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Women's Representation in Urban Local Bodies: A Study of GHMC

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Abstract

Local governments are infra-sovereign geographic units found within sovereign nation or quasi-sovereign state. Like other units of government, local government units possess a defined area, a population, an organization and also the authority to undertake and the power to perform public activities. Local representative bodies in towns and cities of India have a long history. After independence municipal administration was completely restructured and overhauled. In 1990s a revival of interest in local government parallels a shift of political ideology of the country in the wake of economic liberalization initiated. Efforts to accord a constitutional status to urban local government started in 1989, but was finally legislated through the 74th amendment of the Constitution in 1992. The city of Hyderabad is being recognised as a true cosmopolitan city for being an accommodating city despite the existence of varied cultures. This greatness has resulted in the city hosting number of national and international events. This paper is an attempt to focus the importance of women's representation urban local governments in general and in Greater Hyderabad Municipal Corporation (GHMC) in particular.

Keywords: *Local Government, Urban Local Bodies, GHMC and Women's Representation.*

Introduction: Local government are infra-sovereign geographic units found within sovereign nation or quasi-sovereign state. Like other units of government, local government units possess a defined area, a population, an organization and also the authority to undertake and the power to perform public activities. Within its territory, a local government unit seeks to give opportunities to the people for the expression of their opinion in regard to local affairs. It enables them to choose their representatives to take care of local affairs on their behalf¹.

Local representative bodies in towns and cities of India have a long history. There are references of those in 'Manu-Smriti' and the 'Mahabharata'. the Greek scholar

¹ Vishoo Bhagwan. Dr., and Vidya Bhushan. Dr., (2010), Public Administration, S. Chand & Company Ltd, New Delhi, p.606.

Megasthenese wrote his book *Indica* about the elaborate municipal organization of *Pataliputra*, the capital of Mauryan Empire. In '*Ain-e-Akbari*' there is graphic account of the local administration of towns and cities of the Mughal Empire. After the establishment of British rule in the 19th Century, local bodies were established in urban areas. Even during the rule of East India Company, the Charter Act of 1793 established Municipal Administration in the three presidency towns of Calcutta, Madras, and Bombay.

The major breakthrough in Municipal government was made, when Lord Rippon in 1883, organized the municipalities on comprehensive basis. Then the Royal Commission on Decentralization in 1909, recommended the development of autonomous self-government as a method of administrative devolution. The Government of India of 1919, contained a section dealing with the extension of the local self-government. After independence municipal administration was completely restructured and overhauled. Many important changes were introduced in tune with democratic constitution and provision of adult franchise².

In 1990s, a revival of interest in local government parallels a shift of political ideology of the country in the wake of economic liberalization initiated. Efforts to accord a constitutional status to local government started in 1989, but was finally legislated through the 73rd and 74th amendment of the Constitution in 1992. The Constitution 74th Amendment indicated the moribund nature of municipal affairs. In many states, local bodies have become weak and ineffective on account of a variety of reasons, including prolonged supersessions and inadequate devolution of powers and functions as a result, Urban Local Bodies are not able to perform effectively as vibrant democratic unit of self- government.

Objectives of the study: (a) to understand the concepts of Urban Local Bodies in India (b) to describe the growth of women representation in Urban Local Bodies, (c) to analyse the reservations for women in Greater Hyderabad Municipal Corporation in Telangana state.

Methodology: this paper is a conceptual and analytical study, data has been collected from the different secondary sources, published and unpublished works of different authorities i.e., State Election Commission for Telangana, Greater Hyderabad Municipal Corporation, Census of India, Government of Telangana Publications, Academic books, other literature and inter sources also used. For this the data has collected the last elections held in 2002, 2009 and 2016.

Forms of Urban Local Bodies - Before 74th Constitutional Amendment Act 1992: In India, the urban areas are administered by different types of local bodies. As local government is a state subject, these bodies are created by state legislation which lays down the conditions for constituting them. In 1989 there were 2,789 urban local bodies 73 Corporations 1,770 Municipalities, 229 town area committees and 717 notified area

² Fadia B.L. Prof. and Fadia Kuldeep. Dr (2014), Indian Administration, Sahitya Bhavan, (U.P.) India, p.673.
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committees³. For other urban areas are Nagar panchayats, Cantonment boards, Industrial notified areas, etc.

Urban Local Bodies - The provision of the Constitution 74th Amendment: The Narsimha Rao government introduced a Constitution Amendment Bill pertaining to urban local bodies in the Lok Sabha on 16th September, 1991, with a few modifications, it was essentially base on the 65th Amendment Bill brought by the then Prime Minister Rajeev Gandhi and which was defeated in the Rajya Sabha I October 1989⁴. The bill was passed by both the houses in December 1992. It received the assent of the President on 20th April, 1993 and was public in the gazette on the same day as the Constitution 74th Amendment Act, 1992.

Part IX-A has been added to the constitution. This amendment has added 18 new article and a new twelfth schedule relating to urban local bodies in the constitution.

Urban Local Bodies – Constitutional Framework: Just as the 73rd Constitutional Amendment inserted Part IX which laid down the Constitutional framework for Local Government in rural India and the 74th Constitutional Amendment by inducting Part IX-A has provided the basic framework for legislation to create local self-government institution for the urban India. Municipal Committees and Municipal Corporations were in existence even before this amendment. This Part IX-A envisages two types of bodies; i.e., (a) institutions to serve the local people (b) institutions for planning development⁵.

Article 243Q envisages three types of Municipalities⁶. The Panchayats merge into each other so they constitute 3 tiers of one system in each district. Municipalities are separate units. They do not share functions with others. The Municipalities are three types, these are: (1) Nagar panchayat for an area in transition from a rural area to an urban area, generally with population between 10,000 to 20,000. (2) Municipal Councils for a smaller urban area, generally with a population between 20,000 to 3 lacs. (3) Municipal Corporation for a larger urban area, generally with a population exceeding 3 lacs.

If there is an industrial township and municipal services are being provided by an industrial by an industrial establishment in that area, a Municipal may not be constituted in such urban area e.g. Jamshedpur in Bihar or Bhilai in Madhya Pradesh. Each municipality is divided in to territorial consistencies known as wards. Members of Municipality are chosen by direct election from such wards.

Article 243T lays down that seats shall be reserved in every Municipality for Scheduled Castes and Scheduled Tribes. One-third of the total number of seats reserved for the scheduled castes and scheduled tribes shall be reserved for women belonging to these

³ Ibid., p.678.

⁴ Ibid., pp.680-681.

⁵ Brij Kishore Sharma (2011), Introduction to the Constitution of India, PHI Learning Private Limited, New Delhi, p.279

⁶ Ibid, pp.279-280.

communities. Of the total number of seats to be filled by direct election not less than one-third shall be reserved for women belonging to Scheduled Castes and Scheduled Tribes. The seats reserved for women shall be rotated to different wards. Apart from reservation favouring the Scheduled Caste and Scheduled Tribes and Women a state legislative may provide for reservations in favour of Backward Classes of Citizens⁷.

Structure and Functioning of ULBs: In India, for administration of urban areas, several types of municipal bodies are created for the towns and cities, depending on their size, population, industrial or other importance etc. These bodies are⁸; (i) Municipal Corporation (ii) Municipal Council/ committees/ Municipality (iii) Nagar Panchayats (iv) Notified Areas Committees (v) Townships (vi) Cantonment Boards, and Special Purpose Agencies/ Authority. All the above bodies do not exist in all the states and union territories strictly in order to order of hierarchy.

Municipal Corporations: The highly urbanized centres of population have the status of A class or B class cities. The local authorities of these cities are usually of the highest category, namely municipal corporation. The number of municipal corporations increased in recent years.

About Telangana State: The state of Telangana⁹ emerged as 29th state in the Indian Union as per the Andhra Pradesh Reorganization Act, 2014 (No. 6 of 2014) of Parliament, by Ministry of Law and Justice (Legislative Department), which received the assent of the President of India on the 1st March, 2014 and came into existence with effect from 2nd June, 2014. Further, the said Andhra Pradesh Reorganization Act, 2014 was received an amendment called the Andhra Pradesh Reorganization (Amendment) Act, 2014 (No. 19 of 2014) on the 17th July, 2014, transferring certain Revenue Mandals and villages of Khammam district to residual Andhra Pradesh, enforcing this amendment with effect from 29th May, 2014.

Telangana is a state in the Southern region of India. It has an area of 1,12,077 sq. kms., after the Andhra Pradesh Reorganization (amendment) Act, 2014 (as per Act No. 6 of 2014 it was 1,14,840 kms.), and is the 12th largest state in terms of both area and the size of the population in the country. Most of it was part of the princely state of Hyderabad, ruled by Nizam of Hyderabad during the British Raj, joining the Union of India in September 1948. In 1956, the Hyderabad state was dissolved as part of the linguistic reorganization of states, and the Telugu speaking part of Hyderabad state, known as Telangana, was merged with former Andhra State to form Andhra Pradesh. On 2nd June 2014, Telangana was separated from Andhra Pradesh as a new 29th state of India, with the city of Hyderabad as its capital

⁷ Ibid. pp. 280-281

⁸ Ramesh K Arora and Rajani Goyal (2014), Indian Public Administration- institutions and Issues (third edition) New Age International (P) Limited Publishers, New Delhi, p.388.

⁹ The Andhra Pradesh Reorganization Act, 2014 (No. 6 of 2014) of Parliament, by Ministry of Law and Justice (Legislative Department), ALT Publishers, Hyderabad.

with other 9 districts. Presently, total 33 districts are created by the Telangana state government.

About Hyderabad City: The city of Hyderabad, founded in the year 1591 by Mohammed Quli Qutub Shah, offers a fascinating panorama of the past, with a rich mix of cultural and historical traditions spanning over 400 years. It is one of the fastest-growing cities of India and emerged as a strong industrial, commercial and technology centre, and at the same time it gives glimpses of past splendour and the legacy of its old history.

Hyderabad is the capital city of Telangana is one of the fastest growing cosmopolitan metropolitan cities in India. Considering area of the city, it is disproportionately larger than any urban centre in the state. we can find two bodies that take care of the city right now. One is Greater Hyderabad Municipal Corporation (GHMC) and the other is Hyderabad Metropolitan Development Authority (HMDA), earlier it was called as Hyderabad Urban Development Authority (HUDA).

Erstwhile Municipal Corporation of Hyderabad (MCH): It was formed in 1955, under the Act of Hyderabad Municipal Corporation, the Municipal Corporation of Hyderabad (MCH) was a local body that used to take care of the citizens of both Hyderabad and Secunderabad. MCH was headed by a Mayor, who had very few executive powers, while the entire and the real executive powers vested in the Municipal Commissioner. MCH covered only 173 sq. km and to provide better amenities to the citizens, it was divided into 4 zones, 7 circles and 100 wards.

Transformation of MCH into GHMC: Municipal Corporation of Hyderabad (MCH), like all other municipal bodies, used to provide civic as well as infrastructure facilities to the inhabitants of the twin cities. Thus, laying roads, maintaining streets, public health, sanitation, etc. were the major functions of MCH. Later in the year 2007, MCH along with 12 other municipalities were merged to form the Greater Hyderabad Municipal Corporation (GHMC). Though the functions and duties of both the bodies are the same, the jurisdiction of GHMC is much larger than that of MCH. Together with MCH and 12 other municipalities in RangaReddy and Medak districts, GHMC covers an area of 626 sq. kms. The expansion of city limits and formation of GHMC was to make sure that the surrounding areas around Hyderabad are also developed and have better facilities similar to the citizens in the core city.

The Jurisdiction of GHMC: GHMC comprises of all the areas that were under the erstwhile Municipal Corporation of Hyderabad (MCH) plus 12 municipalities and 8 Gram panchayats of Ranga Reddy and Medak districts. Of the 12 municipalities, 10 are from Ranga Reddy district viz (1) L.B. Nagar, (2) Gaddiannaram, (3) Uppal Kalan, (4) Malkajgiri, (5) Kapra, (6) Alwal, (7) Qutubullapur, (8) Kukatpally, (9) Serilingampalle, (10) Rajendranagar and 2 from Medak district that include; (1) Ramachandrapuram and (2) Patancheru. All eight Gram Panchayats are from Ranga Reddy district viz., (1) Shamshabad, (2) Satamarai, (3) Jallapalli, (4) Mamdipalli, (5) Mankhal, (6) Almasguda, (7) Sardanagar and (8) Ravirala. Presently, the GHMC is divided into six zones viz, (i) South Zone, (ii)

East Zone, (iii) West Zone, (iv) North Zone, and Central Zone. The City is divided into 30 circles and 150 wards/divisions.

Women's Representation in ULBs: For this data has been collected from last state election commission and GHMC, whichever elections held in 2002, 2009 and 2016. The following table shows about the representation women in the Hyderabad Municipal Corporation in 2002.

Table -1: Women's Representation in Hyderabad Municipal Corporation in 2002

Sl. No.	Wards/seats reserved for the category	General (Men/Women)	Women	Total
1	Un-reserved / General	39	19	58
2	Backward Classes (BCs)	22	11	33
3	Scheduled Castes (SCs)	05	03	08
4	Scheduled Castes (STs)	01	00	01
5	Total	67	33	100

Source: A.P. State Election Commission

As per the above table, the Hyderabad Municipal Corporation was divided in to 100 wards and in 2002, state election commission has conducted elections for 100 wards. Of these 100 wards, 58 wards are unreserved for open category means general wards, of these 58 wards, 19 wards are reserved for general women under open category and remaining 39 wards for un-reserved (General- men and women). Similarly, for the Backward Classes (BCs), total 33 wards are reserved for BCs, of these 33 wards, 11 wards reserved for BCs women, and remaining 22 wards are allotted for BCs general category (BCs -men and women). While, total 8 wards are reserved for Scheduled Castes (SCs) category, of these 8 wards, 03 wards reserved for SCs Women category, and remaining 5 wards reserved for SCs general (SCs men and women). Whereas, for Scheduled Tribes (STs) category only One ward was reserved under STs general category. There were no women reserved wards for STs Women in 2002 GHMC elections. Thus, study observed that, in 2002 elections for Municipal Corporation of Hyderabad (MCH) only 33 per cent of the wards are allotted/reserved for women.

Women's Representation in GHMC Elections in 2009: The Greater Hyderabad Municipal Corporation (GHMC) was formed on 16th April 2007 by merging of 12 Municipalities and 8 Gram Panchayats with the Municipal Corporation of Hyderabad (MCH). The Hyderabad city has a population of above 60 lakhs and has spread in 650 sq. kms area. The ward members were elected for a term of 5 years. The GHMC elections were held for 150 wards/seats on 23rd November, 2009. This election results were declared on 26th November, 2009. The following table shows about the representation women in the Greater Hyderabad Municipal Corporation in 2009.

Table-2: Women's Representation in GHMC Elections 2009

Sl. No.	Wards/ Seats reserved for the category	General	Women	Total
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1	Un-Reserved/ General	60	26	86
2	Backward Classes (BCs)	33	16	49
3	Scheduled Castes (SCs)	07	06	13
4	Scheduled Castes (STs)	01	01	02
5	Total	101	49	150

Source: State Election Commission, Telangana state

Above table shows the details of the GHMC wards are distribution and which are distributed for the various categories (UR, UR-women, BCs general, BCs- women, SCs-general, SCs-women, STs general and STs women) for in 2009 elections.

The state government has reserved 33 per cent wards for Women in the GHMC elections. Of these 150 wards, 86 are allotted for general category (Un-Reserved), of these 86 wards, 60 wards allotted for general category (UR- men and women), and 26 wards reserved for general women (UR-women).

Similarly, of these 150 wards, 49 (33 per cent) wards have been distributed for Backward Classes (BCs), of these 49 wards, 33 wards reserved for BCs-general, and 16 wards are allotted for BCs-women.

While, of 150 wards, 13 wards have been allotted for Scheduled Castes (SCs), of these 13, 7 wards are reserved for SC general and remaining 6 wards allotted for SCs-women, and lastly, only 2 wards are distributed for Scheduled Tribes (STs), of these 2 wards, one ward for ST -general and one ward was reserved for ST-Women.

Therefore, this study clearly indicates that, in the 2009 GHMC election, the state government and state election commission have been reserved total 49 wards (33%) seats for women for all the categories. Of 150 seats, overall 90 seats/wards are allotted and reserved for various categories for SCs, STs and BCs general and women, while Unreserved women also benefitted through this women reservation policy. Moreover, the women candidate got the GHMC Mayor post.

Women's Representation in GHMC Elections 2016: Greater Hyderabad Municipal Corporation (GHMC) ward wise reservations for General (un-reserved), Backward Classes, Scheduled Castes and Scheduled Tribes and Woman reservation particulars have been released wide on the G.O Ms.No.186 Dated on 11th December, 2015.

The State Election Commission of Telangana announced reservations for 106 Wards/divisions for various categories in GHMC elections 2016. Of these 106 wards, women have got a total of 75 (50 per cent) divisions/wards have been reserved for women in various categories reservations. The following table shows details about the category wise and gender wise reservations in GHMC.

Table-3: Women's Representation in GHMC Elections 2016

Sl. No.	Number seats reserved for the category	General (Men/Women)	Women	Total
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	Un-reserved (UR) General	44	44	88
2	Backward Classes (BCs)	25	25	50
3	Scheduled Castes (SCs)	05	05	10
4	Scheduled Castes (STs)	01	01	02
5	Total	75	75	150

Source: State Election Commission, Telangana state

Above table shows the details of the GHMC wards are distribution and which are distributed for the various categories (UR, UR-women, BCs general, BCs- women, SCs-general, SCs-women, STs general and STs women) for in 2016 elections.

The state government has reserved 50 per cent seats/wards for Women in the GHMC elections. Of these 150 wards, 88 wards have been allotted for general category (Un-Reserved), of these 88 wards, 44 wards are allotted for general category (UR- men and women), and equal share 44 wards/seats (50 per cent) reserved for general women (UR-women). In this general seats / Un-Reserved quota seats even that SCs, STs, BCs men and women, along with other candidates of forward communities' men and women also eligible to contest.

Similarly, of these 150 wards, total 50 wards/seats (33 per cent) have been distributed for Backward Classes (BCs), of these 50 wards, 25 (50 per cent) wards/seats are reserved for BCs-general, and remaining 25 (50 per cent) wards/seats are reserved for BCs-women.

While, of 150 wards, 10 wards/seats have been reserved for Scheduled Castes (SCs), of these 10 wards, 5 wards/seats are reserved for SCs general and remaining 5 wards/seats are reserved for SCs-women, and lastly, only 2 wards/seats are distributed for Scheduled Tribes (STs), of these 2 wards, one ward/seat was allotted for ST-general category and remaining one ward was reserved for ST-Women.

Therefore, this study clearly observed that, in the 2016 GHMC election, the state government and state election commission have been reserved total 75 wards (50 per cent) wards/seats for women in all the categories. Moreover, of 150 wards/seats, overall 106 seats/wards are allotted/reserved for various categories for SCs, STs and BCs general and women, while, general women also benefitted through this women reservation policy.

Conclusion: As per the Women Reservation Policy of the Telangana state government in the Local government bodies, the State Election Commission of Telangana state has distributed 50 per cent of the wards/seats, and other seats are reserved for Women in all the Urban Local Bodies and Panchayati Raj Institutions. It has played tremendous changes in local self-governments in Telangana. Similarly, in the GHMC elections 2016, of total 150 wards, 50 per cent (75) divisions/wards are reserved for women in various categories reservations. i.e., General women (44 wards), Backward Classes women (25 wards), Scheduled Castes (5 wards) and Scheduled Tribes women (1ward). Through these 50 per cent reservations for women in local bodies a large number of women got the opportunity to

lead the democratic governance. It can create tremendous changes in all the local governments.

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