



Role Of Different Bodies For Urban Development In Himachal Pradesh

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ABSTRACT

Present paper analyses the Urban local government is the responsibility of the department of local self-government in the state. At the state level a number of department deals with subjects which are the direct concern of the urban government. In addition to the department of local self-government the functional departments in the secretariat administer the various components of urban development. Thus water supply, drainage and sewerage, road construction, land acquisition and development, housing and slum clearance, etc. are being dealt with by respective functional departments.

Keywords: Urban Development Agency, Bureaucratic interference, political interference, financial autonomy.

Most of the Directorates of Municipal Administration in the state are still in their infancy and as such in experienced as their working has not yet been streamlined. Besides, there are difference among the states not only as regards the formal constitution of these Directorates but also about their actual working and their relationship with urban local bodies and the local self-government department at the state level. The intention behind the creation of Directorate of municipal administration was to strengthen to them; the general trend has been towards the Directorates becoming another agency for intervention. To give guidance and advice to urban local bodies, a directorate of municipal administration has been set up in the states both the central council of local self-government and the conference of state ministers of town and country planning had emphasized the desirability of setting up such an organization in the state. A well-organized Directorate of municipal administration at the state level should go a long way towards improving the system of supervision, guidance and control of the state government over local bodies. The controlling authority ideally should perform the triple role of 'a friend philosopher and guide'. Its attitude and approach should be of the corrective type and not of 'punishment type'. Some other inherent defects of local authorities are like inadequate and unqualified personnel, undue political interference, lack of independent executive authority, sporadic and slack audit, etc. All the directorates have powers with regard to the financial, administrative and personnel administration of municipalities.¹

¹S.R. Maheshwari, Local Government in India, Published by Lakshmi Narain Agarwal, Agra, 2011-12, p. 46-47.

V.P.Dobey (1991) in his book on “Urban Development Administration” has focused on various basic problems affecting the city administration. The management of our cities requires speed and dynamism. He further stresses on the basic social and religious issues which play no less significant role in the economic forces in giving shape to the urban needs for better management of the city and its day to day functioning, a lot depends on the municipal administration for implementing proper policies to solve the problems relating to municipal administration.

PremLataBansal (2001) in his book “Administration Development of India” has portrayed the evolution of the various structural legacies of the civil service system in India as well as their accompanying behavioral and functional orientation. Most of these structural patterns continue in the civil services system of free India. Modifications which have taken place in the composition and training patterns of I.A.S. in response to the demands of development are also covered in the first part. Results of Dr. Bansal’s study will be both theoretical and practical utility for at least those nations which have emerged from the British colonial tradition.

K.K. Bhattagar and K.K. Gadeock (2007) in his book provides a useful material on “urban development and Administration” and this section also deals with the merging concept of user charges and right prices of urban services so as to cover the O&M cost. There is a shift now in the policy on urban services delivery from a social welfare approach to the one based on sustainable financial viability. In this section, Jawaharlal Nehru National Urban Renewal Mission has been discussed in sufficient details. This programme is meant for the amelioration of the long-neglected cities, to improve their poor infrastructure and quality of life.

ROLE OF URBAN DEVELOPMENT DEPARTMENT:

1. It is responsible for direction, supervision and control of all the municipalities in the state.
2. It carries out inspections of municipalities. The inspection note which is written at the end of an inspection includes the necessary instructions, by way of guidance, to tone up civic administration. The Directorate, thus, provides an opportunity to a municipality to mend specified affairs.
3. It hears and decides tax appeals received in the municipalities.
4. It sanctions posts in municipalities (excluding those under public health and teaching).
5. It appoints and transfers the personnel belonging to the municipal subordinate service and looks after various other personnel matters.
6. It apportions earnings from the profession tax among the municipalities.

RESEARCH DESIGN

Research design has been defined by different social scientists in different terms. All these definitions emphasize systematic methodology in collecting accurate information for interpretation with economy in procedure. Stated in a simple language, a research design is a plan of action, a plan for collecting and analyzing data in an economic, efficient and relevant manner. A research design could be constructed either to test a hypothesis or to give a cause-effect relationship to a situation. Thus, a research design is a plan of action to be carried out in connection with a research project. It is the conceptual structure within

which research is conducted and it constitutes the blue print for the collection, measurement and analysis of data.

SELECTION OF THE PROBLEM

Urbanization is inevitable and is directly linked with the process of economic development. In hilly state like Himachal Pradesh urbanization is a problem. Implementation of policies is difficult, assessment of programme is also a problem so to cope up with these difficulties proper study on urban development is needed. Himachal Pradesh government has established various agencies for regulating the growth of urban areas in the state. The agencies like, town and country planning, urban development department, housing board, municipal corporation board are supposed to play an important role in the urban development in Himachal Pradesh, but it has been observed that these agencies have not contributed optimally in regulating the urban development in the state. Unplanned growth of housing and commercial sectors has posed a major challenge to the state government, the answer to which lies in the effective performance of various agencies engaged in the administration of urban organizations and the social, political and economical environment in which these operate. The problem is that, while in spite of having so many institutional arrangements, still the haphazard urban development is taking place which is deficient in civic amenities and is unsuitable to the ecology of the state

IMPORTANCE OF THE STUDY

Urban areas in Himachal Pradesh are growing day-by-day. Hence it is important that the administration of these areas should be effective and efficient. Government has launched many programmes and policies for the development of these urban areas. The government is spending huge sums of money on the execution of these programmes and policies. It will contribute, theoretically and empirically, to a better understanding of the issues involved in designing urban policy and programme either for redistribution or for growth. This study would be a great help to planner, policy makers and administrators in making efforts to streamline the process of implementation different urban development programmes. The study would also have an added significance from the academic point of view, as not much has been done earlier in this direction in Himachal Pradesh.

SCOPE OF THE STUDY

The scope of the study was limited to the urban development administration in Himachal Pradesh. Himachal Pradesh being a hilly state faces a lot of problem. There are many far-flung areas which mostly gets cut-off from the state during in the winters. Urban development is really a challenge in hilly areas like Himachal Pradesh. So the scope is limited to the problems, challenges and public perception regarding urban development in Himachal Pradesh. Shimla being the capital of the state comprises of all the administrative wings of Himachal Pradesh. Major problems regarding policies and programmes, implementation and employees grievances etc. would get reflected here.

OBJECTIVE OF STUDY

The present study was conducted to achieve some pre-determined objectives. These objectives were as under:

1. To analysis the urbanization in Himachal Pradesh.
2. To study the various policies and programmes of Urban Development in Himachal Pradesh.
3. To study the challenges Urban Development in Himachal Pradesh.
4. To identify major problem encountered by Urban Development in the implementation of various development programmes.

RESEARCH METHODOLOGY

With a view to achieving the objectives and testing the hypothesis, the present study was based on the primary as well as secondary data. The methodology of data collection has been discussed as under.

Collection of Secondary Data

The secondary information has been collected to have in depth understanding of the concept of urbanization and urban development administration both at the state and National level. In the present study secondary data was obtained from the office records of the Department of Urban Development, Town and Country Planning, Planning Department of Government of Himachal Pradesh, concerned offices of selected Urban Local Bodies. It includes annual progress reports, economic surveys, annual administrative reports, etc. The secondary data have also been collected from the various books, research papers, journals and internet sites.

Collection of Primary data

In the present study, primary data was collected through a sample survey by administering the interview schedules. For this, well-designed schedules have been administered to the respondents selected through sampling method. Data have also been collected with the help of personal observation made during the field visit to the Municipalities offices. Following techniques and methods were employed for the collection of first hand data.

(a) **Interview Schedules** For the collection of first hand data interview schedules has been prepared with the purpose to get the viewpoints of various respondents on the problem in hand. Three interview schedules have been developed and used for the collection of first hand data in the present study. These were:

1. Schedule for Government Officials
 2. Schedule for General Public
- (b) **Discussion method**

Discussion method was also used to elicit the first-hand information from the respondents. During the survey various aspects of Urban development and administration has been discussed with the respondents to find out the real position about the urban administration.

(c) **Personal observation**

Observation method was also used to have the exact knowledge of actual status of urbanization and the urban administration in the selected municipal bodies.

Town country planning in Himachal Pradesh

Town country planning aims at the creation of proper physical environment so as to enable a community to live a healthy, wholesome and safe life. In less esoteric terms, the objective of town planning is to so arrange the layout of a town that it promotes the social and economic well-being of the community. To put it even more tersely, town planning concerns itself with the land use pattern of a town.

The Town Country Planning activities are proposed to be extended almost to all the towns and growth centre of the state. It is proposed that Regional Planning shall be undertaken so that urban development is suitably planned/spread in the state. The proposal for extension of Himachal Pradesh Town Country Planning Act, 1977 to some more areas like project areas, tourist areas is under active consideration of the department for which manpower and other resources are inevitably required to be provided to the

department. More special area development authorities are also proposed to be created in future to ensure harmonious and planned urban growth in areas undergoing rapid urbanization.²

ROLE OF MUNICIPAL CORPORATION

1. OBLIGATORY DUTIES

- (a) The construction, maintenance and cleaning of drains and drainage works and of public latrines, urinals and similar conveniences;
- (b) The construction and maintenance of works and means for providing supply of water for public and private purposes;
- (c) The scavenging, removal and disposal of fifth, rubbish and other obnoxious or polluted matters.
- (d) The reclamation of unhealthy localities, the removal of noxious vegetation and generally the abatement of all nuisances;
- (e) The regulation of places for the disposal of the dead and the provision and maintenance of places for the said purpose;

2. FUNCTIONS ENTRUSTED BY THE GOVERNMENT

- (a) The preparation of plans for economic development and social justice;
- (b) The performance of function and implementation of schemes which may be entrusted to it including the functions in respect of the following matter, namely:-
 - i. Urban planning including town planning;
 - ii. Regulation of land use and construction of buildings;
 - iii. Planning for social and economic development;
 - iv. Roads and bridges

3. DISCRETIONARY FUNCTIONS

- i. The furtherance of education including cultural and physical education;
- ii. The establishment and maintenance of and aid to libraries, museums, art galleries, botanical or zoological collections;
- iii. The establishment and maintenance of and aid to stadia gymnasia, akharas and places for sports and games;
- iv. The civic reception to persons of distinction;

SOURCES OF INCOME

Sources of income of Municipal Corporation may be grouped under: (1) tax revenue and (ii) non-tax revenue. The non-tax revenue includes fees and fines as well as grants and contributions from the government. Extraordinary sources of revenue include loans, deposits, receipts on capital account, grants for capital account, grants for capital works, etc. The major proportion of income of corporations, however, flows from taxes; it ranges between two-fifths and three fourths of total income.

²Benjamin Baker, D. Van Nostrand Company, Inc. Princeton, New Jersey, 1957, p. 31.

ROLE OF MUNICIPAL COUNCILS

One feature of the municipal form of government is the prescription of a long list of functions expected of a municipality matched equally by the non-fulfilment of even (some) essential functions. Functions are generally classified as obligatory and discretionary. The former include functions which must be performed by the municipal council and failure to perform any of these functions will ultimately result in its dissolution. The discretionary functions are those which are not compulsory but may be taken up depending upon its financial resources. It may be noted that the functions of a municipality and of a municipal corporation are more or less identical. The following is a representative enumeration of these two categories of functions:

The prescription of functions labeled 'discretionary' is indefensible. The dilemma that faces every municipality is paucity of funds at its disposal. When this is the situation, most municipalities have been finding it difficult to perform even 'obligatory' functions. No useful purpose is thus served by compiling a second list of discretionary functions. There is, indeed, a positive harm flowing from the maintenance of two classes: in distorting priorities in spending. While some obligatory functions may remain unperformed, a municipality may be tempted to earmark funds for non-essential items. Such deployment of funds is not the intention of the statute. Conditions of living in municipal areas would be much better if municipalities perform their obligatory functions without default. A municipality must, first of all, ensure the following civic amenities before taking up other activities even in the obligatory list, these being evidently more imperative than others.

CHALLENGES OF URBAN LOCAL BODIES IN HIMACHAL PRADESH

1. Population explosion in urban areas:-
2. Ineffective planning:-
3. Lack of water supply:-
4. Lack of systematic sanitation facility:-
5. Lack of scientific treatment and disposal of solid waste management:-
6. Urban poverty:-
7. Lack of effective public transport system:-
8. Lack of modern management methods to handle complex tasks:-
9. Fragmentation and overlapping among multiple organizations:-
10. Lack of specialized and technical skills in urban local bodies:-
11. Lack of sound financial empowerment:-
12. Lack of accountability:-
13. Lack of framework for governance of mega cities:-³

³Awasthi A., Municipal Administration in India, Laxmi Narayan Agarwal, Agra, 1999.

SUGGESTION FOR URBAN DEVELOPMENT ADMINISTRATION & ITS AGENCIES

Recent initiatives are useful for better urban governance in Himachal Pradesh. But there need to adopt some major steps for good urban government.

1. Political empowerment

Even though the 74th CAA has granted constitutional status to the urban local bodies, the municipal bodies in state derive their powers and responsibilities from the municipal, as well as specific laws framed by the respective state. For effective, efficient, responsive, transparent and accountable urban governance, the legal and institutional framework must provide for adequate and effective devolution of functions, functionaries and funds to the urban local bodies.

2. Checks and balances

A system of effective checks and balances needs to be put in place to facilitate the elected wing and administrative machinery in urban local bodies to play their respective role effectively and synergistically.

3. Induction training programmes

Induction training programmes for the councilors needs to be conducted by state government for all urban local bodies immediately after elections, so as to educate sensitize the elected members regarding the relevant provisions for the law and their roles and responsibilities in respect of the various government policies and programmes relevant to the urban areas.

4. Preparation of annual plans and budgets

Preparation of annuals plans and budgets should follow a more rational, objective and consultative process, by calling for suggestions from citizens, reviewing committed liabilities and assessing compliance with city development plans. Urban local bodies would need to make allocations to wards and functional sectors on a transparent and rational basis.

5. Financial empowerment

The financial and funds of urban local bodies should be predictable, regular and follow a clear devolution principle concomitant with their responsibilities, which, in turn, should be aligned with the provision of Article 243W and Twelfth schedule. It is necessary to provide professional support to State Finance Commissions. A conscious strategy has to be evolved for regular collection, calculation and analysis of fiscal data. It could be useful if a Technical Cell is set up in urban development department of the state to carry out this work

6. Strengthening ward committees and metropolitan planning committees

Constitution and functioning of ward committees and metropolitan planning committees need to be incentivized. There is a need to establish area sabhas and to create the linkage between sabhas and ward committees so as to ensure that accountability and participatory processes reach the last mile in a systematic manner.

7. Urban local bodies to be empowered to deliver core functions

The 74th CAA expects the transfer of 18 functions or groups of functions to urban local bodies. Many of these functions have not been given to the urban local bodies. So, it is necessary that the urban local bodies should be empowered by different mechanisms to deliver effectively the core services and functions such as water supply, sanitation, sewage planning and development functions.

8. Creation of professional municipal cadre

Poor quality of urban managers is one of the major reasons for sub optimal urban administration. There is an urgent need for increased investment, financial management and audits in the urban local bodies. Thus, creation of municipal cadre is essential for better future of urban governance. It would be logical to have a separate municipal cadre for the municipal corporations considering complexity of the problems and issues to be addressed in larger cities.

9. Setting up an urban service regulator

An independent utility regulator should be set up at state or city levels or for a cluster of cities to advise, regulate, monitor and adjudicate on issues such as levels of services delivery, quality, pricing, equitable access, roles and responsibilities of all utility providers. The overall responsibility of the regulator would be to balance the interest of citizens, urban local bodies and service providers.

FINANCIAL RESOURCES

Finance is like a fuel for organization. Without sufficient finance, no organization can fulfill its desired objectives. Urban development agencies has to meet various objectives enshrined in different programmes and policies. To do this it is important that they should have enough financial resources. The success of any development endeavour largely depends on the finance. Hence, data have been collected about the sufficiency of financial resources. The collected data have been shown in .

Sufficiency of Financial Resources

Response	Government Officials	Elected Members	Total
Yes	27 (90.00)	17 (56.67)	44 (73.33)
No	3 (3.00)	13 (43.33)	16 (26.67)
Total	30 (100.00)	30 (100.00)	60 (100.00)

Source: Field Survey.

Note: Figures in parentheses represents percentage.

Table show that 90.00 per cent of government officials and 56.67 per cent of elected members told that the financial resources of the urban development agencies (including local urban bodies) were sufficient for the development of urban areas. While mere 3.00 per cent of government officials and 43.33 per cent of elected members opined that the financial resources were insufficient. In overall, it was found that to 73.33 per cent of respondents the financial resources were sufficient, and to 26.67 per cent of respondents the financial resources were insufficient.

People's Participation in Urban Development Administration

Responses	Government Officials	Elected Members	Total
To large extent	5 (16.67)	8 (25.00)	13 (20.97)
To some extent	13 (43.33)	14 (43.75)	27 (43.55)
Not at all	12 (40.00)	10 (31.25)	22 (35.48)
Total	30 (100.00)	32 (100.00)	62 (100.00)

Source: Field Survey.

Note: Figures in parentheses represents percentage.

Respondent-wise data reveal that majority of respondent, both government officials (43.33 per cent) and elected members (43.75 per cent), had told that people extend their participation in the administration urban development to some extent. While 40.00 per cent of government officials and 31.25 per cent of elected members accepted that people did not participate in the administration of urban development. Hence, it can be inferred that people have showed their apathy towards participation in the administration of urban development in the study area. This leads towards ineffective and inefficient functioning of urban development administration.

CONCLUSION

Role of different body of urban development administration cannot be summarized in brief. Scope of their role is very vaste and the points discussing their role are discussed earlier in this chapter. Increasing population, poverty, unemployment rate are some of the biggest challenges in front of urban development administration. Changing needs are also making the planning in an effective so the role is ever changing and have to adapt to the changing needs and expectations of the public.

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