

CHAPTER - II

**METROPOLITAN PLANNING  
AND  
DEVELOPMENT AUTHORITIES**

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The earliest evidence of town-planning was found in India in the ruins at Mohenjo-Daro, Harappa, Lothal, Kalbangan and other sites of the Indus Valley complex. The remains of urban centres in India reveal certain features of urban planning such as street system, division of a city into specialized functional quarters, development of commanding central sites for palaces, temples and what would now be called civic buildings and advanced system of fortification, water supply, drainage, etc.

Town-planning is an essential pre-requisite of organized civic life. The planning of a town consisted

1. the orderly arrangement of the city's residential, commercial and administrative divisions in such a manner that each part could function without much overlapping;
2. an efficient system of roads connecting different parts of the town, and the town with the outside world;
3. the provision of safe, sanitary and comfortable housing in a variety of dwelling types to meet the needs of all types of families;
4. the provision of recreation, schools and other community services of a high standard;and
5. the provision of adequate water supply, public utilities and services.<sup>1</sup>

Metropolitan planning in India still has to face a fluid condition on account of the economic condition of the people. Rural folk do not like to move into towns voluntarily they do so for a better income. In the process they suffer considerable psychological and environmental tensions. For their integration into a new society, it is essential to undertake community development on a fairly extensive scale simultaneously with physical planning for cities. This will have to be as a basic part of the over-all programme as national economic development and will naturally have to be concurrently linked up with a nation-wide programme for controlling the growth of population.

While the technical aspects of planning are of vital importance, the existence of efficient administrative machinery is equally important. It will enable plans to be implemented in a properly phased and coordinated manner. Where a region is completely within the jurisdiction of a State Government, the problem is obviously easy. Where the region extends into several political jurisdictions, the problem gets complicated, as in the case of Delhi. Adjustments have to be made not only with the various governments concerned but also with the local authorities. For the development of the Delhi metropolitan area, which three political jurisdictions of three states, co-ordination and consultation at all stages are necessary for fruition of plans. This co-ordination has already been achieved at the technical plan-making level. Achievement at the administrative and political levels will involve the active participation of the central and state governments and the local bodies concerned.

Regional plans transcending political jurisdictions, as in the case of the Delhi metropolitan area and the national capital region, call for vision and imagination, apart from day-to-day co-ordination and understanding. If the purpose of planning is clear and if the objectives are understood, smooth and active collaboration is likely to ensure.<sup>2</sup>

### **Urban Management Institutions**

Governing urban areas is a specialized job, which differs from that of national and regional administration and of governing rural areas. The urban scenario is crowded by a large number of authorities engaged in their respective sectoral functions. Wide responsibilities include the functions that particularly need to coalesce, such as land use planning and development control, water supply and sanitation, drainage and sewerage, roads and traffic management, regulations of public transport, parks and open spaces and environmental health. These are the functions that interrelate constantly during rapid urban growth in providing an efficient living and working environment. The responsibility for administration and provision of urban services within urban area are much diffused. Infrastructure provision and maintenance in an area is a combined effort of a number of bodies.<sup>3</sup>

## **Metropolitan Government**

Metropolitan government is regional government at some level between national government and local municipal government. In a federal set-up, the metropolitan level has to be conceived at some level between state or provincial government and local municipal government. It is, therefore, natural that it would be difficult to prescribe any universally applicable criteria for drawing the boundaries of metropolitan government. Any urban area becomes metropolitan when it becomes heavily populated and its central and other outlying areas develop a high degree of economic and social interaction. For planning and development of such an area, establishment of metropolitan government is one of the administrative devices available. There are other types of options in the approach to be adopted and administrative reorganizations to be introduced. Even when there is a case for metropolitan government on grounds of some such technical data, there is no certainty that metropolitan-level government would be set up. What would be finally required for establishment of such a government is the political will at the higher level government, state (provincial) or national. Metropolitan government would require large-scale readjustments in powers and resources of the higher level, government and of the existing local governments. The socio-economic data remain the same but in different political contexts in different countries the response is seen to be different.

In India, problems of metropolitan areas, weakness of the existing local government, in the areas concerned, and need for metropolitan level responses have been recognized, but the idea of metropolitan government has not been accepted. Various issues of major political, economic and administrative importance are involved, in arguing the case for or against metropolitan government.

It is not only a question of constitutional consistency or of fiscal feasibility; the question of metropolitan government involves other equally important issues, like control of bureaucracy, protecting public interest, public accountability of administration and planning of metropolitan areas, responsiveness of governmental machinery, needs for social welfare and finally local democracy.

## **Experiences in Western Democracies**

An informative and interesting study of the experience of the government and administration of metropolitan areas in some western democracies has recently forcefully argued for metropolitan government. The problems of major conurbations differ significantly from those of other parts of the country in terms of pattern, scale, and often in terms of intensity. These demand individual consideration and often individual solution. It would be helpful to review some of these experiences in the Netherlands, Denmark, Sweden, Federal Republic of Germany, France, Spain, Italy and Canada.

The Netherlands has three major conurbations, viz., Rijnmond, Amsterdam, and The Hague. Rijnmond is an official region of the province of South Holland in the Netherlands. It refers to the city of Rotterdam and its surrounding suburbs and municipalities. Another term used in this context is Stadsregio Rotterdam (literally Rotterdam Urban Region or more conventionally, Greater Rotterdam Area).<sup>4</sup> The Rijnmond Council for the Rhine Estuary Area, set up in 1964, has 81 members, who are directly elected by the people, and a small executive committee. The Rijnmond Authority, whose chairman is appointed by the Crown, has been predominantly a physical planning body entrusted with the preparation of a regional plan. It is also empowered to lay down guiding principles, after consultation with the executives of the municipal bodies within the area, on building industries, roads, waterways, transportation, housing, environment, and recreation. It issues directives to the municipalities about project implementation, and is also entitled to distribute development subsidies received from the government among the municipalities, to participate in joint ventures, and submit advice to any other level of government. Rijnmonds experience demonstrates how a metropolitan authority can fulfill -a stimulant, advisory, consultative, and monitoring role by developing an intimate relationship with the municipalities, providing expert services for planning in the general interest of a metropolitan area.

Amsterdam is the core city of the Amsterdam Metropolitan Area. The Amsterdam Metropolitan Area (AMA) is comprised of several surrounding municipalities, including the cities of Amsterdam, Almere, Amstelveen and Haarlemmermeer. The AMA lies to the north of the Randstad and encompasses the city of Amsterdam and the Dutch provinces of North Holland and Flevoland. The area has a total population of over 2 million inhabitants.<sup>5</sup>

There have been several initiatives to create a new powerful governmental layer on the regional or metropolitan level, but none of these initiatives have been as successful as intended. The lack of a formal metropolitan government has led to creative forms of metropolitan planning. At the same time, storytelling about the metropolitan area influence stakeholders' view on reality and future. In these narratives people were invited to see the possibilities of the region, not hindered by practicalities. This approach has led to new platforms for the joint exploration of the future. Even though these strategies, one characterized by diplomacy and the other characterized by storytelling or narratives, are sometimes felt as opposing, they actually are two sides of the same coin. The storytelling generates energy and enthusiasm that drives the diplomacy. Both approaches – diplomacy and narratives-have collaboratively paved the way for the making of the spatial structure vision for the municipality of Amsterdam. The plan is made in dialogue with the city boroughs, the adjacent municipalities and several other stakeholders with stories and visions as their inspiration. Reflecting on the Amsterdam situation we can notice that the planning that emerged is heavily influenced by the institutional history. The institutional setting of the Netherlands as a whole and Amsterdam 1180 including the failure to create a formalized functional and effective metropolitan government has been the stimulus for more informal ways of cooperation.

Together with the shift towards governance and the ever growing number of stakeholders, this has led to a form of planning that unintendedly encompasses at least partially the five crucial elements i.e., “integrative place making, collaboration in policy making, inclusive stakeholder involvement, use of local knowledge and building relational resources”. In retrospect, the failed attempts of governmental reorganization, i.e. the creation of a metropolitan authority, which was considered to be the Holy Grail,

can be considered a blessing. It has led to a new form of metropolitan planning which focuses on mutual interest and a shared responsibility. A way of planning that is flexible and led by inspiration and imagination.<sup>6</sup>

The Hague Regional Authority (Gewest) was set -up on voluntary basis in 1973 to work in common interest of six municipalities through their joint agreements. The Hague Region is situated in the West of the Netherlands along the North Sea coast. It is one of the most urbanized areas in the country, home to nearly 1 million people, on a 410 km area. It coincides with the territories of nine municipalities: Delft, The Hague, Leidschendam-Voorburg, Midden-Delfland, Pijnacker-Nootdorp, Rijswijk, Wassenaar, Westland and Zoetermeer. The Hague Region is a regional authority in which these municipalities cooperate.

The chief activity of Gewest has been conceived to be the process of integrated, comprehensive planning, covering land-use, housing, roads, etc. The regional executive comments on the plans, projects, proposals of the municipalities, and then a consensus is sought. It has proved to be a complex system to work with, especially with regard to sensitive issues. The Gewest has been rendered unimportant as a metropolitan authority. Its experience illustrates the limitations of voluntary and pragmatic approaches to the problems of the metropolitan area. As co-operative body of municipalities, the formal powers and tasks of the city region with respect to planning are limited. The municipalities have planning autonomy, but the provincial authorities have the formal authority to influence the municipal plans. The city region draws up a regional structure plan in consultation with the municipalities. In the case of The Hague Region, the provincial authorities agreed to incorporate the regional structure plan in the provincial plans. The provincial authorities also implement the rural development programme. On a European scale, The Hague Region (through Regio Rundstedt) is actively participating in PURPLE, a network of regions.<sup>7</sup>

In Denmark, local self-government has been recognized as a constitutional right since 1849, and local government has the power to challenge the implications of national proposals for new services and budgetary changes. It seems, therefore, natural that

Greater Copenhagen Council is indirectly elected from local municipal authorities, and lacks the political independence which direct election might have given it. The Greater Copenhagen Authority was a politically governed organisation deciding regional development plans for the metropolitan Copenhagen area, Denmark.<sup>8</sup> This experience illustrates that when long-term planning seems to be at a discount in other countries, the planning function can be effective in a rapidly changing environment only if the right conditions could be created.

Sweden has no comprehensive national planning system and hence no emphasis on regional planning as such, except in terms of land-use, communications, and economic development, and creation of employment opportunities. Separate functional boards exist for the functions usually performed by county councils elsewhere. A county council for Stockholm region, reorganized in 1971, took over the local transport system and regional planning functions delegated by the municipalities, its functional competence was increased further subsequently to include health, education, welfare services and cultural services; but housing and local planning were left out for political reasons. It is a directly elected body and has a plural executive called executive committee. This institutional pattern at the metropolitan level of Stockholm provides a framework for joint work which can be occasionally adapted to meet changing needs.<sup>9</sup>

Municipal authorities in Germany enjoy a primary status in the local government system there. Frankfurt region union is a multipurpose territorial union of local authorities set up in 1975 by the Land of Hessen. It has union council directly elected on the basis of proportional representation. Its finances come mainly from precepts on municipality incomes, surtax on property transactions, fees and charges. Frankfurt region union combines the task of regional planning authority with other metropolitan area tasks. It has the responsibility of coordinating and promoting orderly development of the whole metropolitan area, and preparing land-use structure plan which fills a critical planning gap between the land regional plan and local plans. The landscape plan has a similar scope. Until 2001, 43 of the current 75 member municipalities were working together in the Umland development. In 2000, that body finalized its landscape plan for its members. In the meantime, landscape planning has been carried out for the new

members. It is also responsible for metropolitan traffic and transportation and landscape planning. Another of the regional development functions is to carry out regional monitoring. The association systematically monitors and analyses all important structural data for the conurbation and the wider Frankfurt region main metropolitan region.<sup>10</sup>

The Region of the Ile-de-France is much more than a conurbation. The city of Paris is at the heart of this region which has an elected regional council. The regional council has responsibility for development of the region in economic, social, health, cultural and scientific matters and defines policy on transport and open spaces. The conurbation with Lille, as the major city, is an agglomeration of settlements with shared problems. A statutory authority called Commandant-de-Lille, having a membership of 87 communes, exists within the department of the region Nord-Pas-de-Calais. It has the same basic functions and organs as the region of Ile-de-France. It is limited to define purposes and, unlike a commune, it has no power of general competence. The regional council has as its members the elected representatives of the communes within its area. The communaute brings together the representatives of the communes with their resources so that they can plan, determine and finance services in which there is a wide and common inter-communal interest. Through this institutional device it is possible to bring highly developed and expert services into the individual commune for carrying out municipal work to a standard which the individual commune cannot afford to achieve. At the same time, it provides a machinery of accountability for the work and services. The law (1982) provides that the communaute would have responsibility for structure planning and town planning, housing and urban renovation, industrial zones, school sites, fire services, passenger transport services, institutions of higher education, water supply, sewerage, markets of national interest, roads and traffic.<sup>11</sup>

The Spanish Constitution (1978) recognized the municipalities as an autonomous level of government, along with two other levels, namely, provinces, and autonomous communities. Greater Barcelona, the great centre of commercial activities, received its metropolitan government in 1974 in the form of a corporation having responsibility for urban planning and development as well as services of metropolitan interest.<sup>12</sup>

Madrid, on the other hand, has all along been a city separate from its surroundings, because traditionally the city belonged to the autocratic central government rather than to its people. The migration from different regions and provinces has produced different Madrid, so to say. Above all, Madrid is also a province. Madrid metropolitan area, encompassing 23 municipalities, was created in 1963 for purposes of planning and coordination of developments of all private and public agencies operating within it. A new administrative body called Commission for Planning and Coordination (COPLACO) for the metropolitan area of Madrid has been made responsible for encouraging, resolving, directing, promoting and supervising, urban planning within the metropolitan area.<sup>13</sup>

In 1982, a draft bill proposed the status of metropolitan province for some important Italian cities. Previously in 1961, 1971, and 1979, metropolitan authority was unsuccessfully proposed for Milan, the capital of Lombardy province and the national economic capital. It was proposed that metropolitan provinces would take over municipal responsibilities for metropolitan land-use planning and socio-economic development. Each metropolitan province would be divided into communes. These units could be upgraded to municipality status under an enlarged-metropolitan authority, having competence in management of local economy, land-use-planning, transportation and environmental quality of life. In Italy, the case for metropolitan authorities is strong indeed, because proliferation of ad hoc and joint authorities is swallow up resources in administration and diluting democratic control.<sup>14</sup>

The metropolitan council of Toronto in Canada's province of Ontario, set up in 1953, is a federal authority. The six municipalities are represented on the metropolitan council by their directly elected mayors and controllers, and councilors nominated by each constituent municipal council in proportion to their strength. The metropolitan authority was set up out of a felt need to coordinate the various sectors in which development was needed and to raise necessary finance for this purpose. The Metro Toronto has recently been exercising powers delegated by the provincial government to other regional authorities. Among its inadequacies can be mentioned insufficient accountability due largely to the growth of administration by ad hoc boards and special-

purpose bodies outside the main administration, some failings in the representative system, and obstacles to economic and effective govern-municipalities and the metropolitan authority has often been stressed. Metro Toronto has been able to establish sound planning, servicing and development policies and to build an efficient transportation system and implement them. A crucial issue which has been emerging from time to time is decentralization within the metropolitan boundaries, and the metropolitan authorities fight against the provincial government's plans to centralize further activities at the city centre. There is also the need for coordination between Metro Toronto and other regional authorities for land-use planning beyond the metropolitan boundaries. Toronto's metropolitan government has till recently achieved a sufficient balance to meet to a creditable degree, the demands of a metropolitan area of over two million people.<sup>15</sup>

In Britain, the idea of metropolitan government was first adopted for London in the early 1960s and for the whole of the country in the late 1960s and early 1970s. The Greater London Council, as the upper tier and a number of London Borough Councils at the lower tier, with directly elected councilors, were created in 1963. The six metropolitan counties for West Midlands (Birmingham), Greater Manchester, Merseyside (Liverpool), South Yorkshire (Sheffield), West Yorkshire (Leeds), and Tyne and Wear (Newcastle)-each having more than a million population-started functioning from April 1974 under the Local Government Act 1972. Each of these conurbations also has second-tier metropolitan districts. Generally speaking, the metropolitan counties have functions of structure planning, highways and transport planning, environmental services, police, fire-fighting and consumer protection services. The metropolitan districts have functions of local planning, environmental health services, education and recreation. There are some functional areas where both would enjoy concurrent jurisdiction.

It is suspected that the Tory governments move to abolish metropolitan councils has nothing to do with either costs or efficiency. It has been estimated that when the plan of abolishing six metropolitan counties would be carried out, local government in the British cities would be more expensive. It is also a general experience that it is very difficult to get district councils agree on strategic planning of metropolitan-wide services.

Again, some of the functions of the metropolitan authorities, like housing, long-distance transport, reclamation, waste disposal and navigation can only be achieved because of large size of the authority: smaller district authorities cannot perform these functions efficiently. Moreover, new quinquennial agencies of the central government have been proposed. This arrangement would, in all likelihood, push up administrative costs and create further administrative problems.

Previously two separate Royal Commissions, basing their arguments on extensive research and being benefited by evidence from all concerned interests, had recommended the establishment of metropolitan government. Herbert Commission on London government adequately established the case for a metropolitan authority for Greater London and Radcliffe-Maud Commission on local government in England was convinced about the necessity of the metropolitan counties. There are strong reasons to suspect that the Tory government's dislike of metropolitan authorities stems from the fact that those authorities form a powerful political lobby and they are currently under the control of the labour Party. The necessary law for giving effect to the Tory government's plan of abolishing the metropolitan counties has been passed by the Parliament.<sup>16</sup>

New York city is the great cosmopolitan center of capital and culture. City planning is responsible for directing the development of the city by shaping its neighborhoods, its waterfront, its business districts and its industrial lands. Underlying all of our efforts is a focus on the human and the neighborhood scale of the city. The Department of City Planning (DCP) promotes strategic growth, transit-oriented development, and sustainable communities in the city, in part by initiating comprehensive, consensus-based planning and zoning changes for individual neighborhoods and business districts, as well as establishing policies and zoning regulations applicable citywide. It supports the city planning commission and each year reviews more than 500 land use applications for actions such as zoning changes and disposition of city property. The department assists both government agencies and the public by providing policy analysis and technical assistance relating to housing, transportation, community facilities, demography, waterfront and public space.<sup>17</sup>

## **Indian Experience**

The process of urbanization and the increase in the urban population has resulted in serious problems of housing, public utilities and community services. The urban environment has deteriorated giving rise to shanty towns and slums, uncontrolled land use and inadequate urban services. The migration of rural population has resulted in he usually heavy congregation of the poor masses in the fringe areas of large cities, which are almost devoid of all kinds of services and amenities of urban living such as sanitation, drainage, sewerage, water supply and lighting.

The problem of housing accommodation in urban areas is almost frightening in terms of magnitude of shortage and the quality of environmental conditions. A large number of urban populations live in the numerous slums and other forms of unhygienic structures and lead a life of discomfort almost characterized with sub-human living conditions. The shortage of housing and the absence of a definite housing policy have led to the continuous rise and expansion of slums in urban areas.

One of the major problems of urban areas is to prevent haphazard and unplanned physical growth in and around them. Then the municipal areas at many places crossed their bounds, as a result of unplanned fringe development the improvement of living conditions in these areas and their vicinities became imperative. Moreover, the jurisdictional limitations of the present urban local bodies, their inefficiency and inadequacy, the adverse effects of political pressure and influence and their inability to mobilize resources to solve the problems made it essential on part of the state government to establish supra – local authorities for the implementation of master plans, with certain broad powers, both financial and administrative, and mostly answerable to the state government with little or no responsibility to the local urban bodies. In this point of view the urban development authorities were established instead of extending the municipal boundaries and strengthen them administratively and financially.

## **Agencies for Urban Development**

In India, there are five types of urban development agencies: municipalities, municipal corporations, improvement trusts, town planning trust, urban development authorities and the special agencies like water supply and sewerage boards and the state housing boards.

Some of the development bodies are performing single function as in the case of town planning trust, housing board and the water supply and sewerage boards and the state housing boards. But bodies like the improvement trust and urban development authorities are undertaking overall development function, leaving corporations and municipalities to undertake functions relating to the day-to-day necessities of an urban area.

In spite of setting up so many development bodies, there does not appear to be substantial progress in the urban scene and the urban areas still face acute problems like shortage of housing and water supply, rapid growth of slums resulting in improper sanitation, etc.,. It may be noted that even where the urban development authorities are constituted, the multi agencies are unable to function efficiently.

While the concept of multiple agencies to undertake development is a welcome idea as it lessens the burden of a single agency like the urban development authority, proper co-ordination has to be maintained amongst the multiple agencies. This exercise is not being performed either by the government or by the urban development authority.

It appears that the urban development agencies are unable to play an effective role because of inadequate finances. It is desired that government should give due consideration to these problems so that development authorities can function effectively. For this, greater emphasis must be laid on urban development in the five year plans and the allocations made must be consistent with future requirements or urban development.

Experience shows that the urban development authorities set up in metropolitan cities are undertaking single function like housing or slum improvement instead of expanding and integrating various other services. The balance between rural and urban areas and their development may be maintained through the regional planning approach and area-wise administration for an effective organization of urban services.<sup>18</sup>

In most of the cities in all states the public sector owns most of the land. It is often the monopoly provider of many services; especially those based on physical networks; e.g. water supply, sewerage, electricity, gas, and telecommunications. In these cases its franchise is exclusive, and private provision is illegal. In other areas, such as housing, the public sector establishes standards and regulations. Urban Development and Housing Department (UDH) in all the states is the key agency responsible for the urban development especially of land and housing in urban areas. The bodies under its purview are:

- (a) Directorate of Local Bodies (DLB)
- (b) Urban Improvement Trusts (UITs)
- (c) State Housing board (SHB) and Housing Cooperative Societies
- (d) City Development Authority (CDA)
- (e) Town Planning Department
- (f) Economic Development Board (EDB)
- (g) State Industrial Development and Investment Corporation
- (h) Department of Industries
- (i) State Pollution Control Board
- (j) Project Development Corporation (PDCOR)
- (k) State Level Financial Institutions Serving the Urban Sector
- (l) Other Institutions
- (m) Private Sector<sup>19</sup>

### **City Development Authority (CDA)**

The City Development Authority (CDA) is constituted under the respective City Development Authority Act for the purpose of planning, co-ordination and supervising the proper, orderly and rapid development of the city region. The city development authority has been undertaking comprehensive area development schemes besides upgrading infrastructure like flyover, bridge, sewerage, roads, streetlights, parks, playgrounds and open spaces etc.

### **Town Planning Department**

The town planning department of almost all the states, headed by a chief town planner is the sole agency responsible for planning and for the preparation of master plans for urban areas of the state. Main functions of this department are:

- i. Preparation of master plans for urban areas of the state,
- ii. Works related to national capital sub region of the state
- iii. Planning, monitoring and coordinating IDSMT projects executed by local bodies,
- iv. Preparation of schemes and projects for local bodies,
- v. Regulating use of urban lands in terms of granting various no-objection certificates under revenue rules as applicable for urban areas, and
- vi. Advisory role with reference to all matters connected with planned urban development.<sup>20</sup>

### **Metropolitan Area Planning Committee**

The constitution of Metropolitan Area Planning Committees (MPC) in every metropolitan area under Article 243 ZE of the 74th Amendment accords constitutional recognition to metro-regional planning. When seen in the context of agglomeration economies, a metro region is the most preferred area for investment in economic activities and infrastructure but these areas are normally deficient in spatial planning inputs. The functions to be assigned to Metropolitan Area Planning Committee are as follows:

- i. Preparation of draft development plan for the metropolitan areas.
- ii. Spatial coordination of plans prepared by the municipalities and panchayats in the metro area and recommending modifications in local area plan, if any, taking an overall view.
- iii. Coordination and sorting out of common issues involving panchayats and municipalities in the metro area including the sharing of water and other physical and natural resources,
- iv. Allocation of resources made available by the state and central governments to local level institutions.
- v. Phasing and prioritization of development works or works involving number of panchayats or urban areas.
- vi. Advice and assistance to local bodies in preparation of development plans,
- vii. Monitoring effective implementation of approved development plan of the region
- viii. Assistance and advice to state government and other agencies on matters relating to metropolitan planning, development and management
- ix. 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.
- x. Undertaking studies and research on all matters relating to metropolitan planning and to provide necessary feedback to the state and other agencies.
- xi. Resolution of conflicts and to avoid areas of overlap between different agencies.
- xii. Undertaking formulation and implementation of projects involving provision of infrastructure such as major roads, trunk services, electricity, telecommunications, etc.

Like the District Planning Committee (DPC), the Metropolitan Area Planning Committee should be constituted within the framework of the State Town Planning Acts, under which development authorities and metropolitan development authorities are in operation, and the existing setup of the metropolitan development authorities would

provide the necessary technical and secretariat assistance to the MPC. In cases where the metropolitan area cuts across the boundaries of a state and covers areas of more than one State, the 74th Amendment Act is silent and the MPC would need to be set up by following the procedure laid down in the Constitution of India which provides for the passing of Resolution by the participating states authorizing the Parliament to legislate for them. The implementation of the metropolitan development plan after it is legally enforceable would be done by the participating states, and the MPC would ensure that no developments in the metropolitan area falling in more than one state conform to the metropolitan plan. Like District Planning Committee, senior town and country planner of the state government should head the MPC and should be assisted by his staff in the preparation of metropolitan area plan.<sup>21</sup>

### **Single Purpose Agency**

Mention must also be made of what may be called as single purpose agencies such as organization especially created by the state government to undertake a designated activity or task relating to urban governance but is normally kept independent of the urban government. This category includes improvement trusts, housing boards, electric supply undertakings, city transport undertakings etc. It is felt that certain activities are of such a technical or complex nature that they need to be taken out of polices and entrusted to a separate body instead of being put directly under the municipal government also an important factor for the growth of special purpose agencies is that local government is in many cases too small in terms of its population area and its resources to finance a number of local government functions hence separately setup bodies for them.<sup>22</sup>

### **Urban Development Authorities**

The Estimates Committee of the Fifth Lok Sabha in its 37th report had suggested the establishment of the urban development authorities to plan, control and co-ordinate development programmes for cities and major towns having rapid growth. The planning commission had also indicated the desirability of structural innovation in the urban government during the fifth plan.

After the constitution of urban development authorities, the actual implementation of urban projects and master plans has started. The central government also offered supplementary assistance under conditions which are:

1. The state government should have an integrated long term master plan for the development of the city.
2. The state government should pass comprehensive Town and Country Planning Act providing for preparation and statutory approval.
3. The state governments should set up statutory planning and development authorities with adequate powers for planning, co-ordination, implementing, funding and supervision.
4. The state government should adopt a rational urban land and housing policy for optimum utilization of land and should take into account the requirements of the weaker sections of the society.
5. The state government should accept and adopt a policy of disposal of industries and others economic growth centers.

Several urban development authorities have been established by keeping the above conditions in view. The first to come up was the Delhi Development Authority (DDA) in 1964, for the Delhi metropolitan area. Along with several other states, Tamil Nadu also enacted Tamil Nadu Town and Country Planning Act, 1971, as amended by Tamil Nadu Act 22 of 1974 for the establishment of Madras Metropolitan Development Authority.<sup>23</sup>

### **Delhi Development Authority**

The Delhi Development Authority was statutorily constituted in 1957 to promote and planned development of Delhi metropolitan area, comprising both urban and rural areas. It is headed by the Lieutenant Governor of Delhi functions under the administrative control of the Central Ministry of Urban Affairs and Employment. It is responsible for formulating and administrative the Master Plan, declaration and development of areas notified for development from time to time, development of facilities and land for

housing, transport office and commercial premises, recreation parks and playgrounds. Its primary functions is, of course, to ensure large scale acquisition and development of land in Delhi in accordance with the declared policies of the government, and ensure availability of adequate land and shelter to the weaker sections and essential facilities. In this task, it is expected to operate in a self-financing and viable manner, with adequate support from government by way of seed capital and other grants.<sup>24</sup>

The DDA was expected to confine itself to land acquisition and development, but it undertook large scale development of housing colonies after announcement of a major housing registration scheme in 1979, followed by other housing schemes for different income groups. DDA involved itself, voluntarily as well as on the instructions of governments, in unrelated and non-viable activities, such as management of the Inter State Bus Terminus (ISBT) and lotteries as well as cattle colonies, on the one hand, activities strictly belonging to the municipal agency, such as maintenance of resettlement colonies, resettlement of squatters, improvement of slums, maintenance of housing colonies, maintenance of large parks and sports complexes etc., on the other.

It was only in 1988 that the central government took a decision to confine operations of DDA to planned development of land and to transfer other functions, such as housing, slum improvement, ISBT, lotteries, maintenance of various colonies, cattle colonies, either to the Delhi government or to the municipal corporation or to separate statutory bodies for housing, etc. This decision has only been largely implemented.

In the housing sector, DDA has been constructing and allotting house for different income groups under registration schemes from time to time since 1969, the biggest being the 1979 new registration scheme. It has been floating special schemes for the scheduled castes and tribes, they are tired citizens, government employees, etc. it has floated, for the benefit of mainly the high income group, self financing schemes based as advance contribution during construction. The DDA also undertook major area development schemes, such as Rohini, Narela and Dwaraka, in order to provide large number of plots and serviced sites for individuals and cooperatives and each of them constitute one million plus townships in their own right.

### **Kolkata Metropolitan Development Authority (KMDA)**

KMDA is a statutory authority functioning under the administrative control of urban development department of government of West Bengal. KMDA derives its powers and functions from the provisions of West Bengal Town and Country Planning Act, 1979. KMDA has an 11-member board or authority that includes both elected peoples' representatives and nominated bureaucrats. The hon'ble Minister-in-charge of urban development in the Government of West Bengal is the ex-officio chairman of the board of KMDA. All the members of KMDA Board are also members of the KMPC, which has been done with a view to providing functional convergence between the two bodies. The hon'ble Chief Minister of West Bengal is the chairman of KMPC. The board or authority of KMDA takes all major policy decisions that are incidental to running the development programs of KMDA. However, for decisions in certain matters that may have impacts across other organizations and areas outside Kolkata Metropolitan Area (KMA), the same are forwarded to the state government via the urban development department, after the authority of KMDA recommends the same.

KMDA's day-to-day administration and planning and development activities are carried out under several directorates under control of a chief executive officer – a senior IAS officer. The administrative functions are primarily organized under Secretary, again an IAS officer, through a number of functional units. The technical functions of planning and project formulation and execution are performed by 11 directorates or sectors in KMDA – each usually headed by an officer in the rank of director/chief engineer. In addition, KMDA has a separate directorate for finance headed by a director. All the heads of directorates report to CEO directly or via some officer of the rank in between such as director general or secretary or special secretary.

KMDA, established in 1970 under presidential ordinance and later sanctified under the KMDA Act of 1972, functioned essentially as a development agency with the specific purpose of carrying out major infrastructure development in KMA. Kolkata metropolitan area, the largest urban agglomeration in eastern India, extends over 1851.41 sq. km. and envelopes 3 municipal corporations including Kolkata Municipal

Corporation, 38 municipalities and 24 panchayat samitis. KMA holds a population of 14.72 million, according to 2001 census, as against the total urban population of West Bengal of 22.5 million. Between 1970 and 1981 KMDA functioned as an overarching development authority in KMA, as most of the units of local self-government in KMA were under suspension with no elected representation in place. It is only with the state government's avowed policy of decentralized planning and development across the urban and rural areas of the state that elected representation was installed in all the urban local bodies of the state including those in KMA. KMDA has been working in tandem with the elected ULBs towards the overall development of KMA.

The process of decentralized planning and development had taken a further stride following the enactment of West Bengal Metropolitan Planning Committee (WBMPC) Act in 1994 in line with the 74th Constitutional Amendment Act of 1992. Following the provisions of WBMPC Act of 1994, Kolkata Metropolitan Planning Committee (KMPC) had been established in KMA towards the end of 2000. Of the 60-member KMPC, 40 are elected from amongst the local elected representatives. The WBMPC Act provides for preparation of a draft development plan for KMA by KMPC having regard to the plans prepared by the individual units of local self-government. The Act further mandates that KMPC should co-ordinate all the development activities undertaken by the different agencies of the state and central governments within the geographical boundaries of KMA to ensure conformity of developmental actions to the development plans. KMDA has become the Technical Secretariat of KMPC.

As already mentioned, KMDA's functional domains broadly extend over three areas, namely, regulatory functions, planning for development and project implementation. Besides these major functional areas, KMDA is also engaged in providing consultancy services and implementing projects on behalf of other public sector departments and agencies.

Under provisions of the West Bengal Town and Country (Planning & Development) Act 1979, KMDA has to prepare existing Land Use Maps and Registers (LUMRs) for different zones within KMA to be able to prepare land use and

development control plans for those sub areas. KMDA has to follow the process of preparation of land use maps and registers and land use and development control plans as laid down in the Act itself. As the process of official adoption of land use and development control plans for those sub areas usually takes a longer time, Development Control Regulation (DCRs) are often drafted and enforced to prevent unregulated and haphazard use and development of land, as an interim measure. In most cases, the responsibility of enforcement of land use and development control plans for those sub areas and DCR are delegated to the units of local self-government. KMDA, however, retains the enforcement power to itself in selected areas or zones.

KMDA is engaged in carrying out different levels of planning exercise right from perspective plan to formulation of investment programme. KMDA keeps on updating the perspective plan and sectoral development plans to take into account the changing physical, social and other contexts. A large number of projects have so far been executed by KMDA covering different sectors of infrastructure such as water supply, sewerage and drainage, traffic and transportation, township and area development, housing and slum improvement, commercial complexes, parks and playground and so on and so forth. It should be very pertinent to note that in design of interventions, the urban poor have always received priority attention. KMDA has been designated as the nodal agency for implementation of the Government of India sponsored Jawaharlal Nehru National Urban Renewal Mission (JNNURM) for Kolkata and Asansol urban areas. KMDA would also function as one of the executing agencies for JNNURM projects in KMA.

KMDA has been approached by different government department or agencies for planning, designing and implementing certain projects that require specialized skills. This has happened because of the credibility that KMDA has achieved over the long years of its existence. KMDA is provided with the funds for implementing the projects on turnkey basis and is allowed to retain service charges at mutually acceptable rates. In KMDA parlance, these are called 'deposit works'. KMDA has also extended consultancy services to government departments and agencies in specific areas. Introduction of Geographic Information System (GIS) in municipal functioning has been one of the prime areas where KMDA has provided a great deal of consultancy services to ULBs.<sup>25</sup>

### **Bombay Metropolitan Regional Development Authority (BMRDA)**

Great Bombay today consists of three geographical divisions, namely, Bombay city, the suburbs and the extended suburbs. It came into being when in 1950 outlying areas in Salsette Island consisting of Bandras, Ghatkopar and Kurla were annexed to the original Bombay city and they came to be known as the suburbs of Greater Bombay.

The Municipal Act of 1872 was passed and the first municipal corporation for Bombay city was established. Of the 64 members of the corporation, 32 were elected and 32 nominated. In accordance with Lord Ripon's announcement of local self government in 1882, the Bombay Municipal Corporation Act of 1888 was passed which continues to be in force today. In 1950, when new areas were annexed to the Bombay city, the municipal jurisdiction increased and a single municipal corporation of Greater Bombay was formed.

The municipal corporation of greater Bombay consists of two wings, the deliberative and the executive. At the apex of the deliberative wing, there is the general body which is empowered to elect various committees. The executive wing has the municipal commissioner as its head. The corporation is concerned with providing water supply, education, roads, public health services, medical relief, engineering services, fire brigade, markets and slaughter houses, recreational amenities, utility services and electricity.

The problem of Bombay city is one just one of irregular growth but one of bad planning. Although several conscious attempts had been made to subject the city to some sort of planned growth by evolving town planning schemes and drawing up master plans, these were inadequate, as the town planning schemes were drawn up only for small areas of the city and the master plans had no legal footing. It was the task of the municipal corporation to prepare developmental plans for the entire area within its jurisdiction under the Town Planning Act of 1954 and submit the plans to the state governments for approval and sanction.

In 1958-59 with a view to improving administration within its jurisdiction, the municipal corporation of greater Bombay commenced the preparation of a comprehensive development plan. The corporation finalized the draft in 1964 and by the end of 1967; the state government had fully sanctioned it. Since the plan was prepared only for the municipal area, it seemed inadequate in the light of rapid development that was taking place in the Greater Bombay area which spilled over the municipal boundaries into the neighbouring regions beyond the municipal limits. Therefore, it was decided to set up a committee to formulate guidelines for regional plans for the Bombay and Pune metropolitan regions. Accordingly, under the chairmanship of .D.R. Gadgil, a committee was appointed in March 1965 on whose recommendations the Maharashtra Town Planning Act (MTPA) of 1954 was replaced by the Maharashtra Regional and Town Planning Act (MRTPA) of 1965.

An area of 2000 sq miles was demarcated as the Bombay Metropolitan Region (BMR) and Metropolitan Regional Planning Board (MRPB) was appointed. In January 1975, the Bombay Metropolitan Regional Development Authority (BMRDA) was set up under the BMRDA Act of 1974. BMRDA is the youngest of the four Metropolitan Authorities in the country; the other three bring Delhi Development Authority (DDA), the Calcutta Metropolitan Development Authority (CMDA) and the Chennai Metropolitan Development Authority (CMDA).

As envisaged in the MRTP Act of 1965, new areas were to be developed and a New Town Development Authority called the City and Industrial Development Corporation (CIDCO) was constituted in March 1970 CIDCO was primarily meant to be in charge of the development of New Bombay.<sup>26</sup>

### **The Bangalore Metropolitan Region Development Authority (BMRDA)**

The Bangalore Metropolitan Region Development Authority Act is an Act to provide for the established of an authority for the purpose of planning, coordinating and supervising the proper and orderly development of the areas with the Bangalore metropolitan region and to provide for matters connected therewith. Whereas it is expedient to provide for the establishment of an authority for the purposes of planning,

coordinating and supervising the proper and orderly development of the area within the Bangalore metropolitan region and to provide for matters connected therein. Subject to the provisions of this Act and the rules made there under the functions of the authority

1. To carry out a survey of the Bangalore metropolitan region and prepare reports on the surveys so carried out.
2. To prepare a structure plan for the development of the Bangalore metropolitan region;
3. To cause to be carried out such works as are contemplated in the structure plan.
4. To formulate as many schemes as are necessary for implementing the structure plan of the Bangalore metropolitan region.
5. To secure and co-ordinate execution of the town planning scheme and the development of the Bangalore metropolitan region in accordance with the said schemes.
6. To raise finance for any project or scheme for the development of the Bangalore metropolitan region and to extend assistance to the local authorities in the region for the execution of such project or scheme.
7. To do such other Acts and things as may be entrusted by the government or as may be necessary for, or incidental or conducive to, any matters which are necessary for furtherance of the objects for which the authority is constituted.
8. To entrust to any local authority the work of execution of any development plan or town planning scheme.

### **Town Planning in Chennai**

Chennai has always been a pioneer to the nation in many aspects. Town planning is one among them. Even though the southern India has quite few ancient settlements with well laid down sound town planning principles at the time of their creation, Chennai cannot be brought under this category. Till 18<sup>th</sup> century, planning remains incidental. Thus, formal and systematic approach of town planning are traced back to 19<sup>th</sup> century coinciding with the visit of Sir Patrick Geddes and H.V. Lanchester undertaking the task of development of provincial small towns in Madras presidency.

Lanchester prepared a plan for the Chennai in 1916 which was basically a road network plan. The plan emphasized the development of some new roads. In continuation to this development, town planning act was enacted in the year 1920 and it paved the way for significant accomplishment to be made later in the area of town planning. The Town Planning Act 1920 had facilitated the preparation of town planning schemes by the municipal council for parts of Chennai city. The town planning schemes were prepared by the local bodies and the development was regulated in accordance with the Town Planning scheme of that area. Further, development of residential suburbs and residential developments had been taken up by the city improvement trust which was established in the year 1920s with the main objective of clearance of slums.

Town planning act 1920 was having its own limitations for approaching the planning process in the city scale as it envisages preparation of only town planning schemes for the parts of the town. To overcome these deficiencies, a revised town and country planning Act was enacted in the year 1972 to replace the earlier 1920 Act. Town and Country Planning Act 1972 can be considered as a milestone in the town planning process of Chennai. Because it not only provides for the preparation of master plan for the city, region and sub region but also provides for the creation of development authorities and new town development authorities.

Coinciding with the enactment of a comprehensive Town Planning Act, initiation came with the fund assistance from government of India in the third year plan for the preparation of master plans for metropolitan cities. Utilizing this opportunity, the directorate of town and country planning prepared an interim development plan for Chennai in the 1967 taking into account the problems and potentialities in the wider context of the metropolitan area. Thus the interim development plan for Chennai was the real beginning in the planning process of Chennai metropolis. At the same time, there was a major deficiency in this document in the sense that it confines within proposing physical aspects of development ignoring the fiscal aspect to implement the proposals. But, it recommended that the fiscal plan should be worked out separately.

Recognizing the inherent deficiencies of the interim development plan, another attempt was made to prepare a comprehensive plan taking into account the problems of Madras metropolis from a long range perspective and providing a picture of financial effort required to direct the future development along the desired line. This was called as Madras Metropolitan Plan (1971-1991) as approved by the government in the year 1971.

The significant feature of this plan documentation is its contemplation of a mechanism for the planning and management of the metropolis. The important recommendations of this plan document are

- i. Creation of metropolitan planning and coordinating agency having jurisdiction over the entire Madras metropolitan area.
- ii. Suggestion of a three-tier planning and management mechanism for the metropolitan area with specific functions and responsibilities for each level.
- iii. Creation of sectoral agencies in Housing, Water Supply and Sanitation, Transportation sectors having exclusive jurisdiction over the same area.

Thus, the proposal of the Madras Metropolitan Plan and legal backing of the town and Country Planning Act 1972 paved the way for the creation of CMDA.<sup>27</sup>

### **The Tamil Nadu Town and Country Planning Act, 1971**

An Act to provide for planning the development and use of rural and urban land in the state of Tamil Nadu and for purposes connected there with. It was enacted by the legislature of the state of Tamil Nadu.

### **Constitution and incorporation of the Tamil Nadu Town and Country Planning Authorities**

The government shall appoint a director of town and country planning and such number of officers as they think fit. There shall be the following classes of town and country planning authorities for the purposes of this Act, namely

- i. Regional Planning Authority
- ii. The Local Planning Authority
- iii. The New Town Development Authority

### **Constitution of the Board**

The government may constitution for the state board called the Tamil Nadu town and country planning board. The board shall consist of a chairman who shall be the minister in-charge of town and country planning and other members prescribed in the Act.

The director of town and country planning or such officer as the government may appoint this behalf shall be the member secretary of the board.

Subject to provision of this Act and the rules made there under, the functions of the board shall be to guide, direct and assist the planning authorities, advise the government in matters relating to planning and the development and use of rural and urban land in the state and to perform such other function as the government from time to time assign it.

In particular and without prejudice to the generality of the foregoing provision, the board may and shall, if so required by the government.

Direct the preparation of development plans by planning authorities, undertake, assist and encourage the collection, maintenance and publication of statistics, bulletins and monographs planning and its methodology.

Prepare and furnish reports relating to the working of this Act and performs any other function which is supplemental, incidental or consequential to any of the functions aforesaid or which may be prescribed.

The board may exercise all such powers as may be necessary or expedient for the purposes of carrying out its function under this Act.

### **Appointment of Committees by the Board**

For the purpose of assisting the board exercising such of its power discharging such of duties or performing such of its function as may be specified by it, the board may constitute one or more committees.

### **Incorporation of Town and Country Planning Authorities**

Every regional planning authority, local planning authority or the new town development authority shall be a body corporate and shall have perpetual succession and a common seal and, subject to such restriction or qualification imposed by or under this Act or any other law may due or be in its corporate name, or acquire, hold or disposed of property, movable or immovable, or enter into contracts and do all things necessary, proper or expedient for the purpose of its constitution. Every planning authority may appoint such officers and servants as it considers necessary for the efficient performance of its functions.

### **Constitution and Incorporation of the Metropolitan Development Authority for the Chennai Metropolitan Planning Area**

The Chennai Metropolitan Development Authority established under Tamil Nadu Town and Country Planning Act 1971. The metropolitan development authority shall be a body corporate and shall have perpetual succession and a common seal and, subject to such restriction or qualification as may be imposed by or under this Act or any other law, may use or be used in its corporate name or acquire, hold or dispose of property, movable or immovable or enter into contracts and do all things necessary proper or expedient for the purpose of its constitution.<sup>28</sup>

The functions of the CMDA as per section 9-C of the Tamil Nadu Town & Country Planning Act, 1971 (Tamil Nadu Act No. XXXV of 1972) are

- i. to carry out a survey of the Chennai metropolitan planning area and prepare reports on the surveys so carried out;
- ii. to prepare a master plan or a detailed development plan or a new town development plan as the case may be, for the Chennai metropolitan planning area;
- iii. to prepare an existing land use map and such other maps as may be necessary for the purpose of preparing any development plan;
- iv. to cause to be carried out such works as are contemplated in any development plan;
- v. to designate the whole of the Chennai metropolitan planning area or any part thereof within its jurisdiction as a new town and to perform the following functions, namely
  - a) to prepare a new town development plan for the area concerned; and
  - b) to secure the laying out and development of the new town in accordance with the new town development plan;
- vi. to perform such other functions as may be entrusted to it by the government.

### **Other Sectoral Agencies in Chennai**

In Chennai, as in other metropolitan cities, several levels of government are involved in metropolitan planning and development, from the national and state levels through the metropolitan, sub metropolitan, and village levels. The Chennai metropolitan area as delineated in the 1967 interim plan covered the area under the jurisdiction of the Chennai corporation, four municipalities, four townships, twenty semi urban areas, and several urbanizing villages. A more elaborate Chennai metropolitan plan for 1971-91 published by the Tamil Nadu government early in 1971 projected a population of 5 million by 1991, of which 3 million would be accommodated in the Chennai corporation area and the rest in existing and new nodes of growth expected to form a radial pattern along the principal corridors of movement.

The responsibility for the execution of development projects and operation of urban services rests with more than fifty governmental, parastatal, and municipal organizations. The Chennai Corporation is one of the oldest city governments in the country. Its primary functions are to develop and maintain infrastructure facilities, including roads, drainage, street lighting, and solid waste disposal. It also maintains public health, elementary education, and parks and playground facilities. The corporation has normally been governed by a council of 120 elected members, but it has been administered by a state-appointed special officer since 1974. The commissioner who is executive head of the corporation is also appointed by the state government. In 1977, responsibility for water supply and sewerage was transferred from the corporation to the Chennai metropolitan water supply and sewerage board.

By law, the corporation is required to raise sufficient resources to meet current costs, including the cost of debt servicing and of operating and maintaining services. Property and entertainment taxes constitute the main tax revenues. The corporation also receives grants and subsidies from the state government for education, health and family planning services. Capital expenditure is financed by loans from the state government and to a limited extent from financial institutions. Until 1976-77, the corporation consistently incurred annual deficits on its current account, mainly as a result of deficits in water supply, drainage, and education services, where revenues covered only 75 percent of the costs. As a result, expenditure on other services such as road maintenance, public health, and conservancy services decreased in real terms.

The other municipal and non municipal authorities in the metropolitan area are concerned with local roads, street lighting, conservancy, drainage, and the like, but most new investment is undertaken by state government departments and enterprises. The departments of public works, highways and rural works, education and health, and social welfare are the principal state agencies responsible for the development and administration of the principal urban services. In addition, however, a host of parastatal organizations have special metropolitan functions. The Tamil Nadu Housing Board, established in 1961, is probably the oldest to be involved in urban development. It operates programs throughout the state, and in the metropolitan area it has carried out a

number of housing and land development schemes, including sites and services for low-income families. The Tamil Nadu Slum Clearance Board, established in 1971, took over all activities for slum improvement and clearance of resettlement within the city of Chennai from the housing board. The Pallavan Transport Corporation, incorporated in 1971 as a public sector company, operates all local and long-distance bus services to and from Chennai, and its metropolitan wing is responsible for services within the metropolitan area. Although the corporation is semi-autonomous, the state government exercises substantial control over its budget, including fares and borrowings. The Tamil Nadu Electricity Board, another parastatal organization, is responsible for the generation and distribution of electricity in the state, including the metropolitan area. The Small Industry Development Corporation is still another government enterprise that serves the metropolitan area; it provides technical and marketing services to small-scale entrepreneurs, procures and distributes essential raw material, and makes available machinery, workshops, and financial support.<sup>29</sup>

### **Long Term Planning**

To regulate the future expansion of the city and to rebuild the existing built up-areas, long term planning for a period of ten years (1981-1991) is envisaged. The suggestions here are based on the basic principles and minimum standards approved for reconstruction.

As regards planning standards, in the absence of codified material on the subject, many practicing town planners and teachers in this field refer to the town planning standards adopted in advanced countries, such as the U.K., U.S.A. and others. Owing to a lower standard of living in India as compared to the developed countries, we have to modify the space standards prescribed in other countries before adopting them. The advancement in science and technology has also contributed to this difference as it is found that the materials used and the techniques adopted for construction differ considerably from country to country.<sup>30</sup>

## **Urban and Regional Planning**

Land is inelastic but its use changes with the passage of time and with increasing pressure of population. Change in land use in urban areas is frequent and is a critical factor in determining the environmental quality. Distortion in urban land use management policies and practices may lead to an increase in air pollution, congestion, degradation of environmentally fragile lands, and occupation of hazard-prone areas and loss of arable land. The proper land use planning can contribute greatly in reducing both disaster risk and the vulnerability of the human settlements, improve urban economy and efficiency of the city, and help in maintaining ecological stability. Hence, importance of appropriate land use in effective planning, development and management of land resources cannot be over-stressed.

The urban land is, by and large, a base for the super structure of built environment. The Development Plan or Master Plan is one of the important instruments to the responses of the urban land use problems. It is increasingly being felt that land use planning alone may not help in resolving the urban problems. The land management needs to be improved so as to use land as a resource for urban development and to optimize land use with the changing socio-economic and physical conditions. The growth in urban areas and change in land use structure are concomitant. With the increase in urban population, agricultural areas are being increasingly put to urban use.

## **Urban Land Use Planning in Retrospect**

The present system of maintaining urban land records is fragmented at the city level. Various agencies such as municipal bodies, development authorities, city survey department and para-state agencies are maintaining urban land records for different purposes and there is no uniform pattern for compilation and updating of land records. Land records maintained by the city survey departments in most of the states are quite old and sometimes do not provide adequate data for land use planning. At intra-city level, availability of land use data is critical for land use planning. Instances are there when barren lands are converted into gardens at a very high cost while fertile land is used for urban purpose. Land use planning is hampered due to lack of data on aspects such as value, price and tenancy of land.

A systematic institutional arrangement is non-existent for the collection of inter-temporal data on urban land use. Information on urban land use is collected only as a part of the exercise to prepare master plan or development plan. Land use is classified into groups and sub-groups based on formal and functional requirements of the planning exercise. In planning of towns and cities, a combination of function and form is used to present an objective land use classification. The Town and Country Planning Organisation (TCPO) had evolved an urban land use classification in early seventies, identifying eight broad categories such as residential, commercial, industrial, transport and communication, public utilities, public and semi-public uses, open spaces, agricultural land besides vacant land with about 50 sub-categories based on functional similarity and compatibility of uses. This classification has been widely used as a reference by the planning agencies for preparing urban land use development plans. In most of the plans at town and city level broad categories of land uses are indicated while at Zonal Plan level detailed land use categories are shown depending upon availability of particular use categories.

The master plans, development plans, zonal plans, zoning regulations, building bye-laws, etc. are some of the instruments to achieve efficient urban land use. The master plan, as indicated in various Acts, states broad proposals for allocating the use of land for various purposes. It also provides for a network of road and street pattern and traffic circulation system for present and future requirements. The master plan includes zoning regulations to regulate the development within each use zone. As the land use proposal at the master plan level are broad in nature, it is followed by preparation of zonal development plan, development schemes, improvement schemes, town planning schemes, etc. which indicate the detailed and specific location of various sub-categories of land uses, activities, facilities and services as suggested in the master plans. Such zonal plans are a link between the master plan and detailed site development plans and are necessary for the smooth enforcement and implementation of the master plan.

**The Functions of the Master Plan and Development Plan are as follows:**

- i. To guide development of a city in an orderly manner so as to improve the quality of life of the people;
- ii. To organize and coordinate the complex relationships between urban land uses;
- iii. To chart a course for growth and change and be responsive to change and maintain its validity over time and space, and be subject to continual review;
- iv. To express the aims and ambitions of the community, delineating the form and character it seeks to achieve and policies by which these objectives can be achieved; and
- v. To direct the physical development of the city in relation to its social and economic characteristics based on comprehensive surveys and studies on the present status and the future growth prospects.

**Preparing Master Plans**

Even before initiation of the first five year plan in the 1950s, several cities had prepared and partially implemented master plans from time to time. However, during the third five-year plan, the national government provided 100 percent assistance to the states for preparation of master plans of selected cities. These plans essentially provided necessary guidelines for regulating land use, demolishing slums and squatter settlements and relocating their inhabitants, and preventing unrestricted growth of cities, especially metropolitan ones. In 1974, the draft fifth five-year plan stated that there had generally been a growing awareness in the states of the problems of urban development but not much headway had been made in taking comprehensive action.

The Delhi study examined the effectiveness of its master plan. It is observed that the plans physical framework failed to recognize the interdependence of the dual socio economic systems in the metropolis and the planned intervention has been ineffective in large areas of the city, developed since the plan was made. In Delhi, the master plan seems to have been replaced by the national capital region plan which envisages an integral development of the present city of Delhi together with selected adjoining areas from the states of Haryana, Rajasthan, and Uttar Pradesh.

Through the strategy of the five year plans, Indian government has played a vital role in meeting existing problems of urbanization and in guiding the future course of urban development. In a federal setup like India, the central government has provided basic directives of policy and large financial resources, but implementation of most of the planned programs has remained the responsibility of state and local governments. At this level the need was felt for strengthening the existing administration and creating new administrative organization on the other. Several expert committees offered recommendations to augment financial resources of local bodies so that steps were taken to introduce the service-orientation need for improving living conditions in large cities.

In addition to establishing housing boards in every state, a new type of non elective organization known as the urban development authority was created in large cities, especially in metropolitan centres. Activities of the urban authorities functioning in Calcutta and Delhi have received widespread attention, though not without criticism. The Calcutta metropolitan planning organization setup in 1961 completed the master plan for Calcutta (1961-86), under which several types of activities were introduced to improve living conditions; this organization has been enlisting guidance and cooperation from a number of foreign sources. The Delhi development authority is another organization which has completed a master plan and has produced a considerable amount of study and research material on urban development in general and guided urbanization in particular. The success and effectiveness of these organizations have remained a matter of debate and controversy. Notwithstanding their inadequacies, one can only say that it is through

the intervention of these organizations that attention has increasingly been focused on the problems of slums and squatter settlements and some steps have certainly been taken to bring marginal improvement in living conditions there.<sup>31</sup>

### **Metropolitan and City Development Plans**

The 74th Amendment Act specifies that metropolitan development plan should take in to consideration the plans prepared by the municipalities and panchayats in the metropolitan area and the matters of common interest between the panchayats and the municipalities in terms of coordinated spatial planning of the area, sharing of water and

other physical and natural resources, integrated development of infrastructure and environment conservation. The plan should also be prepared within the overall objectives and priorities set by the central and state governments including the extent and nature of investments likely to be made in the metro area by the central and state agencies as well as public and private resources both financial and others. Similarly, the Amendment also provides for the preparation of plans for economic development and social justice for towns and under their jurisdiction.

The plan preparation process should be time efficient, participatory in nature, and should incorporate the needs of the urban poor and informal sector. There should be an in-built flexibility in the plan for the provision of physical and social infrastructure along with a mechanism for involving the private sector in urban development. The overall objective should be to achieve a sustainable development process. The plan implementation mechanism should be linked with the budgetary process through five year plan and annual plan mechanism.

For an effective urban planning system, there is the need to have a package of interrelated plans at three levels namely long-term perspective structure plan (15-25 years), short-term integrated infrastructure development plan (5-10 years) and annual action plan as part of infrastructure development plan. The short-term integrated infrastructure plan and annual plan could be in the form of rolling plans to enable the urban local bodies to continuously review and monitor the plan, and to update it every year or five years. The aim should be to make urban planning system as a continuous process.

- Perspective Structure Plan:
- Infrastructure Development Plan:
- Action Plans:
- Projects and Schemes:

As a part of the development plans and action plans, projects and schemes could be taken up for any activity within the urban centres related to housing, commercial centres, industrial areas, social and cultural infrastructure, transport, environment, urban renewal, etc., by governmental bodies, focal agencies, private sector and through inter-governmental and public-private-partnerships. Such projects could be both long-term and short-term in conformity with the development requirements of the respective town or city.<sup>32</sup>

### **An Analysis of Authority's Role**

The Authority could not fulfill the law-makers' cherished dream of ensuring the planned development of urban areas. The reasons for this could be classified as under:

- i. Distortion of Authority's objectives;
- ii. Absence of inter-organizational linkages; and
- iii. Personnel deficiencies

### **Distortion of Authority's Objectives**

The adoption of the Delhi Development Authority (DDA) pattern led to the distortion of organizational objectives. The DDA is to confine development to such areas "as may be declared as "development areas" by the central government in consultation with the Delhi municipal corporation". Since the Act provided for consultation with the municipal corporation, it always endeavoured to jealously guard its right to develop the areas within its jurisdiction and not to permit the DDA to encroach upon its areas of operation. Thus, the existing local body viz., Municipal Corporation of Delhi has been allowed to implement the plan in their jurisdiction. This situation gave the DDA a clean start with abundant resources at its disposal, to venture into remunerative developmental activities. But the case of other development authorities is different. In the absence of a competent local body responsible for implementing and promoting planned development the major task rested on the development authority itself. Since the DDA was their model, they failed to make situational differences and emulated the DDA by undertaking large-scale house construction and land development function.

They may not, however, be the best institution for comprehensive planning purposes. Such Authorities tend to plan mainly in terms of their own activities. The master plans prepared by development authorities have primarily been concerned with housing, road networks, water systems and other physical aspects of urban development.

### **Absence of Inter-organizational Linkages**

The Constitution of the authority provides for 15 members, of whom eight are officials and the remaining seven non-officials. Though the Act lays down that the appointment of the vice-chairman shall be a whole time in the development authorities of Kanpur, Varanasi, Agra, Allahabad and Lucknow, till 1985, no such appointment had been made. The administrator of the municipal corporation has been designated as vice-chairman of the authority also. This arrangement has a certain advantage in the sense that it provides for effective coordination between the local body and the authority. Making the vice-chairman the prescribed authority under the RB Act further reinforced this position. All seems to be well because of the absence of elected corporation councils. How far this system is conducive for effective functioning in practice, once the councils come into operation, is yet to be seen.

The relationships between the corporation and the authority are going to pose a problem and the riding is going to be rough. Again, in the absence of councils, due to suppression of the corporations, the planning and development process is devoid of public participation.

A critical analysis of the objects of the Act brings out the inherent weaknesses in inter-organizational linkages. The authority's object is to promote and secure the development of the area according to plan. To achieve this, it has to formulate a master plan and zonal developmental plan. To carry out the plan, the authority is empowered to acquire and develop the lands. After having invested it with all these powers, the law-makers failed to make explicit the role of authority as a coordinating and promoting agency at the local level. No wonder that in this situation the authority is too happy to abdicate its implicit plan coordination function.

Further, the Act envisaged that when once any scheme is completed, it is to be transferred to the local body for maintenance. After the setting up of the authorities, no major institutional changes were contemplated to strengthen the local governments and to equip them to shoulder the additional responsibility. The local bodies hesitate to take over the projects mainly due to non-availability of additional resources. More often than not, the authorities were made to shoulder the maintenance work also. As the United Nation's document has noted, the "development authorities, because of their specialization in certain functions, are rarely able to provide leadership in the coordination of the public and private effort, involved in urban development. Their plans are seldom used by other government and entities for their own purposes. Moreover, the development authorities tend to emphasize the operational aspects of their work rather than planning".

### **Personnel Deficiencies**

The creation of a separate statutory agency has been necessitated because "the existing local bodies and other authorities, in spite of their best efforts, have not been able to cope with these problems." The reasons for this may be numerous, an important one being the absence of technically qualified and competent personnel, which is a chronic problem afflicting the local bodies. The extent to which this problem has been overcome is a debatable point. According to the Act, after the constitution of the development

authority all posts on the establishment the Nagar Mahapalika of that city, exclusively in connection with the improvement schemes, other than the centralized municipal services, are transferred to the authority. Similarly all posts governed by the centralized services which were created at the time of the establishment of the Nagar Mahapalika dealing exclusively with the developmental activities stand transferred to the development authority. All such posts shall continue to be filled by the centralized service members.<sup>33</sup>

. One of the major problems of urban areas is to prevent haphazard and unplanned physical growth in and around them. Then the municipal areas at many places crossed their bounds, as a result of unplanned fringe development the improvement of living conditions in these areas and their vicinities became imperative. Moreover, the

jurisdictional limitations of the present urban local bodies, their inefficiency and inadequacy, the adverse effects of political pressure and influence and their inability to mobilize resources to solve the problems made it essential on part of the state government to establish supra – local authorities for the implementation of master plans, with certain broad powers, both financial and administrative, and mostly answerable to the state government with little or no responsibility to the local urban bodies. In this point of view the urban development authorities were established instead of extending the municipal boundaries and strengthen them administratively and financially. Several urban development authorities have been established by keeping the above conditions in view. The first to come up was the Delhi Development Authority (D.D.A) in 1964, for the Delhi metropolitan area. Along with several other states, Tamil Nadu also enacted Tamil Nadu Town and Country Planning Act, 1971, as amended by Tamil Nadu Act 22 of 1974 for the establishment of Chennai metropolitan development authority.

Thus, in this chapter an attempt has been to study the evolution of metropolitan planning and development authorities in various parts of world and cities of India. It has also analyzed the urbanization processes which are manifested in the growth of population living in towns and big cities. Now we shall elaborately discuss about the CMDA in the next chapter entitled “Chennai Metropolitan Development Authority”.

## ENDNOTES

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