UNIT 13 E-GOVERNANCE PRACTICE IN SERVICE DELIVERY OF URBAN LOCAL GOVERNMENT: CASE STUDIES[*]

Structure

13.0 OBJECTIVES

After studying this Unit, you should be able to:

- Discuss the differentiate between e-Governance and e-Government;

- Describe the e-Governance practice in Service Delivery on the basis of case studies of Ahmedabad, Visakhapatnam and Bengaluru Municipal Corporations; and

- Highlight the way forward for effective use and implementation of the e-Governance services.

13.1   INTRODUCTION

The concept of governance has evolved over a period of time across various civilisations and philosophies. The shift from government to governance represents one of its most important developments leading to psychological impulses in the related fields such as public

---

[*] Contributed by Dr. Charru Malhotra, Associate Professor, Indian Institute of Public Administration, New Delhi

administration/ public service delivery, political science, and sociology. In its contemporary *avatar*, governance does not give the sole authority to government alone but is also ultimately concerned with creating the conditions for collective action to ensure "wellbeing for all". In present context, it could be best identified with the principle of "Minimum Government, Maximum Governance".

With shifting trends in governance philosophy, public delivery agencies are facing relentless pressures to use digital technologies in their activities to make its service delivery mechanisms more transparent and more citizen centric. World over, the emergence of (New) Information and Communication Technologies (N-ICTs), generally referred as digital technologies, have spurred government and governance to be revamped into "e-government" and "e-governance" respectively. The review of literature points out that even though ordinarily the terms "e-governance" and "e-government" are used interchangeably (Relyea, 2002), e-governance has a greater scope and connotation than e-government.

Understanding e-Government and e-Governance

The concept of designing government intervention through the effective use of digital technologies is referred to as "e-government". The e-Government could formally be defined as "the use of information and communication technologies, particularly the Internet, as a tool to be a better government" (OECD, 2003). It mainly refers to the automation of services managed by government, and delivery of public services and administrative information to the citizens using ICT (Mitra & Gupta, 2003). Examples of e-government include online availability and submission of application forms for various public services such as, grievance redressal, passports, ration cards, as well as facilitating electronic utility payments and access to land records.The scope of e-government activities could be further classified as "e-administration" to signify improving government processes by managing performance; "e-citizens" to connect citizens to government; "e-services" to provide online services to citizens to improve services and "e-society" to build interactions between various stakeholders for building society. "e-Governance", on the other hand, enables new ways of involving citizens and communities in online debates on issues of public concern (Rogers & Shukla, 2001). Online polling, digital democracy and e-participation are some other applications of e-governance. In view of the above, e-Governance demonstrates enormous potential to empower communities for determining their own future by developing self-efficacy and collective efficacy (Bandura, 1998) and "…help to improve (the) governance processes,

2

connect citizens, and build interactions with and within civil society" (Heeks, 2004). This, in turn is expected to strengthen government's initiatives towards effective governance and increase transparency to manage a country's social and economic resources for the development processes (Castells, 1996).

e-Governance is, therefore, a wider concept that defines and assesses the impacts of technologies on the practice and administration of governments, the relationships between public servants and the wider society, such as dealings with the elected bodies or outside groups such as not for profits organisations (NGOs) or private sector corporate entities. e-Governance encompasses not just a series of necessary steps for government agencies to develop and administer but also to ensure successful implementation of e-government services to the public at large. The word "e-governance" denotes activities/interactions in two ways between government and civil society/political institutions/citizens for various purposes. It encompasses the whole spectrum of the relationship and networks within government regarding the usage and application of ICTs. When non-state (i.e., non-government) actors/stakeholders take part in governance, policy-making, other government activities, etc. in electronic mode then we can say e-governance is implemented. Whereas e-Government is actually a narrower discipline dealing with the development of online services to the citizen, more the 'e' on any particular government service- such as e-tax, e-transportation or e-health.

Irrespective of the literary connotations and wider implications of these terms, use of (N) ICTS in the realm of governance has increased the state linkages between its various federal agencies as well as with the citizens – the ultimate beneficiaries of this ecosystem. For example, application of e-technologies, particularly Internet and mobile has facilitated provision of public services to the citizens including provision of birth/death certificate, booking of community facilities and town planning and many more. The usage of mobile particularly has enabled the last mile connectivity that was unimaginable or tedious in traditional formats of public service delivery. In general, the former President of India and a great visionary, Dr. A.P.J Abdul Kalam had defined e-Governance in Indian context to mean "a transparent, smart e-governance with seamless access, secure and authentic flow of information crossing the interdepartmental barriers and providing a fair and unbiased service to the citizen". Whatever a government does to discharge its duties, if it is done in electronic mode then we say that electronic government is implemented. By this definition whatever is

being discussed here in this document, is an activity of e-government but in the body of the text both the expressions "e-governance" and "e-government" are used interchangeably.

13.2   URBAN LOCAL GOVERNMENT: e-GOVERNANCE PRACTICE IN SERVICE DELIVERY

The "urban local government" means the governance of an urban area by the people through their elected representatives. The jurisdiction of an urban local government is limited to a specific urban area which is demarcated for this purpose by the state.

74th Constitutional Amendment Act 1992

In order to provide the common framework for urban local bodies and help to strengthen the functioning of the local bodies as effective democratic units of self-government, Parliament amended the constitution (74th Amendment Act 1992) and provided constitutional status to "municipalities" which are of 3 types:

a. Nagar Panchayat-for transitional area (an area which is being transformed from rural to urban area),
b. Municipal Council for a smaller urban area,
c. Municipal Corporation for a larger urban area

Below figure 13.1 is the pictorial representation of the administrative structure of India. It clearly shows the last level of this structure is made up of three categories of Urban Local bodies

Fig 13.1: Administrative structure of Government of India
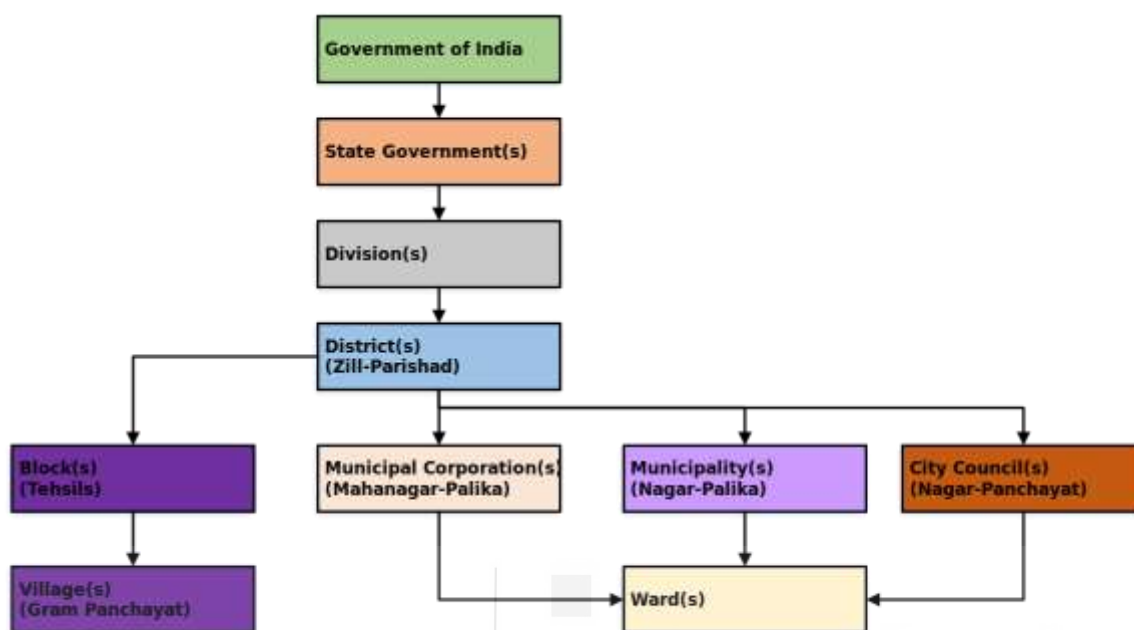
This section focuses specifically on municipal e-Governance, and looks at the needs of municipalities and their citizens towards improving city governance; and the use of ICT in public services delivery.

Many municipal e-governance projects have been implemented in cities and towns across India. Most municipalities have procured computers and connected themselves on the internet, several have created websites with information on the municipality, and majority of them provide transactional capability such as registering grievances, collection of property tax and so on. In spite of these various efforts, the impact of e-governance has been limited to a few pockets with special reference to municipal operational efficiency and service delivery.

Municipal Performance Index 2019, Assessment framework by Ministry of Housing and Urban Affairs

The governance of cities is determined by the functioning of Municipalities. They are the key agents that provide the enablers into making a city 'Smart'. With this view, Ministry of Housing and Urban Affairs has launched the first ever Municipal Performance Index 2019, to assess and analyse the performance of Municipalities across the country in all 100 Smart Cities and million plus population cities, based on their defined set of functions.

With the Municipal Performance Index 2019, the Ministry has sought to assess the performance of municipalities based on five enablers namely Service, Finance, Planning, Technology and Governance which have been further divided into 20 sectors which will be evaluated across 100 indicators.

Fig 13.2: Verticals that are covered in Municipal Performance Index 2019
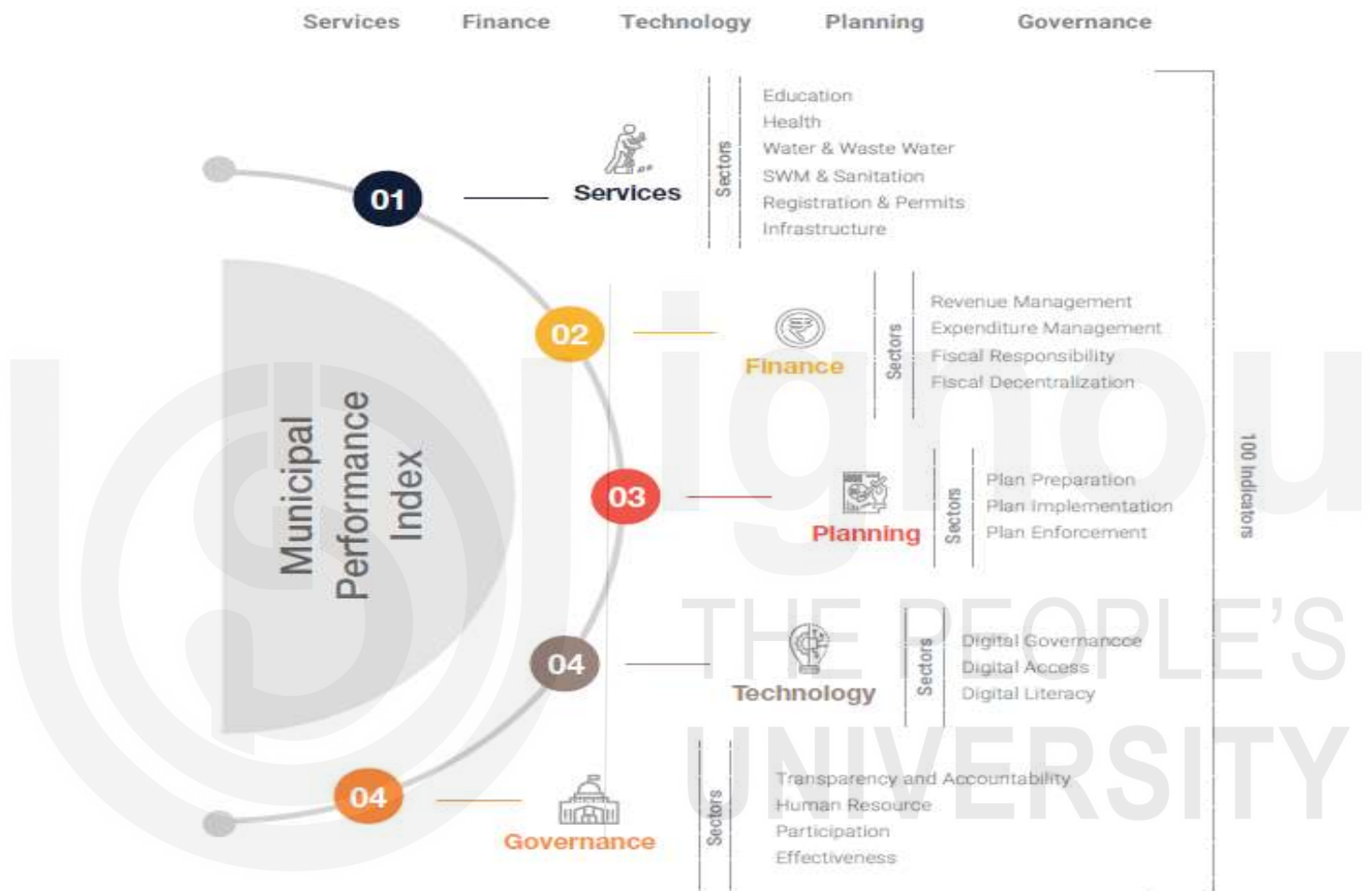
Source: website of MoHUA

- This will help Municipalities in better planning and management, filling the gaps in city administration, and improving the liveability of cities for its citizens.
- This index will help to assess the progress made in cities through various initiatives and empower them to use evidence to plan, implement & monitor their performance.
- This Index will act as a guide to evidence-based policy making, catalyse action to achieve broader developmental outcomes including the Sustainable Development Goals, assess and compare the outcomes achieved by municipal bodies, give citizens an insight into the functioning of local bodies and build a dialogue between the stakeholders.

Integrated Approach to Municipal e-Governance

Municipal e-governance can be defined as "the use of ICTs by the local governments to improve efficiency, transparency and accountability in its functioning regarding information provision, service delivery and increased citizen participation". Many municipal e-governance projects have been implemented in cities and towns across India. In the initial phase in municipalities, there is a drive towards automating department level operations. In this phase, most municipalities procure computers and connect themselves on the internet; then websites are created to share municipality information - to begin with only statistic information, then bidirectional, dynamic, query-based, then e-commerce, transactional based and then holistic, end-to-end digital transformation of municipalities happen employing emerging technologies including Artificial Intelligence (AI), Internet of Things (IoT) etc. At present, majority of municipalities in India provide transactional features such as registering grievances, and collection of property tax by using their websites. However, such efforts could still be deemed sporadic.

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) Distinguish between e-Government and e-Governance.

_____

_____

_____

_____

2) Discuss the integrated approach to Municipal e-Governance.

_____

_____

_____

_____

_____

13.3   e-GOVERNANCE PRACTICE IN SERVICE DELIVERY: CASE STUDIES
_____

Dependence of citizens on municipal bodies for various services is huge, however, in majority of the conventional local government, functioning of these agencies suffer from lack

of transparency, accountability and procrastination. Even the internal office functioning is usually characterised by lackadaisical employee morale and cumbersome bureaucratic processes that all lead to inadequate monitoring and wastage of employee hours. This makes the citizens wait in long queues, receive insensitive responses, and may be also spend unnecessarily on informal channels to get public services. They must visit these local bodies for basic services like drinking water supply, or street lighting, or sanitation, where they end up waiting endlessly to get these tasks done. The overall result is an apathetic municipal organisation with no accountability to its citizens.

Just as the survival of any business depends upon the material and mental satisfaction of its customers, survival of local bodies also hinges on the contentment of its citizens.

Various Municipal corporations are appreciated and honoured time to time for their outstanding performance in various categories likewise The Ahmedabad Municipal Corporation (AMC) has stood first among the 64 civic bodies in the country for the best managed urban local bodies. In the year 2013, It was honoured by a trophy and a cash prize of Rs 5 lakh by the president. The Bus Rapid Transport System (BRTS) has caught the attention of urban planners around the world, was adjudged the Overall Best Performer at the Nagar Ratna Awards (instituted by the All India Institute of Local Self Government). The second best performer was the Mysore City Corporation (MCC) which received a trophy and a cash prize of Rs 3 lakh and third was the Pune Municipal Corporation that received a trophy and Rs 2 lakh. Some other municipal coporations were also awarded in the same award ceremony, such as Vadodara Municipal Corporation (VMC) was awarded for basic amenities to urban poor, Rajkot Municipal Corporation (RMC) was adjudged best for complaints redressal system. Surat Municipal Corporation was awarded for innovation; and Nashik Municipal Corporation was adjudged the best in public health services. Other award winners include Bangalore for financial management, Vishakhapatnam for use of IT in governance and service delivery, Faridabad for recreational facilities and Agartala for transparency and accountability (Business Standard, January 2013).

The exploration of this interface - the areas where municipalities and citizens meet- is vital to our understanding of where and how technology should intervene to make this interface more transparent and less bothersome for both the partners. Information is municipality's biggest equity, and it is essential that it uses it for greater public good. Quick access to this information is possible by throwing it open into the public domain. It is here that ICTs/digital

technologies can play an important role in computation and dissemination of information and services to the citizens.

e-Governance essentially requires not just digital computing but also digital connectivity so that the outreach of service delivery be maximised and that maximum stakeholders of governance could digitally participate in decision-making. With respect to urban e-governance, local self-governments play the most critical role as they are at the cutting edge of service delivery chain and their efficiency and efficacy affect the daily lives of citizens to the maximum. Now, ICTs can improve the way services are offered by municipalities. These services may include bill payments, certifications, access to public documents (related to various schemes, orders, programmes, examination results, etc.), Authentication Statements (copy of land records, registration of sale and property deeds, birth/death certificates etc.) and grievance redressal to the citizens.

Application of ICTs/digital technologies can make a huge difference to the quality and speed of delivery of services by municipalities, as can be understood from the following case studies.

13.3.1 Ahmedabad Municipal Corporation

Ahmedabad City

Ahmedabad is a historical and industrial city of Gujarat. After acquiring the status of a mega city, its rate of growth and development has surprisingly increased.

Ahmedabad Municipal Corporation

The Ahmedabad Municipal Corporation is an Urban Local Body, which was established in July 1950 under the Bombay Provincial Corporation Act, 1949, is responsible for the civic infrastructure and administration of the city of Ahmedabad. It provides many facilities including basic facilities like Road, Water, Drainage, Streetlight etc. to the Citizens of Ahmedabad. There are two main local bodies in Ahmedabad responsible for the creation and provision of infrastructure and services - Ahmedabad Municipal Corporation (AMC) and Ahmedabad Urban Development Authority (AUDA). The AMC is the elected urban local government that was established in 1950 under the Bombay Provincial Municipal Corporation Act, 1949. The Act provides the revenue generation and borrowing powers of the Corporation.

e-Governance services by the Ahmedabad Municipal Corporation

Ahmedabad Municipal Corporation (AMC) has established e-Governance department to promote efficiency, transparency, and responsiveness of the AMC. The effective utilisation of Information Technology Enabled Services (ITES), also called remote services or web-enabled services, by e-governance department has also gradually increased the scope and number of public services being offered by the AMC. Citizens can pay various taxes such as property tax, vehicle tax etc. through e-governance Department. Apart from e-Governance centre, there are other urban telecentres also in the AMC, and all these centres are connected through lease lines with the main server. Citizens can pay taxes at any of the urban tele centres in the city. In addition to the operations of these centres, there are various projects including Comprehensive Complaint Redressal System (CCRS) and CCTV surveillance that are also being managed by e-governance department of the AMC.

13.3.2 Visakhapatnam Municipal Corporation

Visakhapatnam City

Visakhapatnam city is one of the fastest growing cities in Andhra Pradesh located in the East Coast of India in the offshore of Bay of Bengal. The nearness to the ocean made the city more attractive port city for business and industrial uses.

Greater Visakhapatnam Municipal Corporation

For the first time in the year 1858, the Voluntary Municipal Association of Visakhapatnam was established to formally mange urban affairs of the city during the Madras Presidency. Similarly in the year 1866 the Visakhapatnam Association became a Municipality. In 1920, the Municipality changed into a Municipal Council. In 1979 Municipal Council of Visakhapatnam was upgraded into Municipal Corporation. The Visakhapatnam Municipal Corporation was merged with surrounding Gajuwaka municipality and other 32 Gram Panchayats to form Greater Visakhapatnam Municipal Corporation (GVMC) on November 21, 2005, with an objective to providing better municipal services and to increase developmental activities in those areas. The merger has benefited the Municipal Corporation by bringing major industrial units like Visakhapatnam Steel Plant, Bharat Heavy Plates & Vessels Ltd. and Hindustan Zinc Ltd. within its limits, which were earlier covered under Gajuwaka Municipality. The merger has also brought a wide area under the ambit of GVMC, which can be used for developmental purpose. The GVMC is now divided into 72 wards for administrative convenience and covers an area of 540 sq. km.

Greater Visakhapatnam Municipal Corporation (GVMC) has been selected as the best performing civic body in the country. The GVMC has been chosen under the annual awards for excellence instituted by the Union Ministry of Housing and Urban Affairs to recognise the outstanding contribution of PMAY-Urban in 2019.The award will be presented by the Union Minister of State, for housing and urban affairs on January 1, 2021 (The Times of India, Dec 27, 2020).

Public Services offered by the VMC

The services provided by local governments vary from country to country because of the nature of their creation. However, the general trend in literature shows services such as education, health, sanitation, street lighting, fire prevention, crime patrol, city planning, licensing, recreations, roads, drainage, parking, animal shelter, and others (Lamothe and Lamothe, 2006). As any local government body, the GVMC is legally empowered to provide various services. These services are related with public health and sanitation, public works, education, water supply, and e-governance. The services are provided either directly by the Corporation or deliver through the involvement of the community or private developers. The services administered by the GVMC for the benefit of the citizens of Visakhapatnam city are examined in this part of the Unit.

E-Governance services by the GVMC

The Greater Visakhapatnam Municipal Corporation has taken initiative for providing better services online to the citizens. Under its e-governance initiatives, the city government has taken up two schemes namely *Saukaryam* (the facility) and *e-Seva* (e-Service). The *Saukaryam* service was initiated by the Corporation itself in 2000 to provide electronic services to its residents. The *Saukaryam* is about delivery of services online at the Municipal Corporation level of the Urban Local Government and is a vibrant example of how community informatics can improve the lives of citizens. This project is first of its kind in this country built on a public-private partnership platform and improves the delivery of municipal services through ICTs. On one hand, the project uses the medium of internet through its utility website, while on the other hand, it provides local broad basing through call centres connected through a broadband network spanning all over the city in an area of over 120 square kilometres. The guiding principles while developing the project has been complete internal computerisation and networking, and at the same time putting the intranet application in a user-friendly format on the net for public use. The services have been providing information regarding different services provided by the GVMC including the

citizen charters. In addition to this, the facility enabled to collect property tax and water service charges online.

The Government of Andhra Pradesh came with new initiative named *e-Seva* that incorporated the different services provided by the *Saukaryam* facility and new additional services to the citizen. Formerly the facility provided collection for property tax and waters charges, but the new facility enables the citizens to pay their telephone and electricity bill at the *e-Seva* centres. The detailed services provided on both centres include the following:

- **Collection of utility bills:** electricity, water and sewerage, telephone bills, property tax, examination fees and selling prepaid parking tickets, and others.
- **Permit related:** renewal of trade licenses, change of address of a vehicle owner, transfer of vehicle ownership, issuing and renewal of driving licenses, registration of new vehicles, etc.
- **Issuance of certificates:** registration of birth/death certificates, issuance of birth certificate, and issuance of death certificate.
- **Online services:** electronic payments, downloading of different formats and government orders.
- **Reservation of Andhra Pradesh State Road Transport Corporation**: bus tickets, reservation of water tanks, filing of passport applications and sales of application and stamps such as non-judiciary stamps, trade license application, etc.

13.3.3 Bengaluru Municipal Corporation

Bengaluru City

Bangalore, presently Bengaluru, is a beautiful city and capital of the state Karnataka. It is located in south eastern part of the state, on the heart of Deccan Plateau. This city is considered to be one of the fastest growing metropolises in India.

*Bengaluru Municipal Corporation*

The Municipal Corporation of Bangalore is commonly known as *Bruhat Bengaluru Mahanagara Palike (BBMP)*. It is the fourth largest Municipal Corporation in India. It was established in the year of 2007. It comprises of 147 wards. Earlier, the municipality was known as *Bengaluru Mahanagara Palike*. It was established in the year of 1949 by merging of 2 municipalities, present in the city, during that time: the cantonment area and the city area. There used to be only 87 Wards in 1991. The number increased to a 100 in the course of

four years. Further increase in number was seen in 2007 when 110 village, 1 Town Municipal Council (TMC), and 7 City Municipal Councils (CMCs) were included. This resulted in the formation of present-day Municipal Corporation. The BBMP represents the third level of government (the Central Government and State Government being the first two levels). The BBMP is run by a city council composed of elected representatives, called "corporators", one from each of the wards (localities) of the city.

e-Governance services by the Bengaluru Municipal Corporation

Bengaluru Municipal Corporation's e-governance services enables Bengaluru citizens to access civic services like building approval, trade license, birth and death registration, through various delivery channels such as web, mobile, IVRS, and citizen service centers like Bangalore One etc. It is a very holistic IT landscape at BBMP, that is, presented in Figure 13.3.

Fig 13.3: IT landscape at Bengaluru Municipal Corporation
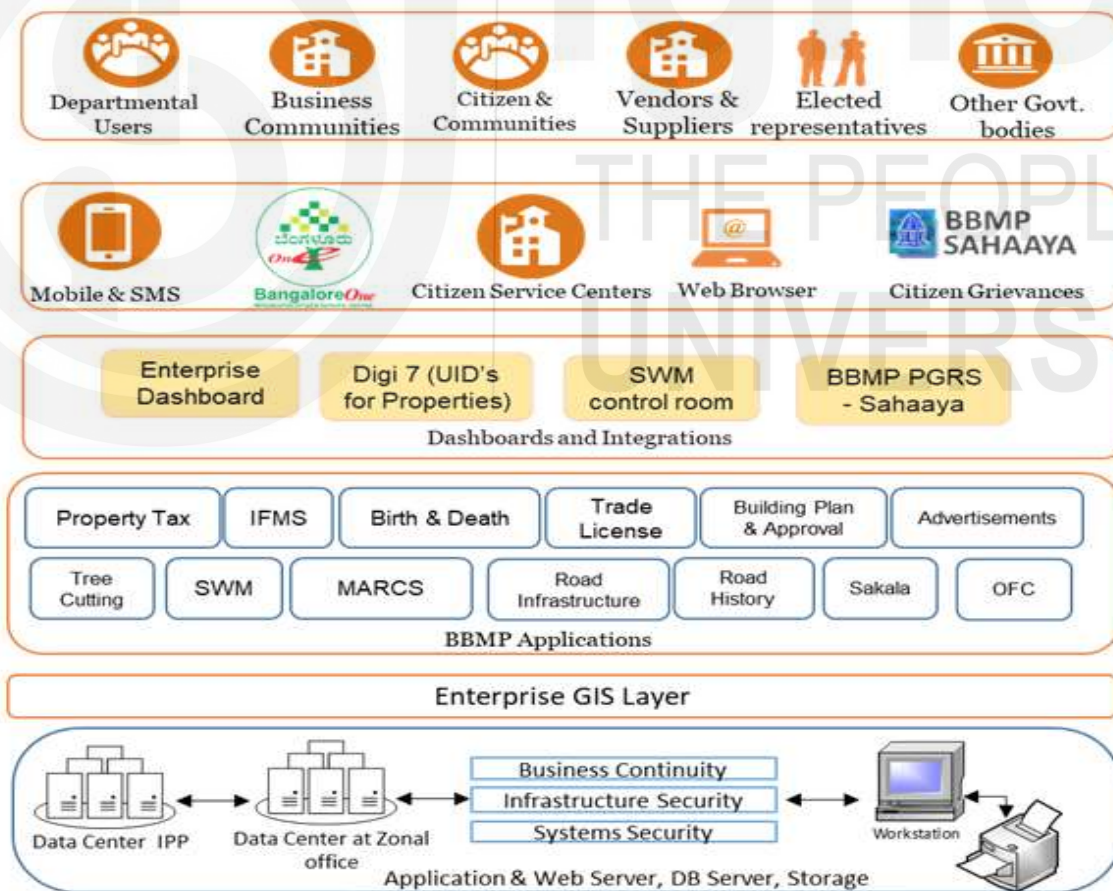
13.4 e-GOVERNANCE PRACTICE IN SERVICE DELIVERY: WAY FORWARD

e-governance frameworks not only promote greater transparency and prevent loss of resources and corruption, it empowers the citizenry with a fair and equitable say in the smooth functioning of democracy. This is made possible by the emphasis on the highest benchmarks of service quality and participation in a feedback mechanism that caters to the needs of the end user. With ever-improving technological capabilities at the hands of the private sector, the government could do well to implement similar models that provide a safe, affordable and efficient service delivery to the citizenry.

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) Enumerate the e-Governance services provided by the Ahmedabad Municipal Corporation.

    _____
    _____
    _____
    _____

2) Examine the role of Greater Visakhapatnam Municipal Corporation in providing e-Governance services.

    _____
    _____
    _____
    _____
    _____

13.5 CONCLUSION

The COVID-19 pandemic impacted the digital domain of India and has also unlocked potential in public service delivery mechanisms. The various initiatives are set up by the Government of India to combat this pandemic, which includes e-Pass register, Covid-19 Dashboard, NMIS (Online portal National Migrants Information System), Aarogya Setu APP (for tracing the contacts), PM-e-DIKSHA Portal, Swayam Prabha- 32 DTH channels to

telecast the high-quality educational content, Online Students' Grievance Redressal System, etc. In addition to this, to enhance ease of doing business for MSMEs, the government launched the Udyam registration portal and integrated it with the government's e-commerce marketplace—GeM. This portal allows MSMEs for paperless and free cost registration based on self-declaration, supports credit financing through the auction of trade receivables and offers competitive platform to showcase and sell their goods and services.

Indeed, in the present turbulent times, the thrust on e-governance has increased manifold. It has tremendous potential to serve as a tool for effective public service delivery. Fortunately, the governments at the central and state levels have understood the need for its application in all sectors and regions to advance the cause of inclusive and sustainable development; and hence, it stays as a high priority area for all municipalities too in India.

13.6 GLOSSARY

Municipal Corporation: A municipal corporation is the legal term for a local governing body, including cities, counties, towns, townships, charter townships, villages, and boroughs.

Municipal e-Governance: The use of ICTs by the local governments to improve efficiency, transparency and accountability in its functioning regarding information provision, service delivery and increased citizen participation

Municipality: It is a government entity with the primary focus directed to the welfare of the society (Bergmann, 2009).

Public Service: A service provided by the government, such as health care facilities, education, etc

Urban Local Government: The governance of an urban area by the people through their elected representatives.

13.7 REFERENCES

Bandura, A. (1998). Health promotion from the perspective of social cognitive theory. *Psychology and Health*. 13, 623-649.

Bergmann, A. (2009). Public Sector Financial Management. Harlow, England: Prentice Hall Financial Times

Castells, M. (1996). *The Rise of the Network Society. The Information Age: Economy, Society and Culture.* Oxford, UK: Blackwell.

Heeks, R. (1999). Information and communication technologies, Poverty and Development. *Paper No. 5, Working Paper Series of the Institute for Development Policy and Management (IDPM).* University of Manchester, U.K.

Heeks, R. (2004). *Success and failure rates of e-government in Developing/Transitional Countries: an Overview*. Retrieved from http://www.egov4dev.org/overview.htm

Kaushal, N. (2016). The Plausibility of E-Governance as a public service delivery, Future of E-government: learning from the Past. *Socrates.* 4(3), 79-90.

Mathur, O.P. (1999). Fiscal Innovations and Urban Governance. In O.P. Mathur (ed.)., *India: the Challenge of Urban Governance*. New Delhi, India: NIPFP.

Nadhamuni, S. & Rupanagunta, K.(n.d). Municipal eGovernance Systems for Urban Local Bodies in India. Retrieved from https://egovernments.org/docs/casestudies/municipal-egovernance%20systems%20for%20local%20bodiles.pdf

Narayana, E.A. & Ahmed, M. (2014). Administration of Urban Civic Services in India: A Case Study. *International Journal of African and Asian Studies*. 4, 124-132.

OECD. (2003). *Engaging Citizens Online for Better Policy-Making*. Retrieved from http://www.oecd.org/dataoecd/62/23/2501856.pdf.http://www.ecdevjournal.com/pubs/2001/art04_01 .htm.

Rao, T.A. (1974). *Municipal Government in Visakhapatnam.* Visakhapatnam, India: Arsha Printing Industrial School and Press.

Relyea, H. C. (2002). e-gov: Introduction and Overview. *Government Information Quarterly.* 19(1), 9-35.

13.8 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

1) Your answer must include the following points:
   - Refer Section 13.1

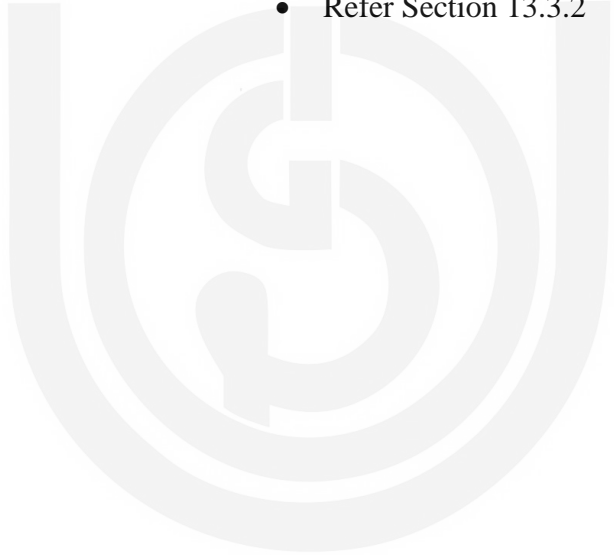2) Your answer must include the following points:
   - Refer Section 13.2

Check Your Progress 2

1) Your answer must include the following points:
   - Refer Section 13.3.1

2) Your answer must include the following points:
   - Refer Section 13.3.2

UNIT 14 URBAN LOCAL GOVERNANCE: CHALLENGES, OPPORTUNITIES AND WAY FORWARD[*]

Structure

14.0 OBJECTIVES

After studying this Unit, you should be able to:

- Discuss the significance of urban governance;

- Analyse the role of urban local government;

- Highlight the problems faced by urban local government;

- Analyse the opportunities before the local government; and

- Suggest the way forward for effective urban local government as an efficient service provider.

14.1 INTRODUCTION

We have witnessed a clear trend towards urbanisation in India, during the last few decades. In this regard, rapid urbanisation due to a variety of reasons, such as high growth of population, migration of people from rural areas to cities for better

---

[*] Contributed by Prof. Swinder Singh, USOL, Panjab University, Chandigarh

economic opportunities, increased unemployment and under employment in rural areas, attractive living conditions of urban areas and other push and pull factors. We know that urbanisation is an integral part of economic growth and the urban areas serve as the engines of economic development. However, at the same time fast growth of urban areas has posed a number of problems and challenges for urban local bodies and urban governance. We'll enlist those later in this Unit.

In the wake of globalisation, an array of community driven initiatives has been started by the Government world over. All this has been catalysed by the process of decentralisation, especially in a multi-cultural and thickly populated country like India. In addition, establishment of set standards and improved methodologies at the local level with the tools of accountability, transparency and inclusive governance has also contributed. However, this picture of development is not that rosaceous in view of a host of challenges before the Local level Government, such as, lack of infrastructure, unevenly distributed financial resources, rapidly growing demographic dividend, increasing socio-economic disparity, lagging to catch up with blooming technology sector, lack of affordable housing and health facilities and poor quality education services are a few to name. All this does not deter the mandate implications of the legislations, which are hitherto improving the politico-socio-economic conditions of the urban India.

14.2 URBAN GOVERNANCE: MEANING AND CONCEPT

The history of urbanisation is the narration of human evolution, thus, making it an overhauling phenomenon since its inception. So strong has been its foothold that its pace has been ever advancing with the passage of time. The study as to what has happened to the human settlements over the stretch is an unanswered spectacle as apart from two facets, that is, the study of internal migration and local development, nothing holds much importance in this foray. In recent times, numerous changes have been observed in the dynamics of growth of cities that enquire the classical paradigm of urban concentration. Accordingly, globally there is an inexorable heading of a process of increased urbanisation, which implies population concentration in the densest cities, to the damage of fundamentally rural spaces. This was an evolutionist interpretation, understood as a process of social change, tied to another broader process, related to modernisation and industrialisation.

Before moving further, we may examine the meaning of urban governance. The term "governance" is generally used for the ways and means or manner of governing a state, a system or an organisation, etc. However it means different things to different people. It may simply means, "The act or process of governing, specifically authoritative direction and control" (Webster Dictionary). However, it is now well understood that "governance" is broader than just "government". As per British Council, "Governance refers to the process whereby elements in society wield power, authority and influence and enact policies and decisions concerning public life and social upliftment". It is generally referred to as "good governance" when the governance is following certain positive parameters, such as, transparency, accountability, rule of law, inclusiveness, etc. The term governance is applicable to a variety of areas or fields of public management including the urban management or broadly, the urban governance. Thus, applying the term governance to urban arena, we can easily understand the meaning of "urban governance". It may refer to the ways and means of managing the urban areas and urban affairs. In other words, it may be used for the manner the local government or local agencies in an urban area plan and work for the betterment of people and development of the region by taking appropriate decisions, optimum resource mobilisation, rational allocation of resources, delivery system, etc. In the same way, good urban governance may include an efficient delivery system, participatory decision-making, transparency in administration, accountability, sustainability of area and resources including environmental sustainability, uniformity of services, equality and inclusive growth, etc.

From the good governance point of view, it is not just one government agency or a local body, which is involved in the governance process. In fact there are generally various stakeholders involved in the process of urban governance. Some major stakeholders in urban governance may be listed here under (based on UN-HABITAT's Urban Management Document):

- Citizens

- Non-Governmental Organisations

- Local Bodies

- Community/Society

- Civil Society

- Other Government Agencies / Institutions

- Higher Levels of the Government.

Since the late 1980s, globally we have witnessed a wave of decentralisation; wherein, the prime motive is participatory, accountable and inclusive governance. In India the creation of the Ministry of Housing and Urban Affairs in 1952 to the first legislation on urban governance in 1992 followed by the formation of other organisations working for the urban growth and development, namely, National Commission for Urbanisation, etc. India as a nation too has witnessed the breakthrough phase of political transformation, which embarked the nation for grassroots democratic movement. Thus, decentralisation became an integral part of our governance, wherein, empowering the local bodies was the pivotal motive.

With the accordance of constitutional recognition of the Urban Local Bodies as the third tier of Government with democracy, financial independence, community planning and decentralisation as the prime characteristics. It is based on the principle of local democracy i.e. local area, local people, local resources, local problems and their local solutions. "People need to have a say in decisions that affect their lives and local problems are best solved by local solutions". Currently, there are more than 250, 000 local government bodies across India with nearly 3.1 million elected representatives and 1 million women representatives, respectively (Jagtiani, 2020).

Amidst such unprecedented growth the cities can be referred to as *engines of growth* and they have to be developed on the connotations of economic development, sustainability and social equity. This requires major planning and intensified governance at all the three levels of the Government, i.e. National, State and Local. Moreover, the cities are facing serious challenges in the context of finances, governance, equitable distribution of resources, land use, etc.

The growing pace of urbanisation has made the delivery of urban services an indispensable as of the modern-day governance. Thus, there has been progress in the avenue of urban governance through measures like reform linked investment in

infrastructure, government responses in the form of *JNNURM, AMRUT* and *SMART CITIES MISSION*, *SLUM REHABILITATION ACT,* etc. Yet the Urban Local Bodies have to take up city management as an imperative, wherein, they can take up policy changes along with administrative actions.

14.3 CHALLENGES BEFORE URBAN LOCAL BODIES

Urbanisation indeed is the most breakthrough paradigm shift that had a meteoritic effect on the populace. The impact of this change has seen both progressive and retrogressive changes, wherein, it becomes purely indispensable for the government, at all levels, to have an optimum utilisation of the available resources; thus, ensuring sustainability in the given milieu. Thereafter, the change in the role of the government from that of a provider to facilitator of services has to accomplish.

India is in the motion of growth and development, which has resulted in an array of economic opportunities for its populace, thus, providing its citizenry an enriched life. The resilient Indian economy now need to realise and channelise the dynamic potential of the cities and sustain their momentum of growth. India's urban growth has magnified to 290 million in 2001 to 377 million in 2011 with projections of 590 million by 2030 (Mckinsey International, 2010); thus, making cities a magnet of growth and employment. Thereafter, the hustle of urbanisation will pose an unparalleled managerial and policy confrontations, hence, raising serious questions of accommodating this seismic reallocation of the country.

The state of urban service delivery in the cities of India is far poorer than the income levels of its populace, especially, considering the high levels of the Indian Economy. The picture depicts a policy vacuum risk, which will further worsen lead to urban decay with gridlock, wherein, the quality of life of the citizen is expected to decline. Some lock jam issues commonly visible across the nation are floods, traffic jams, accumulated waste matter on the roadsides; shortage of water supply; and pollution of water, air and land, which is making significant contributions to the proliferation of health hazards. A study undertaken by the Ministry of Urban Development, Government of India (2009) found that nearly 23 million children under the age of 14 years were at the menace of poor sanitation facilities. These aspects of the urban

agglomerations rather depict a grim picture of urban governance and underutiisation of the available resources.

In the light of the above discussion, some glaring facts of recent time are as follows:

a) Most of the cities do not have 24X7 water supplies.

b) Nearly, 74 per cent households, which are connected to regular piped water supply and about 80 percent of the distribution network requires upgradation, repairs or changes.

c) The sanitation system is also poor in many cities, which are required to be upgraded. The sewage treatment capacity is only 30 percent (as per the Central Pollution Control Board Report).

d) Similarly, the Solid Waste Management system is weak in most of the cities. As per the Central Pollution Control Board Report, about 1, 15,000 MT municipal wastes (about a decade back) is generated daily and this figure is much higher in some cities.

e) The collection performance is only in the range of 50 to 75 percent, varying from city to city. At the same time, there is a shortage of trained staff and staff in general leading to poor disposal of the waste.

f) The scientific disposal of municipal solid waste was around 10 percent only, while the condition of streets, roads, bridges, footpaths, etc. is also not good in most of the cities.

g) Apart from the Urban Local Bodies, Improvement Trusts and Development Authorities have also been working in a number of cities to undertake developmental functions. This generally raises the problem of coordination among various agencies. However, a lot depends upon the nature, set up and working of a particular Local Body.

The Tenth Five-Year Plan document had pointed out, "…the impact of population on urban infrastructure and services has mostly been adverse. Cities with high growth rates would be expected to have more resources for investment in cities, but the fact is that much of this potential has remained untapped. On the other hand, smaller cities with less economic growth face inadequacies of financial and other resources to cope with increasing demands on services and this may call for supplementary support

from budget. Strengthening the decentralised structure to cope with demand for civic services is identified as the priority task for the successive Five Year Plans".

Nearly three decades have passed since the framing of the landmark legislations, which not only installed a new feature in the political system of India but also created a paradigm for inclusive, responsive and participatory governance. However, the scenario appears to be shady and grim due to a number of reasons. As indicated in a variety of studies some of such reasons are:

a) *Infrastructure:* Majority of the local institutions are not progressive and work poorly on the infrastructure development. They generally neither refrain from generating local revenue for the renewal of the existing infrastructure nor devise new means of creditworthiness to access capital market funds.

b) *Planning:* Most of the local governments' set up, lack an innovative and updated planning framework. The restraining zoning regulations coupled by the inflexible limits of the master plans restrict the accessibility of land as a resource, thereby, leading to a haphazard growth of the cities.

c) *Housing:* The influx of migration due to urban boom in the cities has magnified the population of the urban agglomerations. However, most of the cities have outdated building regulations, which limit the space density; and outdated rent control legislations coupled with poor financial infrastructure force a faction of population to house the unauthorised colonies.

d) *Lack of autonomy*: Though the Constitutional Amendments (CAs) provided for setting up of all the necessary conditions, but the creation of this edifice was left onto the State Government. Thereafter, there has been no major reform in the direction of socio-economic reform demanding the deepening of democracy. For example, as the CAs do not provide a separate list purely for Local Bodies, the Eleventh Schedule that lists 29 subjects for the Panchayati Raj Institutions, and the Twelfth Schedule with 18 subjects for the Urban Local Governments, carry no operational meaning because almost all local functions are State-Concurrent.

e) *Infringement of the Constitution*: There are several states, which have flouted the Constitution with impunity. States like Punjab, Haryana and Rajasthan have abolished various state taxes. The mandate to establish a District

Planning Committee to draft local plans has been violated by many states. Though there is mandated reservation for women and the marginalised section, yet it is being implemented merely as a formality or remains in papers only in many cases, while to achieve its real purpose is a distant reality.

f) *Rampant Corruption*: Corruption in the Urban Local Government institutions is an age-old problem. It is noticeable, whether it is the optimum utilisation of public funds or decentralisation and devolution of powers; it has been a debatable issue. Even more, the audit system appears to be a sham. There are parallel bodies, programmes and agencies working on multiple prospects. For example: Jaipur Development Authority, Chandigarh Housing Board, Delhi Jal Board, District Health and Sanitation Society (DHSS) are a few bodies working on the same set of issues. Thus, an illustration of encroachment on the powers of the local authorities by the State government is through the creation of special purpose agencies.

g) *Overlapping Functional Responsibilities*: Though the local functional responsibilities have been clear, they have been relatively narrowly defined, leading to inefficiencies such as the repeated repair of worn out roads rather than construction of more durable alternatives. Moreover, the assignment of functional responsibilities has not always been efficient in terms of allowing the Local Governments some control over certain activities, which may include enforcement and law and order. Obviously, the above problems overlap to a considerable extent. Also, as has been stressed, the problem of functional assignment is linked very closely with issues of revenue availability and organisational or institutional incentives (Dillinger, 1994)

h) *Efficiency*: The Urban Local Government institutions are based on the principles of transparency, accountability, monitoring and control with the ultimate aim of efficiently delivering the public services. However, an analysis reveals the fact that the local decision - makers are reluctant to adopt any new prospects, especially the levying of new taxation, mainly to avoid the displeasure of voters. Moreover, even the selections of new and advanced

8

services are avoided, which if given a chance would be happily accepted by the citizens.

i) *Service Delivery:* Most of the urban services are delivered mainly on one queue i.e. unclear lines of responsibility. These generally lead to an addition of physical infrastructure or staff, rather than providing of financially and environmentally sound services. This further creates an atmosphere where the service providers are providing quantified services, while there is absence of independent regulatory authorities, thus, lacking a qualitative approach.

Check Your Progress 1

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

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

1) Discuss the meaning and concept of urban governance.
_____
_____
_____
_____

2) What are the major challenges before Urban Local Bodies?
_____
_____
_____
_____

14.4 OPPORTUNITIES TO STRENGTHEN THE URBAN LOCAL DOMAIN

India has been experiencing urbanisation like any other nation, globally yet the pace of urbanism has been relatively slow in comparison to other developing countries. As of 2011, 31 per cent of India's population is conservatively classified as "urban", whereas, this tabulated to 45 per cent in China, 54 per cent in Indonesia, 78 per cent in Mexico and 87 per cent in Brazil. Therefore, the structural transformation of the cities is characteristically linked with its optimum utilisation of resources and infrastructural potential; with India being no exception. In India's current stage of development, the

industry and service sectors aka secondary and tertiary sectors are considered to be the drivers of growth. This, of course, is accompanied by the growth of urbanisation as the blooming infrastructural capabilities viz. transport, urban services, telecommunications, etc. At the same time, this fosters a scope of private sector involvement, thus, creating employment opportunities with an influx of labour force in various urban sectors. This will further cultivate migration as an important factor from rural to urban areas; thereby, creating an avenue for urban planning and growth.

However, in the light of the existing scenario, it is indeed inevitable to quote that undoubtedly it is the 73rd and 74th Constitutional Amendment Acts, 1992, which have facilitated the base for accountability, transparency and participatory decision-making. A few important prospects, which through these legislations had brought in opportunities for the Local Government institutions are discussed hereunder:

a) **A Forum for Development Strategies:** Whether it is through the meeting conducted regularly or through other means, these institutions of grassroots democracy have ensured to garner people's valuable feedback in the implementation of programmes and policies, and to solve the local problems through democratic means.

b) **Converging Departmental Efforts:** It is through the institutionalisation of the structures of Local Bodies that there has been both internal and external convergence, which may be within and beyond the supervision of Local Bodies (larger sectoral organisations of the community). This is done to ensure the synergising of maximum benefits from the policies and programmes implemented for the community.

c) **Participation of Women:** Over the years, it has been realised that the breakthrough step for women's reservation has not only brought in better efforts for community development but they have also managed to evaluate, monitor and access the working of Local Bodies in a more sincere manner. A number of studies revealed that women give more importance and attention to local needs. Wherein, women representative not only address the urgent issues but also solve them in innovative ways.

d) **Enhancing Accountability of Elected Representatives:** It is through the regular conduct of elections and the establishment of the State Election

Commission that prospects of consistency, regularity and accountability of the elected representatives is maintained.

e) **Initiate Social Audit:** The purpose of Social Audit constituted and initiated by the Local Government institutions is to evaluate the quality, effectiveness and conformity of the work conducted. This audit is conducted by the voluntary organisations, eminent citizens or experts.

f) **Ushering in an Enabling Environment:** The components of the Local Government edifice is such that it ensures the creation of a people friendly environment through its tools of power sharing, autonomous local authority, genuine participation of the marginalised; all in the context of achieving empowerment and a decentralised system within. Training and fresh institutionalisation of the bureaucrats and the political elites to change their mindset from centralisation to decentralisation and adopting explorative and innovative approach are just a few to name.

g) **Fiscal Decentralisation:** The concept of financial decentralisation is a necessary aspect of the functioning of any system of Local Governance. Fiscal decentralisation is essential not just to have autonomy in the matters of expenditures but also in relation to resource mobilisation. This helps the local institutions to get the required training and experience to serve as effective and mature bodies to carry out developmental tasks.

14.5 THE WAY FORWARD

It is quite significant that the Local Government utilise the local community resources and tools for the achievement of their core aims whether social, economic, political or environmental. Herein, the local resources and innovations may be used as potential instruments for the sustainable development, strategic planning, greener energy production and distribution, and effective local service deliverance. Also, in this process new opportunities are created, which allow mixed and flexible use of its assets and structures. Undoubtedly, there is an array of challenges but they teach us active participation with a clear message for the creation of better communities with diverse cultures. A few examples are listed below:

a) *Public-Private Partnership, Mumbai:* "Geetanjali Industries" in Mumbai is an example worth emulating with reference to Public-Private Partnership as

though being privately owned it works in collaboration with Municipal Corporation of Greater Mumbai for dry waste recycling. The industry and its various units in 10 different cities employs waste collectors, which is then sent to the MC dumping site for further sorting. The company intends to employ displaced girls, especially victims of prostitution. Lastly, for its workers they also provide various schemes and benefits.

b) *Transport Information System, Bengaluru:* The Mapunity Information System developed to suit the ever growing needs of the people fosters the growth of a network in the city, which is managed and controlled by technology. Through this step a platform has been created, whereby, the administrators are helped to build competitive cities as on a single platform it amalgamates the services viz. transport, public health, security, environment and economic development, emergency services, etc. Thereby an effort is made to be more democratic and accountable for both the leaders and the populace.

c) *Parisar Vikas Programme, Mumbai, Maharashtra:* Being the largest metropolitan city with a population of nearly 1.2 crore, Mumbai, is a hub of commercial and social activities of the nation. The amount of waste material generated and its subsequent management is a herculean task. The quality of life in the City has been adversely affected over the period of time, which has led the Urban Local Body aka the Municipal Corporation of Greater Mumbai (MCGM) to take some stern measures. Thus, the *Parisar Vikas Programme* is a scheme undertaken by a non-governmental organisation, *Stree Mukti Sangathan (SMS),* wherein, the waste picker women are organised and trained under the Advanced Locality Management (ALM) Programme for the provision of services to households and campuses under the MCGM supervision. Through this programme, a decentralised model of waste management has been incorporated where the citizens engage the women workers through recycling and waste processing on site, thereby, reducing the burden on the Local Governance.

The exclusive nature of urban growth is vested in various programmes and schemes undertaken by the State and City governments to provide the most affordable, accessible and available urban services to its citizenry. The future administration may

shift a focus of thrust to small and medium towns with special reference to the economic development of these areas. Thus, it is only by shifting the transition of urban planning to the intermediate urban milieu that the pressure of urban services can be suited to accommodate the all-encompassing and ever-growing population. The case studies mentioned above are evidence of an exemplary amalgamation of public-private interface created to abridge the lacunae in the delivery of urban services.

In regard to bring about improvements in the system and working of the Local Government institutions, The Second Administrative Reforms Commission came out with a full report on Local Governance, submitted in 2007 (Sixth Report of the ARC). As noted in the Report itself, despite having the Constitutional mandate the growth of Local Self-Government institutions has been uneven, halting and slow. The Commission examined various aspects of urban and rural local bodies and prepared a comprehensive report containing the analysis of their structural functional aspects and made a number of constructive suggestions in order to strengthen the Local Bodies. Some major recommendations may be noted here:

a) **Devolution of Powers and Functions**

There should be clear allocation of responsibilities for each level of the Local Government. In case of Urban Local Bodies, in addition to the subjects listed in the 12th Schedule, the following should be devolved to Urban Local Bodies, which may further be increased by the State governments to cover more functions:

i) School Education;

ii) Public Health, including community health centres/area hospitals;

iii) Traffic management and Civic Policing activities;

iv) Urban environment management and heritage; and

v) Land management, including registration.

b) **Creating a Responsive Institutional Framework**

i) The Local Government should be responsible for providing civic amenities in its jurisdiction.

ii) In respect of all downstream activities of a particular State utility, as soon as it enters into the administrative boundary of an Urban Local Body, it should become accountable to that ULB.

c) **Capacity Building for Self-Governance**

i) Capacity building efforts should be for both the organisation building requirements as well as for the professional and skill upgradation of individuals associated with these bodies whether elected or appointed. Relevant legislations should contain clear provisions in this regard. There should also be special capacity building programmes for women members.

ii) State governments should encourage Local Bodies to outsource specific functions to public or private agencies, as may be appropriate. Outsourcing of activities should be backed by development of in-house capacity for monitoring and oversight of outsourced activities. Likewise, transparent and fair procurement procedures need to be put in place by the State Government to improve fiscal discipline and probity in Local Bodies.

iii) Comprehensive and holistic training requires expertise and resources from various subject matter training institutes. This can be best achieved by "networking" of institutions concerned with various subjects such as financial management, disaster management and general management. This should be ensured by the nodal agencies of the State Government.

iv) As an aid to capacity building, suitable schemes need to be drawn up under the State Plans for local development.

v) Training of elected representatives and personnel should be regarded as a continuous activity. Expenses required for the training purposes may be taken into account by the State Finance Commissions, while making their recommendations.

d) **Information and Communication Technology**

ICT should be utilised by the Local Governments in process simplification, enhancing transparency and accountability and providing delivery of services through single window.

e) **Accountability and Transparency**

Audit committees may be constituted by the State government at the district level to exercise oversight regarding the integrity of the financial information, adequacy of internal controls, compliance with the applicable laws and ethical control of all persons involved in local bodies. These committees must have independence, access to all information, ability to communicate with technical experts and accountability to the public.

f) **Creation of Ombudsman**

An Ombudsman like structure should be constituted and for this purpose, which must look into the complaints of corruption and maladministration against the functionaries of the Local Bodies.

g) **Performance Evaluation**

A suitable mechanism to evolve a system of benchmarking on the basis of identified performance indicators may be adopted by each State. Evaluation tools for assessing the performance of Local Bodies should be devised wherein citizens should have a say in evaluation. Tools, such as Citizens' Report Cards may be introduced to incorporate a feedback mechanism regarding performance of the Local Bodies.

h) **Accounting and Audit**

a) The accounting system for the Urban Local Bodies as provided in the National Municipal Accounts Manual (NMAM) should be adopted by the State Government.

b) The financial statements and balance sheet of the Urban Local Bodies should be audited by an Auditor in the manner prescribed for audit similar to the provisions in the Companies Act, 1956.

c) The existing arrangement between the C&AG of India and the State Governments with regard to providing Technical Guidance and Supervision (TGS) over maintenance of accounts and audit of Local Bodies should be institutionalised by making provisions in the State Laws governing Local Bodies.

Check Your Progress 2

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

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

1) "The 74th Constitutional Amendment Act, 1992 had brought opportunities to strengthen the local government institutions". Comment.

_____

_____

_____

_____

2) Discuss the role of Parisar Vikas Programme in effective service delivery.

_____

_____

_____

_____

3) What are the major recommendations of the Second Administrative Reforms Commission to strengthen the local bodies?

_____

_____

_____

_____

14.6 CONCLUSION

During the last three decades or so, we have noted a worldwide trend towards decentralisation. In India too, in order to strengthen the system of Local Governance, the 73rd and 74th Constitutional Amendment Acts were passed in 1992. These amendments were directed towards the strengthening of grassroots democracy, to empower the people; and to decentralise the governance process. However, despite these historic steps the Local Government institutions still face a number of problems and challenges. As examined in this Unit, urbanisation is here to stay and it is not just managing the unprecedented urban growth but also setting patterns at all the levels of governance, i.e. national, state and local, to ensure the sustainability of its effects. Among the steps to manage urban growth for sustainable and equitable benefits, primarily focus should be on the creation of legislations, policies, bye-laws, rules,

guidelines with effective community participation. Towards the end of this Unit, we have also briefly listed some of the major recommendations of the Second ARC, which need a serious consideration and acceptance for implementation.

14.7 GLOSSARY

Autonomy: Aadministrative autonomy refers to the powers of public organisations to determine their own preferences and to translate those preferences into authoritative actions. The concept describes a relationship between an organisation and a set of actors outside the organisation, most importantly elected officials and executive politicians.

Corruption: It is said to exist when officials, whether politicians or civil servants, behave unlawfully and misuse the public power entrusted to them in order to satisfy their private interests.

Decentralisation: It is the process by which the activities of an organisation, particularly those regarding planning and decision - making are distributed or delegated away from a central, authoritative location or group.

Elected Representatives: These are the members elected by the people in a country, city or other geographical unit to represent them in a legislature or government. They make laws, interact with constituents, and participate in debates and interviews to explain and promote their positions.

Financial Devolution: A process in which a Central Government of a country grants financial powers to sub-national governments.

Social Audit: Social Audit is a form of citizen participation, and assessment that focuses on government performance and accountability.

14.8 REFERENCES

Docampo, M.G. (2014). Theories of Urban Dynamics. *International Journal of Population Research*. Retrieved from https://www.hindawi.com/journals/ijpr/2014/494871/

Jagtiani, T. (2020). *Local Government in India*. Retrieved from https://qrius.com/how-does-local-government-work-in-india-explained/

Marwah J. (2018), "Urban Planning and Growth in India: A Study of City Ludhiana", Retrieved from https://shodhganga.inflibnet.ac.in/handle/10603/79148

McSweeney, B.G. (2000). Decentralisation in India: Challenges and Opportunities. *Discussion Paper Series-I.* New Delhi, India: Human Development Resource Centre, United Nations Development Programme.

Megele, C. (2012). Local Government in 2020: Challenges and Opportunities. *The Guardian.* Retrieved from https://www.theguardian.com/local-government-network/2012/apr/11/local-government-2020-challenges-opportunities

Oommen, MA. (2017). What happened to Panchayati Raj? *The Hindu*. Chennai.

Schlachter. B, Coleman. M. & Anway. N. (2012). *Fiscal Policy and Governance Committee: Key Challenges and Strategies for Local Government*. Pittsburg: Institute of Politics, University of Pittsburg.

Singh, N. (1997). *Issues in Local Government reform in India*. California: Department of Economics, University of California.
_____

14.9   ANSWERS TO CHECK YOUR PROGRESS EXERCISES
_____

Check Your Progress 1

1) Your answer should include the following points:

 • Refer Section 14.2

2) Your answer should include the following points:

 • Major challenges include: inadequate finances, insufficient autonomy, corruption and Inefficiency.

Check Your Progress 2

 1) Your answer should include the following points:

 • Elements of good governance at the local level may include accountability, responsiveness, transparency, efficiency and so on.

2) Your answer should include the following points:

 • Sufficient devolution of powers and functions, clarity of functions, creating responsive institutions, capacity building, accountability and transparency.