

An Evaluation Of Financial Performance Of Municipal Corporation In Himachal Pradesh With Special Reference To Shimla Municipal Corporation

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ABSTRACT

Municipal corporations play an essential role in urban governance and development. They are responsible for the administration and management of city affairs, including the provision of essential services to citizens. The present paper focused on the financial performance, sources and growth rate of revenue and heads of expenditure of the Shimla Municipal Corporation. Municipal Corporation received revenue from source of tax revenue (property tax and show tax) and non-tax revenue (rental income, user fee and charges), transfer from upper tier of government and grants as recommended by state and central finance commission. In this case, the study makes an attempt to identify the sources of revenue and expenditure and analyses the trends in revenue and expenditure of Shimla Municipal Corporation for 7 years from 2013-2014 to 2019-2020. We concluded from the data of Shimla Municipal Corporation has been heavily reliant on higher levels of the government because its revenues are lower than its expenditure. This is a significant problem that municipal corporations face in managing their limited sources of revenue, which frequently leads to their dependence on the state and central finance commission.

Keywords: Revenue and Expenditure, Financial Performance, Tax Revenue, Non-Tax Revenue, Municipal Corporation, State and Central Finance Commission.

INTRODUCTION

Throughout several decades today, India has been rapidly urbanizing. By providing amenities and civil services in cities, municipal corporations have a direct impact on the wellbeing of the populace. The 73th and 74th Amendment Acts of the 1992 Constitution provide the Municipal Corporation with more functions, authority, and resources. They also create a three-tier system of Governance that helps the corporation provide services in a hierarchical structure. (M. Sharma & N.Kotkar, 2016). There are essentially three types of urban local authorities recognized by the CAA 1992: town area/notified area councils, municipal corporations, and municipal councils. The size and geographic distribution of the population allow these three types of ULBs to be identified from one another. Municipal Corporations are established in areas with a population of one million or more, Municipal Councils are in urban areas with a population of one lakh to ten lakh, and Nagar Panchayats, also known as Notified Area Councils, are established in areas that are transitioning from rural to urban areas with a population of ten thousand to one lakh. (Jain & Singh, 2022). Municipal corporations play an essential role in urban governance and development. They are responsible for the administration and management of city affairs, including the provision of essential services to citizens. The 7th schedule of Indian constitutions defines municipal corporations as "Local Government," which refers to the authority and jurisdiction of municipal corporations, mining settlement authorities, district boards, improvement trusts, and other local agencies in order to manage villages and exercise local self-government. (Abhisek, Neeraj, & Ajit, 2021). In order to address local issues, the concept of local self-government was introduced. Local self-government is an increased understanding of local requirements and how to efficiently fulfill them with cooperation between the local community and the local governing body (Sen & Chakraborti, 2021).

The industry and business worlds view finance as their lifeblood. Local self-governments as well as national governments are covered by this. It is only when sufficient resources are available to local self-governments and used

effectively and efficiently that they can function without any problems. There is an unbreakable link between local money and functions. In actuality, one exists because the other does, and they go hand in hand. Financial is necessary for local activities to be carried out, and functions do not require financial (Bardoloi, 1972). A subset of public finance known as "local finance" is concerned with the revenue and expenses of local governments as well as how they relate to each other. In order to support local government in meeting the needs of the citizens under its control, local finance regulates the strategies and policies of obtaining and allocating funds. Typically, a municipal finance study starts with a review of the composition, trends, and balance of the revenue and expenditure. Municipal Corporation implemented the accrual-based accounting system in order to guarantee transparency and provide an accurate picture of assets and liabilities; currently, a combination of cash-based and accrual-based systems is used. The system consists of two parts: the expenditure function (funds released against establishment, works, and supplies) and the revenue function (reception of taxes, charges, loans, and grants). The company keeps track of its accounts as funds, with the revenue and expense items listed beneath each fund account. Under a municipal general fund are the typical revenue and capital items as well as their associated expenses (Jariwala, 2016-17).

In Himachal Pradesh, there are 61 Urban Local Bodies made up of two Municipal Corporations, 31 Municipal Councils, 21 Nagar Panchayats, and 7 Cantonment Boards. The Shimla Municipal Corporation is a significant civic body responsible for the administration of Shimla, the capital city of Himachal Pradesh. Established in 1851, it is one of the oldest municipalities in India and was the first such entity in pre-Independence Punjab. Finances of the Municipalities have been categorized as: (a) Own-sourced income, which consists of (i) non-taxable income and (ii) revenue from taxes and other fees. (b) Grants, which include grants from the State government for work-specific projects, grants from centrally sponsored schemes, and awards based on statute. Unsettling patterns in the overall revenue in several years were noticed when examining the municipalities' budgets.

REVIEW OF LITERATURE

The literature review on financial performance of the Municipal Corporations based on their growth rate. The Municipal Corporation is heavily dependent on grants from the State Finance Commission, the Central Finance Commission, and higher levels of government. To achieve revenue autonomy, the Municipal Corporation needs to revamp its revenue-generating policies by introducing new measures and working to increase its revenue from non-tax sources Jain & Singh (2023). The per capita income and expenses were fluctuated during the study period and per capita income, per capita expenses were not equal in selected municipal corporation. The study also conclude that the per capita income and expenses are higher in Vadodara Municipal Corporation as compared to the Surat Municipal Corporation during the study period Jikadra, C. M., & D. Rana, R. (2022). The Meerut Municipal Corporation has less economic and financial autonomy because to its substantial reliance on the central and state governments Jain & Singh, (2022). The share of revenue receipts is higher than the capital receipts to total receipts. During the study period, capital receipts have become more prominent, which likely shows the corporation's fiscal dependency. The largest contribution comes from grants, which are followed by taxes and corporation fund revenue surplus J. V. Arun, & A. Premkumar (2018-2019). The total revenue erratically distributed over the year and total expenditure pattern increase year by year during the study period. In case of municipal corporation rohtak require to build their own capacities so that they can face problem arising out of insufficient funds Renu (2021). Decentralization increases efficiency of the lower levels of Government in the provision of various local services due to their limited jurisdiction and better matching of services. An increase in decentralization is expected to delegate more powers to local government authorities and augment their capacity to mobilize resources. The government should adopt a new perspective on municipal corporations, offering them helpful direction and sufficient support as an engaged collaborator in the shared goal of city administration. Based on the current analysis, it is clear that one of the main reasons Indian local bodies have not yet established themselves as significant providers of municipal finance is because cost recovery tools are poorly designed and they are unable to show a direct link between user fees, charges, and civic services (H.M. & Bharadi, 2017). The report points out that, despite the necessity for inclusive economic growth and equitable development, Indian local bodies—both urban and rural—have not yet been given due prominence on the nation's public finance map. In comparison to many developing and developed nations, as well as the public services that urban local governments are required to provide, India's municipal fiscal sector is minuscule. Compared to 4.5% for Poland, 5% for Brazil, and 6% for South Africa, the entire municipal revenue in India represents roughly 0.75 percent of the nation's GDP. Urban local bodies (ULBs) make up slightly more than 2% of the total revenue and expenditure of the Central Government, State Governments, and ULBs combined. This contrasts with the situation in developed nations, where local governments typically spend between 20 and 35 percent of all government spending and where the idea of "subsidiarity" is seen as the cornerstone of fiscal federalism. According to recent data on municipal finances, the rise of ULBs' overall revenue is slower than that of the combined revenues of the federal and state governments. This is reflected in the current marginal presence of local public finance in India's overall fiscal structure continuing to diminish (Mohanty, Mishra, Goyal, & Jeromi, 2007). Municipal corporations should prepare budgets using uniform formats and classify various revenue and capital heads uniformly. They should also put more effort into following and maintaining uniform accounting practices, controlling

measures, efficiency, and transparency (Nena, 2014). There was substantial variability in how these local governance organizations operated, and it was noted that these institutions suffered from a variety of infirmities due to the lack of a unified framework. The solution proposed by the Tony Blair government was a framework that stipulated the roles and structure of local self-government organizations under an order from the federal government, and required them to perform in accordance with the order. It has been noted that in such an arrangement, decentralization will be forced to the opposite and take a backseat, leading to heavy centralization and defeating the very essence of local self-governance. Some concerns have been raised regarding the imperatives provided by the central government for the local government institutions (Chandrakala, 2017). Competitiveness of a city is mostly determined by its ability to generate money and manage expenses. The key to drawing in the educated populace and therefore increasing the city's revenue may lie in effective resource management practices (Bandyopadhyay, 2014). The arts, social welfare, fire department, sewerage system, women's and children's welfare programs, and elementary education do not provide money to the Municipal Corporation of Navi Mumbai. The town planning, roadways, livestock pens, and fire department are all associated with the revenue expenditure. The water supply and fire department provide little capital receipts. Capital expenditures for education, training, and service centers for people with disabilities are minimal when it comes to environment monitoring. Capital expenditures are allocated priority to the SC and ST social programs, elementary and secondary education, and health care. The Municipal Corporation is only investing funds in developed areas to provide infrastructure services (Rode, 2019). Municipal corporations generate a minor revenue surplus despite significant resource shortages, according to an examination of municipal finances. Furthermore, they are not investing as much as would be necessary to provide a minimal standard of municipal facilities. This apparent contraction is the result of some intergovernmental system design flaws that make urban local bodies less autonomous in their operations and decision-making (e.g., control over personnel, revenue and expenditure raising, and debt access), which suggests that true decentralization is still a ways off (Jariwala, V. S. 2016-17). The analysis done by (Ahluwalia, Urban Governance in India, 2019) indicates the improving the lives of the 430 million citizens who live in Indian cities and towns and ensuring the sustainability of fast expansion depend on planned urbanization. The analysis indicates that institutional reforms are essential for both connecting to the private sector for expressing the financial burden of infrastructure and ensuring that the growth of infrastructure are provided results in improved service delivery, even though investing in infrastructure in cities in order to fill the investment in infrastructure deficit and upgrading its quality is highly important. He made the case that state governments take the initiative to propose the institutional framework for financial and regulatory support, the necessary legislative reforms, financial devolution, and assistance in enhancing the capabilities of urban local governments.

RESEARCH QUESTION

1. What are the sources of Revenue generate in Shimla Municipal Corporation?
2. What are the Heads of Expenditure in Shimla Municipal Corporation?

OBJECTIVES

1. To study the different sources of Revenue and Heads of Expenditure of Shimla Municipal Corporation.
2. To Analyses the growth rate of Revenue Receipts and Expenditure of Shimla Municipal Corporation.

RESEARCH METHODOLOGY

This is a descriptive study and tries to review the Sources of revenue and heads of expenditure and analyse the growth rate of revenue receipts and expenditure of Shimla Municipal Corporation. The present research paper is based on secondary data which were collected from the Shimla Municipal Corporation Administrative Reports, Budget Reports, Website, etc. from the period of 2013-14 to 2019-20. The growth of Shimla Municipal Corporation's revenue and expenditures has been examined using the CAGR (Compound Annual Growth Rate).

$$CAGR = (W_f/W_b)^{1/t} - 1$$

Where,

CAGR- Compound annual growth rate,

W_f = Final value

W_b = Beginning value

T= Time in years

SAMPLING DESIGN	
Population	Municipal Corporations in India
Sources of Data	Secondary Data
Tools & Techniques used	1. CAGR 2. Percentage
Period of the Study	2013-2014 to 2019-2020

SOURCES OF REVENUE OF SHIMLA MUNICIPAL CORPORATION**Revenue Receipts:**

Receipts of revenue are those that add to or subtract from the government's assets without creating liabilities. They are frequent and common in nature, and the government deals with them as part of its everyday operations. The funds that the Center receives as revenue receipts include interest and earnings from its investments, fees and charges for services rendered by the government, and taxes and other levies. Municipal corporations generate revenue through a variety of sources, including loans, professional and entertainment taxes, state and federal subsidies, and property taxes. However, the need to explore for new revenue streams is growing in order to reduce reliance on outside funding. Property taxes, which are calculated by taking into account land that is attached to a structure, residential properties, and commercial buildings, are the primary sources of tax revenue. The value-based tax levied by the local government must be paid by the owner of the property. Municipal Corporation Shimla is responsible for assessing and collecting municipal taxes in compliance with the guidelines provided in chapter VIII of the H.P. Municipal Corporation Act, 1994. The Secretary (Tax), who is paid at the Supdt. Grade-I level, oversees the department generally under the direction of the Assistant Commissioner or Commissioner.

According to the Property Taxation Bye Laws of 2015, property tax bills are produced every year in April. The phrase "non-tax revenues" encompasses a wide range of income streams, such as interest income, fees and charges for users, sales and hire charges, revenue grants, donations and subsidies, and rental income from municipal buildings. Other than property taxes, Indian cities have given up on taxes and non-tax sources of revenue.

Capital Receipts:

The long-term implications of decisions lead to capital receipts. These are occasional receipts that are not related to the business's regular commercial operations. They usually include either generating obligations or selling one's assets. Since capital receipts are typically one-time events, neither businesses nor governments are able to register them as regular sources of income. To put it another way, they are cash inflows from capital gains realized on the sale of assets or investments like real estate. Capital receipts are included in the balance sheet since they represent the outcome of transactions involving assets and liabilities. The income or profit-and-loss statement does not include them.

TABLE-1 *Composition and Growth rate of revenue and capital receipts of MC Shimla (In Lakhs)*

Sources of Revenue		2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20
I. Revenue receipts:								
I. Tax Revenue	(a) Property tax	772.75	725.45	718.59	1352.58	1281.54	1341.87	1314.12
	(b) Show tax	****	1.44	3.95	3.17	1.64	4.86	5.11
II. Non-Tax Revenue		2802.93	2527.46	3003.6	3625.6	3005.4	1901.82	1030.87
2. Capital Receipts		3559.7	1649.94	4525.78	8898.18	4522.34	5578.12	9082.33
TOTAL RECEIPTS (1+2)		7135.35	4904.29	8251.92	13879.5	8810.92	8826.67	11432.4

Source: Data obtained from the various Budget documents of Shimla Municipal Corporations

**** No Data in Budget Document

TABLE-3 *Annual Growth Rates of MC Shimla Revenue (Tax and Non-Tax)*

Year	Property tax growth rate	Own Revenue growth rate	Non-tax revenue growth rate	Total Receipts Growth rate
2014-15	-6.12%	-9.83%	-7.75%	-31.27%
2015-16	-0.95%	18.84%	12.85%	68.26%
2016-17	88.23%	20.71%	33.74%	68.19%
2017-18	-5.25%	-17.11%	-13.89%	-36.51%
2018-19	4.71%	-36.72%	-24.34%	0.17%
2019-20	-2.07%	-45.80%	-27.71%	29.52%

Source: Researcher own calculation from the data obtained from Municipal Corporation Shimla budget documents

Property tax revenue has been growing in absolute terms from 2016 to 2017. There is so because of Shimla Municipal Corporation making strong efforts to increase its revenue. The sudden increase in non-tax revenue in 2016-17 is attribute to the fees and user charges, sales and hire charges of Shimla Municipal Corporation. The Shimla Municipal Corporation has been receiving licensing fees, fees for certificate or extract (The Shimla Municipal Corporation fees and user charges consist of nine items in total). The revenue growth rate of property tax and non-tax receipts has been fluctuating over a period of study. The growth rate of Total revenue receipt is still fluctuating (through being positive after 2015-16). The positive growth rate in total receipts of Shimla Municipal Corporation is registered in four year out of six year (i.e. 2015-16, 2016-17, 2018-19, and 2019-20) during the study period. The year 2015-16 saw the largest positive growth rate, at 68.26%. On the other hand, it is evident that the municipal corporation of Shimla's own revenue growth rate is inconsistent and unsatisfactory. As a result, the majority of the expenses incurred by the municipal

corporation Shimla are paid for with funds received from transfers from both the national and state governments as well as from the finance commission devolution. This limits the municipal corporation Shimla's ability to manage its finances independently. The competency of the municipal corporation to raise revenue is demonstrated by fiscal autonomy, or revenue autonomy (the ratio of own revenue to total revenue) (MATHUR & RAY, 2003), which is a crucial metric for evaluating the effectiveness of the government. The high ratio number indicates that the municipal corporation is generating more income on its own (Jain, A., & Singh, A., 2023).

HEADS OF EXPENDITURE IN SHIMLA MUNICIPAL CORPRATION

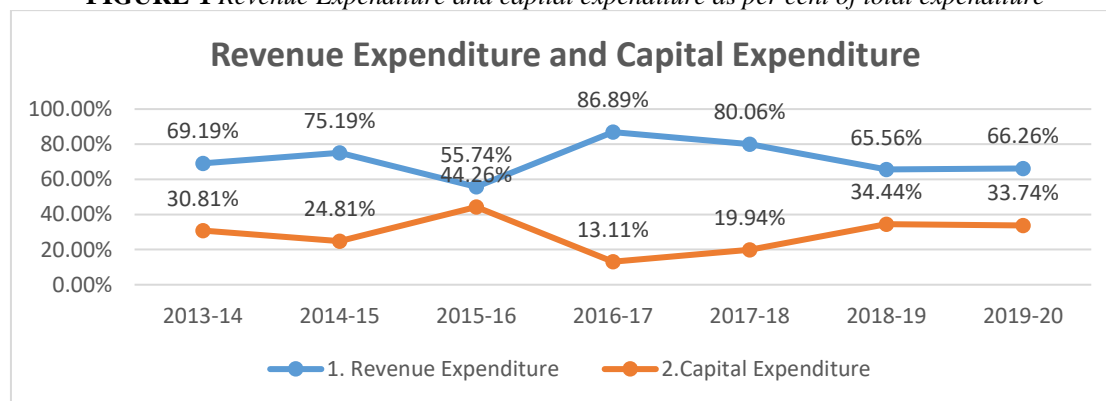
Municipal corporations' expenditures are broadly categorized into two types: capital expenditure and revenue expenditure. Capital Expenditure: This includes spending on infrastructure creation, purchasing fixed assets, and other long-term investments that contribute to the asset base of the corporation. It's essential for the growth and development of the city's infrastructure. Revenue Expenditure: This covers the day-to-day operational costs, such as salaries, wages, bonuses, pensions, operational and maintenance charges, and administrative expenses like rents, rates, taxes, communication charges, and travel expenses.

TABLE-2 Heads of Expenditure Shimla Municipal Corporation (In Lakhs)

Heads of Expenditure	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20
I. Revenue Expenditure	5225.07	5458.87	6344.2	11341.38	11705.88	8768.25	8888.03
I. Establishment Expenses	3849.16	4362.82	5013.63	6101.70	6096.96	5526.43	5127.16
II. Operation and Maintenance	1375.91	1096.05	1330.57	5239.68	5608.92	3241.82	3760.87
2.Capital Expenditure	2325.81	1801.17	5036.59	1710.22	2914.19	4604.89	4524.96
TOTAL EXPENDITURE (1+2)	7550.88	7260.04	11380.79	13051.6	14620.07	13373.14	13412.99

Source: Data obtained from the various Budget documents of Shimla Municipal Corporations

FIGURE-1 Revenue Expenditure and capital expenditure as per cent of total expenditure



Capital expenditure is incurred to develop new infrastructure. Low capital expenditure to total expenditure ratio indicates that the process of creating new infrastructure assets either rest on other agencies (i.e. central or state government agencies) or has kept secondary. This ratio is abysmally low ranging from 13.11% 2016-2017 to 44.26% in 2015-16. A low level of capital expenditure is symptoms of the poor performance of Shimla Municipal Corporation in term of its disability of undertaking infrastructure development. The proportion of revenue spent in overall expenditures that goes toward maintaining and running the municipal corporation on a day-to-day basis is used to assess the quality of expenditures (Jain, A., & Singh, A., 2022). Revenue spending makes up a significant component of total expenditure. Within the revenue expenditure establishment expenditure has been high ranging from 62.18% in 2013-14 to 23.02% in 2018-19, showing the unproductive nature of the revenue expenditure. A high ratio of revenue expenditure to total expenditure indicates the poor fiscal health of Shimla Municipal Corporation.

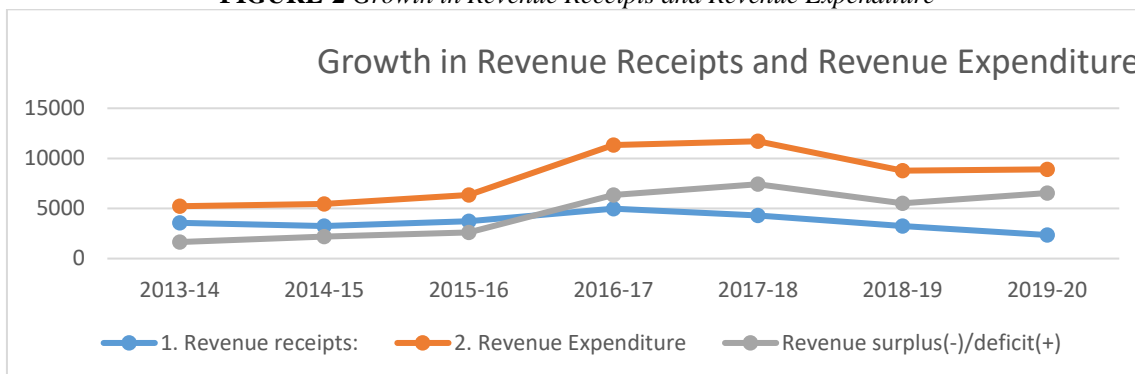
GROWTH IN REVENUE RECEIPTS AND REVENUE EXPENDITURE

TABLE-3 Growth in Revenue Receipts and Revenue Expenditure (In Lakhs)

YEARS	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20
1. Revenue receipts:	3575.68	3254.35	3726.14	4981.35	4288.58	3248.55	2350.1
2.Revenue Expenditure	5225.07	5458.87	6344.2	11341.38	11705.88	8768.25	8888.03
Revenue surplus (-) / deficit (+)	1649.39	2204.52	2618.06	6360.03	7417.3	5519.7	6537.93

Source: Researcher Own calculation from the data obtained from Shimla Municipal Corporation budget documents

FIGURE-2 Growth in Revenue Receipts and Revenue Expenditure



According to the analysis, Shimla Municipal Corporation's income expenditures are on the rise and its revenue receipts are insufficient to cover the expanding needs. Budgeting for revenue deficits was implemented throughout the 2013–14 period. Its revenue is insufficient to pay for its essential operations due to the budget deficit. The municipal corporation borrows money or sells its current inventory to make up the difference in revenue. A revenue imbalance can be addressed by the municipal corporation by either raising taxes or making reductions in expenses.

GENERAL SUGGESTIONS AND CONCLUSION

It is inferred from the data that the Municipal Corporation of Shimla has been heavily reliant on higher levels of government because its revenues are lower than its expenditures. This is one of the major issues with which municipal corporations deal with their limited revenue sources, which frequently cause them to become dependent on grants and subsidies from the state and central finance commission. The Shimla Municipal Corporation's capacity to finance capital expenditures may be impacted, perhaps leading to a budget deficit. Prioritizing spending, increasing tax collection, and allocating resources optimally are all crucial components of fiscal responsibility for municipal organizations. For the purpose to achieve significantly more coverage of properties, property tax reforms utilizing Geographic Information System (GIS) technology are required. The properties are located using GIS technology, bringing them under the property tax area (Jain, A., & Singh, A., 2022). Sustainably offering high-quality services to the public is ensured by the organization through effective financial management. Reforms that boost financial accountability and autonomy are critical to the future of municipal finance in India. Increasing the effectiveness of revenue collection, utilizing public-private partnerships, and implementing technology to simplify processes are all examples of this. Therefore, while enforcing the 73rd and 74th CAA, our policymakers dreamed of a decentralized economy. However, the dreams remain unfulfilled, and local bodies are insufficiently strong for two reasons: (i) they lack financial and fiscal autonomy; and (ii) they lack the decision-making authority to establish different tax rates and user fees to cover the costs of various services. As a result, ULBs are still at the mercy of state governments (Ahluwalia, Urban governance in India, 2019). Local self-governments can only function effectively when they have sufficient resources at their disposal, which they must use efficiently and effectively (Jariwala, 2016-17).

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