Chapter 6

6. Profile of the Two Cities: Mysore and Delhi:

6.1 Mysore City Corporation:

History of Mysore city

The historic city of the south and the ex-capital of Mysore state, the city of Mysore is one among those few cities which had the privilege of serving as royal seats under the rulers who devotedly contributed their own classic beauty to the architectural monuments of the city.

The well planned Mysore city started somewhere in the middle of the 19th century. A committee for administrative purposes was formed in 1862 under the presidency of the then superintendent of "ASTAGRAMA". Civic amenities such as market, now remodeled and named Deveraj market, a general hospital and the protected water supply from Kukkarahally tank were provided during this period. As early as 1881 the city had a women’s college the first of its kind in South India in addition to a technological institute.

The Mysore city municipality has completed 100 years in 1968. In July 1862 a municipal committee was established under a notification of government. Till 1871 the municipal committee had no statutory basis. The British Commission which was administering the Mysore territory at that time gone serious considerations of the matter and promulgated a regulation in 1871 to give the municipal councils a statutory and legal basis. The statute which was a milestone in the history of local self government institutions in the state was extended to the Mysore municipality in 1888. In pursuance of this policy the Deputy Commissioner of the Mysore District was made the Ex Officio Commissioner of the Municipality.
In 1892 a further landmark was achieved by the introduction of an elected element which was one half of the total strength. Out of 24 Councilors 12 were elected on purely property qualification. In 1918 the strength was increased to 30. It was at this time that a whole time officer of the status of the Deputy Commissioner was appointed to manage the affairs of the Municipality. Since 1917 an elected vice president was provided. In 1933 City Municipalities Act of 1933 was issued. According to this, it is a council with a non official president, vice president. The Councilors are elected once in 3 years and the President and Vice President every year. The first phase of the development of the city between 1884 and 1902 when attempts for the removal of the unsanitary and unhealthy areas with in the fort area (Central City) were made. The constitution of the City Improvement trust Board in 1903 came as a second step in this regard.

Now City Municipal Corporation is governed by Karnataka Municipal Corporation Act 1976. It has been converted as Mysore City Corporation on 10th June 1977. The area of the Mysore City Corporation is 128.42 sq.km. having a population of 7.79 lakhs (2001 census). The growth rate of the city is 20.48% where as the growth rate in the state is 17.5%. The budget outlay of the City Corporation for 2005-2006 is 90.88 crores. The present administrative setup is available at a chart at the next page.

To check the haphazard growth of the City the Department of Town Planning has under taken the preparation of the master plan in 1964. The master plan intended to provide for the planned development of the city accommodating nearby 5 lakhs population by 1985. The draft master plan prepared by the Depart of Town Planning has been handed over to the Mysore city Planning Authority which was constituted by Government during December 1966.
Mysore City Corporation Mysore Organization Chart

Mayor & Council

Standing committees
- Taxation, Finance & Appeals St.Com
- Public Health Education, & Social Justice St.Com

Commissioner

Standing Committees
- Town Planning & Improvement St.Com
- Accounts St.Com

Deputy Commissioner

Superintending Engineer (1)
Executive Engineer (1)
Assistant Executive Engineer (5)
Assistance Director, Horticulture (1)
Health Officer (1)
Deputy Health Officer (1)
Medical Officers DTP, City Family Welfare Centers (10)
Senior/Junior Health Inspector (30)
Ayurvedic Medical Officers (2)
Executive Engineer (1)
Assistant Executive Engineer (1)
Assistant Engineer & Staff (6)
Revenue Officer (1)
Dy. Revenue Officer (1)
Assistant Revenue Officer (6)
Revenue Inspectors (54)
Accountants (12)
Assistant Commissioner (1)
Public Relationship Officer (1)
Superintendent (1)
Staff (4)
Chief Accountant Officer (1)
Chief Auditor (1)
Audit Officer (1)
Accounts Superintendent (1)
Auditors (8)
Dy. Director (1)
Junior Town Planners (2)
TPC Supervisor (1)

(Source: Mysore City Corporation)
Mysore City Corporation after 74th Constitutional Amendment (CA)

General Information of Mysore

Population (2001 Census) 7,42,261
Males 3,77,132
Females 3,65,129
No. of wards 65
Area of city 128.42 sq. km
Density of population 6118.98 persons/sq.km
Growth rate of population (1981-1991) 36.15%

Political reforms in Mysore City Corporation after 74th CA

Standing Committees and their Constitution in Mysore City Corporation

Table 7

<table>
<thead>
<tr>
<th>Committee</th>
<th>2001-02</th>
<th>2002-03</th>
<th>2003-04</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finance Committee</td>
<td>Women Corporators:4 Female Corporators:3</td>
<td>Women Corporators:2 Male Corporators:5</td>
<td>Women Corporators:2 Male Corporators:5</td>
</tr>
<tr>
<td>Health Committee</td>
<td>Women Corporators:2 Male Corporators:5</td>
<td>Women Corporators:2 Male Corporators:5</td>
<td>Women Corporators:2 Male Corporators:5</td>
</tr>
<tr>
<td>Town Planning Committee</td>
<td>Women Corporators:2 Male Corporators:5</td>
<td>Women Corporators:2 Male Corporators:5</td>
<td>Women Corporators:2 Male Corporators:5</td>
</tr>
<tr>
<td>Accounts Committee</td>
<td>Women Corporators:2 Male Corporators:5</td>
<td>Women Corporators:2 Male Corporators:5</td>
<td>Women Corporators:2 Male Corporators:5</td>
</tr>
</tbody>
</table>

Source: Field Survey by the Author
Power of Financial Expenditure of the Standing Committee

The standing committees are entrusted with the task of identification and preparation of projects in the respective areas. The State Government has enhanced the power of expenditure from the earlier Rs. 4.0 lakhs to Rs. 25 lakhs. The standing Committee can sanction projects with an expenditure between Rs.15 lakhs to Rs. 25 lakhs.

Various Grants Received from the state Government and other Sources by the Mysore City Corporation after 74th CA

Table 8

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>SFC (Salary Grant)</td>
<td>Nil</td>
<td>424</td>
<td>967.5</td>
<td>1134.87</td>
<td>1258</td>
<td>1238.04</td>
<td>1134.87</td>
</tr>
<tr>
<td>Dasara Grant</td>
<td>100</td>
<td>150</td>
<td>200</td>
<td>100</td>
<td>50</td>
<td>100</td>
<td>Nil</td>
</tr>
<tr>
<td>10th and 11th Finance Commission</td>
<td>Nil</td>
<td>20</td>
<td>60</td>
<td>16.25</td>
<td>91</td>
<td>Nil</td>
<td>Nil</td>
</tr>
<tr>
<td>SFC Special Grant</td>
<td>Nil</td>
<td>Nil</td>
<td>Nil</td>
<td>Nil</td>
<td>30</td>
<td>Nil</td>
<td>Nil</td>
</tr>
<tr>
<td>Water Scarcity Grant</td>
<td>Nil</td>
<td>Nil</td>
<td>27.5</td>
<td>Nil</td>
<td>38</td>
<td>18</td>
<td>25</td>
</tr>
<tr>
<td>Stamp Duty</td>
<td>824.28</td>
<td>295.62</td>
<td>211.68</td>
<td>264.24</td>
<td>319.17</td>
<td>424.6</td>
<td>614</td>
</tr>
<tr>
<td>Total</td>
<td>924.28</td>
<td>890.24</td>
<td>2202.04</td>
<td>2423.04</td>
<td>2908.52</td>
<td>1781.64</td>
<td>457.51</td>
</tr>
</tbody>
</table>

Source: Field Survey by the Author
Powers of Municipalities under 74th CA in Karnataka

1. ULBs vested with power of self governance.
2. No suppression beyond six-months-state election commission.
3. Participatory planning and decision making-District Planning Committees are formed for the preparation of District level plans keeping in view the development of district as a whole.
4. Choice and voice to the people Neighborhood plans/Miniopplans based the priorities for the people are prepared by the poor and which in turn get amalgamated into the town plan of action by the Town and Urban Poverty Eradication Cell and Community development society.
5. Right to information.
6. Transparency in administration.
7. Women Reservation-1/3rd of the total seats.
8. Reservation for weaker sections-proportionate to their population.
9. 12th Schedule-18 function.
11. Formation of ward and district planning committees-Bangalore City Corporation has formed 13 ward Committees.
12. Rationalization of fiscal transfer.
13. Improved Financial Management
14. Mobilization of resources.
15. Promotion of Best practices.
16. Accounts reforms-Fund Based Accounting System Introduced in Bangalore.
18. Audit.
Duties and responsibilities of Municipal Functionaries in KARNATAKA as per 74TH CA (The chart at page 51 may be referred)

Municipal Commissioner / Chief Officer

1. As assigned in the Municipal Act-1968 amended as per 74th CA.
2. Implementation of Municipal Council and standing Committees Decision as per Rules.
3. Taking immediate action on the concerned when Embezzlements and anomalies are found in Audit Reporting.
5. Providing information reports etc. on demand to the council and standing committee.
6. Approval of licenses, premissiones etc, or supervision of licenses, withholding the licenses etc.
7. Recovery all the fees, penalties, charges, taxes as per the provisions.
8. Expenditure upto Max of Rs. 500/- on behalf of council.
9. Works through tender on behalf of council.
10. Can participate in any council meetings but has no right to take decisions or exercising vote in the meetings.
11. Can not sell, purchase, rent, lease any asset without the approval of the council.
12. Report to council within 15 days an expenditure above Rs. 250/- by Municipal Commissioner.
13. Works more than Rs. 500/- should be taken up through tender notice of min 7 days.
New Functions of ULBs under the 74th CA

Urban Planning
- Mapping for services available Ward wise
- Need identification at Ward level with people
- Preparation of city plans.

Economic and social Planning
- Interaction with the people to identify the gaps
- Planning for achieving the goals during the council term
- Making available record of progress
- Ensuring equity in service Delivery

Land Management
- Basic Service provision
- Recreation and green Areas

Water Supply
- Meeting national norms for per capital water supply
- Promoting equity
- Improving water management
- Maintenance of Water Supply areas
- Disposal waste water.

Public Health, Sanitation and solid Waste Management
- Ensuring all have access to toilets
- Initiate community management system for SWD
- Expansion of public Health Care

Slum Improvement
- Involve Communities in their own improvement and promote Thrift and credit activities
- Plan for drainage
**Urban Environment**

- Initiative Community Action for Environment Management – Local Agenda 21 involving all
- Ensuring a Green area in all neighborhoods

Safeguarding the interest of weaker sections.

**Municipal Council**

There is a significant amplification in the political representation of women, SC/ST and other Backward community members in the Council and various standing committees of the city corporation. During previous council term between 1996-2000, there were 23 women and 10 SC/ST corporators. Mysore City Corporation had not seen any women mayor being elected up to 2003. A women mayor and a women Dy. Mayor were elected only during last two years (2002-03). The SC/ST representation for the positions of the Mayor and Dy. Mayor can be noticed both during the previous term (1996-2000) and the current term. At present the Dy. Mayor belongs to SC. In the present council, there are 24 women elected members and 41 male members. In addition, there are 5 nominated members. The term of the council and elected members in 5 years.

Many of the lady corporators have been elected to four standing committees namely (1) Finance Committee, (2) Health Committee, (3) Town Planning Committee and (4) Accounts Committee. These committees are responsible for identification, preparation and implementation of projects in their respective areas.

**Power of Financial Expenditure of the Council**

One of the major hurdles in the implementation of projects by the corporation was to go before the state Government for approval and sanction of projects when cost of a project exceeds Rs. 8.0 lakhs. The state Government has therefore enhanced
the power of expenditure of the council from the earlier Rs. 8.0 lakhs to 50 lakhs. The Government of Karnataka has reconstituted the municipalities into a four-tier system according to the 74th Constitutional Amendments. The towns have been classified based on the range of population as follows:

- City Corporations: Population of 3.0 lakhs and above
- City Municipal Councils: Population from 50,000 to 3,00,000
- Town Municipal Councils: Population from 20,000 to 50,000
- Town Panchayats: Population from 10,000 to 20,000

As on date the Karnataka state has a total of 222 Urban Local Bodies and they consist of 6 city corporations, 93 Town Panchayats, 82 Town Municipal Councils and 41 City Municipal Councils. The first term elections were held in 1996 and the second term elections were held during the year 2001 and continued up to 2002.

The municipal act provides for a term of 5 years for the elected municipal council. In the municipal Corporation, there will be 30 to 100 elected councilors and in other municipal Corporation viz. Town Panchayat, Town Municipal Council, City municipal council, the number of elected councilors range rom 7 to 35. In addition to the above members, the Government nominates 5 members. The MPs/MLAs/MLCs of the respective constituency can also participate in council meetings.

The Karnataka Municipal Act specifies the duties and responsibilities of these municipalities. The Directorate of Municipal Administration is the Nodal dept., which is coordinating and implementing the programes and schemes of the government at state level. It is also monitoring the programmes of municipalities. The Urban Development Dept. is monitoring the work of City corporations.
6.2 Municipal Corporation of Delhi:

‘Delhi’ is the national Capital Territory, which constitutes a separate political unit governed by its own Vidhan Sabha or legislative assembly, with 70 constituencies. The population of Delhi has grown very rapid in the last 30 years, with large inflows of migrants from nearby states. Although it was originally and is still primarily an administrative city, Delhi has developed as a center of service industries. According to the economic census of 1998 41% of Delhi workers were in manufacturing and 23% in trade and commerce.

The Municipal Corporation of Delhi is among the largest municipal bodies in the world providing civic services to more than estimated population of 13.78 million citizens. It is next only to Tokyo in terms of area.

Delhi encompasses three local bodies viz. Municipal Corporation of Delhi (MCD), New Delhi Municipal Committee (NDMC) and Delhi Cantonment. MCD is the biggest municipal body catering to vast population through 12 Zonal segments.

Out of the capital’s total area of 1,483 sq.km., MCD occupies an area of 1397.29 sq.km., whereas NDMC and Delhi Cantonment respectively occupy an area of 42.97 sq.km. Delhi’s 96.96% population lives in the area under MCD’s jurisdiction, whereas 2.14% AND 0.99% population lives respectively in NDMC and Delhi Cantonment areas. It is surrounded by Gaziabad in the East, Rohatak in the West, Sonepat in the North and Gurgaon in the South. It is situated between 28-27’-17” and 28-53’-00” of East Longitude. Its Maximum length and breadth are 51.90kms respectively.

MCD Came into existence on 7th April, 1958 under an act of parliament. Since then, the Municipal body has always been alive in its constitution and functioning to the growing needs of citizens. The Amendment of 1993 in the Act brought about fundamental changes in composition, functions, governance and administration of the Corporation.
The origin of civic administration in Delhi can be traced to the year 1862 when Delhi Municipal Commission came into existence. The first meeting of the municipal Commission was held on 23rd April, 1863. At that time the city was confined to an area of two square miles with 1,21 lac inhabitants; whereas now it has grown in size to nearly 1,400 sq. kms. With staggering estimated population of more then 127 lac.

The Delhi Municipal Commission was replaced by the 'Delhi Municipal Committee' which functioned as the only civic body for about half a century and covered the whole of the urban area. This Municipality which consisted of 21 nominated members; six were government officers and the remaining were non-officials comprising three Europeans, six Hindus and six Muslims.

The democratic norm of election of members through adult franchise was first accepted in 1884 and consequently in the following years, the elections were held. The Committee, thus constituted, consisted of 4 government officials, 5 nominated and 12 elected members, representing the 12 elected members, representing the 12 wards. Delhi's Deputy Commissioner was the ex-officio president of the Committee. The Act also had a provision of two-third members besides paid officials.

To raise much needed funds for drainage and other purposes House Tax was introduced for the first time from 1st January, 1902. This gave an income of Rs. 83,327 from 45,558 properties. Today MCD collects nearly Rs. 900 crores from about 7.5 lac units. The total income in 1902-03 was Rs. 6.24 lac. and expenditure Rs. 9.25 lac. The sources were octroi, animals, wheel tax, tolls, cattle ponds and hackney carriages.

The constitution of the committee was further changed in 1912 at the time of creation of Delhi province and the number of ex-officio and elected members was brought down to three and 11 respectively. The number of nominated members was raised to eleven.
In the wake of establishment of the temporary capital of the Government of India in Civil lines, Delhi, the Civil Station Notified Area Committee came into existence on 16th January, 1913.

In 1921-22, the constitution was again revised and the city divided into 12 wards, returning two members each one Hindu and one Muslim. Similarly the imperial Delhi Municipal Committee or Raisina Municipal Committee was renamed as New Delhi Municipal Committee in the year 1926-27. The right to elect president was given to the people in the year 1946 and Seikh Habibur Rahman was elected as the first non-official president of the Delhi Municipal Committee.

With the expansion of the city in subsequent years more local bodies like West Delhi Municipal Committee and south Delhi Municipal Committee came into being to provide civic administration to the new colonies for displaced persons.

After independence the Committee was reconstituted in November, 1951, on members was increased to 63, out of which 50m were elected.

Chronologically the various civic bodies in Delhi were created in the following order:

1. The District Board, Delhi 1883
2. The Notified Area Committee, Mehrauli 1910
3. The Notified Area Committee, Najafgarh 1910
4. The Notified Area Committee, Civil lines 1913
5. The Municipal Committee, Delhi-shahdra 1916
6. The Notified Area Committee, Narela 1919
7. The Notified Area Committee, Red Fort 1924
8. NDMC 1925
9. Delhi Cantonment Board
10. The Municipal Committee, South Delhi 1954
11. The Municipal Committee, Delhi 1951
12. The Municipal Committee, West Delhi 1955
To provide the basic amenities like water, electricity and transport, three statutory bodies viz. the Delhi Joint Water and Sewage Board, the Delhi State Electricity Board and the Delhi Road Transport Authority, were established under the control of State/ Government of India in the years 1926, 1951 and 1952, respectively.

**Municipal Corporation Comes into Existence**

The Delhi Municipal Corporation Act was enacted by the parliament on 28\textsuperscript{th} December 1957. Pending the establishment of the Corporation, under a notification of 15\textsuperscript{th} February 1958, issued by the ministry of Home Affairs the Government of India appointed as an interim measure, a Commissioner of local authorities to take over the management of all local bodies to be merged in it. The first general municipal election was held in March 1958 and the Municipal Corporation took its birth on 7\textsuperscript{th} April, 1958 as a result of the amalgamation of nine of the eleven local bodies and the Delhi District board which looked after the civic needs of the rural areas at that time.

Only the Delhi Cantonment Board and the New Delhi Municipal Committee continued to exist as independent entities.

At the establishment of the Corporation in 1958, there were 80 councillors. 12 seats were reserved for the members of the Schedule Castes. To start with all three statutory bodies providing water, electricity and transport were converted into Municipal Undertakings and placed under the overall control of the corporation. On coming under MCD, these were respectively called Delhi Water Supply and Sewage Disposal undertaking (DWS and SDU), Delhi Electricity Supply undertaking (DESU) and Delhi Transport Undertaking (DTC). Later, in the year 1972 a separate corporation of the central Govt. was formed transport by a Central Ordinance. Still later, following the implementation of Delhi Municipal Corporation Act, 1993, separate boards of Delhi Govt. were set-up respectively in the years 1996 and 1997 and named Delhi Vidyut Board and Delhi Jal Board.
The year 1963 witnessed decentralization of the corporation. A number of powers which hitherto rested with the Municipal Corporation and Commissioner were delegated respectively to Zonal Committees and Zonal Officers. The number of Councillors was raised from 80 to 100 in 1967. However the number of Aldermen six remained unchanged.

**Guiding Principles**

The Municipal Corporation of Delhi has been constituted on a sound democratic basis. The Corporation and its various Committees constitute the Deliberating Wing which is responsible for policy making, supervision, guidance and control. The work of policy execution is entrusted to professional administrators and technical personnel which constitute the Executive Wing.

**Corporation and Committees**

With a view to decentralize municipal services, the Delhi Municipal Corporation Act, 1957 was comprehensively amended in 1993 through a Parliamentary Legislation, namely, “The Delhi Municipal Corporation Act, 1993. It was passed by the Parliament on 17th September, 1993 and its provisions were enforced from 1st October, 1993. It contains 136 clauses and brought about fundamental changes in composition, functions, governance and administration of the corporation.

**Composition of the Corporation**

A basic change that comes about is in the composition of the corporation. The corporation used to be composed of councilors and Aldermen. Now corporation is composed of the councilors. The following are represented in the corporation, namely:

- Ten persons, who are not less than 25 years of age and who have special knowledge or experience in municipal administration, to be nominated
under this sub clause shall not have the right to vote in the meetings of the corporation;

- Members of the House of the people representing constituencies which comprise wholly or partly the area of the corporation and the members of the council of states registered as electors within the area of the corporation.

- As nearly as possible one fifth of the members of the legislative assembly of the National capital territory of Delhi representing constituencies which comprise wholly or partly the area of the corporation to be nominated by the speaker of that legislative Assembly by rotation every year; provided that while nominating such members by rotation the speaker shall ensure that as far as possible all the members are given an opportunity of being represented in the corporation at least once during the duration of the corporation;

- The chairpersons of the committees, if any constituted under section 39,40 and 45 if they are not councilors.

**Councilors**

Councilors are chosen by direct election on the basis of adult suffrage from various wards into which Delhi shall be divided in accordance with the provisions of this act. Every Councilor shall not later then 30 days after making and subscribing the oath of affirmation and before the last day of the same month in each succeeding year, file with the Mayor a declaration of assets as per provisions contained in section 32-A.

The maximum number of total seats of councilors which earlier was 100 has now been increased to 134. Added to these are 10 persons to be nominated by the Administrator Delhi, Lok Sabha members, Rajya Sabha members enrolled as voter in Delhi and one fifth members of the legislative assembly.
Municipal Authorities

For the efficient performance of its functions there shall be the following municipal authorities under the corporation, namely:

- The Standing Committee;
- The Wards Committee; and
- The Commissioner

(The administrative chart may be seen at page 66)

The Wards Committee

To decentralize municipal services Wards Committees have also been incorporated as a Municipal Authority to deal with all such civic matters which directly affect the individual residents and being more readily assessable they are expected to meet day-to-day needs of public more effectively. The power and functions of the Wards Committees are defined in the fifteenth Schedule. These Committees have been given statutory status.

For each Zone there shall be a Wards Committee which shall consist of:

- All the Councillors, elected from the Wards comprised in that Zone, and
- The person, if any, nominated by the Administrator U/S (3) (B) (i), if his name is registered as an elector within the territorial limits of the zone concerned.
Administration Chart
Municipal Corporation of Delhi

- Councillors 134 (Each elected from one ward on the basis of adult franchise for a period of five years.)
- 10 Members who have special knowledge or experience in municipal administration to be nominated by the Administrator.
- Members of the House of the people (Lok Sabha) representing MCD Constituencies & Members of the Council of States (Rajya Sabha).
- One fifth (presently 14) Members of the Legislative Assembly of the National Capital Territory of Delhi by rotation every year.

Addl. Commissioner
Commissioner
Commissioner
Commissioner
Commissioner
Commissioner
Commissioner
Commissioner

(Health, Engineering, Labour and HQ, Revenue, Slum and JJ)

Conservancy & Sanitation
Engineering
Town planning
Architecture, Central
Establishment, Horticulture, Printing & Stationery, South zone

Unauthorized
Constructions, Community
services, Labor
Welfare, Central uniform
cell, Corporation &
Committee, Director of
inquires, Election office
Organization &
Management
Language and public premises
Addl. Deputy Commissioner
(zones), Shahdra
(south) and Shahdra
(North zone)

Assessment &
collection Dept.
Land & estate
Dept., Remunerative
Project cell, Urban graphic
forum Advertisement
department. Central
licensing &
enforcement cell, factory
licensing dept.
Toll tax
department, Press &
information office, city zone
and Sader paharganj
zone.

Slum &
JJ, Karol
Bagh
zone and Civil lines
zone.
Planning process in MCD:- A draft of plan is prepared and discussed with the heads of respective branches. After discussions, the draft is submitted to the authorities for approval. The approved draft is forwarded to Director(PandM) for its inclusion in the Plan write up.

Budget Process:- The exercise in the field of plan is linked with financial requirements for various programmes budgets and schemes. Complication of the financial requirements is made and is forward to the office of CA-cum-FA. The budget estimates are placed before the Education Committee where detailed discussions are held item wise. After its passing by the Concerned Committee, these estimates are forwarded to the standing Committee in the form of proposals from the side of Commissioner. In Standing Committee, the budget provision proposed in respect of various items are discussed. The Standing Committee has the authority to make changes in these financial provisions. After passing of the budgetary provision by the Standing Committee these are forwarded to the Corporation for approval. The Corporation approves these provision which are conveyed to the respective departments.
Decentralization of administration: Impact of 74th Amendment

The basic change that came as a result of 1993 amendment in the DMC Act 1957 was in the composition of wards committees as zonal level with vast increase in financial powers. It necessitated administrative support to the wards committees to formulate proposals for developmental works. The civic body with a view to get the civic works done efficiently strengthened its administration at zonal level w.e.f. 1.1.1997. Each zone came to be headed by a deputy commissioner who enjoys all the delegated powers of the commissioner so as to take major decisions at zonal level. He is assisted by an assistant commissioner, superintending engineer, deputy health officer, joint Assessor and collector Deputy Education officers and Deputy chief accountant to give efficient and accountable civic administration to the citizens at their door steps and prompt redressal of their grievances.

Each zone extends to the areas comprised in the wards specified for the zone. The numbers of wards range from four to sixteen in different zones. At present the area under MCD’s jurisdiction has been divided into 134 wards. Each ward has an office of Junior Engineer, Sanitary Inspector, Registrar of Births and deaths etc. The citizens living in these areas may also approach these officers for redressal of their day-to-day civic problems.

To decentralize administration and settle day-to-day complaints of citizens nearer their homes, entire MCD area has been divided into 12 zones. Complaints relating to insanitation, removal of dead animals, repairing of potholes, dangerous buildings, felling trees on roads, stagnation of water, unauthorized construction etc. can be lodged their for redressal.
Municipal Corporation of Delhi

1. Presently, MCD is receiving plan funds for carrying out developmental activities for the following major schemes:-
2. Improvement in existing slaughter house
3. Relocation of slaughter house
4. Importance of dairy colonies
5. Development of rural villages
6. Development of rural roads
7. Urban roads
9. Computerization of MCD
10. General Education
11. School building constructed
12. Education BMS
13. Physical Education
14. Nutrition
15. Medical
16. Power Improvement
17. BMS
18. Public Health
19. Development of cremation ground
20. Setting up of HRD/ Training Cell
21. Trans Yamuna Area Development Board
22. Dhobi Ghat
23. Urban Villages
24. U/Regularised Colony
25. Additional Facilities in JJR
26. Street. and Mech. Of Cand SS
27. Horticulture Development  
28. Community Center/Bharat Ghar  
29. Essential Services in Unauthorized colonies  
30. Development works in Neral, Najafgarh and Mahrauli  
31. Porta Cabin Work

Table 7

Sector Wise Break-up for proposed plan Outlay for 10th Five Year Plan (2002-07) & Annual Plan (2002-03 to 05-06)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Agriculture and Allied Services</td>
<td>5525.00</td>
<td>600.00</td>
<td>600.00</td>
<td>600.00</td>
<td>550.00</td>
</tr>
</tbody>
</table>
| 2     | Rural Development  
Rural Roads  
Rural Villages | 26000.00 | 5000.00 | 5000.00 | ........ | 2000.00 | 1500.00 |
| 3     | Transport | 60000.00 | 9000.00 | 9500.00 | 10000.00 | 12500.00 |
| 4     | Sector Economic Services | - | - | 5.00 | 10.00 | 15.00 |
| 5     | Survey and Statistics | 500.00 | 100.00 | 100.00 | 100.00 | 100.00 |
| 6     | Trans-Yamuna Area Dev. | 20000.00 | 4000.00 | 4000.00 | 4200.00 | 5000.00 |

70
6.3 Bhagidari System in Delhi: A case Study of Citizen interface with government

A significant development over the past five years has been the establishment of the Bhagidari scheme. This means something like: ‘partnership scheme’ and it is said to be a mechanism for ‘an active, effective and target oriented citizen-government partnership’. Involving partnerships between residents’ Welfare Associations and market traders Associations and the Delhi government, the Bhagidari Scheme is intended to develop joint ownership by citizens and the government of ‘the change process’ in the city. There is no doubt that the Delhi government is inspired by the example of city government in Brazil, and it is intended to introduce a scheme of participatory budgeting. (Bhagidari Report:2001)

The new city economy: Impact of Globalization

The reason for engaging citizen for problem solving including planning are due to emerging trends in last two decades. It is greatly agreed that change in the method of working of cities are due to twin process of liberalization and decentralization are not at all the sole factors working on cities in this period. Indeed, it is difficult
to remember a period in which so many processes are refashioning cities simultaneously. To list only some of the more obvious ones:

1. Opening cities to the world economy has restored the idea of cities in continual change, continual incremental adjustment to external markets, instead of the idea of a fixed physical structure, as a set of immobile economic factors hardly changing in decades.

2. Liberalization, macroeconomic reforms have not merely opened the city to external competition, it has led to the privatization and restructuring of urban public sector enterprises and in some cases the privatization and reorganization of city public services.

3. The information revolution is simultaneously transforming many city activities in ways, which are not easy to anticipate, changing in some cases non-tradable services into tradable.

These processes overlap and exaggerate their effects. They provide the dynamic context for urban management in a rapidly changing global economy.

(Nigel Harris, 2003)

The change in the way of governance can be studied through changing political trends in analysis by Roger Kemp(1990). He has suggested political trends also encourage forces of change.

- More stated and federal laws and court decisions of all types
- Special interest groups pursuing their own narrow goals,
- Citizens demand for more services but less taxation, making it difficult for public officials to set programme priorities and balance their annual budgets.
- Public officials stress economic development as a vehicle to raise revenues without increasing taxes.

(Roger L. Kemp, 1990)
Decentralized Governance- Delhi’s experience in participatory city management.

It is this desire to bring change that Bhagidari system was brought in Delhi. Public private partnership here has been conceptualized in terms of service delivery. As the name suggests the partnership involves at least two principal actors one from the government or semi-government sectors the other form the private sector, NGOs RWA or any other citizens groups Partnership provides benefits to the entire actor, involved and are evolved towards continued stability. Partnership varies in mandates, capability, area of activity, type of contacts and the nature of service delivery. Several models of public private partnerships are also available with the common objectives as an instrument of service delivery.

The Bhagidari, sharing form of partnership, as conceived by the Delhi Government stresses on wider concept of governance rather than an instrument of direct service delivery.

**The Bhagidari Scheme**

The objectives of the scheme are as follows:

- To evolve a joint forum of citizens and services provides for developing strategies by consensus for better maintenance of public assets.
- To empower the citizens to have a greater say in planning and developing of his neighborhood.
- To develop a sense of ownership and commitment among the citizens and the officials through joint preparation of strategies and action plans.

**Partners**

Different departments and agencies of the state government are active partners in these schemes
Activity

The major activity of this scheme is conducting workshops at regular interval and takes necessary steps to document the suggestions for follow-up actions. A professional body is hired to organize the workshops.

Professional input

Asia Center for Organization Research and Development it engaged as the consultant for designing and conducting the Bhagidari workshop. As per the traditional consulting process, the consultants are expected to provide all the solutions and the implementing agency responds to it by accepting or rejecting it. This is created through both small group dynamics and large group dynamics.

The advantages of large Group interactive event is the following:

- Brings the whole system into the area.
- Creates commitment and ownership to common agreed solutions.
- Top administrators and other operating agencies are brought on a common platform.
- It follows the principle of max mix to take note of maximum views for inclusive decision-making process.
- Internal and external stakeholders are brought on a common platform.
- It follows 80% principle- agreeing to focus on problems and solution supported by majority.
- It creates critical mass for momentum of change.
Process

This scheme is operational in four phases-

<table>
<thead>
<tr>
<th>Phases</th>
<th>Activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Phase I (January 2000 to June 2001)</td>
<td>Planning process</td>
</tr>
<tr>
<td>Phase II (July 2001 to October 2002)</td>
<td>Decentralization</td>
</tr>
<tr>
<td>Phase III (Nov 2002 to Dec 2003)</td>
<td>Empowerment</td>
</tr>
<tr>
<td>Phase IV (Jan 2004---)</td>
<td>Institutionalization</td>
</tr>
</tbody>
</table>

Stakeholders involved in the 8 decentralized Bhagidari workshops

<table>
<thead>
<tr>
<th>S.no</th>
<th>Stakeholders</th>
<th>1st</th>
<th>2nd</th>
<th>3rd</th>
<th>4th</th>
<th>5th</th>
<th>6th</th>
<th>7th</th>
<th>8th</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Municipal corporation of Delhi</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>2</td>
<td>Delhi jal board</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>3</td>
<td>Delhi vidyut board</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>4</td>
<td>Power distribution companies</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>New Delhi municipal council</td>
<td></td>
<td>*</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>6</td>
<td>Delhi development authority</td>
<td></td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td></td>
</tr>
<tr>
<td>7</td>
<td>Delhi police</td>
<td></td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
<td>*</td>
</tr>
<tr>
<td>8</td>
<td>Sales tax</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>9</td>
<td>Publics works departments</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>*</td>
</tr>
<tr>
<td>10</td>
<td>Central public works department</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td>*</td>
</tr>
</tbody>
</table>
Bhagidari: decentralization in phase-II

The concept of “bhagidari” was designed to facilitate change towards ‘citizens’ partnership in governance. Phase-I utilized “large group dynamics” involving multiple stake-holders, and focused on:

- Conceptualization, and design-work;
- Initiation, consultation, and joint framing of issues;
- “Seeding” of new concepts, and awareness-building;
- Developing “new collaborative networks” of citizens and officials, and building hope of change;
- Building up a “critical mass” for movement in a new direction of citizens’ partnership in governance and “citizen-centric” governance.

Bhagidari: decentralization in phase-II

The concept of “bhagidari” was designed to facilitate change towards ‘citizens’ partnership in governance. Phase-I utilized “large group dynamics” involving multiple stake-holders, and focused on:

- Conceptualization, and design-work;
- Initiation, consultation, and joint framing of issues;
- “Seeding” of new concepts, and awareness-building;
• Developing “new collaborative networks” of citizens and officials, and building hope of change;

• Building up a “critical mass” for movement in a new direction of citizens’ partnership in governance and “citizen-centric” governance.

Thus during the phase – I planning processes, It was conceptually visualized that:

• Phase-II will focus on “de-centralization”;

• Phase-III will focus on “empowerment” at the cutting edge:

• Phase-IV will focus on “institutionalization” so that the sustainability of the “systemic-change” ensured.

Positive experiences:

• “Bhagidari is a good process which brings the government and the citizens together for solving different issues”.

• “It is an amazing process which brings the feeling of “We” between the government and the citizens as different from “Me” or “I”. The process also focuses attention on the issues which are serious enough but on which otherwise we do not pay much attention”.

• “Through this process we understand how to solve the problems by sharing of information and co-operation between the citizens and the government”.

• “We feel that we are part of the government”.

• “There is a qualitative change in our relationship with the Government because now we have easy access to them”.

• “Several officials, specially the senior ones now pays personal attention to the issues brought out by us”.

• “We feel respected and many officers are now like our ‘family members’”.

• “There is mutual respect and many officers are now like our ‘family members’”.

77
• “It has now become easier to solve our problems”.
• “Barring a few, the response time of the agencies to our requests has decreased and when we approached as “Bhagidars”, the problems get solved much faster”.
• “Since we are able to get the work done in our colonies, RWAs are better respected by the residents of our colonies”.
• “The Nodal Officers are the key persons, in each agency, and they respond to our enquiries”.

(Source : Bhagidar Report 2002)

Negative experiences:

• “Response from the junior officer are not as good as by the senior officers”.
• “The agencies which are important for some of our work like PWD, were not present in the Bhagidari workshops”.
• “Some of the other people of the colony who have not attended Bhagidari do not take it seriously”.
• “Because of the inter-department jurisdictions, road, drains, and sewer related problems do not get involved”.
• “The broken Dhalaos have not been repaired by MCD”.
• “Delhi police have not handled the encroachment problems”.
• “DISCOMS have changed even our meters which were in good condition. The new ones are running very fast, but we have no say in the matter”.
• “The trees are not being well taken care”.

(Source : Bhagidar Report 2002)

Perceptions of officers:

• “The new initiative of setting up “Vidyalaya Kalyan Samities” for improving the function of Government schools, has had a positive impact”.
• “For “Bhagidari” to be completely successful lengthy formalities,
bureaucratic procedures, and financial constraints need to be reduced/eliminated”.

- “There is a good response by RWAs and officials during the review meeting by DC’s. However, sometimes few officials turn-up for the meetings or some dept. are not at all representation”.
- “Sometimes the issues and problems brought by RWAs are policy change related, and beyond control, at our level”.
- “New problems are brought in by RWAs before we have had time to implement solutions on issues discussed in the “Bhagidari Workshop”.
- “In some colonics the “Neighborhood watches” schemes has got revived with good co-operation between RWAs and the policy”
- Some RWAs behave aggressively with officials, which creates problems.”
- In the rural areas not much work could be done due to different problems.
- On the environment issues while trees are planted, follow up on the plantation is not done too well resulting in several plants withering off.
- The process of involving people in governance is excellent. However it it should be institutionalized so that it continues regardless of individuals in the leadership positions.
- Through the interactive process in Bhagidari DJB, got an opportunity to communicate to the people those problems that are beyond DJB’s control and people understand them.

(Source :Bhagidar Report 2002)

Lessons of Bhagidari:

The strong partnership between citizen and government of Delhi resulted in Bhagidari system in 2000. The multiplicity of the authorities in Delhi(MCD, NDMC,DDA ) leading to role conflict, role erosion and role confusion required some forum for citizen partnership through Bhagidari process.
The process has aimed at empowering the citizen groups by registering them with government of Delhi through participation in problem solving. This has enabled people to move from adversial to co-operative relationship. The joint identification of problem and agreeing upon solution to specific civic problem has been major achievement through large group dynamics. How did this system fit into the larger MCD scheme of things?

The Study has revealed that the politicians / elected counselors have largely remained aloof. The system largely remained as a dialogue between people and officers. This interaction itself motivated and energized them to solve their problem. The feeling of empowerment by the people led to confidence building in some cases as there was a platform for interaction with concerned government officials. However the process of interaction made officials aware of the varying needs of people and improved communication.

Mary(1996) has defined use of influence tactics as important aspect in power process. Influence is a much less visible process. It uses interpersonal and Social skills to make other voluntary changes attitudes.

6.4 Golden rules for running cities:

The example of Bhagidari fits into the model of people's participation through improved communication. The experience also fits into the need for change in city governance.
1996 Asian Development Bank Study, presented at the City Summit in Istanbul, have concluded certain golden rules for running the cities.

1. Centralization doesn't work: National politicians and central Bureaucracies shouldn't dictate the growth pattern of a city since they don't have the necessary local perspective. Cities have their own peculiar dynamics, which shouldn't be disturbed by policies imposed from above.

2. Adhocism won't do: All urban problems are interrelated and must be tackled in an integrated manner from a long term planning perspective. Fixing problems as they come in an isolated fashion is a waste of money and will actually deepen the crisis.

3. Planning must be strategic. If land use plans are too detailed and administrative dictates too rigid, they won't usually work. Either it's not possible, for practical and political reasons, to force all private agents to conform or there just aren't enough public funds to fully implement all pre-set plans.

This context is important to analyse the changes and aspirations in various relationships and interface of stakeholders. (Chart 4)
Chart 4

Urban Management

Urban explosion both in population and type of services

Should aim at

Economic Development

Sustainable Environment

Shelter (Housing)

Urban Infrastructure

Social Equity

Through City Planning and Management

Through sustained efforts of LSG

Alleviation of Urban Poverty and Unemployment

Through

Participatory development

Participatory development

Benefits of development to all

Participatory development

Participatory development

Special attention to poor people

(Golden Rule for Running the Cities)