

Final Report

**STUDY ON
URBAN SECTOR FEEDBACK
FOR
METROPOLITAN PLANNING COMMITTEES**

Submitted to
**Ministry of Urban Development
Government of India**

By

**Prof. K. K. Pandey
Prof. P. K. Chaubey
Dr. Kusum Lata Khurana
Dr. Sachin Chowdhry**



Conducted by
**Indian Institute of Public Administration
New Delhi
March, 2011**

PREFACE

This study examines the institutional mechanism and planning agenda for metropolitan areas in India in the overall context of Metropolitan Development Plan (MDP) as contemplated by article 243 ZE of 74th Constitutional Amendment Act of 1992. The study reaffirms that the metropolitan areas have a fairly complex institutional frame-work with overlapping jurisdictions, functions, roles and responsibilities. It is therefore, essential to promote integrated planning for a sustainable and inclusive growth of metropolitan area as a whole.

It is noted that implementation of the constitutional provision to create the institution of Metropolitan Planning Committees to prepare MDP is far from satisfactory. Out of over 50 metropolitan areas, only one namely Kolkata has a MDP and another (Mumbai) is undergoing initial steps to work out a frame-work for MDP. These are the only four metropolitan areas which have Metropolitan Planning Committees (MPC) duly elected by the elected functionaries of local bodies. This shows that the states, which have to undertake the implementation of constitutional provision, appear to have adopted a 'Go Slow' approach and are reluctant to devolve powers and authority for decentralized planning for a metropolitan region. However, there appears to be a consensus and consistency at central level to engage, guide and motivate states to expedite their actions on the creation of MPCs. This includes reforms agenda of JNNURM, issuing of an advisory from Ministry of Urban Development, recommendations of Second Administration Reforms Commission etc.

The study observes that the issues related of planning for a metropolitan region are complex and heterogeneous. These are fairly different among mega cities and other metropolitan area. Whereas the mega cities have international character on account of connectivity and economic profile, other metropolitan areas are focal points of growth in a wider region of state or inter-state economic cooperation. The institutional frame-work, instrument pattern, planning requirements, financial issues etc. vary from one type to other. Therefore, the structure of MPC and MDP ought to suitably vary from one type of metropolitan area to other.

The study also observes the need to bridge the urban divide, the urban rural divide and ensure smooth transition in a metropolitan region through integration of physical and spatial planning combined with an investment and an implementation plan. At the same time, there is also a need to address the present system of ad-hoc, and

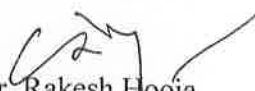
irregular planning, jurisdictional overlapping and multiplicity of roles and responsibilities as well as resource crunch at the Urban Local Body (ULB) level.

As a pre-requisite, however, it is suggested that the institution of Metropolitan Planning Committee has to be created with appropriate powers and authority to be able to prepare an inclusive, sustainable and integrated plan for the metropolitan regions. It is also suggested that due cognizance should be given to the distinct nature of mega-city region and other metropolitan areas. It is also suggested that due to strategic role of mega cities and metropolitan regions, the state governments have to ensure that the respective plans are prepared in line with the overall policy agenda of state and national policy objectives regarding sustainable urbanization. Finally, the study suggests a follow-up agenda covering different actions to expedite the creation of MPC so as to promote integrated planning for metropolitan areas.

IIPA is thankful to the Ministry of Urban Development, Government of India for assigning the study to the Centre for Urban Studies at IIPA. We are particularly thankful to Shri A. K. Mehta, Joint Secretary, and the Ministry for providing valuable guidance to the study team. We are also thankful to members of stakeholders' meet who provided further guidance for the finalisation of the study. In addition, our thanks are also due to senior officers and other functionaries from states and other departments and respective city governments of Andhra Pradesh, Karnataka, Maharashtra, Madhya Pradesh, West Bengal and Uttar Pradesh who provided their valuable support and guidance to study team.

At the institute Prof. K. K. Pandey coordinated the study along with a team of senior members of the IIPA faculty namely Prof. P. K. Chaubey, Dr. Kusum Lata, Dr Sachin Chowdhry who helped to design the study, carry out necessary field work and the prepare final report on the basis of wider feedback from various stakeholders. Each of them deserves our special appreciation.

I am sure that the study would be used as a resource material on the subject and would also facilitate suitable follow-up to expedite the creation of MPCs and the preparation of inclusive and sustainable Metropolitan Development Plan.


Dr. Rakesh Hooja
Director
Indian Institute of Public Administration
IP Estate New Delhi

March, 2011

Acknowledgements

We are thankful to the Ministry of Urban Development, Government of India for assigning this Study to the Centre for Urban Studies, Indian Institute of Public Administration, New Delhi. We are also thankful to senior State Government officers and functionaries of state parastatals from Maharashtra, Karnataka, West Bengal, Andhra Pradesh, Madhya Pradesh and Uttar Pradesh for their kind information and suggestions.

Our thanks are also due to Development Authority and City Governments in the six Metropolitan Regions in the country namely Bangalore, Hyderabad, Kolkata and Mumbai Bhopal and Kanpur. We have also got extremely useful information from Metropolitan Planning Committee in Mumbai and Kolkata. In addition, the Study Team also had discussions with other experts in the Central Metropolitan Region as above and experts involved in the sector at New Delhi. We are particularly thankful to Sri AK Mehta Joint Secretary Urban Development in the Government of India for his valuable support and guidance at different stages of the study. Our thanks are also due to the participants of stakeholders meet for giving useful suggestions for the final report.

We are also thankful to Shri Rahat Hasan and Shri Anil for their valuable support during field work, data analyses and analytical report writing. We are sure that this study will provide useful information and feedback for urban sector decentralized plan in the country with a particular reference to metropolitan regions.

Prof. K. K. Pandey
Prof. P. K. Chaubey
Dr. Kusum Lata Khurana
Dr. Sachin Chowdhry

March, 2011

CONTENTS

	Page No.
<i>Preface</i>	<i>ii</i>
<i>Acknowledgements</i>	<i>iv</i>
<i>List of Annexure</i>	<i>vi</i>
<i>Abbreviations</i>	<i>vii</i>
<i>List of Tables, Boxes, Charts and Graphs</i>	<i>x</i>
Executive Summary	xii
Chapter 1	
INTRODUCTION	1
Chapter 2	
URBANIZATION, METROPOLITANISATION AND INTEGRATED PLANNING	6
Chapter 3	
OVERVIEW OF TOWN AND METROPOLITAN PLANNING	12
Chapter 4	
PROGRESS ON MPC AT SELECT METRO REGIONS	18
Chapter 5	
URBAN PLANNING CONCERNS for MDP	35
Chapter 6	
ISSUES ON CONSTITUTION OF MPCs	47
Chapter 7	
FRAMEWORK FOR A SUSTAINABLE AND INCLUSIVE MDP	54

List of Annexure (I-XII)

ANNEXURE I:	Data Sheet	70
ANNEXURE II:	Select ULB Profile	72
ANNEXURE III	: States/ UTs Level Information Sheet	75
ANNEXURE IV (a):	Demographic Profile of Mega City Regions	76
ANNEXURE IV (b):	Demographic Profile of Selected ULBs	77
ANNEXURE V	: Persons Contacted	78
ANNEXURE VI	: Points emerging form the stakeholders' meet	81
ANNEXURE VII	: Metropolitan Areas in India	83
ANNEXURE VIII	: Status of select services in Bhopal	86
ANNEXURE IX	: Salient Features of Proposed MPC in Uttar Pradesh	89
ANNEXURE X	: ATR on SARC	92
ANNEXURE XI	: MoUD Advisory on MPC	105
ANNEXURE XII	: Frame work for Inter-governmental Actions	112

ABBREVIATIONS

APSCB	Andhra Pradesh Slum Clearance Board
ATR	Action Taken Report
BDA	Bangalore Development Authority
BHEL	Bharat Heavy Electronic Limited
BMA	Bangalore 'Metropolitan Area
BMC	Bhopal Municipal Corporation
BMR	Bangalore Metropolitan Region
BMRDA	Bangalore Metropolitan Regional Development Authority
BRGF	Backward Region Grant Fund
BWSSDB	Bangalore Water Supply & Sewage Disposal Board
CAA	Constitution Amendment Act
CBO	Community Based Organization
CBOs.	Community Based Organisations
CDP	City Development Plan
CFC	Central Finance Commission
CIDCO	City and Industrial Development Corporation
CPA	Capital Project Administration
CSOs.	Civil Society Organizations
DDP.	Draft Development Plan
DMI	Disaster Management Institute
DPC	District Planning Committee
ECBC	Energy Conservation Building Code
EFP	Environmental Friendly Plan
FDI	Foreign Direct Investment
GDP	Gross Domestic Product
GIS	Geographic Information System
Gol	Government of India
GMMC	Greater Mumbai Municipal Corporation

HAD	Hyderabad Development Area
HMA	Hyderabad Metropolitan Area
HMDA	Hyderabad Metropolitan Development Authority
HMR	Hyderabad Metropolitan Region
HUDA	Hyderabad Urban Development Authority
IIPA	Indian Institute of Public Administration
JNNURM	Jawaharlal Nehru National Urban Renewal Mission
KDA	Kanpur Development Authority
KMA	Kolkata Metropolitan Area
KMC	Kolkata Municipal Corporation
KMDA	Kolkata Metropolitan Development Authority
KMPC	Kolkata Metropolitan Planning Committee
KMR	Kanpur Metropolitan Region
KNN	Kanpur Nagar Nigam
KUSP	Kolkata Urban Services for the Poor
MDG	Millennium Development Goal
MDP	Metropolitan Development Plan
MHADA	Maharashtra Housing & Area Development Authority
MMR	Mumbai Metropolitan Region
MMRDA	Mumbai Metropolitan Region Development Authority
MRIS	Mass Rapid Transport System
MoUD	Ministry of Urban Development
MPC	Metropolitan Planning Committee
NAPCC	National Action Plan on Climate Change
NGOs	Non Governmental Organizations
NIUA	National Institute of Urban affairs
NMMA	Non-mega Metropolitan Areas
NMSH	National Mission on Sustainable Habitat
O&M	Operation and Management
PHED	Public Health and Engineering Department

PMRDA	Pune Metropolitan Region Development Authority
PPP	Public Private Partnership
PWD	Public Work Distribution
RLB	Rural Local Body
RWAs	Resident Welfare Associations
SARC	Second Administration Reforms Commission
SEZ	Special Economy Zone
SFC	State Finance Commission
SPC	Standing Planning Committee
SRA	Slum Reconstruction Authority
STP	Sewerage Treatment Plant
SWM	Solid Waste Management
TCPO	Town & Country Planning Organisation
UIT	Urban Improvement Trust
ULB	Urban Local Body
ZDPs	Zonal Development Plans

LIST OF TABLES

Table No.	Title	Page No.
1.1	Selected ULBs in Mega City Areas	3
2.1	Comparison of DPCs and MPCs	8
4.1	Seats Distribution in KMPC	20
4.2	Electoral Composition of MPCs	25
5.1a	Physical & Demographic Compositions	36
5.1b	Details of Local Bodies	36
5.2	Population Density of MPCs, Largest Cities and selected Towns	37
5.3	Typology of Urban Divide	38
5.4	Incidence of Isolated, Ad-hoc and Conventional Planning	39
5.5	Institutional Jurisdiction	40
5.6	Municipal Fiscal Stress among Sample Metropolitan Regions	42
5.7	Development Indicators at Other Metropolitan Towns	43
5.8	Institutional Arrangement in Selected Towns	45

LIST OF BOXES

Box- No.	Title	Page No.
3.1	Evolution of Town Planning Acts in India	13
3.2	Twelfth Schedule (Article 243W)	14

LIST OF CHARTS

Charts- No.	Title	Page No.
7.1	Frame-work for Inclusive and Sustainable MDP	57
7.2	MPC as Autonomous & Accountable Institution	58
7.3	MPC as Focal Point for Metro Planning	59
7.4	Process for Plan Formulation at Metropolitan Region	60
7.5	Procedural Route for Realistic Metro Plan	61
7.6	Environment Friendly Metro Plan	63
7.7	Framework of Inclusive Plan	65
7.8	Process for a Sustainable Plan	66

Executive Summary

1. This study is one of the initial studies in the country to examine the progress made on constitution of Metropolitan Planning Committees (MPCs) to prepare Metropolitan Development Plan (MDP) for inclusive and sustainable growth of metropolitan region as stipulated in Article 243 ZE of the Constitution. The Study is based on four mega cities regions and two other (non-mega city) metropolitan regions namely: Bangalore, Hyderabad, Kolkata, Mumbai, Bhopal and Kanpur.
2. The study reaffirms that 'metro-planning' is an integral part of overall metropolitan governance. The physical expansion of cities assumes a size of city region whereas jurisdiction of city governments does not expand accordingly. However, the 'soul' of city remains the same in terms of socio-economic, environmental, spatial, physical realms and inter-dependence among different parts of the regions.
3. Study observes that the progress made on creation of MPCs at metropolitan regions in the country is far from satisfactory. Out of 50 plus metropolitan areas only four namely Kolkata, Mumbai, Nagpur and Pune have MPCs whereas only Kolkata has Metropolitan Development Plan (MDP). This shows a reluctance on part of states to expedite the implementation of constitutional provision and devolve power and authority for decentralized planning at metropolitan level.
4. The study, however, notes that there is a consistency and consensus at central level to engage, guide, encourage and support state governments to expedite application of 243 ZE to create MPCs. It is reflected in the JNNURM reform agenda, ATR on Second Administrative Reforms Commission (SARC) and XIII Finance Commission and advisories issued by Ministry of Urban Development on the subject.
5. The study also reaffirms that typical characteristics of a mega city region are different than other metro region. This covers settlement typology, magnitude of poverty, resource availability, institutional arrangements and

relatively wider stakes of state and central governments. Mega cities are Global in nature whereas other metropolitan areas have critical importance in the regional and operate in inter-state context.

6. Although, states with mega cities have taken preliminary steps, the progress on initial steps is fairly slow. It appears that states have some hesitation to expedite follow up and are moving in a 'go slow manner'. This is particularly noted among the states that have one or more mega cities within their jurisdiction. The other states are far behind to take the initial steps towards creation of MPC.
7. Initial steps to create MPC at mega city region among selected states are taken at different levels of implementation. It is noted that MPCs at Kolkata and Mumbai are headed by respective Chief Ministers and are hosted by respective planning authority of the region namely Kolkata Metropolitan Development Authority (KMDA) and Mumbai Metropolitan Region Development Authority (MMRDA). The other two mega city regions namely Bangalore and Hyderabad are at preliminary stages of implementation of constitutional provision. Whereas a notification has been issued by Government of Andhra Pradesh for MPC at Hyderabad, Bangalore governance Act is under preparation in Karnataka which is likely to pave way for notification as per constitutional requirement.
8. On the other hand, the two other metropolitan towns namely Bhopal and Kanpur do not have any notification in place by respective states namely Madhya Pradesh and Uttar Pradesh to follow necessary actions to create MPC. However, a draft amendment in the state Municipal Act is pending in Uttar Pradesh for consideration of the Government of U.P. However, due to growing urbanization, economies of scale and development process, the respective city regions are emerging as a compact unit of habitat which deserves to be planned on a scale of city region rather than individual local authority area.

9. 'Go Slow' implementation of MPC (except for Kolkata) has hampered the basic task of MPC i. e. to prepare a Metropolitan Development Plan to promote integrated and sustainable growth of metropolitan region.
10. Study also notes that, present framework of municipal functions in the respected regions does not fully cover the functions listed in Schedule XII as per Article 243W of the Constitution with a particular reference to environmental protection, poverty alleviation, roads/transport, land and town planning etc. Further the Second Administrative Reforms Commission has suggested a couple of other functions to be included in municipal functions such as policing, traffic management, education etc. Therefore, the functional domain has to be modified as per schedule XII of Constitution to put a framework in place for preparation of Development Plan at local body level.
11. Study also reaffirms that MPCs should have a reasonable degree of authority, accountability and transparency. It should not be merely a supporting institution or a sub-office of development authority of the city region which should, rather, operate as secretariat of MPC.
12. It is also noted that a framework for bottom up planning does not exist to create a development plan at local (urban/rural) level for further consideration by the MPC. There is a need to give due cognizance to the local priorities in the letter and spirit of 74 Constitution Amendment Act of 1992 with the particular reference to (i) transitional phase of urbanization among rural and smaller urban areas, (ii) municipal service disparities, (iii) gap between planning, policy and implementation, (iv) inter agency coordination and (v) fiscal stress at local body level.
13. Study also finds a need to modify planning standards in a metropolitan region giving due cognizance to the potential role of rural areas as de facto urban centers. Finally, states should put up guidelines for preparation of Development Plan. It should include preparation of Development Plan under alternate scenario, dovetailing Long Term, Medium Term and Short Term perspective of planning.

14. It is noted that MDP should focus on integration of socio-economic, physical, spatial, environmental concerns to have a holistic vision to address development requirements of the region.
15. This Study suggests that MPC should operate as focal point for planning which has (i) due authority, funds and functions; (ii) a chairperson senior enough to bring together the complex nature of governance (iii) exclusive jurisdiction (no overlapping with DPC); (iv) full time and exclusive staff; (v) independent office; (vi) funds for establishment and routine expenditure; (vii) funds for onward allocation and transfer to development authority, parastatals, local bodies and other agencies (viii) powers to monitor and evaluate implementation of MDP and (ix) capacity building of all the stakeholders involved in the implementation of MDP.
16. Owing to the distinct characteristics of mega city and other metropolitan region, the post of chairperson could be filled under two different methods. Whereas Chief Minister could be ex officio chairperson of mega city MPCs, Minister Incharge could be chairperson of other MPCs. In both cases, the chairperson can nominate a co-chairperson out of elected members of MPC for necessary assistance to Chairperson in a regular manner. Similarly the post of Member Secretary of MPC should go to CEO of Development Authority in the Mega city region whereas the Divisional Commissioner could be the Member Secretary at other metropolitan areas. It is also observed to remove overlapping with DPC and such areas as fall in DPC within MPC area should be merged with MPC itself.
17. The focal point has to also include coordination with central government and state government, bi-lateral/multi-lateral agencies, private sector, civil society, parastatals, local development agencies for specific services and local governance. It has to also facilitate bottom up perspective to State Planning Board, State Finance Commission, Central Finance Commission and Planning Commission of Government of India. MPC has to also detail out framework for short term (annual), medium term (five year) and long term (20 years) perspective for (i) Development Plan and (ii) Metropolitan

Development Plan (MDP) as per focus of Government of India and respective State Government.

18. Development Plan should, therefore, provide basis to a representative MDP through a process of inclusive planning covering local Media and NGOs, environment friendly concerns and poverty alleviation. This process should be followed by participatory interaction among (a) ULB/ RLB (b) Civil Society including private sector, (c) concerned parastatals and (d) Empowered committee of MPC to monitor implementation of MDP.

Follow up Agenda for States

19. In line with above points, states need to take specific actions to expedite creation of MPCs as per 243 ZE and subsequent emphasis given by JNNURM, advisories of MoUD, GoI, recommendation of Second Administrative Reform Commission (SARC) and 13th Finance Commission. These actions include:

- (i) Prepare a proposal and seek necessary approval for amendment of State Town Planning Act to notify detailed modalities and procedure for constitution of Metropolitan Planning Committee.
- (ii) The structure of MPC should give due cognizance to specific requirements/ context of mega city areas and other metropolitan areas.
- (iii) DPC (District Planning Committee) areas falling within the limits of respective Metropolitan area should be delinked from respective districts and merged within the metropolitan areas.
- (iv) Chairperson of MPC should be ex-officio Chief Minister of respective state for Mega Cities and a Minister In-charge for other Metro city regions. The MPC should also have a co-chairperson/ vice chairperson as nominated by respective chair-person out of elected members of MPC.

- (v) MPC secretariat hosted at respective development authority should have an exclusive office with the necessary allocation of funds and deployment of staff on a regular basis.
- (vi) Respective development agency, whose jurisdiction is coterminous with the boundaries of Metropolitan areas, should host the secretariat of MPC.
- (vii) Chief Executive Officer/ Commissioner of Development agency hosting the secretariat of MPC, should be given the duties or responsibility of member secretary of MPC in mega city regions whereas divisional commissioner may operate as Member Secretary of MPC for other metropolitan areas.
- (viii) Each ULB in the metropolitan area should be given representation in the MPC, through cooption of members from those ULBs which are not represented in the MPC.
- (ix) Functional domain of ULBs should be modified/ functions should be devolved to ULBs as per article 243 (W), Schedule XII of Constitution as included in the 74th CAA and recommendation of Second Administrative Reforms Commission (SARC) and XIII Finance Commission as accepted by Government of India in its ATR (Action Taken Report). These include important functions such as Policing, Land, Environment, Socio Economic Plan, Education, Hospitals etc.
- (x) Local bodies within MPC should adopt a common frame-work for levels and standard of basic services irrespective of their status of rural/ urban.
- (xi) Inter-local body transport planning and delivery of services should be assigned to transport authority especially created for the purpose as per recommendations of SARC.
- (xii) Spatial plan/ land use plan and vertical supply of land should be linked to transport plan/ network.

- (xiii) A model frame-work could be drawn to prepare Development Plan (both physical and financial) of ULBs taking into account functional domain of local bodies (as per recommendation of 13th Finance Commission) and scope for a perspective plan under alternate scenario i.e. short-term (annual), medium term (5 year) and long term (15-20 year) perspective.
- (xiv) The model frame-work should promote a bottom-up, participatory and inclusive plan in the overall context of sustainability.
- (xv) States should also draw broad guidelines (for consolidation of local plans) to prepare a Metropolitan Development Plan (MDP) covering integration of socio-economic, investment, environmental and spatial plan for the metro-region as a whole. MDP should also give due cognizance to recent policies and programmes to draw necessary feedback for respective task with a particular reference to National Urban Sanitation Policy, City Sanitation Plan Service Level Benchmarking (SLB), affordable housing, vertical supply of land, reservation of land for weaker sections as per National Urban Housing and Habitat Policy and implementation of reform agenda under schemes/ programmes of Central/ State Government.
- (xvi) Empower MPC to also operate as a coordinating agency for the implementation of MDP with the constitution of empowered committee to carry out monitoring, follow-up coordination and feedback for the implementation of MDP.
- (xvii) Authorise MPC to also channel fiscal transfers to local bodies within its jurisdiction.
- (xviii) Enable MPC to also facilitate resource mobilisation including innovative methods such as 'Bonds'-by individual local bodies and inter local body cooperation (pool financing).

20. Finally, states hold the key to implement decentralized planning for a city region as per letter and spirit of 74th CAA of 1992. The actions by respective states to create MPC have to give cognizance to the due overall national and state policy objectives and specific nature of mega cities and other metropolitan areas.

Chapter -1 INTRODUCTION

Background

74th Constitution Amendment Act (CAA) of 1992 in India has promoted a process of decentralisation and empowerment of urban local bodies. It is in line with the global recognition that urbanisation is inevitable and irreversible and has positive relationship with the levels and pace of economic development. Accordingly, as a part of development process, India after a transition from pre-dominantly rural (up to 1981) to a semi-urban society, is also moving towards a pre-dominantly urban society i. e. a level of 50 per cent of total population. The global population, however, has already achieved 50% mark of urbanisation in the year 2007.

Urbanisation trends and pattern in India show a great deal of variation from one state to other. Whereas some states namely Tamil Nadu, Maharashtra, Gujarat etc. are moving towards semi-urban to urban society (25 to 50+ per cents of state population), other states such as Orissa, Bihar, Uttar Pradesh, Chhatisgarh, Jharkhand etc are still undergoing a transition from predominately rural to a semi-urban society. Further, there is a direct relationship between state incomes and level of urbanisation. On the whole urbanisation is picking up as part of overall development process.

It is also noted that a vast majority of urban population in India live among class I (1,00,000 plus) cities with a further concentration of population among million plus cities which as per 2001 census constituted 38% of total urban population of India – metro cities, therefore, are seen as focal point for future urban growth. It is, therefore, felt to establish a process of sustainable and inclusive planning. It is also noted that the metro region as a whole should be taken up for integrated planning rather than individual local bodies only. Urban planning in India has been generally limited to city level planning without due consideration of the growth in the regional context and implementation through suitable investment plan and institutional framework. Therefore, overall urban planning and development is not based on inclusive and realistic planning. It is by and large done for project based implementation due to a complex and diversified nature of institutional, legal, financial and administrative system.

It was in this context that 74th CAA made a provision for Metropolitan Planning Committee (MPC) (as per article 243ZE) and District Planning Committee (DPC) (as per article 243ZD) to have a realistic and sustainable planning. As the urban development is a state subject in India's federal structure, the creation of MPCs was to be carried out by respective states.

Objectives of the Study

This study has been undertaken in the overall context of need of MPC and its operational modalities to address the urban planning concerns in the respective metro region. Therefore, a feedback has been attempted from various stakeholders to supplement the MPCs with realistic assessment of urban concerns in a city region so as to prepare a sustainable and inclusive Metropolitan Development Plan (MDP). Thus, as part of urbanisation process, the planning for a city region is expected to emerge as a matter of special focus and attention. The Institutions of MPC and DPC should, therefore, operate as a viable unit of integrated planning which is not confined to spatial plan only.

Most states, now, are at different stages of implementation of constitutional provision on creation of MPCs (Metro Planning Committees). At this point of stage, it is essential to ensure that urban sector issues are adequately reflected in the overall process of planning and decision making. This study presents an analysis of the institutional and governance structures of selected metropolitan regions in order to draw the lessons emerging from them for a potential action plan of MPC. The study covers specific objectives such as to:

1. Examine the status, process and potential feedback for constitution of MPC in the selected city regions/ metropolitan areas taking into account the role of urban local bodies in the overall institutional frame-work in the respective region.
2. Determine typology of urban planning concerns as a reference point for Metropolitan Development Plan (MDP).

3. Prepare broad frame for a sustainable and inclusive MDP.

Methodology

The study is based on four mega city regions namely Bangalore, Hyderabad, Kolkata and Mumbai. It was observed that constitution of MPC has been completed among two mega cities only namely Mumbai and Kolkata. Among these, two mega regions such as Kolkata and Mumbai have completed initial steps to constitute MPC and other two are taking initial steps to constitute MPC. One major Municipal Corporation and one municipality of each mega region were selected in consultation with stakeholders to collect detailed information on urban planning concerns at selected local bodies. Selected Municipal Corporation and Municipalities in the four mega regions are as follow:

Table 1.1
Selected ULBs in Mega City Areas

Mega City Areas	Municipal Corporations	Municipalities
Bangalore	Bangalore	Bhongir
Hyderabad	Hyderabad	Ramnagaram
Kolkata	Kolkata	Kamarhati
Mumbai	Mumbai	Panvel

Subsequently it was also observed during stakeholders' meet to include two other metropolitan towns namely Bhopal and Kanpur to also have a view on urban planning concerns of non-mega metro-regions and to examine initiatives towards constitution of MPC.

Data Formats and Sources

The sample Mega cities/ Metropolitan towns, Municipal Corporations and Municipal Council were visited by the study team to collect requisite information on detailed format furnished in the Annexures I & II which cover information on MPC and ULB. Specific discussions were held with senior officials of stakeholder agencies & with the help of semi- structured open ended questionnaires. Discussions were also held with the experts on the topic in research institutes and civil society organisations. Finally, the overall feedback as above was also discussed with the senior officers at state level departments of urban/ municipal administration and Union Ministry of Urban Development. In addition, the study also gives due cognizance to several initiative taken

at central level to encourage, guide and engage states to expedite constitution of MPC. These include Action Taken Report (ATRs) on Second Administrative Reforms Commission (SARC), 13th Finance Commission recommendations, initiatives under Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and advisory issued by the Ministry of Urban Development.

Besides the above, a postal survey had also been carried out to identify the status of DPCs and MPCs (apart from the selected mega city regions). To conduct this survey a questionnaire was sent to the states (Annexure III). However, despite the repeated reminders only seven states responded out of total 28 approached. Demographic profile of selected Mega city regions was also prepared for further analyses (Annexure IV-a & IV-b).

Sources of data used in the study include annual reports of the departments in the respective states, City Development Plans (CDPs) and Master Plans of concerned cities, development plans wherever available, necessary circulars and government orders and administrative reports of the concerned municipalities. Both quantitative and qualitative methods have been employed to analyse the data collected. The broad framework of metropolitan planning as suggested in the report is based on the analysis and responses of the stakeholders who were interacted with by the study team members (List of Persons Contacted is given at Annexure V). This also includes the organisation of stakeholders meet in the Ministry of Urban Development to have feedback on the draft report and finalise the report accordingly (Annexure VI).

Organisation of the Report

This report is organised into seven inter-related chapters and executive summary. The chapters include (i) Introduction; (ii) Urbanization, Metropolitanisation and Integrated Planning (iii) Overview of Town and Metropolitan Planning (iv) Progress on MPC in Selected Metro Regions (v) Urban Planning Concerns for MDP (vi) Issues on Constitutions of MPCs and (vii) Frame-work for a Sustainable and Inclusive MDP.

Whereas chapter one gives the background and objectives of the study, chapter two elaborates the process of urbanisation and metropolitanisation along with emergence of integrated planning. Chapter three gives a background on evolution of urban and town planning leading to city region /metro planning. Chapter four brings together progress on

constitution of MPC in each of the six metropolitan regions. Chapter five identifies typology of urban planning concerns which should be addressed by respective Metropolitan Development-Plan. Chapter six brings together the issues as emerge from different chapters. Finally, chapter seven gives a framework for inclusive and sustainable MDP.

Chapter -2

URBANIZATION, METROPOLITANISATION AND INTEGRATED PLANNING

This section brings together the basic concept of urbanisation, metropolitanisation and development of a systematic planning mechanism through Metropolitan and District Planning Committees. This is examined in a historical perspective and overall decentralisation process in governance of human settlements as emphasised by 74th Constitution Amendment Act of 1992.

Urbanization Process

Urbanization the world over is going apace. While population over the century might have risen three fold, urban population has risen seven to eight fold and much faster in the latter half of the century. As a consequence, urban proportion of world population has risen to over 50 percent in 2007. It is reflective of economic transformation through diversification of productive activities as well as migration from rural areas (less diversified economic activities) to towns (more diversified economic activities).

Most of the metropolises have grown much beyond their original nucleus cities and actually lost the culture they were known for. Urban may now have little to do with urbane and urbanity in these big cities as most of them are having a sizeable population living in slums enjoying much better economic life than they could afford in rural local but in civilization context they are neither in simple 'rustic ways' or in 'urbane modern ways'. The cities have often enveloped a lot of areas around, at least for economic interaction purposes, thanks to modern transportation and new technologies which permit public utilities to be imported from beyond the borders. In a way they are multi-local in their functional domain. However, it is important to note that conversion of rural habitats into urban ones has been quite slow and smaller towns though growing as a general phenomenon of population rise are not rising fast enough, exceptions apart. On the other hand accretion to and expansion of metropolis has been quite rapid. People have called the phenomenon as metropolitanisation. This implosion continues unabated despite bad and worsening living conditions for vast majority in our metropolises.

Over time there have emerged several specialized agencies in the form of parastatals having overlapping jurisdictions. At times, instead of facilitating development of

infrastructure and facilities and management of municipal and other civic functions they seem to be working at cross purposes.

Urbanization in India

In India we find that over the past century urban population has increased around ten fold from below 30 millions to around 300 millions and urban centres from around 2000 to over 5000, causing the level of urbanization rise from barely 10 percent to around 30 percent. In the latter half of the century, the pace was much faster though the latter decades show a little slower pace in terms of increase in percentage of urban population.

In 2001 India had 35 of them. Census 2011 may return more than 50 such metropolises, quite a few of them—say about ten may be megapolises with more than 10 million population each. When population rose and activities spread geographically and modern mode of transport could enable faster movement, people got exposed to new occupations and new cultures. It became easier for people to move to distant places and congregate in places where to begin with existed economies of scale for activities and amenities alike. But later, these big places had their momentum to grow even in the face of difficulties people encountered in certain respects.

According to 1991 census, there were 23 Metro Cities and by 2001, they became 35. By 2011 they are expected to be around 50. More and more States are getting in the list, which have to make legislative provision for constitution of the Metropolitan Planning Committee. We expect Assam, Orissa and Jammu & Kashmir to be added in the list. According to Census 2001 there are 35 metro cities as our census defines them (with 27 million plus cities), and so there ought to be 35 committees constituted for metropolitan planning. According to 2009 estimates, there are likely to be 42 metro cities (Annexure VII).

Urban Governance and Integrated Planning

Growing urbanization has led to some sweeping changes in urban governance. In view of this, it has become imperative to examine the existing structure of metropolitan urban governance and the diversity they present. These governance structures are important as envisaged under the 74th Constitutional Amendment Act, 1992. With a view of optimally utilizing the resources, in the 74th Amendment to the Constitution of India, a provision has been made for constitution of a Committee for District Planning in each district of a State so that while development is planned (by integrating unit plans) and coordinated in consultation with all stakeholders and in partnership with State and Union Governments in so far as their schemes are concerned while disparate bodies cater for municipal and civic functions in respective jurisdictions.

Similarly the 74th Constitutional Amendment has made a provision of a committee for planned development in a metropolitan area known as Metropolitan Planning Committee to coordinate between political governing bodies and integrate units plans prepared by different bodies and incorporate schemes of the State and Union Governments.

A comparative analyses of constitutional provision of DPC and MPC is given in the Table 2.1

Table: 2.1
Comparison of DPCs and MPCs

74th Amendment to the Constitution in Part IXA the Municipalities

243 ZD	243 ZE
Committee for District Planning	Committee for Metropolitan Planning

(1) These shall be constituted

In every State at the district level a District Planning Committee	in every Metropolitan Area a Metropolitan Planning Committee
to consolidate the plans prepared by the Panchayats and Municipalities in the district and	

to prepare a draft development plan for district as a whole	to prepare a draft development plan for the Metropolitan Area as a whole
---	--

(2) The Legislature of a State may, by law, make provision with respect to—

(a) composition of the District Planning Committees;	(a) the composition of the Metropolitan Planning Committees;
(b) the manner in which the seats in such Committees shall be filled:	(b) the manner in which the seats in such Committees shall be filled:
Provided that not less than four-fifths of the total number of members of such Committees shall be elected by, and from amongst, the elected members of the Panchayat at the district level and of the municipalities in the district	Provided that not less than two-thirds of the total number of members of such Committees shall be elected by, and from amongst, the elected members of the Municipalities and Chairpersons of the Panchayats in the Metropolitan area
in the proportion to the ratio between the population of the rural areas and of the urban areas in the district	in the proportion to the ratio between the population of the Municipalities and of the Panchayats in that area
	(c) the representation, in such Committees of the Government of India and the Government of the State and of such organizations and institutions as may be deemed necessary for carrying out the functions assigned to such Committees;
(c) the functions relating to district planning which may be assigned to such Committees	(d) the functions relating to planning and coordination for Metropolitan Area which may be assigned to such Committees
(d) the manner in which the Chairpersons of such Committees be chosen.	(e) the manner in which the Chairpersons of such Committees shall be chosen

(3) Every

District Planning Committee shall, in preparing the draft development plan, -- (a) have regard to	Metropolitan Planning Committee shall, in preparing the draft development plan, -- (a) have regard to (i) the plans prepared by the Municipalities
--	--

	and the Panchayats in the Metropolitan areas
(i) matters of common interest between the Panchayats and the Municipalities, including spatial planning , sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation;	(ii) matters of common interest between the Municipalities and the Panchayats, including coordinated spatial planning of the area , sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation;
	(iii) the overall objectives and priorities set by the Government of India and the Government of the state
(ii) the extent and type of available resources whether financial or otherwise;	(iv) the extent and nature of investments likely to be made in the Metropolitan area by agencies of the Government of India and of the Government of the State and other available resources whether financial or otherwise;
(b) consult such institutions and organizations as the Governor may, by order, specify	(b) consult such institutions and organizations as the Governor may, by order, specify

(4) The Chairperson of every

District Planning Committee shall forward the development plan, as recommended by such Committee, to the Government of the State.	Metropolitan Planning Committee shall forward the development plan, as recommended by such Committee, to the Government of the State.
---	---

From the analysis above, few points that emerge are:

1. While the State by legislation has to decide the composition of these bodies and the manner in which seats are to be filled in, there are provisions requiring not less than 4/5th of the members in case of DPC and not less than 2/3rds of the members in case of MPC shall be from among the elected representatives. However, only in the case of MPC there is requirement of representation of the Government of India and the Government of the State and of such organizations and institutions as may be deemed necessary for carrying out the functions assigned to such Committees.
2. While both DPC and MPC are supposed to have regard to matters of common interest between the Panchayats and the Municipalities, MPC is supposed to keep in mind the overall objectives and priorities set by the Government of India and the Government of the State.

3. The MPC is advised for **coordinated spatial planning of the area**, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation whereas the DPC is advised only for **spatial planning**, sharing of water and other physical and natural resources, and environmental conservation. It indicates that there would be greater need of the coordination in view of large number of agencies in the case of MPCs as compared to DPCs. These agencies would include parastatals, line agencies, and multilateral agencies among others. However, does it mean that the MPC shall also consider draft development plans prepared by DPCs within its area, which in turn consolidate plans of their respective panchayats and municipalities and prepare draft development plans?

Thus, as part of urbanisation process, the planning for a city region and urban issues in a sub-region have got special significance and attention. The Institutions of MPC and DPC have emerged as viable units of integrated planning which is not confined to specific plan only.

Chapter 3

OVERVIEW OF TOWN AND METROPOLITAN PLANNING

This section brings together the overview of town and metropolitan planning in a historical perspective upto final outcome of the institution of MPC and DPC. This covers the status and organisation structure of metro planning and status of district level planning committees.

Evolution of Planning in India

Planning functions cannot be performed without appropriate legal support. Thus the planning laws are very important and essential instruments for urban development. Similar to the UK Town and Country Planning Acts, India also evolved town and country planning system and its legislations. During British period in India, the unsanitary conditions and health hazards, arising from them, resulted in constitution of Sanitary Commissions in 1864 in 3 presidencies of Bengal, Bombay and Madras. These Commissions were gradually taken over by Sanitary Engineering and Health Departments. As problems of towns grew in number and complexity Improvement Trusts were created, which became the precursors of the present day Development Authorities in post independence period. The parallel emergence of town planning bodies was due to the reason that the urban local bodies were seen as service provision and maintenance agencies rather than development agencies.

The Urban Improvement Trusts (UIT) were given the tasks of preparing and implementing town planning schemes, town expansion schemes, provision of utilities and services etc. along with the powers to raise financial resources for their schemes while these powers were not available to municipalities. The contribution of the Improvement Trusts to town planning was not significant as their efforts were concentrated for new areas only and not for the older parts of the city. Hence the Trusts after a life span of generally three to four decades were merged either with municipal corporations or with the newly created Development Authorities which enjoyed ample powers and wider scope of activities.

In addition, Town and Country Planning Acts / Town Planning Acts / Urban Development Acts, Urban Development Authority Acts, Metropolitan Regional Development Authority

Acts in various states are operational for improvement, development and expansion of urban areas, preparation and development of regional plans, metropolitan and urban areas development plans, zonal plans, constitution of development authorities, prescribing development controls and planning regulations. The Town and Country Planning Acts of Goa, Gujarat, Himachal Pradesh, Madhya Pradesh, Karnataka, Maharashtra, Manipur, Mizoram, Tamil Nadu and West Bengal are comprehensive in nature, but the acts of remaining states are piecemeal in nature and need to be consolidated into one comprehensive and exhaustive Act. Apart from these acts there are some special purpose Acts dealing with land acquisition, urban water supply and sewerage disposal, housing, slum clearance, etc. which have resulted in emergence of several specialized agencies in the form of parastatals having overlapping jurisdictions. At times, instead of facilitating development of infrastructure and facilities and management of municipal and other civic functions they seem to be working at cross purposes.

Box 3.1

Evolution of Town Planning Acts in India

First Improvement Trust was created for Bombay in 1898 followed by Mysore (1903) Calcutta (1911), Lucknow & Kanpur (1919) and Allahabad (1920), Delhi IT was set up by extension of UP Act of 1919. Town Planning Acts were enacted by Bombay in 1913 and Madras in 1920 on the lines of British Housing & Town Planning Act, 1909. The Delhi Improvement Trust was replaced by the Delhi Development Authority under the Delhi Development Act 1957. The first model law was prepared by the Institute of Town Planners, India, which was revised by the Town and Country Planning Organisation. The revised Model Regional and Urban Planning and Development Legislation has served as a guide to the state governments and other agencies in legislating comprehensive town and country planning act. Nearly all the states and Union have planning legislations which are constantly reviewed to incorporate changes, if necessary.

Municipal Acts and Role of Urban Local Bodies

City governments are constitutionally creatures of their State governments and not the Central government. There are 3013 urban local bodies (NIUA, Nov. 2006) in India which are constituted by State-level Municipal Acts. The Acts define the local government's authority, their powers of taxation, and their functions and responsibilities. Amendments to the above can be made at any time by State legislatures. Typically, the Municipal Acts specify obligatory and discretionary functions assigned to the municipal bodies. In spite of the long impressive list of functions, the municipal bodies actually handle: (i) public health and sanitation including collection and removal of garbage; (ii) public works and roads; (iii) water supply and drainage; (iv) primary education; (v) primary health and maternity homes; and (vi) licensing and regulation of building activity,

various trades and occupations. The 73rd and 74th Constitution Amendments have been the most extensive exercise of decentralization. The 74th CAA inserted the Twelfth Schedule (Article 243W) to the Constitution of India providing for an illustrative list of legitimate municipal functions.

Box 3.2

Twelfth Schedule (Article 243W)

1. Urban planning including town planning;
2. Regulation of land-use and construction of buildings;
3. Planning for economic and social development;
4. Roads and bridges;
5. Water supply for domestic, industrial and commercial purposes;
6. Public health, sanitation, conservancy and solid waste management;
7. Fire services;
8. Urban forestry, protection of the environment and promotion of ecological aspects;
9. Safeguarding the interests of weaker sections of society, including the handicapped and the mentally retarded;
10. Slum improvement and upgradation;
11. Urban poverty alleviation;
12. Provision of urban amenities and facilities such as parks, gardens, playgrounds;
13. Promotion of cultural, educational and aesthetic aspects;
14. Burials and burial grounds; cremations, cremation ghats/grounds and electric crematoria;
15. Cattle pounds; prevention of cruelty to animals;
16. Vital statistics including registration of births and deaths;
17. Public amenities including street lighting, parking lots, bus stops and public conveniences;
18. Regulation of slaughter houses and tanneries.

Follow-up of 74th Constitution Amendment Act for MPC and DPC

The conformity legislation enacted by most of the states is more or less reproduction of the 74th Constitution Amendment Act. However, for operationalising the Metropolitan Planning Committee (MPC), it requires to be detailed out in letter and spirit through notification by State governments. 'District' becomes a significant level for implementing rural/urban/regional plans. The District Planning Committee (DPC) set up under the 74th Constitution Amendment under Article 243ZD can serve as the platform for integrated planning for rural and urban areas at the district level. The DPC is expected to initiate such a planning process by consolidating development plans as prepared by panchayats and municipalities in a District. The MPCs and DPCs should ensure that plans prepared by municipalities for urban and panchayats for rural settlements are in consonance of the spirit of the 74th CAA.

Metropolitan Planning Committee (MPC)

The MPC is envisaged as a platform to bring the local bodies together with other stakeholders in a politically constituted platform. The constitution of MPC for every metropolitan area in the country is a constitutional requirement. So far notification for MPCs have been issued in West Bengal, Maharashtra and Andhra Pradesh. However, only one MPC at Kolkata has been able to prepare a blue print for its metropolitan region.

Development Plan Preparation for Consolidation by MPC

As per the article 243ZE in the 74th CAA, Metropolitan Planning Committee is required to prepare Metropolitan Development Plan (MDP) for metropolitan area/region. The MDP has to envisage vision and formulate strategies for integrated and coordinated development of metropolitan area. MDP will have to incorporate the plans of Municipalities and Panchayats falling in the metropolitan area. Thus the Metropolitan Area Planning is the recognition of importance of Regional Planning.

Under Jawaharlal Nehru National Urban Renewal Mission also, the implementation of decentralization measures as envisaged in 74th CAA is one of the mandatory reforms which among others include constitution and setting up of MPC in the metropolitan areas.

Structure for Development Plan

The Technical Group on Urban Planning System, constituted by Government of India, studied the experiences of States which have enacted enabling legislation for constitution of MPCs and suggested that the following functions may be assigned to MPCs:

- i) Preparation of Draft Development Plan for Metropolitan Area
- ii) Coordination of plans prepared by the Municipalities and Panchayats in the Metro area including coordinated spatial planning of the area.

For an effective urban planning system, there is the need to have a package of inter-related plans at three levels namely long-term Perspective Structure Plan (20-25 years), medium-term Integrated Infrastructure Development Plan (5 year) and short-term Annual Action Plan as part of Infrastructure Development Plan. The Integrated Infrastructure

Plan and Annual Plan could be in the form of "rolling" plans to enable the ULBs to continuously review and monitor the plan, and to update it every year / five years. The aim should be to make urban planning system as a continuous process. Each level of plan must include measures for infrastructure development and environmental conservation.

For a rational integration of spatial and economic development, functions related to spatial and socio-economic planning and development should be assigned to Urban Local Bodies (ULBs). To facilitate the municipalities to discharge these functions, a provision could be made in the State Municipal Acts for devolution of necessary power and authority along with financial resources and manpower.

As an effective alternative, the authority to prepare urban development plans may be placed with municipalities under the town and country planning laws. The planning functions could be undertaken by the municipalities under the State Town and Country Planning Act.

It is necessary to build effective legislative support for the preparation of 3-tier Development Plans discussed earlier. The Town and Country Planning Acts would have to be modified to incorporate formulation of these plans along-with their definition, scope and contents. Provision could be made in the Act to empower the State Town and Country Planning Department to prepare and get approved the Perspective Plan and / or Development Plan, following the prescribed procedure at the cost of the concerned ULB in case of failure by the ULBs to initiate actions to prepare the Plans within the stipulated time period.

District Planning Committee (DPC)

Almost all the states have constituted District Planning Committee as per the 74th CAA. Formation of DPC in several states has become a channel to transfer Central Government funds/grants like Backward Region Grant Fund (BRGF is designed to redress regional imbalances in development of 250 identified districts).

A Postal Survey was carried out to establish the status of District Planning Committees in the various districts of the 28 states. Most of the responding states, also observed

during discussions by the IIPA team, have constituted DPC though they are not in letter and spirit of the 74th CAA. Emerging issues have been enumerated as follows:

- i. DPCs have been constituted more under compulsion rather than convention as constitution of DPC was a pre-condition to avail funds under Backward Regions Grant Fund (BRGF).
- ii. DPC is lacking people's representation as its members are not elected from amongst the elected members of rural and urban local bodies. Instead the elected members are nominated to DPC by District Commissioner.
- iii. Members of DPC among many states do not include representatives of parastatals working in the urban & rural areas of the state for example in Haryana, the PHED, Housing Board, etc.
- iv. Chairman of the DPC in most of the States is either Minister or District in-charge instead of the elected representative. In some states like Haryana, District Magistrate is heading DPC. This set-up creates hindrances in the planning process which needs to be participative in nature.
- v. Some DPCs have Chairman as special invitees.
- vi. In most cases of DPCs proportion of urban and rural population is not clear from the manner of composition of DPC.
- vii. DPC if functional is neither preparing district plans covering the mandate nor list of functions nor is it consolidating the plans of rural and urban areas. Thus DPC has been unsuccessful in establishing the effective and efficient rural-urban linkages.
- viii. They don't have assistance of technical agency / staff in discharging their planning functions.
- ix. Planning process of various central government schemes are often independent of annual plans of Panchayats and Municipalities.
- x. There are no separate office space/cell for functioning of DPC which need to function as a permanent institution.
- xi. DPC has become an additional task of the Commissioner & Deputy Commissioner instead of giving full and sole responsibility to someone.

Finally it appears that town planning in India has evolved from historical context of western countries. Gradually, it has realised the need for regional and integrated perspective. Accordingly the role of Metro/ District Planning Committee has been designed by 74th CAA and conformity legislation at state level.

Chapter - 4

PROGRESS ON MPC IN SELECT METRO REGIONS

There has been paradigmatic shift in the way policy makers responded to the urban affairs. Increasing urbanization has led to more concerted efforts and serious attention being paid to the issues involved. As already mentioned urban areas have become critical to GDP and therein lies the importance of good governance in urban areas. As this study focuses on the planning aspect at the metropolitan level, accordingly, this section presents progress on MPCs as initiated or as designed in the selected metropolitan areas among mega city regions and other metropolitan housing.

Broad Status of Progress

It was observed during the field visits to the selected metro regions of four mega cities that MPCs have been constituted in Kolkata and Mumbai, whereas Hyderabad and Bangalore are at preliminary stages of implementation of constitutional provision of MPC. On the other hand non-mega city regions as selected being Bhopal and Kanpur are far away from initial steps to set up MPC. The discussion in this section is based on individual analysis of select metropolitan regions beginning from Kolkata, as that is the only metropolitan area which has had MPC for almost a decade now followed by Mumbai, Hyderabad, Bangalore, Bhopal and Kanpur.

Kolkata Metropolitan Area (KMA)

KMA consists of 3 Municipal Corporations, 38 municipalities, 77 non-municipal Urban/Census towns, 16 outgrowths and 446 panchayats. Thus the total area of KMA is 1851.41 Km². The significance of planning for KMA can be gauged from the fact that almost 60% of the state's urban population was living in KMA (as per Census 2001). The demographic primacy of KMA has been to some extent the result of a vibrant economy that the area experienced over a sustained period of time in history. Kolkata, because of jute, chemical and engineering industries, attracted people not only from Kolkata but also from far off places. It was and remains the industrial hub of the region. KMA contributes about 30% of the state Domestic Product with only 18% of state's population. KMA, as per documents, also accounts for three-fourths of the organized sector industries and employment.



It can be seen that a planned development of the area has become compelling necessity. This requires creation of infrastructure that can sustain further growth. It would be pertinent to mention here that West Bengal is one of the states in the country where the governments over the years have given primacy to the institutions of local self governance. Elections were held regularly for local bodies, whereas many states did not even bother for the same.

Kolkata started planning way back in 1960s. A multi-disciplinary planning exercise carried out under Calcutta Metropolitan Planning Organization between 1960 and 1965 resulted in publication of Basic Development Plan for Calcutta Metropolitan District. This was a perspective plan of 20 years for 1966-1986. It also had three master plans for water supply; sewerage, drainage and sanitation; and traffic and transportation. The West Bengal government again took initiative and established KMDA in 1970, which became the statutory planning and development authority for KMA after the enactment of West Bengal Town and Country (Planning & Development) Act in 1979.

It would be interesting to note that while local level plans were prepared, their evaluation reflected several shortcomings like lack of reflection of local level social priorities, lack of sustainability, use of inappropriate technologies etc. How it so happened despite strong currents of grassroot democracy. The reason could be traced to the acceptance of the fact that planning was a technical exercise which the elected representatives could not understand. West Bengal Urban Development Strategy Committee in its report in 1980

emphasised the need for active involvement of ULBs in planning and implementation process, whereby the elected representatives could prioritize the local level needs.

MPC in Kolkata

In this backdrop, it was not surprising that Kolkata was the first metropolitan area in the country to have the Metropolitan Planning Committees as per the provisions under 74th Constitutional Amendment Act. In fact, the first MPC had been constituted in 2001. The Chief Minister of the state is the Chairperson of the Committee and the Minister of Urban Development and Municipal Affairs is Vice-Chairperson. The Kolkata Metropolitan Planning Committee was constituted on 19.10.2001 with 60 members, consisting of 40 elected and 20 nominated members. Out of 40, 34 members are elected from the elected members of the Municipalities / Municipal Corporations and 6 are elected from the Chairpersons of the Panchayats in KMA. Distribution of seats among various districts is given below:

Table 4.1: Seats Distribution in KMPC

Sl. No.	Name of the District / Kolkata Metropolitan Area	No. of Seats	
		Urban	Rural
1.	Kolkata Municipal Corporation	14	
2.	Hooghly District	3	1
3.	Howrah District	4	2
4.	Nadia District	1	1
5.	North 24 Parganas District	10	1
6.	South 24 Parganas District	2	1
Total		34	6

Source: KMDA documents

Kolkata Metropolitan Development Authority (KMDA) has been declared as the Secretariat of KMPC and the Secretary of KMDA is the ex-officio Secretary of KMPC as well. First Meeting of KMPC was held on 4th December 2001. However, only 2 meetings of the MPC were held. After that it was Executive Committee which conducted most of the business. For effective functioning, an Executive Committee has been formed which is headed by the Vice-Chairperson, KMPC. It co-ordinates all activities of KMPC. The KMPC works through its five Sectoral Committees:

- i. Drainage, Sewerage & Sanitation
- ii. Traffic, Transportation, Railways & Waterways

- iii. Water Supply
- iv. Education, Health, Employment & Bustee
- v. Environment, Wetland, Planning & Parks

Each of this Committee is headed by the member of KMPC and includes technical officers from KMDA and the relevant State/Central Govt. agencies. Each Sector Committee has to prepare a sectoral master/ development plan for KMA ending with a tentative investment plan. The relationship between KMPC members and KMDA officials appeared to be good. The reason could be traced to strong democratic roots in the state. However, talking to elected members revealed that there are some missing links in the planning and concerns expressed by the elected members. At the same time, these elected members expressed optimism and mentioned that these are early days and things would improve in the days to come.

Planning Process

All the local bodies in the Area have prepared their respective Draft Development Plans (DDP) except Kolkata. At the time of the visit of the study team, the Kolkata Municipal Corporation had just drafted its DDP. It is important to mention here that these DDPs were prepared with the help of experts provided under another programme, i.e. KUSP. These DDPs were then submitted to Change Management Unit, which put it before KMPC for approval. A Technical Committee examined them before according sanction. After its recommendation, the DDPs were approved by the sub-committee of KMPC. While it is true that the local bodies do not have the technical expertise for planning and they would always need the help of experts, some detailing regarding the procedure for providing this support needs to be done, so that the necessary expertise is available to ULBs on a continuous basis. This is critical, because similar programme may not be everywhere and even in Kolkata how that support would be provided at the end of KUSP.

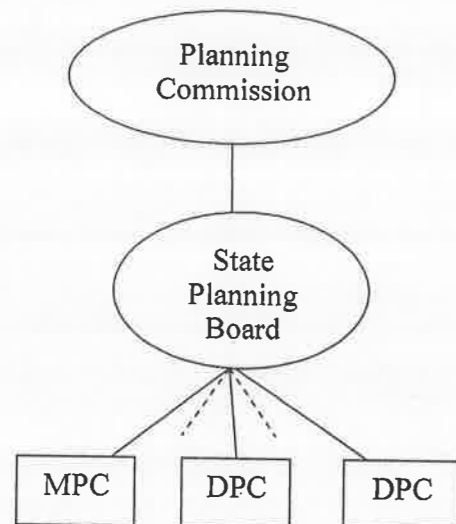
Moreover, these DDPs largely conform to the framework provided by Vision 2025 prepared by erstwhile CMDA (now KMDA). The implication of this is that the needs or aspirations which were expected to have emerged from the elected representatives and the concerned ULB are basically the plans/projects drafted by the KMDA. The process does provide for the consultative mechanism through DDP Policy Group and DDP Technical Group. The study team members were told that these DDPs also got voice

through Ward Committees, where workshops were conducted for getting inputs from public. The people were prepared to participate in these workshops through ward level sensitization meetings, which were held in every ward. However, due to technicalities involved, this could not be effectively practiced, especially in the smaller municipalities. While elected members of the council in Kamarhati participated in the discussions, the sessions were more oriented towards informing them about the projects rather than seeking their opinion. Apparently, this again is a top-down approach rather than the bottom up approach as envisaged under the 74th CAA.

Moreover, the process appears to have some overlapping. Each local body first submits its plan to the concerned District Planning Committee, which approves the submission of DDP to the KMPC. This makes the process lengthy. There is a likelihood, as conceded by many officials and elected representatives both, that any such district would not commit resources for the concerned local body on the plea that its projects would be taken up under KMA by KMPC. Moreover, the DPCs have greater representation from the rural areas, so rural issues get primacy there. For such urban areas, KMPC is a better platform in the opinion of many stakeholders. At the same time, due to non-representation in the MPC or in the prioritization process, the projects of crucial importance to some municipalities may be left out.

Integrated Planning Approach

The rationale behind setting up of MPCs or DPCs is that they would establish the necessary linkages in the integrated planning. The logical linkages can be understood with the help of the following diagram:



This approach implied that the aspirations and requirements expressed through the grass root level planning would form the basis of state level planning and subsequently national level planning. Non-constitution of DPCs and MPCs in most of the states had so far hampered the fructification of bottom-up planning approach. While all the experts have harped on the need for bottom-up planning and necessary constitutional amendment was enacted long back, lack of political will led to neglect of these critical institutions.

While MPC has been constituted for Kolkata Metropolitan Area, the officials concede that the supposed linkages have not materialized so far. Senior officials revealed that as compared to MPC the DPCs have better linkages with the State Planning Board, which is reflected from the fact that the allocation of untied funds is there for DPCs but not for MPC. According to them, State Planning Board is still biased towards rural issues. The funds which come to KMA are given to KMDA or other agencies for implementation of the projects for which KMPC does not appear to have any significant authority either for implementation or monitoring.

Mumbai Metropolitan Area

The Mumbai Metropolitan Region as defined by the Mumbai Metropolitan Region Development Authority Act 1974, covers the metropolis of Mumbai and its satellite towns. It consists of 8 Corporations, 9 Municipals Councils and 1003 Panchayats. The

region has an area of 4,355 km² and a population of 19 million. The entire area is overseen by the Mumbai Metropolitan Region Development Authority (MMRDA) to address the challenges in planning and development of integrated infrastructure for the metropolitan region.

Mumbai is a commercial and entertainment centre of India, generating 5% of India's GDP and accounting for 25% of industrial output, 40% of maritime trade, and 70% of capital transactions to India's economy. Mumbai's business opportunities, as well as its potential to offer a higher standard of living, attract migrants from all over India. About 46% of the households are migrants. Of these, about 20% have settled in Mumbai during the past 10 years. Migrants with their origins in rural areas constitute about 65%. About 57% of the migrants are from outside Maharashtra.



There are areas under agencies like CIDCO, where even the elected representatives have no say. For example, elected members of Panvel Municipality from CIDCO area have no effective role in development of the area they represent. Their role in the Council is limited to voting for others' causes. The services are provided by those agencies and the grievances are handled by them as well.

MPC in Mumbai

Maharashtra Act No. V of 2000 provides for the constitution of MPCs. Importantly, it amends the Maharashtra Regional and Town Planning Act, 1966 and the Mumbai Metropolitan Region Development Authority Act, 1974 to pave way for plans by MPCs.

However, the elections for the constitution of MPCs in Mumbai, Pune and Nagpur were held only in 2008.

The no. of candidates to be elected have been determined on the basis of population in the category areas viz. rural, municipal council and municipal corporation areas. The number of voters in the respective category vote for the number determined for that category only. This can be understood by the table given below:

Table 4.2
Electoral Composition of MPCs

Category of Areas	MMA		PMA		NMA	
	No. of Voters	No. of Candidates	No. of Voters	No. of Candidates	No. of Voters	No. of Candidates
Rural	478	2	304	6	332	9
Municipal Corporation	766	26	249	22	135	20
Municipal Council	396	2	60	2	48	1

Source: Information collected from MMPC

Apparently the municipal corporation areas get more representatives in the MPC as compared to municipal council areas. Consequently, many municipal areas go unrepresented. For example, Mumbai MPC covers 9 municipal councils, whereas only 2 members are elected from these areas. If we assume that these two members belong to two different municipalities, 7 municipalities would go unrepresented.

The MPC for Mumbai Metropolitan Area was constituted on December 17, 2008. The first meeting of the MPC took place on January 15, 2009. Like West Bengal, the Chief Minister is the Chairperson of the MPC. Interestingly, the first meeting was held together for all the three MPCs. The request for the second meeting was pending with the Chief Minister's office for many months, when the study team members visited the city for collecting information.

MMRDA has been made the secretariat of the MPC, but the Committee has been given a small space in the MMRDA office only without any resource commitment so far. For every requirement it has to depend upon MMRDA. Even the Secretary of the MPC is a junior officer. Moreover, it is not his sole responsibility. He also handles the responsibility of the Town & Country Planning Department. Often some more responsibilities are

bestowed upon him. Consequently, he sits in the MPC office only on one or two designated days. It may be noted that the MMRDA chief is a senior IAS officer.

An appropriate step taken in Maharashtra is the suitable amendments in the Regional Town Planning Act, 1966 and Mumbai Metropolitan Region Development Authority Act, 1974, which paves the way for effective functioning of MPC. Notwithstanding these amendments, MPC in Mumbai has not been able to evolve a system of bottom-up planning at the grassroot level.

Hyderabad Metropolitan Area

As per 2001 census, the population of Hyderabad Metropolitan Area was about 6.5 million, spread over an area of nearly 1864 sq kms. with decadal growth of 29% and ranking 6th in population among the major metropolitan cities in India. It has become an important centre for industries like information technology, pharmaceutical companies etc. and accounts for 10% of IT exports of the country. It is the largest contributor to the state's gross domestic product, state taxes and excise revenues and has reached high levels of commercialisation and monetisation. In 2007, the estimated population of the city was around 80 lakhs, spread over nearly 2300 sq km. Within which more than 100 Gram Panchayats and the Greater Hyderabad Municipal Corporation are functioning. Hyderabad is now extending beyond the jurisdiction of HUDA.

The expansion of the city and the haphazard growth of peripheral areas necessitated demarcation of Hyderabad Metropolitan Area (HMA) which was notified in 1975 under the provisions of Andhra Pradesh Urban Areas (Development) Act, 1975 and accordingly Hyderabad Urban Development Authority was constituted with the responsibility of planning, controlling and monitoring of developmental activities within HMA including the Municipal Corporation of Hyderabad. The first Master Plan for the Hyderabad Development Area (HDA), excluding the Municipal Corporation was prepared in 1980 for a co-ordinated peripheral development, to affect a synthesis between the rural hinterland and the metropolitan environment and to achieve a balanced development. Detailed Zonal Development Plans (ZDPs) were also prepared during 1983-95 by updating the land use of the area and provided detailed classification of land uses and zoning regulations for the respective zones.

The Government of Andhra Pradesh vide GO no 274 MA 20-4-07 had expanded the jurisdiction of HUDA as the first step towards the constitution of HMDA and it was constituted in 2008. The formation of Hyderabad Metropolitan Development Authority (HMDA) is an attempt to bring under HUDA's purview the extensive development activity and real estate projects undertaken outside its earlier jurisdiction.

MPC in Hyderabad

The Act for facilitating the Constitution of MPCs has been passed by the state legislature and received the assent of the Governor on December 6, 2007. It was nearly 13 years after the 74th CAA. However, the Act is silent on the number of members to be elected and nominated unlike Maharashtra Act. In fact, the election to the MPC in Hyderabad was yet to be conducted at the time of the visit of the study team members. The Act has one more provision which has the potential of diluting the primacy of MPC. As per the provision, the Draft Plan prepared by MPC is subject to approval by HUDA.

Bangalore Metropolitan Area

Known as the silicon valley of India, Bangalore has emerged as one of the leading destination of FDI. This has led to increased rate of urbanization in the city and surrounding areas. Bangalore Metropolitan Region has seen unplanned growth in the area. Experts attribute this to the provision under Karnataka Land Revenue Act. Under the Act, the power to regulate conversion of land from agriculture to non-agriculture lies with the competent revenue authorities. It is important to mention here that Bangalore distinguishes between Bangalore 'Metropolitan Area and Bangalore Metropolitan Region. BMA is 1307 sq. km., whereas BMR comprises over 8000 sq. km. while the population of BMA is 56 lakh as per Census 2001 that of BMR is 84 lakh of which 62.74 lakh is urban in Bangalore.



MPC in Bangalore

As per the KMC Act 1976, the MPC is to be set up for BMA. However, Kasturirangan Committee Report, 2008 set up to look into 'Governance in the BMR and Bruhat Bangalore Mahanagar Palike' recommended MPC for the entire BMR. It has also recommended increasing the membership of MPC from 30 to 63 of which 42 to be elected as per Constitutional provision. So far, no MPC has been constituted. The study team members were told during the discussions at the state capital that Bangalore Governance Act is being prepared to improve the urban governance in the city region, which will also include the nature and scope of MPC in the region.

As far as development issues are concerned BDA is responsible for planning, coordinating and supervising the development of BMA. BMRDA as per the 1985 Act is to do the same for BMR. It is pertinent to mention here that the Chief Minister is the Chairman of BMRDA. There are 11 ULBs including the BBMP, 314 Gram Panchayats, 12 Taluk Panchayats and 3 Zilla Panchayats. About 2/3rd of the BMR is urban.

Bhopal

Bhopal, the capital of the State of Madhya Pradesh since 1956, witnessed a substantial population growth with the establishment of the Industrial Township of Bharat Heavy Electricals Limited (BHEL). Since 1921 the urban population rose steadily from its low 30.4% in 1921 to 43.3% in 1951. In 2001 census, the population of Bhopal district was

18.38 lakhs out of which 14.35 lakhs lived in Bhopal city, in 66 wards, covering a gross area of 285 sq. km. including the lakes and hills. Projections indicate it to have population of 21.21 lakhs in 2011 and 25.54 in 2021. Presently Bhopal district is almost 80% urbanized with most people living in the city. As the principal city of the region, it serves all towns and districts around.

Until 1973, the city had a 'City Improvement Trust', to assist the Bhopal municipal body in its developmental activities. In 1973, the Improvement Trust was converted to Bhopal Development Authority (BDA) under the Madhya Pradesh Town and Country Planning Act, 1973. It may be noted that Bhopal Master Plan has been prepared for approx. 600 km² whereas the area under the jurisdiction of the Bhopal Municipal Corporation (BMC) is approx. 285 km².

Bhopal Development Plan 2005 u/s 18,19 of Nagar Tatha Gram Nivesh Adhiniyam 1973 is implemented by BDA. It has taken up a number of development schemes like construction of some major roads, traffic squares etc. besides the residential areas. Once a sizable number of plots are sold, the area is formally transferred to BMC, which is then responsible for the maintenance of the infrastructure in the area. BDA transfers the developed residential areas to BMC for maintenance with all the legal formalities as required under M.P. Nagarpalika (Registration Conditions) Rules 1998 vide rule 12.

The Capital Project Administration (CPA) was constituted to guide the development of capital. CPA deals with the construction of roads, buildings parks and other infrastructural development work in capital project area of the city.

Development Plan 1991 could not be effectively implemented due to the lack of following factors:

- a. land supply and management,
- b. coordination among various implementing agencies,
- c. adequate and timely availability of financial resources,
- d. adequate process development for encouraging private sector participation and investments,
- e. appropriate arrangement for physical environment, and
- f. proper monitoring and process development based on past experiences.

The CDP of the city mentions that the basic infrastructure & transport scenario of Bhopal is in jeopardy as a natural outcome of the population growth. There is urgent need to address the issue of urban transport as an important component to shape urban development and provide quality transport service to the community in the city as well as the region. In the large context and longer perspective, development policies will have to consider the role of secondary cities and sub-cities to support the economic growth taking place in the State Capital Region. It may be necessary to channelize the growth into other neighbouring cities and sub-cities to maintain the quality of life in the mother city, as well as in the region, as a long-term measure. Status of some basic services/sectors in the city/region is given in Annexure VIII.

MPC in Bhopal

DPC has been constituted only two years back, which is headed by the Chairman, Zilla Parishad. It has so far primarily focussed on rural areas. As per the population criterion, there ought to be a Metropolitan Planning Committee in place. However, the necessary legislation to put it in place is yet to be passed. An attempt was made in 2009, when a draft for the MPC legislation was prepared in active collaboration with the Town and Country Planning Department, but seems not to be under active consideration of the government.

Discussion with the officials revealed that the political dispensation is yet to reconcile to this. There appeared to be apprehensions even among the bureaucracy, which were mainly regarding the administrative arrangements to be put in place. The issues ranged from the ownership to the hierarchical characteristics of the bureaucracy. The question was which administrative department would be given the responsibility to constitute the MPC. For example, there would be many departments, whose cooperation would be required in planning and implementation. Many services which are planned by MPC are delivered by the Corporation. Then there are parastatal agencies like development authorities, housing board etc. Capital Project Administration takes care of many responsibilities. All these bodies are headed by senior officers. It seems that not much thought has been given to the Committee's constitution and the examples of other states who have constituted the Committees have not been analysed for the purpose by those concerned.

Similarly, when there are parts of three-four districts in the Metropolitan Region, who will have more say in the affairs of the MPC. It was feared that those senior in the set-up would be in a position to get the Committee to put more emphasis on the projects concerning their areas or sectors.

At the same time the need for a Metropolitan Plan was felt by all who were contacted by the study team members. They emphasised the need for also identifying the sources of funds for the plan clearly, as presently there is not sufficient mechanism for providing budgetary support for effective implementation of Master Plan. All of them were of the view that it could be ensured if the Chief Minister was the Chairperson of the Committee. The channel for funding was favoured to be through Metropolitan Development Authority to the implementing agency directly. However, it was also agreed that the CM ought to be the Chairperson of the Bhopal Committee only, other MPCs in the state could elect their Chairpersons.

The state is committed to constitute MPCs by March 2011. Officials are of the view that when such committees are constituted, they should be given sufficient control and monitoring powers. Subsequently, the issues like different rates for various services by Corporation and Development Authority or different parameters for technical specifications by the two will have to be taken care of. Post JNNURM, CDPs have gained primacy than the Master Plan which actually is a statutory document. There are also divergent views on the issue of the membership of the Committee. For example it was argued that having rotational membership could address the problem of those local bodies which do not have representation in the first instance.

Kanpur

Kanpur is one of India's oldest industrial city known for its textile and leather industry during the colonial period. The city economy, however, suffered a set back due to recession and down fall of textile industry.

The population of city as per 2001 census was 2551337 which is expected to have grown to 2690486 in the year 2009. The city is governed by a Municipal Corporation (KMC) under a complex system of urban governance which also includes Development Authority, Jal Kal (water supply) and other parastatals for different activities.

Kanpur Metropolitan Area

Kanpur Metropolitan Area coincides with the limits of Kanpur Development Authority (KDA). The limits of KDA have been extended in 2006 wherein it was indicated that Kanpur Metropolitan Area will have Nagar Nigam, Kanpur, Nagar Palika, Shukla Ganj, Town Panchayat, Bithoor, Nagar Palika, Unnao, Nagar Panchayat, Akbar Pur, 221 villages of Kanpur Urban District, 51 Villages of Kanpur Dehat, and 29 villages of Unnao District. Thus Kanpur Metropolitan Area has one Municipal Corporation, 2 Municipalities, 2 Town Panchayats and 301 Villages.

Constitution of MPC at Kanpur Metropolitan Area

Government of Uttar Pradesh is planning to issue a notification under section 57A of UP Municipal Corporation Act of 1959 for the Constitution of MPC among the metropolitan areas of the state (Salient Features of proposed MPC notification in Uttar Pradesh are given in Annexure IX). The main features of proposed UP MPC rules are as follow:

- (i) Constitution of MPC to prepare a draft development plan for the metropolitan area as a whole
- (ii) Members - as may be notified by state subject to minimum 21 and maximum 30. Out of this 2/3rd shall be elected by elected members of ULBs and chairpersons of Panchayats in proportion to the ratio between the population of ULBs and rural areas. Members would also be coopted from various departments and other agencies namely Urban Development, Housing, Investment, Planning, Environment (Jal Nigam), Public Works, Development Authority, Avas Vikas Parishad, Directorate of Local Bodies etc.
- (iii) Further, MPC will include special invitees covering Mayor, President of Councils, Commissioners and others as the MPC may find appropriate to invite.
- (iv) Chairperson shall be chosen out of elected members for five years or residual to his term as elected member.
- (v) Municipal Commissioner shall be member secretary of MPC.
- (vi) Function of MPC to include (i) identification of local needs and objectives within the framework of national/ state plan objectives, policies, programmes, (ii) judicious utilization of available natural and human resources modify, amend/ consolidate local plan (ULB/ RLB) in the light of overall plan, strategy of metropolitan area, (iii) preparation of Metropolitan Plan, (iv) monitoring,

evaluation and review of schemes, programme under various projects, (v) estimate financial resources for MDP and (vi) recommendations for resource generation, Poverty alleviation & slum improvement, private investment, partnerships for infrastructure and services

- (vii) MPC to prepare draft development plan for submission to state which will approve it with suitable modification/ alteration if any
- (viii) As per provision and content of MPC to accord financial sanctions, state may also assign, monitoring of state departments/ agencies within its jurisdiction.
- (ix) In case of the dispute/ questioning on functions of MPC, the matter shall be referred to state whose decision shall be final

Status of Proposed Notification

MPC notification is still not issued. Kanpur Nagar Nigam has tried to equip itself with a broad framework of actions to be initiated in the city region. KNN has identified development requirements of the city region as a whole which include: macro planning for the city region covering (i) Infrastructure, (ii) Power (iii) Transport (iv) Health (v) Waste Management (vi) Civic Awareness, and (vii) Environmental Management.

Specific tasks as identified by KNN cover:

- (a) Metro/ Mono Rail for mass transport
- (b) Domestic/ International Airport
- (c) Water ways
- (d) Urban Infrastructure
- (e) By Pass/ Circular Roads
- (f) SEZ/ Special Area e.g. Institutional Area
- (g) Power/ Power Plants
- (h) Common Integrated SWM Treatment Plants and Land fill sites.
- (i) Common Biomedical Waste Plant
- (j) Common Hazardous Waste dump site

Specific actions suggested in this regard are:

- (1) Data collection and mapping (GIS) of amenities
- (2) Policy & programmes formulation and fixing priorities for the maximum & judicious use of natural & human resources

- (3) Integration, refinement/ amendment of rural/ urban annual/ five year plans keeping in view the purposes and strategies of the integrated planning.
- (4) Preparation of appropriate and integrated Metropolitan Development Plan and submission to State Government.
- (5) Monitoring, evaluation and review of different schemes and programmes being implemented in the Metro Areas.
- (6) Estimation of resources for funding the Metro Plans
- (7) Sending progress reports to State Government
- (8) Participation of NGO(s) and other such agencies in the integrated development process.
- (9) Suggest and recommend regional/ State level schemes which are important for the development of Metro Area.
- (10) Finalization of selection of places for the different works and schemes.
- (11) Preparation of schemes and plans for the development of slums and poverty alleviation
- (12) Public awareness generation about the different schemes
- (13) Any other task assigned by the State Government

The action points identified by KNN will go a long way to become a starting point for MDP for suitable actions in the metropolitan region.

Finally, it appears that the progress made by states to expedite implementation of 243 ZE of 74th CAA is far from satisfactory. States appear to have taken initial steps at mega city regions, which are not taken to a logical conclusion to have a blue print of MDP (except for Kolkata). Other states are still examining the preliminary actions. This shows a 'Go Slow' attitude and also confirms the reluctance of states to devolve power and authority for a decentralised planning at metropolitan level.

Chapter -5

URBAN PLANNING CONCERNS FOR MDP

This section deals with the urban planning concerns emerging from selected mega city/ metro-regions for potential feedback to Metropolitan Development Plan (MDP). These are analysed on the basis of information from selected metropolitan towns/ mega cities. These are covered under planning concerns for mega city regions and non-mega metropolitan area.

Typology of Planning Concerns in Mega City Regions

The mega city regions and the two other metropolitan areas need to have suitable plan for urban and rural local bodies as part of integrated planning. The data and discussions with various stakeholders among sample regions and respective state government etc. have revealed a typology of planning concerns which are as follow:

- I. Urban - Rural Divide and Transition
- II. Urban divide in Access to Services/Amenities
- III. Isolated, Ad hoc and Conventional Planning
- IV. Jurisdictional Overlapping and Multiplicity of Institutions
- V. Municipal Fiscal Stress

Urban Rural Divide and Transition

We may recall that respective metropolitan region in the selected mega cities which is the jurisdiction of Metropolitan Planning Committee, include both urban and rural areas. These areas are undergoing a transition from rural to urban in terms of spatial, demographic and economic characteristics. It may be seen from the table 6.1 that:

- I. The entire region among selected city regions will gradually become fully urban. Urban population among the selected metro regions constitutes 65% to 95% share of total population.
- II. All the four regions are dominated by a single city which occupies a majority of populations except for Kolkata which constitutes 31.11% share in the total population of the region.
- III. In this sense, the service standards, planning norms, community organization among the rural settlements in the metro region have to be somewhat different from normal rural settlements in the respective state.

IV. At this stage itself, therefore, the development plan of respective RLB should give due cognizance to transitional phase and should be based on norms and standards similar to that of urban areas rather than the rural settlement.

Table- 5.1 a

Physical & Demographic Compositions

Metropolitan Region	Urban Segment			Rural Segment			All		Largest City	
	No. of ULBs	Population	Area	No. of RLBs	Population	Area	Population	Area	population	Area
Bangalore	11	62.74536 lakhs (74.5%)	5252 km ²	284	21.31773 lakhs (25.5%)	2753 km ²	8.40 million	8005 km ²	5101000 (60.68%)	741 km ²
Hyderabad	03	61 lakh (93.85%)	589 Km ²	849	4 lakh (6.15%)	1275 km ²	6.5 million	1864 km ²	3,637,483 (55.96%)	630 km ²
Kolkata	42	13.2 Million (89.67%)	1105.09 km ²	446	1.70 Million (10.33%)	746.32 km ²	14.72 million	1851.41 km ²	4,580,544 (31.11%)	185 km ²
Mumbai	17	18 Million (94.73%)	1008 km ²	1003	1 million (5.27%)	3347 km ²	19 million	4,355 km ²	11,914,398 (62.70%)	603.4 km ²

• Figures in the bracket refer the % share in respect to total.
Source: 2001 Census

Table- 5.1 b
Details of Local Bodies

Metropolitan Region	No. of Municipal Corporations	No. of Municipal Councils	No. of Gram Panchayats
Bangalore	01	10	284
Hyderabad	01	02	894
Kolkata	3	39	446
Mumbai	8	9	1003

Source: Information collected from respective authorities

This study also finds that the scope of expansion in the metro regions is fairly wide. However, larger cities have significantly high density in comparison with overall region.

1. Density of metro regions varies from 1,050 persons /km² in Bangalore to 7,950 persons/km² in Kolkata.

2. Density of largest cities varies from 5,773 persons /km² in Hyderabad to 24,759 persons /km² in Kolkata.
3. Density of selected ULBs varies from 4,927 persons /km² in Bhongir to 28,837 persons /km² in Kamarhati.
4. Therefore, there is a great deal of variation in the population density in a metro-region and the respective metro plan has to identify type of horizontal or vertical expansion and potential areas which have to accommodate the future growth of the region.

Table- 5.2

Population Density of MPCs, Largest Cities and selected Towns

Metro Planning Regions		Largest Cities		Selected Towns	
Name	Persons per km ²	City	Persons Per km ²	ULB	Persons per km ²
BMR	1,050	Bangalore	6,883	Ramnagaram	5,461
HMR	3,487	Hyderabad	5,773	Bhongir	4,927
KMR	7,950	Kolkata	24,759	Kamarhati	28,837
MMR	4,362	Mumbai	19,745	Panvel	8,514

Source: Population in 2001 census

Urban Divide

As generally noticed, we have also found existence of urban divide among sample metro regions. Table 5.3 identifies a typology of urban divide among sample cities and towns:

- (i) Urban divide is noticed in terms of access to basic services such as water, sewerage, in-house latrines, solid waste collection and disposal, paved roads, existence of slums and poverty ratio, literacy ratio and municipal own sources.
- (ii) Although access to piped water supply is fairly high in terms of coverage, the continuity of supply is relatively poor.
- (iii) Similarly, collection ratio of solid waste is in the range of 75% to 100%, the efficiency of collection and scientific disposal is in the range of 20% to 70% only.

- (iv) Further, the share of paved road is fairly high in the range of 78% to 100% of total roads. The quality of paved road is partially poor.
- (v) Size of slums and poverty ratio is by and large similar. This also reflects and coincides with the poor access to water, sewage, SWM, roads etc.
- (vi) The urban divide as above is also linked with environmental protection which is closely connected with the core municipal functions as covered under (i) to (v) above.
- (vii) Literacy ratio is also in the range of 71.8% to 89.1% which once again points to low income community.
- (viii) Inter city variation in the levels of municipal services is also noticed in the form of variation of own sources revenue which is significantly high among municipal corporations of largest cities as compare to municipalities. This confirms a higher level of fiscal stress among smaller towns.

**Table 5.3
Typology of Urban Divide**

Items	Municipal Corporations				Municipalities			
	Bangalore	Hyderabad	Kolkata	Mumbai	Bhongir	Ramana gram	Kamrhati	Panvel
% Population with piped water supply	100%	100%	92%	100%	95%	100%	90%	100%
% population with in house tap	80%	80%	61%	80%	50%	92%	75%	85%
Water supply (24x7)	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
Full Coverage of Sewage	Nil	Nil	Nil	Nil	Nil	Nil	Nil	Nil
% population with in house latrines	90%	70%	75%	80%	20%	80%	75%	80%
% solid waste collected	100%	100%	98%	100%	100%	90%	90%	75%

% scientific disposal of solid waste	70%	70%	-	15%	-	-	-	20%
% paved road to total	100%	80%	90%	100%	78%	100%	85%	90%
% revenue income from own sources	69%	82%	75%	80%	40%	21%	30%	46%
% share of slum population	24%	23%	33%	57.31%	47%	8%	28%	12%
Poverty ratio	22%	24%	33%	27%	50%	12%	29%	4%
% literacy ratio	80%	78%	82%	77.45%	80%	71.8%	77%	89.1%

Source: Respective Authority

Isolated, Ad hoc and Conventional Planning

It is striking to note, that urban divide as above is linked with isolated, ad-hoc and conventional planning which has been taken-up on a purely top-down and project oriented manner. Table 5.4 gives a city-wise assessment of planning in the respective metropolitan region. Salient features of respective planning process are as follow:

Table 5.4
Incidence of Isolated, Ad-hoc and Conventional Planning

Metro Region	Municipal Corporations				Municipalities			
	Bangalore	Hyderabad	Kolkata	Mumbai	Ramnagara	Bhongir	Kamrathi	Panvel
Metro Plan/ City Plan	√	√	√	√	X	X	X	X
Integrated Plan	X	X	X	X	X	X	X	X
Post Implementation/ O&M Plan	X	X	X	X	X	X	X	X
Realistic Investment Plan	X	X	X	X	X	X	X	x
Bottom-up/ Consultative/ Participative Plan	X	X	X	X	X	X	X	X

Source: Information collected from respective authorities

- I. Inter-city metro plan do exist among all the four regions, but without having a bottom-up assessment and a consultative process. This makes the plan somewhat unrealistic.
- II. Therefore, the metro-plans are basically top-down projections of requirement rather than a frame-work of local priorities suitable for implementation.
- III. Planning is largely in the form of spatial plan and is not in the shape of integrated planning covering environment, transport, socio-economic development and investment requirement combined with institutional roles and responsibilities for subsequent implementation.
- IV. There is also a gap between policy (as determined by ULB), planning and execution which is reflected in the absence of bottom-up consultation.
- V. A realistic investment plan is not included in the plan document itself covering pricing, costing, revenue mobilisation etc.

Jurisdictional Overlapping

Another area of concern for MDP is jurisdictional overlapping wherein more than one institution is operating for similar/ inter connected activities. It is noted that municipal and development areas are sometimes co-terminus and sometimes separate. In both cases power and authority are not assigned with a clear cut demarcation of roles and responsibilities of various stakeholders. Table 5.5 gives institutional jurisdiction with regard to functional domain of ULBs in the sample mega city/ metropolitan areas.

Table 5.5
Institutional Jurisdiction

Metropolitan Authority Area	Mumbai	Hyderabad	Bangalore	Kolkata
Town Planning/ Land	MMRDA, MPC, DPC, CIDCO, ULBs, MHADA, SRA	HUDA, ULBs, APSCB, MPC, DPC	BMRDA, RDA, ULBs	KMDA, KMC, MPC, DPC, ULBs
Recreation/ Community/ City Services/ Coonveniences	Parastatals ULBs, MMRDA, SRA	Parastatals ULBs, HUDA, APSCB	Parastatals ULBs, BMRDA, BWSSDB	ULBs, PPPs, KMDA
Roads, Related and Services	State Government MMRDA, GMMC, other ULBs, PWD	State Parastatals HUDA, ULBs, PWD	Parastatals BMRDA ULBs	Parastatals, KMDA, KMC, PWD

Source: Information collected from respective authorities

As may be seen from Table 5.5, several activities such as Town Planning, Water Supply, Sanitation, Road and related services are provided on multiple institutional basis. This leads to operational and coordination issues and has adverse impact on delivery of services. Some specific points observed from sample metropolitan regions are as follow:

- (i) There are multiple institutions with overlapping responsibilities. For instance at all the three places such as Hyderabad, Kolkata & Mumbai, the metro-region has both MPC as well as DPC. It is not clarified who will prepare final development plan for the overlapping areas.
- (ii) Town planning and Land are governed by a couple of legislations/ Acts such as State Municipal Act, State Town Planning Act, Land Revenue Code etc. The implementing agencies include sate level or state created specific agency and ULBs. In case of Panvel it was observed that almost 1/3 of municipal area is still handled by CIDCO, although, councillors are also representing the same area in the municipal body. This means that their role in the ULB is highly diluted and weightage in CIDCO is almost non-existing.
- (iii) Another area is overlapping in provision of community services/ amenities which are not provided in a planned manner. Different agencies are providing these services in a purely ad-hoc/ irregular manner. These are not linked with a proper assessment of requirements, cost recovery and planning for effective operation and maintenance of the assets.
- (iv) Yet another area of overlapping is roads and related services which are also like community services and conveniences, handled in a purely ad-hoc and irregular manner. These are handled by Development Authority, Municipal Body, State Public Works Department etc. creating a problem of integration and coordination.

Institutional overlapping as above, will continue in a short/ medium term context. However, efforts should be made to bring the service in a broad framework of (i) Assessment (ii) Costing/ Accounting (iii) Pricing and (iv) A normative basis for delivery. At this stage it is equally important to decide the normative bases of services. This also makes a case stronger for MPC to operate as a coordinating body at regional level whereas town level coordination should be given to ULB.

Municipal Fiscal Stress

Availability of funds for urban infrastructure is fairly low as compared to requirements. This fundamental factor of urban finance has delinked the financial/ investment planning from physical planning. Plans are prepared without simultaneous preparation of investment plan. Table 5.6 gives key elements of resource position among sample Metropolitan Areas

Table 5.6
Municipal Fiscal Stress among Sample Metropolitan Regions

Revenue item	Largest ULB		Other Selected ULB		State Level Service Agencies		Other ULBs	
	A	B	A	B	A	B	A	B
Mumbai	Medium	Ad-hoc	Low	Ad-hoc	Low	Task Specific	Medium	Ad-hoc
Hyderabad	Medium	Ad-hoc	Low	Ad-hoc	Low	Task Specific	Low	Ad-hoc
Bangalore	Medium	Ad-hoc	Low	Ad-hoc	Low	Task Specific	Low	Ad-hoc
Kolkata	Medium	Ad-hoc	Low	Ad-hoc	Low	Task Specific	Low	Task Specific

A-Own Source Adequacy-as Part of Revenue Expenditure

B-Expenditure Planning- Ad-hoc/ Logical (As per requirement of Task)

Source: Information collected from respective authorities

It is worth noting from Table 5.6 that:

- (i) Larger ULBs appear to have better financial positioning in term of size of own sources among selected metropolitan region (also refer to Table 5.3).
- (ii) However, it is noted that expenditure planning is by and large ad-hoc and is not linked with actual requirements.
- (iii) It is also noted that overall adequacy of own sources among ULBs in Mumbai Metro region is relatively better. This is attributed to economy of the region and availability of significantly better fiscal instruments than other regions.
- (iv) Fiscal inadequacy is also caused by the fact that state parastatals do not show fiscal adequacy to recover cost. At the same time their expenditure is

task specific and not linked with a systematic reduction of the backlog in the respective service.

- (v) Finally it appears from the information as above that own sources are by and large not adequately mobilised to meet financial requirements on urban services/amenities. Further, expenditure incurred is purely ad-hoc and not aimed at reducing the backlog in a systematic/ and guaranteed manner. Similarly, state agencies responsible for services do not have a long term perspective and are operating on a task/ assignment basis. This also overlooks the need for proper costing, pricing, accounting and recovery mechanism.

Planning Concerns for Non-mega Metropolitan Areas (NMMA)

Urban planning concerns for non-mega metropolitan areas show significant variation from the as existing in mega cities (Table 5.3). Service standards and status in case of municipal services among non-mega cities are significantly low except for poverty ratio. Magnitude of slums are by and large common to those observed for mega cities (Table 5.7). The main features of Development indicators on municipal functions are fairly diverse from the analyses of mega cities.

Table 5.7

Development Indicators at Other Metropolitan Towns

	Bhopal	Kanpur
Water Supply Coverage	85%	80%
In house tap (pop.)	34%	50%
Paved Roads	78%	86%
Solid waste collection Ratio	75	80%
Scientific Disposal of SW	Partial	Partial
Sewage Treated	40%	38 to 41%
Access to in House Toilet	81%	55%
Population in Slum	31%	28%
Poverty Ratio	18%	24%
Municipal own Sources (2007-08)	38%	31%

Source: Respective ULbs

It is important to note from Table 5.7 that development status on key municipal functions is far from satisfactory among other metropolitan towns. It needs to be specially noted that:

- (i) A large chunk of urban population have inadequate access to basic services such as water, sanitation, and solid waste management.
- (ii) City scale infrastructure also show significant gap and municipal failure to provide basic services being nearly 60% sewage remain untreated, 20-25% solid waste not collected and lack of safe municipal water to 15-20% population, although nearly half to two third population do not have in house water connection.
- (iii) It is noted that the two metropolitan towns have a distinct urban divide namely those who have access to infrastructure, shelter and services and those who do not have access to desirable standard.
- (iv) Shelter and infrastructure gap covering magnitude of slums and poverty and status of water, Solid Waste Management etc. have multiplier effect on the environment, equality of life, and productivity of not only the affected persons but also city as whole and entire city region.
- (v) Municipal ability to mobilise own sources is also fairly low, the share of internal income being in a range of less than one third of municipal finance. This indicates fiscal stress and failure to generate revenue to meet O&M and investment requirements

Institutional Arrangements in the Metropolitan Towns

Institutional setting for major infrastructure/ services, including shelter, is shown in table 5.8:

Institutional Arrangement in Selected Towns

Table 5.8

Functions	Development/ Capital Works		O&M/ Upkeep/ Regulation	
	Bhopal	Kanpur	Bhopal	Kanpur
Town Planning	TCPO/ BDA	TCPO/ BDA	Corp	Corp
Water Supply	Corp	Jalkal	Corp	Jalkal
SWM	Corp.	Corp	Corp	Corp
Roads	BDA/ Corp	KDA/ Corp	BDA/ Corp	KMA/ Corp
Parking Places	Corp	Corp	Corp	Corp
Parks	Corp/ BDA	Corp/ KDA	Corp/ CPA	Corp/ KDA
Environmental Protection	CPA, BDA, Government Departments	Department of Environment and Forest	CPA, Government Departments	Department of Environment and Forest
Disaster Management	DMI	District Admin/ Corp	DMI	District Admin/ Corp
Slum Policies	Corp	Corp	Corp	Corp
Shelter for Poor	Corp	Corp	Corp	Corp
Public Safety	Corp	Corp	Corp	Corp
Poverty Alleviation	Corp	Corp	Corp	Corp

It is evident from Table 5.8 that institutional arrangements in the two metropolitan towns are fairly complex and diverse. It is worth noting that:

- (i) Whereas the core municipal services are handled by Municipal Corporation or a body outside the purview of city governments, the supply of land is handled by respective Development Authority. This keeps away the 'monetisation' benefits from city governments which accrue as a result of availability of on-site and off-site infrastructure.
- (ii) 'Roads' are also handled by both the Development Agency and Municipal Corporation which at times create confusion on coordination of interconnected activities for Solid Waste Management and drainage/ Sewage system.
- (iii) Environmental protection and disaster management do not have 'local angle' incorporated in the respective strategy. This is due to assignment of this task to

outside agencies and absence of specific unit on this work within the Municipal Corporation itself. It is although, well established that environment is closely linked to core municipal services.

Comparative Concerns at Mega City and Other Metro Regions

It is important to note that urban planning concerns at mega and metro regions show a great deal of variation. Mega cities have a wider interest and intervention by respective states due to their inter country and economic character. The other metropolitan areas have special significance in the state and inter-state context. Accordingly, the systems and procedures, nature and institutional arrangements are fairly complex, in a mega city region, the metro region have a relatively lower intensity of issues and the role of city government is relatively bigger. However, the isolation and detachment of planning and implementation is common in both types of metro cities.

In sum, it appears that urban planning concerns for preparation of MDP have a wide ranging impact on the overall urban governance in the region which is more project oriented rather than a problem solving approach. This leads to a need for an integrated planning within metro-regions. Therefore, we have to approach the metro region in a wider context of sustainable habitat, rather than the individual task to address the urban issues in isolation from each other. At the same time, mega city and their metro towns deserve a somewhat different approach to integrate and coordinate planning for wider inclusion and implementation.

Chapter-6

ISSUES ON CONSTITUTION OF MPCs

This section brings together progress made on the implementation of 243 ZE as emerge from the preceding analyses among selected mega-city regions and metropolitan towns. It is important to draw lessons from the progress made so far at different levels of implementation so as to identify corrective measures to expedite creation of MPC among respective metropolitan areas.

PROGRESS ON MPC CONSTITUTION

In line with the progress made in MPCs in the selected metro-regions and the discussion with the concerned functionaries, a typology of issues has emerged for further analyses and consideration. This covers;

- (i) Enabling Provision for MPC
- (ii) Appointment of Chairperson
- (iii) Composition of MPC
- (iv) Organisational structure for MPC
- (v) Overlapping of MPC area with DPC
- (vi) Inter-institutional Coordination

(i) Enabling Provision for MPC

As a follow-up of 74th CAA, states were supposed to amend their respective Act to bring conformity legislation for the constitutional provision of MPC. However, progress in this regard is fairly slow. It is noted that Kolkata, Mumbai and Hyderabad MPCs have been proposed through amendment in the Town Planning Act in view of the fact that MPC area includes both rural as well as urban setting. However, proposed amendment in Uttar Pradesh for MPC Constitution is to be made in the State Municipal Corporation Act. we may recall that due to a broader focus on town and country planning, the recommendations of Second Administrative Reform Commission and Advisory of Ministry of Urban Development, Government of India give a clear message to amend T&CP Act to constitute MPC. This needs to be kept in mind by respective States.

During the period since 1992, a considered view has emerged that planning for city region should be viewed under two different contexts i. e. Mega Cities (which have a relatively complex nature of administrative and institutional frame-work) and non-mega

city metro-region. Advisory issued by Government of India in November 2009 and concerned references of Second Administrative Reforms Commission (Annexure VI) do indicate the need to keep these two sets of regions in view while planning for the respective regions. Therefore, the states should develop a frame-work accordingly.

(ii) Appointment of Chairperson

Both in Kolkata and Mumbai, the chairmen of MPCs are the chief Ministers of the respective states. This almost makes MPCs to the states, what the Planning Commission is to the country. As the Prime Minister heads the Planning Commission, the chief ministers are heading the MPCs. One could feel the optimism about planning from below. But has it happened? In West Bengal there is only one MPC, but in Maharashtra, there are three MPCs and so while the chief minister has to take care of one MPC in West Bengal, in Maharashtra the CM has to take care of three MPCs (Mumbai, Pune and Nagpur). The situation therefore, may become more complex in highly urbanized states where there could be more areas with the population of 10 lakhs or more and the number may increase in many states as a result of urbanization. In fact one MPC may be constituted soon in Durgapur-Asansole as the preparations are in advanced stages. Further, chief minister is like Chief Executive Officer of the state. He has to provide leadership at the state level. His chairpersonship of local level bodies may also hamper the growth of second tier leaders.

While the association of chief ministers with MPCs has the potential of giving them the primacy in planning process, the reality seems to be different. As heads of the states, they may find very little time to devote to these bodies. For example, in Maharashtra, only one meeting had been convened till the time of field work for this study and that too was for all the three MPCs. Since, members of all the three MPCs were there, it can be easily understood that the content of the meeting was confined to the introduction and apprising the members of the functions and responsibilities. Apparently, no serious business has taken place in the MPC, despite its constitution for more than a year.

The question arises as to whether it is appropriate for the chief minister to be the head of such important body, which is expected to plan for the areas and address the concerns of the people on long term basis. The Constitutional provision left the rules at the

discretion of the respective state governments. The political choice has been made in favour of the current dispensation. This leads to a highly conflicting situation- MPCs have become high profile bodies with the chief executive of the state heading these bodies but they have not been able to function effectively due to other engagements of the chief executive. Why then the current dispensation was favoured?

Again, ideally or philosophically the chief executive as the head of MPC could ensure the flow of resources much needed for the creation of infrastructure in the metropolitan region. As the local bodies in general have scarcity of resources, it could be assumed that the decisions taken by the chief ministers would have necessary impact and the concerned line agencies would include and incorporate the approved works in their long term and annual plans. This would also ensure the required coordination among various agencies, necessary for resolving various conflicts and the speedy execution of projects. But the frequency of the meetings of the MPCs has left a lot to be desired and has actually made things remain same as were before the constitution of these bodies.

However, the all important reason could be inferred from the primacy of economic activities of such areas. While on an average the urban areas contribute almost 60% to the GDP of the state, metropolitan areas contribute even more as compared to their size of population. They acquire the status of a centre of productivity of high importance i.e. at inter-country significance. For instance, Kolkata has been the centre for business for the entire eastern region for decades and even centuries. People come to the area for the growth potential it has and provides livelihood to many. The economy of many towns and rural areas not only in the vicinity but also in the far flung areas has been linked with the economy of the city. Similarly, Mumbai is known as the commercial capital of the country and is home to number of industries and other economic activities. Apparently, these regions have political importance as well. Losing control over areas which generate huge resources could be politically not feasible.

During recent years, however, Government of India has taken a view that Chief Minister should be the chairperson of MPC in case of mega cities (ATR of Second Administrative Reforms Commission 2011 and the advisory of Ministry of Urban Development as given at Annexure VIII and IX) and Minister Incharge for non-mega metro region. Owing to pre occupation of Chief Minister, it is also suggested that Chief Minister may appoint a co-

chairperson of MPC to assist him on the related matters and ensure meetings of MPC on a regular intervals.

(iii) Composition of MPCs

In both the MPCs, two-third members are elected and one-third nominated under the Constitution. The elected members are from both urban and rural areas. The purpose is to get people from the municipalities and panchayats which are part of the MPC to reflect the concerns of their respective municipalities or panchayats. However, the factual situation seems a bit intriguing. For example, in KMPC, there are six districts or 41 municipalities (including 3 corporations) to be precise, which send 34 representatives from urban areas of the total 40 seats, but 14 of them are from Kolkata Municipal Corporation. It implies that the remaining 20 seats represent 40 municipalities. Even if each municipality has only one seat in the KMPC, there would be 20 municipalities left unrepresented.

One of the criteria for determination of seats is population of the urban and rural areas. At the same time, it is equally important that each municipality has representation in the MPC, otherwise who would address their concerns. If some areas are left unrepresented the planning may be skewed in favour of those towns which get representation. It was also mentioned to the members of the study team that each municipality has submitted its development plan and which has been consolidated and so even if some municipalities are not able to send representatives, their concerns would get reflection in the final plan of the MPC. The point is that MPC is the institution where the projects would be prioritized. If the political representation is not there in a political institution, then it would be another technical exercise just like the earlier days.

There is another way of ensuring representation of each ULB. The elected members and officials both mentioned that the rural character of the area is declining. This decline is likely to increase further in view of the development paradigm and as experienced world over. Some municipalities and panchayat areas, which are contiguous to a larger municipality may be merged in that. This has been done, as mentioned earlier, in Hyderabad and Bangalore. Further, it is also noted that civil society groups/stakeholders are not adequately represented in the MPC in a democratic manner. This could be

established through cooption of these groups covering (i) RWAs, (ii) Professionals (Doctors, engineers, architects, financial experts etc.), (iii) NGOs, and (iv) CBOs.

Therefore, there is a need to ensure that each municipality gets representation in the MPC or the unit of representation be such that each municipality is able to send at least one representative to the MPC. Further, the panchayat areas, which are contiguous to a larger municipality should be merged in that and representation of civil society groups should also be considered in the form of special invitees.

(iv) Organisational Structure

KMDA in Kolkata and MMRDA in Mumbai have planned for the respective regions for years and are manned by the staff having technical expertise for planning for the region. Keeping this in mind KMDA was made secretariat of the KMPC. In Maharashtra, the MPC in Mumbai has been given small office space in the office of MMRDA and with not sufficient commitment for resources and appears like an agency given some type of temporary arrangement till a decision is taken. It was also indicated that there is huge communication gap between the KMDA and ULBs in the region.

Administrative heads of MMRDA, BMRDA and KMDA are very senior officials. At the same time MMRDA and BMRDA are headed by the Chief Ministers in the respective states. The KMDA is chaired by the Minister-in-Charge. It can be seen that these agencies are important as land is an important resource and potential for political dividends are huge. At the same time MMRDA and KMDA have been made secretariat of the respective MPCs, which at least theoretically concedes the primacy of MPCs in the planning process. Therefore, it would be prudent to have these development authorities under the control of MPCs.

On the other hand, proposed structure of MPC in U.P. shows a different pattern. It is proposed that the Municipal Commissioner be made member secretary of MPC. In case of non-mega metro-region however, this seems to be more logical that the divisional commissioner is assigned a wider role in the region. Therefore, it is suggested that divisional commissioner of metro city may be made member secretary of MPC. Thus, MPC should have exclusive office located in the respective development authority with deployment of full time staff.

(v) Overlapping of MPC areas with DPC

Every municipality or panchayat is part of some district. Since, it is only KMPC which has done some exercises for planning, the study team thought it fit to use the case for discussion on the larger issue of that *whether the MPCs and DPCs should be exclusive of each other*. The current practice is that each municipality prepares the plan for its area and sends it first to the respective DPC and subsequently it is submitted to the MPC. The point for discussion is that why the members of the DPC in question would agree to funding the projects in that municipality on the plea that their projects would be funded by the MPC to which they belong. And if that be the case then what is the utility of sending these plans to the DPC. One argument is given by the officials is that the MPC considers only those projects, which have inter-jurisdictional issues, i.e. projects having impact on two or more municipalities or panchayats in the metropolitan region. Therefore, duplication/ overlapping of areas in the MPC and DPC needs to be removed by merging the concerned DPC area into respective MPC.

Inter-institutional Coordination

Agencies like CIDCO have been created with a special purpose and have gained strength over the years and today are very cash-rich and may not like to divest their power. Similarly, WBIDC got lands for industrial parks, which were not part of vision 2025. Apparently they have been included later. The other parastatal and line agencies have their agenda and plans, which do not always conform to the integrated plans. It was suggested by some stakeholders in Kolkata that the MPC should not only focus on MDPs, but should try to dovetail the schemes of line agencies as well. This could be ensured if the provisions are made for the plans of line agencies in the metropolitan areas to be approved by the MPC. In this way, MPC should operate as an intermediary link institution at city-region level to coordinate with a range of institutions for forward (state/central/multilateral) and backward (local service agencies / parastatals / ULBs / RLBs) linkages.

From the above analysis it is apparent that the requisite attention has not been paid much to this important institution, which has the potential to provide the connect between the macro and micro level plans in a city region. The steps that have been taken so far indicate that MPCs do not have the necessary authority to get a plan formulated and implemented as per the needs and aspirations expressed by the elected members of the

concerned ULBs. They also need to be given sufficient autonomy and commitment for adequate resources, as well as provide the necessary linkages with the other critical service agencies etc.

MPC, therefore, should be given a final say to prepare draft development plan. It is essential to integrate plan on different parameters such as spatial planning, land use planning, investment planning and coordination. Further, institutional coordination, not only for planning but also for implementation should be assigned to MPC. It is also important to use MPC as a body to channel transfers and capacity building for preparation of inclusive and sustainable projects.

Finally it appears that states have shown reluctance to devolve suitable powers and authority to MPC leading to delay in the implementation of the constitutional provision and have adopted a policy of 'Go Slow' on the matter. There is a need to address these issues which are linked to appointment of chairperson, composition, organisational structure, jurisdictional overlapping with DPC and inter institutional coordination.

Chapter-7

FRAMEWORK FOR A SUSTAINABLE AND INCLUSIVE MDP

This section deliberates on a broader framework to promote MPCs (Metropolitan Planning Committees) as a nodal institution for decentralised planning in line with the letter and spirit of 74th Constitution Amendment Act of 1992 on the bases of progress made in this regard at four mega city regions and two other metro towns. This covers actions towards preparation of a sustainable and inclusive Metropolitan Development Plan (MDP) which is able to address concerns of respective metro-regions as identified in the preceding analyses.

Feedback from Respective Metropolitan Region

At the outset of this section, although at the cost of repetition, it is important to recapitulate the main findings of preceding analysis to draw broad areas for proposed framework. These include:

- 1) The progress achieved on constitution of Metropolitan Planning Committees as per Article 243 ZE of Indian constitution is far from satisfactory. MPCs have not been constituted in most of the metropolitan areas. Wherever constituted, there appears to be a slow progress as part of follow-up activities.
- 2) Study also reaffirms that the progress on 243 ZE has been slow despite the continuous emphases on creation of MPC under JNNURM reform agenda and advisory issued by Ministry of Urban Development, Government of India.
- 3) It is also noted that the ground reality for planning for city region demands a systematic effort towards integrated planning to address urban concerns in a holistic and effective manner.
- 4) The study also reaffirms that the issues at mega-city regions and metro-city regions have two different sets of dimensions in terms of institutional, socio-economic and spatial parameters and need to be addressed accordingly. Therefore, it appears that certain modalities of MPC structure will vary from one type region to other as also noticed by Second Administrative Reform Committee (SARC) and 13th Finance Commission of India.
- 5) In addition, MPC is supposed to prepare a draft development plan (Not the final blue print), as per 243 ZE (1). The planning exercise of MPC, unlike the

district planning committee (DPC), as per 74th CAA does not include consolidation of development plan prepared by local bodies. Enabling legislation in Andhra Pradesh however, puts this function as part of MPC activities. There is also no fiscal and financial binding/allocation to strengthen the planning exercise of MPC and its follow up per se. This gives a purely ad-hoc status to the main exercise or deliverables of MPC.

- 6) Erosion of autonomy and authority of MPC and reluctance of states to devolve powers and functions are also observed in the respective or proposed amendment of State Town Planning/ Municipal Acts, and notification (wherever issued) for constitution of MPC which will virtually become a sub office of regional planning authority rather than using the same as a technical arm of MPC:
 - (i) The notification of MPC at Hyderabad indicates that Metropolitan Plan to be prepared by MPC is subject to approval by Hyderabad Urban Development Authority.
 - (ii) Metropolitan Planning Committee at Mumbai is operating under a part-time member secretary with the help of a small office located within a part of Mumbai Metropolitan Regional Development Authority (MMRDA) complex. Kolkata MPC also is located within Kolkata Metropolitan Development Authority (KMDA). Bangalore MPC is yet to be constituted, however, one professional at Bangalore Development Authority (BDA) has been assigned the task to look after the matters of MPC.
 - (iii) MPCs at Mumbai, Hyderabad, and Kolkata as notified by respective state governments do not have exclusive jurisdiction and have parallel bodies of District Planning Committees (DPCs) within the overall metropolitan area. Thus, the autonomy of MPC is also eroded on account of overlapping jurisdictions.
- 7) MPCs within this structure appear to be a part of conventional planning process and not a body of bottom-up planning as per the concept of decentralisation under 74th CAA. Specific guidelines to define basic structure of Development Plan in terms of sectors, coverage and indicators are not devised. Development plans, wherever exist, are largely in the form of land-use/ spatial plan.

8) Many of the functions as stipulated in the article 243 (W) as per 74th CAA are either not assigned, for example land, town planning, environment, slum improvement etc. or are not taken up by ULBs for suitable follow up. It is noted that Urban Local Bodies, both the Municipal Corporations and Municipalities are not operating as focal point and coordinating body to prepare the respective city Development Plan. These plans, therefore, ignore local accountability, participation and systematic capacity building of urban local government for planning, implementation and follow-up actions. In this process the plans (wherever attempted) remain weak and are not representative in nature.

9) The study notes a range of urban planning concerns for incorporation in MDP namely:

- (i) Vertical disparities among cities in terms of access to municipal services (Larger cities have relatively better levels of services);
- (ii) Disparities in the horizontal access to municipal services.
- (iii) Modalities for transition from rural to urban in terms of land use, connectivity, traffic & transportation modes, employment pattern, nature of economic activities etc.;
- (iv) Mismatch between funds, functions and functionaries combined with multiplicity of agencies;
- (v) City planning is top-down and ad-hoc, and not linked with the implementation policy;

Common Framework for MPC and MDP

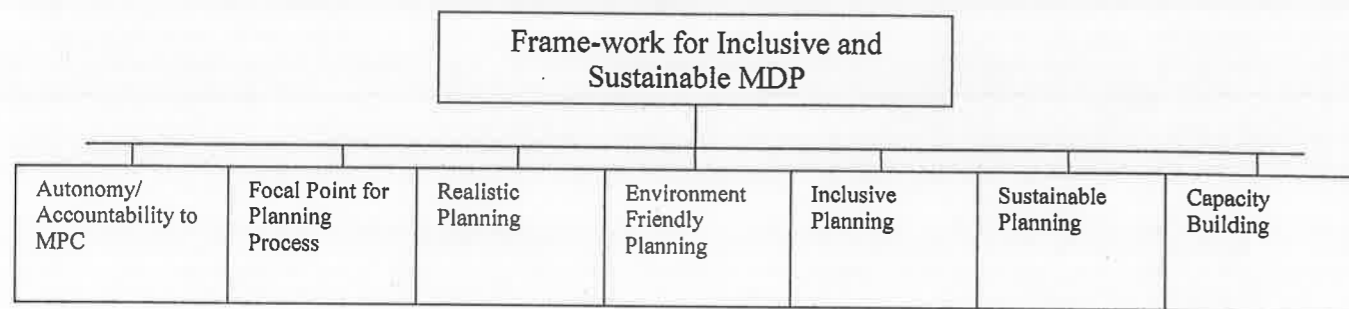
Against this background, it is imperative to develop a frame-work of MPC operating with due autonomy and accountability so as to prepare a sustainable and inclusive metropolitan development plans as stipulated by 74th Constitutional Amendment Act. In the light of the feedback, as above, a broad framework is suggested as per chart 7.1.

Which covers:

- I. Autonomy and Accountability of MPC
- II. Focal Point for Planning
- III. Realistic Planning
- IV. Environment Friendly Planning

- V. Inclusive Planning
- VI. Sustainable Planning
- VII. Capacity Building

Chart 7.1



Autonomy and Accountability

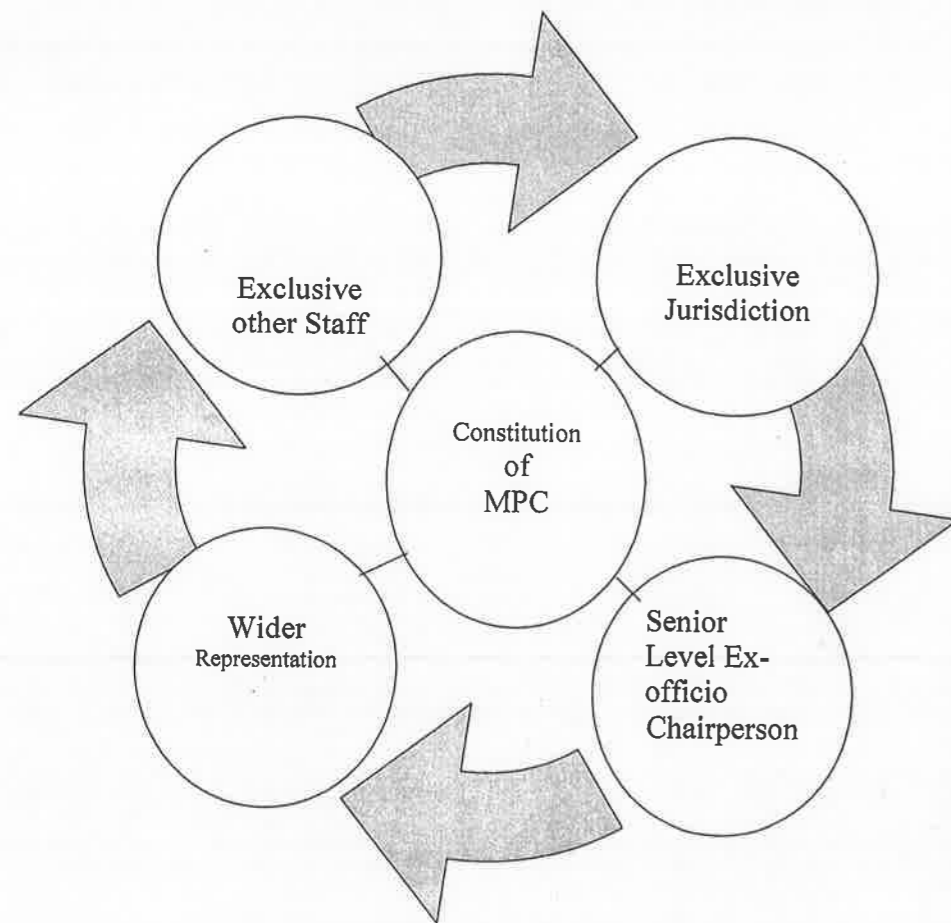
As noticed, MPC needs to be established as an institution with adequate autonomy, alongwith a balanced composition of functions, functionaries and funds.

It is important to ensure that (Chart 7.2) MPC operates with reasonable autonomy with adequate powers and functions. In this regard specific steps are suggested such as:

- I. Coverage of members may also include co-opted members from civil society groups, organisations such as registered NGOs/ CBOs, Teachers, Doctors, Engineers/ Architects, Labour Unions, Resident Welfare Association (RWAs) etc. It will improve bottom up representation to MPC.
- II. Chairperson would be under two different models namely (a) Chief Minister for mega city regions and (b) Minister Incharge for other metros. Mega city MPC may also have a co-chairperson as may be nominated by Chief Minister out of the elected members of respective MPC.
- III. MPC should have exclusive jurisdictions and area, within metro region and there should be no overlapping with DPC (MPC areas currently falling under DPC also should be detached from respective DPC).
- IV. Non-elected functionaries covering both professional and administrative staff of MPC should be earmarked and appointed on full-time basis.
- V. Separate office space should be identified for smooth operation of MPC.

- VI. Metropolitan Development Authority should operate as technical arm of MPC to provide profession expertise as and when required by MPC. CEO of Development Authority should be the member secretary of Mega city MPC and Divisional Commissioner should be member secretary MPC in other metropolitan areas.
- VII. Specific funds should be allocated for routine O&M and capital expenditure of MPC and its office.
- VIII. Specific funds allocated by centre/ state should be channelled through MPC for onward transfer to Metropolitan Development Authority/ ULB/ RLB and service agencies.

Chart 7.2
MPC as Autonomous & Accountable Institution



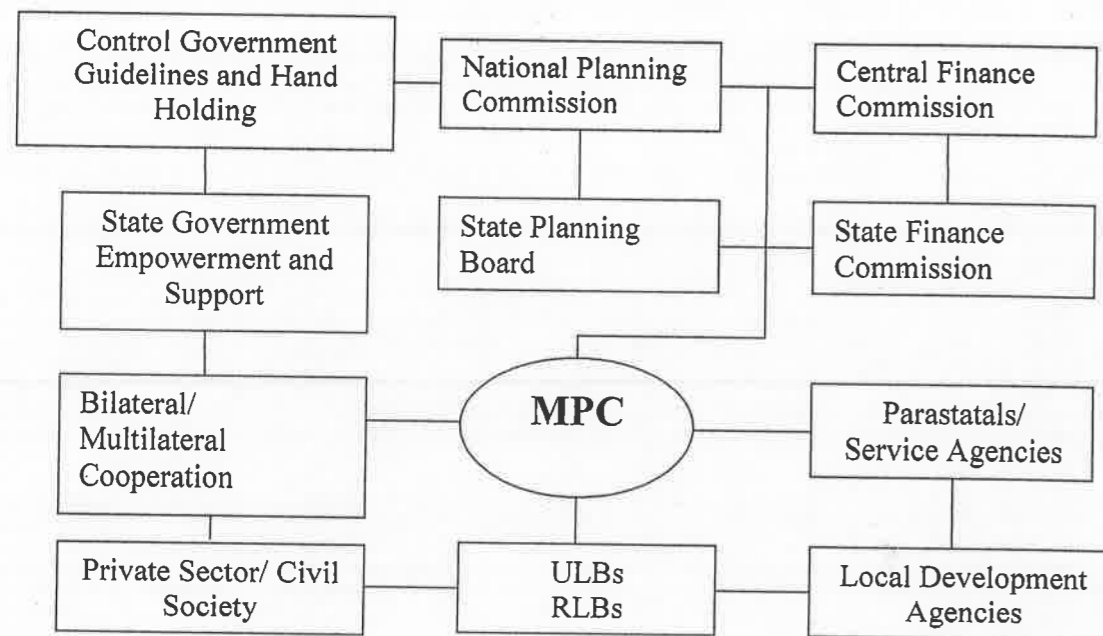
MPC as Focal Point for Planning

MPC being a focal point of planning at metropolitan level has a constitutional mandate to operate as intermediary link between local, provincial and national level stakeholders. It should therefore, interact with them at both forward and backward levels (chart 7.3) as below:

- Institutions under forward linkages include central government, state government, bilateral and multilateral agencies. Forward linkages also cover mutual feedback for State Planning Board, State Finance Commission, Central Finance Commission and Planning Commission of Government of India
- Backward linkages cover private sector/ civil society organisation/ service agency/ parastatals, local development agency and local body under backward linkages.

MPC has to guide, support, motivate and encourage these stakeholders to contribute effectively for a balanced, productive, sustainable development of Metropolitan region.

Chart 7.3
MPC as Focal Point for Metro Planning

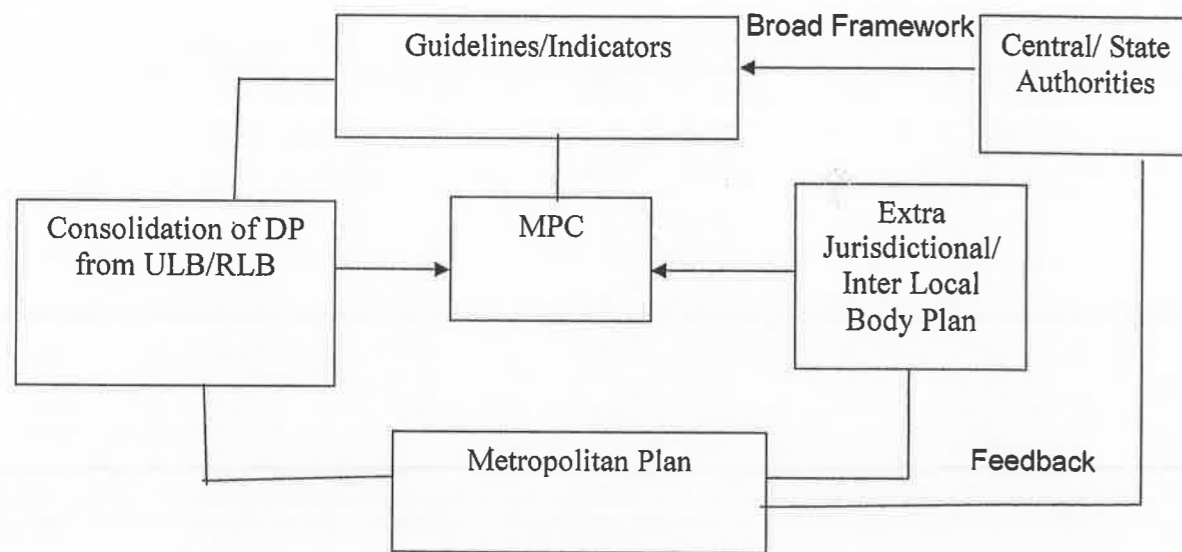


Realistic Planning

MPC as part of its mandate has to initiate a process for plan formulation which includes consolidation of Development Plan and identification of feedback for MDP (extra-jurisdictional and inter-local body plan). It should be based on sectoral concerns and requirements of infrastructure/ services, livelihood opportunities and safe environment.

State Governments have to play critical role to decide broad parameters for the guidelines/indicators for functional and fiscal devolution to local bodies in line with service level benchmarking and normative bases as determined in line with requirements of 13th Finance Commission. This will facilitate a realistic plan at local level. This should also include normative basis for adaptation by MPC. Specific actions in this regard cover (Chart-7.4):

Chart-7.4
Process for Plan Formulation at Metropolitan Region

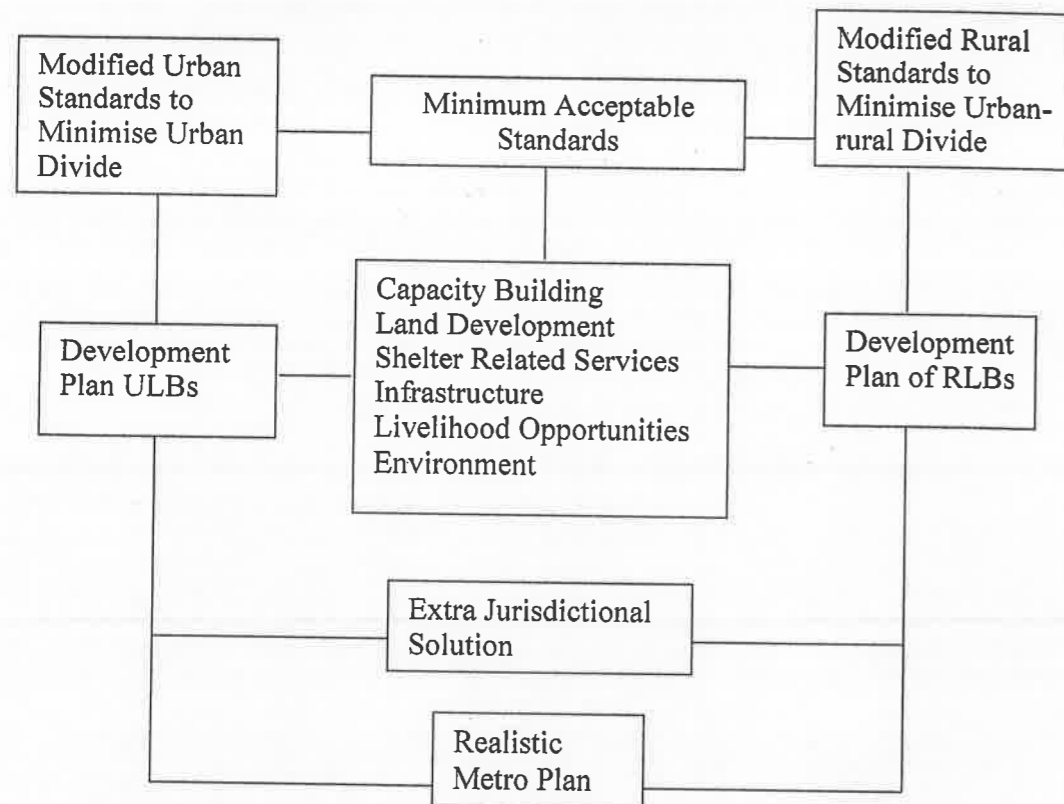


Procedural Route for Realistic MDP

Different steps to follow a realistic plan to be taken by various stakeholders are as follow:

- Urban-rural divide within the metropolitan region needs to be minimised. It is further important to recall that rural areas within the metropolitan area are undergoing a transition and will get urban status in due course.
- Therefore, normative base of infrastructure in the rural areas of a metropolitan region has to be some what similar to urban standards and has to be significantly different from RLBs in the District Planning Committee.
- These basic considerations should guide preparation of development plan and provide feedback for extra jurisdictional solution within the metropolitan region.

Chart-7.5
Procedural Route for Realistic Metro Plan



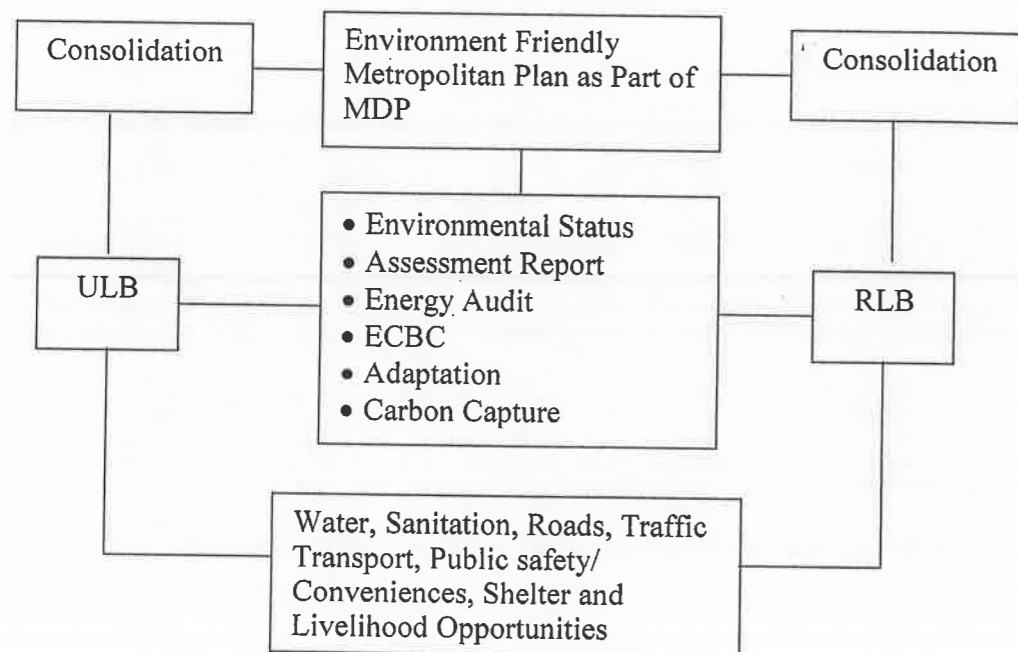
Environment Friendly Planning

Specific focus is essential for environmental consideration covering Government of India emphases on Climate Change and reduction of Green House Gas emissions. This study suggests a frame-work of actions at MPC (Chart 7.6). Specific action on Environmental Friendly Planning (EFP) include:

- (i) There is increasing awareness that urban local government/ municipal governance is expected to play decisive role to promote local solutions on environment. Accordingly, 74th Constitution Amendment Act of 1992 for the first time recognised urban environment as one of the municipal function.
- (ii) Jawaharlal Nehru National Urban Renewal Mission (JNNURM) has provided massive investments for urban infrastructure and low income housing along with a reform agenda which include several actions pertaining to reduction in emission levels and promotion of absorptions capacity of urban environment. The mission has so far sanctioned projects worth over Rs 1,00,000 crore out of which 90 per cent concentrate on utility infrastructure. This is an opportunity to strengthen these projects from the angle of energy efficiency.
- (iii) India's first ever National Urban Housing and Habitat Policy 2007 lays specific focus on green settlements and development of city housing and habitat plan. This will provide a chance to incorporate green agenda in the settlement planning.
- (iv) Prime Minister's Council on Climate Change has finalised National Action Plan on Climate Change (NAPCC) which is based on eight missions which have direct bearing on different functions of urban local bodies.
- (v) Ministry of Urban Development, Government of India, has been assigned the role to design Sustainable Habitat Mission which is a unique occasion to put together convergence from investment potential under NAPCC.
- (vi) Energy Conservation Building Code (ECBC) provides a model to gain energy efficiency for high consumption brackets. This also provides a chance to redesign regulatory frame-work and modify development control rules to have energy efficiency for medium and low consumption brackets for both residential and commercial uses of energy.
- (vii) Metropolitan Development Plan (MDP) should cover environmental concerns on each of the functions and services to be covered under MDP.
- (viii) These would cover resource conservation recycling and treatment to promote sustainable urban energy use.

- (ix) This has to particularly include Transport & Traffic, Roads & related services, Water Supply, Sanitation, Solid Waste Management, Street Lighting, Public Safety, Shelter as well as spatial organisation of livelihood opportunities.
- (x) While planning for each of the focus area, MPC has to suitably apply rules, regulations and bye laws taking into account State Municipal Act, Town Planning Act, Environmental Guidelines, Development Control Rules and Energy Conservation Building Code (ECBC) which is currently applied on trial basis and is likely to be adapted as a follow up of National Mission on Sustainable Habitat (NMSH).
- (xi) In addition, Environmental Status/ Assessment Report should be prepared by each local body for final feedback to MPC.
- (xii) There is increasing awareness on Mass Rapid Transport System (MRTS) as a tool to use low carbon transport and other means of transport and traffic efficiency.
- (xiii) Suitable instruments for adaptation and sequestration (Carbon Capture) should be adopted to include emission of green house gases. It will also facilitate access to carbon credit.
- (xiv) MPC may guide ULBs/ RLBs and handhold them for designing and pooling the projects as safe environment.

**Chart-7.6
Environment Friendly Metro Plan**



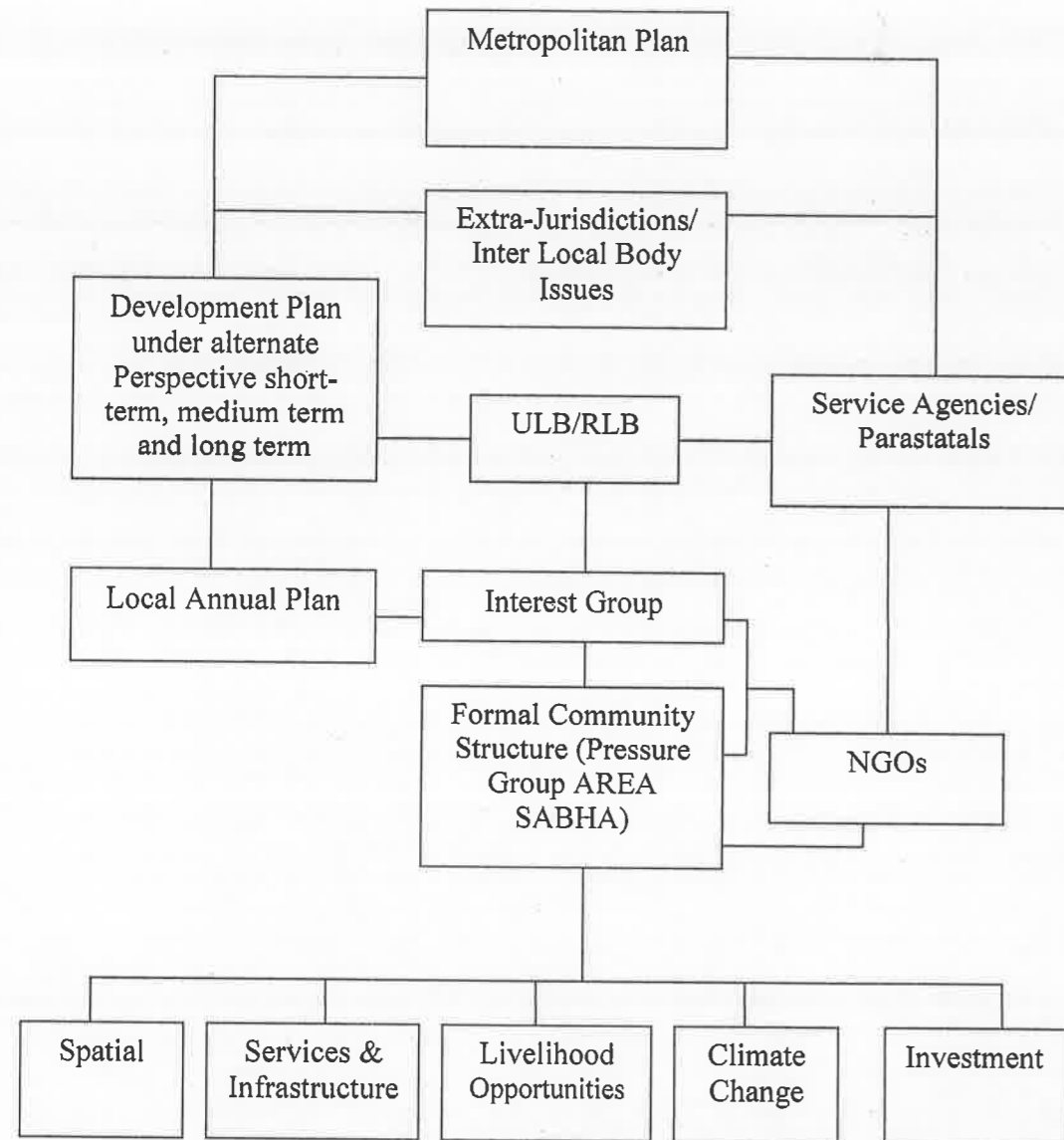
Inclusive Planning

XI Five Year Plan has given put emphasis on 'Inclusive Planning' as a tool to achieve objectives of welfare state. This is equally relevant for MPC. MDP should be inclusive. This also means that MDP and DPs at local body level should be based on a consultative and bottom-up process. In this regard MPC should engage ULBs/ RLBs to initiate a bottom-up process from neighbourhood level to have necessary feedback covering:

- (i) Local interest groups should be identified and contacted to transform into pressure-groups. Subsequently, these groups should be organised to deliberate on local requirements. It will not only help identify the priorities but also enable these groups to own the plan, have sense of belongingness and better compliance for resource mobilisation, cost recovery and upkeep of assets created under the projects.
- (ii) Bottom-up plan thus starting at grass-root level should have specific input from NGOs/CBOs to stimulate interest groups to undergo a transition into a formal community structure. This should also include media which needs to be sensitised about importance of urban concerns in a systematic manner.
- (iii) In this regard AREA SABHA as proposed under JNNURM reforms will go a step further to consolidate neighbourhood level proposals for developing a ward level plan for onward consideration of ULB/RLB.
- (iv) Simultaneously, specific service agencies/ parastatals should also participate right from formal community level up to MPC level to deliberate feasibility of planning and implementation at (i) neighbourhood (ii) inter-ward (iii) city/village (iv) Inter Local Body and (v) Metro level
- (v) Inclusive planning should include both physical and fiscal/financial plan under alternate scenario that is annual plan as well as mid term and long term plan.

Therefore, a process of inclusive plan has to include interest groups, pressure groups, community structure at grass-root level, CBOs/ NGOs, parastatals etc. to deliberate and contribute in the planning process on a range of parameters such as spatial, services and infrastructure, livelihood opportunities, climate change and investment.

**Chart-7.7
Framework of Inclusive Plan**



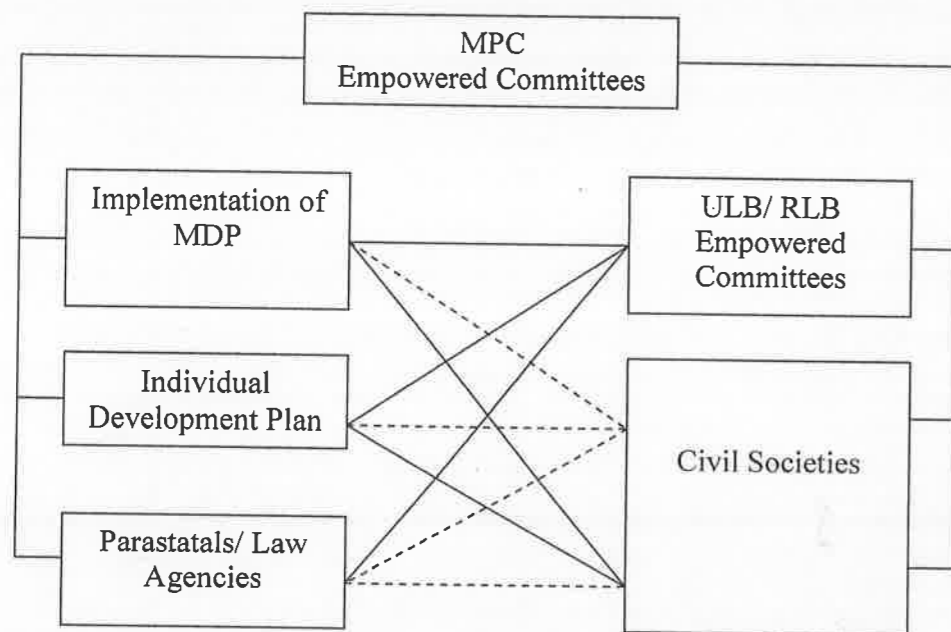
Sustainable Planning

Planning is a dynamic process and therefore it needs to be appropriately linked with implementation to have a regular feedback. A realistic, inclusive, environment friendly plan as above should also be made sustainable. This will mean linking plan with implementation and post implementation stages of the projects to be developed under

the plan. In this regard, MPC has to maintain a constant touch with each of the stages and has to assume the role of overall coordination with various stakeholders.

- 1) MPC has to coordinate with (a) ULB/ RLB (b) Civil Society including private sector and (c) concerned parastatals in the implementation of MDP.
- 2) Overall implementation of MDP should be monitored by empowered committee constituted by MPC.
- 3) Individual Development Plan will be the main responsibility of ULB/ RLB.
- 4) Parastatals and Civil Society should perform their respective role as may be decided by MPC and ULB/ RLB concerned.

Chart-7.8
Process for a Sustainable Plan



Capacity Building

Capacity building process for planning and implementation of MDP needs to be evolved on following lines:

- (i) Awareness workshops/ seminars for senior functionaries from MPC, ULBs, RLBs, Parastatals, civil society etc.

- (ii) Mid career training for functionaries of organisation as (i) above. This should include class-room training/ on the job training/ study visits/ handholding.
- (iii) Sensitisation meeting at ward level and workshop at ULB level to discuss draft plans.
- (iv) Development of material for capacity building
- (v) MPC has to be nodal agency for capacity building in the metropolitan area and should carry out training need assessment for a long term training plan and mobilisation of necessary resources.

Roadmap for State Follow-up

Although Centre should continue to perform its role to engage, motivate, support, guide and handhold states to take suitable actions (also refer to intergovernmental action agenda at Annexure XII), the states have to take a lead for the implementation of constitutional provision.

The points as above need to be taken forward by respective states to realise the vision goals and objectives as emerge from 74th CAA, recommendation of Central Finance Commission and Second Administrative Reforms Commission, reform agenda of JNNURM and Advisories issued by Ministry of Urban Development, Government of India. Key points of attention by states in this regard may include.

- (i) Prepare a proposal and seek necessary approval for amendment of State Town Planning Act to notify detailed modalities and procedure for constitution of Metropolitan Planning Committee.
- (ii) The structure of MPC should give due cognizance to specific requirements/ context of mega city areas and other metropolitan areas.
- (iii) DPC (District Planning Committee) areas falling within the limits of respective Metropolitan area should be delinked from respective district and merged with the metropolitan areas.
- (iv) Chairperson of MPC should be ex-officio Chief Minister of respective state for Mega Cities and Minister In-charge for other Metro city regions. The MPC should also have a co-chairperson/ vice chairperson as nominated by respective chair-person out of elected members of MPC.

- (v) MPC secretariat hosted at respective development authority should have an exclusive office with the necessary allocation of funds and deployment of staff on a regular basis.
- (vi) Respective development agency, whose jurisdiction is coterminus with the boundaries of Metropolitan areas, should be the secretariat of MPC.
- (vii) Chief Executive Officer/ Commissioner of Development agency hosting the secretariat of MPC, may be given task of member secretary of MPC in mega city regions whereas divisional commissioner may operate as Member Secretary of MPC for other metropolitan areas.
- (viii) Each urban local body in the MPC area should be given representation in the MPC, through, cooption of members from those which are not represented in the MPC.
- (ix) Functional domain of ULBs should be modified/ functions should be devolved to ULBs as per Schedule XII of Constitution as included in the 74 CAA and recommendation of Second Administrative Reform Commission (SARC) as accepted by Government of India as per respective ATR (Action Taken Report). These include important functions such as Policing, Land, Environment, Socio Economic Plan, Education, Hospitals etc.
- (x) Local bodies within MPC should adopt a common frame-work for levels and standard of basic services irrespective of their status of rural/ urban.
- (xi) Inter-local body transport planning and delivery of services should be assigned to transport authority specially created for the purpose as per recommendations of SARC.
- (xii) Spatial plan/ land use plan and vertical supply of land should be linked to transport plan/ network.
- (xiii) A model frame-work could be drawn to prepare Development Plan (both physical and financial) of ULBs taking into account functional domain of local bodies (as per recommendation of 13th Finance Commission) and scope for a perspective plan under alternate scenario i.e. short-term (annual), medium term (5 year) and long term (15-20 year) perspective.
- (xiv) The model frame-work should promote a bottom-up, participatory and inclusive plan in the overall context of sustainability.
- (xv) States to also draw broad guidelines (for consolidation of local plans) to prepare a Metropolitan Development Plan (MDP) covering integration of

socio-economic, investment, environmental and spatial plan for the metro-region as a whole. MDP should also give due cognizance to recent policies and programmes to draw necessary feedback for respective task with a particular reference to affordable housing, vertical supply of land, reservation of land for weaker sections as per National Urban Housing and Habitat Policy and implementation of reform agenda under schemes/ programmes of Central/ State Government.

- (xvi) MPC to also operate as a coordinating agency for the implementation of MDP with a constitution of empowered committee to carry out monitoring, follow-up and coordination of implementation of MDP and supervise evaluation and feedback process on MDP.
- (xvii) MPC to also channel fiscal transfers to local bodies within its jurisdiction.
- (xviii) MPC to also facilitate resource mobilisation including innovative methods such as 'Bonds'-by individual local bodies and inter local body cooperation (pool financing).

Finally it appears that there is need to expedite implementation of article 243 ZE of the Constitution to create MPCs to prepare a sustainable Metropolitan Development Plan. It will make metropolitan cities as a centre of productivity, growth and inclusive development.

Annexure-I

**Study on Metropolitan Planning Committees (MPCs)
DATA SHEET**

1. IDENTIFICATION

1.1. Name and address of MPC _____

1.2 No. of Districts covered under the MPC

(a) Name of Districts

(b) Which of these already have DPCs and how many plans have been prepared by them?

(c) What is the periodicity of the planning proposed?

(d) Is any district covered fully?

1.3. Year of Constitution _____ *(Please attach copy of notification)*

1.4. No. of Members Total _____ Elected _____ Non Elected _____

(Please attach a list of Members)

Appointment of Chairperson Ex-officio Elected

1.5. Name and address of Chairperson/President

Phone

Email

1.6. No. of Urban Centres:

Municipal Corporations _____ Municipal Councils _____ Town Panchayats _____

Total _____

1.7. No. of Villages and Villages Panchayats

Villages _____ Village Panchayats _____ Blocks _____

1.8. Area of MPC (2001) Total _____ Urban _____ Rural _____

1.9. Population (2001) Total _____ Urban _____ Rural _____

1.10. Decadal Growth Rate of Population (2001) Total _____ Urban _____ Rural _____

2. Key Issues Relative to MPC

- (i) Scope for wider planning covering land use plan, socio- economic plan and financial plan
- (ii) Proportionate representation of all urban areas.
- (iii) Overlapping with DPCs.
- (iv) Clarity of Roles and Responsibilities of MPC (Please Specify)
- (v) Need to expand MPC limits- If Yes Specify.
- (vi) Institutional Development for infrastructure and Environmental Conservation.
(Please Specify)
- (vii) Areas of potential conflict with other planning and development agencies including coordination (Specify).
- (viii) Civil Society organizations/stakeholder consultations
- (ix) Adequate Technical Competence/Staffing and space for MPC
- (x) Funding of MPC

Please collect copy of the Plan of the MPC

Annexure-II

SELECT ULB PROFILE (Municipal Corporation / Municipal Council/ Others)

1.1. (a) Name

Area _____ Population _____
 (2001) (2001)

(b) Chairperson/Commissioner/ CEO (Name and Address)

Phone Cell E-mail

1.2 Functional Domain

Name of the Agency

Function	Development	O&M
Land/Town Planning		
Water Supply		
Sewerage		
Solid Waste Management		
Roads		
Parking Places		
Environmental Protection		
Parks		
Disaster Management		
Public Conveniences		
Shelter for Poor		
Public Safety		
Poverty Alleviation		

Code: 1-Municipal Agency, 2-Local Agency, 3-State Agency, 4-Regional Agency, 5-Central Agency, 6-PPP

1.3 Existence of formal community structures, (Tick✓ all applicable)

CDS Area Sabha Ward committees

2. DEVELOPMENT INDICATORS/ INDEX

ITEMS

- (i) % Population with water supply.
- (ii) % Population with in- house tap
- (iii) %Paved road to total
- (iv) % Solid waste collected
- (v) % Scientific disposal of Solid waste
- (vi) % Sewage Treated
- (vii) % Population with in- house latrines
- (viii) % Revenue income from own sources
- (ix) % Literary ratio
- (x) % Population in slums
- (xi) Infant mortality rate
- (xii) Maternal mortality rate
- (xiii) Poverty ratio (as per latest BPL survey)
- (xiv) Water supply (24 ×7) : yes - no

3. Urban Sector Concerns: Actions to be taken for Metro Area Plan from outside the Municipal Limits.

1. Identification of source of water supply
2. Water treatment plant
3. Sewerage treatment plant
4. Solid waste disposal sites.
5. Crematorium/ burial grounds
6. Slaughter House
7. Integrated transport system
8. Shelter for poor
9. Expansion of city limits
10. Stadium/ Amusement park/ Entertainment hubs
11. Commercial/ industrial clusters
12. Multipurpose community centres
13. Bypass roads
14. Creation of bus terminal/ depot
15. Creation of truck terminal/ depot
16. Urban fringe forestry

Please collect copy of the Budget of the ULB

Please collect copy of the Development Plan of the ULB

Annexure-III

**Study on
Urban Sector Concerns for Metropolitan Planning Committees (MPCs)**

STATES/ UTs LEVEL INFORMATION SHEET

1. Name of State/ UT

2. Status of MPCs in the state (Please tick ✓)

i. Under Process [] ii. Notification Issued [] iii. Already Constituted []

(Please attach the copy of Notification)

If already constituted No. of MPCs Constituted a. Eligible____ b. Actual____

3. Status of District Planning Committees (DPCs) in the state (Please tick ✓)

i. Under Process [] ii. Notification Issued [] iii. Already Constituted []

(Please attach the copy of Notification)

If already constituted No. of DPCs Constituted a. Eligible____ b. Actual____

4. Status of

a. Metro Plans

i. No. of Plans under process____ ii. No. of Plans already prepared____ iii. No Activity_

b. District Development Plans

i. No. of Plans under process____ ii. No. of Plans already prepared____ iii. No Activity_

Annexure-IV (a)

Demographic Profile of Mega City Regions

MPCs				Largest Cities			
	Area	Population			Area	Population	
		2001	- 2009*			2001	- 2009*
BMRDA	1,240 sq km	1, crore	6466271	Bangalore	741 km ²	5,101,000	5310318
HMDA	1864 sq km	6.5 million	1604641	Hyderabad	630 km ²	3,637,483	4025335
KMDA	1851.41 sq.km	14.72 million	15414859	Kolkata	185 km ²	4,580,544	5080519
MMRDA	4,355 sq km	17,702,761	21347412	Mumbai	603.4 km ²	11,914,398	13922125

Source: 2001 Census

: World Gazetteer 2009 (Calculation)

Annexure-IV (b)

Demographic Profile of Selected ULBs

Selected Local Bodies	Area (2001) (km²)	Population (2001)
Ramnagaram(Bangalore)	14.53	79,365
Bhongir (Hyderabad)	9.63	47,451
Kamarhati (Kolkata)	10.90	314,334
Panvel (Mumbai)	24	2,04,336

Source: Census- (2001)

Annexure- V**Persons Contacted****Bangalore**

Name	Designation	Address
Anjali V.Kumar	CAP Associate Janaagraha Centre for Citizenship & Democracy	Tel- 080-41277102/103 Cell- 9886373008 Fax- 080-41277104 Email:anjali@janaagraha.org
Shri. Watan Lal	Secretary, KUIDFS	
Shri. Das Gupta	Commissioner, BMRDA	Tel- 22255493
Shri. S.P. Hunnur	Additional Director Finance	Mob- 9845150829 Fax- 41245428
Shri. Mukude	Chairman & Chief Director Planning, ITPI, Karnataka Chapter.	Tel- 22353975
Shri Brajesh	Accountant, Ramnagram Municipal Council	9986230779
Dr. Prem Chand	Director General Local Development	Tel- 23302150

Hyderabad

Name	Designation	Address
Shri. Dr. Sameer Sarma I.A.S	Commissioner	Tel- 23224564 commissioner@ghmc.gov.in
Mrs. Banda Karthika Chandra Reddy	Mayor	Tel-23227958, 23262266,23220430
Sri M.Pardha Sarathy	Chief Financial Advisor,	Tel- 23221058, Mob- 9963199984 cfa@ghmc.gov.in
Shri. Shivrudhrappa	J/D Financial Directorate of Local Bodies. Gov. of Andhra Pradesh	Tel- 9535224001
Sri A. Prabhakar	Chief Examiner of Accounts	Mob- 9959094217 sns@ghmc.gov.in
Sri. G.Rajendra Prasad, I.A.S	AC (Housing & Electrical),	Tel- 23224824 Mob- 9000911810 ac_electrical@ghmc.gov.in ac_housing@ghmc.gov.in
Shri. Sanjeev Gupta	Project Director World Bank, Andhra Pradesh.	Tel- 23435585
Shri Jahangir	Chairman , Bhongir Municipal Council	
K. U. Ramacharan	Municipal Commissioner, Bhongir Municipal Council	

Kolkata

Name	Designation	Address
Shri. Arnab Roy	Secretary, Kolkata Metropolitan Development Authority	Prashasan Bhawan, DD-1, Sector-1, Bidhannagar, Kolkata-700064 23580021(O)
Shri. Amiya Das	Mayor Chandan Nagar Municipal corporation	Chandan Nagar Municipal Corporation, Hooghly, W.B. (India)-712136 033-(D)26830772, 26832562, (R): 26836133 9432287374
Smt. Archana Ghosh	Senior Faculty & Head of Urban Studies Institute of Social Sciences (Eastern Regional Centre)	CF-149, Sector-I, Salt Lake City, Kolkata- 700064 033-23340233 9831298720
Shri. Dibakar Mukhopadhyay	Joint Secretary	033-23349338 9836592856
Shri. Dipankar Sinha	Director General (Town Planning) Kolkata Municipal Corporation	Chief Municipal architect & Town Planner's Office, 1, Hogg Street, Kolkata-700013 & Town Hall, 4, Esplanade Row (West), Kolkata-700001 Office: 22447606, 22861202 Town Hall: Office:22483085, 22131098 Res: 25484192 9831084192
Shri. Md. Sahidul Islam	Jt. Municipal Commissioner Kolkata Municipal Corporation	Office: 22861271 Extn.: 2603 I.C. 271 9433416607
Shri. Anadi Sharma Basu	Director, Statutory Planning Unit, KMDA	
Shri. Kalyan Roy	Director, Planning, KMDA	9831483190
Shri. Tanmoy Mukherji,	Addl. Director Planning, KMDA (presently in charge of KMPC matters)	
Prof. (Dr.) Manoj Kumar Sinha	Professor of Law The west Bengal National University of Juridical Sciences	Dr. Ambedkar Bhavan, 12 LB Block, Sector- III, Salt Lake City, Kolkata-700098 033-23358785, 23357379
Shri.Tushar Kanti Mitra	Adviser (Kolkata Metropolitan Development Authority), Consultan (Change Management Unit)	Residence: BF-113, Sector-1, Salt Lake, Kolkata-64 033-23341201(Res) Office: 033- 23378723/6226 Extn:113 9830293919
Sheri. Prabir Mitra	Vice Chairman, Kamarhati Municipal Council	
Gautam Goswami	Sub. Assistant Engineer Kamarhati Municipal Council.	
Shri Shantoni Jha	Chairman, Kalyani Municipal Council.	

Mumbai

Name	Designation	Address
Shri. Thomas C. Benjamin	Principal Secretary Urban Development, Gov. of Maharashtra	Tel- 022-22026419 Fax- 022-22829282 Email- 53.benjamin@gmail.com
Dr. J.M. Phatak	Municipal Commissioner, Municipal Corporation of Greater Mumbai	Tel- 022- 22620525 Fax- 022- 22655927 Email- mc@mcgm.gov.in
Shri. G.S. Gill	Vice Chairman & Managing Director, City & Industrial Development Corporation of Maharashtra Ltd.(CIDCO)	Tel- 022- 22026665 Fax-022- 22022509 Email-md@cidcoindia.com
Shri Vinod Ambarte	P.A to Joint Metropolitan Commissioner, MMRDA	Tel- 022-26594004 Fax- 022-26591112/1264 Email- mmrda@giasbm0.vsnl.net.org
Shri.Ram Dhas	Chief Account Officer	Tel-022-22621889 Fax- 022-22620249 Email- rambhaudhas26@gmail.com
Smt. Uma Adusumlli	Chief Planner, MMRDA	Mob: 9821637475
Shri Nungri	Town Country Planning,	
Shri M.R. Shende	Senior Town Planning	
Shri S.B. Katekar	City Planner Panvel Municipal Council	
Shri Parshan Thakur	President, Panvel Municipal Council	
Shri S.S Korlekar	Hydrolic Engg., BMC	

Bhopal

Name	Designation	Address
Shri S.N. Mishra	Secretary & Commissioner, Municipal Administration	Urban Administration & Development.
Shri U.K. Sadhav	Additional Director	Directorate of Urban Administration & Development. Ph. 0755-2552609
Shri B.N. Tripathi	Additional Commissioner	Town & Country Planning
Shri Mayank Verma	Administrative Officer	Bhopal Municipal Corporation
Shri Anand Mohan	Superintending Engineer	Bhopal Development Authority

Kanpur

Name	Designation	Address
Shri Alok Ranjan	Principal Secretary, UD	Bapu Bhawan, UP Secretariat, Lucknow-01 Phone 0522-2239467
Shri U N Tiwari	Additional Municipal Commissioner	Nagar Nigam Kanpur Mobile 09415906300
Shri Mahaveer Singh	Chief Town Planner	Kanpur Development Authority Mobile 09956038383
Shri A. K. Vajpeyee	Assistant Municipal Commissioner	Nagar Nigam Kanpur
Shri B. K. Diwedl	Deputy Municipal Commissioner	Nagar Nigam Kanpur Mobile 9415906004

Annexure VI

Points emerging from the stakeholders' meet: IIPA draft Study on "Urban Sector Feedback - Metropolitan Planning Committee"

Venue:

Conference Hall, Ministry of Urban Development, Nirman Bhavan, New Delhi

Date:

May 13, 2010

The meeting was attended by senior professionals covering a cross-section of institutions and stakeholders. Shri K. C. Sivaramakrishnan, former Secretary, Ministry of Urban Development, Government of India agreed to chair the session. The Study team made a presentation, with the permission of Chair which was followed by a discussion on the main findings of the draft study

Prof. K. K. Pandey, Chairman, CUS, IIPA briefly explained the objectives of the study and the methodology adopted thereon. It was indicated that IIPA was asked to study MPCs in the light of the constitutional provision and municipal sector concerns in the planning process for (i) a 'bottom-up' assessment and (ii) inter-municipal cooperation so that the metropolitan development plan (MDP) to be prepared by the MPC becomes a representative, realistic, environment friendly, inclusive and sustainable plan. The study also included the process of constitution of MPCs to carry out mandated tasks as laid down by the respective states. It was indicated that the study has covered MPCs as constituted at Kolkata and Mumbai along with two other metropolitan areas namely Bengaluru and Hyderabad.

The team members, namely Prof. P. K. Chaubey, Dr. Kusum Lata and Dr. Sachin Chowdhry made brief presentations on conceptual issues, situation analyses, constitutional provisions, and the emerging implications for the selected metro regions. The need for coordinated action by governments to improve the efficiency of the MPCs

and stimulate the bottom-up planning and inter-municipal cooperation was discussed in some detail.

The presentation was followed by general discussions and the following observations were recommended for inclusion in the final report:

- I. The metro-cities and mega-cities are two different entities and therefore, issues from the metros need to be included.
- II. The study should elaborate why, many years after the 74th CA was passed, the MPCs were not constituted.
- III. The Issue of chairpersons in mega cities needs to be discussed separately from the other metros.
- IV. The availability and allocation of funds, particularly from those of development authorities to the ULBs are critical and need specific attention while drawing of a realistic plan.
- V. The scope of MPCs should be largely confined to schedule XII of, the Constitution of India. This needs, however, to be specifically elaborated from a practical view point, in respect of the core municipal functions to be handled by ULBs.
- VI. The recommendations need to include bottom-up/ realistic planning and inter municipal cooperation in the context of MPCs as per the 74 CAA.
- VII. The details of inter-governmental coordination can be placed in the Annexure.
- VIII. Finally, on the basis of these points, the report should include an overall perspective of MPCs as institutions of decentralization, inclusion and representative authority.

The meeting ended with a vote of thanks the Chair. It was indicated that these valuable suggestions would be incorporated at suitable places in the draft report.

Annexure VII

Metropolitan Areas in India

State	Metro cities/UA2001	City Population 2001	City Population 2009	UA Population 2001	UA Population 2009
1. Andhra Pradesh	Hyderabad (6) (6)	3,637,483	4,025,335	5533640	6,290,397
2.	Visakhapatnam (36) (21)	982,904	1,058,151	1329472	1,511,687
3.	Vijaywada (-) (34)			1011152	1,149,738
4. Assam	Guwahati (43)			1	1,038,071
5. Bihar	Patna (14) (14)	1,366,444	1,814,012	1707429	
6. Chandigarh	Chandigarh (39) (44)	808,515	1,033,671	2	1,033,671
7. Chhattisgarh	Bhilai (-) (39)			3	1,107,012
8. NCT of Delhi	Delhi (2) (3)	9,879,172	12,259,230	12791458	18,639,762
9. Gujarat	Ahmedabad (7) (7)	3,520,085	3,913,793	4519278	5,334,314
10.	Surat (9) (9)	2,433,835	3,233,988	2811466	3,196,799
11.	Vadodara (22) (16)	1,306,227	1,513,758	1492398	1,696,943
12.	Rajkot (25) (35)	967,476	1,395,026	1002160	1,505,231
13. Haryana	Faridabad (23) (31)	1,055,938	1,464,121	1054981	
14. Jammu & Kashmir	Srinagar (35) 40	898,440	1,060,871	4	1,104,489
15. Jharkhand	Ranchi (37) 41	847,093	1,047,490	5	1,066,449
16.	Jamshedpur (-), 32			1101804	1,252,815
17.	Dhanbad (-) 34			1064357	1,210,235
18. Karnataka (2)	Bengaluru (3) (5)	4,301,326	5,310,318	5686844	6,466,271
19.	Maisuru (41) 33	755,379	1,007,847	6	1,230,039

20. Kerala (2)	Kochi (-) (20)			1355406	1,541,175
21.	Thiruvananthapuram (-) 42			7	1,047,560
22.	Kozhikode (-) 45			8	1,000,802
23. Madhya Pradesh (3)	Indore (15) (15)	1,474,968	1,811,513	1639044	2,049,193
24.	Bhopal (16) (17)	1,437,354	1,752,244	1454830	1,751,766
25.	Jabalpur (34) 27	932,484	1,066,965	1117200	1,270,321
26. Maharashtra (10)	Mumbai (1) (1)	11,978,450	13,922,125	16368084	21,347,412
27.	Pune (8) (8)	2,538,473	3,337,481	3755525	5,273,211
28.	Nagpur (13) (13)	2,052,066	2,403,239	2122965	2,656,318
29.	Thane (17)	1,262,551	1,739,697	9	
30.	Pimpri-Chinchwad (20)	1,012,472	1,553,538	10	
31.	Nashik (21) 26	1,077,236	1,521,675	1152048	1,742,343
32.	Kalyan-Dombivli (27)	1,193,512	1,327,927	11	
33.	Navi-Mumbai (30)	704,002	1,187,581	12	
34.	Aurangabad (31) 36	873,311	1,167,649	13	1,195,592
35.	Solapur (32) 38	872,478	1,128,884	14	1,128,884
36. Orissa	Bhubaneswar (-), 22			15	1,666,429
37. Punjab	Ludhiana (18) (19)	1,398,467	1,701,212	1395053	1,701,212
38.	Amritsar (29) 33	966,862	1,194,740	1011327	1,206,918
39. Rajasthan	Jaipur (11) (11)	2,322,575	3,102,808	2324319	3,102,808
40.	Jodhpur (42)	851,051	1,006,652	16	
41. Tamil Nadu	Chennai (5) (4)	4,343,645	4,590,267	6424624	7,305,169
42.	Coimbatore (40) (18)	930,882	1,008,274	1446034	1,644,224
43.	Madurai (-) (24)			1194665	1,358,403

44. Uttar Pradesh	Kanpur (10), (10)	2,551,337	3,144,267	2690486	3,494,275
45.	Lucknow (12) (12)	2,185,927	2,685,528	2266933	2,991,280
46.	Agra (19) 22	1,275,134	1,638,209	1329472	1,678,363
47.	Ghaziabad (24)	968,256	1,437,855	17	
48.	Meerut (25) (25)	1,068,772	1,365,086	1167399	1,948,882
49.	Varanasi (28) 23	1,091,918	1,200,558	1211749	1,510,007
50.	Allahabad (33) 32	975,393	1,125,045	1049579	1,272,612
51. West Bengal	Kolkata (4) (2)	4,572,876	5,080,519	13216546	15,414,859
52.	Howrah (38)	1,007,532	1,034,372	18	
53.	Asansol (-) 29			1090171	1,317,369
Total				10788183 6	

Source: Census, 2001

Annexure VIII

Status of select services in Bhopal

Land Use and Infrastructure

There is lack of Land Use control measures especially in the central area. As the BDP 2005 conceived for 25 lakhs population the Development Plan doesn't needs review till 2115. The level of implementation as envisaged in 1994-2005 Development Plan is 60%. Except in the case of commercial areas, there is 60% implementation. Majority of the roads proposed in the Development Plan have not been developed. Growth in the housing sector and city level infrastructure is not matching the pace of population growth. City level infrastructure such as roads, water supply and sewerage lacks in the potentially growing Areas.

In the absence of affordable housing options there are around 198 unauthorized colonies in the BMC area. There is a need to review the planning and development so as to curb the tendency to opt for un authorized colonies.

Sewerage

Bhopal does not have a planned and full-fledged sewerage system. A large area of the city, has no sewage network, either internal or trunk, and the raw sewage or septic tank outflows are discharged into open drains which flow into the watercourses. Ultimately most of the sewage flows into the upper lake and into the nallahs, which eventually flow into the Patra, Halali, and Betwa River.

Bhopal Municipal Corporation (BMC) area has about 210 Km of non-contiguous underground sewers in different catchments, and covers about 28-30% of city population. In the remaining areas of the city, large section of population discharge wastewater into open drains. BMC area has about 210km of non-contiguous underground sewer in three different catchments, with treatment facility of 80 MLD including the BHEL industrial areas. Bairagarh Area has 16km sewer with 2 pumping stations and one 4.5 MLD capacity Oxidation Pond. Old Bhopal Area has 24 km sewer line with 5 pumping stations discharging sewage to Patra nallah and STP in Bhoj Wet Land Project. New Bhopal Area has 108 km sewer with 6 pumping stations and one 4.5 MLD capacity Oxidation Pond and 13.5 MLD STP. Bhoj Wet Land Project has 61.7 km

sewer with 11 pumping stations and 5 STPs of 58 MLD capacities. Thus Sewage generated till date in the Bhopal city is around 118 MLD and around 39MLD (30%) of sewage waste is collected through existing sewerage system and taken to 80 MLD STP and treated. Rest of the city either disposes sewage in septic tanks or people in informal housing opt for open defecation. No cleaning of septic tanks has been carried out in many years and as a result direct raw sewage flows into nearby drains. Many of the septic tanks do not have soak pits hence septic tank overflows into the near by storm water drain. Many of septic tanks need cleaning. Though BMC has mobile vacuum suction and sewer jetting machine for maintenance of the septic tanks, manholes and sewers, but these are inadequate to cater to the needs of entire city.

Water Supply

A piped water supply system for the city was first developed in the 1940s for the old city area, which was augmented and expanded to suit demand. The upper lake was the main source of water with a potential yield of 85.5MLD until a major augmentation (135MLD) took place in 1989 with the development of Kolar dam. However, expansion of the distribution system did not match supply or demand. Upper Lake water is being supplied as potable water to the 40% population of the city. The BMC submitted a proposal to the state government for distribution system improvements in 1989 at an estimated revised cost of US\$ 6.38 million (1992). The project is yet to be taken up after appropriate funding arrangement by the BMC. Ground water is also used as a supplementary source and supplies about 22.5 MLD through 550 motorized tube wells. In addition, there are several privately owned hand pumps, which supplement water requirement.

Solid Waste Management

The exact quantity and characteristic of waste produce in Bhopal is not known, but the BMC reports that 550T/day of solid waste is generated in the urban area. Most waste dumped on open land or outside the containers. The BMC reports that 60% of the city area is cleaned and swept daily, 30% twice per week and 10% fortnightly. At present municipal waste is crudely dumped at the Bhanpur village trenching ground, at about road and during the rainy season 16km from the city. There is no proper access most of the refuse vehicles do not reach the disposal site. Waste collected from city is

disposed at Bhanpura trenching ground existing landfill site that is 15 km away from New Bhopal. Almost 230 to 280 trips are made to land fill site by 77 Vehicles ever day.

The disposal site at Bhanpur also has a waste processing plant which has been commissioned and run by M.P. Agro state organization. The installed capacity of Bio fertilizer is 100MT/day of composting. There is no primary collection of waste. In the absence of adequate facility of primary collection of waste, it ultimately lands up on the streets, lakes or back side of houses. People residing in slums dispose the wastes on the street as and when generated. There is no facility of community bins either. There are unpaved and open collection sites and no waste segregation is done by BMC and only 20% of wastes are processed (Composting process). The method of disposal is not scientific as per MSW rules 2000.

Storm Water Drainage

The natural drainage of the city is provided by three main streams, which are joined by small nallahs and rivulets. On the north-eastern side, the drainage is provided by river Halali and on the south-eastern side, it is provided by Kaliyasote River. Both these rivers, drain out in Betwa, Halali near Vidisha and Kaliyasote near Bhoipur. On the south-western side, the drainage is provided by various small nallahs, which drain out in Kolar River, which ultimately joins river Narmada. The drainage water of old city including wastewater of straw products and cotton mills is carried away by a Nallah, which joins river Halali, which is a perennial river. The water of this river is being used for irrigation purposes and very little discharge meets river Betwa near Vidisha. River Kaliyasote, which provides drainage on the south-eastern side, joins Betwa near Bhoipur in Raisen District.

The natural drainage of storm water is reasonably good in Bhopal. In old Bhopal areas, the drainage is provided mainly by Patra nallah which receives flow from number of small channels running across the city, like Gaji Khan ka nallah, Ashoka Garden nallah, Jinsi nallah, Maholi ka nallah, mahamai Bagh ka nallah, kale Bhalron ka nallah etc. Patra nallah after collecting the storm-water from these channels discharges it to the Islamnagar river 18 km from Bhopal, which finally flows in to the Halali river. Large portion of the city in the central region discharges storm runoff to Upper Lake and Lower lake. The entire network of Patra nallah is about 50 kms.

Annexure IX

Salient Features of Proposed MPC in Uttar Pradesh

Constitution of the Committee

There shall be constituted in every Metropolitan area, a Committee to be known as the Metropolitan Planning Committee, to prepare a draft development plan for the Metropolitan area as a whole.

Composition

Every Committee shall consist of such number of members as may be notified by the State Government. Provided that the number of members shall not be less than twenty one and not more than thirty

- (i) An officer, not below the rank of Deputy Secretary to the Central Government in the Ministry of Urban Development.
- (ii) An officer, not below the rank of the Joint Secretary to the State Government in the Urban Development Department.
- (iii) An officer, not below the rank of Joint Secretary to the State Government in the Forest Department
- (iv) An officer not below the rank of Joint Secretary to the State Government in the Housing and Urban Planning Development
- (v) An officer not below the rank of Joint Secretary to the State Government in the Transport Department.
- (vi) The Chief Town and Country Planner, Uttar Pradesh.
- (vii) The Director Environment, Uttar Pradesh.
- (viii) The Managing Director of Jal Nigam established under the Uttar Pradesh Water Supply and Sewerage Act 1975.
- (ix) The District Magistrate of the districts falling within the limit of the Metropolitan area.
- (x) The General Manager of Jal Sansthan
- (xi) A Suprintending Engineer of Uttar Pradesh Power Corporation Limited.
- (xii) The Director, Local Bodies, U. P.
- (xiii) The Vice Chairman of Development Authority in the Municipal area.
- (xiv) Commissioner U. P. Awas Vikas Parishad.

- (i) The Mayor of the Municipal Corporation.
- (ii) The President of the Municipal Councils and Nagar Panchayats falling within the limit of Metropolitan area.
- (iii) The Commissioner of the Division
- (iv) The Managing Director, State Road Transport Corporation
- (v) The Divisional Railway Manager
- (vi) and such other officers, to whom the Metropolitan Planning Committee may think proper to invite for their valuable suggestions and functions.

Chairperson and Secretary of the Committee

- (i) Chairperson of the Committee shall be chosen out of the elected members under sub rule (2) of rule 4 by way of secret ballot.
- (ii) The term of office of the Chairperson shall be five years from as a member of urban local body or a Chairperson of Panchayat, whichever is less.
- (iii) In the absence of Chairperson, the member chosen by the meeting.
- (iv) The Municipal Commissioner of the Corporation situated in the Metropolitan area shall be the member secretary of the Committee.
- (v) The Secretary shall be responsible for maintaining records of the Committee, preparing minutes of meetings of the Committee and communication of decisions and all other incidental or ancillary matters and shall make available to the Committee such assistance as may be necessary for the discharge of its functions.
- (vi) The Committee may nominate any officer not below the rank of Group 'A' officer as Joint Secretary.

Functions of the committee

- (a) to identify local needs and objectives within the framework of National and State plan objectives;
- (b) to list and map amenities at mohalla, ward, city and metropolitan area levels;
- (c) to determine policies, programmes and priorities of development of the metropolitan area, in order to ensure maximum and judicious utilization and exploitation of available natural and human resources;

- (d) to modify or amend and consolidate the draft Five Year or Annual Development Plan prepared for the rural and urban areas, keeping in view the over all plan objectives and strategies.
- (e) To prepare a Metropolitan Development Plan for proper and consolidated development and to submit it to State Government.
- (f) To monitor, evaluate and review progress under schemes and programme being implemented in the Metropolitan area under the various projects
- (g) To prepare estimate of financial resources for financing the Metropolitan Plan;
- (h) To submit regular progress reports to the State Government in respect of schemes included in Metropolitan plan;
- (i) To ensure participation of voluntary organisations and civil society in the planning and development process.
- (j) To make suggestions and recommendations regarding generation of resources to support the overall development process.
- (k) To make suggestions and recommendations regarding raising of loans, floating of bonds and debentures and other sources of finance for development of infrastructure and provision of urban services.
- (l) To make suggestions and recommendations to the State Government with regard to the State sector schemes having significant bearing on the process of development of the metropolitan area;
- (m) To finalise site selection for different works and schemes.
- (n) To prepare plans and schemes for poverty alleviation and slum improvement;
- (o) To encourage private investment and partnership in development of infrastructure and provision of urban services
- (p) To explore possibilities and encourage the out sourcing of municipal services.
- (q) Any other functions which may be entrusted by the State Government.

Annexure X

Administrative Reforms Commission's 6th Report titled
Local Governance — An Inspiring Journey into the Future"

**Select SARC Recommendations Accepted by the
Government as per ATR (Action Taken Report)**

Recommendations No.	Recommendations made by Administrative Reforms Commission
16.	f. The conduct of elections for the elected members of District and Metropolitan Planning Committees should be entrusted to the State Election Commission.(16)
	7. (Para 3.3.1.7) Devolution of Powers and Responsibilities
22.	c. In the case of new laws, it will be advisable to add a 'local government memorandum' (on the analogy of financial memorandum and memorandum of subordinate legislation) indicating whether any functions to be attended to by local governments are involved and if so, whether this has been provided for in the law.(22)
23.	d. In case of urban local bodies, in addition to the functions listed in the Twelfth Schedule, the following should be devolved to urban local bodies:
	. School education; . Public health, including community health centres/area hospitals; . Traffic management and civic policing activities; . Urban environment management and heritage; and . Land management, including registration. These, however, are only illustrative additional functions and more such functions could be devolved to urban local bodies by the respective States.(23)
	9. (Para 3.5.2.18) The State Finance Commission (SFC)
26.	b. Article 243 I (1)of the Constitution should be amended to include the phrase "at such earlier time" after the words "every fifth year".(26)
28.	d. SFCs should evolve objective and transparent norms for devolution and distribution of funds. The norms should include area-wise indices for backwardness. State Finance Commissions should link the devolution of funds to the level/quality of civic amenities that the citizens could expect. This could then form the basis of an impact evaluation.(28)
29.	e. The Action Taken Report on the recommendations of the SFC must compulsorily be placed in the concerned State Legislature within six

	months of submission and followed with an annual statement on the devolution made and grants given to individual local bodies and the implementation of other recommendations through an appendix to the State budget documents.(29)
	10. (Para 3.6.16) Capacity Building for Self Governance
35.	a. Capacity building efforts in rural and urban local self governing institutions must attend to both the organisation building requirements as also the professional and skills upgradation of individuals associated with these bodies, whether elected or appointed. Relevant Panchayat and Municipal legislations and manuals framed thereunder must contain clear enabling provisions in this respect. There should be special capacity building programmes for women members.(35)
36.	b. State Governments should encourage local bodies to outsource specific functions to public or private agencies, as may be appropriate, through enabling guidelines and support. Outsourcing of activities should be backed by development of in-house capacity for monitoring and oversight of outsourced activities.
	Likewise, transparent and fair procurement procedures need to be put in place by the State Government to improve fiscal discipline and probity in the local bodies.(36)
37.	c. Comprehensive and holistic training requires expertise and resources from various subject matter specific training institutes. This can be best achieved by 'networking' of institutions concerned with various subjects such as financial management, rural development, disaster management and general management. This should be ensured by the nodal agencies in State Governments.(37)
38.	d. As an aid to capacity building, suitable schemes need to be drawn up under State Plans for Rural and Urban Development for documentations of case studies, best practices and evaluation with reference to the performance of the prescribed duties and responsibilities of such bodies.(38)
41.	g. A pool of experts and specialists (e.g. engineers, planners etc.) could be maintained by a federation/consortium of local bodies. This common pool could be then accessed by the local bodies whenever required for specific tasks.(41)
	11. (Para 3.7.5.6) Decentralised Planning
	(Para 3.7.6.2.4)

50.	<p>a. The function of planning for urban areas has to be clearly demarcated among the local bodies and planning committees. The local bodies should be responsible for plans at the layout level. The DPCs/District Councils – when constituted – and MPCs should be responsible for preparation of regional and zonal plans. The level of public consultation should be enhanced at each level.(50)</p>
51.	<p>b. For metropolitan areas, the total area likely to be urbanised (the extended metropolitan region) should be assessed by the State Government and an MPC constituted for the same which may be deemed to be a DPC for such areas. As such an area will usually cover more than one district, DPCs for those districts should not be constituted (or their jurisdictions may be limited to the rural portion of the revenue district concerned). The MPCs should be asked to draw up a Master Plan/CDP for the entire metropolitan area including the peri-urban areas.(51)</p>
52.	<p>c. The planning departments of the Development Authorities (DAs) should be merged with the DPCs and MPCs who will prepare the master plans and zonal plans.(52)</p>
53.	<p>d. The task of enforcement and regulation of the master plans/CDPs drawn up by the MPCs should be the specific statutory responsibility of all the local bodies falling within the extended metropolitan region concerned.(53)</p>
54.	<p>e. The monopoly role of Development Authorities (DAs) in development of land for urban uses, wherever it exists, should be done away with. However, public agencies should continue to play a major role in development of critical city level infrastructure as well as low cost housing for the poor. For this purpose, the engineering and land management departments of the DAs should be merged with the concerned Municipality/ Corporation.(54)</p>
<p>12. (Para 3.8.6) Accountability and Transparency</p>	

55.	<p>a. Audit committees may be constituted by the State Governments at the district level to exercise oversight regarding the integrity of financial information, adequacy of internal controls, compliance with the applicable laws and ethical conduct of all persons involved in local bodies. These committees must have independence, access to all information, ability to communicate with technical experts, and accountability to the public. For Metropolitan Corporations, separate audit committees should be constituted. Once the District Councils come into existence, a special committee of the District Council may examine the audit reports and other financial statements of the local bodies within the district. Such committee may also be authorised to fix responsibility for financial lapses. In respect of the audit reports of the District Council itself, a special committee of the District Council may discharge a similar function.(55)</p>
56.	<p>b. There should be a separate Standing Committee of the State Legislature for the local Bodies. This Committee may function in the manner of a Public Accounts Committee.(56)</p>

57.	<p>c. A local body Ombudsman should be constituted on the lines suggested below. The respective State Panchayat Acts and the Urban local Bodies Acts should be amended to include provisions pertaining to the local body Ombudsman.</p> <p>i. Local body Ombudsman should be constituted for a group of districts to look into complaints of corruption and maladministration against functionaries of local bodies, both elected members and officials. For this, the term 'Public Servant' should be defined appropriately in the respective State legislations.</p> <p>Local body Ombudsman should be a single member body appointed by a Committee consisting of the Chief Minister of the State, the Speaker of the State Legislative Assembly and the Leader of the Opposition in the Legislative Assembly.</p> <p>The Ombudsman should be selected from a panel of eminent persons of impeccable integrity and should not be a serving government official.</p> <p>iii. The Ombudsman should have the authority to investigate cases and submit reports to competent authorities for taking action. In case of complaints and grievances regarding corruption and maladministration against local bodies in general and its elected functionaries, the local body Ombudsman should send its report to the Lokayukta who shall forward it to the Governor of the State with its recommendations. In case of disagreement with the recommendations of the Ombudsman, the reasons must be placed in the public domain.</p> <p>iv. In case of a Metropolitan Corporations, a separate Ombudsman should be constituted.</p> <p>(i) Time limits may be prescribed for the Ombudsman to complete its investigations into complaints.(57)</p>
63.	<p>i. A suitable mechanism to evolve a system of benchmarking on the basis of identified performance indicators may be adopted by each State. Assistance of independent professional evaluators may be availed in this regard.(63)</p>
64.	<p>j. Evaluation tools for assessing the performance of local bodies should be devised wherein citizens should have a say in the evaluation. Tools such as 'Citizens' Report Cards' may be introduced to incorporate a feedback mechanism regarding performance of local bodies.(64)</p>

	13. (Para 3.9.22) Accounting and Audit
66.	<p>b. The financial statements and balance sheet of the urban local bodies should be audited by an Auditor in the manner prescribed for audit of Government</p> <p>Companies under the Companies Act, 1956 with the difference that in the case of audit of these local bodies, the C&AG should prescribe guidelines for empanelment of the Chartered Accountants and the selection can be made by the State Governments within these guidelines. The audit to be done by the Local Fund Audit or the C&AG in discharge of their responsibilities would be in addition to such an audit.(66)</p>
67.	<p>c. The existing arrangement between the Comptroller & Auditor General of India and the State Governments with regard to providing Technical Guidance and Supervision (TGS) over maintenance of accounts and audit of PRIs and ULBs should be institutionalised by making provisions in the State Laws governing local bodies.(67)</p>
73.	<p>i. Each State may ensure that the local bodies have adequate capacity to match with the standards of accounting and auditing.(73)</p>
	34. (Para 5.1.4) Urbanisation and Growth
135	<p>a. A new National Commission on Urbanisation should be constituted by Government to suggest measures to deal with the rapid urbanisation, including the large cities and bring about more balanced and efficient urbanisation in the country.(135)</p>
	35. (Para 5.2.2.4) Proposed Basic Structure – Ward Committees and Area Sabhas
136	<p>a. Government may consider the adoption of a common categorisation of urban bodies across the country to improve clarity in their definition so as to assist a systematic planning process and devolution of funds. A categorisation on the lines proposed given in Table 5.6 could be adopted.(136)</p>
137	<p>b. There should be three tiers of administration in urban local governments, except in the case of Town Panchayats, where the middle level would not be required. The tiers should be:</p> <ol style="list-style-type: none"> i. Municipal Council/Corporation (by whatever name it is called); ii. Ward Committees; and iii. Area Committees or Sabhas.(137)
138	<p>c. Each Area Sabha comprising all citizens in one or two (or more) polling station areas, should elect, once in five years, a small Committee of Representatives. The Committee of Representatives would elect one person who would chair the meetings of the Area Sabha and would represent the Area Sabha in the relevant Ward Committee. The State may, by law, prescribe the procedure and other details for such election;(138)</p>

139	d. Ward Committees should be set up in every Ward/Corporator's Division, The present system of having more than one ward in a Ward Committee needs to be given up;(139)
140	e. Ward Committees need to be given legitimate functions which can be handled at that level. These functions could include street lighting, sanitation, water supply, drainage, road maintenance, maintenance of school buildings, maintenance of local hospitals/dispensaries, local markets, parks, playgrounds, etc;(140)
141	f. Funds allocated for the functions entrusted to the Ward Committee should be transferred en-bloc to the Ward Committee. The budget proposed by the Ward Committee in respect to the functions allotted to it should be taken into account in formulating the overall municipal budget;(141)
142	g. Meetings of the Ward Committee should be widely publicised to ensure maximum citizens' participation;(142)
143	h. Ward Committees should be given a share of the property taxes collected from the ward, depending on the locality;(143)
144	i. The allocation of functional responsibilities between the tiers must be clearly spelt out. While doing so, the principle of subsidiarity should be followed. Broadly, the Area Sabha should perform functions similar to the Gram Sabha such as prioritising developmental activities and identifying beneficiaries under various schemes; and(144)
145	j. A process of activity mapping similar to the one taken up for PRIs should be carried out for all ULBs within one year.(145)
	36. (Para 5.2.3.2) Zonal System for Large Cities
146	a. Zonal offices with all administrative powers delegated to them may be set up immediately in Metropolitan Corporations and Municipal Corporations and become the main point of contact for people in respect of services and amenities. One zone for every five lakh (or less) population could be considered. Similar zonal offices should also be set up in other big cities within the next three years.(146)
	39. (Para 5.3.3.8) Property Tax Reforms
155	a. State Governments should ensure that all local bodies switch over to the 'unit area method' or 'capital value method' for assessment of property tax in a time-bound manner.(155)
156	b. The categories of exemptions from property tax need to be reviewed and minimised.(156)
157	c. In order to ensure that unauthorised constructions do not escape the tax net, State laws should stipulate that levy of tax on any property would not, in itself, confer any right of ownership, in case the property is found to be constructed in violation of any law or regulation.(157)
158	d. Tax details for all properties should be placed in the public domain to avoid collusion between the assessing authority and the property owner.(158)
159	e. The State law should also provide for tax on properties belonging to the municipal authorities which are given on lease, to be payable

	by the occupants.(159)
160	f. The law should provide for the levy of service charge on properties belonging to the Union and State Governments. This service charge should be in lieu of various services provided such as solid waste management, sanitation, maintenance of roads, streetlighting and general civic amenities.(160)
161	g. A periodic physical verification of the properties and the taxes levied on them should be carried out in each municipal area by a separate wing directly under the control of the Chief Executive.(161)
162	h. A computerised data base of all properties using GIS mapping should be prepared for all municipal areas.(162)
163	i. Randomly selected cases of assessment should be audited by the government auditors as is done by C&AG in case of Union taxes. (163)
164	40. (Para 5.3.4.2) ^{Octroi} a. Octroi should be abolished, but the States should evolve mechanisms to compensate the local governments for the loss of revenue caused by such abolition.(164)
	41. (Para 5.3.5.2) Other Taxes
165	a. The following principles should be followed while administering all taxes: i. The manner of determination of tax should be made totally transparent and objective; ii. As far as possible, all levies may be based on self declaration of the tax payer but this should be accompanied by stringent penalties in case of fraud or suppression of facts by the tax payer; iii. The cost of tax collection and of compliance should be reduced to a minimum; iv. There should be an independent unit under the Chief Executive to monitor the collection of all taxes; and v. The appeal against orders of assessing officers should lie with an independent quasi-judicial authority.(165)
166	b. Article 276(2) may be amended to enhance the upper ceiling on Profession Tax and this ceiling should be reviewed periodically.(166)
	42. (Para 5.3.6.8) Non Tax Revenues
167	a. A significant portion of grants to the municipalities must be linked with their own efforts at resource raising.(167)
168	b. An impact study should be carried out for all major developments in the city. A congestion charge and/or betterment levy in relation to such projects may be levied wherever warranted.(168)
169	c. The power to impose fines for violation of civic laws should be given to municipal authorities. The relevant laws may be suitably modified.(169)
170	d. The fines prescribed for civic offences need to be enhanced. The amount of fine should be regulated by Rules under the law so that it could be revised periodically without the necessity of an amendment to the law.(170)
172	b. Municipal bodies should be encouraged to borrow without

	Government Guarantees. However, for small municipalities, pooled financing mechanisms will have to be put in place by the State Government.(172)
173	c. The capacity of the municipalities to handle legal and financial requirements of responsible borrowing must be enhanced.(173)
	44. (Para 5.3.8.7) Leveraging Land as a Resource
174	a. Municipal bodies should have a periodically updated database of its properties. IT tools like GIS should be used for this purpose. This database should be in the public domain;(174)
175	b. Land banks available with the municipalities as well as with the development authorities should be leveraged for generating resources for the municipalities. However, such resources should be used exclusively to finance infrastructure and capital expenditure and not to meet recurring costs.(175)
176	c. Until the development authorities are merged with urban local bodies, a proportion of the revenue realised by such agencies from the sale of land, say, 25%, should be made available to the municipalities for meeting their infrastructure financing needs.(176)
177	d. The respective municipal laws should provide that any built up property of municipal bodies shall not be given on rent/lease without following a competitive process. Such a lease period shall not exceed five years.(177)
	45. (Para 5.4.2.10) Regulatory Services
178	a. A time-bound programme for updating and simplification of all regulatory provisions relating to the ULBs should be made mandatory. Each State Government should create a task force to examine and suggest simplification of procedures in local governments. This task force could also suggest steps to be taken to reduce discretion and bring objectivity in the field offices of local governments. The city municipal corporations could undertake such an exercise on their own.(178)
179	b. All service providers in cities should be brought under one umbrella by establishing 'one stop service centres. This could be completed within two years in all cities. Call centres, electronic kiosks, web based services and other tools of modern technology should be used by all ULBs to bring speed, transparency and accountability into delivery of services to the citizens.(179)
180	c. Citizens' charters in all Urban Local Bodies should specify time limits for approvals relating to regulatory services such as licenses and permits and these should be scrupulously adhered to. The charter should also specify the relief available to the citizens in case of non adherence.(180)
182	a. The local government should be responsible for providing civic amenities in its jurisdiction.(182)

183	b. In respect of all downstream activities of a particular State utility, as soon as it enters the geographical and administrative boundary of an Urban Local Body, the Government utility/ parastatal should become accountable to the ULB.(183)
	47. (Para 5.4.3.2.8) Water Supply
184	a. Urban Local Bodies should be given responsibility for water supply and distribution in their territorial jurisdictions whether based on their own source or on collaborative arrangements with parastatals and other service providers.(184)
185	b. Metropolitan Corporations may be given responsibility for the entire water supply programme from development to distribution. For other urban local bodies, a phased transfer of responsibilities for management of the distribution networks within their territorial jurisdiction while leaving source development to the parastatal agency would appear to be the most feasible approach.(185)
186	c. State Finance Commissions may be entrusted with the task of developing suitable normative parameters for different classes of local governments for arriving at optimum tariff structure.(186)
187	d. Municipal bodies must focus on increasing operational efficiencies – through reduction in pilferage, improving efficiency of staff and use of technology.(187)
190	g. Municipal bye-laws should provide incentives for adoption of water harvesting measures and recycling of waste water for non-potable purposes. In larger cities, non-potable water (recycled treated water) should be used for industries.(190)
	50. (Para 5.4.3.6.4) Power Utilities and Municipal Bodies
201	a. Municipal bodies should be encouraged to take responsibility of power distribution in their areas. This, however, should be done after adequate capacity building in these organisations.(201)
202	b. Municipal building bye-laws should incorporate power conservation measures.(202)
203	c. Municipal bodies should coordinate the layout plans for the distribution networks of power and other utilities.(203)
	51. (Para 5.4.4.3) Services for Human Development
206	c. The municipalities, especially the larger ones, should seek the help of NGOs, the corporate sector and individual volunteers for assistance in running schools. Indeed, it would be useful to initiate a voluntary service element in our social sector to improve service delivery.(206)
207	d. The trend in urban areas to shift towards private healthcare needs to be seen as an opportunity by the City authorities to concentrate on public health as distinct from clinical services, and on preventive and not only curative aspects of health care.(207)

208	<p>e. Institution specific standards should be prescribed for schools and hospitals and third party assessments carried out to monitor performance in service delivery. Performance based incentives should be prescribed at all levels by breaking salary ceilings to guarantee service outcomes and linking permanence in service to performance.(208)</p>
	52. (Para 5.4.5.15) Urban Transport Management
213	<p>a. Urban Transport Authorities, to be called Unified Metropolitan Transport Authorities in the Metropolitan Corporations, should be set up in cities with population over one million within one year, for coordinated planning and implementation of urban transport solutions with overriding priority to public transport.(213)</p>
214	<p>b. UMTAs/UTAs should be given statutory powers to regulate all modes of public transport, decide on complementary routes for each operator, and fix fares as well as service standards, etc. In addition, UMTAs/UTAs should be given financial powers and resources to give or recommend financial support, where necessary, to operators on unviable routes.(214)</p>
215	<p>c. Integration of land use with transport planning should be made mandatory for all ULBs as well as planning bodies such as the DPCs and MPCs.(215)</p>
216	<p>d. Demand for transportation in cities should be managed by adopting demand control measures like: i. Imposition of congestion levies; ii. Pedestrianisation of certain zones; and iii. Reserving access to certain areas only through public transport.(216)</p>
217	<p>e. Revitalisation of public transport services in cities should be taken up as priority projects under JNNURM and by tapping other sources of revenue as has been done in Indore and other cities. The aim should be to promote well structured public-private initiatives for modernising and redefining public transport. At the same time the efficiency of the existing State owned transport systems needs to be improved.(217)</p>
218	<p>f. Public transport systems should generally be multi-modal. The modes should be based on economic viability. High capacity public transport systems like metro rail or high capacity bus systems should form the backbone in mega cities supplemented by other modes like a bus system.(218)</p>
219	<p>g. While building transport infrastructure in cities, it must be ensured that the needs of the pedestrians, the elderly, the physically challenged and other users of non motorised means of transport are adequately met.(219)</p>
	55. (Para 5.5.2.9) Re-Forming Mega Cities
225	<p>a. Public-Private Partnership projects for redevelopment of inner city areas need to be encouraged through a transparent and well structured regulatory regime of incentives and penalties.(225)</p>
	56. (Para 5.5.3.4) Developing 25-30 World Class Mega Cities in India

226	a. Government should prepare an action plan to redevelop about 25-30 cities (having a population of more than a million) to achieve international level amenities and services as modern megacities of the future.(226)
230	b. As recommended in para 5.4.5.15 of this Report, a Unified Metropolitan Transport Authority should be set up in all mega cities for coordinated planning and implementation of urban transport solutions with overriding priority to public transport.(230)
231	c. For all Metropolitan Corporations, which may be defined as cities with a population exceeding 5 million, MPCs may be constituted with the Chief Minister as the Chairperson in order to give the required impetus to the process of planning for such urban agglomerations.(231)
232	d. In all cities with a population exceeding five million, a Metropolitan Environment Authority needs to be set up with powers delegated by the State Government from the State Pollution Control Board and related authorities. It should be vested with adequate powers for urban environmental management within the city limits.(232)
	59. (Para 5.6.3.2.5) Measures for Poverty Alleviation - Employment
234	a. After identifying the urban poor through surveys, a mission mode approach would need to be adopted for alleviating urban poverty in a time-bound and systematic manner. The urban local bodies may also have their own poverty alleviation schemes with adequate backward and forward linkages converging with the other poverty alleviation schemes.(234)
	62. (Para 5.6.3.6.3) Slums in Urban Areas and Land Use Reservation for the Poor
240	a. There has to be total redevelopment of slum areas. While redeveloping, it should be ensured that adequate provision has been made for schools, health centres, sanitation etc. (240)
241	b. For slum redevelopment the approach suggested in para 5.6.3.5.11 may be considered while formulating policy or specific schemes.(241)
242	c. It is necessary to earmark and reserve a certain percentage of land projects in each town and city for the urban poor. If a construction cannot allocate housing for the poor, the developer must, at his own cost, provide suitable housing in any other appropriate place acceptable to the authorities.(242)
243	d. A detailed programme for the provision of night shelters needs to be drawn up in all cities, beginning with large cities having Metropolitan and Municipal Corporations, for implementation.(243)
	63. (Para 5.7.2.12) The Town and Country Planning Act(s)
244	a. The City Development Plan (CDP) and zoning regulations once approved should remain in force for ten years. No authority should

	normally have any power to change the CDP.(244)
245	b. Infrastructure plans should be made an integral part of the City Development Plan (CDP) in order to ensure that urban planning in cities become a truly holistic exercise.(245)
246	c. The existing system of enforcement of building regulations needs to be revised. It should be professionalised by licensing architects and structural engineers for assessment of structures and for certification of safe buildings. The units of local bodies dealing with enforcement of building bye-laws and zoning regulations also need to be strengthened.(246)
247	d. Prevention of Disaster Management must find a prominent place in spatial planning. Specific guidelines need to be framed by the Ministry of Urban Development. These should be addressed by including them in the zoning regulations and building byelaws.(247)
	65. (Para 5.7.6.5) Private Townships
250	a. Private townships and gated communities must be placed under the jurisdiction of the concerned local body and subject to its laws, rules and bye-laws. However, they can have autonomy for provision of infrastructure and services within their precincts and /or for collection of taxes and charges (para 5.7.7.2) (250)
	66. (Para 5.7.7.4) Special Economic Zones (SEZs)
252	a. As in the case of private townships, concerned local bodies should have full jurisdiction with regard to enforcement of local civic laws in the SEZs.(252)
253	b. SEZs may be given autonomy for provision of infrastructure and amenities in the SEZ area. A formula for sharing the resources raised in the SEZ area needs to be developed.(253)
	67. (Para 5.8.4) Urban Local Bodies and the State Government
254	a. Municipal governments should have full autonomy over the functions/activities devolved to them.(254)
255	b. If the State Government feels that there are circumstances that make it necessary to suspend or rescind any resolution passed by the Urban Local Bodies or to dissolve or supersede them, it should not do so unless the matter has been referred to the concerned local body Ombudsman and the Ombudsman recommends such action.(255)
256	c. If, on any occasion, the State Government is in possession of records or has adequate reasons to initiate action against the Urban Local Bodies or its elected representatives, it should place the records before the local body Ombudsman concerned for investigation.(256)

MoUD Advisory on MPC

Annexure XI

Dr. M. Ramachandran
Secretary
Ministry of Urban Development

D. O. No. N-11025/15/2009-UCD

Dated the 31st March, 2009

Dear Chief Secretary,

As you are aware, under the Constitution Seventy-Fourth Amendment Act, 1992 there is a mandatory provision for constitution of Metropolitan Planning Committee in all the metropolitan areas by the State Governments. As per Constitution Amendment Act, Metropolitan Area means an area having a population of ten lakh or more comprised in one or more districts and consisting of two or more municipalities or Panchayats or other contiguous areas specified and notified by the State Government to be a Metropolitan area for this purpose. According to 2001 Census there are 35 metropolitan cities having a population of ten lakh and above spread over in 15 States and Union Territories. Ministry of Urban Development is the nodal ministry to oversee the implementation of 74th Constitution Amendment Act in the States and Union Territories. Although seventeen years have passed since the above Act was enacted, only West Bengal and Maharashtra have constituted the Metropolitan Planning Committees in Kolkata and Mumbai respectively while 2 States namely Andhra Pradesh & Gujarat have enacted enabling legislation to constitute MPCs. Other States having metropolitan cities are yet to take any action in this regard.

2 Metropolitan areas having 38% of the urban population are the engines of economic growth in the country. They are generally composed of several local bodies comprising municipal corporation, municipalities, *nagar* panchayats and rural areas as well. Development Authorities created in these metropolitan areas are not in a position to bring all stakeholders on a single platform. As such Metropolitan Planning Committee for metropolitan areas will play an important role as an intergovernmental, inter-organizational, politically representative forum. MPC is required to prepare Development Plan indicating vision and strategy for integrated and coordinated development of metropolitan area. Under JNNURM also implementation of decentralization measures as envisaged in 74th Constitution Amendment Act is one of the mandatory reforms which

among others include constitution and setting up of MPC in the metropolitan areas.

3. An analysis of the conformity legislation or enabling laws enacted by West Bengal, Maharashtra, Andhra Pradesh and Gujarat reveal that these enabling legislations have more or less reproduced the language of the 74th Constitution Amendment Act. However, for operationalising the MPCs, in letter and spirit, details are yet to be prescribed in many cases. Government of Maharashtra has enacted Maharashtra Metropolitan Planning Committee (Constitution and Function) (Continuance of Provisions) Act, 1999. It has specified constitution of MPC for every metropolitan area consisting of 45 members to prepare draft development plan for the metropolitan area as a whole. Two-thirds of the total members will be elected members from the elected members of Municipalities and chairpersons of the Panchayats in the Metropolitan areas in proportion of their ratio of population. In addition, it will have ex-officio members; nominated members, special permanent invitees, representative of various other Government and Parastatal agencies. Mumbai Metropolitan Region Development Authority shall assist MPC in preparation of development plan. As regards representatives of Government of India are concerned, it has indicated about Railways, Telephone or Port Trusts but Ministry of Urban Development being the nodal Ministry is missing. Chairperson and Vice Chairperson are to be nominated by the State Government. Details about the nomination / appointment of chairperson for smooth functioning of MPC are yet to be spelt out.

4. Government of West Bengal was the first to constitute Kolkata Metropolitan Planning Committee (KMPC), in the country under the West Bengal Metropolitan Planning Act, 1994. Chief Minister, West Bengal is the Chairperson of KMPC and Minister Incharge Municipal Administration and Urban Development Department is the Vice-Chairperson. KMPC has 60 members of whom 40 members are elected through general election and 20 members including Chairperson and Vice Chairperson are nominated by the Government of West Bengal. Secretary, Kolkata Metropolitan Development Authority (KMDA) is the Member Secretary of the KMPC and Office of the KMDA is the Secretariat of the KMPC. KMPC has also constituted an Executive Committee to finalize the sectoral plan and five sectoral sub-committees to prepare the perspective master plans of different sectors of development. Kolkata MPC is the pioneer model which is a good example to emulate.

5. Government of Andhra Pradesh has enacted Andhra Pradesh Metropolitan Planning Committee Act, 2007. Apart from two-thirds elected members, the Act includes representatives of the Government of India and the State Government and such other organisations and institution as may be deemed necessary for carrying out the function. In addition, Members of the House of the people and Members of the State Legislative Assembly / Legislative Council representing constituencies which are wholly or partly in the

metropolitan area shall be permanent special invitees to the meetings of the Committee. It has not specified anything about the number of Members, Chairpersons and Vice-chairperson of the committee, Technical Secretariat, Secretary of the Committee and other details for smooth functioning of MPC

6. Government of Gujarat has vide its Resolution dated 27.03.2008 decided to constitute the Metropolitan Planning Committee for the metropolitan areas under Section – 22 (1) of the Gujarat Town Planning and Urban Development Act, 1976. MPCs are to be constituted in Ahmedabad, Surat, Vadodara and Rajkot. MPC will be chaired by Minister Incharge of the District. It will have ex-officio nominated members namely District Collector, Municipal Commissioner, Chairman of the concerned urban development authority and District Development Officer and Chief Executive Authority of the concerned Urban Development Authority, Two-thirds members shall be elected from the members of the Municipalities and Chairpersons of Panchayats in the metropolitan area in proportion to the ratio population of the municipalities and panchayats in that area. In addition, MPC will have permanent invitees comprising MPs and MLAs, President District Panchayats, and Mayor of the concerned Municipal Corporation. Local office of the Urban Development Authority may function as the Technical Secretariat of the Metropolitan Committee. Other details about the functioning of MPC are to be specified.

7. Issue regarding Metropolitan Planning Committee has also been deliberated by the Technical Group on Urban Planning System of the Planning Commission, 1996. Technical Group emphasized that MPC should be constituted within the framework of State Town and Regional Planning Acts under which Development Authorities and Metropolitan Development Authorities are also in operation. These may be linked with the provisions of the 74th Constitution Amendment Act relating to the constitution of MPC. It suggested that the existing set up of the Metropolitan / Development Authorities may provide the necessary technical and secretarial assistance to MPC. Model Urban and Regional Planning and Development Law prepared by the Ministry of Urban Development as part of UDPFI Guidelines, 1996 has also suggested constitution of MPC under the provisions of State Town and Country Planning Acts. It suggested that MPC should consist of 30 members under the Chairmanship of Minister Incharge of Urban Development in the state.

8. Keeping in view the mandatory provisions of 74th Constitution Amendment Act, experiences of the 4 States which have enacted enabling legislation for constitution of MPCs, recommendations of the Technical Group on Urban Planning System and Model Urban and Regional Planning and Development Law, it is suggested that Metropolitan Planning Committees may be constituted considering the following issues:

Enabling Legislation

9. The MPC is required to prepare a development plan for the entire metropolitan area as notified by the State Government. Development Plan will have to incorporate the plans of Municipalities and Panchayats falling in the metropolitan area. The 74th Constitution Amendment Act states that the legislature of a State may by law make provision with respect to the constitution, composition, membership and other details for operationalising the functioning of MPC. For this purpose, there could be two options. Either a separate enabling legislation, as has been enacted by the West Bengal, Maharashtra and Andhra Pradesh may be enacted or with some amendments in the existing Town and Country Planning Acts, provision for constitution of MPC may be made in the existing Act. Among the two options, it will be advisable to constitute Metropolitan Planning Committee by making necessary amendments in the State Town and Country Planning Acts which will also facilitate closer linkages with other provisions related to planning and development in the State Town and Country Planning Acts. Gujarat has invoked the related provisions regarding urban development agency in the Gujarat Town Planning and Urban Development Act, 1976 to constitute MPCs for the metropolitan area. Even in a separate MPC Act as enacted by Maharashtra; it has incorporated some provisions of the State Town and Regional Planning Act, 1966 and other related Acts for smooth functioning of MPCs.

Composition of MPCs

10. The 74th Constitution Amendment Act has provided that not less than two thirds of the members of MPC shall be elected by and from amongst, the elected members of the Municipalities and Chairpersons of the Panchayats in the Metropolitan area in proportion to the ratio between the population of the Municipalities and of the Panchayats in that area. It will have representation of the Government of India and the Government of the State and of such organisations and institutions as may be deemed necessary for carrying out the assigned functions.

11. Accordingly, in order to have fair representation of elected and nominated members to handle the complex situation of metropolitan areas it may be suggested that total number of members of MPC may vary from 30 – 60 depending upon the size of the metropolitan city. For metropolitan city below 20 lakh population MPC may have 30 members while for metros having population between 20 – 40 lakh MPC may have 45 members and for other metros above 40 lakh population, MPC may have a maximum number of 60 members. The MPC for large metro of 40 lakh and above population may be chaired by the Chief Minister, while for other metros Minister Incharge Municipal Administration / Urban Development may be the Chairperson.

Categories of Members

12. In addition to the two-thirds of the elected members, MPC may have ex-officio Members comprising officers of the concerned Departments of State Governments at the Secretary level, experts, members from various organisations / agencies / para statals / corporations / NGOs working in the respective metropolitan areas. Besides, MPC may have permanent special invitees from the elected representatives namely Member of Parliament / Legislative Assembly / Legislative Council / Mayor of the Corporation concern with metropolitan area. MPC should also have representatives of Government of India particularly from Ministry of Urban Development, Ministry of Housing and Urban Poverty Alleviation, Ministry of Railways, Ministry of Surface Transport, Ministry of Telecommunication and others, as the case may be.

Interface between MPC and Development Authority

13. Metropolitan Development Authority / Urban Development Authority already created in the metropolitan areas may function as the Technical Secretariat of the MPC which will facilitate preparation of Development Plan. Plan prepared by Development Authorities, if any, shall be finalized only after approval of MPC. Most of the Metropolitan Planning Areas have Development Authorities which are multi-municipal. These MPC could come in place initially by making their jurisdiction co-terminus with that of the Metropolitan Development Authority. As has been done in Kolkata, where the Development Authority could start by being the Technical Secretariat of MPC; Geographical boundaries could change as and when required.

Functions of MPCs

14. As per 74th Constitution Amendment Act legislature of the State may, by Law, make provisions regarding functions relating to planning and coordination for the metropolitan area which may be assigned to MPC. Accordingly, it is suggested that the following functions may be assigned to MPCs:

- i) Preparation of Draft Development Plan for Metropolitan Area
- ii) Coordination of plans prepared by the Municipalities and Panchayats in the Metro area including coordinated spatial planning of the area.
- iii) Co-ordination and sorting out of common issues involving Panchayats and Municipalities in the metro area including sharing of water and other physical and natural resources.
- iv) Allocation of resources made available by the state and central government to local level institutions.

- v) Phasing and prioritization of development works or works involving number of Panchayats or urban area.
- vi) Advice and assistance to local bodies in preparation of development plans.
- vii) Serving as a link to disseminate development objectives, policies and priorities of Central and State Governments among various local bodies by formulating operational guidelines so that the same may be considered while preparing plans of the respective local bodies.
- viii) Resolution of conflicts and to avoid areas of overlap between different agencies operating in the metropolitan area.

Frequency of Meetings

15. The meeting of the MPC may be held atleast once in every quarter of the Financial Year. The Chairperson or in his absence Vice-Chairman or a Member elected by the members present may preside over the meetings of the committee. Among others, the committee may invite experts to attend its meeting.

Constitution of MPC will go a long way to ensure the orderly, integrated and coordinated development of metropolitan area. I would, therefore, urge you to take immediate action to facilitate enactment of enabling legislation and constitution of MPC for all the metropolitan areas by the State Government.

With regards,

Yours sincerely,

Sd/-
(M. Ramachandran)

To

Chief Secretaries of Karnataka, Tamil Nadu, Bihar, Haryana, Madhya Pradesh, Punjab, Rajasthan, Uttar Pradesh, Kerala and Jharkhand,

Annexure XII

Frame work for Inter-governmental Actions

Action Area	Central Government	State Government
1. Autonomous and Accountable MPC	(I) Guidelines/ Advisory for Constitution of MPC and, Powers and Authority thereon	(I) Modification of respective Acts, Bye Laws, Codes and other Regulations as may be necessary for autonomous and accountable MPC: (a) Chairperson- a senior state govt elected functionary
2. MPC as Focal Point for Planning Process	(i) Planning frame work as per <ul style="list-style-type: none"> • 74 CA Act • National Sanitation Policy • NUHHP • Modal Municipal Act • UDPFI Guidelines • Second ARC • National sustainable Habitat Mission 	(i) Develop Specific Indicators for Planning (ii) Metropolitan Development Authorities should act as technical arm of MPC to provide technical expertise as may be required by MPC (iii) Legal Status to Indicators (iv) Link with State Planning Board/ State Finance Commission (v) Guidelines for Parastatals to facilitate MPC
3. Realistic Planning	(i) Promote Global experience sharing on Metro-region planning and cooperation covering land, shelter services, environment including climate change, livelihood opportunities (ii) facilitate inter state experience sharing and cooperation	(i) Prepare normative Base for Planning standards covering Land, Shelter, Services, Infrastructure and livelihood opportunities. (ii) Adapt Modified Rural standards for metropolitan area some what similar to urban setting.

4. Inclusive Planning	(i) Share international and inter state experience on inclusive Metro Planning.	(i) Finalise a framework for inclusive planning (ii) Identify institutional structure-beginning from grass-root level up to MPC
5. Sustainable Planning	(i) Inter country experience sharing (ii) Inter state experience sharing (iii) E-governance including Benchmarking	(i) Prepare Administrative Frame-work for systematic implementation (ii) Giving due role to MPC and ULBs for implementation (iii) Create empowered committee to see Implementation (iv) Apply Social/ Citizen Audit
7. Capacity Building	(i) Facilitate in Inter country experience on planning for city region (ii) financial & functional support to provide material & training/ study visits	(i) Identify training institutions for capacity building (ii) provide financial and technical supports