DECENTRALIZATION AND DELEGATION OF AUTHORITY AT NAGPUR MUNICIPAL CORPORATION (NMC) NAGPUR

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ABSTRACT

For meaningful decentralization of any urban local body, the three types of decentralization i.e. Political, Administrative and Fiscal Decentralization is required. In India, 74th Constitutional Amendment Act (CAA), 1992, has given constitutional recognition to Urban Local Bodies (ULBs) of India. The 74th CAA envisaged decentralization within municipality having population more than 3 lakhs into Ward Committees (WCs) for providing better civic services to citizens. The City of Nagpur Corporation (CNC) Act 1948, which governed the working of Nagpur Municipal Corporation (NMC) until 2012 also envisaged decentralization of NMC, i.e. decentralization of zone into wards and constitution of WCs for better linkages with citizen. In this paper, authors have focused on type and extent of Political, Administrative and Fiscal Decentralization which has taken place in NMC after its decentralization during the time period from 2004 to 2010.

Keywords: Decentralization, Delegation of Authority, NMC, Wards of NMC, Zones of NMC.

1. INTRODUCTION

Decentralization means diffusion of authority. The dispersal of authority of decision-making to the lower level management is termed as decentralization. Decentralization of authority is a fundamental phase of delegation and the extent to which authority is not delegated is called
centralization. For e.g. according to Fayol "Everything that goes to increase the importance of the subordinate's role is called decentralization."

Decentralization in relation to local governing bodies denotes disperse of office services and activities. The necessity of decentralization of office services occurs when official activities are performed at functional departmental level. Thus, decentralization in relation to governing may include departmentalization of activities. When authority is dispersed, decentralization is present. The need for decentralization is felt when the ecosystem grows in its size which necessitates diversification or decentralization of office activities. Decentralization occurs at the time of decisions of routine nature but if decisions are vital, the authority is not decentralized. The technological development, political factors, availability of manpower also affects the degree of decentralization.

In view of the importance of Nagpur City in the 21st century India, it is necessary that a more comprehensive assessment of the civic amenities and the systems, which govern it, be studied. Besides, the fast pace industrialization and continuous population growth also demand that a more robust local governing body be present for discharging civic services related duties. Since, the city is expected to grow exponentially in the near future, it is necessary to study decentralization and delegation of authority at NMC, Nagpur.

2. REVIEW OF RELATED LITERATURE

In the words of Henri Fayol, “everything that goes to increase the importance of the subordinate’s role is decentralization and everything that goes to reduce it is centralization.” Sherlekar and Sherlekar (2005) explained decentralization from management perspective that “decentralization is closely related to delegation, it includes all areas of management and its demands much more than handing over authority to subordinates. Decentralization refers to the systematic effort to delegate to the lowest levels (where action takes place) all authority except that which can only be exercised at the central points. Delegation refers primarily transfer of authority from one individual to another.” According to Koontz and Weihrich (2010) “decentralization is the tendency to disperse decision making authority in an organized structure”.

Rondinelli (1981) defined decentralization in general terms as “the transfer of authority or dispersal of power, in public planning, management and decision making from national level to sub national levels or more generally from higher to lower level of government.” According to World Bank (2000a) “Decentralization is a process through which authority and responsibilities for some substantial government functions are transferred from central government to intermediate and local governments, and often also to communities.” Such transfers can involve the power to decide the allocation and distribution of public resources, the power to implement programs and policies and the power to raise and spend public revenues for these and other purposes. These three powers we can classify broadly as political, administrative and fiscal decentralization are described below:

a) Political decentralization: transfers policy and legislative powers from central government to autonomous, lower-level assemblies and local councils that have been democratically elected by their constituencies.

b) Administrative decentralization: places planning and implementation responsibility in the hands of locally situated civil servants and these local civil servants are under the jurisdiction of elected local governments.

c) Fiscal decentralization: accords substantial revenue and expenditure authority to intermediate and local governments.

According to Human Rights Organization (2013) the Indian parliament passed the Local Self Government Acts through two amendments of the Constitution (73rd for Panchayats and 74th for urban bodies) in 1992. The 73rd and 74th CAAs are sister legislations passed by the Parliament in 1992. The 73rd CAA provided directions for the creation of Panchayats in the rural areas and the 74th
CAA provided for the creation of Municipalities in urban areas. The two legislations laid a broad framework for the setting up of Panchayats and Municipalities by the states.

The setting up of vital institutions necessary for the efficient functioning of the local bodies such as the District Planning Committee (DPC), Metropolitan Planning Committee (MPC), Wards Committee (WC), State Finance Commission (SFC), State Election Commission (SEC) etc., has been made mandatory by the Constitution.

World Bank (2000b) described in its unpublished report that the decentralization process is distinct for urban and rural areas. The 73rd CAA governs rural decentralization, whereas the 74th CAA mandates urban decentralization.

Pria (2008) in its Occasional Paper Series on Urban Governance described 74th CAA as a milestone in the context of urban India, in the sense that it gave Constitutional validity to urban local bodies, codified the procedure for their constitution and defined their structure, functions and resource generation capabilities. The Act aimed at greater clarity between states and urban local governments in terms of devolution of adequate powers and resources to enable the latter to function as vibrant institutions of local self-governance. Pungavkar (2009) mentioned that "the 74th CAA envisages creation of WC through division of Municipality having population more than three lakhs into territorial constituencies known as Ward for better linkages with citizen. The WC may consist of one or more wards."

Provisions of the CNC Act (1948) also suggest decentralization of NMC into zones, each zone consisting of group of wards. Section 38A of the CNC Act (1948) envisaged decentralization of NMC into various zones and constitution of ward committee in each zone. Section 38A has also given guidelines regarding WC such as its constitution, duration, members, functions, etc.

3. **NAGPUR MUNICIPAL CORPORATION (NMC), NAGPUR**

NMC is democratically elected civic governing body. Nagpur Improvement Trust (NIT) works with NMC and carries out works like development of the civic infrastructure and new urban areas on behalf of NMC. NMC and NIT together are in charge of the civic and infrastructure needs along with development of new areas.

As per the CNC Act, 1948 the key responsibility for providing Nagpur’s citizens basic urban services lies with the NMC. These services include water supply, sewerage, waste management, slum improvement, land use planning, construction and maintenance of internal roads, street lighting, maintenance of parks and gardens, providing primary health and education facilities, etc.

The Nagpur city is divided in 10 zones which are in turn divided into 72 prabhags (wards). Each prabhag is represented by two Corporators, who are elected by citizens of concerned prabhag.

The Corporation consisting elected corporators elects a Mayor who along with a Deputy Mayor heads the organization. Mayor carries out the activities through various committees such as the standing committee, health and sanitation committee, education committee, water works, public works, public health and market committee.

The administrative head of the Corporation is the Municipal Commissioner (MC), who along with the Additional Municipal Commissioner (AMC), Deputy Municipal Commissioners (DyMCs), Head of Departments (HODs), etc. carries out various activities related to engineering, health and sanitation, taxation and its recovery. Various departments such as public relations, library, health, finance, buildings, slums, roads, street lighting, traffic, establishment, gardens, public works, local audit, legal services, water works, education, octroi and fire services manage their specific activities. The activities of NMC are administered by its zonal offices.

There are 10 zonal offices of NMC, Nagpur with its Headquarter (HQ) at Civil Lines, Nagpur. Zonal offices are the focal points in the decentralized pattern of NMC.
Zone No. 1 – Laxminagar Zone
Zone No. 2 – Dharampeth Zone
Zone No. 3 – Hanuman Nagar Zone
Zone No. 4 – Dhantoli Zone
Zone No. 5 – Nehru Nagar Zone
Zone No. 6 – Gandhibagh Zone
Zone No. 7 – Satranjipura Zone
Zone No. 8 – Lakadganj Zone
Zone No. 9 – Ashinagar Zone
Zone No. 10 – Mangalwari Zone

4. DECENTRALIZATION AND DELEGATION OF AUTHORITY AT NMC

4.1 Introduction
It has been discussed in the Section 2 above that for meaningful decentralization of local bodies following three types of decentralization is required:
1. Political decentralization
2. Administrative decentralization
3. Fiscal decentralization
It has been also discussed that the 74th CAA gave constitutional validity to urban local bodies, codified the procedure for their constitution and defined their structure, functions and resource generation capabilities.
Decentralization of NMC shall be studied in the following sections in light of above.

4.2 Political Decentralization at NMC
The 74th CAA also envisages creation of Wards Committee through division of municipality having population more than 3 lakhs into territorial constituencies known as ward for better linkages with citizen.
Section 38A of the CNC Act, 1948 envisaged decentralization of zone into wards and constitution of wards committee in NMC.
Accordingly in year 2009 NMC constituted ten Wards Committees for its ten zones, each comprising electoral wards of concerned zone.

4.2.1 Constitution of the Wards Committee
Each wards committee consists of:
(a) The Councillors (Corporators) representing the electoral wards within territorial areas of the Wards Committee.
(b) Assistant Commissioner / Ward officer of the zone of NMC.
(c) Representatives not exceeding three of recognized Non Governmental Organizations (NGOs) and community based organizations engaged in social welfare activities working within the area of the Wards Committee and are registered electors of the wards within the jurisdiction of the Wards Committee.

4.2.2 Duration of the Wards Committee
Duration of the Wards Committee is co-terminus with the duration of the elected Councillors of NMC.
4.2.3 Chairperson of the Wards Committee

a) Chairperson of the Wards Committee is elected by all elected Councillors of the zone of NMC in first meeting of the Wards Committee in each official year. Chairperson holds office for one complete official year which is usually from 1st May to 30th April of the next year.

b) The Chairperson of the Wards Committee is required to vacate the office as soon as he ceases to be a Councillor.

c) In the event of the office of the chairperson falling vacant before the expiry of its term, the Wards Committee elects a new chairperson.

4.2.4 The Functions of the Wards Committee

The functions of the Wards Committee shall, subject to the general supervision and control of the NMC is as follows:

a) The speedy redressal of common grievances of citizens connected with local and essential municipal services like water supply, drainage, sanitation and storm water disposal;

b) To consider and make recommendations on the proposals regarding estimates of expenditure pertaining to the wards under different heads of account of the budget before being forwarded to the Commissioner;

c) To grant administrative approval and financial sanction to the plans for municipal works to be carried out within the territorial area of the Wards Committee provided that a specific provision exists in the budget sanctioned by the NMC, etc.

4.3 Administrative Decentralization at NMC

It has been discussed in the Section 2 above that 10 zonal offices of NMC are the focal points in the decentralized pattern of NMC. Each zone has distinct geographical area and works as mini Municipal Corporation for that area.

NMC started decentralizing its services of providing basic amenities at zonal offices in the year 2004. For knowing the extent of administrative decentralization at zonal level, the administrative set up at zonal level before and after decentralization is studied in following Section:

4.3.1 Administrative setup and working of zonal offices prior to decentralization i.e. before 2004

At zonal level the following officers/employees were there prior to year 2004

1) Sub Divisional Engineer (SDE) - Public Works Department (PWD)
2) Sub Divisional Engineer (SDE) - Water Works Department (WWD)
3) Section Engineers/ Junior Engineers (Sect. Engr./J.E.) - PWD
4) Sectional Engineers/ Junior Engineers – WWD
5) Junior Engineer (JE) – Electrical Department
6) Zonal Officer (ZO) - Health
7) Senior Sanitary Inspector / Sanitary Inspector - Health
8) Other employees such as Civil Engineering Assistants (CEAs), Safai Karamchari, Jamadars, etc.

Sub Divisional Engineer (PWD) was given the charge of Zonal Officer (Ward Officer) till 2004. There was no head of zone (office head of the zone) as such up to year 2004.

The zonal officer neither had administrative authority nor financial authority nor status of a office head. He was just a coordinating link between Headquarter (Head office) and zonal office. All zonal employee and officers were reporting and answerable to their HODs who were stationed at Headquarter. Citizens of the zones were required to go to Headquarter for getting basic civic amenities. Also employees and officers were frequently required to go to Headquarter for getting
various approvals such as financial provision, technical and administrative approval of routine and developmental works to be carried out in the zone.

Thus citizens, employees and officers of NMC had to waste a lot of time and energy for getting approvals/clearances of their routine work from Headquarter.

4.3.2 Administrative setup and working of zonal offices after decentralization i.e. after 2004

In year 2004 NMC started decentralizing its activities with following objectives:

a) To reduce unnecessary hardship of Citizen from travelling long distances to NMC Headquarter for getting basic amenities or for doing NMC related work. Post decentralization all basic services of NMC are available at zonal office which is near to their residence.

b) To solve routine problems of citizens regarding water supply, sewerage disposal, sanitation, water logging, street lights, roads, etc., quickly and efficiently at zonal level.

c) For micro level planning for the development of the city.

d) To reduce dependence of employees and officer on HODs who are stationed at headquarter for getting approval of routine works. This saves time and energy of employees and officers and also relieves HODs of routine work. HODs can now concentrate on planning, policy making, etc.

e) To shift works of routine nature from Headquarter to zone office.

Considering above objectives NMC appointed Assistant Commissioners/Ward Officers (ACs/WOs) in the year 2004. Ten ACs/WOs were posted at 10 zonal offices as Office Heads. All officers and employees of the zonal offices are now reporting and answerable to these ten ACs/WOs.

ACs/WOs were appointed to discharge duties of ward officers in all the ten zones of the NMC. They have been delegated various authorities, primarily aimed at ensuring that all essential municipal services are efficiently, speedily and effectively provided to the citizens of the concerned NMC zone. For this ACs/WOs have been given powers of supervision in respect of all development, tax and property related activities and activities related to Octroi, cleanliness and sewerage disposal, maintenance of street lights, prevention and removal of encroachments, maintenance of man hole and chamber covers and sanctioning of ward works, etc.

After appointment of these ACs/WOs Municipal Commissioner (MC) has delegated various administrative and financial authorities to them.

4.3.3 Administrative Authority Delegated to ACs/WOs

The extent to which administrative authority is delegated to AC /WO shall be studied in this sub section in light of the following points:

a) Administrative authority delegated for effective and efficient implementation of various provisions/sections/bye-laws of the CNC Act, 1948 which governs the working of NMC.

b) Administrative authority delegated for granting administrative sanctions to developmental and other works under various expenditure heads of NMC.

c) Administrative authority delegated related with discharging of Human Resource Department (HRD) functions.

d) Administrative authority delegated for miscellaneous purpose.

4.3.3.1 Administrative authority delegated for effective and efficient implementation of various provisions/sections/bye-laws of the CNC Act, 1948

In exercise of the powers vested in Municipal Commissioner under section 59(5) of the CNC Act, 1948 and all other powers enabling in that behalf Municipal Commissioner has delegated administrative authority to AC/WO for implementation of following provisions/sections/bye-laws for their concerned administrative zones.
Table 1: Administrative authority delegated to AC/WO for implementation of various provisions/sections of the CNC Act, 1948

<table>
<thead>
<tr>
<th>S.No.</th>
<th>Section</th>
<th>Particulars</th>
</tr>
</thead>
</table>
| 1     | 52      | 1) Municipal officer or servants not to be interested in any contract with Corporation.  
      |         | 2) If any municipal officers or servant acquires, directly or indirectly, by himself or by his partner any share or interest, he shall cease to be a municipal officer or servant, and his office shall become vacant. |
| 2     | 182     | Power to require removal of nuisance arising from tanks and the like. |
| 3     | 227 to 233 | To grant No Objection Certificate and license for all dangerous trades under the provisions of chapter XVIII sections 227 to 233. |
| 4     | 274 to 280 | This sections are regarding Building Control  
      |         | 274 Notice of buildings.  
      |         | 275 Commissioner to refuse erection or re-erection of buildings.  
      |         | 276 Grounds on which site of proposed building may be disapproved.  
      |         | 277 Grounds on which permission to erect or re-erec t building may be refused.  
      |         | 278 Power of Commissioner to direct modification of a sanctioned plan of a building before its completion.  
      |         | 279 Lapse of sanction after one year from the date of such sanction.  
      |         | 280 Completion certificate and permission to occupy or use. |
| 5     | 289     | Removal of buildings in dangerous state. |
| 6     | 423     | Power of Corporation in the event on non-compliance. |
| 7     | 303     | Prohibition of obstructions in streets. |
| 8     | 304     | Streets not to be opened or broken up and building material not to be deposited therein without permission. |
| 9     | 305     | Ground floor doors, etc., not to be open outwards on streets. |
| 10    | 306     | Powers to require removal of old projections. |
| 11    | 380     | Procedure in prosecution. This section is to be used for keeping control over unauthorized banners, hoardings, etc. and to take action as per guidelines given in this section |
| 11    | a       | Miscellaneous administrative authority delegated in respect of following bye-laws/ matters  
      |         | Sanctioning of water connections of all diameters and all categories including charging of pipelines in all layouts of the zone. |
| 11    | b       | Hearing and deciding objections on all water bills of all categories. |
| 11    | c       | Revaluation/ Assessment/ Reassessment of properties of concerned zone i.e. authority of Assessor for the concerned zone. |
| 11    | d       | Maintenance and all matters related with NMC owned Social Halls/ Samaaj Bhawans and authority of giving permission for temporary usage of these Halls/ Bhawans for social, religious and cultural purpose. |
| 11    | e       | Authority to give permission of erecting hoardings/ banners on private properties in the concerned zone. |
| 12    | 53,54,55,56 and 142 of M.R. & T.P. Act 1966 | Authorized to take actions under sections 53,54,55,56 and 142 of Maharashtra Regional & Town Planning (M.R. & T.P.) Act, 1966 which are concerned with Building Control & are analogous to Sections 274 to 280 of the CNC Act, 1948 given above. These sections of M.R. & T.P. Act, 1966 are elaborated as under:  
      | 53     | Power to require removal of unauthorized development  
      | 54     | Power to stop unauthorized development  
      | 55     | Removal or discontinuance of unauthorized temporary development summarily  
      | 56     | Power to require removal of authorized development or use  
      | 142    | Sanction of prosecution |

Source: NMC Delegation Orders from 2004 to 2010
4.3.3.2 Administrative authority delegated for granting administrative sanctions to developmental and other works under various expenditure heads of NMC

Municipal Commissioner has delegated authority for granting administrative sanctions to various developmental and other works under various Revenue and Capital Expenditure Heads as shown in Table 2 and Table 3 respectively.

### Table 2: Heads under Revenue Expenditure

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>New Head</th>
<th>Old Head</th>
<th>Department</th>
<th>Expenditure Head</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>53</td>
<td>78</td>
<td>Library</td>
<td>Maintenance and Repairing of Library</td>
</tr>
<tr>
<td>2</td>
<td>145</td>
<td>177</td>
<td>Market</td>
<td>Maintenance and Repairing of Market</td>
</tr>
<tr>
<td>3</td>
<td>170</td>
<td>218</td>
<td>Animal Shelter House</td>
<td>Maintenance and Repairing of Animal Shelter House</td>
</tr>
<tr>
<td>4</td>
<td>251</td>
<td>308</td>
<td>Health</td>
<td>Repairing of Hospital</td>
</tr>
<tr>
<td>5</td>
<td>287</td>
<td>353</td>
<td>Underground Drainage</td>
<td>Manhole Cover and Jaali Purchase</td>
</tr>
<tr>
<td>6</td>
<td>290</td>
<td>356</td>
<td>Underground Drainage</td>
<td>Maintenance and Repairing of Public Toilets</td>
</tr>
<tr>
<td>7</td>
<td>291</td>
<td>357</td>
<td>Underground Drainage</td>
<td>Maintenance of Rainwater Nullah</td>
</tr>
<tr>
<td>8</td>
<td>292</td>
<td>358</td>
<td>Underground Drainage</td>
<td>Nullah Repairing</td>
</tr>
<tr>
<td>9</td>
<td>293</td>
<td>365</td>
<td>Underground Drainage</td>
<td>Manhole Repairing</td>
</tr>
<tr>
<td>10</td>
<td>326</td>
<td>392</td>
<td>PWD (City Engineer)</td>
<td>Repairing of NMC Buildings</td>
</tr>
<tr>
<td>11</td>
<td>327</td>
<td>393</td>
<td>PWD (City Engineer)</td>
<td>Emergency Works in Prabhags</td>
</tr>
<tr>
<td>12</td>
<td>330</td>
<td>399</td>
<td>PWD (City Engineer)</td>
<td>Maintenance, Repairing and beautification of Statues</td>
</tr>
<tr>
<td>13</td>
<td>331</td>
<td>400</td>
<td>PWD (City Engineer)</td>
<td>Repairing of Wells</td>
</tr>
<tr>
<td>14</td>
<td>332</td>
<td>401</td>
<td>PWD (City Engineer)</td>
<td>Repairing of NMC Properties</td>
</tr>
<tr>
<td>15</td>
<td>334</td>
<td>403</td>
<td>PWD (City Engineer)</td>
<td>Slum Maintenance and Repairing</td>
</tr>
<tr>
<td>16</td>
<td>367</td>
<td>461</td>
<td>Hot Mix Plant</td>
<td>Road Pot Holes Repairing</td>
</tr>
<tr>
<td>17</td>
<td>368</td>
<td>467</td>
<td>Hot Mix Plant</td>
<td>Repairing of Road/Cable Cut</td>
</tr>
<tr>
<td>18</td>
<td>385</td>
<td>504</td>
<td>Garden</td>
<td>Repairing of Chowkidaar Quarter</td>
</tr>
<tr>
<td>19</td>
<td>459</td>
<td>624</td>
<td>Education</td>
<td>Repairing of Primary School Building</td>
</tr>
<tr>
<td>20</td>
<td>460</td>
<td>625</td>
<td>Education</td>
<td>Repairing of Middle School Building</td>
</tr>
</tbody>
</table>

Source: NMC Delegation Orders and NMC Financial Budgets.

### Table 3: Heads under Capital Expenditure

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>New Head</th>
<th>Old Head</th>
<th>Department</th>
<th>Expenditure Head</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>561</td>
<td>80</td>
<td>Library</td>
<td>Construction and Extension of Library</td>
</tr>
<tr>
<td>2</td>
<td>590</td>
<td>220</td>
<td>Animal Shelter House</td>
<td>Construction of Animal Shelter House</td>
</tr>
<tr>
<td>3</td>
<td>611</td>
<td>360</td>
<td>Underground Drainage</td>
<td>Construction of Public Toilets/Urinals in Market</td>
</tr>
<tr>
<td>4</td>
<td>612</td>
<td>361</td>
<td>Underground Drainage</td>
<td>Construction of Public Urinals</td>
</tr>
<tr>
<td>5</td>
<td>613</td>
<td>363</td>
<td>Underground Drainage</td>
<td>Underground Drainage</td>
</tr>
<tr>
<td>6</td>
<td>617</td>
<td>369</td>
<td>Underground Drainage</td>
<td>Ladies Urinal in Market</td>
</tr>
<tr>
<td>7</td>
<td>620</td>
<td>372</td>
<td>Underground Drainage</td>
<td>Nirmal Sahar Yojana</td>
</tr>
<tr>
<td>8</td>
<td>637</td>
<td>419</td>
<td>PWD</td>
<td>Fabrication and Fitting of Jaali on Well</td>
</tr>
<tr>
<td>9</td>
<td>641</td>
<td>423</td>
<td>PWD</td>
<td>Ward Fund</td>
</tr>
<tr>
<td>10</td>
<td>676</td>
<td>472</td>
<td>Hot Mix Plant/ Road</td>
<td>Construction and Repairing of Roads</td>
</tr>
<tr>
<td>11</td>
<td>680</td>
<td>479</td>
<td>Hot Mix Plant/ Road</td>
<td>Works in 572 and 1900 layouts handed over by NIT</td>
</tr>
<tr>
<td>12</td>
<td>716</td>
<td>517</td>
<td>Electrical</td>
<td>Fitting of 50/70 Watts Sodium Lamps on MSETCL*** Poles</td>
</tr>
<tr>
<td>13</td>
<td>719</td>
<td>521</td>
<td>Electrical</td>
<td>Phase Installation on MSETCL*** Poles</td>
</tr>
<tr>
<td>14</td>
<td>756</td>
<td>700</td>
<td>Education</td>
<td>Improvement/ Provision of Basic Amenities in School</td>
</tr>
</tbody>
</table>

*** Maharashtra State Electricity Transmission Company Limited (MSETCL)

Source: NMC Delegation Orders and NMC Financial Budgets.
Prior to decentralization these authority was delegated to sector coordinator/ sector DyMC. Because of this, there used to be inordinate delay in getting administrative sanction of works under above expenditure heads. Now since administrative sanctions of above heads are granted at zonal level there is considerable saving in time especially for getting approval of emergency work.

4.3.3.3 Administrative authority delegated related with discharging of Human Resource Department (HRD) functions

Municipal Commissioner has also delegated following HRD related authority to AC /WO at zonal level.

1) To take disciplinary action against class 3 and 4 employees of the zone under section 52 of the CNC Act, 1948 as mentioned in Table 1 above.
2) To regularly update and certify service books of all employees of the zone.
3) To sanction casual leave of all employees of the zone.
4) To sanction all types of leave not exceeding 60 days of class 2, 3 and 4 employees of the zone.
5) To prepare and forward pension cases of all employees of the zone whose retirements are due on account of superannuation or voluntary.
6) To write annual Confidential Report (CR) in the capacity of Reporting Officer of all class 2, 3 and 4 employees of the zone and forward CR to respective Reviewing Officer of the zone.
7) To transfer class 3 and 4 employees within various departments of the zone.
8) To grant and recover festival advance given to employees of the zone subject to financial provision in the budget and prior approval of Chief Accounts and Finance Officer.

4.3.3.4 Administrative authority delegated for miscellaneous purpose

In addition to above, Municipal Commissioner has also delegated following miscellaneous authority to AC/WO at zonal level:

i) AC/WO is designated and given status of Office Head of the zone office.
ii) AC/WO is also given status of Drawing and Disbursing Officer (DDO).
iii) To represent NMC as an Appellate Information Authority for concerned Zonal Office of following Departments/matters of the zone under provision of sections of Right to Information (RTI) Act, 2005.
   1. Health (Sanitation) Department,
   2. Marriage Registration Department,
   3. Tax and Tax Assessment Department,
   4. PWD / Building Department,
      a) Matters related to action against unauthorized construction, dilapidated and dangerous buildings, etc.
      b) Matters related to sanction of building permit of area 500 sq.metres and below.
   5. All Administrative matters related to the concerned zone.

4.4 Fiscal Decentralization

In fiscal decentralization substantial revenue and expenditure authority is accorded to intermediate and local governments. In context with fiscal decentralization, Bardhan (1996) described that “this largely involves assignment of expenditures and revenues to lower-level governments.” According to Manor (1999) “in fiscal decentralization, central governments transfer influence over budgets and other financial powers either to local governments or to their own regional/local offices. In the former case, budgetary powers are transferred to local governments”.

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Applying analogy of above meaning of fiscal decentralization to NMC, fiscal decentralization in NMC is studied as follow:

a) Assignment of expenditures and revenues from NMC Headquarter to zonal level offices i.e. share of zone offices in total revenues and expenditures.

b) Secondly transfer of influence over budget by NMC Headquarter to 10 zonal offices of NMC shall be studied.

c) Lastly delegation of financial authority from headquarters to AC/WO who heads zonal offices shall be studied.

4.4.1 Assignment of expenditures and revenues from NMC Headquarter to zonal level offices i.e. share of zone offices in total revenues and expenditures

Post decentralization following types of revenue and expenditure were transferred from Headquarter to zonal offices.

4.4.1.1 Revenue heads

Post decentralization from 2005-2006 onwards task of generating revenue from revenue heads like property tax, water tax and market recovery were transferred from Headquarter to zone office. Revenue generated from these sources before and after decentralization is shown in Table 4.

4.4.1.2 Expenditure heads

With an objective of making zonal offices financially independent for handling routine works and problems related to sewerage disposal, water supply, water logging, street lighting, roads, emergency work etc., quickly and efficiently at zonal level various heads under revenue expenditure and capital expenditure were transferred from Headquarter to zonal office. These heads are mentioned in Table 2 and Table 3 given above.

4.4.2 Transfer of influence over budget by NMC Headquarter to 10 zonal offices of NMC

After decentralization NMC Headquarter decentralized budget preparation of aforesaid revenue and capital expenditure heads to zonal level. Post decentralization certain amount under each head mentioned in Table 2 and Table 3 is allocated to each zone, proportionate to its population, whereas prior to decentralization there was no allocation of amount as shown in Table 5.

| Table 4 : Revenue of NMC Before and After Decentralization (Figures in Lakhs of Rupees) |
|-----------------------------------|---------------------------------|---------------------------------|
|------|--------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| 1    | OCTROI * | 8763.56 | 10185.64 | 11753 | 12498.6 | 13387 | 15296.3 | 16894.71 | 20197.32 | 23413.00 | 27178.00 | 29514.2 | 36278.4 |
| 2    | PROPERTY TAX* | 3217.85 | 4432.81 | 5913 | 6057.97 | 5521.64 | 5795.98 | 6942.14 | 6753.76 | 8846.14 | 7613.9 | 10524.88 | 13255.7 |
| 3    | WATER TAX* | 1765.23 | 3122.54 | 4384.21 | 4507.23 | 4891.2 | 5146.01 | 4840.70 | 5011.43 | 5116.00 | 4771.08 | 7139.00 | 8970.8 |
| 4    | MARKET RECOVERY* | 155.98 | 287.28 | 284.25 | 229.56 | 229.06 | 221.89 | 259.75 | 266.91 | 216.46 | 285.5 | 387.87 | 363.75 |
| 5    | GOVT. GRANTS* | 3239.84 | 2501.61 | 2831.74 | 2023.35 | 3000.83 | 4072.31 | 3800.63 | 3749.53 | 3304.18 | 3951.55 | 4345.77 | 5498.45 |
| 6    | LOAN* | 702 | 3470 | 165 | 6610.07 | 0.00 | 0.00 | 2657.00 | 4413.00 | 0.00 | 0.00 | 5000 | 10000 |
| 7    | ADVANCES, INVESTMENT ETC.* | 1648.97 | 2173.7 | 3920.34 | 3756.74 | 3044.75 | 3272.03 | 4244.86 | 5704.17 | 4032.75 | 7096.13 | 8559.9 | 6412.11 |
| TOTAL-> | 19493.43 | 26173.58 | 29251.54 | 35683.53 | 30074.48 | 33804.53 | 39639.79 | 46096.12 | 44928.53 | 50896.16 | 65471.62 | 80779.2 |

* Figures in Lakhs of Rupees, *** Year of Decentralization - 2004-05
Source: NMC Budgets of Financial Years from 1999-00 to 2010-11
Table 5: Provisions made in Zonal Budget under Various Expenditure Heads Before and After Decentralization

<table>
<thead>
<tr>
<th>S. No.</th>
<th>Financial Year</th>
<th>Provision for Total Expenditure of NMC*</th>
<th>Provision for Zonal Work under various Expenditure Heads</th>
<th>% Provision of Total Expenditure of NMC</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Revenue Expenditure*</td>
<td>Capital Expenditure*</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Before Decentralisation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1</td>
<td>2000-01</td>
<td>43330</td>
<td>NIL</td>
<td>0</td>
</tr>
<tr>
<td>2</td>
<td>2001-02</td>
<td>39836</td>
<td>NIL</td>
<td>0</td>
</tr>
<tr>
<td>3</td>
<td>2002-03</td>
<td>39146.22</td>
<td>NIL</td>
<td>0</td>
</tr>
<tr>
<td>4</td>
<td>2003-04</td>
<td>48636.86</td>
<td>NIL</td>
<td>0</td>
</tr>
<tr>
<td>5</td>
<td>2004-05</td>
<td>43959.66</td>
<td>NIL</td>
<td>0</td>
</tr>
<tr>
<td></td>
<td></td>
<td>After Decentralisation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6</td>
<td>2005-06</td>
<td>55480.83</td>
<td>233</td>
<td>1287</td>
</tr>
<tr>
<td>7</td>
<td>2006-07</td>
<td>54414.45</td>
<td>550.75</td>
<td>1183.17</td>
</tr>
<tr>
<td>8</td>
<td>2007-08</td>
<td>61237.98</td>
<td>971.17</td>
<td>2902.47</td>
</tr>
<tr>
<td>9</td>
<td>2008-09</td>
<td>78473.91</td>
<td>1251.81</td>
<td>3498.15</td>
</tr>
<tr>
<td>10</td>
<td>2009-10</td>
<td>87598.01</td>
<td>1215.9</td>
<td>4894.99</td>
</tr>
<tr>
<td>11</td>
<td>2010-11</td>
<td>119312.88</td>
<td>809.89</td>
<td>3808.92</td>
</tr>
</tbody>
</table>

Source: NMC Budgets of Financial Years from 2000-01 to 2010-11

Task of preparing zonal budget of these heads and allocated amount is entrusted to AC/WO at zonal level. Every year AC/WO prepare zonal budget of above heads in consultation with Wards Committee, Corporators, citizens, subordinates, etc., keeping in view departmental and zonal needs. AC/WO then presents the zonal budget before Wards Committee. Chairperson of the Wards Committee then forwards the zonal budget with modifications, if any, to Headquarter for inclusion in main NMC budget.

Budget is then presented before House for discussion and sanction. Once the budget is passed in the House (including zonal budget) with modification, if any, then the task of implementing the same at zonal level i.e. execution of the work proposed under zonal heads in the zone is entrusted to AC/WO.

4.4.3 Delegation of financial authority from Headquarter to AC/WO who heads zonal office

Municipal Commissioner has also delegated financial authority to grant financial sanctions to the works under zonal heads to AC/WO. Details of these heads are listed in Table 2 and Table 3.

5. CONCLUSION

Thus, in this paper, type and extent of Political, Administrative and Fiscal decentralization which has taken place in NMC during the time period from 2004 to 2012 has been studied, discussed and reported.

It can be concluded that in the light of 74th CAA and provisions of the CNC Act, 1948 all three types of decentralization i.e. Political, Administrative and Fiscal decentralization has been done to fair extent in NMC.

6. ACKNOWLEDGEMENTS

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