UNIT 9  URBAN LOCAL GOVERNMENT: STRUCTURE, ROLE AND RESPONSIBILITIES*

Structure

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9.0 OBJECTIVES

After studying this Unit, you should be able to:

- Discuss the significance of Urban Local Government;
- Explain, how the local governments evolved as they exist today;
- Describe the different structures of Local Governance;
- Examine the adequacy of institutional arrangements; and
- Highlight the challenges in making these bodies effective instruments of governance at the local level.

9.1 INTRODUCTION

Before we start analysing the role and responsibilities of the Urban Local Government, it is important to understand as to what is implied by the Urban Local Government and what are its characteristics. The “local” relates to specific areas defined by locality, implying a definite area and population living therein. The word “government” refers to its representative character and the autonomy it possesses in taking decisions on the subject matters as bestowed upon it under the Constitution.

Thus, it can be stated that Urban Local Government refers to an institution of governance in a statutory town, defined by a definite area and the population therein, deliberating, regulating and implementing decisions on subject

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matters entrusted to it under the Constitution. These elected bodies in urban areas are also called as Urban Local Bodies (ULBs).

**Significance of Urban Local Governments**

The rationale for having three-tier of government is to deal with regional variations in the political values, economic development, and societal values and citizens participation. For example, the context of Assam is different from Maharashtra or Gujarat. The needs of people living in Kerala may be different from those living in Uttar Pradesh and similarly, willingness of people to pay taxes or user charges may be different in Delhi to those living in Amritsar. Even within the state, the ULBs in a bigger town may be having greater sources of income as compared to the smaller towns and will be in a better position to offer or provide many more services. Thus, the local governments respond to the needs and aspirations of the inhabitants at the local level on matters, which concern them in their daily lives. It also implies that level of services differs from one town to the other within a state as well as within the country. Good urban governance demands that these institutions of self-governance be vibrant, especially in view of the increasing urbanisation and the role of cities in the economy. As Indian cities grow in number and size, the pressure for better urban governance will also increase. The estimates indicate that by early 2030s, majority of the population would be living in urban areas.

Its importance can also be understood from the observation of UN Habitat, which expressed, “India is at a critical moment where it can preserve and build on the reforms and economic gains, however, it requires substantial capacity and handholding support to strengthen institutional structures at the local level. Need to equip local governments/utilities with necessary tools to successfully translate governance principles to a local level so as to leapfrog towards a sustainable and inclusive urbanisation as well as positioning India at regional and global level” (https://unhabitat.org/fr/node/91195).

The current institutional arrangement has its roots in the British rule. So, it is important to see how this system has evolved.

### 9.2 History of Urban Local Government in India

Issues at local level, both in rural and urban areas have been taken care of since ancient times in India. Improving the quality of life of citizens by providing them civic amenities like water supply and sanitation, local public works, horticulture, etc. have been the basic function of local governments ever since their inception. Talking about urban areas, Megasthenes mentioned that large cities used to have six bodies of five members each and each of these bodies had been entrusted with important subjects of human activities, which included the registration of births and deaths, care and entertainment of foreigners etc. During the Moghul Empire, in medieval times, Kotwals took care of many municipal functions besides their responsibilities of magisterial, police and fiscal matters. It can be said that the local self-
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Urban Local government in those times was not vested in a representative body of the people of the area/towns, but in the officials appointed by the rulers.

Municipalities that exist today in India evolved from the Municipal Government of British pattern. Madras experienced the first intervention of this kind. Josiah Child, Governor of Madras, sought such structure to solve the problem of the conservancy of Madras. In 1687, James II, King of England, conferred on the East India Company, the power of establishing a Corporation and Mayor’s Court in Madras, by Charter. This Civil Government consisted of Mayor, aldermen and burgesses with the power of levying taxes for the building of guildhall, jail and a school, and for other works of public utility and ornament. The system was largely based on the London pattern. Subsequently, in 1726 Mayor’s courts were established in three presidency towns of Calcutta, Madras and Bombay. However, the first statutory enactment of Municipal Administration was made in the Charter Act of 1793. Under this Act, the Governor-General of India was vested with the power to appoint Justices of the Peace for the Presidency towns. These Justices of the Peace had been given the power to raise funds by assessing the lands and houses in the towns for scavenging, watching and maintaining the streets. Since 1793, lotteries were used to raise money for municipal improvements. The money thus raised was used on works of utility and improvement, till public opinion in England condemned this method of providing funds for municipal purposes. This arrangement ceased to exist in 1836. It may be mentioned here that the famous Town Hall of Calcutta was built with money raised through lotteries.

The Councils Act in 1861 changed the system. Subsequently, Bombay in 1876, Calcutta in 1876 and Madras in 1878, through local legislation got the system of election of representatives by the ratepayers. However, the Government had stiff control over these Municipalities through official Chairmen and many conditions were imposed to deprive them of real popular control. Mallik (1929) analysed that they had some practical autonomy though to a somewhat lesser extent.

However, no attempt was made to establish Municipalities outside the Presidency Towns till 1842, when Bengal promulgated an Act to provide for Municipalities, if the towns so wished supported by two-thirds of the households and willing to pay taxes for the such Municipalities. This experiment did not prove successful. In 1850, an Act was promulgated for the whole of British India, which provided for taxation by indirect methods. It was largely applied in the North West Provinces and Bombay, but not much in Bengal and Madras. This led to creation of large number of Municipalities. Mallik (1929) opined, “…from the point of view of local self-government, these Acts did not go very far, yet they were certainly helpful in improving the sanitary conditions of many country towns”.

Lord Mayo, thereafter, has initiated the development of self-government paving the way for the principle of election. But it was during the tenure of Lord Ripon that the development of local self-government took shape significantly. He believed, “…local self-government was a means of popular and political education”. He is also called as the father of local self-
Urban Local Government

In this regard Acts were passed in 1883-84, which greatly altered the constitution of the municipal bodies and also added to their power and functions. Some towns could also have elected Chairmen in the place of Executive officials. The Municipalities were entrusted the responsibilities of education, medical aid and local public works. They were provided some funds from provincial revenues for discharging their responsibilities. Thus, the Municipal Government became a body corporate consisting of members elected from the ratepayers and some nominated by the Government. The Chairman of the Municipality was often an elected member of the body. Even the Municipal funds and properties were vested in these bodies.

Generally, the tenure of elected members was for three years; and the rules for elections were framed by the provincial governments. Voters were required to have either property or some status qualification. The elections, in general, were held on wards or community basis or both. The functions of the Municipalities increased gradually and fell into the category of either obligatory or discretionary. In 1881, there were 722 Municipalities, which rose to 739 in 1891, 742 in 1901 and 749 in 1921. It is pertinent to mention here that these urban areas had only 15 percent of the population of India. Lord Ripon’s resolution mainly aimed at greater uniformity and greater association of the people in the task of administration. But many powers of the Municipalities especially that of Calcutta Corporation were curtailed by Lord Curzon, to which R.C. Dutt remarked, “…real popular government was at an end”.

Lord Chelmsford accepted, “…local bodies must be as representative as possible” and that their control should be real and not nominal, but he kept the franchise sufficiently low to include only ratepayers. He agreed to increase the powers for local bodies. However, the control of the Municipalities over the funds including those rose through own efforts was reduced. His idea, “…there can be no better school for training the political science than that of municipal administration” attracted many political leaders to enter different municipalities to obtain training for eventual self-government.

The Government of India Act, 1935 expanded the functions of the local bodies, but their budgetary sources were reduced. The United Province Government appointed a committee to review the working of the Municipal bodies, which submitted its report in 1939. It found that the existing management of the local bodies had given rise to very large dissatisfaction in the public mind because of the nature of their constitution under which they were forced to work due to which they could not attain the required standard of efficiency. They became synonymous with intrigue, incompetence and bankruptcy.†

Between 1939 and 1945 the progress of local self-government reform was retarded due to war and it had piecemeal reconstruction. The democratisation of these bodies by abolition of nominations or by extension of franchise, or

by granting more powers in some provinces to elected presidents had a marked significance for these institutions. India gained independence in 1947 and had the opportunity to introduce the reforms felt by national leaders during the British rule.

9.3 URBAN LOCAL GOVERNMENT IN POST-INDEPENDENCE ERA

The Constitution of India had made detailed provisions for ensuring protection of democracy in Parliament and State Legislatures. However, the Constitution did not mention about Local Self-Government in urban areas as a clear-cut Constitutional obligation. While Village Panchayats had been included in the Directive Principles of State Policy, there was no specific reference to ULBs, except implicitly in Entry-5 of the State List, which placed the subject of Local Self-Government as a responsibility of the State. So, the country continued to have the municipalities in the form that were inherited from the Britishers. Various states, which came into existence as a result of reorganisations enacted their laws for constituting municipalities. While structurally they were somewhat similar, there was vast difference in the scope of activities. First, we see the structures as they obtain even today.

9.4 STRUCTURE OF THE URBAN LOCAL GOVERNMENT IN INDIA

The statutes of respective States / UTs determine the constitution of the municipalities as earlier. There are two types of Acts namely Municipal Corporation Act and Municipal Act, which prescribe the ULB structure in respective State. In general, there is a deliberative wing and an executive wing. The deliberative wing consists of the elected body and is headed by the Mayor or a Chairman as the case may be. They have the power to extort, advise, warn and criticise, while the executive power is in the hands of Commissioners. The executive wing is headed by the Commissioner, normally an officer of the State Government. In bigger towns they are officers of the Indian Administrative Service or Senior Provincial Service Officers depending on the importance of the town. In cities like Mumbai, they are one of the senior most civil servants of the State. A general framework can be seen in the following figure 9.1 depicting the organisational chart of South Delhi Municipal Corporation (SDMC).

The SDMC is serving the population of almost 56 Lakhs citizens in 104 wards with a responsibility of monitoring, upgrading and developing civic amenities efficiently. It has more than 40 departments to carry out its responsibilities.

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‡ Entry-5 reads as under:– “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”.

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On the other hand, a smaller municipality like Nagar Palika Parishad, Gonda (Uttar Pradesh) to cater to about 125 thousand has limited number of departments and limited roles and functions as well, which are as follows:

- To ensure running and maintenance of civic services and facilities such as water supply and sewage system.
- To issue license/permits for shops and business establishments.
- To regulate opening/closing shops and markets.
- To run public health services.
- To maintain record of land and properties owned by it.

To discharge these functions, it has only seven departments: Public Works, Public Health, Water Supply, License, Town Planning, Street Light and Tax.

Given the size of the cities across the country, there are bound to be variations. In fact, two prominent patterns have been observed.
Commissioner system

In such a system the Mayor in the Municipal Corporation is usually chosen through indirect election by the Councilors from among themselves for a term of one year, which is renewable. The Mayor generally lacks executive authority. The Councilors act by Committee, usually the Standing Committee with its role of the Steering Committee exercising executive, supervisory, financial and personnel powers. It is composed of elected members.

The Municipal Commissioner, a state-appointed officer, is the head of the executive arm of the Municipality. All executive powers are vested in him/her. Although the Municipality is the legislative body that lays down policies for the governance of the city, it is the Commissioner who is responsible for the execution of the policies. The tenure of the Commissioner is dependent on the State Government. The powers of the Commissioner are those provided by Statute and those delegated by the Corporation or the Standing Committee.

Mayor-in-Council system

This model was introduced in West Bengal in 1984. This system is composed of a Mayor and a Council of elected members with individual portfolios. The Municipal Commissioner serves as the Principal Executive Officer, subject to the control and supervision of the Mayor as the Chief Executive Officer in this model.

The city is grouped into wards to form a Ward Committee, consisting of the Councillors elected from the respective Wards. The Ward Committees are subject to general supervision of the Mayor-in-Council, and look after Ward level functions such as water supply, drainage, collection and removal of solid waste, disinfection and health services, housing services, lighting, repairs of certain categories of roads, maintenance of parks, and drains.

There is normally a Directorate of the Municipal Administration, which looks after the matters concerning them, whereas the Corporations may deal with the State Government directly. Normally the Municipal Commissioner is a senior officer than Director Local Bodies, causing the placement of Commissioner directly under control of respective State Department.

Maheshwari, (1971) evaluating the relationship between the ULBs and the state governments commented that the control of the State Government over Local Bodies degenerated into spasmodic, intermittent bouts and was often negative.

The Constitution (Seventy-fourth Amendment) Act, 1992

The Government stated that the objects and reasons behind the introduction of Seventy-third Amendment Bill, 1991 which was enacted as the Constitution (Seventy-fourth Amendment) Act, 1992 was that in many States Local Bodies had become weak and ineffective on account of a variety of reasons, including the failure to hold regular elections, prolonged supersession and inadequate devolution of powers and functions. As a result,
Urban Local Bodies were not able to perform effectively as vibrant democratic units of self-government.

The Act introduced political, functional and fiscal empowerment with reservation of seats to women and other weaker sections (243T), continuity in elected body city government (243U), creation of wards committees (243S), listing municipal functions with the Schedule XII in the constitution and creation of State Finance Commission (243Y). Among these Schedule XII and 243Y are discretionary whereas other are mentioned as “shall”. Accordingly, states have not devolved the functions as per Schedule XII (Figure 9.1) in many cases, whereas others are implemented as expected.

![Figure 9.1: Transfer of 12th Schedule Functions](image)

The 2nd Administrative Reforms Commission stated that no major changes in the structure and functioning of the ULBs have been observed till the 74th CAA, despite rapid urbanisation and consequential increase in the complexities of problems in urban areas. The powers and functions of these bodies varied from state to state as the subject “Local Government” fell into the state List. States had the power to define the role of the ULBs.

The 74th Amendment to the Constitution, bestowed upon these municipal bodies the Constitutional status. In terms of the Amendment, the responsibility for taking decisions regarding activities at the grassroots level, which affect people's lives directly would rest upon the elected members of the people themselves. The Amendment conforms to the principal of subsidiarity, which has been the determining factor for distribution of subjects between the Centre, States and the Local governments. The 2nd ARC recommended that the reform package for the ULBs must be informed by this principle. The constitutional status of the municipalities has ensured permanency to the entities of self-government with a specific role in planning for development and social justice for the local area.
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Ward Committees

Article 243S provides for the constitution and composition of Wards Committees, etc.

1) There shall be constituted Wards Committees, consisting of one or more Wards, within the territorial area of a Municipality having a population of three lakhs or more.

2) The Legislature of a State may, by law, make provision with respect to-
   a) the composition and the territorial area of a Wards Committee;
   b) the manner in which the seats in a Wards Committee shall be filled.

3) A member of a Municipality representing a ward within the territorial area of the Wards Committee shall be a member of that Committee.

4) Where a Wards Committee consists of-
   a) one ward, the member representing that ward in the Municipality; or
   b) two or more wards, one of the members representing such wards in the Municipality elected by the members of the Wards Committee, shall be the Chairperson of that Committee.

5) Nothing in this article shall be deemed to prevent the Legislature of a State from making any provision for the Constitution of Committees in addition to the Wards Committees. The Ward committees have not been found to be very effective. Many political parties have now been talking about area sabhas, but there also not much has happened.

Check Your Progress 1

Note: i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Discuss the history of Urban Local Government in India.

2) Explain the structure of Urban Local Government in India.
9.5 ROLE AND RESPONSIBILITIES OF THE URBAN LOCAL GOVERNMENT

Due to inadequate constitutional provisions for the Local Self-Government for urban areas, municipal governance across the country in general was not stable (Vaidya, 2009). Prior to enactment of 74th CAA, quite often the ULBs were found suspended or superseded for indefinite periods of time. Even where they were functioning, their financial position was not satisfactory. The National Commission on Urbanisation, which was appointed in 1985 by the Central Government, gave its report in 1988 and advised for strengthening of the financial position of Urban Local Bodies, for which it suggested the measures as well: (i) Develop a mechanism for devolution of funds to Local Bodies from State budgets, (ii) Allocate more finance in the Five-Year Plans, and (iii) Strengthen the taxation base.

Article 243W of the Constitution states the powers, authority and responsibilities of Municipalities, etc.

“Subject to the provisions of this Constitution, the Legislature of a State may, by law, endow:

a) the Municipalities with such powers and authority as may be necessary to enable them to function as institutions of self-government and such law may contain provisions for the devolution of powers and responsibilities upon Municipalities, subject to such conditions as may be specified therein, with respect to-
   - the preparation of plans for economic development and social justice;
   - the performance of functions and the implementation of schemes as may be entrusted to them including those in relation to the matters listed in the Twelfth Schedule;

b) the Committees with such powers and authority as may be necessary to enable them to carry out the responsibilities conferred upon them including those in relation to the matters listed in the Twelfth Schedule”.

Over the years, there was a steady encroachment on the assigned functions and revenues of the Urban Local Bodies by specialised agencies of the State Government. Several states established Infrastructure Boards, which took several of the responsibilities of these municipalities. Many development authorities were established, which took control of the land related issues. Functions like water supply and sewerage, which are responsibilities of the municipalities were handed over to the state level agencies. The 2nd ARC notes, “the growth of these specialised agencies has weakened the authority of municipal bodies and contributed to their atrophy”. Often these agencies work in isolation. Consequently, ULBs remain ill-equipped in terms of technical manpower and organisational ability to respond to emerging problems/issues.
The impact was most severe on the smaller municipalities and they could not perform effectively. These bodies were also viewed as a threat or as power centres by the state level and centre level politicians. It is equally important to remember that urban areas attracted less attention from politicians and policy-makers due to predominantly rural character of the society.

**Responsibilities: Multiplicity of Agencies**

Multiple agencies are operating at city level, which quite often operate in the similar areas. These include a range of parastatal and para-municipal agencies. State Housing and/or Slum Clearance Board, State level agencies for water and sanitation, State Urban Development Authority (SUDA) for poverty related actions with the support of District Urban Development Authority, Public works Department (for water and roads) and State infrastructure Finance Corporations are operating as parastatal, whereas local level institutions for planning such as Development Authority or Improvement Trust, Local level Water and Sanitation Agency, etc. are operating as para-municipal agencies.

Functions listed in the schedule XII are not transferred to ULBs in toto in most of the cases. At times, these agencies have overlapping of functions and do similar work such as housing and infrastructure development done by Housing Boards, Development Authorities and Slum Clearance Board (Tamil Nadu). These agencies accordingly are not accountable to local population. There is a need, therefore, to devise suitable mechanism for better coordination at the local level. The ULB should be treated as mother institution at local level for vertical and horizontal coordination as they represent local population and popular support. In this regard, Schedule XII needs to be reviewed at the national level to determine local accountability and transfer of functions to the ULBs.

### 9.6 URBAN LOCAL GOVERNMENT: ISSUES AND CHALLENGES

Today the Local Government is expected to play many roles including (GoI, 2014):

a) A Regulator, namely the administration of various acts and regulations;

b) A Provider, that involves providing urban services efficiently and equitably by managing its accounts effectively and efficiently;

c) An Agent that takes the schemes of higher-level Government to the people. This includes promotion of popular participation;

d) A Welfare Agency, which provides active assistance to higher level governments in the equitable distribution and delivery;

e) An Agent of Development, who strives for improvement in the quality of life through the augmentation of infrastructure.

Additionally, there is a greater awareness and recognition of the need and importance of vibrant Local Self-Government to provide various services to
the inhabitants and as a mechanism for deepening democracy. There is also
demand for rationalising the structure of these Local Bodies also. Bigger
cities have fewer Councilors, per hundred thousand people.

Table 9.2: Councilors (per hundred thousand people)

<table>
<thead>
<tr>
<th>City</th>
<th>Councilors</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thiruvananthapuram</td>
<td>13.4</td>
</tr>
<tr>
<td>Dehradun</td>
<td>10.7</td>
</tr>
<tr>
<td>Bhubaneswar</td>
<td>7.9</td>
</tr>
<tr>
<td>Raipur</td>
<td>6.9</td>
</tr>
<tr>
<td>Ranchi</td>
<td>5.1</td>
</tr>
<tr>
<td>Pune</td>
<td>4.9</td>
</tr>
<tr>
<td>Ludhiana</td>
<td>4.6</td>
</tr>
<tr>
<td>Chennai</td>
<td>4.3</td>
</tr>
<tr>
<td>Patna</td>
<td>4.3</td>
</tr>
<tr>
<td>Kanpur</td>
<td>4.0</td>
</tr>
<tr>
<td>Lucknow</td>
<td>3.9</td>
</tr>
<tr>
<td>Bhopal</td>
<td>3.9</td>
</tr>
<tr>
<td>Ahmedabad</td>
<td>3.9</td>
</tr>
<tr>
<td>Kolkata</td>
<td>3.1</td>
</tr>
<tr>
<td>Jaipur</td>
<td>3.0</td>
</tr>
<tr>
<td>Chandigarh</td>
<td>2.7</td>
</tr>
<tr>
<td>Surat</td>
<td>2.6</td>
</tr>
<tr>
<td>Delhi (Total)</td>
<td>2.5</td>
</tr>
<tr>
<td>Bangalore</td>
<td>2.3</td>
</tr>
<tr>
<td>Hyderabad</td>
<td>2.2</td>
</tr>
<tr>
<td>Mumbai</td>
<td>1.8</td>
</tr>
</tbody>
</table>

Source: *Annual Survey of India's City-Systems 2016, Janaagraha*

Area sabhas, which has been one of the much talked about reform may help
in overcoming this challenge.

**Mayoral reforms**

The 74th CAA did not specify the manner of election, tenure or powers of the
Mayors of ULBs. At present, some states such as Uttarakhand, Chhattisgarh,
Jharkhand, Haryana, Uttar Pradesh and Tamil Nadu – have directly elected
mayors. However, they remain ceremonial heads with limited financial and
political independence. Their tenure is also not uniform. In different states
they have different tenures, even as low as just one year.

Kumar (2019) argues that the directly elected Mayor is expected to tap the
support of bureaucrats by presenting himself as a people's representative of
the city. The direct election provides the required legitimacy to the Mayor to
interact, demand, and get work executed in the best interest of the city.

There is also a view that an empowered executive at the city can be achieved
through an indirectly elected “Mayor-in-Council” (MIC) system in which, the
Mayor remains accountable to the council. In Madhya Pradesh, the state...
adopted a system of directly electing Mayor in 1998. However, the Mayor had to form an MIC out of the elected Councilors. This MIC was to aid and advise. The Mayor presided over the MIC meetings and deliberations. In Himachal Pradesh, the State Government had amended the Municipal Corporation Act in 2010 to introduce direct elections for the office of Mayor and Deputy-Mayor.

**Strengthening the Urban Local Bodies**

The 2nd ARC noted, “the Chairperson/Mayor in the Urban Local Government in most states enjoys primarily a ceremonial status. In most cases, the Commissioner, appointed by the State Government, has all the powers”. Often it has been noticed that the elected representatives end up performing the role of the opposition, and where Municipal Commissioners are headstrong, situations of gridlock are not infrequent (Jha, 2018).

It recommended that the functions of chairing the Municipal Council and exercising executive authority should be combined in the same functionary, i.e., Chairman or Mayor, while the Commissioner should perform the functions delegated to him/her. It even recommended powers to the Local Bodies to select the Commissioner/Chief Officer on the ground that the elected Mayor or Chairperson is accountable to the electorate.

At this stage, tenure is an important issue. The tenure of Mayor or Chairperson, unlike the current practice of one year in many states, should be uniformly five years across the country so that a continuity and accountability is established. Similarly, the tenure of Commissioner or Chief Executive Officers should also be fixed for a reasonably good period. A survey by Janagraha (2016) has found that average age of the Commissioner in the country is 11 months. These points need due consideration.

**Role of the Urban Local Bodies in Flagship Programmes**

Jawaharlal Nehru National Urban Renewal Mission and now the Smart Cities Mission and Atal Mission for Rejuvenation and Urban Transformation are important programmes of the government of India, which emphasised central role of the ULBs in planning for the vision of the cities with particular emphasis on citizens participation. However, Sama Khan et al (2018) feel that the proposals reveal an excessive reliance on consultants, lack of effective participation, and a common set of interventions that are accepted as “smart solutions” and a shift towards greater control of the ULBs by the State governments.

**Check Your Progress 2**

**Note:**

i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) What are the roles and responsibilities of Urban Local Government?

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2) Discuss the issues and challenges of Urban Local Government.

9.7 CONCLUSION

Good Urban governance demands that the institution of Local Self-Government be a vibrant entity with sufficient autonomy to be able to respond to the needs and aspirations of the residents. This has been accepted too by the concerned authorities at the higher levels. However, reluctance to share power, both during the British rule and in the post-independence era resulted into stifling of their growth. The 74th CAA attempted to correct the situation. However, despite it having been passed more than two and half decades back, the real transfer of power has not taken place. As the urbanisation is increasing and cities are experiencing widening gaps in infrastructure and services, the government, especially the Central Government has creating conditions for the State governments to undertake reforms to strengthen the ULBs. It is high time that necessary steps are taken at the earliest, as cities are the engines of economic growth.

9.8 GLOSSARY

**Principle of Subsidiary:** The Principle stipulates that the functions shall be carried out closest to citizens at the smallest unit of governance possible, and delegated upwards only when the Local Unit cannot perform the task.

**Ratepayer:** It refers to a person who owned or rented property and therefore, paid local taxes called rates.

**Urban Local Government:** It refers to an institution of governance in a statutory town, defined by a definite area and the population therein, deliberating, regulating and implementing decisions on subject matters entrusted to it under the Constitution.

9.9 REFERENCES


UN Habitat. (n.d). Retrieved from https://unhabitat.org/fr/node/91195


**9.10 ANSWERS TO CHECK YOUR PROGRESS EXERCISES**

Check Your Progress Exercise 1

1) Your answer should include the following points:
   - Refer to the Section 9.2

2) Your answer should include the following points:
   - There are two types of Acts namely Municipal Corporation Act and Municipal Act. In general, there is a deliberative wing and an executive wing. The deliberative wing consists of the elected body and is headed by the Mayor or a Chairman as the case may be.
     - Commissioner system.
     - Mayor-in-Council system.
Check Your Progress Exercise 2

1) Your answer should include the following points:
   - Refer to the Section 9.5

2) Your answer should include the following points:
   - Mayoral reforms.
   - The 2nd ARC noted, “the Chairperson/ Mayor in urban local government in most states enjoys primarily a ceremonial status. In most cases, the Commissioner, appointed by the state government, has all the powers”.
   - Distribution of functions.
   - Tenure.