



# ***Metropolitan Governance In India***

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# Background

- Population increase 30 million to 300 million (1901-2001)
- Urbanization increased 11% of population to 28%
- Current census data – 5200 towns (urban agglomerations)
- In two decades metro cities (one million population) increased from 23 to 35 and metropolitan cities (10 million population) increased from 4 to 7
- Mostly metropolitan cities agglomerations of many local bodies with independent jurisdictions within spatially contiguous urban growths
- Interdependencies amongst urban and rural entities manifest in economic linkages among establishments, commutation, social interaction, markets, sharing of environmental resources and infrastructure transcending individual spatial jurisdictions
- Functional and social linkages call for integrated planned development and coordinated delivery of urban services and complex organizational collaborations

# Recent Initiatives Towards Reform

- Mediocre delivery of services by Municipalities because of population explosion and migration
- Emergence of Urban Development Authorities with different governance structure and mandate
- Landmark 74<sup>th</sup> Constitutional Amendment Act for empowerment of Urban Local Bodies with 18 items under 12<sup>th</sup> Schedule
- Mandatory Constitution of Metropolitan committees and District Planning Committees
- Constitution of Ward Committees in Municipalities with more than 3 lac population

# Functions of ULBs Under 74th CAA

## Core functions

- Roads and Bridges
- Water supply for domestic, industrial and commercial purpose
- Public health, sanitation, conservancy and solid waste management
- Burial and cremation grounds and electric crematoria
- Public amenities including street lighting, parking lots, bus stops and public conveniences

## Welfare functions

- Safeguarding the interests of weaker sections of society, including the handicapped.
- Slum improvement and up gradation
- Urban poverty alleviation
- Provision of urban amenities and facilities such as parks gardens, playgrounds
- Promotion of cultural, educational and aesthetic aspects
- Cattle pounds; prevention of cruelty to animals

## Development functions

- Urban planning including town planning
- Regulation of land-use and construction of buildings
- Planning for economic and social development
- Fire services
- Urban forestry, protection of the environment and promotion of ecological aspects
- Vital statistics including registration of births and deaths.
- Regulation of slaughter houses and tanneries.

# Governance Structure in Delhi

- **National Capital Territory-** Population 17 Million (Area: 1483 Sq Km)
- **Three Local Government Units:** Municipal Corporation, NDMC and Cantonment Board
- **Municipal Corporation:** Est. 1957, Decentralized in 12 zones in 1963
  - Covers: 94.2% Area and 97% Population
  - 134 wards (Councillor elected for each) with Commissioner as Adm. Head
  - 39 committees for efficient functioning including 11 Ad hoc committees
- **New Delhi Municipal Committee:** Est. 1994
  - Covers: 4 % Area and 2% Population
  - Service Central Govt. Offices, , Parliament and other VIP Areas
- **Cantonment Board:** Est. 1924. Covering 1.8 % area to service Defence Establishments.

# Governance Structure in Delhi

- UT of Delhi **upgraded to state** in 1992 with legislature of 70 members but not at par with other states as **law and order and land jurisdiction under Lt. Governor**
- **Delhi Development Authority** – most important parastatal with mandate to formulate master plans, acquire, hold, manage and dispose off land and other property for various development projects
- **Delhi Urban Arts Commission** - nominated by Central Govt. for reviewing major development projects from spatial planning, architecture and heritage point of view
- **Delhi Jal Board** – headed by CM; responsible for water supply
- **Other parastatals** – Delhi Tourism Development Corporation, Delhi Transport Corporation, Delhi Finance Corporation, Delhi Minorities Finance Corporation and Delhi State Industrial Development Corporation
- **Delhi Vidyut Board** – distributes electricity through private companies
- **Delhi Metro Rail Corporation** – set up in 1996 with 50% equity each of Central Govt. and Delhi Govt. Great success story.
- **Bhagidhari Scheme** – Govt-citizen partnership (UN Award in 2005 for Improving Transparency, Accountability and Responsiveness in the Public Service)
- **National Capital Region Board** – Est. 1985- 33,578 sq km (Haryana, UP and Rajasthan)
- **Financial pattern** – Receives 65-70 million USD from consolidated Central Fund and 42-45 million USD assistance annually. Collects 2.5 billion USD from ST, excise, luxury tax and stamp duty (10% allocated to local bodies)
- **Intergovernmental Relations** – MCD – internal roads, sanitation, primary education, health care and slum development. Delhi Govt. – secondary education and specialty health care, major roads and other development through line depts. and parastatals.

# Kolkata Model

- Corporation – Est. in 1876, Kolkata Corporation Act - Enacted 1980.
- Cabinet System municipal government with Mayor- in- council system.
- Corporation has 141 wards with a councillor elected by each.
- Mayor elected by councillors. He in turn appoints a Dy. Mayor & 10 other councillors as members of Mayor-in-Council, Mayor is executive Head of Corporation.
- Commissioner appointed by state Govt. but answerable to the Mayor.
- The council is presided by Chairman other than Mayor.

## Kolkata Metropolitan Development Authority (KMDA)

- Formed under Presidential order – 1970. Statutory Plg & Development Authority for Kolkata Metropolitan Area (KMA).
- Oldest & second largest Metropolis covering 1854 sq km with 15 million population with first MPC in the country constituted in 2001.
- 41 Contiguous Urban Local bodies (3 Municipal Corporations & 38 Municipalities) & 100 Rural bodies.
- Also designated as the nodal agency for implementation of the Government of India sponsored Jawaharlal Nehru National Urban Renewal Mission (JN-NURM).

| Items  | Bangalore  | Chennai  | Hyderabad   | Mumbai (Greater)   |
|--|--|--|---|--|
| <b>Metropolitan area /Region (SqKm)</b>        | 8022   | 1189   | 7116(Expanded Huda)   | 4355   |
| <b>Features of Corporation</b>                 | 1949 BMC, 2007 BMC Expanded GBMC , Expected members 145, delimitation under process  | Oldest Corporation (1687) Exec. Auth. Commissioner Mayor election changed from direct to indirect in 2006, 155 Councillors   | 1955, HMC 2007 GHMC , Mayor elected by Councillors Election withheld since 2007 because of delimitation   | First Corporation 1881, Executive Authority Commissioner, 255 councilors   |
| <b>Metropolitan Development Authority(MDA)</b> | 1985: BMRDA Chairman, Chief Minister, V. Chairman: Urban Development Minister, Members: Secretaries to Govt. in related Deptt., 2 MLAs and Mayor. Mandate: Structural Plan for Dev. Metropolitan Region, Coord. And exec. Town plg. Schemes and those of BDA | 1974, MDA Est. Chairman: Minister : 2 MLAs and four members ULBs plus 10 officials 1 Corp. , 16 Municipalities, 224 urban panchayats Mandate: Master plan and Dev. New towns | 2008, HMDA Est. by comprehensive law Chairman: Chief Minister, V. Chairman: UD Minister 22 members: 4 Reps Local Bodies, 4 MLAs, 12 Officials and Mayor Mandate: Master Plan , Regulation and control of Development. Undertake Development projects and coordination with other agencies | 1974, MMRA Est. Chairman: UD Minister Also has 2 more ministers, 3 MLAs and Mayor on the Board. Mandate: Regional Planning and Coord. Undertakes infrastructure , Transport and commercial Dev. Sells real estate to raise revenue |
| <b>Planning committee (MPC)</b>                | Not yet formed (Enabling law passed)   | Not yet formed   | Though formed in 2007 awaiting legal constitution   | Not yet formed (Enabling law passed)   |
| <b>Number of Municipalities</b>                | 11   | 21   | 12  | 27   |
| <b>Parastatals</b>                             | BDA since 1976, Water Sup and Sewer Board, Transport Corp. Infrastructure and Fin. Corpn. And Lake Development Authority and Bangalore Airport Planning Authority  | Water supply and Sewerage Board, Slum Clearance Board, Housing Board, Transport Corporation and PWD Deptt.   | Water Supply and Sewerage Board, Metropolitan Transport Authority , Hyderabad Airport DA and Cyberabad DA.  | Metropolitan Housing and Area DA, Slum Redevelopment Auth. Airport Development Authority, the Docks and Navasheva Port, Transport  |
| <b>Migrants ( % )</b>                          | 18.2 %   | 11%  | 14%   | 23% 8  |



# Persistent Issues

- The Mayor should be ceremonial or executive head of a city government
- Problem of multiplicity of authorities.
- How relevant and frozen are municipal boundaries?
- Accommodation of interests of a provincial or a national government in metropolitan management.
- How does one ensure proximity of citizens to elected representatives?
- Who should claim the metropolitan political turf?

# New Challenges and the Way Forward

- **UID** (unique Identification Card) to distinguish migrants from the local inhabitants. It would decrease pressure of floating population.
- **E-governance**: To switch over to e-governance for modern and transparent accounting and management systems.
- **PPP (Public Private partnership)**: Encouragement of PPP particularly for infrastructure projects. Additional fiscal incentives for private players may be considered.
- **Collaboration of Government with civil society** /citizen groups and CBOs
- Development of satellite towns-Sub cities may be created on the periphery to reduce the burden of housing, medical and education facilities.
- **Training and capacity building**: Both Central Government and State govt. Should facilitate upgradation of skills, using reputed institution for capacity building.
- **Nehru Urban Renewal Mission**: A National project to improve urban infrastructure, service delivery mechanisms and fundamental amenities to the urban poor.
- **Upgradation of ICT and strengthening ULBs**
- **Comprehensive Urban Land used Policy**