do	Do
7	Santimoy Colony	60.27	Do	Do
8	Shivaji Colony	33.94	Do	Do

Source: Balurghat Municipality Annual Development Repot, 2010-11.

In order to bring about slum improvement, Balurghat Municipality selected 8 colonies during the financial year of 2010-11 where it spent Rs. 233.77 lacs. These are Santiniketan Para, Atreyee colony, Pal Para Colony, Haldar Para Colony, Santal Para Colony, Dighi Para Colony, Shantimoy Colony and Shivaji Colony. Among them it spent 21.48 lacs only in Santiniketen Para.

The works under taken included the extension of water supply pipeline within 0.495 sq. km area, for which Rs. 2.48 lacs, were spent, the construction of pucca drain for 337.50 sq. km area with a cost of Rs. 5.19 lacs, street light with HPSV light fitting and tube light fittings in 5 poles that cost Rs. 1.81 lacs, installation of substation costing, Rs.2.95 lacs, metal road construction for 835.65 sq. km area with an expenditure of RS. 4.61 lacs, as well as solid waste management, that cost Rs. 0.37 lacs, sanitation, with an allocation of Rs.2.65 lacs, community participation in the field of environment development and protection, that spent Rs.0.46 lacs and building up of a rehabilitation centre that cost Rs. 0.96 lacs<sup>29</sup>.

In the same manner, Balurghat Municipality spent Rs. 19.87 lacs during the year 2010-11 for the improvement of Atreyee Colony. The development sectors included water supply, construction of pucca drainage, street lightening with HPSV light fitting and tube light fitting, installation of substation, construction of metal road, garbage collection for solid waste management, sanitation, environmental protection and raising awareness in the community.

In Haldar Para it has spent Rs. 28.1 lacs in the same manner. At Santal Para, Balurghat Municipality allotted Rs. 20.33 lacs, in Dighi Para it spent Rs. 19.73 lacs, for Santimoy Colony, it allocated a sum of Rs.60.27 lacs and in Shivaji Colony, it spent Rs. 33.94 lacs<sup>30</sup>. Hence, within this financial year it has under taken eight colonies and in every slum it has paid equal attention in matters of solid waste management, sanitation, community participation for raising the awareness regarding environmental issues and other matters.

**Table – 6.4**

**2011-12**

Sl.No	Name of Slum	Capital Expdt Rs in lacs	Nature of Capital receipt	Tentative Fund
1	Hakai Mardi Colony	40	Grant Contribution for Specific purposes	UIDSSMT
2	Bidya Sagar Colony	14.37	Do	SFC/12 F.C
3	Khari Para	21.54	Grant Contribution for Specific purposes	SFC/12 F.C
4	Mistri Para	14.33	Do	Do
5	Kundu Colony	14.88	Do	Do
6	Narayanpur Colony	21.73	Do	Do
7	Ghat Kali Para	17.04	Do	Do
8	Development of Housing for Slum Dwellers	395	Do	IHSDP

Source: Balurghat Municipality Annual Development Repot, 2011-12.

During the financial year 2011-12, Balurghat Municipality got financial assistance from State Finance Commission, 12<sup>th</sup> Finance Commission of the centre and the other sources of funds were UIDSSMT and IHSDP and accordingly it took a comprehensive plan of Rs. 538.89 lacs<sup>31</sup>. During this financial, it again selected 7 colonies for slum improvement. These are Hakai Mardi Colony, under ward No. 7, where around 1197 population reside in an area of 0.0856 sq. km., the capital expenditure took place Rs.40 lacs. Bidya Sagar Colony, with around 959 people and with the area of 0.0524 sq. km., falls under ward No.5, utilized Rs. 14.37 lacs for the improvement of this colony<sup>32</sup>.

In Khari Para, under the ward No. 7, having the population of around 973 within an area of 0.084 sq. km., Balurghat Municipality has allocated Rs. 21.54 lacs for bringing about infrastructural development. In ward No. 8 Mistri Para Colony is situated within an area of 0.108 sq. km. and the populations are 932, it has got Rs. 14.33 lacs to improve the area. Rs.14.88 lacs have been allocated to Kundu Colony in the ward No.9, with the population of 747 spread over 0.105 sq. km. In Ward No 10 of Balurghat Municipality, Narayanpur Colony with a population of 976, is developed in a small piece of 0.054 sq. km. land and it has got Rs. 21.73 lacs for its all round development<sup>33</sup>.

In Ghat Kali Para, Municipality allocated Rs. 17.04 lacs for the improvement of slum situated in ward No. 11, having the population of 686 within the area of 0.0234 sq. km. Besides, Balurghat Municipality made a comprehensive attempt for bringing about development of houses for slum dwellers by way of spending Rs. 395 lacs<sup>34</sup> in all the slum areas which were being given priority in this financial year and this fund was made available through the scheme of IHSDP.

**Table – 6.5**

**2012-13**

Sl.No	Name of Slum	Capital Expenditure Rs in lacs	Nature of Capital receipt	Tentative Fund
1	Turi Para	27.67	Grant Contribution for Specific purposes	SFC/13 <sup>th</sup> F.C/Emp .Gen
2	Shanti Colony	12.87	Do	Do
3	Padma Pukur Colony	14.03	Do	Do
4	Namabangi Colony	31.63	Do	Do
5	Nepali Para Colony	17.28	Do	Do
6	Hossainpur Colony	31.63	Do	Do
7	Development of Housing for Slum Dwellers	1105	Do	IHSDP under JNNURM

Source: Balurghat Municipality Annual Development Repot, 2012-13.

From different sources like state finance commission, 13<sup>th</sup> finance commission and some others available sources Balurghat Municipality has received a total sum of Rs. 1240.11 lacs in the financial year 2012-13 for bringing about slum development. It has also got sizable amount under the scheme of IHSDP in the JNNURM project and used the fund judiciously.

Table 6.5. Shows slum-wise allocation of funds during the financial year of 2012-13. Turi Para, situated in the ward No. 11, with the population 563 over an area of 0.066 sq. km., received Rs. 27.67 lacs for slum infrastructural development. In the same ward there is another slum area named Shanti Colony with the population of just 231 over a tiny area of 0.015 sq. km.. It has got Rs.12.87 lacs. One of the largest slums of Balurghat Municipality is situated in ward No. 12, having the population of 1526 and the area covered by this slum is around 1056 sq. km., named Padma Pukur Colony, has got Rs.14.03 for the slum improvement<sup>35</sup>.

Namabangi Colony situated under ward No. 12, having the population of 805 covering the area of 0.0343 sq. Km. got a sum of Rs. 31.63 lacs for their infrastructural development during the financial year 2012-2013. Under the ward No. 13, the slum area named Nepali Para Colony covering the area of 0.078 sq. Km., and having the population of 866, as per the last census report, got Rs. 17.28 lacs<sup>36</sup>.

In Hossainpur Colony the population residing in the slum is 973. It covers an area of 0.084 Sq. Km. under the ward No. 14 and has got a sum of Rs.31.63 lacs<sup>37</sup>. During this financial year this slum has received highest amount for their development considering their extreme backwardness. Besides, under the scheme of IHSDP under the JNNURM, a sum of Rs.1105 lacs has been spent for bringing about development of Housing for slum dwellers<sup>38</sup>.

**Table – 6.6**

**2013-14**

Sl.No	Name of Slum	Capital Expdt Rs in lacs	Nature of Capital receipt	Tentative Fund
1	Mongalpur Colony	26.95	Grant Contribution for Specific purposes	SFC/12 <sup>th</sup> F.C/Emp.Gen
2	Mohanta Para Colony	27.52	Do	UUP/RSVY
3	Purbachal Pally	18.15	Do	Do
4	Beltalapark Colony	28.11	Do	Do
5	Hospital Para	15.38	Do	Do
6	A.K.Gopalan Colony	33.97	Do	Do

Source: Balurghat Municipality Annual Development Repot, 2013-14.

In the year, , 2013-14 Balurghat Municipality has received Rs.150.08 lacs from the 12<sup>th</sup> Financial Commission, from the funds like UUV, RSVY for the development of slums and accordingly it has chosen rest of the six colonies. It Includes, Mongalpur Colony, Mohanta Para Colony, Purbachal Pally, Beltalapark Colony, Hospital Para, and A.K. Gopalan Colony.

Mongalpur Colony, located under ward No. 14, with the population of 839, concentrated in 0.048 sq. Km. has been allocated a sum of Rs. 26.95 lacs for their developmental purposes. While Mohanta Para Colony, under Ward No. 15 of Balurghat Municipality received Rs.27.52 lacs for a population of 1439 persons specified with in the area of 0.078 sq. Km. Another slum area named Purbachal Pally in the same Ward, having the population of 1118, and covering an area of 0.054 sq. Km. has received a sum of Rs.18.15 lacs for the said purpose<sup>39</sup>.

The far old slum situated at Beltalapark under Ward No. 16, having the population of 1213, and covering an area of 0.0756 sq. Km. area, named Beltalapara Colony has been allocated a sum of Rs. 28.11 lacs for their infrastructural development<sup>40</sup>. At the entrance of Balurghat town, there is an important slum and named Hospital Para Colony which is situated under Ward No.15, having the population of 842 persons covering the area of 0.0504 sq. Km. It has got Rs.15.38 lacs. Finally, A. K. Gopalan, situated under Ward No. 17, having the slum area of 0.1140 sq. Km. with the population of around 2832 parsons has been allocated a sum of Rs.33.97 lacs<sup>41</sup> in order to meet the basic infrastructural development for such massive population of this slum.

#### **H. FIELD SURVEY**

Under Balurghat Municipality there are 34 slums spreading over 23 wards. Among them, A.K. Gopalan Colony under ward No. 17, having the population of 2832 as per the last census report of 2011and covering an area of 0.1140 sq. km.<sup>42</sup> area is the largest slum. I have taken this slum area for an in-depth study. The slum has got a prime location at the heart of Balurghat town which is significant so far as urban planning and development of township are concerned.

A random survey has been carried out in this slum among 150 persons of different age groups of both the sexes to assess their responses to the services provided by their municipal authority with a structured schedule. The opinions of the respondents summarized on different issues are being placed in the form of the tables. Most of the slum dwellers belong to backward communities; some of them fall under the category of SC and ST. A sizable number of families have got first generation of learner. These people are mostly migrated either from Bangladesh or from nearby villages and assembled for getting better facilities of the city.

Most of them desire to settle here permanently, although they do not have valid papers of the land they are settled i.e., patta or deed. Houses are single roomed and mostly constructed by mud or bamboo thatched with roofs made up of iron sheet or politic sheet. They also use inflammable articles like hay or dry

long grasses for the construction of roofs and don't have any safety arrangement, and also stated clearly what they desire from their local self government. They want to have a neutral and impartial administration not politically biased but their expectations are shattered when they see that facilities are being provided to those who directly belong to party in power.

**(i) Sewerage and drainage cleaning by the Balurghat municipality:**

In order to find out the opinion about the services provided by the municipality regarding drainage and sewerage system in the slums, interview is conducted among the inhabitants of different age groups belonging to different educational levels. The findings of the study are stated in the following tables.

**Table No. – 6.7**

**Analysis on the basis of different age groups of slum dweller**

Age Group	Good	Average	Bad	Can't Say	Total
18 – 28	17	6	5	2	30
29 – 38	15	10	4	1	30
39 – 48	14	11	5	0	30
49 – 58	12	11	7	0	30
59 - 68	11	10	6	3	30
Total	69	48	27	6	150

Table No. – 6.7, presents data regarding the responses to the services provided by the Balurghat Municipal authority relating to the drainage and sewerage system in their locality, 17 people of the age group of 18 – 28 have said that they get good services while 6 people have considered it being an average service and 5 people have said it as bad service and 2 people do not reply. In the age group of 29 – 38,

15 people have found the services good and 10 persons have labeled it as average, 4 people treat it being bad and 1 people has remained unanswered.

Out of 30 people in the age group of 39 – 48 years, 14 people have considered it as good service while 11 opined average and 5 persons considered it as bad. In next category of the age group of 49 – 58, out of 30 people, 12 people have certified it as good while 11 persons have considered it as an average service, 7 people have treated it as a bad service. Among the oldest group, 11 persons considered it the good service while 10 persons considered the average and 6 persons have treated it as bad service. Three of the respondents did not express their opinion.

**Table No. – 6.8**

**Analysis on the basis of educational level of slum dweller**

<b>Educational level</b>	<b>Good</b>	<b>Average</b>	<b>Bad</b>	<b>Can't Say</b>	<b>Total</b>
Illiterate	11	14	2	9	36
Literate	4	2	1	0	07
Primary	23	12	3	0	38
Secondary	19	10	11	3	43
Graduate	12	9	4	1	26
Total	69	49	21	13	150

The data in the Table 6.8 presents the opinions of respondents on the basis of their educational level. It shows the relationship between education as an independent variable and the dependent variable.

Among the 36 illiterate people, 11 have opined that the services provided by the municipality regarding cleaning of drains and sewerage system are good while 14 people have stated it as average. 2 of them have described it as bad and 9 have people failed to express their opinion in this matter. Among the literates, 4 people stated it as good, 2 of them told it average and 1 people said it bad. Among

those who have primary level of education, 23 people opinioned that they are satisfied with the services in this respect and they treat their services as good. However, 12 persons stated it as average and 3 of them stated it as bad.

Among people having secondary level of education the total number of respondents are 43, out of them 19 have opined it as good and 10 of them said the same as average, 11 people have said it as bad and 3 persons refused to express their opinion. Finally, out of total 150 respondents 26 persons are graduate or more education. Among them, 12 persons have described it as good service while 9 described it as an average service. 4 people among them have stated it bad while 1 of them does not respond.

Thus it reveals that most of the slum dwellers are more or less satisfied with the services provided by the municipal body regarding sewerage and drainage cleaning in their area. Young generations in particular are highly satisfied.

**(ii) Drinking water supply by the Balurghat Municipality:**

When the people are asked to express their opinion regarding supply of drinking water services by the municipality, most of the people expressed their helpless condition. The general perception is that the municipality has failed to make much headway in the slum areas in matters of providing pure and safe drinking water. However, the responses of the respondents are presented in the following tables.

**Table No. – 6.9**

**Analysis on the basis of different age groups of slum dweller**

Age Group	Good	Average	Bad	Can't Say	Total
18 – 28	10	6	13	1	30
29 – 38	9	8	12	1	30
39 – 48	9	7	12	2	30
49 – 58	11	5	13	1	30
59 - 68	8	9	10	3	30
Total	47	35	60	8	150

Table No. – 6.9 presents data regarding the response to the services provided by the Balurghat Municipal in matters of providing pure and safe drinking water in their locality 10 people of the age group of 18 – 28 have said that they got good services while 6 people have considered it being an average service and 13 people have said it as bad service and 1 people does not reply. In the age group of 29 – 38, 9 people have find that the services are good and 8 persons have labeled it as average, 12 people have treated it being bad and 1 people has remained unanswered.

Out of 30 people in the age group of 39 – 48 years, 9 people have considered it as good service while 7 opined average and 12 persons considered it as bad. In next category of the age group of 49 – 58, out of 30 people, 11 people have certified it as good while 5 persons have considered it as an average service, 13 people have treated it as a bad service and 1 people remained unanswered. Among the oldest group, 8 persons considered it the good service while 9 persons considered the average and 10 persons have treated it as bad service. Three of the respondents did not express their opinion.

**Table No. – 6.10**

**Analysis on the basis of educational level of slum dweller**

<b>Educational level</b>	<b>Good</b>	<b>Average</b>	<b>Bad</b>	<b>Can't Say</b>	<b>Total</b>
Illiterate	3	4	12	4	23
Literate	9	9	15	1	34
Primary	5	8	21	2	36
Secondary	8	3	14	0	25
Graduate	6	9	17	0	32
Total	31	33	79	7	150

The data in the Table 6.10 presents the opinions of respondents on the basis of their educational level. It shows the relationship between education as an

independent variable and the dependent variable. From this table it is found that out of 23 illiterate people, 3 people have stated it as satisfactory, 4 people have said it as average, and 4 people have remained unanswered while 12 people have described it as bad. Among the 34 literate persons, 9 persons have opined as good and average respectively while 15 persons have categorized it as bad and 1 person does not answer.

Among the, 36 respondents with primary level of education 5 have opined that they were satisfied with the services in this respect and they have treated their services as good. However, 8 persons have stated it as average and 21 of them have stated as bad. People having secondary level of education 25 respondents were available, out of which 8 people have opined it as good and 3 of them have said the same as an average while 14 people have said it as bad. Finally, within the slums 32 persons were found those who obtained graduation or more education, among them 6 persons have described it as good service while 9 people have described it as an average service. 17 people among them have stated it as bad. Such opinion clearly projected the exact condition of the water supply to the slum people by the Balurghat Municipality.

Thus it reveals that the slum dwellers are not satisfied with the water supplied by the municipality. Hence, it is widely common phenomenon that the drinking water provided by the public health engineering department is not hygienic. Due to unavailability of sufficient potable water, people are bound to have it.

**(iii) Roadway services provided by the Municipality:**

In order to find out the response about the services provided by the municipality by way of constructing roads along the slum areas, interview is carried out among the slum dwellers in different age groups and different educational levels. The findings of the study are stated in the following tables.

**Table No. – 6.11**

**Analysis on the basis of different age groups of slum dweller**

<b>Age Group</b>	<b>Good</b>	<b>Average</b>	<b>Bad</b>	<b>Can't Say</b>	<b>Total</b>
18 – 28	18	7	4	1	30
29 – 38	19	8	3	0	30
39 – 48	16	9	4	1	30
49 – 58	17	8	3	2	30
59 - 68	16	10	2	2	30
Total	86	42	16	6	150

Table No. – 6.11, presents data regarding the response to the services provided by the Balurghat Municipal authority in matters of the development of road way construction in their locality 18 people of the age group of 18 – 28 have said that they got good services while 7 people have considered it being an average service and 4 people have said it as bad service and 1 people does not reply. In the age group of 29 – 38, 19 people have find that the services are good and 8 persons have labeled it as average, 3 people have treated it being bad and 1 people has remained unanswered.

Out of 30 people in the age group of 39 – 48 years, 16 people have considered it as good service while 9 opined average and 4 persons considered it as bad. In next category of the age group of 49 – 58, out of 30 people, 17 people have certified it as good while 8 persons have considered it as an average service, 3 people have treated it as a bad service. Among the oldest group, 16 persons considered it the good service while 10 persons considered the average and 2 persons have treated it as bad service. Two of the respondents did not express their opinion.

**Table No. – 6.12**

**Analysis on the basis of educational level of slum dweller**

<b>Educational level</b>	<b>Good</b>	<b>Average</b>	<b>Bad</b>	<b>Can't Say</b>	<b>Total</b>
Illiterate	15	11	6	2	34
Literate	13	9	5	1	28
Primary	4	2	2	0	8
Secondary	23	10	9	0	42
Graduate	19	12	7	0	38
Total	74	44	29	3	150

The data in the Table 6.12 present the opinions of respondents on the basis of their educational level. It shows the relationship between education as an independent variable and the dependent variable. Among the 34 illiterate people, 15 have opined that the services provided by the municipality towards the development of road way construction are good while 11 people have stated it as average. 6 of them have described it as bad and 2 have people failed to express their opinion in this matter. Among the literates, 13 people stated it as good, 9 of them told it average and 5 people said it bad. Among those who have primary level of education, 4 people have opined that they are satisfied with the services in this respect and they treat their services as good. However, 2 persons stated it as average and 2 of them stated it as bad.

Among people having secondary level of education the total number of respondents are 42, out of them 23 have opined it as good and 10 of them said the same as average, 9 people have said it as bad. Finally, out of total 150 respondents 38 persons are graduate or more education. Among them, 19 persons have described it as good service while 12 described it as an average service. 7 people among them have stated it bad.

Although most of the roads are RCC structure in slum areas, yet it is not maintained by the municipality. As a result due to lack of maintenance, most of

them are broken and during rainy season it becomes slippery and caused accident frequently.

**(iv) Education service provided by the Municipality:**

Right from the very beginning, Balurghat is considered for their tendency towards education and the urban local self government too remained no exceptional. So at the time of taking their interview, the slum also asked for their opinion about the arrangement of education made by the municipality they viewed their opinion which is stated by the following means.

**Table No. – 6.13**

**Analysis on the basis of different age groups of slum dweller**

Age Group	Good	Average	Bad	Can't Say	Total
18 – 28	17	6	5	2	30
29 – 38	18	7	4	1	30
39 – 48	16	8	6	0	30
49 – 58	14	8	5	3	30
59 - 68	19	6	1	4	30
Total	84	35	21	10	150

Table No. – 6.13, presents data regarding the response to the services provided by the Balurghat Municipal authority in matters of the arrangement of education in their locality 17 people of the age group of 18 – 28 have said that they got good services while 6 people have considered it being an average service and 5 people have said it as bad service and 2 people did not reply. In the age group of 29 – 38, 18 people have find that the services are good and 7 persons have labeled it as average, 4 people have treated it being bad and 1 people has remained unanswered.

Out of 30 people in the age group of 39 – 48 years, 16 people have considered it as good service while 8 opined average and 6 persons considered it as

bad. In next category of the age group of 49 – 58, out of 30 people, 14 people have certified it as good while 8 persons have considered it as an average service, 5 people have treated it as a bad service. Among the oldest group, 19 persons considered it the good service while 6 persons considered the average and 1 person has treated it as bad service. 4 of the respondents did not express their opinion.

**Table No. – 6.14**

**Analysis on the basis of educational level of slum dweller**

<b>Educational level</b>	<b>Good</b>	<b>Average</b>	<b>Bad</b>	<b>Can't Say</b>	<b>Total</b>
Illiterate	14	9	8	2	33
Literate	17	10	11	1	39
Primary	10	7	4	0	21
Secondary	14	8	7	0	29
Graduate	12	10	6	0	28
<b>Total</b>	<b>67</b>	<b>47</b>	<b>36</b>	<b>3</b>	<b>150</b>

The data in the Table 6.14 presents the opinions of respondents on the basis of their educational level. It shows the relationship between education as an independent variable and the dependent variable. Among the 33 illiterate people, 14 have opined that the services provided by the municipality towards the arrangement of education are good while 9 people have stated it as average. 8 of them have described it as bad and 2 have people failed to express their opinion in this matter. Among the literates, 17 people stated it as good, 10 of them told it average and 11 people said it bad. Among those who have primary level of education, 10 people have opined that they are satisfied with the services in this respect and they treat their services as good. However, 7 persons stated it as average and 4 of them stated it as bad.

Among people having secondary level of education the total number of respondents are 29, out of them 14 have opined it as good and 8 of them said the same as average, 7 people have said it as bad. Finally, out of total 150 respondents

28 persons are graduate or more education. Among them, 12 persons have described it as good service while 10 described it as an average service. 6 people among them have stated it bad.

Thus it reveals that the education services provided by the municipality run schools are highly satisfactory. The record of admission register shows the fact that there is a high demand of these schools, particularly slum dwellers find the good avenue for their children.

**(V) Solid Waste Management Services**

Balurghat Municipality have paid enough attention regarding the collection and management of solid waste management by deploying sizable number of workers and by arranging sufficient equipments. However, the opinion of the respondents regarding this issue is stated into the following table.

**Table No. – 6.15**

**Analysis on the basis of different age groups of slum dweller**

Age Group	Good	Average	Bad	Can't Say	Total
18 – 28	16	8	5	1	30
29 – 38	14	6	8	2	30
39 – 48	13	7	6	4	30
49 – 58	16	6	7	1	30
59 - 68	19	4	5	2	30
Total	78	31	31	10	150

Table No. – 6.15, presents data regarding the response to the services provided by the Balurghat Municipal authority regarding the collection and management of solid waste in their locality 16 people of the age group of 18 – 28 have said that they got good services while 8 people have considered it being an average service and 5 people have said it as bad service and 1 people did not reply. In the age group of 29 – 38, 14 people have find that the services are good and 6

persons have labeled it as average, 8 people have treated it being bad and 2 people has remained unanswered.

Out of 30 people in the age group of 39 – 48 years, 13 people have considered it as good service while 7 opined average and 6 persons considered it as bad and 4 persons did not answer towards this issue. In next category of the age group of 49 – 58, out of 30 people, 16 people have certified it as good while 6 persons have considered it as an average service, 7 people have treated it as a bad service. Among the oldest group, 19 persons considered it the good service while 4 persons considered the average and 5 persons have treated it as bad service. 2 of the respondents did not express their opinion.

**Table No. – 6.16**

**Analysis on the basis of educational level of slum dweller**

<b>Educational level</b>	<b>Good</b>	<b>Average</b>	<b>Bad</b>	<b>Can't Say</b>	<b>Total</b>
Illiterate	11	14	2	9	36
Literate	4	2	1	0	07
Primary	23	12	3	0	38
Secondary	19	10	11	3	43
Graduate	12	9	4	1	26
Total	69	49	21	13	150

The data in the Table 6.16 presents the opinions of respondents on the basis of their educational level. It shows the relationship between education as an independent variable and the dependent variable. Among the 36 illiterate people, 11 have opined that the services provided by the municipality towards the arrangement of education are good while 14 people have stated it as average. 2 of them have described it as bad and 9 have people failed to express their opinion in this matter. Among the literates, 4 people have stated it as good, 2 of them told it average and 1 people said it bad. Among those who have primary level of education, 23 people have opined that they are satisfied with the services in this

respect and they treat their services as good. However, 12 persons stated it as average and 3 of them stated it as bad.

Among people having secondary level of education the total number of respondents are 43, out of them 19 have opined it as good and 10 of them said the same as average, 11 people have said it as bad and 3 people have remained unanswered. Finally, out of total 150 respondents 26 persons are graduate or more education. Among them, 12 persons have described it as good service while 9 described it as an average service. 4 people among them have stated it bad and 1 person has remained abstain from giving his opinion.

Thus it is found that in spite of the shortage of equipments and man power, Balurghat Municipality is providing best possible services. Most of the dwellers are highly satisfied of their services. But there is an expectation for getting better facilities by the slum dwellers.

**(vi). Opinion poll whether or not the slum dwellers are satisfied by the performances of ULBs.**

Considering the overall performances of the municipality, the respondents were asked whether they are satisfied or not, the response of the respondents is given in the following table.

**Table No. – 6.17**

**Analysis on the basis of different age groups of slum dweller**

Age Group	Yes	No	Can't Say	Total
18 – 28	16	11	3	30
29 – 38	17	11	2	30
39 – 48	13	16	1	30
49 – 58	15	14	1	30
59 - 68	18	9	3	30
Total	79	61	10	150

Table No. 6.17 represents that out of 150 people of different age group, of the slum area, 79 persons are satisfied while 61 persons are not properly satisfied regarding the overall services provided by the Balurghat Municipality, while 10 persons do not answer. However, almost all the people of different desire to get pure and safe drinking water and the local authority must have to take the initiative so that it can avoid the water born diseases which mostly affect the children and older persons. Besides, water-logging in different low lying areas are common problem during the rainy season and the ULB must have to resolve the said problem by giving utmost priority. Rest of the services, in comparison to other ULBs nearby, is quiet far better.

**Table No. – 6.18**

**Analysis on the basis of educational level of slum dweller**

<b>Educational level</b>	<b>Yes</b>	<b>No</b>	<b>Can't Say</b>	<b>Total</b>
Illiterate	11	14	9	34
Literate	14	10	3	27
Primary	23	12	0	35
Secondary	19	10	0	29
Graduate	15	9	1	25
Total	82	55	13	150

So far as education is concerned, out of 34 illiterates, 11 persons are satisfied, 14 of them not satisfied and 9 persons do not answer in this issue. Among the 27 literates, 14 people are highly satisfied and 10 of them dissatisfied while 3 among them do not answer. Out of 35 people, those who have primary education, 23 persons are satisfied and 12 people are not satisfied. Among people having secondary level of education the total number of respondents are 29, out of them 19 have opined it as satisfactory and 10 of them said the same as dissatisfactory. Finally, out of total 150 respondents 25 persons are graduate or more education.

Among them, 15 persons are described it as satisfactory service while 9 described it as dissatisfactory service. 1 person remained abstain from giving his opinion.

#### **I. CONCLUDING OBSERVATION**

An inclusive analysis of data presented in a number of contingency tables leads to some important observations relating to the relationships of social attributes of the respondents on the one hand and their perception regarding the performance of the local self government at Balurghat on the other. The general observation relating to the slum dwellers shows that most of them are not well aware about the different schemes of the government introduced both by the centre as well as the state and to what extent they can get the benefits. The result of the survey shows that due to low literacy level and other social constraints the female members of different slum areas are highly dominated by their male counterpart. With regard to education, it can safely be stated that there is positive correlation between education as a social variable and the developmental imperatives.

The analysis reveals that around 60% of the total respondents are satisfied with the performance of the existing local municipal administration. A number of self help groups are there among the slum dwellers. These groups are also interested in improving the conditions of slums with the help of the Municipality. But they are neither aware of the schemes underway for the development of the slums nor the way to get the benefits under these schemes. The voluntary organizations can play an important role in solving the problems of slum dwellers. But there is no such organization working in this area. Thus the slum dwellers are solely dependent on the services provided by the municipality.

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**Notes and References:**

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- 2 The Encyclopedia Britannica
- 3 Report of Register General, Government of India, 2010.
- 4 Report of the National Slum Statical Organization, Government of India, Ministry of Housing.
- 5 Ibid, p-3
- 6 Third Five Year Plan, Planning Commission Report, Government of India, New Delhi.
- 7 Fourth Five Year Plan, 1969-74, Annexure-1
- 8 Fifth Five Year Plan, Ibid.
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## **CHAPTER – VII**

### **Summary of Findings and Concluding Observations**

**SUMMERY OF FINDING**

**CONCLUDING OBSERVATION.**

## Chapter - VII

### Summary of findings and concluding observations.

#### Summary of findings:-

During the last few years, the focus of development has under gone a remarkable change. Attempts are now being made to integrate efforts of urban development in the overall development process. The problems of urban development have been given much attention with the expectation that the policy of urban development in conjunction with rural development will remove spatial imbalance and check the deterioration of the cities and towns. The present study has made as a serious and sincere endeavor to explore and analyze the performance of the Balurghat Municipality in the light of demands of good governance and the imperatives of development. Consequently it has been found that the municipal administration in Balurghat is under serious strains on a number of points. It presents a series of paradoxes: growth and decay, slums and mansions, illiteracy and educational excellence, hope and despair. On the governance side, if there are some unique credentials to be proud of, there are some serious lapses, too, to make one feel dejected. The same holds true for the citizens of this city. Therefore, an emphasis has been given on finding out the causes of the weaknesses and the factors impeding working of the municipality and standing on the way of overall development of the town.

Keeping in mind the changing concept of development which stresses on a proper linkage between urban and rural development the study seeks to explore how far the present administrative machinery for the development of Balurghat has been fit to carry out the functions in terms of the present thrust for urban development. Today, the major emphasis of urban development is to create basic amenities for improving conditions of urban life. The municipality in coordination with the concerned agencies is expected to carry out the task of development. The theoretical framework of the study incorporated a number of concepts that have been discussed to analyze the key issues of urban development. In tune with this

framework the main objective of this study has been identified to make an in depth and critical analysis of the performance of the elected and non-elected agencies and the causes of their infirmities, nature of the political leadership, civic body-electorate interaction and the working of the administrative machinery in light of the principle of decentralization and people's participation in administration.

During the course of work, it is found that, with the archaic fashion of record keeping without any methodical categorization and indexing, the proposal for introducing e-governance would be a far cry for Balurghat Municipality. The researcher has personally experienced that the official website of Balurghat Municipality is not regularly updated. The official website is poorly managed in terms of uploading current and relevant data and information. Again, one may also question the authenticity of the data maintained by the municipality because of incongruence in matters of preserving data by different governmental agencies, such as, District Statistical Handbook, Municipal Statistics of Bureau of Applied Economics and Statistics as well by the municipality itself.

The First chapter is the introductory chapter that explains the significance and the objective of the proposed study. Accordingly, it proceeds by framing some research questions and analyzes the methodology followed to the study. Finally, a brief overview of literature is incorporated that is found relevant in the study along with identifying the research gap that inspired the research to carry on the present study.

The Second chapter deals with the theoretical framework. Here the prime thrust is given on discussing theories and concepts that have provided the framework of this study. The concept of governance and its applicability in the local self government has been defined and assessed in the concept of urban development. The urge for ensuring good governance in a decentralized administrative system has been dealt with proper care.

The Third chapter has dealt with the urban administration in India from its evolutionary perspective. Its origin can be traced back in the history of ancient India; particularly during the reign of Chandragupta Maurya since numbers of

changes have taken place in the administrative structure. During the colonial era, India witnessed a structural framework of urban administration developed by the imperial power under the British administrative system this institution was closely associated with providing civic amenities. Initially the emergence of the concept of development administration has widened the scope of activities of this institution. To what extent the concept of development administration and the new public management theory have been institutionalized within the frame work of Balurghat municipality -- that is the prime thrust area. But in reality it is found that this ULB still rules under the traditional concept of administration that needs change.

The Fourth Chapter deals with the brief outline of the structural framework of Balurghat Municipality. Besides, it also focuses on the nature and magnitude of participation and involvement of the people in the workshop of this urban local body through the formation and functions of ward committees in the different wards under the jurisdiction of Balurghat Municipality. Finance and financial management is an intrinsic part for running an organization and so far as Balurghat municipality is concerned, matters like sources of financial resource management and economy in expenditure have also be dealt with in this chapter.

The Fifth chapter concerns with the practical aspects of the performance of this municipality that needs to be improved for the betterment of civic life of Balurghat. The functions are changed from the traditional civic service oriented functions to developmental functions, but there is no effort from either the government or the civic authority to enhance its capacity. Till now, no top level personnel, which the municipality is entitled to have has been provided to enhance its competence for the proper delivery of the new services laid down in the Act of 1993. So a yawning gap exists between the responsibility and capacity of the municipality and if it is allowed to persist for indefinite period, the effect will be disastrous in future.

The Six Chapter deals with the slum problems of Balurghat. Like big cities and metropolis, small and medium towns have also experienced the gradual

development and expansion of slums in and around the out skirts of the town and Balurghat remains no exception. A good number of slums have been developed within the municipal area of Balurghat, but the authority has failed to provide the civic amenities adequately resulting much agony to the ordinary city dwellers. are to share the same. Thus the overall scenario of the town and its administration is getting gloomy.

In the Seventh Chapter the summery of the study and concluding observation and assessment of the study has been presented. The study has focused on the problems as different levels of an administration. In order to strengthen the administrative capabilities of this municipality and the resultant consequences, some reformative suggestions are also made.

#### **Concluding Observation:-**

The foregoing analysis made in tune with the theoretical framework briefly outlined in the previous section shows that the organizational arrangement for the development of Balurghat has been ridden with multiple problems. It is found that the administrative machinery which has been evolved before independence has failed to create the infrastructure for the systematic growth of the town.

The civic body recognized as the third tier below the state level in the Indian federal structure has been entrusted with enormous responsibilities pertaining to urban development. It discharges the key functions for the upliftment of the town. But, when urban development initially means the fulfillment of the basic needs of citizens such as housing, drinking water, road, drainage and removal of insanitary conditions, poverty, illiteracy etc., the performance of the present machinery has fallen much below the desirable level.

During the course of work, it is found that, with the archaic fashion of record keeping without any methodical categorization and indexing, the proposal for initiating a system of e-governance would be a far cry for Balurghat Municipality. The researcher personally experienced that the official website of Balurghat Municipality is not regularly updated. Again, one may find data

discrepancies on the records of Balurghat Municipality and in the documents of different governmental agencies, such as, District Statistical Handbook, Municipal Statistics of Bureau of Applied Economics and Statistics.

The study shows that the political change since 1977 has triggered a perceptible change in the realm of municipal administration in Balurghat. There were political stability in the running of the administration, absence of political turmoil, and pro-people services were put on the work agenda of the municipality was. The crisis of governance which continued up to the seventies disappointing and the RSP which came to power in the municipal election in order in the functioning of the civic body. In spite of it, is found that the administrative machinery consisting of various elected and non elected agencies, is incapable of tackling the situation in Balurghat.

The administrative framework which is, of late, evolved has been in consistent with the problems of Balurghat. Integration of the municipality with the district plans has failed to bring any betterment in the present administrative machinery. The system of the municipality which is always regarded as the frontal agency for the development of Balurghat is still not clearly defined so far as the framing of district planning is concerned.

It seems that machinery that institutional plurality has produced disorder in the delivery of the services. Several experiments, ranging from strengthening the civic body to district planning have failed to yield the desired result.

In terms of delivering services in areas like sanitation and solid waste management, provision of education facilities, improvement of drainage system and slum improvement efforts, it can easily be revealed that this ULB remains far behind when compared to other advanced cities and towns even within West Bengal. Services with regard to providing sanitation have been primarily confined to the street sweeping and cleaning of drains. No doubt, one can notice modern method being applied for sweeping of main arterial roads. One can even notice sanitary workers sweeping the main arterial roads on a regular basis. But when it comes to the inner lanes of the town, absence of application of modern method

and regularity is conspicuous. The field survey reveals that regularity is not maintained with regard to sweeping of streets in all the lanes of the town.

There is no denying of the fact that drains are cleaned up on a regular basis but it is also a fact that the method applied in most of the cases goes against the norms of sanitation. More often than not, the sludge from the drains are heaped along the road side before being transported to the trenching ground, which is not only a nuisance but also makes the whole stretch of road dirty as well as the sight is unpleasing to the passer by. Though there has been a declaration that there is no dry latrine in Balurghat but people are seen defecating in the open, in particular alongside the River Atreyee. Laws are there for fining people for defecating in the open, but there is no instance as yet of it being applied. Such practice no doubt leads to the pollution of the river.

Yet, another major shortage of infrastructure is with regard to public toilets. As a result of which, people are often seen urinating at different places making foul smell to emanate. Being a district town, hundreds of people from the nearby settlements visit the town for different purposes. In absence of abundant numbers public urinals, they are compelled to adopt such practice. The worst sufferers in this regard are the womenfolk.

It may be noted that a large share of revenue of the Balurghat Municipality goes to meet the expenditure for conservancy. Despite this, the overall sanitation scenario in the city cannot be termed as satisfactory. Field survey reveals this fact where several respondents were unhappy with the irregularity of work by the sanitary workers, not only with respect to street sweeping but even with regards to door to door collection of garbage.

One may definitely give credit to the Balurghat Municipality with regard to urban slum improvement efforts. There is no denying the fact that there are limitations of Balurghat Municipality to carry out these works. The major problem is inadequacy of manpower. Any addition of responsibility without necessary organizational revamping adversely affects the quality of service. Despite such limitations, the Balurghat Municipality has seriously tried to involve itself to the maximum extent possible in carrying out the pro-poor programmes of the Central

and State Governments. Apart from these programmes, the Balurghat Municipality itself is running several social assistance programmes out of its own resources.

Thus, one may say that the functioning of Balurghat Municipality evidences a mix of both its achievements and its failures. It seems that it will take a long journey for the Balurghat Municipality before anomalies are removed and finances are made sound in order to make a proper blending of infrastructure development, uniform development and sustainable development.

The efficiency of the civic body has also been constrained by its excessive dependence on the state government for financial, technical and administrative assistance and support. In a democratic polity, public agencies are required to be committed and to work for providing maximum benefits to the people. They should motivate themselves to provide maximum benefits to the people. This is a compelling necessity because they give shape to the development programmes, introduced by the governments. In case of Balurghat, it is found that the officials as well as elected representatives lack that zeal and drive to develop better work culture to ensure maximum benefit to the people from the development programmes.

In the present study, it is found that sometimes the paternalistic attitude of the political parties and their state and local level leaders has affected the functioning of the institutions, particularly the municipality. The patronage system working among the political leaders acts as a hindrance to the efficiency of the civic body.

Therefore, in the present study, it is found that the constraints are mainly administrative, financial and political. Always overt and covert means are adopted by the functionaries to bargain for power and resources and the control over the institutions gives them an ample opportunity to fulfill their objectives. What is needed is institutional capacity building for good governance and requisite development. Any strategy for 'capacity building' and good urban governance needs to address the following:

1. Institution of systemic capacity : implementation of the constitutional provisions regarding establishment of the institutional framework for urban service delivery- defining functions, finances and the framework for responsive service delivery for local government institutions;
2. Designing an enabling framework for making the system operational : internal municipal organization – balancing of political and executive power;
3. Technological and procedural capacity building : adoption of appropriate technology for the production and distribution of services and procedures to facilitate efficiency and accountability;
4. Manpower capacity building : up gradation of manpower for improving service planning, production and delivery – research and training;
5. Establishment of checks and balances: ensuring that municipal institutions and officials are faced with appropriate incentives to deliver results and do not deviate from the mandated tasks.

**Suggestions for the future in respect of future research and public policy:-**

The development scenario and the working of the administrative machinery in Balurghat civic body throw up a number of issues concerning the management of urban development. It appears that the existing machinery is incapable of bringing the desirable change in the living standard of the people. The civic body as the nodal agency has been constrained to function effectively for a number of reasons.

The present situation needs certain changes in order to make the machinery fit enough to carry on its responsibility particularly in the field of development. *First*, the internal organization of the municipality needs to be revamped in order to enable the body to shoulder greater responsibility; *Secondly*, more financial support is from state government is needed fro administrative and technical field; *Thirdly*, a device to facilitate inter agency co-ordination should be evolved, so that the services of the agencies are delivered in a concerted manner.

It is found that the functioning of civic body has been constrained because of a number of as man evils that have crept into it. Proper attention to the

organizational problem is overdue. So, a suitable policy on the basis of actual requirements needs to be devised for personnel development which will enhance the administrative and technical skill of functionaries. The assistance from the state government also requires to be redesigned to evolve an effective support system to guide, advise and assist the municipal bodies. State assistance should be provided on the basis of partnership and collaboration. This collaborative approach should be developed taken to evolve a system in which the agencies are firmly strung together. Along with these reforms, empowerment of the deprived people is a compelling necessity, because the powers of the representatives are severely circumscribed due to their party oriented approach to municipal administration. The policy of decentralization will not yield result if the empowerment of the citizens remains unfulfilled.

The empowerment approach places the emphasis on autonomy in the decision making process, and local self reliance. Today, the representatives cannot initiate any policy but have to ratify and carry on the programmes of the national and state levels of government. The focus of their functioning has shifted from arena of policy making. To draw the attention to local circumstances empowerment of the people should be on the top of the agenda to stir local initiative and stimulated popular participation in the process of development. In this respect the constitution (74<sup>th</sup> Amendment) Act of 1992 relating to the Nagarpalika on enabling piece of legislation that accords constitutional recognition to the urban local bodies, intended with Panchayat for rural development under the 73<sup>rd</sup> amendment act of 1992 could provide the right impetus to further, more comprehensive progress along these lines.

Urban growth is likely to continue further and with that more challenges are to be dealt with by the municipal officials and common citizens alike. As such, it is the solemn responsibility of all stakeholders of Balurghat to work towards a perfect blending between infrastructure development, uniform development, and sustainable development to make the Balurghat town a perfect and model one. No amount of administrative directives can make Balurghat a 'MODEL TOWN' unless there is spontaneous participation of the citizens in the developmental process.

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- (1) **Royal Army Sanitation Commission (1863)** – This Commission paid attention on the need for local institutions to deal with local problems.
- (2) **Lord Mayo’s resolution on Provincial Finance (1870)** – It emphasized the importance to increasing financial capacities of the Indian urban bodies.
- (3) **Lord Ripon’s resolution on Local Self Government (1882)** – Ripon is considered as the father of local self government in India. He suggested reforms for instilling life into the local bodies. He advocated the establishment of a network of local self governing institutions, financial decentralization, and the system of election.
- (4) **The Royal Commission on Decentralization (1907)** – It suggested that the chairman of an urban body should be elected non-official and that he should be given wider financial power and the elected non-official members should comprise a majority in these bodies.
- (5) **The Government of India Act (1919)** – This Act made local self government a transferred subject under the charge of a popular minister of the provincial legislature. The Act increased the taxation powers of local bodies, lowered the franchise, reduced the nominated element and extended the communal electorate to a larger number of municipalities.
- (6) **The Government of India Act (1935)** – This Act also declared local government as a provincial subject and provided more and less similar powers to them.

In post independence period, the Central Government appointed several committees and commissions for the need to improve the urban bodies in order to fulfill the changing the demands of the urban peoples. It includes:

**The local finance Enquiry Committee (1949 – 51)** it suggested the widening of the sphere of taxation of urban bodies.

**The Taxation Enquiry Commission (1953-54)** it recommended the segregation of certain taxes for exclusive utilization by or for local government.

**The committee on the Training of Municipal Employee (1963)** it emphasized that training institutes is set up both at the central and the state levels, to train municipal personnel.

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## Annexure - I

### Sample Survey of Slum Dwellers

1. Name :-
2. Guardian's Name :-
3. Caste: (a) General,  (b) SC,  (c) ST,  (d) OBC
4. Sex: (a) Male  (b) Female
5. Number of member of the house:
6. Education: (a) Illiterate,  (b) Literate,   
(c) Primary,  (d) Secondary,  (e) Graduate.
7. Occupation :
8. Monthly Income :
9. Residential period :
10. Whether you have your own house ( Yes / No)  
(a) If yes, in which year it has been constructed?  
(b) Which stuff has been used for construction:
11. Do you like to stay here permanently? If yes, Why?
12. Are you satisfied with the work of Municipality?  
(a) Yes (b) No
13. What are the developments took place in your locality in last five years?
14. To you, what are the other activities should municipality do?
15. What are the problems of your locality needs immediate solution?
16. The services like cleaning of drainage in your locality –  
(a) Bad (b) moderate (c) good.
17. The services like garbage cleaning in your locality –  
(a) Bad (b) moderate (c) good.

18. Supply of drinking water in your locality --  
(a) Bad (b) moderate (c) good.
19. The services like road in your locality –  
(a) Bad (b) moderate (c) good.
20. The market services in your locality –  
(a) Bad (b) moderate (c) good.
21. The rationing services in your locality –  
(a) Bad (b) moderate (c) good.
22. The educational facility in your locality –  
(a) Bad (b) moderate (c) good.
23. The health services in your locality –  
(a) Bad (b) moderate (c) good.
24. The transport services in your locality –  
(a) Bad (b) moderate (c) good.
25. The social forestry programme in your locality –  
(a) Bad (b) moderate (c) good.
26. The condition of environment pollution (Air & Noise) –  
(a) Bad (b) moderate (c) good.
27. The initiatives of councilor for the development in your ward –  
(a) Bad (b) moderate (c) good.
28. The communication between you and RCV –  
(a) Nil (b) Occasionally (c) Nice (d) Very Nice.
29. Are aware about the solid waste management  
(a) Yes (b) No
30. Have you got two plastic bin from municipality for keeping solid waste management  
(a) Yes (b) No

31. If yes, what do you keep in green bin –  
(a) Decomposable (b) non-decomposable.
32. If yes, what do you keep in black bin –  
(a) decomposable (b) non-decomposable
33. Do you use both the bins on regular basis –  
(a) Yes (b) No
34. Where do you through your waste material –  
(a) Mobile Van (b) Road side (c) Drain  
(d) Container of the road side (e) anywhere.

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## Annexure - II

### CHAIRPERSONS / ADMINISTRATORS OF BALURGHAT MUNICIPALITY

1.	Amal Krishna Gupta	SDO	Chairman (Nominated)	18.06.'51 – 21.12.'51
2.	R.N.Roy	SDO	Chairman (Nominated)	21.12.51 -- 10.07.'53
3.	S.N.Mukherjee	SDO	Chairman (Nominated)	10.07.'53 – 01.03.'54
4.	Kalidas Sanyal		Chairman (Elected)	01.03.'54 – 20.12.'54.
5.	Maharaj Bose		Chairman (Elected)	14.01.55 — 01.10.'56
6.	Sishu Rn. Dasgupta		Chairman (Elected)	22.10.56 -- 26.04.'58
7.	Bisheshwar Ghosh		Administrator	27.04.'58 – 15.05.'60
8.	Jyotishwar Sarkar		Chairman (Elected)	15.05.'60 – 15.10.'62
9.	Subimal Dutta	SDO	Administrator	6.10.'62 – 01.04.'63
10.	Ranjit Bose		Chairman (Elected)	01.04.'63 – 15.08.'69
11.	Dilip Dhar		Chairman (Elected)	16.08.'69 – 15.08.'73
12.	Paritosh Banerjee	WBCS	Exe. Officer	16.08.'73 – 11.06.'75
13.	S.N. Roy Choudhury	WBCS	Exe. Officer	12.06.'75 – 05.05.'76
14.	Jayanta Roy	WBCS	Exe. Officer	05.05.'76 – 30.09.'77
15.	Amelendu Ghosh	WBCS	Exe. Officer	30.09.'77 – 23.03.'79
16.	K.G. Bhattacharjee	WBCS	Exe. Officer	23.03.'79 – 23.06.'80
17.	Sudhir Ch Saha	WBCS	Exe. Officer	23.06.'80 – 10.07.'81
18.	Dipankar Banerjee		Chairman (Elected)	10.07.'81 – 09.07.'86
19.	Dilip Dhar		Chairman (Elected)	10.07.'86 – 09.07.'91
20.	Sucheta Biswas		Chairman (Elected)	10.07.'91 – 14.07.'13
21.	Sudip Mukherjee	WBCS	Exe. Officer	14.07.'13 – 24.10'13
22.	Chayanika Laha		Chairman (Elected)	24.10.'13 – Till date

## Annexure - III

### FIRST MUNICIPAL BOARD (NOMINATEED) OF BALURGHAT

**18.06.'51 – 01.03.'54**

1.	Amal Krishna Gupta	SDO	Chairman	
2.	Ranjit Bose	Social Worker	Vice Chairman	
3.	Dr. Shankar Bhattacharjee	Civil Surgeon	Commissioner	
4.	Dr. C.R. Dutta	Civil Surgeon	Commissioner	
5.	Jitendra Nath Podder	SDHO	Commissioner	
6.	Shakti Bhusan Roy	SDHO	Commissioner	
7.	K. K. Mukherjee	SDHO	Commissioner	
8.	Nemaichand Murmu	Spl. Officer	Commissioner	
9.	B.C. Bhattacharjee	Spl. Officer	Commissioner	
10.	Nalini kanta Adhikari	Social Worker	Commissioner	
11.	Dr.Sushil Rn. Chatterjee	Social Worker	Commissioner	
12.	S.K.Majumder	Principal Blg.College	Commissioner	
13.	Braja Bihari Roy Choudhury	Social Worker, B.L.	Commissioner	
14.	R.N. Roy	SDO	Chairman	(21.12.'51 – 10.7.'53)
15.	Soumendra M. Majumder	SDO	Chairman	(10.7.'53 – 01.03.'54)