

Introduction and Acknowledgements

As the year 2005 neared its end several things happened on the urban front. In October the Bombay High Court gave a few judgements of importance regarding the textile mill lands, the city's infrastructure and city planning. Later, these and other cases were referred and partly decided in the Supreme Court. Soon after plan violations and building demolitions became a matter of daily news in the Courts. Planners who had receded into the background for much of this decade were asked to locate their handiwork of years ago and indicate the extent of misinterpretations and violations since then. The National Urban Renewal Mission was also announced with appropriate fanfare. The realization was dawning that India, proclaimed for long to be living only in its villages, was also living in its cities and towns.

Janaagraha an active civil society initiative from Bangalore had announced its plans to have an India Urban Space conference. In response to their kind invitation, I started putting together the notes for this paper. A part of the paper was presented in that conference held in Goa on 10th and 11th February 2006. The present paper is a considerably enlarged version. Apart from the text the paper also contains several tables relating to migration, urban mobility and relevant provisions of the 74th Constitution Amendment. While the volume of the paper is thus increased, I hope the data in the tables and other information, which usually can be accessed only through multiple sources, will be found useful for a better understanding of the issues.

The Centre for Policy Research organised a seminar on the 21st February to discuss this paper. Several of the participants offered insightful comments and responses. These have been incorporated in the text of the paper itself in appropriate sections with my brief comments.

There is no claim being made about the originality of the ideas in this paper. Many of the views contained have been expressed by other scholars and experts from time to time. The principal intent of this paper is to present these ideas in a convenient manner to help sustain a long needed and serious discourse on policies to deal with India's urban growth.

Though the Late Prime Minister Shri Rajiv Gandhi had the vision and the political will to introduce the Constitution Amendment Bills for Panchayati Raj and Municipalities, it will be factually incorrect to regard the 73rd and the 74th Amendments as the bequest of the Congress party. In fact these two amendments represent the largest addition to the Constitution and represents the collective wisdom of the Parliament as a whole and in particular the Joint Select Committees which, as always, composed of representatives of various political parties. Additionally, it should be emphasised that as required under Article 368 of the Constitution, these amendments were also ratified by the Legislatures of the States. These amendments should not therefore be regarded as a decorative or illustrative addendum but an important rearrangement of the structure of governance in the country. A copy of the Statement of Objects and Reasons when the Amendment Bill for the Nagarpalikas was introduced, a copy of the report of the Joint Committee on this Bill and a copy of the Constitution 74th Amendment Act, 1992 which came into effect on 1st June 1993 are also enclosed as annexures (pages 83-128) to this paper to facilitate a better understanding of the subject and to make it more complete.

During the past couple of years Swati and Ramesh Ramanathan of Janaagraha have been provoking me to reengage in urban policy discussions. I am touched by their faith and obliged to them. As mentioned before this paper originated from these proddings.

I am grateful to my long time friend and colleague Shri B N Singh for his help in giving shape to this paper. Shri M M Arora of the Institute of Social Sciences, Shri Rohan Mukherjee, and Shri C B Vinod of the Centre for Policy Research have helped significantly with the compilation of data on various aspects. Shri Partha Mukhopadhyay, Senior Research Fellow, CPR very kindly went through the draft and made valuable suggestions for improving its content and analysis. I am grateful to him. Smt. Sarala Gopinathan shouldered most of the secretarial work in getting this paper ready.

I would also like to acknowledge the interest shown and the support received from Dr. Pratap Bhanu Mehta in the preparation of this paper and the discussion, which followed. I am grateful to the experts and my faculty colleagues in the CPR for their active participation in the February discussion. It is an indication that the urban agenda, with continued effort, can be kept alive.

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(K C Sivaramakrishnan)

Growth in Urban India

Issues of Governance

For most citizens urbanisation is a series of irritants and deficiencies. Lack of basic services, crumbling infrastructure, congestion, pollution, slums, crimes - the list is endless. In any city, big or small, if the question is asked 'who is incharge of this city', the answer is painfully simple - 'no one'. While irritation is a common thread, the issues of urban governance vary with the size and character of the cities. In this paper an attempt has been made to provide the context and contours of urbanisation as well some background to urban growth. The section dealing with migration may not seemingly relate to a discussion on urban management but perceptions and attitudes about migration have determined for a long time, our policies in managing and guiding urban growth. Because of the considerable misconceptions about migration, it is considered necessary to dwell at some length on the subject so that we understand urban demography better.

Governance is not an end in itself. Its value to the society has to be considered in terms of its outcome. From that point of view, the requirements of urban governance may be discussed with reference to specific tasks. One is the provision of basic services for those living in urban areas. The paper gives a broad indication of the magnitude of the problem and the responses so far. The second is the task of spatial planning. The characteristics and dimensions of urban growth, the impact of migration on this and maintaining mobility within the cities are vital aspects of planning. Thirdly the problems of urban governance cannot be perceived or solved within the limits of a given administrative jurisdiction. Setting the physical limits of urbanisation has always been difficult and municipal boundaries rarely reflect the shape and size of urbanisation. I have often said that while what is municipal may be urban, what is urban is not necessarily municipal. In the fourth part of this paper the existing institutional arrangements, in particular the structure which emerged in the 74th Constitution Amendment for urban management and their adequacy are discussed.

After dormancy through the decades, urban governance has assumed some importance and urgency in the context of the Jawaharlal Nehru National Urban Renewal Mission launched recently with much publicity. While its success will be seen in the years to come, it has certainly provided an opportunity to the Ministry of Urban Development to merit its letterhead. Among the various organs of the Government of India, the Urban Development Ministry has been more 'Delhi centric' than others. Whether this is because of the haloed land and development office, the L&DO which came into existence soon after the imperial capital shifted from Calcutta or the Delhi Development Authority, which is the local variant of the Leviathan, the Ministry of Urban Development, for several decades, has carried Delhi's burden around its neck. The NURM gives the Ministry an opportunity to relate to the rest of the country.

Basic Services:

The popular perception is that urban areas are better served in regard to water supply, sanitation and other amenities. Partly this view emerges from the long held romance of India living in its villages exploited by urban dwellers. But the perception of well serviced cities hides the harsh reality of gross inequities. According to a 2002 NSS report on 'Housing Conditions in India', 22 cities with more than a million people, have slum populations ranging from 10 to 54% of their total population. Greater Mumbai, despite its high per capita income, tops the list. Even the new town of Faridabad has 46% of its population in slums (see table 1). It may be mentioned that this is the first time that the Census of India has taken a count of slums. The effort was limited to towns of 50,000 population and more. The Census depended on data furnished by municipal/state authorities and did not undertake any survey of its own. It is worth noting that Patna has reported a slum population of less than 1%. At one stage of the survey, Lucknow reported it had no slums at all!

The 58th round of the NSS reveals wide variance in access to water and sanitation for urban house holds across the states. The situation is more serious in slums. Access to water is only through tube wells for 57% of the slum population in Punjab, 67% in UP, 100% in Bihar and 69% in Chattisgarh. Population with access to a water tap in the slum varies from 33% in Gujarat to 95% in Maharashtra. Percent without latrines is 100% in the Orissa slums and 60 to 70% in J & K, Chattisgarh and Karnataka. The non-notified slums are much worse off. Urban house holds in areas other than slums may be faring a little better, but tap water access is available for only 35% in Bihar, 40% in Assam and around 50% in UP and Orissa.

In nine other states it is claimed that 90% of the urban population receive tap water but the figure does not reveal the significant disruptions in supply and gross inequities in distribution. That about 90% of the urban households have water supply within half a kilometer distance is no more than of statistical comfort. The frequency and duration of water supply and the quantum available for the majority of households is severely limited and the quality of water often unsatisfactory. Trans Yamuna residents in Delhi would dismiss as a joke the claim that Delhi's per capita water supply is more than 200 liters. Many cities in India have to contend with alternative days of supply, that too restricted.

As for treatment of domestic wastes even in those cities where a sewage system exists, less than half the population is connected and usually less than half of the sewage carried in the system, is treated. To cite Delhi again, it manages to generate more sewage than the quantum of water it draws from Yamuna. Untreated sewage is the single largest riparian contribution that Delhi makes to Mathura and Agra. Providing such basic services is just not a matter of capital investment. Accumulated maintenance deficits and non-functioning treatment systems have lead to such a state of affairs that the Supreme Court of the country has to prescribe elementary lessons in keeping a river clean.

When it comes to infrastructure, little evidence is needed about the crumbling status. The rain-drowned cities of Mumbai, Chennai and Bangalore have revealed that lives were lost and the city's economy ground to a halt not just because the clouds opened. Newspaper reports and postmortem analysis have been numerous but all agree that damage would have been much less if the natural drainage streams had not been interfered with. Chennai saw the spectacle of a large technical university, built to educate engineers, being bulldozed because it was built across the bed of a river serving the city's drainage. Road system and transport stand out as another formidable task. Connectivity is one major reason why a city exists. If that is affected, the economic purpose of the city is undermined. A more detailed analysis of the problem is contained later in this paper to show that the traffic and transport mess in the Indian city is more the result of a policy failure.

Is Urban Planning abandoned?

Over the past five decades of 'planning', India has managed to confound the very meaning of the term. At one end of the spectrum at the national level is the nearly philosophical discourse on planning for economic development. At the other end, at the municipal level, 'plan' only means a

statutory land use master plan. Eventually this is further reduced to the exercise of passing building plans, usually by deceit and corruption rather than any simple and transparent system. Between these two extremes, planning as practiced by most government departments and agencies only means a collection of schemes and projects, a largely opaque process of sanction and funding, and a spotty record of implementation.

In this medley of confusion the courts have come to our aid once again by stirring up memories of what planning signified. In the celebrated Mumbai Textile Mills land case, the Mumbai High Court in its judgement of October 17, 2005, citing various sources has stated, "Planning has both social and economic aims. A proper spatial relationship between the communities in the region and the constituent parts of a town, compactness of development and an efficient arrangement of communication routes all result in human activities being carried on more efficiently and less wastefully and thus increases wealth.... Socially successful planning tends to make people's lives happier because it results in a physical environment conducive to health, which allows convenient passage from place to place which facilitates social inter course...."

Several pages at the beginning of this lengthy judgement read like primers in planning schools but they merit repetition. Especially because **in today's Urban India, there is a virtual, though undeclared, abandonment of planning.** This is not rhetoric. In the concluding part the same judgement reads "the learned Counsel for the MCGM (Municipal Corporation of Greater Mumbai) very candidly, after taking instructions from the officer present in court, stated that MCGM does not even have a single officer with qualifications in "Town Planning" though the MCGM is the "Planning Authority" under the Maharashtra Regional and Town Planning Act with an annual budget of over 7500 crores. MCGM prepares Draft Development Plan.... We direct the State to take immediate remedial measures.... as MCGM has completely abdicated at its basic functions". (These remarks have since been expunged on an appeal to the Supreme Court).

The anger of the Courts is not limited only to Mumbai. The past few months have seen several judgements across the country from Mumbai, Bangalore, Chennai and other courts. From counting violations of building bye-laws, ordering their demolition and keeping a tab on the path and progress of the bulldozer, the exercise has emerged as an important activity of the High Courts. The matter has received significant attention from the Supreme Court as well. There has also been much public acclaim to such

judicial actions. One newspaper carried a prominent cartoon with the headline, "the Courts kick start urban renewal" showing a Judge in robes and wig driving a bulldozer. The failure of the civic bodies and the citizens' recourse to public interest litigation has been a major feature of urban India during the past two decades. Starting with the famous Ratlam case in 1979, the High Courts and from time to time the Supreme Court, have had to intervene repeatedly in holding the city corporations, municipalities and state governments accountable for not adhering to their statutory responsibilities, in a wide range of matters from the collection and disposal of garbage pollution to transport. Why is it that managing the cities has taken centre-stage in litigation? One important reason is the casual attitude, almost deliberate neglect of the issues of urban management. Urban is usually regarded as 'municipal' and what is municipal as unworthy of attention.

Why have matters come to such a pass? India's expertise and experience in demographics, economics, geography and sociology are high and formidable. Yet the country lacks or avoids an understanding of the size, shape and determinants of its urbanisation. The Indian census system is probably one of the best in the world yielding vast data regularly. Yet we have problems understanding or accepting urban demographics.¹

Misconceptions on Migration:

Our articulate intelligentsia continues to believe and proclaim that urbanisation is caused principally by migration and that the thrust of public policy should be to keep the people in the villages and prevent them from moving to towns and cities. This is an extra ordinary perception defying all evidence. Across the world the contribution of the primary sector to the GDP has been going down. India is no exception. Agriculture now

¹See Hindustan Times Metro, December 18, 2005: also cover page of this paper.

'Shri O P Mathur's observations during discussion

In comprehending urban growth, we also need to take into account the fact that urban growth rates have declined in the last two/three decades. In regard to slum growth, there has not been any noticeable increase in proportion. There is also some evidence that urban poverty is declining.

Author's Note

All these factors are relevant but in absolute numbers the urban population in India is quite high. The decline in urban poverty in terms of the conventionally understood criteria of consumption does not fully co-relate to slum population or slum growth. Slums may not be a surrogate for urban poverty, but viewed from the level of services provided, they are an indication of urban deficiencies.

contributes about 21% to the GDP as compared to 50% a decade ago. On the other hand agricultural productivity has created a demand for non-agricultural goods and services, in turn creating non-farm and off-farm jobs, thereby increasing urbanisation. Some districts in India such as Sangrur, Patiala or Ludhiana in Punjab, Krishna or West Godawari in AP, Bardhaman in West Bengal or Chengalpattu in Tamil Nadu, which are in the frontline of rice and wheat production, have shown levels of urbanisation which are higher than the respective state averages [see tables 2(i) and 2(ii)]. This is not to say that rural distress is a thing of the past. There are disturbing reports that the Green Revolution has passed its peak and agricultural economy is beset with new problems of biotechnology, marketing, contract farming and globalized trading. Whatever the outcome, it is clear that the shift to non-farm jobs and urbanisation will continue either because of rural distress or agricultural prosperity or both. Rural to Urban migration is therefore inevitable. It is somewhat comforting to see the beginning of this realization in the Government of India. An official presentation on the JNURM projects an urban population of 575 million by 2030, a doubling of the 2001 figure and adds for emphasis, 'even countries that regulate migration have encountered urban population pressures'.

The 2001 Census shows that out of the total population of 1.02 billion, migrants accounted for 307 million. This figure is for all migrants including those who moved 20 years or earlier. The intercensal migration i.e. the migrants moving in the period 1991-2001 was no more than 98 million. 'Rural to Rural' migration was more than half amounting to 53.3 million whereas 'Rural to Urban' was only 20.6 million. 'Urban to Urban' was 14.3 million. 'Urban to Rural' migration was also significant at 6.2 million. So, **the notion that all migrants are flocking to the doors of all cities across the country is simply not correct.** Again the bulk of rural to urban migration has taken place within the state. Inter-state migration from rural to urban areas in the period 1991-2001 is only 6.37 million whereas intra-state was 14.22. This is true for earlier periods as well.

Are all 'Rural to Urban' migrants heading for metro cities? Are some cities receiving more than others? What proportion of migrants are from within the state as compared to migrants from other states? Is migration the principal or dominant factor of urban growth for these cities? These questions are not mere matters of demographics but they pertain, importantly, to the economy of these cities and policies for managing city growth. The migration data released recently by the Census provides the answers.

Yes, it is true metropolitan cities are the major destination points for rural to urban migrants. The 35 cities in urban agglomerations with more than a million population accounted for about 12.5 million immigrants during the 1991-2001 period (see table 3). Migrants from within the state and migrants from other states were roughly half and half of this total. For some cities the share of out of state migrants was more such as Mumbai, Delhi, Ludhiana, Jamshedpur, Dhanbad and Faridabad. Migration as a component of the urban growth in these 35 million plus cities is indicated in table 4. Excepting Ludhiana where the migration component is 75.27% in Mumbai, Delhi and Faridabad, the component ranges from 40 to 45%. In all other million plus and sub million cities migration is not the dominant component. The frequently heard outcry about migrants flooding the cities is not warranted by facts.

Taking urbanization as a whole, it is seen, over the past few decades, that migration has not been the dominant component of urban growth. For the 1961-71 decade net rural-urban migration accounted for 18.7% of urban growth. It was 19.6% and 21.7% in the following two decades. For the last decade i.e. 1991-2001 the percentage has remained the same around 21%, Natural increase has been the principal component of growth at 60%

The factors prompting migration are obvious. GDP growth which has been rising in many states is also reflected in cities. In fact in many cases it is economic growth of the cities, which has helped growth in the respective states. Figures on state-wise GDP increase are contained in table 5. City-wide GDP figures however are not easy to obtain. If GDP growth and migration inflows are taken together, it will be obvious that migration is a sensible and a positive response to economic change and is indeed a measure of that change itself. The census data on reasons for migration confirm this. Figures for the 35 million plus cities are given in table 6. Work is the single most important reason for migration, followed by shifting of the household. It is high time we gave up the notion that people move to cities because of urban amenities, and if the same are provided in rural areas, migration would slow down. The case for providing basic services in rural areas, the so-called urban amenities, has to rest on its own merits. Deflecting migration cannot be one of the arguments for the simple reason, **migration is a conscious economic decision and is not one induced by amenities**: at least not for the bulk of the people. On the other hand, the economic growth of the destination cities may suffer if migration is stopped forcibly. Migrant flows are an important contribution to work force in certain categories e.g. construction, services. Table 6(a) contains data on occupational break-up of work force in some major urban agglomerations.

It will be seen that the rise in labour force in some of these cities is also accompanied by significant increase in certain categories like casual labour, services etc. The frenetic scale and pace of construction witnessed in many of our cities is dependent on the steady supply of migrant labour.²

The Spatial Dimension

If urban growth as a manifestation of economic change is inevitable, the next question is whether we understand its spatial aspects. Increase in population, to some extent, leads to densification of existing urban areas but more often it brings about spatial expansion. Such spatial expansion is determined not only by the effects of economic growth but also environment factors, transport facilities and proximity preferences of the people. The CPR study on the Future of Urbanisation has brought out how in many parts of the country urban agglomerations are growing along transport corridors. In the state of Maharashtra, Gujarat, Karnataka, Andhra and Tamil Nadu which are the states studied, 70 to 90% of the urban population will be in these corridors (see table 7). Though corridors convey the impression of well knit urban settlements the experience in India shows these agglomerations are long and thin stretches along a transport artery, bulging only at places without a definite pattern of core and periphery. The Indian type of urban agglomeration (this is true for much of South Asia as well) is poly nodal, covering several administrative jurisdictions, posing frequent challenges to infrastructure provisions and poor connectivity.

A recent World Bank study contains figures of population growth and spatial expansion for 9 cities in India over a 10-year period (see table 8). The study has relied principally on Landsat data. It will be seen from the table that in all the 9 cities the built-up area has significantly expanded. Compared to the annual rate of population growth, the rate of aerial

²Shri Jag Mohan's observations during discussions

I understand and appreciate the inevitability of migration as a manifestation of economic change. I also understand the slum growth resulting from such migration. One cannot object either to migration 'per se' or the inevitability of slum growth. However, the locations in a city where slum growth takes place is much more important in the context of urban planning. If public places like monuments, rights of way of the roads etc., are taken over by the slum growth, public interest is pre-empted. From this point of view, relocation and resettlement become essential. It is also necessary that urban planning anticipates migration and provide for settlement of new migrants.

Author's Note

These points are well taken.

expansion has been more than three times in 7 cities and in the case of Pune more than five times. As a result, average density calculated for the city as a whole has also come down. It is only in the case of Mumbai that expansion of the built-up area has been modest from 344.33 sq.kms to 450 sq.kms and the reduction in average density has been less than 1%. Obviously the scarcity of land in Mumbai has been a factor. In the case of the other cities, the built-up area has expanded using much of the available space in the city. ³

A few important issues arise from this. One is, instead of densification within built-up areas to accommodate population increase by conscious planning and renewal, the easier option of occupying un-built land with low density development has been preferred. This practice has also resulted in cities spilling over their boundaries and becoming a metropolitan sprawl. A recent study on Urbanisation comparing 2001 Census data draws attention to the phenomenon of declining core and growing peripheries in the case of some metropolitan areas (see table 9). Secondly because of combination of market forces and absence of area wide renewal planning, low density residential use in locations adjoining improved road facilities is invariably converted into commercial use, resulting in congestion, severe pressure on infrastructure and rising real estate prices forcing out lower income dwellers and small shops. Whether it is South Extension in Delhi, Elgin Road in Kolkata, Rajpur Road in Dehradun or Janpath in Bhubaneshwar, the pattern of change appears to be the same. The high price of land prompts maximum possible construction. It is likely that the day time densities are high compared to night time but that is of little

³Shri Ajay Shah's observations

Is there an undercount in the 2001 Census? If so, is this a problem because of administrative definitions? In the World Bank study on expansion of built-up area, what were the boundaries of the comparative study? Was it based on administrative jurisdictions?

Author's Note

There is a problem of administrative definitions because the Census criteria for an urban space is not always followed when a state government declares a settlement to be urban. In the case of Tamil Nadu, in 1996 some 600 settlements were declared to be urban though half of them did not fulfill the census criteria. As a result the 2001 Census showed Tamil Nadu to have a level of urbanisation higher than Maharashtra. Subsequently, a decision was taken to remove several of these settlements from the urban category and the level of urbanisation dropped down. Further more, outgrowths in the adjoining cities are taken note of by the Census as part of an agglomeration. Overall the undercount may not exceed one or two per cent.

The World Bank study used the same set of ground-coordinated boundaries for assessing expansion in built-up area. Administrative boundaries were not the main consideration.

relevance to the city's mobility. Thirdly in some cases as in Mumbai, the low income families may be further crowding into central parts of the city. The Chawls in Mumbai, the Havelis in Delhi, the Khatras in other north Indian cities and the Bustees within Calcutta city will illustrate. We need to know more about the location concentration and shifting of low-income settlements in the urban areas. Overall it can be asserted that most cities do not plan to accommodate migrants and the inflow of the poor. The initiative is left to the migrant and the city's responses are ex-post facto.

Urban Mobility

Mobility in urban areas is one of the more serious problems of urban management. Since mobility is a product of infrastructure as well as transport modes, investment in one or the other alone, does not help. The allocation of road infrastructure between different modes is an important aspect of mobility. A 1998 RITES study estimates that per capita trip generation in Indian cities varies from 0.7 to 1.8. The broad break-up of this transit volume for five mega cities among different modes is indicated in **table 10**. It will be seen that though buses provide a larger share of the transit volume, the road space available to them is not commensurate.

The situation is aggravated by the proliferation of private motor vehicles. While production of motor vehicles in general has been increasing in recent years the manufacture of private cars has gone up significantly. Compared to 2.34 lakhs vehicles in 1998-99, the production more than doubled in 2003-03 at 7.81 lakhs vehicles. Though automobile industry claims rise in export, the bulk of the production is sold within the country. The Ministry of Road Transport Research Wing brings out the Road Transport Year Book containing some very useful data. The two tables attached (**tables 11 and 12**) indicate the production of different types of motor vehicles as well as their sale over a six-year period. In a 15 year period between 1985-2000 the number of vehicles increased by 371% in Bangalore, 334% in Delhi, 229% in Kolkata and 116% in Mumbai. The population increase in the cities certainly does not warrant this. It is more the result of rising incomes and the consumption pattern. The increase in the total registered motor vehicles in 23 metropolitan cities as on 31.3.2002 and 31.3.2003 is contained in **table 13 (11 pages)**. The data is given in full because city-wide information is not usually known. In every metropolitan city, the increase in motor vehicles particularly non-transport vehicles has been alarming and rampant in a few cities. For instance, in this one-year period Delhi added 86,624 cars, which works out to 237 per day. It is reported during calendar year 2005, the figure crossed 90,000. The number

of two-wheelers increased by 1.63 lakhs or 447 per day. Chennai was not to be out done, with an addition of 86,260 cars (236 per day) and 2.54 lakhs two-wheelers, which works out to nearly 700 per day. Compared to this the additions to buses are modest to say the least.

While automobile production and sale are regarded as a positive feature in the country's industrial development and its economy, no attention is given to their impact on the cities. The automobile industry is quite content to demand that road space in the cities should be expanded, traffic facilities improved through flyovers, traffic managed better, slow moving vehicles banned etc. There are limits to road space expansion. Delhi is considered as one of the better endowed in this regard with about 16% of the land space. Other cities are not that fortunate. But even in Delhi with its passion for flyovers there is little relief to buses or pedestrians. Whatever benefits accrue from these flyovers, are only temporary and rapidly used up by the increase in the number of vehicles.

While allocation of road space in many Indian cities gives little priority to public transport vehicles, in taxation the distortions are far worse. The revenue realised from taxes on private motor vehicles for 2002-03 is given in **table 14**. It will be seen that except in Andhra, Gujarat, Karnataka, Maharashtra, and Orissa these taxes do not account for the bulk of the revenue. In the case of Delhi, out of Rs. 3815 lakhs as road tax revenue, the contribution of private motor vehicle tax is no more than Rs. 470 lakhs whereas bus passenger tax came to three times i.e. Rs. 1071 lakhs. The rates and pattern of MV tax for private vehicles as well as buses are archaic, arbitrary and indicate no particular rationale of revenue yield or equity. The practices followed in some states are presented in **table 15**. The comparative incidence of motor vehicle taxes between private cars and passenger buses using Delhi as an illustration is given in **table 15A**. It is also common knowledge that in financing, a private car purchase is one of the easiest and quickest in India. Compared to this funding, the money at reasonable interest rate remains a time consuming and difficult exercise for taxis and buses.

In regard to mass transit much time is lost due to unwarranted controversies about choice of technology. The recent unseemly disputes in Bangalore amply illustrates. On the other hand, in the case of Delhi though several years were lost in preparing more than 30 different feasibility reports once the construction of the metro rail commenced, it has demonstrated what can be achieved, if the will and direction are available. The impact of such a mass transit facility is also beginning to be apparent. Ofcourse, there

are other transport options as well including those which are more cost effective. As the saying goes 'the cost of doing anything is high, but the cost of doing nothing is higher and is constantly rising'. Delhi is not much of a model for the country but this is one of the rare instances where its example may be worthy of emulation.

As congestion catches up in city after city, public concern is becoming more vocal than before. A few leading newspapers have also carried editorials on the subject; unusual considering past experience. Priority for public transport has been a cry in the wilderness for long. The Jawaharlal Nehru Urban Renewal Mission has made urban transport an important component. The Minister for Urban Development has also been talking about 'viability gap funding' for urban transport projects. In the middle of all this there is also the disturbing news that some tax concessions for cars may be in the offing. If excise duties are to be cut to promote automobile export this can be done by a duty draw back scheme instead of further boosting of private car ownership. ⁴Drastic reductions in motor vehicle tax were also announced if the vehicles were purchased in one particular town in UP. Such measures do not reflect any understanding or concern for public interest.

It is appreciated that cutting back on vehicle manufacture is neither feasible nor desirable but the vehicles have to pay the taxes appropriate for their use in the city. Whether it is additional road tax, congestion pricing, area taxation, realistic parking fees or other measures, several methods have been tried out elsewhere in the world. Most notable are in Singapore in our neighbourhood, where a license at a fee nearly equal to the price of a car, has to be obtained before purchasing a car. In other words a car cannot be bought in that city unless there is a slot available, determined on the basis of the total number permitted for the city. Singapore has been a frequent point of pilgrimage for many urban policy makers and officials in our country, only to visit, shop and forget. Singapore has the advantage of being an island and therefore the limits to its growth are more easily appreciated by its people. But the Indian city also cannot afford to live in its own illusion. Urban transport issues have been dealt with at length in this paper because our responses over the years reflect gross policy failures.

⁴The Budget for 2006-2007, presented on February 28, 2006 has since announced excise duty concessions for small cars defined as vehicles with an engine capacity of 1200 cc (petrol based engines), 1500 cc (diesel based engines) or less. The automobile industry is happy as can be expected but there is no mention in the Budget or Economic Survey about how cities will cope with the likely increase in vehicle ownership. It is assumed that everything will be taken care of by the much touted NURM.

If we do not deal with congestion in a forthright manner, congestion will deal a serious blow to the city's economy. ⁵

Some Programme Responses :

We may now consider the country's responses to urban growth in the past two decades. When the National Commission on Urbanisation was set up in 1986 and the States were invited to think about the issues, the response was largely passive. The general expectation was that the Government of India would formulate some kind of national urban development and management policy and also prepare a number of schemes dispensing both money and ideas to the States. That did not happen. A few schemes like the Integrated Development of Small and Medium Towns (IDSMT) was formulated in 1979 to provide infrastructure and facilities for towns to serve as service centers for rural hinterland and to take rural-urban migration. The coverage was limited initially to towns with less than one lakh population, numbering 235. After the 7th Five Year Plan 145 more towns were added initially with a population limit of 3

⁵Shri Dinesh Mohan's observations during discussion

I do not share the Author's view that Indian cities are in a bad situation because of poor services or slum growth or other deficiencies. On the contrary, the Indian cities are more livable because the process of economic growth has prevailed over the sterile and stratified urban plans. As a result the juxta position of spaces between the rich and the poor as well as work places and living have helped over all livability and co-existence.

More particularly in regard to urban transport in India, the share of the people using public transport is much higher than several other cities in the world with the possible exception of Hong Kong. Even in the much celebrated example of Singapore, the percentage of people using public transport is less than 30%. Private car ownership can be a problem but international experience shows that people will stop using private cars only under two conditions. One is that congestion on the roads makes it impossible for the cars to move and secondly no parking is available at the destinations. If restrictions of private car use is the desired objective, acute congestion and grossly inadequate parking may yield better results. Urban planning should also look at alternative forms of transport. Indian cities have endured till now because the bulk of the people still use sustainable forms of transport such as bicycle or simply walking. Planners should also have an objective of what our cities should be; a mere imitation of other cities whether it is Shanghai or Paris will not do.

Author's Note

The points regarding sustainable forms of transport and also norms about segregated uses of space are worth considering. The transport needs also have to be addressed across a spectrum of transport modes. But these points emphasize the need for proper planning rather than its abandonment. The effectiveness of measures to restrain the proliferation of public transport needs evaluation. The point I have tried to emphasize in this paper is that urban planning in India generally does not address the issue of urban mobility.

lakhs and later 5 lakhs. By the end of the 8th Five Year Plan 904 towns were covered. The pattern of assistance was initially 60 : 40 between the centre and the states and later it became 50 : 50. The total amounts spent since inception is about Rs. 532 crore till 2001-02. The outlay for the 10th Plan is Rs. 1304 crores. Though the programme has been evaluated several times, no figures are available on how much of the potential migration into metros was deflected. In 1993 a Mega City scheme was launched covering Bombay, Calcutta, Chennai, Bangalore and Hyderabad. The programme covered three types of projects i.e. remunerative, user charge based and non-remunerative or service oriented in the ratio of 40: 30 : 30. The Centre and the States were to provide 25% each and the balance was to be met through institutional finances. The Centre has released Rs. 715 crore since inception and the central outlay for the 10th Plan is Rs. 1050 crore. The total outlay on the scheme is Rs. 4000 crore.

When the exercise was launched in 1989 to amend the Constitution to make the panchayats and urban local bodies as institutions of self-government, two new schemes Jawahar Rozgar Yojana and the Nehru Rozgar Yojana for promoting wage employment and other poverty alleviation measures were announced almost overnight. "Rural Jawahar" - "Urban Nehru" was the reaction from the Press, which summarized these responses as expressions of tokenism. In 1997, an urban employment programme was taken up as part of the country's Golden Jubilee of independence. Another scheme to address households below the poverty line, named Ambedkar Malin Basti Avas Yojana was subsumed into another scheme later on and was renamed Valmiki Ambedkar Malin Basti Avas Yojana. Between AMBAY and VAMBAY there was only the addition of the name Valmiki but there was no addition to the outlay or any modification to the scheme. Schemes of this nature have been announced and relabelled again and again but the scale has remained small and irrelevant to the magnitude of the problem (see chart). The recently launched Jawaharlal Nehru National Urban Renewal Mission promises to make available Rs.50,000 cores over a 7 year period to as many as 63 cities across the country with the hope that a like amount would be raised by the cities and the states concerned. The Mission is also contingent on a set of reforms to be undertaken.

Decentralisation and Urban Governance

Effective implementation of decentralisation measures as envisaged in the 74th Amendment is one of the mandatory reforms prescribed in the

NURM. If this is not to remain a mere exhortation, several things need to be done.

Firstly it has to be ensured that elections to the Municipalities are held regularly. Even this minimal requirement of the Constitution continues to be flouted. The most recent example comes from UP where the five year term of all the 11 corporations expire on various dates in January and February 2006 but elections have been deferred and the UP Municipal Act has been amended to enable District Magistrates to function as administrators of these corporations.

Secondly the functional domain of the municipalities has to be delineated by a conscious application of mind and not as an ad hoc measure.

Thirdly decentralisation should not stop at the city level but carried through to the neighbourhood levels.

Article 243W deals with powers, authority and responsibilities of urban local bodies. The actions to be taken by a state in fulfillment of Article 243W are four fold:

(i) First the powers and authority necessary to be devolved to the Municipalities **should be made by law**. The rationale for this is simple. What is devolved by law can be changed only by law. The yardstick for devolution is to enable **Municipalities to function as institutions of self-government**. In spite of this clear requirement, many state municipal laws prefer to deal with devolution by rules and executive orders which can be changed at will.

(ii) Second, devolution has to include the preparation of **plans for economic development and social justice**. This is not a mere philosophical requirement. It confers on the Municipality a clear responsibility and assigns to it the primary responsibility for planning

(iii) Third, devolution is also to include performance of functions and implementation of schemes in relation to the matters listed in the 12th Schedule. The 12th Schedule itself lists 18 subjects. **Subjects as such cannot be devolved but tasks relating these subjects should be**. However most state laws are content with only repeating the 12th Schedule. It has been pointed out that the 12th Schedule is neither exhaustive nor exclusive and is merely a compilation of several subjects, which were in the domain of urban local bodies well before the Amendment. Town planning and regulation of land use and buildings have far long been municipal functions. A few items like environmental conservation, socio economic planning, poverty alleviation etc., have been added but neither the Constitution

nor the state laws elaborate on the tasks and responsibilities involved and how they are to be shared between the Centre, the state and the local bodies. ⁶

Urban Local Bodies Bypassed in Urban Planning

A major reason for the present state of confusion and controversy is the issue of where the responsibility for town planning lies. Town planning has always been regarded as a municipal function. Municipal Acts in British India and also subsequent years have listed town planning as an obligatory function of the Municipalities. Even when the Improvement Trusts were created in Bombay and Calcutta, the scope of these Trusts were limited only to specific areas where the Trusts undertook development schemes. The incursion of the State governments into the basic town planning domain of the Municipalities began with the setting up of development authorities such as the DDA during the 1950s and vesting them with land use planning powers. Prima facie, this resulted in a conflict of interest since the Development Authorities were also involved in land acquisition and development. Enhancing the locational advantages and ensuring services for the lands acquired or to be acquired by the Development Authority were regarded as more important than the interests of overall city wide planning. The Development Authorities have not been different from other real estate developers in this regard. In the circumstances the tendency emerged to regard planning interests as rather subservient to the Development Authority's real estate interests. Another argument was that

'Shri O P Mathur's observations

The functions listed in the 12th Schedule do not cover the full spectrum of municipal activities. The range of functions depends on the size of the city government. A city like Mumbai is performing several more tasks than what are contained in the 12th Schedule. A smaller city on the other hand may be dealing with a very few of these tasks. Functional domain specified by the Constitution does not distinguish between size classes.

Author's note

It is not possible for a Constitution to be more elaborate than listing the subjects as has been done in the 12th Schedule. Article 243W(b) states that responsibilities to be conferred upon the Municipalities 'include' those in relation to the matters listed in the 12th Schedule. The 12th Schedule is therefore not the sum total of subjects to be dealt with by the Municipalities. It is upto the Legislature of a state to delineate the tasks and determine the responsibilities. Unlike the Ministry of Rural Development which has undertaken a conscious exercise called 'activity mapping' where the tasks to be performed by the Panchayats at different levels such as village, intermediate and district panchayats have been identified. The Ministry of Urban Development has made very little progress. Ofcourse a model municipal legislation has been prepared with technical assistance through a USAID funded project but many prescriptions of this model municipal law are ambivalent.

the jurisdiction of municipalities or municipal corporations was limited whereas the area to be planned went beyond their boundaries. In due course many of the powers regarding preparation, revision, or implementation of the planning provisions, even in regard to existing municipal jurisdictions, have been taken over by the State governments. This in turn has led to the dilution of the municipal responsibilities.

Since discharge of planning functions by municipalities usually followed a committee system there was atleast an opportunity for some discussion and the process being comparatively open. Departments of state governments or a development authority are far less accessible. Though in the initial stages of preparing a plan including a master plan, a system of public hearings and suggestions is adopted, later on, very important changes are made in the master plan, by executive action on the basis of some committee recommendations or other. For example, in the case of Delhi, though the so-called master plan was prepared and finalized after public hearings, several changes such as mixed land use, additional floor space etc., have been allowed by special orders of the DDA. The frequent changes in Development Control Regulations by the State Government has been one of the major points of contention in the Bombay Textile Mills Land and related cases. However, the basic responsibility for enforcing building bye-laws invariably rests with the urban local body, who have to face the wrath of the Courts. The present demolition disputes in the Courts are caused partly by this separation of authority and accountability. **When the process of local planning is itself not localized, the opportunity for monitoring and upholding that plan is also reduced.** Responsibility and accountability are undermined.

The very first item in the 12th Schedule of the Constitution is "**Urban Planning, including town planning**". The second item is the "**Regulation of land use and construction of buildings**". As mentioned before even in British India these closely related tasks of spatial planning were regarded as falling well within the domain of city governments. The 74th CAA was expected to be a confirmation of a long observed practice and endorsing it as an autonomous function of the city government. In August 1996, the Town and Country Planning Organisation, the principal technical arm of the Ministry of Urban Development brought out model guidelines for spatial planning. The guidelines clearly recognised planning as a statutory function of all municipalities and acknowledged the role of DPC and MPC in the planning function. Six years later when the same Ministry formulated a Model Municipal Law, it did not consider planning as a core function of the municipality but identified it as one of the 'other' functions which a

municipality could undertake subject to its technical competence. What prompted this change in a Ministry which was itself a party to the 74th Amendment and one of its custodians? Several state governments have reflected this ambivalence and have been reluctant to recognise this position so patently provided in the Constitution itself, on the interpretation that a city development plan is something larger than what it is. The State governments have also interposed themselves in the process of planning, bypassing or compromising the interests of the city. The changes in the development control regulations in Mumbai and in Delhi are ample evidence of this. A major reason for the state governments to claim powers of planning and supervision as superior to those of the city governments, is the high prices that urban land fetches and the patronage that decision on land use and planning entail.

Regarding decentralisation below the city level, the progress regarding the Ward Committees has been the poorest. Article 243W requires the State by law to endow the committees i.e. Ward Committees to be set up under Article 243S. Article 243S further requires that in all cities with a population of 3 lakhs or more Wards Committees are required to be set up, consisting of one or more wards, depending on the ward's population size. It is not enough if decentralisation stops at the city level and there has to be a platform to enable public participation at the neighbourhood level and ensure accountability of the ward councillor. The quality of life in Indian cities is determined mainly by the quality of life in the neighbourhood, the mohalla or the locality. In municipal language this would correspond to a ward. Even in British India, the Ward was an important constituent of the municipal structure. After independence as the municipalities and city governments themselves got undermined, the ward lost its significance. The 74th Constitution amendment is an attempt to bring the ward back into some focus. An extensive review of the creation and functioning of the Wards Committees in the States of West Bengal, Maharashtra, Karnataka and Kerala carried out by the Institute of Social Sciences brings out clearly the patent reluctance of the State governments to accept wards committees as an important forum of public participation at the local level. Most of the State governments and the city administrations prefer a loose and informal arrangement for public participation rather than formal systems of empowerment and public accountability. Kerala and West Bengal are the only exception. Under the NURM one of the reforms proposed is a new law for community participation. When a structure for such participation is already provided for in the constitution its adherence has to be ensured before seeking more legislation.

The Financial Domain

While the functional domain has remained inadequately defined and poorly implemented, the financial domain has been a matter of equally serious concern. As succinctly summarized by Mathur, **what the municipalities generate and what they spend is tiny**: and that tiny amount is grossly insufficient for maintaining municipal services even at bare minimum levels. Per capita revenue expenditure ranges from a high of Rs.1253.71 in Maharashtra to a low of Rs.81.03 for Manipur. Though the States themselves derive a fair portion of their own revenues from the cities, the municipal expenditures are but a small fraction of the state GDP, ranging once again from a high of 1.82% in Maharashtra to a low of 0.15% in Bihar. The provision for State Finance Commissions also seeks an interactive relationship with the Central Finance Commission as envisaged under the 73rd and 74th Amendments. Article 280 of the Constitution was also for the purpose. In spite of this and the fact that the composition of the Central and State Finance Commission have been principally of experts and officials, the links between the two have not developed and the functioning of the SFCs and the Union Finance Commissions have remained uncoordinated. The SFCs have had little guidance and in setting them up the State governments have excluded from their terms of reference or discouraged consideration of the functional domain. As for the Central Finance Commission, the Tenth Commission made an ad-hoc allocation of Rs.1000 crores, the Eleventh made it Rs. 2000 crores and the Twelfth raised it to Rs.5000 crores. All these have been ad-hoc and have little relationship to service levels, function or gaps in municipal finances. At least the Eleventh Commission developed an "index of decentralisation", the Twelfth has replaced it with an "index of deprivation". In reality, what has been deprived is an Independent financial domain for the municipalities without which the constitutional intent of making them "Institutions of Self-government" remains unfulfilled.^{7 and 8}

Beyond the City

⁷ Shri O P Mathur's observation

State Finance Commissions find it increasingly difficult to relate the functional domain of the Municipalities to financial needs. The Second SFC of Maharashtra proceeded on this basis and came up with a very large demand of financial devolution. The Maharashtra government found this demand prima facie outrageous and therefore decided not to place the report of the Second SFC before the Legislature. The finance Commission at the Centre i.e. the 12th Finance Commission also found it difficult to take note of the various SFC reports as the functional domain varied considerably between the states as also the substance

The Constitutional Amendment does not stop at the city level. It provides for institutional arrangements for agglomeration, city regions and a city's hinterland as well. Articles 243ZD and 243ZG dealing with District and Metropolitan planning provides an important framework for regional planning. Under Article 243ZD four-fifths of a District Planning Committee will comprise elected members of the panchayats at different levels and of the municipalities in the district, in proportion to the rural-urban population ratio. Specifically the Constitution envisages that in preparing the development plan for the district, the District Planning Committee should have "regard to matters of common interest between the Panchayats and the Municipalities including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation, the extent and type of available resources whether financial or otherwise". Such a mandate is indeed comprehensive and forward looking. It also provides a common framework where elected representatives from the rural and urban local bodies can come together for purposes of planning and development. The language of Article 243ZD was not something invented by legal draftsmen

of the reports. Though Article 280(3) (b) & (c) required the Finance Commission to take note of the recommendations of the SFCs, the Commission has not found this possible.

Author's note : Article 243Y(2) requires that every recommendation made by the State Finance Commission alongwith action taken by the State government has to be placed before the Legislature. Even if the Maharashtra government considers the Second SFC recommendations as outrageous, they have to be placed before the state legislature with the views of the State government failing which the State will be violating the Constitution.

***Shri K Dharmarajan's observations**

A major deficiency in the content and processes of urban planning in India is that it does not address the phenomenon of the informal sector. While retail trade may be a more visible part, the informal sector is pervasive and covers several sectors of the urban economy. The needs of the informal sector are not limited only to space but other aspects as well, in particular, connectivity. Our understanding of the informal sector, inspite of a lot of anecdotal literature on the subject, continues to be sketchy. As a result the urban planning processes, whether at the neighbourhood or city level, fall short of the needs.

The main objective of the 74th Amendment is to bring elected city governments into a position of authority and accountability. This includes responsibilities for city planning as well. For situations like Dwarka or other new settlements outside the existing city boundaries, there are institutional mechanisms such as the State Town and Country Planning Acts or departments but planning for such new settlements is only a beginning of the process. The provision of services would invariably require the close and active involvement of the city governments as well as other service providers. To cite the case of Dwarka once again, as of now, connectivity within the very large settlement designed for a million people is not available. It is possible that planning for this might have been done but if the planned services are not in position, the preparation of the plan itself is of little use.

but derived from the long discourse in the country about rural-urban interface and interactions.

The rationale for the DPC is more than obvious. The 2001 Census indicates that out of 593 Districts in the country (as enumerated then) in as many as 171, the level of urbanisation is more than 27.8%, which is the national average. Out of these, nearly 58 districts are fully or predominantly urban. In another 94 districts the level of urbanisation is between 20 to 28%. Current levels of urbanisation in the remaining 328 districts is less than 20% but many among these are in transition. In the past, urban growth has been perceived as prompted principally by distress induced migration from stagnant rural areas. But this is not the case any more. As observed earlier in many parts of the country agricultural growth and prosperity are also bringing about urbanisation. There is also evidence to show that in agricultural areas located within predominantly urban districts or surrounded by urban districts significant changes are taking place in cropping patterns. High value items are being cultivated in place of or in addition to cereals. The marketing of these high value commodities require better linkages and facilities with centers of consumption. In such cases, rural-urban integration becomes a critical and urgent need. Allocation of water for irrigation, drinking or industry and utilization of land are already contentious issues in many districts. Dealing with each other's wastes is another serious problem.

While most states have made enabling acts to constitute District Planning Committees, only 14 states have actually constituted them. This is because of both bureaucratic problems and political apprehensions. In the first few years after the Amendment came into existence the creation of the DPC became a turf issue between rural and urban development departments in the different states. Since Article 243ZD is in Part IXA, under the title Municipalities, rather than Part IX under the title Panchayats, rural development or panchayat departments in the states felt the DPC was not

Author's Note : The understanding of the informal sector in the urban economy continues to be poor. City level interventions are limited to regulations of street vending but the informal sector covers several other aspects of the economy including a significant part of manufacturing. It is also to be recognised that the informal sector is not entirely informal. For instance, in an activity like garments manufacture several parts of the process are out sourced and not carried out within organised factory premises. The financial arrangements in the region are often formal. Nor is the work force and the terms of employment entirely informal. Connectivity required for these different activities is a very important part of the traffic and transport of people and goods within a city. Urban planners need a better understanding of these processes in varied situations like Surat, Indore, Hyderabad or Delhi.

their concern. The municipal or urban development departments in the States were also not inclined to deal with the item since the DPC itself had a significant element of elected panchayat representatives. The result is that the item became orphaned between disinterested departments. Added to this is the political apprehension of the DPC emerging as a dominant body deciding on public investments and thus reducing the influence and patronage of state level political leaders and Ministers. Two Parliament Committees have examined the matter in some detail and have repeatedly pressed for creation of the DPCs. As of now only 14 states have set up this committee.

Very recently the responsibility for ensuring the establishment and functioning of the DPCs has been given to the newly created Ministry of Panchayati Raj. The Ministry of UD however cannot forsake its responsibilities. City Development Plan, for most of the 28 cities, with less than a million population identified in the NURM, have to be set in the economic and physical context of this respective duality. The DPC as a principally elective body, has a critical role to perform.

Metropolitan Planning

Most of the metropolitan cities are urban agglomerations comprising several municipal jurisdictions. These urban agglomerations have reached their present dimension and configuration over a period of time. Growth has overrun traditional boundaries. Managing growth in such agglomerations is not just an inter-municipal issue but also involves several departments and agencies of central and state governments. The suburban railways or metropolitan transport systems as in Kolkata, Mumbai or Chennai for example, are handled by the Ministry of Railways. The ports in these cities have a separate set-up. Power supply, telecommunications and road system are handled by different entities. Because of the variety of tasks, multiple organisations are inevitable. However, these agglomerations, need a metropolitan wide vision, planning, advocacy and action. Sources of water, disposal of waste, traffic and transport, drainage and abatement of air pollution are some examples where one city corporation or one municipality alone cannot achieve much in isolation. That is why, article 243ZE in the 74th Constitution Amendment provides for the Metropolitan Planning Committee (MPC). It defines a metropolitan area as 'an area having a population of ten lakhs or more, comprised in one or more districts and consisting of two or more municipalities'. The multi-municipal character is, therefore, an essential requirement of a metropolitan area. There are thirty-two urban agglomerations according to the 2001 census, with a population of ten lakhs or more which fulfil this criteria. For

these areas, the MPC is a constitutional requirement. However, as in the case of the DPC, while conformity legislation or enabling laws have been passed by more or less reproducing the language of the Constitutional Amendment, only West Bengal has set up an MPC for Kolkata.

Confusion about the purpose and role of the MPC, lack of political interest and most importantly, the fear of the Development Authorities of losing power, once MPCs are set up, appear to be the main reasons for the failure to set them up. Most of the development authorities in the various cities were inspired by the Delhi Development Authority model of large-scale land acquisition, real estate development and housing construction. The Calcutta Metropolitan Development Authority or for that matter the BDA in Bangalore and HUDA in Hyderabad were brought about in special circumstances-more for mobilizing funds and coordinating implementation. Eventually these bodies also became conspicuous empires of real estate public works and patronage and have been most reluctant to yield domain to where it originally belonged - the city governments. State Governments have also been apprehensive about the large staff which these development authorities have acquired over a period of time, which would become surplus in the event separate Metropolitan Planning Committees are established. These are totally mistaken perceptions. **The Metropolitan Planning Committee is a high level, democratically set up body, which will provide a constitutional mandate to the whole exercise of metropolitan development planning.**

The fear of the large city or more specifically the fear of the leaders of that city becoming a counter point to the state's political leadership has been another major reason for the unwillingness to set up the MPCs. The idea of the MPC really came from the Kolkata experience. Early in the 70's when a major effort to arrest the serious deterioration and restore Calcutta's infrastructure was initiated. The direction from Mrs. Indira Gandhi, the then Prime Minister was clear. She wanted a platform, which could forge, fund and monitor a metropolitan wide programme, by bringing together the various state and central government departments, the numerous local bodies and parastatal agencies. The CMDA was the result. A high power standing review committee chaired by the G.O.'s Cabinet Secretary or his nominee with officials representing all relevant ministries was established. Whether the CMDA programme was a political move to counter 'Left' is not material. What is important is the recognition, coming for the first time, that a metropolitan city is not just a municipal entity but an inter governmental city involving the local, the state and the central tiers of government. Much of CMDA's initial success was due to the strong support

and guidance from the Review Committee. In later years the CMDA too, succumbed to the lure of a public works empire.

Despite such lessons close at home, the W.B. Government also dragged its feet about the MPC, for a few years after the 74th CAA came into effect. The government held to the hope that most problems of metropolitan dimensions could be sorted out through political means since the majority of the urban local bodies in the metropolitan area belonged to the same political affiliations as the State government. It was only after the Calcutta Corporation elections in 1995 and a few other municipalities went the way of an opposition party that the need for a multi municipal, representative platform to uphold a metropolitan perspective was considered useful by the State government. But the government did not want to be totally removed from the destiny of its capital city. Hence the CM became the Chairman. In the past two years the Kolkata MPC has been successful in securing a fair amount of participation from the elected representatives of the Corporations and the Municipalities in the metropolitan area cutting across party lines. While the Chief Minister is the Chairman of the MPC, the UD/Municipal Affairs Minister and the Mayor of Kolkata are actively involved. The Development Authority serves the Metropolitan Planning Committee as its technical secretariat. In the past two years the Kolkata MPC has been successful in securing a fair amount of participation from the elected representatives of the Corporations and the Municipalities in the metropolitan area cutting across party lines.

The MPC, DPC and the Private Sector

Another misconception is about the possible conflict of jurisdiction between MPCs and DPCs. Since metropolitan areas are predominantly urban, the rural or the Panchayat component in the MPCs would be rather small. Where the urban areas are co-terminus with revenue districts, such as Bangalore, Chennai or the Calcutta urban district, the problem does not arise at all. In such cases, a DPC is not necessary. Where a part of a revenue district is included in a metropolitan area, state governments can suitably redefine the functional or geographical jurisdiction of DPC and MPC work. In the case of Kolkata, there is a functional arrangement so that the KMPC does not overlap with the Howrah, Hooghly and 24 Parganas DPCs.

In the composition for MPC it is envisaged that two-thirds of its members are to be elected by and from amongst the elected representatives of urban and rural local bodies in the metropolitan areas. The others are to be nominated, representing Central Government agencies and various State

Government agencies, other organizations and institutions responsible for various services in the metropolitan areas. More importantly, the nomination also enables representatives of the private sector and community at large to be mobilised. The manner of choosing the Chairperson of the MPC, and the planning and coordination functions to be entrusted are left to the State Legislature.

Given the present trends of liberalisation, investments in and around metropolitan areas is largely in the hands of the private sector. Involving this sector in metropolitan issues and obtaining their support to a common strategy evolved not in isolation but with the participation of different stakeholders, is an important need. Instead of addressing this requirement squarely and inducting private sector representatives in the MPC, some states have tried alternative arrangements for interaction with business and industry in metropolitan affairs on a rather exclusive basis. The Bangalore Agenda Task Force is an apt illustration. The advent of this Task force under the leadership of Shri S M Krishna- the then Chief Minister, the enthusiasm with which the local industry, in particular, the captains of IT industry participated in the effort, the significant progress in the analysis and improvement of some specific municipal problems such as financial management in the Bangalore City Corporation, the virtual non-involvement of the political elements in the City Corporation and adjoining municipal areas and eventually the abandonment of the Task Force after a change in the chief ministership have all been documented and discussed in several articles and newspaper stories. **Though the BATF profile was high, its political base was tenuous.** The BATF process and technical approaches did permeate to different sectors of the society and helped some NGOs like Janaagraha to mobilise civic interest and participation at the neighbourhood level. However, a broad political and representative base for the metropolitan level initiative which BATF expected, did not emerge.

More recently the locus-standi of parastatal bodies like the Bangalore Development Authority, or departments of the state government itself as in Maharashtra vis-à-vis the elected urban bodies and committees established under the provisions of the 74th Amendment have become contentious issues before the Courts. In April 2005, the Bangalore High Court declared that the Bangalore Development Authority had no locus-standi in matters of metropolitan wide planning in the absence of the District Planning Committee or the Metropolitan Planning Committee. In November this decision was partly reversed by a Division Bench. The matter is now on appeal before the Supreme Court. In Mumbai the utilization of

the lands of the derelict textile mills brought the issues of planning infrastructure, open spaces and public interest to the fore. In three judgements in three separate cases delivered by the Bombay High Court on the 17th of October 2005 the virtual abandonment of planning, the abdication of the municipal authorities of their responsibilities in this regard and the frequent incursions and infringements of the plan by the State government agencies at the behest of vested interest disregarding public interest were highlighted and condemned in these judgements. The textile mill lands case is currently on appeal before the Supreme Court and the absence of a Metropolitan Planning Committee is one of the issues for adjudication.⁹

Reorganizing Municipal Boundaries

Attempts have also been made to expand municipal jurisdictions to cover as much of the metropolitan areas as possible. Despite previous failures such attempts are being made still in Bangalore and Hyderabad. On the other hand, there is also the frequently expressed view in Delhi that the 1400 sq.km area of the Delhi Municipal Corporation is too large for participation and accountability and should therefore be split. At any rate **no metropolitan area is likely to remain under a single municipal jurisdiction.** In reality metro cities or agglomerations are inter-government entities.

It is unfortunate that inspite of clear evidence across the world, the search for simple answers to deal with multi municipal, multi jurisdictional metropolitan cities continues. The United States has adopted with reasonable success the system of Councils of Governments for metropolitan areas. Cities like Los Angles, Chicago, San Francisco Bay area, or Washington Dc and its surroundings have used the COG for addressing a variety of metropolitan issues like water, waste disposal, transport, environmental management etc. the Greater London Council, the Tokyo

⁹ The verdict has since been given in the appeal. In one judgement the Supreme Court has held that as matters stand at present, the Amendments to the Maharashtra Regional Town Planning Act, allowing the State government to bring about modifications to the Bombay Master Plan for which the Corporation is the Planning Authority and therefore the custodian, cannot be struck down as ultra-vires. The sale of the Textile Mills land has also been cleared. In a subsequent judgement the 'disturbing facts' about the inadequacy of the corporation to deal with master plan matters as recorded in the Bombay High Court's judgement have been expunged. As for setting up the MPC, the state government has given an assurance to the High Court, for the second time that the necessary regulations have been prepared and the MPC would be set up by April 2006.

For details see SLP (C) No. 23040 of 2005, SLP (C) 63 of 2006 and civil appeal 1548 of 2006 (arising out of SLP (C) 25434 of 2005) all decided by Supreme Court in Jan. and March 2006.

Metropolitan Government, and Metro Manila are also instances of such intergovernmental arrangements. The Metropolitan Planning Committee envisaged under the Constitution is a participative and politically representative platform, which would enable such an arrangement. The NURM's call for city development strategies may well be a non-starter in the absence of the required institutional arrangements.

The Essence of the Spatial Contest

What sets an urban space apart from the space of any other settlement, say a village settlement? Any community, neighbourhood or a village relates to space and that relationship has its own features and presents its own issues. But when several settlement spaces are connected to each other some inter relationships develop and the city emerges. It is the juxtaposition of spaces which provides the urban context. Can these spaces still be viewed as self-contained parcels? How does the city determine the character of the parcels it comprise and therefore its governance?

When the purpose of the city was well understood and that purpose was dominant, the character and needs of the individual spaces also related to that dominant purpose and the manner in which they were used and managed. For instance when the purpose of a city is imperial that dominant regal character determines the allocation of spaces in the city. The temple cities also provide such dominant purpose. For instance cities like Madurai, Srirangam or Puri have been built on conscious designs determined by the principal needs of the temples. Srirangam is organised in a series of rectangular spaces. Inner most is the temple and the other rectangles are organised for specific uses connected with the temple, and the proximity required for that purpose. The first line is for purposes connected with worship such as the Parikrama, the second would be for items of daily ritual, third would be for food, fourth for clothing, fifth for materials for the upkeep of the temple complex etc. The circulation pattern, density and character of the houses, were all controlled in relation to the dominant purpose of the temple. In Puri, the right of way of the main roads was determined by the width of the chariot of Jagannatha. No permanent construction would be allowed to encroach on its right of way. The Lord's Chariot was probably the most important tool of land use regulation. Similarly in cities where the dominant purpose is defence land unregulation followed in accordance. Keeping clear lines for cannon fire was a land use regulation for Baron Haussman as well as the British rulers of Delhi. The industrial city also had a dominant purpose from which the character of all urban spaces were derived. The Chawls of Bombay, the

Bustees of Calcutta and the Ahattas of Kanpur were not accidental but conscious decisions to create and use spaces proximate to work and therefore economically useful to industry.

But when this dominant purpose changes or is diffused over a period of time, the pattern and configuration of urban spaces itself undergoes a change. **In the contemporary city, there is a variety of purposes, not constant but shifting and changing,** Delhi is no longer a mere administrative centre but has been vastly transformed to a city of services, transport and manufacture. Bangalore is not a retirement town any more but a significant manufacturing centre and a hub of a service industry with world wide connections. Bhubaneshwar and Chandigarh are no longer state capitals only. It is this complex set of varying purposes that determine the character of urban spaces and their inter-relationship. Understanding these complexities and devising a frame for the mutually beneficial use of these multiple spaces is the crux of spatial planning and management.¹⁰

How do we categorise urban spaces in a city? Can it merely be in terms of the conventional land use classification such as residential, commercial, industrial etc.? Is such a classification adequate at all for any scheme of governing urban space? Alternately or additionally, can the community,

¹⁰Shri Jag Mohan

In regard to the conflict and contest for urban spaces, it has to be realised that there is 'collusion of illegalities' combined with dishonesty and corruption. Whether squatter settlements or middle and upper income areas, this collusion of illegalities results in punishing the law-abiding citizens and rewarding those who violate planning norms and regulations. Acceptance of this phenomenon has become a part of the country's political ethos. The process of urban planning has not been able to withstand this massive display of illegality. The courts can only draw attention to the problem and may direct remedial action in some cases but this is not a permanent solution.

Author's Note:

Shri Jag Mohan has been drawing attention to this 'collusion of illegalities' for quite some time as a major problem of urban governance. His anguish is understandable. However, the problem is further complicated because the responsibility and accountability for urban planning has become confused and unclear between the City government, state government and other organisations. Entrusting the planning responsibility to the City government may facilitate better accountability. If the problem of tolerating illegality is a part of the political ethos, elected councillors cannot be regarded as more prone to this illegality than other levels. On the other hand, locating responsibility for planning and its enforcement in the city and municipal ward will bring about proximity to the citizens who are directly affected and may help matters. It is to be noted that many of the cases of violation of planning and building norms have been brought to the notice of the Courts by resident neighbourhood groups and civil society groups.

city zone, city itself, agglomeration or metropolitan region provide a convenient classification? Urban spaces cannot also be classified on the basis of administrative jurisdictions only. The municipal construct in India started with concerns of sanitation and health. There was also a broad segmentation in many of the cities during the British Indian period such as the cantonment, the railway colonies, the native towns etc. The Municipalities themselves were derived as a platform for raising some money for the upkeep of the city and so the 'rate payers' became the base. A combination of all these classifications may be necessary for spatial governance. Both agglomeration and disaggregation are needed.¹¹

In addressing the issues of space and governance, we also need to recognise and accept some organising principles. One is that in whatever way space is classified, there is a need to plan and develop that space, regulate its use, service and maintain it including the funds needed for that purpose and in renewing that space if the circumstances so warrant. The second principle is that all these activities require a measure of public participation: the users (or stakeholders in the contemporary language) are also the potential guardians of urban spaces. The third is the platforms for such participation have to be democratic and have to be related to the

¹¹**Asesh Moitra**

The reality is that in India especially after independence there has been hardly any spatial planning. Part of the reason is that the number of qualified town planners is very limited and their total does not exceed 2500. Even in the few cases where spatial planning has been undertaken, environmental factors are not taken into consideration. This is because the data relating to environment is not available. Even in regard to some basic items like wind direction or temperature, the facilities for obtaining such data are few and far between.

I agree that connectivity is an important part of urban planning. For Dwarka which has a very large new settlements with a target population of nearly a million people, a circulation system was worked out. However, the implementation of urban planning do not follow any particular sequencing, with the result some critical services like transport are just not available.

Author's Note

The point regarding inadequacy of environmental data is important but it is not difficult to fulfill this deficiency. Current advances in technology will make this possible. However, planning processes have to ensure that these data are obtained, accessed, and used.

¹²**Ms. Madhu Kishwar's observations**

I cannot agree with Shri Dinesh Mohan that our cities are not that bad and quite livable. If people do find it possible to live in them it testifies to their qualities of endurance rather than the livability of the city itself. As regards the collusion of illegalities, I disagree with Shri Jag Mohan that political ethos and the view points of particular political parties alone are responsible. The Laws and Regulations dealing with the use of urban space and urban governance are so heavily weighed against the migrant and the urban poor, that from the

political structure.¹² Finally, it should be asserted categorically that urban space like any other space in any human settlement, is a public asset to be used for public good. This is not to exclude private ownership or private gain but in the governance of urban spaces public interest should be the prime determinant and not the market.¹³ Private affordability is not a substitute for public interest.

The experience of the past few years in implementing the relevant part of the Amendment relating to ward entities has already been discussed earlier in this paper. A major deficiency in the constitutional prescription may be the composition of the Ward Committee itself which has been left

start an average migrant is caught in a web of illegality. Whether it is obtaining a licence to ply a cycle rickshaw or a small space for living, the system is heavily pitted against the urban poor. At the same time it is highly tolerant to other sections of the society. To cite one example, there is no regulation prohibiting ownership of multiple cars, but there is a regulation which stipulates a person cannot own more than one rickshaw unless he or a member of his family pulls the second or the third. A traffic violation by a cycle rickshaw leads to a minimum fine of Rs.350/- impoundment and eventually confiscation as compared to Rs.100/- only in the case of a car.

Part of the problem is that in addition to the political class, there is a large bureaucracy whose top echelons are frequently transferred. The system has no accountability. An elective arrangement, where elected representatives are accountable to the people will at least have the saving grace that these representatives need to get elected periodically. This will be a factor of compulsion necessitating some performance.

Author's comment: I have not dealt with the problems of urban poor and in particular their livelihood opportunities and in what way urban governance is a help or a hindrance. This is mainly because the focus of the paper is not on urban poverty. However, the points urged by Madhu Kishwar are very relevant and need to be dealt with.

¹³ **Prof. Nair**

It will be useful to have some information about the levels of government and their comparative propensity for corruption. Prima facie the common perception is that corruption is more pervasive at lower levels of government. Secondly it will be useful to have some data about the reasons prompting the migration of households.

Author's Comment: Empirical data on corruption and levels of government is limited and does not give a full picture of its extent and effects. However, it is obvious that corruption in local governments has a more direct bearing on the day-to-day life of the people.

Author's Note

The constitutional arrangement in regard to planning does envisage planning responsibilities at the city, district and metropolitan levels. In all the three levels, the institutions envisaged have a democratic character. For a new town or a new settlement near an existing city or a metropolitan area, the planning responsibilities can definitely be allocated to the city government, DPC or MPC depending on the specific circumstances of the cases. The role of development authorities will have to be more of a technical service agency.

to the discretion of the State governments. They have preferred a nominated and therefore inherently sub-survient groups, rather than elective arrangements. It has also been argued that the absence of a 'ward sabha' or an 'area sabha' comprising all the citizens is another deficiency.

Whatever the reason, in the absence of an elected ward committee at the neighbourhood level, the substance of the 74th Amendment does not go beyond municipal elections once in five years. The citizens after voting once in five years are expected to be somnolent and leave the running of the city to the elected councillors if they are inclined to do so. Furthermore, **there is really no platform of accountability which the ward committee was intended to be.** Once the ward committee is recognised as an important component of the municipal structure various activities of governance can be entrusted to them such as execution and maintenance of locality based services, participation in the planning of land use for the ward, monitoring the plan and tracking its violations, conservation of local community resources such as parks playgrounds etc. Depending on public interest a ward committee can also take on more functions like being involved in tax mobilization. The PROOF programme initiated by Janaagraha in Bangalore is an example.

State as an Intruder in Municipal Domain

The incursion of the State governments in the spatial planning process have therefore continued, not only to the determinant of the municipalities and the corporations but adding to the confusion and unclear responsibilities. In one of the three Bombay cases mentioned in para 49 of this paper, some provisions in the Maharashtra Regional and Town Planning Act which permitted such incursions was challenged. While the Bombay High Court did not decide on the matter, in a special leave petition, the Supreme Court decided on 31st Janaury 2006 that the challenge to the Maharashtra Act would have to be based on more evidence than what was presented in the SLP and that the MRTP could continue to operate. The Supreme Court also held that Article 243W and the 12th Schedule were only enabling provisions. It has also been mentioned that a Division Bench judgement of the Bangalore High Court in the Arkavathy lay out case had also held that the Bangalore Development Authority could continue to deal with urban planning and developments notwithstanding Article 243W. While agitation of legal issues will continue, the main question is whether in the context of the largest constitutional amendments in the history of the country i.e. the 73rd and 74th Amendments which were also ratified by all the States, a restrictive view about the city governments planning domain

should be permitted to prevail. The reluctance of the State governments to yield powers and responsibility to the constitutionally mandated bodies of municipalities and city corporations under Article 243W or the DPC under Article 243ZD or the MPC under Article 243ZE are a reflection of the painful reality of the present. Notwithstanding the Court cases, it is the **spirit and substance of the Constitution Amendment which was brought about by a consensus of political parties as reflected in the Parliament's Joint Committee which are being flouted.** It remains to be seen whether the lure of central funds can persuade the State governments to change their mindset and restore city planning to city governments.¹³

In the allocation and use of urban space defining public interest is not easy. Particularly when the process of defining public interest is itself opaque and participation severely limited. **Some reports about the outcome of the recent Supreme Court verdict in the Bombay Textile Mills land case vividly brings out the complexity.** Some reports have heralded the decision as releasing 600 acres of prime land in Bombay to enable work place and residence to be developed in close proximity. Other reports point out that most of the housing will be upper income and about 60 to 70% may be purchased for investment reason and remain empty. The strain on infrastructure and the loss of an opportunity to provide the city its much needed open space have been emphasized. Who are the stakeholders-the builders, the upper income house seekers, shopping mall promoters, low income families, ex-mill employees, a city government expectant of a boost in tax revenues? And how will public interest emerge. 'No development' is obviously no answer but market forces alone cannot be the arbiter. A transparent and participatory city planning process may not guarantee that public interest will prevail but it can atleast sound the alarm to avert patent distortions with disastrous consequences for urban environments.

Defining public interest and defending it against pressures has never been easy. The design and instruments of urban governance are also subject to pressures. Urban India has been pushing, perhaps unconsciously, the limits of endurance. The society has to be constantly reminded about the strain and the consequences of crossing the limits. It is only an informed society that can understand and reverse its own excesses. That is a principal

¹³ Shri Jakhanwal

While I agree that city planning should primarily be the responsibility of city governments, where new towns or new settlements are being set up either outside of the city limits or in the peripheries of the cities, it may not be possible for a city government to deal with the subject. This is where development authorities or special agencies can play a useful role.

cause for a professional to pursue. The other alternative is for a calamity to run its course and a city to be re-built from its ruins. It is appropriate to conclude with an account of what happened in Bhuj.

The town of Bhuj which was totally destroyed during the 2003 earthquake has been redeveloped recently". The earthquake appears to have provided an opportunity for re-planning and re-building the town. Like many towns of its period Bhuj also had its crowded markets, narrow lanes, temples and shops co-existing in confusion. Unplanned development was a major reason for much of the damage during the quake. In the process of redevelopment, community participation emerged as a significant factor. Even where temples, dargahs or graveyards were involved, there was little resistance to planned redevelopment. A major portion of the biggest graveyard in Bhuj was taken over to develop a road in one of the busiest areas. The 250 year old Shroff Bazaar had shops on both sides of an 11ft wide road with encroachments eating up even this limited space. It was agreed that this needed to be fully redeveloped. Shops encroaching on the narrow road space were cleared voluntarily. The Shroff Bazaar Association shop owners also closed their shops to ensure that the road widening and laying of services could be completed in three months. The laying of pipelines for water and drainage was completed in a record time of 8 hours. City officials who had battled for long for modest improvements in Bhuj were galvanized by the public support for redevelopment. Bhuj is a completely changed city now and all admit it has been possible only because of community support.

The question is whether one needs an earthquake to galvanize a community; perhaps one does.

"See Indian Express' Once Upon a Time There was an Earthquake" January 26, 2006.

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Table 1
Slum Population (Million Plus Cities)

<i>Sl. No.</i>	<i>Name of Million Plus Municipal Corporations</i>	<i>State/Union territory*</i>	<i>Total population</i>	<i>Total slum population</i>	<i>Percentage of slum population to total population</i>
1	2	3	4	5	6
	TOTAL		73,345,775	17,696,950	24.1
1	Greater Mumbai	Maharashtra	11,978,450	6,475,440	54.1
2	Delhi	Delhi*	9,879,172	1,851,231	18.7
3	Kolkata	West Bengal	4,572,876	1,485,309	32.5
4	Chennai	Tamil Nadu	4,343,645	819,873	18.9
5	Bangalore	Karnataka	4,301,326	430,501	10.0
6	Hyderabad	Andhra Pradesh	3,637,483	626,849	17.2
7	Ahmedabad	Gujarat	3,520,085	473,662	13.5
8	Surat	Gujarat	2,433,835	508,485	20.9
9	Kanpur	Uttar Pradesh	2,551,337	367,980	14.4
10	Pune	Maharashtra	2,538,473	492,179	19.4
11	Jaipur	Rajasthan	2,322,575	368,570	15.9
12	Lucknow	Uttar Pradesh	2,185,927	179,176	8.2
13	Nagpur	Maharashtra	2,052,066	737,219	35.9
14	Indore	Madhya Pradesh	1,474,968	260,975	17.7
15	Bhopal	Madhya Pradesh	1,437,354	125,720	8.7
16	Ludhiana	Punjab	1,398,467	314,904	22.5
17	Patna	Bihar	1,366,444	3,592	0.3
18	Vadodara	Gujarat	1,306,227	186,020	14.2
19	Agra	Uttar Pradesh	1,275,134	121,761	9.5
20	Thane	Maharashtra	1,262,551	351,065	27.8
21	Kalyan Dombivli	Maharashtra	1,193,512	34,860	2.9
22	Varanasi	Uttar Pradesh	1,091,918	137,977	12.6
23	Nashik	Maharashtra	1,077,236	138,797	12.9
24	Meerut	Uttar Pradesh	1,068,772	471,581	44.1
25	Faridabad	Haryana	1,055,938	490,981	46.5
26	Pimpri Chinchwad	Maharashtra	1,012,472	123,957	12.2
27	Haora	West Bengal	1,007,532	118,286	11.7

Source: Census of India, 2001

Table 2(i)
Frontline Districts of Wheat Production and Urbanisation

<i>State/ District</i>	<i>Share in India's production (%)</i>	<i>Level of Urbanisation</i>			<i>Annual Exponential Growth Rate</i>	
		<i>1981</i>	<i>1991</i>	<i>2001</i>	<i>1981-91</i>	<i>1991-2001</i>
Haryana <i>Districts</i>	11.69	21.88	24.79	29.00	3.58	4.11
Hissar	1.75	19.38	21.18	34.96	2.98	3.28
Karnal	1.17	25.95	27.60	26.56	2.91	2.64
Sirsa	1.04	20.44	21.16	26.36	2.78	4.26
Rohtak	1.00	19.28	21.63	35.06	2.76	2.62
Punjab <i>Districts</i>	22.26	27.68	29.72	33.95	2.55	3.19
Faridkot	2.60	23.87	25.35	33.89	2.41	2.22
Patiala	2.41	29.59	30.48	34.98	2.23	3.22
Amritsar	2.40	32.97	34.14	40.00	1.68	3.65
Ludhiana	2.11	42.04	49.95	55.80	4.61	3.08
Jalandhar	1.53	35.32	36.31	47.45	1.87	3.24
Rajasthan <i>District</i>	7.34	21.05	22.88	23.38	3.31	2.71
Ganganagar	1.72	20.61	21.08	25.28	2.77	3.02
Uttar Pradesh <i>Districts</i>	35.13	17.95	19.89	20.78	3.29	2.83
Moradabad	1.25	26.95	27.46	31.02	2.84	0.32
Aligarh	1.15	23.00	25.20	28.87	3.36	0.42
Bulandsahar	1.02	19.34	20.96	23.05	2.62	1.29

Note: NA- Not Available

Source: Census of India 1981, 1991, Series-1, Paper2, Census 2001. CMIE September 1995

Table 2(ii)
Frontline Districts of Rice Production and Urbanization

<i>State/ District</i>	<i>Share in India's production (%)</i>	<i>Level of Urbanisation</i>			<i>Annual Exponential Growth Rate</i>	
		<i>1981</i>	<i>1991</i>	<i>2001</i>	<i>1981-91</i>	<i>1991-2001</i>
Andhra Pradesh	13.85	23.34	25.72	27.08	3.09	1.37
<i>Districts</i>						
Krishna	1.52	32.54	35.83	32.37	2.89	0.30
Guntur	1.38	27.53	28.93	27.95	2.27	0.37
Orissa	7.72	11.79	13.43	14.97	3.08	2.61
<i>Districts</i>						
Sambalpur	1.08	15.49	17.18	27.37	2.68	1.62
Cuttack	1.07	10.28	12.31	27.40	3.53	1.91
Punjab	8.32	27.68	29.72	33.95	2.55	3.19
<i>District</i>						
Patiala	1.24	29.59	30.48	34.98	2.23	3.22
Ludhiana	1.06	42.04	49.95	55.80	4.61	3.08
Tamil Nadu	7.99	32.95	34.20	43.86	1.76	3.56
<i>District</i>						
Chengalpattu	1.05	38.93	44.83	53.98	3.86	3.75
MGR						
West Bengal	14.62	26.47	27.39	28.03	2.54	1.89
<i>District</i>						
Bardhaman	1.93	29.39	35.43	37.17	3.99	1.94

Note: NA- Not Available

Source: Census of India 1981, 1991, Series-1, Paper2, Census 2001. CMIE September 1995

Table 3
Percentage Share of Sources of Migration into Major Urban Agglomerations (1991-2001)

CITY/UA	MIGRANTS	From within state	From other states	From other countries
Greater Mumbai	2,489,552	35.9%	63.1%	1.0%
Kolkata	822,389	57.2%	36.1%	6.6%
Delhi	2,112,363	3.7%	94.1%	2.2%
Chennai	435,620	76.9%	21.8%	1.3%
Bangalore	761,485	52.8%	46.4%	0.8%
Hyderabad	498,483	81.8%	17.7%	0.5%
Ahmedabad	428,910	68.7%	30.8%	0.5%
Pune	744,194	65.9%	33.2%	0.9%
Surat	869,860	49.7%	50.0%	0.3%
Kanpur	138,708	82.2%	17.0%	0.8%
Jaipur	250,208	63.8%	35.2%	1.0%
Lucknow	208,915	73.8%	25.4%	0.8%
Nagpur	241,078	53.9%	45.7%	0.4%
Patna	161,372	83.2%	16.5%	0.3%
Indore	159,691	62.2%	36.9%	0.9%
Bhopal	186,598	59.4%	39.6%	1.0%
Coimbatore	68,888	82.1%	17.4%	0.5%
Ludhiana	265,003	29.1%	68.7%	2.2%
Kochi	166,794	79.9%	18.3%	1.7%
Visakhapatnam	139,003	74.5%	25.2%	0.3%
Agra	34,227	68.8%	30.4%	0.8%
Varanasi	46,989	69.8%	28.2%	2.0%
Madurai	33,540	95.3%	4.0%	0.7%
Meerut	71,213	66.6%	32.6%	0.9%
Nasik	287,017	79.2%	20.3%	0.5%
Jabalpur	68,961	59.0%	40.5%	0.5%
Jamshedpur	80,971	28.0%	71.4%	0.5%
Asansol	59,501	51.9%	47.5%	0.6%
Dhanbad	86,238	35.6%	64.2%	0.2%
Faridabad	237,800	14.6%	83.6%	1.8%
Allahabad	41,699	82.8%	16.8%	0.5%
Amritsar	56,024	47.2%	50.5%	2.2%
Vijayawada	90,894	95.4%	4.5%	0.1%
Rajkot	141,177	89.6%	9.6%	0.8%
TOTAL	12,485,365	47.0%	51.5%	1.5%

Source: Census of India

Table 4
Migration as a Component of Growth in Major Urban Agglomerations (1991-2001)

<i>City/UA</i>	<i>1991 pop.</i>	<i>2001 pop.</i>	<i>Decennial Growth</i>	<i>Total in-Migrants (1991-2001)</i>	<i>In-Migrants as % of Decennial Growth</i>
Kochi	1,140,605	1,355,406	214,801	166,794	77.7%
Ludhiana*	1,042,740	1,395,053	352,313	265,003	75.2%
Surat	1,518,950	2,811,466	1,292,516	869,860	67.3%
Nasik	725,341	1,152,048	426,707	287,017	67.3%
Greater Mumbai	12,596,243	16,368,084	3,771,841	2,489,552	66.0%
Pune	2,493,987	3,755,525	1,261,538	744,194	59.0%
Vijayawada	845,756	1,011,152	165,396	90,894	55.0%
Faridabad*	617,717	1,054,981	437,264	237,800	54.4%
Nagpur	1,664,006	2,122,965	458,959	241,078	52.5%
Visakhapatnam	1,057,118	1,329,472	272,354	139,003	51.0%
Bangalore	4,130,288	5,686,844	1,556,556	761,485	48.9%
Delhi	8,419,084	12,791,458	4,372,374	2,112,363	48.3%
Bhopal	1,062,771	1,454,830	392,059	186,597	47.6%
Chennai	5,421,985	6,424,624	1,002,639	435,620	43.4%
Hyderabad	4,344,437	5,533,640	1,189,203	498,483	41.9%
Rajkot	654,490	1,002,160	347,670	141,177	40.6%
Kolkata	11,021,918	13,216,546	2,194,628	822,389	37.5%
Ahmedabad	3,312,216	4,519,278	1,207,062	428,910	35.5%
Lucknow	1,669,204	2,266,933	597,729	208,915	35.0%
Dhanbad	815,005	1,064,357	249,352	86,238	34.6%
Jaipur*	1,518,235	2,324,319	806,084	250,208	31.0%
Madurai	1,085,914	1,194,665	108,751	33,540	30.8%
Jabalpur	888,916	1,117,200	228,284	68,961	30.2%
Indore	1,109,056	1,639,044	529,988	159,691	30.1%
Jamshedpur	829,171	1,101,804	272,633	80,971	29.7%
Patna	1,099,647	1,707,429	607,782	161,372	26.6%
Varanasi	1,030,863	1,211,749	180,886	46,989	26.0%
Meerut	849,799	1,167,399	317,600	71,213	22.4%
Kanpur	2,029,889	2,690,486	660,597	138,708	21.0%
Allahabad	844,546	1,049,579	205,033	41,699	20.3%
Coimbatore	1,100,746	1,448,034	345,288	68,888	20.0%
Amritsar	708,835	1,011,327	302,492	56,024	18.5%
Asansol	763,939	1,090,171	326,232	59,501	18.2%
Agra	948,063	1,321,410	373,347	34,227	9.2%
	79,361,480	106,389,438	27,027,958	12,485,364	46.2%

Source: Census of India, 2001

Table 5
Net State Domestic Product and Per Capita Income
(At Current Prices)

	<i>Net domestic product</i>		<i>Per capita income</i>	
	<i>2001-02*</i>	<i>1990-91</i>	<i>2001-02*</i>	<i>1990-91</i>
	<i>Rs. crores</i>		<i>Rupees</i>	
Andhra Pradesh.....	135,597	29,867	17,642	4,531
Arunachal Pradesh.....	1,740	460	15,785	5,398
Assam.....	29,198	9,498	10,951	4,281
Bihar.....	51,345@	22,787	6,015@	2,660
Delhi.....	68,747@	10,243	47,477	11,057
Goa.....	6,736	1,024	49,673	8,797
Gujarat.....	105,023	24,180	21,276	5,891
Haryana.....	57,937@	12,238	26,632@	7,508
Himachal Pradesh.....	14,202@	2,521	22,576@	4,910
Jammu & Kashmir.....	n.a.	2,908	n.a.	3,816
Karnataka.....	97,253	20,551	18,324	4,598
Kerala.....	69,602@	12,173	21,310	4,200
Madhya Pradesh.....	71,387@	26,515	11,438@	4,049
Maharashtra.....	241,877	58,137	24,736	7,439
Manipur.....	3,047@	723	12,230@	3,976
Meghalaya.....	3,842@	767	15,983@	4,375
Nagaland.....	n.a.	579	n.a.	4,990
Orissa.....	37,891@	9,664	10,103	3,077
Punjab.....	62,968	16,738	25,652	8,318
Rajasthan.....	76,888@	18,281	13,066@	4,191
Sikkim.....	1,039@	213	18,647@	5,302
Tamil Nadu.....	136,781@	27,674	21,738@	4,983
Tripura.....	5,660	917	17,459	3,370
Uttar Pradesh.....	170,424	49,496	9,895@	3,590
West Bengal.....	143,538	31,500	17,769	4,673

Note: Owing to difference in methodology and source material used, the figures for different States are not strictly comparable.

* Quick estimates

@ Advance estimates for 2002-03.

Source: Statistical Outline of India 2004-05.
Tata Services Ltd.

Table 6
Reasons for Total Migration into Major Urban Agglomerations (1991-2001)

CITY/UA	MIGRANTS	REASON FOR MIGRATION						
		Work	Business	Education	Marriage	After Birth	Household	Other
Ludhiana	265,003	47.4%	0.9%	1.4%	13.5%	2.8%	25.4%	8.6%
Greater Mumbai	2,489,552	39.6%	0.7%	1.9%	16.3%	9.0%	21.6%	10.9%
Bangalore	761,485	38.7%	2.2%	6.1%	17.2%	4.4%	22.6%	8.9%
Delhi	2,112,363	36.9%	0.6%	2.7%	13.5%	2.5%	36.9%	7.0%
Hyderabad	498,483	35.2%	3.3%	5.9%	12.9%	3.5%	28.8%	10.4%
Coimbatore	68,888	33.6%	1.7%	6.5%	16.2%	5.1%	25.4%	11.6%
Surat	869,860	33.1%	8.3%	0.8%	11.9%	8.3%	31.6%	6.0%
Amritsar	56,024	32.3%	1.0%	5.1%	24.7%	1.4%	22.9%	12.7%
Faridabad	237,800	31.6%	0.6%	0.7%	14.3%	2.0%	42.9%	7.8%
Chennai	435,620	30.7%	1.9%	5.0%	16.4%	5.1%	29.1%	11.9%
Kanpur	138,708	30.4%	1.3%	5.4%	15.9%	1.2%	29.0%	16.9%
Pune	744,194	29.5%	0.7%	5.9%	16.0%	10.5%	29.4%	7.9%
Jaipur	250,208	29.3%	1.0%	5.0%	15.8%	2.5%	38.5%	7.9%
Visakhapatnam	139,003	29.1%	3.1%	4.1%	13.3%	5.0%	34.9%	10.5%
Indore	159,691	28.4%	1.2%	7.4%	21.1%	4.1%	28.8%	8.9%
Lucknow	208,915	27.7%	1.1%	7.6%	12.4%	1.5%	39.4%	10.3%
Nagpur	241,078	27.1%	0.6%	6.7%	21.8%	6.5%	29.1%	8.1%
Bhopal	186,598	26.9%	0.7%	6.7%	20.0%	3.4%	34.0%	8.3%
Vijaywada	90,894	26.5%	2.4%	8.7%	16.9%	5.5%	31.6%	8.5%
Nasik	287,017	26.2%	0.6%	3.0%	16.0%	13.9%	32.5%	7.9%
Jamshedpur	80,971	26.0%	1.0%	4.1%	26.3%	3.3%	28.4%	10.8%
Kolkata	822,389	24.8%	2.5%	3.7%	21.1%	3.8%	27.5%	16.6%
Jabalpur	68,961	22.3%	0.8%	7.7%	22.8%	1.8%	34.0%	10.5%
Madurai	33,540	22.1%	1.8%	12.0%	18.3%	5.1%	25.2%	15.6%
Ahmedabad	428,910	21.2%	7.0%	2.0%	19.4%	8.3%	33.9%	8.3%
Meerut	71,213	20.7%	0.6%	3.2%	24.8%	0.4%	38.1%	12.1%
Patna	161,372	20.4%	1.0%	12.9%	18.2%	1.6%	34.4%	11.6%
Dhanbad	86,238	19.9%	1.2%	4.0%	30.7%	2.5%	30.0%	11.6%
Kochi	166,794	19.3%	1.2%	3.2%	25.0%	8.0%	31.6%	11.7%
Varanasi	46,989	18.1%	1.0%	18.7%	18.5%	0.7%	24.8%	18.3%
Allahabad	41,699	16.3%	1.6%	34.6%	9.4%	0.7%	17.8%	19.7%
Asansol	59,501	13.7%	2.3%	1.3%	44.8%	3.5%	21.6%	12.9%
Agra	34,227	13.0%	1.0%	2.2%	21.4%	0.6%	37.3%	24.4%
Rajkot	141,177	11.3%	14.0%	4.1%	19.5%	7.7%	37.0%	6.5%
TOTAL	12,485,365	32.6%	2.0%	3.8%	16.5%	5.7%	29.7%	9.7%
National Level		14.7%	1.2%	3.0%	43.8%	6.7%	21.0%	9.7%

Source: Census of India, 2001

Table 6 (a)
Labour Force - Categories by Broad Usual Activity

CITY		Population Aged 15+	Self- Employed	Regular Employees	Casual Labour	Not in Labour Force	Un- employed
Ahmedabad	1993-1994	1457200	265210	333699	115119	693627	48088
	1999-2000	2215700	471944	358943	299120	1074615	11079
	Change	52.1%	78.0%	7.6%	159.8%	54.9%	-77.0%
Bangalore	1993-1994	1632300	241580	422766	104467	817782	45704
	1999-2000	2599500	335336	733059	189764	1289352	54590
	Change	59.3%	38.8%	73.4%	81.6%	57.7%	19.4%
Bhopal	1993-1994	656700	77491	169429	46626	347394	15761
	1999-2000	709300	124837	136186	58872	377348	12767
	Change	8.0%	61.1%	-19.6%	26.3%	8.6%	-19.0%
Bombay	1993-1994	5942500	974570	2056105	71310	2656298	184218
	1999-2000	8489400	1197005	2835460	135830	3973039	348065
	Change	42.9%	22.8%	37.9%	90.5%	49.6%	88.9%
Calcutta	1993-1994	2309000	411002	690391	140849	979016	87742
	1999-2000	2469600	518616	535903	187690	1175530	54331
	Change	7.0%	26.2%	-22.4%	33.3%	20.1%	-38.1%
Delhi	1993-1994	4885500	1011299	1133436	283359	2418323	39084
	1999-2000	5181600	1015594	1352398	67361	2684069	62179
	Change	6.1%	0.4%	19.3%	-76.2%	11.0%	59.1%
Hyderabad	1993-1994	1156100	159542	291337	86708	609265	9249
	1999-2000	1980800	283254	408045	158464	1077555	53482
	Change	71.3%	77.5%	40.1%	82.8%	76.9%	478.3%
Indore	1993-1994	697000	158219	133127	70397	319226	16031
	1999-2000	732400	144283	153804	54930	359608	19775
	Change	5.1%	-8.8%	15.5%	-22.0%	12.7%	23.4%
Lucknow	1993-1994	1214800	240530	263612	43733	648703	17007
	1999-2000	1652800	390061	257837	143794	821442	39667
	Change	36.1%	62.2%	-2.2%	228.8%	26.6%	133.2%
Ludhiana	1993-1994	604600	133012	143895	58042	266629	3023
	1999-2000	810300	146664	243090	66445	349239	4862
	Change	34.0%	10.3%	68.9%	14.5%	31.0%	60.8%
Madras	1993-1994	2932900	384210	750822	363680	1325671	108517
	1999-2000	3171600	478912	865847	313988	1436735	76118
	Change	8.1%	24.6%	15.3%	-13.7%	8.4%	-29.9%

CITY		Population Aged 15+	Self- Employed	Regular Employees	Casual Labour	Not in Labour Force	Un- employed
Pune	1993-1994	1023300	154518	295734	35816	511650	26606
	1999-2000	1252800	271858	281880	42595	640181	16286
	Change	22.4%	75.9%	-4.7%	18.9%	25.1%	-38.8%
Surat	1993-1994	539000	94864	137984	46893	245784	14014
	1999-2000	723700	128095	92634	83949	415404	3619
	Change	34.3%	35.0%	-32.9%	79.0%	69.0%	-74.2%

Source

Employment and Unemployment Situation in Cities and Towns in India, 1993-1994, NSS, 50th Round.
Employment and Unemployment Situation in Cities and Towns in India, 1999-2000, NSS, 55th Round.

Concepts and Definitions

Labour force: Persons, who, were either 'working' (or employed) or 'seeking or available for work' (or unemployed) constituted the labour force. Persons who were neither 'working' nor 'seeking or available for work' for various reasons during the reference period were considered as 'out of labour force'.

Self-employed: Persons who operated their own farm or non-farm enterprises or were engaged independently in a profession or trade on own-account or with one or a few partners were deemed to be self-employed in household enterprises. The essential feature of the self-employed is that they have *autonomy* (i.e., how, where and when to work) and *economic independence* (i.e., market, scale of operation and money) for carrying out their operations. The fee or remuneration received by them comprised two parts - share of their labour and profit of the enterprise. In other words, their remuneration was determined wholly or mainly by sales or profits of the goods or services which were produced.

Regular salaried/wage employee: These were persons who worked in others' farm or non-farm enterprises (both household and non-household) and, in return, received salary or wages on a regular basis (i.e. not on the basis of daily or periodic renewal of work contract). This category included not only persons getting time wage but also persons receiving piece wage or salary and paid apprentices, both full time and part-time.

Casual wage labour: A person who was casually engaged in others' farm or non-farm enterprises (both household and non-household) and, in return, received wages according to the terms of the daily or periodic work contract, was a casual wage labourer.

Table 7
Projected Population of Corridors in Major States of India

CORRIDOR	1991		2021*	
	<i>Population</i>	<i>%age to total urban population</i>	<i>Population</i>	<i>%age to total urban population</i>
MAHARASHTRA				
Mumbai-Thane (to Ahmedabad)	1,33,28,698	43.64	2,42,29,682	42.39
Mumbai - Nashik - Dhule - Amravati - Nagpur (excluding Mumbai)	61,21,778	20.05	1,19,47,723	20.90
Mumbai - Pune (excluding Mumbai)	26,08,817	8.54	62,48,869	10.93
Pune - Solapur (excluding Pune)	11,79,810	3.86	16,86,690	2.95
Pune - Kolhapur (excluding Pune)	14,02,643	4.59	22,43,269	3.92
Coastal Corridor (Mumbai - Raigad-Ratnagiri)	1,12,095	0.37	1,49,581	0.26
Pune - Ahmadnagar - Aurangabad - Jalgaon (excluding Pune & Jalgaon)	8,96,239	2.93	33,63,253	5.88
Aurangabad - Parbhani - Nanded (excluding Aurangabad)	8,46,528	2.77	24,03,220	4.20
Solapur - Parbhani (excluding Solapur & Parbhani)	3,54,308	1.16	9,46,306	1.66
Total	2,68,50,916	87.92	5,32,18,593	93.10
GUJARAT				
North - South Corridor (Mahesana - Gandhinagar - Ahmedabad - Vadodara - Bharuch - Surat - Valsad)	85,32,998	59.88	1,99,84,167	71.58
Coastal Corridor - I (Bhavnagar - Porbandar - Okha)	9,92,198	6.96	17,51,199	6.27
Coastal Corridor - II (Okha-Jamnagar-Morvi - Gandhidham - Bhuj) (excluding Okha)	8,95,739	6.29	18,00,207	6.45
Ahmedabad - Rajkot - Junagadh (excluding Ahmedabad)	11,39,454	8.00	24,82,481	8.89
Total	1,15,60,389	81.13	2,60,18,054	93.19

CORRIDOR	1991		2021*	
	Population	%age to total urban population	Population	%age to total urban population
TAMIL NADU				
Chennai - Krihnagiri - Hosur	69,35,548	36.35	1,33,36,374	43.38
Coimbatore - Erode - Salem - Krishnagiri (excluding Krishnagiri)	30,99,209	16.24	57,51,170	18.71
Coastal Corridor-I (Chennai-Cuddalore Tanjavur-Karaikudi (excluding Chennai)	15,49,789	8.12	22,09,819	7.19
Coastal Corridor - II (Tuticorin - Nagarcoil)	7,00,316	3.67	10,40,823	3.39
Total	1,22,84,862	64.38	2,23,38,185	72.67
KARNATAKA				
Bangalore - Belgaum	66,88,598	48.08	1,56,55,905	57.58
Mysore-Bangalore-Kolar (excluding Bangalore)	15,16,417	10.90	34,01,154	12.51
Coastal Corridor (Mangalore-Udupi-Karwar)	8,15,740	5.86	16,09,415	5.92
Total	90,20,755	64.84	2,06,66,474	76.01
ANDHRA PRADESH				
Hyderabad-Ananthpur-Hindupur	55,11,173	30.81	1,13,17,759	31.23
Hyderabad-Vijaywada (excluding Hyderabad)	21,00,327	11.74	39,76,286	10.97
Hyderabad-Nizamabad-Adilabad (excluding Hyderabad)	7,42,609	4.15	11,92,236	3.29
Coastal Corridor (Srikakulam - Visakhapatnam-Kakinada-Gundur-Nellore)	47,72,113	26.67	99,18,516	27.37
Total	1,31,26,222	73.37	2,64,04,796	72.86

Source: Census of India, 1991

* Projected

Table 8
Population and Spatial Growth

<i>Sl. No.</i>	<i>City</i>	<i>Year</i>		<i>Annual % change</i>
1	Coimbatore	Nov. '89	Nov. '99	
	Population	551,696	613,264	1.07
	Built-up Area (sq. km)	98.98	155.95	4.67
	Average Density Persons/sq. km	5,573.90	3,932.47	3.44
2	Hyderabad	Nov. '89	Oct. '01	
	Population	4,887,789	5,707,677	1.31
	Built-up Area (sq. km)	166.96	301.89	5.09
	Average Density Persons/sq. km	29,275.98	18,906.43	3.60
3	Jaipur	Oct '89	Sept. '00	
	Population	2,115,566	2,779,119	2.53
	Built-up Area (sq. km)	58.69	140.84	8.34
	Average Density Persons sq./km	36,044.00	19,732.56	-5.36
4	Jalna	Oct '89	Oct '00	
	Population	444,551	556,362	2.06
	Built-up Area (sq. km)	11.25	24.90	7.47
	Average Density Persons sq./km	39,500.36	22,343.87	-5.04
5	Kolkata	Nov. '90	Nov. '00	
	Population	6,646,114	7,833,709	1.66
	Built-up Area (sq. km)	288.22	483.54	5.31
	Average Density Persons sq./km	23,058.87	16,200.59	-3.47
6	Kanpur	Nov '89	Nov '00	
	Population	1,124,030	1,441,952	2.30
	Built-up Area (sq. km)	33.51	59.50	5.37
	Average Density Persons sq./km	10,987.14	7,938.25	-2.92
7	Mumbai	Nov '92	Oct '01	
	Population	14,223,505	17,069,993	2.06
	Built-up Area (sq. km)	344.33	450.60	3.05
	Average Density Persons sq./km	41,307.79	37,882.69	-0.96
8	Pune	Dec '92	Nov '99	
	Population	3,508,945	4,041,868	2.06
	Built-up Area (sq. km)	92.54	191.20	11.02
	Average Density Persons sq./km	37,916.96	21,139.08	-8.07
9	Vijayawada (AP)	Nov '90	Oct '00	
	Population	981,395	1,117,042	1.31
	Built-up Area (sq. km)	40.30	62.33	4.47
	Average Density Persons sq./km	24,350.90	17,920.82	-3.03

Source: The Dynamics of Global Urban Expansion: Shlomo Angel and others
Transport and Urban Development Department, the World Bank: September 2005

Table 9
Growth Differentials of Core and Periphery of Metropolitan Cities in India

	<i>Metropolitan Cities</i>	<i>1981-91</i>		<i>1991-2001</i>	
		<i>Core</i>	<i>Periphery</i>	<i>Core</i>	<i>Periphery</i>
A	Declining core; growing periphery				
	Ahmedabad	2.11	2.58	2.00	3.11
	Asansol	3.64	2.23	0.96	3.56
	Coimbatore	1.48	1.79	1.23	2.73
	Delhi	3.59	3.80	3.09	4.18
B.	Growing core; declining periphery				
	Bangalore	0.71	3.36	4.79	3.20
C.	Growing core; growing periphery				
	Agra	2.51*	2.38	3.46	3.32
	Amritsar	1.76	1.76	3.19	3.56
	Dhanbad	2.33	1.73	2.71	2.67
	Indore	2.75	2.90	3.80	3.91
	Jabalpur	1.89	1.60	2.48	2.29
	Jamshedpur	0.50	1.98	2.13	2.84
	Kanpur	2.30	2.53	3.01	2.81
	Patna	1.66	1.80	4.06	4.40
	Pune	2.64	3.88	4.83	4.09
	Rajkot	2.29	3.86	5.47	4.26
	Surat	4.84	4.97	4.85	6.16
D.	Declining core; declining periphery				
	Allahabad	2.52	2.62	2.22	2.18
	Bhopal	4.60	4.60	2.99	3.14
	Chennai	1.59	2.23	0.93	1.70
	Greater Mumbai	1.86	4.22	1.82	2.62
	Hyderabad	3.31	5.20	1.58	2.42
	Kochi	1.27	3.24	0.24	1.73
	Kolkata	0.64	1.72	0.40	1.82
	Lucknow	5.35	4.88	3.12	3.06
	Madurai	1.36	1.80	0.19	0.95
	Meerut	5.19	4.48	3.54	3.18
	Nagpur	2.87	2.44	2.33	2.44
	Nashik	5.91	4.93	4.94	4.62
	Vadodara	3.39	3.65	2.36	2.81
	Varanasi	2.60	2.57	1.70	1.62
	Vijaywada	2.85	3.21	1.62	1.86
	Visakhapatnam	2.85	5.60	2.55	2.30

Sources: Census of India 1981 and 1991, Paper-2, Rural-Urban Distribution, Census of India, 2001.
Source: Handbook of Urbanisation in India

Table 10
Modal Split (Percentages)

	<i>Madras</i>	<i>Bangalore</i>	<i>Delhi</i>	<i>Calcutta</i>
Transit Volume (Million Trips)	3.95	3.33	11.95	9.3
Two Wheeler	7	50	30	-
Three Wheeler	3.8	20	1.7	11
Car	1.5	20	28.3	16
Bus	37.9	5	36.2	-
Suburban Train	4.1	-	-	18
Train	-	-	-	48
Walk	29.5	-	1.6	2
Metro	-	-	-	2
Others	14.2	5	2.8	3

Source: Sivaramakrishnan - Urban Mobility

Table 11
Production of Motor Vehicles in India

(in numbers)

CATEGORY	1998-99	1999-2000	2000-01	2001-02	2002-03	2003-04	%Change Of 2003-04 Over 2002-03
1	2	3	4	5	6	7	8
M&HCVs	80528	112308	88210	90849	120502	166102	37.84
LCVs	55363	61213	63869	55348	83195	109122	31.16
TOTAL COMM. VEHICLES	135891	173521	152079	146197	203697	275224	35.11
CARS	390709	577243	504654	564126	557410	781764	40.25
MULTIUTILITY VEHICLES	113328	124307	125938	123748	165920	206776	24.62
Scooters	1315055	1259423	879707	870213	848434	935319	10.24
Motorcycles	1387286	1794078	2183785	2961906	3876175	4355137	12.36
Mopeds	672167	724510	694974	491525	351612	334494	-4.87
TOTAL TWO WHEELERS	3374508	3778011	3758466	4323644	5076221	5824950	10.81
THREE WHEELERS	209033	205543	203234	212753	276719	340729	23.13
GRAND TOTAL	4223469	4858625	4744371	5370468	6279967	7229443	15.12

Note: M & HCVs = Medium and Heavy Commercial Vehicles

LCVs=Light Commercial Vehicles

Source: Road Transport Year Book, 2003-04

Table 12
Sale of Motor Vehicles in India (Including Exports)

(In numbers)

CATEGORY	1998-99	1999-2000	2000-01	2001-02	2002-03	2003-04	%Change Of 2003-04 Over 2002-03
1	2	3	4	5	6	7	8
M&HCVs	83668	111195	87588	88653	121349	169526	39.70
LCVs	58262	60124	62864	55023	81588	108046	32.43
TOTAL COMM. VEHICLES	139930	171319	150542	143676	202937	277572	36.78
CARS	409951	638815	590647	620581	611754	821534	34.29
MULTIUTILITY VEHICLES	111736	123422	126953	122905	167449	208534	24.54
Scooters	1325868	1253969	901877	874327	858214	938186	9.32
Motorcycles	1395657	1796734	2156032	2950107	3771218	4357746	15.55
Mopeds	681902	726075	687635	494097	362376	333750	-7.90
TOTAL TWO WHEELERS	3403427	3776778	3745544	4318531	4991808	5629682	12.78
THREE WHEELERS	210220	205238	198162	215396	274895	336840	22.53
GRAND TOTAL	4275264	4915572	4811758	5421089	6248843	7274162	16.41

Note: M & HCVs = Medium and Heavy Commercial Vehicles
LCVs=Light Commercial Vehicles

Source: Road Transport Year Book, 2003-04

Table 13
Total Registered Vehicles in Metropolitan Cities of India
as on 31.3.2002 and 31.3.2003
(11 pages)

(in numbers)

Type of Vehicles	AHMEDABAD		BANGALORE		BHOPAL	
	31.3.02	31.3.03	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5	6	7
Transport						
I. Multi-axled/Articulated vehicles	...	...	2612	3412	88	88
II. Trucks & Lorries	8786	8809	23870	25070	4064	4153
III. Light Motor Vehicles (goods)						
a) Four wheelers	4094	4173	17350	18250	1361	1398
b) Three wheelers	5715	6078	2372	3122	2421	2711
Total III	9809	10251	19722	21372	3782	4109
IV. Buses						
a) Stage carriages	...	11598	5324	6434	2552	2585
b) Contract carriages	...	1505	1210	1620	52	52
c) Private Service Vehicles	...	437	2326	3826	...	...
d) Other buses	...	1476	2427	450	...	...
Total IV	14872	15016	11287	12330	2604	2637
V. Taxis						
a) Motor cabs	...	...	8046	9726	1545	1859
b) Maxi cabs	...	...	5924	6524	3851	4248
c) Other taxis	...	...	880	...	...	...
Total V	4639	4845	14850	16250	5396	6107
VI. Light Motor Vehicle (Passenger)						
a) Three seaters	...	...	63670	64420	8658	8849
b) Four to six seaters	...	...	8540	9740	719	717
Total VI	40944	42354	72210	74160	9377	9566
VII. Motor cycles on Hire						
Total Transport I to VII	79050	81275	144551	152594	25311	26660

Type of Vehicles	AHMEDABAD		BANGALORE		BHOPAL	
	31.3.02	31.3.03	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5	6	7
Non-Transport						
VIII. Two wheelers						
a) Scooters	...	...	366115	381268	208106	229177
b) Mopeds	...	...	395210	409410	60553	63345
c) Motor cycles	...	...	492083	534639	*	*
Total VIII	693421	758412	1253408	1325317	268659	292522
IX. Cars	115524	125869	234888	237988	23104	24916
X. Jeeps	9426	10113	6931	7081	3058	3044
XI. Omni buses	...	...	12971	16471	...	...
XII. Tractors	109	109	6847	8847	9278	9512
XIII. Trailers	171	172	6183	7383	3436	3548
XIV. Other vehicles not covered	1645	1784	14499	15249	636	651
Total Non-Transport	820296	896459	1535727	1618336	308171	334193
Grand total (Transport+ Non-Transport)	899346	977734	1680278	1770930	333482	360853

... Not indicated

* Included in scooters

Source: Road Transport Year Book, 2003-04

**Total Registered Motor Vehicles in Metropolitan Cities of India
as on 31.3.2002 and 31.3.2003**

(in numbers)

Type of Vehicles	CHENNAI		COIMBATORE	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Transport				
I. Multiaxled/Articulated vehicles	1752	37395	487	464
II. Trucks & Lorries	22544	37612	7970	10826
III. Light Motor Vehicles (goods)				
a) Four wheelers	4469	42093	2028	2926
b) Three wheelers	1785	11323	898	3489
Total III	6254	53416	2926	6415
IV. Buses				
a) Stage carriages	3701	3822	653	795
b) Contract carriages	207	13714	22	413
c) Private Service Vehicles	651	1550	175	528
d) Other buses	1206	6971	447	1282
Total IV	5765	26057	1297	3018
V. Taxis				
a) Motor cabs	7016	28407	1713	2538
b) Maxi cabs	3857	7370	774	1200
c) Other taxis	249	1058	22	48
Total V	11122	36835	2509	3786
VI. Light Motor Vehicles (Passenger)				
a) Three seaters	38827	45538	...	6385
b) Four to six seaters	200	5527	...	20
Total VI	39027	51065	5371	6405
VII. Motor cycles on Hire				
Total Transport I to VII	86464	242380	20560	30914

Type of Vehicles	CHENNAI		COIMBATORE	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Non-Transport				
VIII. Two wheelers				
a) Scooters	212544	258094	76606	84349
b) Mopeds	436014	450176	180876	191068
c) Motor cycles	362514	557173	105560	201895
Total VIII	1011072	1265443	363042	477312
IX. Cars	234381	320641	52427	56379
X. Jeeps	8450	12097	4039	4213
XI. Omni buses	310	8769	424	303
XII. Tractors	1152	2305	5798	5868
XIII. Trailers	...	11597	...	83
XIV. Other vehicles not covered	13721	31587	2037	2884
Total Non-Transport	1269086	1652439	427767	547042
Grand total(Transport+ Non-Transport)	1355550	1894819	448327	577956

... Not indicated

The increase in the number of contract carriages in Chennai between the years 2002 and 2003 can be attributed to a change in government policy extending licenses to private buses to ply routes previously restricted only to stage carriages.

**Total Registered Motor Vehicles in Metropolitan Cities of India
as on 31.3.2002 and 31.3.2003**

(in numbers)

Type of Vehicles	DELHI		HYDERABAD	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Transport				
I. Multiaxled/Articulated vehicles	...	...	1189	1348
II. Trucks & Lorries	75175	75380	20845	21157
III. Light Motor Vehicles (goods)				
a) Four wheelers	4865	9977	9133	11128
b) Three wheelers	60424	60424	9255	10855
Total III	65289	70401	18388	21983
IV. Buses				
a) Stage carriages	...	...	64	56
b) Contract carriages	...	...	602	701
c) Private Service Vehicles	...	...	1136	1153
d) Other buses	...	...	601	708
Total IV	32478	34795	2403	2618
V. Taxis				
a) Motor cabs	...	382	720	765
b) Maxi cabs	138	212	340	1102
c) Other taxis	20490	22551	3710	2950
Total V	20628	23145	4770	4817
VI. Light Motor Vehicles (Passenger)				
a) Three seaters	...	...	66991	67980
b) Four to six seaters	...	...	3514	4008
Total VI	10999	15567	70505	71988
VII. Motor cycles on Hire				
Total Transport I to VII	204569	219288	118100	123911

Type of Vehicles	DELHI		HYDERABAD	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Non-Transport				
VIII. Two wheelers				
a) Scooters	1877883	1930941	135028	140654
b) Mopeds	67758	68243	277582	289147
c) Motor cycles	408889	518604	517605	562614
Total VIII	2354530	2517788	930215	992415
IX. Cars	1009524	1096148	154365	162489
X. Jeeps	115669	118545	27043	28466
XI. Omni buses	379	4798	9885	10190
XII. Tractors	4771	4808	262	281
XIII. Trailers	99	99	...	...
XIV. Other vehicles not covered	9305	9396	698	786
Total Non-Transport	3494277	3751582	1122468	1194627
Grand total(Transport+ Non-Transport)	3698846	3970870	1240568	1318538

... Not indicated

**Total Registered Motor Vehicles in Metropolitan Cities of India
as on 31.3.2002 and 31.3.2003**

(in numbers)

Type of Vehicles	INDORE		JAIPUR	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Transport				
I. Multiaxled/Articulated vehicles	264	400	...	...
II. Trucks & Lorries	23933	24812	27705	29176
III. Light Motor Vehicles (goods)				
a) Four wheelers	4053	4190	...	...
b) Three wheelers	2543	2746	...	...
Total III	6596	6936	1876	2416
IV. Buses				
a) Stage carriages	3639	3867	...	...
b) Contract carriages	364	364	...	...
c) Private Service Vehicles	...	...	...	...
d) Other buses	...	...	...	...
Total IV	4003	4231	15027	15424
V. Taxis				
a) Motor cabs	1589	1779	...	...
b) Maxi cabs	9557*	10412	...	...
c) Other taxis	...	...	...	...
Total V	11146	12191	6148	7168
VI. Light Motor Vehicles (Passenger)				
a) Three seaters	8788	9528	7256	7815
b) Four to six seaters	658	658	1253	1253
Total VI	9446	10186	8509	9068
VII. Motor cycles on hire	-	-	-	-
Total Transport I to VII	55388	58756	59265	63252

Type of Vehicles	INDORE		JAIPUR	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Non-Transport				
VIII. Two wheelers				
a) Scooters	343863	377292	...	...
b) Mopeds	81231	82839	...	...
c) Motor cycles	*	*	...	...
Total VIII	425094	460131	518530	564419
IX. Cars	45953	49223	69284	77121
X. Jeeps	4278	4305	21630	22621
XI. Omni buses	...	...	...	...
XII. Tractors	10694	10837	21393	21939
XIII. Trailers	7348	7443	2686	2745
XIV. Other vehicles not covered	1633	1658	548	548
Total Non-Transport	495000	533597	634071	689393
Grand total (Transport+ Non-Transport)	550388	592353	693336	752645

... Not indicated

* Included in Scooters

**Total Registered Motor Vehicles in Metropolitan Cities of India
as on 31.3.2002 and 31.3.2003**

(in numbers)

Type of Vehicles	KOLKATA		LUCKNOW	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Transport				
I. Multiaxled/Articulated vehicles	...	...	130	237
II. Trucks & Lorries	...	...	7092	7320
III. Light Motor Vehicles (goods)				
a) Four wheelers	...	...	3619	4088
b) Three wheelers	...	...	1020	1347
Total (Total of I, II & III)	66134	67491	4639	5435
IV. Buses				
a) Stage carriages	...	...	819	547
b) Contract carriages	...	...	35	8
c) Private Service Vehicles	...	...	47	35
d) Other buses	...	...	1994	2769
Total IV	10018	10112	2895	3359
V. Taxis				
a) Motor cabs	...	...	1913	2070
b) Maxi cabs	...	...	1209	948
c) Other taxis	...	...	2283	2346
Total V	34532	35669	5405	5364
VI. Light Motor Vehicles (Passenger)				
a) Three seaters	...	...	823	1153
b) Four to six seaters	...	...	7113	7171
Total VI	14251	15074	7936	8324
VII. Motor cycles on hire	-	-	-	-
Total Transport (I to VII)	124935	128346	28097	30039

Type of Vehicles	KOLKATA		LUCKNOW	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Non-Transport				
VIII. Two wheelers				
a) Scooters	...	...	218749	229878
b) Mopeds	...	...	54909	57845
c) Motor cycles	...	...	168783	203289
Total VIII	353228	374409	442441	491012
IX. Cars	297189	312911	59425	66881
X. Jeeps	(a)	(a)	10803	11185
XI. Omni buses	...	...	...	...
XII. Tractors	4788	4821	11090	11737
XIII. Trailers	(b)	(b)	911	911
XIV. Other vehicles not covered	20921	21043	3006	3029
Total Non-Transport (VIII to XIV)	676126	713184	527676	584755
Grand total (Transport+ Non-Transport)	801061	841530	555773	614794

... Not indicated

(a): Included in cars

(b): Included in tractors

**Total Registered Motor Vehicles in Metropolitan Cities of India
as on 31.3.2002 and 31.3.2003**

(in numbers)

Type of Vehicles	KANPUR		KOCHI	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Transport				
I. Multiaxled/Articulated vehicles	51	57	442	474
II. Trucks & Lorries	7401	8196	5222	5312
III. Light Motor Vehicles (goods)				
a) Four wheelers	1798	2183	7050	7316
b) Three wheelers	545	894	2301	2510
Total III	2343	3077	9351	9826
IV. Buses				
a) Stage carriages	376	420	1151	1317
b) Contract carriages	264	306	2233	2351
c) Private Service Vehicles	...	...	3685	3716
d) Other buses	235	251	5152	5213
Total IV	875	977	12221	12597
V. Taxis				
a) Motor cabs	41	104	7309	7520
b) Maxi cabs	132	169	672	681
c) Other taxis	138	172	1879	1972
Total V	311	445	9860	10173
VI. Light Motor Vehicles (Passenger)				
a) Three seaters	251	529	7388	7690
b) Four to six seaters	2179	2287	637	637
Total VI	2430	2816	8025	8327
VII. Motor cycles on hire	-	-	-	-
Total Transport I to VII	13411	15568	45121	46709

Type of Vehicles	KANPUR		KOCHI	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Non-Transport				
VIII. Two wheelers				
a) Scooters	183450	184515	17652	17652
b) Mopeds	22604	24001	3755	5375
c) Motor cycles	115161	144182	51336	58756
Total VIII	321215	352698	72743	81783
IX. Cars	39541	44094	23943	27630
X. Jeeps	3887	4397	5745	5745
XI. Omni buses	1755	2040	3530	3817
XII. Tractors	3543	4238	393	403
XIII. Trailers	422	425	159	159
XIV. Other vehicles not covered	1181	1192	183	235
Total Non-Transport	371544	409084	106696	119772
Grand total(Transport+ Non-Transport)	384955	424652	151817	166481

... Not indicated

**Total Registered Motor Vehicles in Metropolitan Cities of India
as on 31.3.2002 and 31.3.2003**

(in numbers)

Type of Vehicles 1	LUDHIANA		MADURAI	
	31.3.02 2	31.3.03 3	31.3.02 4	31.3.03 5
Transport				
I. Multiaxled/Articulated vehicles	27	27	170	160
II. Trucks & Lorries	13402	13643	5832	5888
III. Light Motor Vehicles (goods)				
a) Four wheelers	4904	5411	1689	2294
b) Three wheelers	6022	6505	605	565
Total III	10926	11916	2294	2859
IV. Buses				
a) Stage carriages	...	...	1173	1284
b) Contract carriages	...	...	37	40
c) Private Service Vehicles	...	...	91	111
d) Other buses	...	...	500	773
Total IV	1377	1453	1801	2208
V. Taxis				
a) Motor cabs	...	...	1484	1763
b) Maxi cabs	...	...	1343	1740
c) Other taxis	...	...	...	100
Total V	2095	2097	2827	3603
VI. Light Motor Vehicles (Passenger)				
a) Three seaters	...	...	...	7010
b) Four to six seaters	...	...	...	80
Total VI	7374	8206	6361	7090
VII. Motor cycles on hire	-	-	-	-
Total Transport I to VII	35201	37342	19285	21808

Type of Vehicles	LUDHIANA		MADURAI	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Non-Transport				
VIII. Two wheelers				
a) Scooters	400101	431640	36184	43819
b) Mopeds	130297	131355	95945	100265
c) Motor cycles	*	*	71503	89087
Total VIII	530398	562995	203632	233171
IX. Cars	70264	77687	11769	18042
X. Jeeps	3096	3472	780	1200
XI. Omni buses	...	...	97	77
XII. Tractors	45042	45333	3416	3732
XIII. Trailers	311	311	...	1194
XIV. Other vehicles not covered	502	524	1008	2163
Total Non-Transport	649613	690322	220702	259579
Grand total(Transport+ Non-Transport)	684814	727664	239987	281387

... Not indicated

* Included in scooters

**Total Registered Motor Vehicles in Metropolitan Cities of India
as on 31.3.2002 and 31.3.2003**

(in numbers)

Type of Vehicles	MUMBAI		NAGPUR	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Transport				
I. Multiaxled/Articulated vehicles	*	*	*	*
II. Trucks & Lorries	19134	18405	9354	8899
III. Light Motor Vehicles (goods)				
a) Four wheelers	18703	18702	6209	6595
b) Three wheelers	17575	19023	2097	2489
Total III	36278	37725	8306	9084
IV. Buses				
a) Stage carriages	5258	5382	1650	1650
b) Contract carriages	4294	4373	239	239
c) Private Service Vehicles	1353	1494	445	574
d) Other buses	1863	1899	255	283
Total IV	12768	13148	2589	2746
V. Taxis				
a) Motor cabs	...	...	...	...
b) Maxi cabs	...	...	...	...
c) Other taxis	...	...	...	...
Total V	63679	54809	602	711
VI. Light Motor Vehicles (Passenger)				
a) Three seaters	...	...	...	...
b) Four to six seaters	...	...	...	...
Total VI	101829	98527	10932	10186
VII. Motor cycles on hire	-	-	-	-
Total Transport I to VII	233688	222614	31783	31626

Type of Vehicles	MUMBAI		NAGPUR	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Non-Transport				
VIII. Two wheelers				
a) Scooters	211661	221738	138545	142535
b) Mopeds	32542	32515	145637	156390
c) Motor cycles	231149	272855	100201	125454
Total VIII	475352	527108	384383	424379
IX. Cars	326886	341774	26069	29243
X. Jeeps	22560	21081	8585	8957
XI. Omni buses	3971	3950	497	497
XII. Tractors	1382	1392	3475	3555
XIII. Trailers	1100	1065	3716	3780
XIV. Other vehicles not covered	4560	4578	453	543
Total Non-Transport	835811	900948	427178	470954
Grand total(Transport+ Non-Transport)	1069499	1123562	458961	502580

... Not indicated

* Included in Trucks & Lorries

**Total Registered Motor Vehicles in Metropolitan Cities of India
as on 31.3.2002 and 31.3.2003**

(in numbers)

Type of Vehicles	PATNA		PUNE	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Transport				
I. Multiaxled/Articulated vehicles	...	...	*	*
II. Trucks & Lorries	15172	15595	19446	19639
III. Light Motor Vehicles (goods)				
a) Four wheelers	362	...	5926	6825
b) Three wheelers	2625	...	7792	8381
Total III	2987	...	13718	15206
IV. Buses				
a) Stage carriages	2753	...	4454	4380
b) Contract carriages	...	...	1234	1420
c) Private Service Vehicles	...	...	1187	1187
d) Other buses	250	...	603	610
Total IV	3003	4096	7478	7597
V. Taxis				
a) Motor cabs	258	...	...	...
b) Maxi cabs	797	...	...	...
c) Other taxis	1859	...	...	...
Total V	2914	2998	3750	3896
VI. Light Motor Vehicles (Passenger)				
a) Three seaters	...	19376	...	...
b) Four to six seaters	...	12994	...	...
Total VI	15781	32370	44349	44960
VII. Motor cycles on hire	-	-	-	-
Total Transport I to VII	39857	55059	88741	91298

Type of Vehicles	PATNA		PUNE	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Non-Transport				
/III. Two wheelers				
i) Scooters	120897	...	184570	191311
i) Mopeds	1898	...	100201	106505
) Motor cycles	87238	...	206976	219321
total VIII	210033	227572	491747	517137
C. Cars	33878	36651	63489	73520
. Jeeps	12500	...	11232	11426
I. Omni buses	1055	...	612	613
II. Tractors	7760	8143	908	1115
III. Trailers	6438	6609	752	1045
IV. Other vehicles not covered	1280	1589	832	839
total Non-Transport	272944	280564	569572	605695
rand total(Transport+ on-Transport)	312801	335623	658313	696993

Not indicated

Included in Trucks & Lorries

**Total Registered Motor Vehicles in Metropolitan Cities of India
as on 31.3.2002 and 31.3.2003**

(in numbers)

Type of Vehicles	SURAT		VADODARA	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Transport				
I. Multiaxled/Articulated vehicles	...	...	...	...
II. Trucks & Lorries	2872	2982	6346	6438
III. Light Motor Vehicles (goods)				
a) Four wheelers	2513	2723	4687	4729
b) Three wheelers	3397	3452	6188	6256
Total III	5910	6175	10875	10985
IV. Buses				
a) Stage carriages	...	...	...	...
b) Contract carriages	508	524	1398	1716
c) Private Service Vehicles	...	40	...	701
d) Other buses	277	275	1332	354
Total IV	785	839	2730	2771
V. Taxis				
a) Motor cabs	...	...	...	...
b) Maxi cabs	...	...	...	...
c) Other taxis	...	...	...	...
Total V	850	958	4891	5026
VI. Light Motor Vehicles (Passenger)				
a) Three seaters	...	...	...	...
b) Four to six seaters	...	...	...	...
Total VI	27000	30138	25503	26252
VII. Motor cycles on hire	-	-	-	-
Total Transport I to VII	37417	41092	50345	51472

Type of Vehicles	SURAT		VADODARA	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Non-Transport				
VIII. Two wheelers				
a) Scooters	...	...	...	...
b) Mopeds	...	...	...	...
c) Motor cycles	...	...	...	...
Total VIII	487013	535765	395692	429862
IX. Cars	46770	51675	46597	50832
X. Jeeps	3432	3685	6117	6152
XI. Omni buses	...	...	...	...
XII. Tractors	132	145	1568	1582
XIII. Trailers	206	209	3244	3256
XIV. Other vehicles not covered	403	469	2451	2468
Total Non-Transport	537956	591948	455669	494152
Grand total(Transport+ Non-Transport)	575373	633040	506014	545624

... Not indicated

**Total Registered Motor Vehicles in Metropolitan Cities of India
as on 31.3.2002 and 31.3.2003**

(in numbers)

Type of Vehicles	VARANASI		VISAKHAPATNAM	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Transport				
I. Multiaxled/Articulated vehicles	102	239	1186	583
II. Trucks & Lorries	2786	5578	6683	6888
III. Light Motor Vehicles (goods)				
a) Four wheelers	1932	2011	1708	1907
b) Three wheelers	330	255	1668	1764
Total III	2262	2266	3376	3671
IV. Buses				
a) Stage carriages	717	808	126	198
b) Contract carriages	269	273	130	53
c) Private Service Vehicles	...	...	352	311
d) Other buses	...	...	207	272
Total IV	986	1081	815	834
V. Taxis				
a) Motor cabs	...	...	10	7
b) Maxi cabs	...	...	142	477
c) Other taxis	...	...	3737	3455
Total V	493	688	3889	3939
VI. Light Motor Vehicles (Passenger)				
a) Three seaters	...	...	12391	14648
b) Four to six seaters	...	...	2843	3543
Total VI	4016	4972	15234	18191
VII. Motor cycles on hire	-	-	-	-
Total Transport I to VII	10645	14824	31183	34106

Type of Vehicles	VARANASI		VISAKHAPATNAM	
	31.3.02	31.3.03	31.3.02	31.3.03
1	2	3	4	5
Non-Transport				
VIII. Two wheelers				
a) Scooters	240382	253702	47326	49298
b) Mopeds	43387	51022	75819	79809
c) Motor cycles	...	...	178413	197188
Total VIII	283769	304724	301558	326295
IX. Cars	19045	20694	25332	26665
X. Jeeps	2632	2699	1890	2225
XI. Omni buses	...	...	1129	1185
XII. Tractors	20371	20705	2054	2139
XIII. Trailers	1296	1303	46	52
XIV. Other vehicles not covered	957	964	549	624
Total Non-Transport	328070	351089	332558	359185
Grand total(Transport+ Non-Transport)	338715	365913	363741	393291

... Not indicated

Source: Road Transport Year Book 2003-04.

Table 14
Revenue Realised from Motor Vehicles Taxes, Fees etc. for 2002-03
(Rs. in lakhs)

STATES/UTs	Total	Motor Vehicle tax	Commercial vehicle and other fees	Passenger tax	Goods tax	Fines
STATES						
Andhra Pradesh	91869.00	18736.00	6566.00	21823.00	35704.00	9040.00
Arunachal Pradesh	...	...	...	...	...	...
Assam	12881.00	6012.00	1078.00	1430.00	*	4361.00#
Bihar	17754.49	6761.28	3406.25	6662.05	*	924.91
Chhattisgarh	15642.00	11145.00	1348.00	...	...	3149.00
Goa	3871.54	2980.90	367.41	522.69	0.54	...
Gujarat	81180.88	51091.82	7320.69	1019.36	21.72	21727.29
Haryana	11439.20	...	...	...	...	...
Himachal Pradesh	8197.83	...	...	...	...	...
Jammu & Kashmir	3462.06	1955.82	1345.70	160.54	...	...
Jharkhand	...	...	...	...	...	...
Karnataka	69749.71	42715.87	5188.36	...	17617.75	4227.73@
Kerala	49072.04	42098.89	6973.15	...	...	...
Madhya Pradesh	43542.00	7576.00	8190.00	13406.00	14370.00	...
Maharashtra	105853.00	90244.00	140.00	11573.00	...	3896
Manipur	409.06	246.76	84.47	23.37	36.24	18.22
Meghalaya	441.37	234.48	97.43	...	...	109.46
Mizoram	264.35	126.52	137.83	...	...	...
Nagaland	...	...	...	...	...	...
Orissa	25998.22	14675.07	6288.18	...	...	5034.97
Punjab	44370.55	8549.91	5450.37	26675.00	1945.88	1749.39
Rajasthan	64605.27	7579.42	20537.93	16114.62	16360.68	4012.62
Sikkim	234.71	232.96	...	...	...	1.75
Tamilnadu	74934.97	27241.28	17356.81	16884.71	11492.94	1959.23
Tripura	...	...	...	...	...	...
Uttar Pradesh	85093.47	24475.03	23372.64	19135.56	16034.24	2076.00
Uttaranchal	7564.57	2302.21	754.64	2690.32	1635.70	181.70
West Bengal	25072.00	...	...	...	...	...

STATES/UTs	Total	Motor Vehicles tax	Commercial vehicle and other fees	Passenger tax	Goods tax	Fines
UTs						
A & N Islands	...	...	...	...	...	...
Chandigarh	982.07	351.51	552.38	...	...	78.18
D & N Haveli	444.00	99.00	...	...	280.00	65.00
Daman & Diu	655.46	374.77	105.74	135.38	*	39.57
Delhi	3815.49	470.17	743.20	1171.19	1195.85	235.08
Lakshadweep	1.97	...	...	...	...	1.97
Pondicherry	2192.50	...	...	...	...	...

... Not indicated

* Included in Passenger Tax

Includes Rs. 145 lakh of Other Taxes

@ Rs. 55.52 lakhs shown as others also included

** Included in commercial vehicle and other fees

Source: Road Transport Year Book 2003-04

Table 15
Motor Vehicle Taxes and Incidence per Person per Trip for Private and Public Vehicles

	Private		Public
	2-Wheelers	Cars	Buses
Gujarat	Unladen Weight (ULW) of 50	5% of cost	>9 seats=Rs. 840 p.a.+ Rs. 72 per additional seat
Incidence	Rs. 0.17	Rs. 1.25	Rs. 0.04
Maharashtra	7% of cost	4% of cost	Rs. 71 per seat p.a.+17.5% of fare collected
Incidence	Rs. 0.41	Rs. 1.00	N/A
Karnataka	7% of cost or Rs. 2500, whichever higher	7% of cost or Rs. 18000, whichever higher	Rs. 2000 per seat p.a.
Incidence	Rs. 0.42	Rs. 1.75	Rs. 0.83
Tamil Nadu	Rs. 200 p.a.	Rs. 800 p.a.	Rs. 1100 per seat p.a.+ 10% surcharge*
Incidence	Rs. 0.17	Rs. 0.33	Rs. 0.50
West Bengal	Rs. 1800	Rs. 1200 p.a.	>33 seats=Rs. 2475 p.a.+ Rs. 40 per additional seat
Incidence	Rs. 0.30	Rs. 0.50	Rs. 0.03
Uttar Pradesh	Rs. 1500+Rs. 150 p.a.	2.5% of cost or Rs. 5000, whichever higher+ Rs. 5000 p.a.	>36 seats=Rs. 4460 p.a.+ Rs. 180 per additional seat
Incidence	Rs. 0.38	Rs. 0.83	Rs. 0.06
Delhi	Rs. 1220	Rs. 4880	>19 seats=Rs. 1915 p.a.+ Rs. 280 per additional seat
Incidence	Rs. 0.20	Rs. 0.41	Rs. 0.09
Haryana	Rs. 150	Rs. 1500	Rs. 550 per seat p.a. upto max. of Rs. 35,000
Incidence	Rs. 0.03	Rs. 0.13	Rs. 0.23

* Formula applies only to buses on Town Service
NB. Unless mentioned otherwise, all taxes are one-time.

Source: Ministry of Shipping, Road Transport and Highways, *Road Transport Yearbook 2003-2004*.

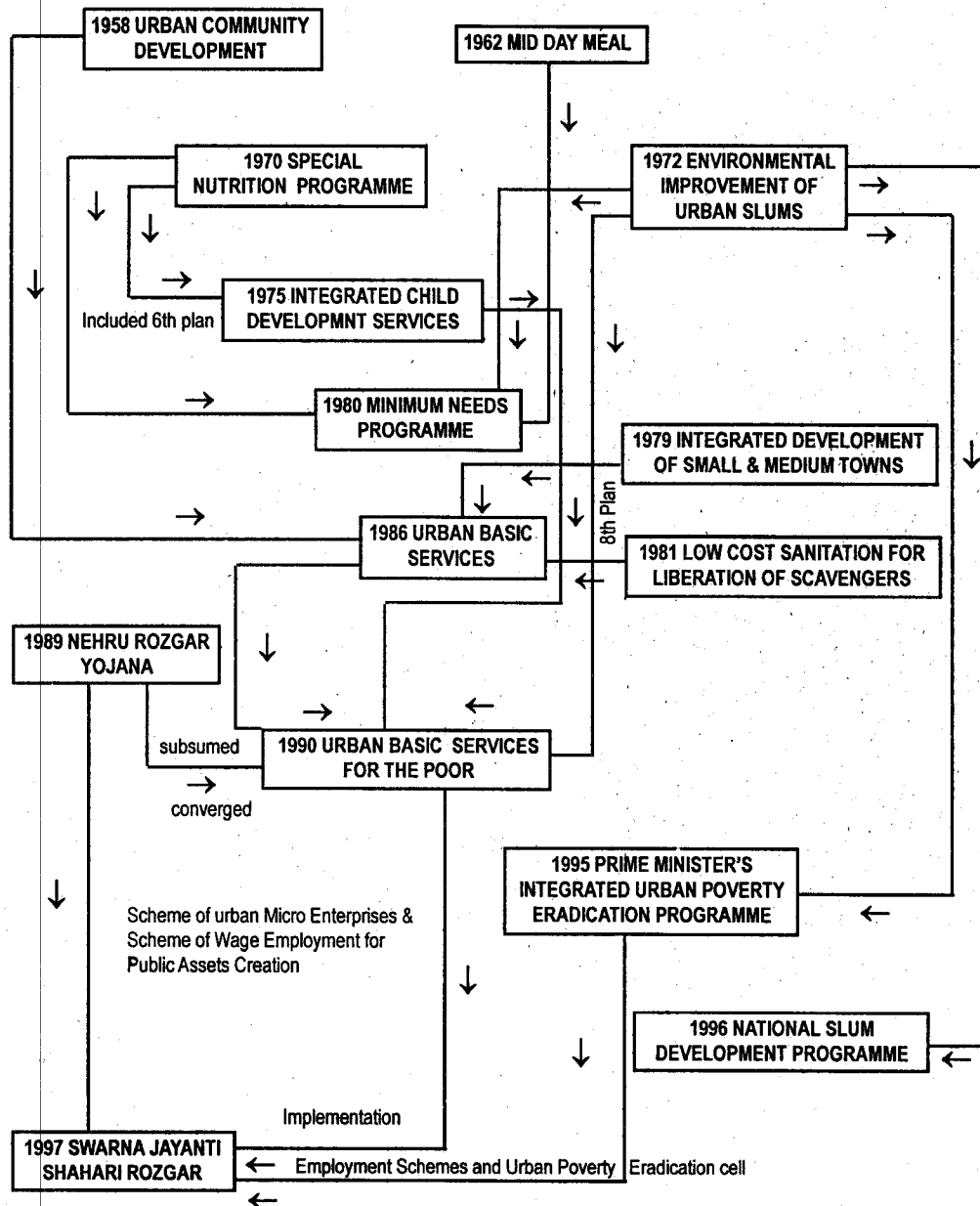
ASSUMPTIONS

Avg. price of two-wheeler = Rs. 35,000. Avg. engine capacity: 70-120cc. Avg. unladen weight: 70-90kg.
Approx. no. of trips per year per two-wheeler = 1200.

All cars are petrol-run. Avg. price of car = Rs.3 lakh. Avg. unladen weight: 800-1200kg.
Approx. no. of trips per year per car = 1200.

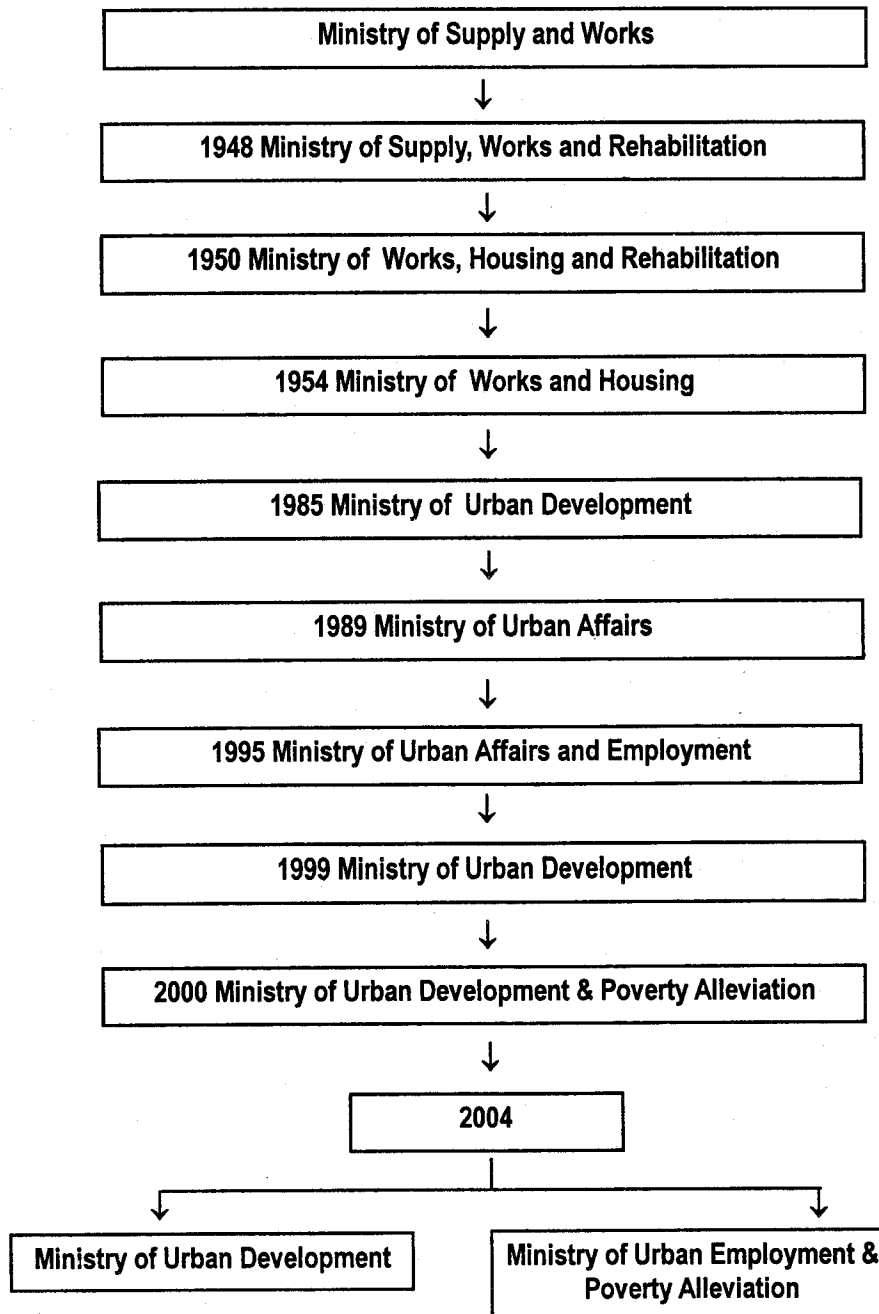
All buses are diesel-run. Avg. passengers per bus = 50. Approx. no. of trips per year per bus = 2400.
Approx. life of a two-wheeler/car = 5 years.

Design and Redesign of Urban Poverty Alleviation Scheme: From UCD to SJSRY



Source: Urban Poverty Alleviation in India - Ramanathan Foundation 2002

The Evolution Or Renaming of a Ministry?



Source: Urban Poverty Alleviation in India - Ramanathan Foundation 2002.

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Papers Relating to The Constitution Amendment

Annexure A1

STATEMENT OF OBJECTS AND REASONS

In many States local bodies have become weak and ineffective on account of a variety of reasons including the failure to hold regular elections, prolonged supersessions and inadequate devolution of powers and functions. As a result, Urban Local Bodies are not able to perform effectively as vibrant democratic units of self-government.

2. Having regard to these inadequacies, it is considered necessary that provisions relating to Urban Local Bodies are incorporated in the Constitution particularly for -

- (i) putting on a firmer footing the relationship between the State Government and the Urban Local Bodies with respect to -
 - (a) the functions and taxation powers; and
 - (b) arrangements for revenue sharing;
- (ii) ensuring regular conduct of elections; .
- (iii) ensuring timely elections in the case of supersession; and
- (iv) providing adequate representation for the weaker sections like Scheduled Castes, Scheduled Tribes and women.

3. Accordingly, it is proposed to add a new Part relating to the Urban Local Bodies in the Constitution to provide for -

- (a) constitution of three types of Municipalities;
 - (i) Nagar Panchayats for areas in transition from a rural area to urban area;
 - (ii) Municipal Councils for smaller urban areas;
 - (iii) municipal Corporations for larger urban areas.

The broad criteria for specifying the said areas is being provided in the proposed article 2430;

(b) composition of Municipalities, which will be decided by the Legislature of a State, having the following features:

- (i) persons to be chosen by direct election;
- ii) representation of Chairpersons of Committees, if any, at ward or other levels in the Municipalities.
- (iii) representation of persons having special knowledge or experience of Municipal Administration in Municipalities (without voting rights);
- (c) election of Chairpersons of a Municipality in the manner specified in the State law;
- (d) constitution of Committees at ward level or other level or levels within the territorial area of a Municipality as may be provided in the State law;
- (e) reservation of seats in every Municipality-
 - (i) for Scheduled Castes and Scheduled Tribes in provision to their population of which not less than one-third shall be for women;
 - (ii) for women which shall not be less than one-third of the total number of seats;
 - (iii) in favour of backward class of citizens if so provided by the Legislature of the State;
 - (iv) for Scheduled Castes, Scheduled Tribes and women in the office of Chairpersons as may be specified in the State law;
- (f) fixed tenure of 5 years for the Municipality and re-election within six months of end of tenure. If a Municipality is dissolved before expiration of its duration, elections to be held within a period of six months of its dissolution;
- (g) devolution by the State Legislature of powers and responsibilities upon the Municipalities with respect to preparation of plans for economic development and social justice, and for the implementation of development schemes as may be required to enable them to function as institutions of self-government.
- (h) levy of taxes and duties by Municipalities, assigning of such taxes and duties to Municipalities by the State Governments and for making grants-in-aid by the State to the Municipalities as may be provided in the State law;
- (i) a Finance Commission to review the finances of the Municipalities and to recommend principles for -
 - (1) determining the taxes which may be assigned by the Municipalities;
 - (2) sharing of taxes between the State and Municipalities;
 - (3) grants-in-aid to the Municipalities from the Consolidated Fund of the State;

(j) audit of accounts of the Municipal Corporations by the Comptroller and Auditor General of India and laying of reports before the Legislature of the State and the Municipal Corporation concerned;

(k) making of law by the State Legislature with respect to elections to the Municipalities to be conducted under the superintendence, direction and control of the chief electoral officer of the State;

(l) application of the provisions of the Bill to any Union Territory or part thereof with such modifications as may be specified by the President;

(m) exempting Scheduled areas referred to in clause (1), and tribal areas referred to in clause (2), of articles 244, from the application of the provisions of the Bill. Extension of provisions of the Bill to such areas may be done by Parliament by law;

(n) disqualifications for membership of a Municipality;

(o) bar of jurisdiction of Courts in matters relating to elections to the Municipalities;

4. The Bill seeks to achieve the aforesaid objectives.

SHEILA KAUL

New Delhi:

The 11th September, 1991.

**Report of the Joint Committee on the
Constitution (Seventy-Third Amendment) Bill, 1991**

1.1 I, the Chairman of the Joint Committee to which the Bill* further to amend the Constitution of India viz., the Constitution (Seventy-third Amendment) Bill, 1991 (Insertion of new Part IX-A and addition of XII Schedule) was referred, having been authorized to submit the Report on their behalf, present this Report.

1.2 The Bill was introduced in the *Lok Sabha* on 16th September, 1991. The motion for reference of the Bill to a Joint Committee of both Houses of Parliament was moved in the *Lok Sabha* by Smt. Sheila Kaul, Cabinet Minister in the Ministry of Urban Development on 20th December, 1991 and was adopted (see *Appendix I*).

1.3 The *Rajya Sabha* concurred in the said motion on 21st December, 1991 (see *Appendix II*).

1.4 The message from *Rajya Sabha* was published in *Lok Sabha Bulletin Part II* on 24th December, 1991.

1.5 The Committee held 13 sittings in all. The first sitting was held on 27th January 1991. At this sitting, the Committee considered their future programme of work and decided to invite memoranda containing comments/suggestions on the provisions of the Constitution (Seventy-third Amendment) Bill, 1991 by 24th February, 1992, from the State Governments/ Union Territory Administrations, Bar Councils/ Bar Associations, Chambers of Commerce and other Organizations, individuals, etc. interested in the subject matter of the Bill for their consideration.

The Committee further decided that a detailed questionnaire on the subject might be prepared by the Ministry of Urban Development which could be forwarded to these organizations, bodies, individuals, etc. to enable them to submit their Memoranda to the Committee.

The Committee further decided to hear oral evidence on the provision of the Bill from interested parties and authorized the Chairman to select parties/ individuals, etc. for the purpose after receipt of memoranda/questionnaires.

Accordingly, a Press Communique inviting memoranda and requests for oral evidence was issued on 28th January, 1992. The Director-General, All India Radio and the Director-General, Doordarshan, New Delhi were also requested to broadcast the contents of the Press Communique from all stations of All India

* Published in the Gazette of India, Extraordinary, Part II, Section 2, dated the 16th September, 1991.

Radio/telecast it from all Doordarshan Kendras on three successive days in English and Hindi and in regional languages.

1.6 As per decision taken by the Committee, a circular letter inviting memoranda containing comments/suggestions on the provisions of the Bill and requests for oral evidence was also issued to the Chief Secretaries of all the State Governments/Union Territory Administrations, Bar Councils/ Associations/ Municipal Corporations/Municipal Committees and individuals, etc.

1.7 At their sitting held on 13th February, 1992, the Committee felt that as the Press Communique did not receive wide publicity as anticipated, in the national and regional languages dailies besides Hindi and English might be issued. Accordingly, an advertisement inviting memoranda was given in National dailies by the Ministry of Urban Development.

The Committee also considered requests received from various Associations/ Organizations, individuals, etc. for extension of time for submission of memoranda on the provisions of the Bill. The Committee, accordingly extended the time for submission of memoranda upto 31st March, 1992.

1.8 40 Memoranda and 36 replies to questionnaire containing comments/ suggestions on provisions of the Bill were received by the Committee from various Associations / Organisations, Chambers of Commerce and individuals, etc. (vide list at *Appendix III & IV*).

1.9 At their sittings held on 31st March, 8th and 22nd April and 6th May, 1992, at Delhi, the Committee took oral evidence of 10 local organizations and individuals. A list of persons who gave evidence before the Committee is at *Appendix V*.

1.10. The following three Sub-Committees formed by the Committee at their sitting held on 22.4.1992, visited different places in the country from 25th May to 2nd June, 1992 and held discussions with the officials of the State Govt., representatives of various organizations and individuals:

Sub-Committee I	:	Calcutta, Guwahati, Shillong, Patna, Lucknow and Shimla.
Sub-Committee II	:	Bhubaneswar, Hyderabad, Madras, Pondicherry, Trivandrum, Cochin and Goa.
Sub-Committee III	:	Jaipur, Ahmedabad, Bhopal, Indore, Bombay and Bangalore.

The Committee also held their sittings on 14th June, 1992 at Port Blair and held discussion with the representatives of the government of Andaman and Nicobar.

1.11 At their sitting held on 19th June, 1992, the Committee decided to constitute a Sub-Committee of six members to consider the Chapter in the Report

of the Committee on Municipal Finance. The Sub-Committee held their sitting on 25th June, 1992 and approved the draft Chapter with slight modifications.

1.12 The Report of the Committee was to be presented to the House by the last day of the first week of the Budget Session, 1992., 28th February 1992. The Committee were granted one extension for presentation of the Report on 28th February, 1992 up to the last day of the first week of the Monsoon Session, 1992, i.e.10th July,1992.

1.13 The Committee considered the Bill Clause-by-Clause at their sittings held on 17th, 18th and 19th June, 1992.

1.14 The Committee decided at their sitting held on 3rd July, 1992 that evidence tendered before them might be printed and laid on the Tables of both the Houses of Parliament.

The Committee further decided that two sets of memoranda containing comments/Suggestions on the provisions of the Bill , received by the Committee might be placed in the Parliament Library, after the report had been presented, for reference by the Members of Parliament.

1.15 The Committee considered and adopted the Report at their sitting held on 3.7.92.

1.16 The observations of the Committee with regard to the principal changes proposed in the Bill are detailed in the succeeding paragraphs.

Article 243P - Definitions

1.17 The Committee have included in the Bill new articles 243ZD and 243ZE relating the District Planning Committee and Metropolitan Planning Committee respectively in which terms "Metropolitan area" and "Panchayat" have been used. The definitions of "Metropolitan area" and "Panchayat" have, therefore, been included in this article as clauses (b) and (e) respectively. Further, the definition of "Municipal area" as given in clause (c) has been slightly modified to link it with article 243Q whereunder the Municipal area for a Nagar Panchayat, a Municipal Council or a Municipal Corporation will be notified by the government of a State. Other clauses in this article have been re-lettered accordingly.

Article 243R - Composition of Municipalities

1.18 The Committee feel that the language of this article should be brought in line with the language of article 243S and the representation of various persons in a Municipality should be included in one clause. This article has been amended accordingly. The existing clause (I) has been omitted and existing clause (2) has been renumbered as clause (1). Existing clauses (3) to (5) have been clubbed in the new clause (2).

1.19 The Committee are of the opinion that there should be representation of Members of Parliament and of the State Legislature in municipalities. Sub-clauses (ii) and (iii) have, therefore, been added to new clause (2) to provide for representation of Members of Parliament and of the State Legislature.

Article 243S - Constitution and Composition of Committees at Ward Level or other levels

1.20 There is growing feeling that in the larger municipal bodies the citizens do not have easy access to the elected representatives since the ward-sizes become very large. The Committee therefore is of the view that within the territorial area of Municipalities having a population of three lakhs or more Wards Committees should be constituted. The details relating to the composition and the territorial area of the Wards Committee and the manner of filling seats in such Committees can be left to the State Legislatures. Further, the Committee feel that a member representing a ward in a Municipality, should be a member of the Wards Committee. The Committee are also of the opinion that where a Wards Committee consists of one ward, the member representing that ward in the Municipality should be the Chairperson of the Wards Committee. However, where a Wards Committee consists of two or more wards, one of the members representing such wards in the Municipality should be elected by the members of the Wards Committee to be its Chairperson. The article 243S has been amended accordingly.

1.21. The Committee also feel that nothing contained in the provisions of this article should prevent the Legislature of a State from making any provision for the constitution of committees in addition to the Wards Committees. A provision has been made in article 243S accordingly.

Article 243T-Application of certain articles of Part IX to Municipalities

1.22 The Committee feel that all the provisions of Part IX relating to Panchayats, which have been made applicable to Part IX-A proposed to be inserted by this Bill should be reproduced in full with suitable modifications. According, article 243D {except the provisos to clause (4)} of Part IX has been incorporated here as article 243T.

1.23 The Committee are of the view that the rotation of reserved seats not be made mandatory and it should be left to the State Governments to rotate such seats. Clauses (1) and (3) of this article have been amended accordingly.

Article 243U - Duration of Municipalities, etc.

1.24 The Committee feel that an election to constitute a Municipality should be completed before the expiry of its duration of five years and if dissolved earlier within six months of its dissolution. However, if the Legislature of a State passes a resolution that due to drought, flood, earthquake or any other natural calamity or emergency, the election cannot be held within the said period of six months, the

election can be postponed but must be held within a period of one year from the date of dissolution of the Municipality . The Committee also feels that an enabling provision may be made for the State Legislatures to provide by law for suspension or dissolution of a Municipality and where a Municipality is suspended or dissolved, it shall be given a reasonable opportunity of being heard by an authority to be consti tuted by such law. In case a Municipality is suspended, such suspension should not affect the continuation of the Wards and other Committees constituted under article 243S. Article 243E of Part IX has accordingly been incorporated as article 243U with suitable amendments to cover the above aspects.

Article 243V - Disqualifications for membership

1.25 The Committee feel that existing sub-clauses (a) to (d) of clause (1) are covered by the provisions of sub-clause (e) which relates to disqualifications for election to the Legislature of the State. Further, the Committee feel that with the advent of education, the level of awareness amongst people in small towns and cities has gone up and a person of the age of twenty-one years is responsible enough to hold a public office. The Committee are, therefore, of the opinion that all persons who have attained the age of twenty-one years should be eligible for election to the Municipalities. The Committee are also of the view that the disputes relating to disqualification should be referred for the decision of such authority and in such manner as a Legislature of a State may, by law, provide. Article 243F of Part IX has accordingly been incorporated as article 243V after omitting sub-clauses (a) to (d) of clause (1) and relettering the existing sub-clauses (e) and (f) as sub-clauses (a) and (b). Other modifications have also been made to cover the above mentioned aspects.

Article 243W - Powers, authority and responsibilities of Municipalities, etc

1.26 The existing article 243V has been renumbered as article 243W without any other changes.

Article 243X - Power to impose taxes by, and Funds of, the Municipalities

1.27 Article 243H of Part IX has been incorporated as article 243X with slight Modifications so as to substitute the expression "Panchayat" by the expression "Municipality".

Article 243Y - Constitution of Finance Commission to review financial position

1.28 Article 243I of Part IX has been incorporated as article 243Y. The changes made in this article have been dealt with in details in Chapter II of this report.

Article 243Z - Form of accounts of Municipal Corporations and Audit of such Corporation

1.29 Existing article 243U has been renumbered as article 243Z without any other change.

Article 243ZA - Powers of Legislature of a State to make provisions with respect to election to Municipalities

1.30 The Bill provides that elections to Municipalities are to be conducted under the supervision, direction and control of the Chief Electoral Officer of the State, who is accountable to and a functionary of, the Chief Election Commissioner so far as conduct of elections to Parliament and State Legislatures is concerned. The Committee feel that it should be left to the Legislature of a State to make provisions with respect to all matters relating to the elections to the Municipalities. Article 243K of Part IX has accordingly been modified and incorporated as article 243ZA.

Article 243ZB - Application to Union Territories

1.31 The Committee feel that the provisions of Part IX-A proposed to be inserted by this Bill, should apply to all Union Territories and that the enabling power of the President, not to apply the said provisions to any Union Territory, should be omitted. The President should only have the power to apply the said provisions to any Union Territory or Part thereof subject to such exceptions and modifications as he may specify by public notification. Article 243L of Part IX has accordingly been modified and incorporation as article 243ZB.

Article 243ZC - Part not to apply to certain areas

1.32 The existing article 243W has been renumbered as article 243ZC. The Committee feel that the power of Parliament to extend the provisions of Part IX-A proposed to be inserted by this Bill to the Scheduled Areas and the tribal areas should be exercised only if the Legislature of the concerned State passed a resolution to that effect. Clause (2) of this article has been amended accordingly.

Article 243ZD - Committee for district planning

1.33 The planning and allocation of resources at the district level for the Panchayati Raj institutions are normally to be decided at the Zilla Parishad. In regard to urban areas, the municipal bodies discharge certain defined functions within their respective areas. However, some important questions may arise which concern the urban rural interface. There is need to take an overall view in regard to development of the district as a whole and decide on allocation of investment between rural and urban institutions. The Committee therefore feel that there should be a provision for constitution of a District Planning Committee in every State at the district level with a view to consolidating the plans prepared by the Panchayats and the Municipalities in the district as a whole. In order to impart a democratic character to such Committees, not less than four-fifths of the total number of members of these Committees should be elected members of the Panchayat at the District level and of the Municipalities in the district in proportion to the ratio between the population of the rural areas and of the urban areas in the district. The other details relating to composition of the said Committees, the manner

of filling the seats therein, the functions relating to district planning to be assigned to such Committees and the manner in which the Chairpersons of such Committees shall be chosen may be left to the State Legislatures keeping in view the local conditions. The District Planning Committee, in preparing the draft development plan, should have regard to matters of common interest between the Panchayats and the Municipalities including spatial planning, sharing of water and physical and natural resources, the integrated development of infrastructure and environmental conservation; the extent and type of available resources whether financial or otherwise. While preparing such draft development plan, the said Committee should also consult such institutions and organization as the State Governments may specify. The Draft Development Plan so prepared shall be forwarded to the State Government concerned by the Chairperson of the Committee. Article 243ZD has been inserted accordingly.

Article 243ZE - Committee for Metropolitan Planning

1.34 There are 23 metropolitan cities in the country where the metropolitan area would encompass not only the main city corporation but also a number of other local bodies, both urban and rural surrounding the main city corporation. By the end of the century, this number may be about 45. These metropolitan areas influence the life and economy of the surrounding areas in several ways. To ensure that there is an orderly development of the fringe area, proper plans for these areas need to be drawn up in association with the plan of the main city. Considerable investments in these cities are also undertaken by Central and State Government agencies. It is necessary to coordinate these investment plans with the developmental plans and requirements of the metropolitan city.

1.35 There is, therefore, need for a suitable planning mechanism which would take care of the interaction between the various local bodies, both rural and urban in such metropolitan areas. At present, the system that is adopted in many metropolises is the creation of a metropolitan development authority. The functions assigned to the metropolitan development authority differ from case to case. In some cases, they are only planning bodies while in some cases they take on executive functions particularly of major schemes. Further, at present, these bodies are not democratic institutions. They are nominated by the Government. While care is taken that there are some representatives on the body from different urban local bodies in the area, the forum is still not a democratic one wherein the opinions of the local bodies in the region can be articulated.

1.36 The Committee therefore feel that there should be a provision for constitution of a Metropolitan Planning Committee to prepare a draft development plan for the Metropolitan area as a whole. In order to impart democratic character to the said Committees not less than two-thirds of the members of such Committees should be elected by and from amongst, the elected members of the municipalities and Chairpersons of the Panchayats in the metropolitan area in proportion to the

ratio between the population of the municipalities and of the Panchayats in that area. The other details relating to composition of the said Committees, the manner of filling the seats therein, the representation in such Committees of Government of India and the Government of the State and other organizations and institutions, the functions relating to planning and coordination for the Metropolitan area to be assigned to such Committees and the manner in which the Chairpersons of such Committees shall be chosen may be left to the State Legislatures. The Metropolitan Planning Committee should, in preparing the draft development plan, have regard to the plans prepared by the Municipalities and the Panchayats in the Metropolitan area, matters of common interest between the Municipalities and the Panchayats including coordinated spatial planning of the area, sharing of water and other physical and natural resources the integrated development of infrastructure and environmental conservation, overall objectives and objectives and priorities set by the Government of India and the Government of the State; the extent and nature of investment likely to be made in the Metropolitan area by agencies of the Government and other available resources whether financial or otherwise. The said Committee should also consult such institutions and organizations as the State Government may specify. The draft development plan so prepared shall be forwarded to the State Government concerned by the Chairperson of the said Committee. Article 243ZE has been inserted accordingly.

Article 243ZF - Continuance of existing laws and Municipalities

1.37 Article 243N of Part IX has been incorporated here as article 243ZF with slight Modifications so as to change the reference to the "Constitution (Seventy-second Amendment) Act, 1992" to "Constitution (Seventy-third Amendment) Act, 1992."

Article 243 ZG - Bar to interference by courts in electoral matters

1.38 Article 243-O of Part IX has been incorporated here as article 243ZG with slight modification to change the reference to article "243K" to article "243ZA".

Clause 3

1.39 The Committee feel that amendment should be made in article 280 relating to Constitution of Central Finance Commission so that the said Commission should make recommendations to the President as to the measures needed to augment the consolidated fund of a State to supplement the resources of the Municipalities in the State on the basis of the recommendations made by the State Finance Commission of the State. Clause 3 has accordingly been inserted in the Bill. The need for this amendment has been explained further in detail in Chapter II of this Report.

Clause 4

1.40 The existing clause 3 has been renumbered as clause 4. The Committee

feel that the Twelfth Schedule proposed to be inserted by clause 4 should also cover subjects relating to protection of the environment; public amenities including street lighting, parking lots, bus stops and public conveniences; regulation of slaughter houses and tanneries. Item 8 of the Twelfth Schedule has been amended accordingly and new items 17 & 18 have been inserted in the said Schedule.

Clause 1 and Enacting Formula

1.41 The amendments made are of formal character.

CHAPTER II

Article 243 and Clause 3

Municipal Finance

2.1 With the increasing pace of urbanization, the municipal bodies responsible for providing a range of services to ensure a healthy environment have been unable to provide these services adequately resulting in growth and proliferation of slums, unplanned colonies, deteriorating civic services virtually culminating in a total urban chaos. It is now almost universally acknowledged that this is primarily on account of the woefully inadequate resources at the disposal of the municipal bodies/ corporations.

2.2 Having regard to this inadequacy, the Bill had made provisions for putting on a firmer footing the relationship between the State Governments and the Urban Local Bodies in regard to functions and taxation powers and the arrangement for revenue sharing. Specifically, Article 243T read with 243H of the Constitution (Seventy-second Amendment) Bill (incorporated as article 243X in the present Bill), make provisions for the legislatures of a State to provide by law the power to various municipalities to levy, collect and appropriate such taxes and duties, tolls and fees in accordance with the procedures and such limits as prescribed. It also provides for assignment of taxes etc. collected by the State Government to the municipalities and for making grants-in-aid by the States to the municipalities. Articles 243T read with Article 243-I of the Constitution (Seventy-second Amendment) Bill (incorporated as article 243Y in this Bill) provides for the constitution of a Finance Commission to review the financial position of the municipalities and to make recommendations in regard to the principles for the distribution of revenues between the States and the municipalities, for the determination of the taxes, duties, etc. which may be assigned to the municipalities, and for grant-in-aid to be given by the State to the municipalities. The Committee, however, feel that these provisions in the Bill are not adequate as discussed in the following paragraphs.

Structure of Municipal Revenue

2.3 Municipal revenue comprises basically internal and external sources of revenue. Among the internal sources tax and non-tax revenue constitute the two components. Tax revenue consists of revenue accruing from property tax*, octroi/entry duty and other taxes such as tax on professions, trade and commerce, pilgrim tax, advertisement tax, etc. while non-tax revenue is made up of user charges, fees

* Includes service taxes such as water tax, sanitation cess, lighting tax, health cess, etc.

and fines, rents and prices from created assets, etc. Among the external sources of revenue are shared revenue and grant-in-aid from the State and the Centre.

2.4 Municipal taxes continue to be the principal source of municipal revenues. As per the sample study of 1986-87 conducted by the National Institute of Urban Affairs, more than 54 *per cent* of revenue accrues from municipal taxes and 13.5 *per cent* from non tax sources. Statewise comparison, however reveal lack of uniformity regarding tax revenue being the major source. Further, revenues from such taxes are gradually declining and not responding to the increasing needs as desired presumably due to these sources being increasing inelastic to the changes in the economy. The shares of tax revenue decreased from 63.6 *per cent* of total municipal. revenue in 1974-75 to 54.8 *per cent* in 1986-87. Information gathered by the Committee during evidence shows that the position may have worsened. Financial transfers from States thus constitute an extremely important source of municipal revenues after tax revenue. As per the study of 1986-87 of the external sources, grants constitute 16.7 *per cent* and shared revenue 5.8 *per cent*. The study has further highlighted that revenue taxes and grants-in-aid vary with the size of the urban centers in a majority of cases. In the States of Jammu & Kashmir (59%), Meghalaya (53%) and Tripura (79%) grants-in-aid are a major source of municipal income.

Resource Gap

2.5 A number of studies conducted a the request of the Finance Commissions and by other Commissions/ Committees have tried to estimate the revenue-expenditure gap that exists. Some of the major studies on municipal bodies which give a fairly vivid picture of the dismal plight of the municipal finances and requirement of resources to discharge even their obligatory functions, are mentioned below

2.6 The Zakaria Committee (1963) estimated that even to maintain civic services at absolute minimum levels the gap between needs and resources was nearly Rs.9 crores annually (maximum levels being defined in terms of per capita expenditure norms at 1960-61 prices). Similarly, the National Institute of Urban Affairs (1983) pointed out that at the level of services existing in 1979-80, municipal bodies need an additional Rs.833 crores per annum for maintenance alone excluding the massive capital investment required for enhancing the quality of services.

2.7 The Task Force on Financing of Urban Development (1983) set up by Planning Commission taking into account the depreciation of existing and new infrastructure, backlog of existing population and expected increment to urban population has estimated the level of investment required for the period 1986-91 to be in the rage of Rs.6,000-10,000 crores and Rs.8,000 crores (at 1980 prices) to be realistic and necessary for meeting urban infrastructure requirement in the country.

2.8 The estimates prepared by the National Institute of Urban Affairs(1989) for the Ninth Finance Commission also pointed out that the 159 municipal bodies* covered in the sample above will alone require an amount of approximately Rs.2,681.4 crores over a period of 5 years corresponding to the period 1990-95, in order to be able to operate and maintain the core services at levels proposed by the Zakaria Committee. This amount is over and above the financial resources that the municipal bodies will mobilize during this period through their own efforts and resources transfer from States at existing levels of taxation and efficiency. The financial needs will however increase to Rs.6,992.6 crores if the municipal bodies choose to raise their spending levels to the levels being maintained by the "better off"+ municipal bodies.

2.9 While there has been continuous growth in the requirements of municipal bodies; there has not been commensurate growth of revenues. According to the Task Force on Financing of Urban Development (1983), the growth of municipal revenue in the past decade was 15 % per annum as compared to 17.5% for the Central and State Governments. Further, there appeared to be a clear decline in the share of tax revenue and growing dependence on grants-in-aid from Government.

2.10 The analysis made by the National Institute of Urban Affairs regarding the transfer of funds from the States to municipal bodies has revealed that the transfer of funds in the form of shared taxes has been playing a much smaller role than grants-in-aid in the overall finance of municipal bodies. Whereas the grant component of municipal income contributed 16% of their income in 1986-87, the State contribution by way of share of taxes was only 6% in the same year.

2.11 The share of municipal governments in total tax revenue of the country have decreased from 8% in 1960-61 to 4.5% in 1980-81 while urban population has increased from 16% of the total to 24% during the same period. The share slumped to 3.4% in 1986-87 as estimated by the National Institute of Urban Affairs based on the analysis of 157 sampled municipal bodies.

Augmentation of Resources

2.12 The estimates of resource gap is a clear pointer to the absolute need for augmenting the financial resource position of the municipal bodies to enable them to discharge their basic responsibilities. Efforts to bridge the gap requires an

* Estimates based on a respondent sample of 159 cities which in terms of numbers constitute about 73 *per cent* of the total number of cities and in terms of population approximately 63 *per cent* of the total population of cities (excluding the 12 metropolises) in the 1 lakh population category (1981).

+ Average of the expenditure levels of the 15 sampled "better off" municipal bodies.

assessment of tax efforts, tax potential and efficiency of fiscal management in the local bodies. While every effort should be made to increase the taxation efforts at the municipality level with a view to tap the full potential, the responsibility for resources for financing urban services cannot be left only to the urban local bodies. Since the urban cities constitute in a big way to the State and the national economy it should also be the responsibility of the Centre as well as the States to dovetail creation and maintenance of urban economic infrastructure with the overall economic development and to share in the financial burden for the creation and maintenance of the urban infrastructure needed to increase urban productivity, provide greater employment opportunities and for improving the quality of life of its citizens.

Towards this end, devolution of resources from Centre to States and States to municipalities is a necessary requirement. The mobilization effort may be three-fold: (a) strengthening of the financial position through better tax collection and management; (b) restructuring the mechanism-of-funds from Central/State Governments to local bodies; and (c) mobilization of additional resources through introduction of new taxes and innovative resource raising mechanism by the municipal bodies.

2.13 Tax and non-tax revenues constitute almost two-thirds of municipal incomes and this is a sphere where greater efforts could yield additional revenue. Though not much variation exists between States in the matter of tax powers entrusted to municipal governments, significant variation exists in the application of tax powers, rate structure of taxes and exemptions granted. While the need for strengthening the tax structure to enable the municipalities to retain their fiscal autonomy is unavoidable, the municipalities will have to provide certain basic civic amenities to citizens who belong economically to different groups irrespective of the per capita tax that is borne. A graded tax structure, therefore, needs to be adopted so that those who are "better off are taxed at a higher rate and the poorer sections of society can at least get the basic civic amenities at rates they can afford.

2.14 The major taxes collected by the municipal bodies include octroi and property tax. Revenue realized from property tax is affected by unrealistic progression of rates, varying exemptions and poor levels of collection. The realization also remains static as almost one-third of the properties located in the cities are exempted from tax. This includes the Central Government properties in view of the provision in Article 285 of the Constitution. Revenue collection can be maximized by periodically monitoring and rationalizing the rates and structure of property taxes and enhancing the service charges being paid in respect of Government properties. The instructions on the subject of service charges to be levied in respect of Central Government properties need to be reviewed and Government may consider reimbursement of an amount equal to the taxes payable on any other property as service charges. The existing instructions also provide for freezing of "capital value" at levels at the time of construction/acquisition and

also protects earlier agreements with some Departments like Railways. This has led to a lack of buoyancy in the service charges. These instructions need to be reviewed and necessary amendments introduced to put this on a basis which is fair to both Government of India and the urban local bodies.

2.15 Also the procedure for valuation of property would require to be based on composite area indices taking into account location, use, building quality and size. Apart from these, improvement in tax collection and phased liquidation of arrears locked up in legal disputes would result in additional revenue.

2.16 Octroi has been a major source of revenue though of late, several States have abolished octroi as imposition of this tax has resulted in undue harassment and leakage of revenue. According to the Task Force on Financing of Urban Development, octroi revenue tends to grow by 16 percent per annum as against slightly under 10 per cent in the case of property tax. Wherever octroi has been abolished the same has been compensated by grants-in-aid. However, the increase in grants-in-aid made to the municipalities has not been adequate to cover the loss due to abolition of octroi. This has somewhat reduced the flexibility of municipal revenue and created dependence on the State. In this context, it may be recalled that the National Institute of Urban Affairs has also observed that the level of services are generally poor in those States where octroi has not been levied. The urban local bodies are generally against any proposal for abolition of octroi since it gives them a substantial and regular (daily) source of income. But at the same time, the irritants in the present procedure for assessment and collection of this tax need to be removed. No attempt seems to have been made legally or administratively to simplify the methods of assessment and collection of octroi with a view to plug leakage and reduce harassment. If the balance of advantage is considered to lie in abolishing octroi, suitable compensatory mechanism, capable of generating resources for the municipalities of the same buoyancy as octroi, should be evolved.

2.17 Revenue collection from other taxes is fairly insignificant and apparently the municipal bodies have not been interested in levying certain taxes despite the provisions in their Municipal Laws. These if levied would definitely generate some additional revenue.

2.18 New sources of revenue could be through levy of special conservancy tax on factories and large business establishments and tax on vacant land. Community participation particularly business participating in the creation and maintenance of social assets, pricing of land being given to industries in backward areas (to cover cost of acquisition, infrastructural development and cost of township development) all need to be explored and tapped to strengthen the existing weak resource base of the municipal bodies. To protect environment in municipalities and towns from the adverse effects of pollution, a growing menace with increasing urbanization, imposition of a pollution tax can be considered.

2.19 Non-tax revenue basically takes the form of fees/duties, rent, user charges etc. Streamlining and simplification of procedure with respect to fees/duties, betterment levy, levy of adequate user charges by the local bodies, proper pricing of existing infrastructure may augment the resource base.

2.20 Besides the above, municipal bodies have to economise on administrative spending and establishment.

2.21 Municipal bodies have not been receiving adequate revenues in respect of taxes having a local base like entertainment tax, motor vehicle tax, real estate registration, etc.

2.22 The system of grants-in-aid prevalent in most States is on ad-hoc basis and the National Commission on Urbanisation has gone on record to say that if the Seventh and Eighth Finance Commissions had laid down principles relating to grants-in-aid to the States out of the Consolidated Fund of India and stated what portion of this should be passed on to urban local bodies and on what basis, the problem would perhaps have been overcome. The National Institute of Urban Affairs has suggested that every State should constitute a Finance Board to lay down the mechanism for devolution of funds to municipal bodies from the Consolidated Fund of the State; periodic review to take into account inflation, population growth and other factors, linking of grants to the resource mobilization efforts of the municipal body, regular flow of grant and equalization on the expenditure side. Also some State Commissions have suggested assigning due weightage to the special problems of each municipal body and bridging of gap between service standards by extending capital funds for implementing projects and recurring nature grants for operational and maintenance purposes.

2.23 Generally plan funds for urban development are spent through State agencies and once the assets are created, the responsibility for their maintenance rests with the municipal bodies. This neither envisages non-plan assistance for State agencies nor assures resources to the municipal authorities creating a gap in resources required for maintenance. Further, non-integration of municipal plans with district and State plans also result in no regular devolution of resources.

2.24 Lack of a mechanism for regular assessment of the fiscal resources gap that arise on account of increasing urbanization also do not ensure sufficient devolution of funds to the local bodies. Additionally, apart from HUDCO, there is no apex financial institution for urban development. The result has been that there is no access to the capital market which is a great handicap.

2.25 The Eighth and Ninth Finance Commissions deliberating on the magnitude of the problem have come to the conclusion that local bodies need support to discharge their ever expanding multifarious responsibilities. The Eighth Finance Commission did not recommend any grants-in-aid for raising the service levels of urban local bodies or make any provisions for dealing with urban

congestion problems of Bombay, Calcutta and Madras as in their view, the Planning Commission was the "appropriate body to deal with these problems." Making a significant departure, the Ninth Finance Commission, however, recommended a one time grant of Rs.50 crores each to the Governments of Maharashtra and West Bengal for environmental improvement of slums and provision of basic amenities in the cities of Bombay and Calcutta.

2.26 Planning Commission commenting on urban services in their Seventh Five year Plan document have stated : The Urban conglomeration by their very nature, need a minimum of basic services for their healthy existence. However, the state of most of our urban areas in this respect is far from satisfactory, in fact in general the picture is extremely bad. Apart from the fact that many of the municipal bodies are moribund.....have undeveloped or eroded tax systems and suffer from lack of capital funds for development". A comprehensive plan for urban development including, inter-alia, revitalization of civic bodies and through going reforms of municipal tax system and administration in general has been recommended by the Planning Commission. The plan document further states, "As the problems created by rapid urbanization are stupendous and have wide-ranging social and political ramifications, there is national concern for checking the deterioration of conditions in our cities and towns. In this context, Central participation and assistance in this vital area is justified".

2.27 While the Eighth Plan has recognized the need for rationalisation of existing tax and non-tax resources of metropolitan cities and the need or devolution of funds from States to the local government, it is unfortunate that there has been no specific recommendation (except for the scheme of IDSMT) in regard to the sharing by Government of India of the responsibility in meeting the financial requirements of urban local bodies.

2.28 It is clear from the foregoing that both the Planning Commission and the Finance Commissions have been seized of the problem of deteriorating urban civic services and the imperative need to strengthen the municipal bodies politically, administratively and financially. Municipal bodies to discharge their obligatory functions will require augmentation of funds. Availability of resources should be both commensurate and elastic keeping pace with their growing needs. Apart from augmenting internal sources, methods need to be devised for enlarging the area of assured devolution and the quantum of assistance that will flow from the Centre to States and from States to the Municipalities.

2.29 The Centre-State fiscal relations are governed by Constitutional provisions. Unfortunately, there is no such Constitutional mechanism at present which provides for a regular assessment of the fiscal resources gap that exists in municipalities on account of the increasing responsibilities thrust upon them by the pace of urbanization and growth of the urban economy, and for putting the devolution of resources to urban local bodies on a rational and firmer footing.

2.30 In view of the position stated above, the Committee endorse the provision in the Bill for the setting up of Finance Commission at the State level. The Committee further are of the opinion that the State Finance Commission proposed in the Bill should also specifically consider the measures needed to improve the financial position of the Municipalities and the extent to which the Consolidated Fund of the State needs to be augmented by assistance from the Government of India to supplement the resources of the Municipalities. The Committee are also of the opinion that the Central Finance Commission should consider measure to augment the Consolidated Fund of a State to supplement the resources of Municipalities in the State on the basis of the recommendations made by the Finance Commission of the State. Article 243Y has accordingly been amended and a new clause (3) added for amendment of Article 280 of the Constitution.

2.31 The Joint Committee recommend that the, Bill, as amended, be passed.

New Delhi
July, 1992

K.P.Singh Deo
Chairman
Joint Committee

**Joint Committee on the Constitution
(Seventy-Third Amendment) Bill, 1991**

(Insertion of New Part IXA and Addition of Twelfth Schedule)

COMPOSITION OF THE COMMITTEE

1.	Shri K.P.Deo	...	Chairman
2.	Shri Pawan Kumar Bansal		Members (Lok Sabha)
3.	Shri Chitta Basu	...	"
4.	Shri Girdhari Lal Bhargava	...	"
5.	Prof. Malini Bhattacharya	...	"
6.	Shri Probin Deka	...	"
7.	Prof. Ashokrao Anandrao Deshmukh	...	"
8.	Shri Dau Dayal Joshi	...	"
9.	Shri Shankarrao D.Kale	...	"
10.	Shri Tarachand Khandelwal	...	"
11.	Kum. Padmasree Kudumula	...	"
12.	Smt. Sumitra Mahajan	...	"
13.	Shri Suraj Mandal	...	"
14.	Shri Yelliah Nandi	..	"
15.	Dr Debi Prosad Pal	...	"
16.	Shri Hari Kewal Prasad	...	"
17.	Shri Ebrahim Sulaiman Sait	...	"
18.	Kumari Selja	...	"
19.	Shri Hari Kishore Singh	...	"
20.	Shri P.C.Thomas	...	"
21.	Shri Mohammed Afzal <i>Alias</i> Meem Afzal	...	Members (Rajya Sabha)
22.	Shri N.E.Balaram	...	"
23.	Shri Radhakrishan Malaviya	...	"

24. Shri Bhaskar Annaji Masodkar	...	"
* 25. Shri Ghulam Rsaool Matto	...	"
26. Shri S.K.T.Ramachandran	...	"
27. Shri Santosh Kumar Sahu	...	"
28. Shri Digvijay Singh	...	"
29. Shri K.N.Singh	...	"
30. Shri S.Viduthalaivirumbi	...	"

+ Ceased to be member on his retirement from Rajya Sabha w.e.f. 4.7.1992.

* Nominated w.e.f. 13.5.1992 *vice* Smt. Bijoya Chakravarty ceased to be member on her retirement from Rajya Sabha.

Minutes of Dissent

I am of the opinion that the creation of a "Twelfth Schedule" containing primarily of entries from List II of the Seventh Schedule is a needless exercise and contains elements contrary to the theory of the basic structure of the Constitution.

If the "Twelfth Schedule" is merely illustrative it is repetitive and overlaps with the List II, and therefore it is likely to create friction between the States and the local bodies. The words mentioned in Clause 243W(a) that the Municipalities would be endowed *with such powers and authority as may be necessary to enable them to function as institutions of self government and the words in Clause 243W(a)(ii) that the performance of functions and the implementation of schemes as may be entrusted to them* would suffice and the apparent redundancy of the "Twelfth Schedule" may be avoided.

In the present over centralized top heavy federal set up; unless the Union gives more powers and financial resources to the States they cry for "devolution" and 'decentralization' would be a cry in wilderness.

New Delhi
July 4, 1992

S.VIDUTHALAI VIRUMBI

APPENDIX - I

(Vide paragraph 1.2 of the Report)

Motion in Lok Sabha for Reference of the Bill to the Joint Committee

"That the Bill further to amend the Constitution of India, viz., the Constitution (Seventy-third Amendment) Bill, 1991 (Insertion of new Part IX-A and addition of Twelfth Schedule) be referred to a Joint Committee of the Houses consisting of 30 members, 20 from this House, namely:-

1. Shri Pawan Kumar Bansal
2. Shri Chitta Basu
3. Shri Girdhari Lal Bhargava
4. Prof. Malini Bhattacharya
5. Shri Probin Deka
6. Shri K.P.Singh Deo
7. Prof. Ashokrao Anandrao Deshmukh
8. Shri Dau Dayal Joshi
9. Shri Shankarrao D.Kale
10. Shri Tarachand Khandelwal
11. Kumari Padmasree Kudumula
12. Smt Sumitra Mahajan
13. Shri Suraj Mandal
14. Shri Yelliah Nandi
15. Dr Debi Prosad Pal
16. Shri Hari Kewal Prasad
17. Shri Ebrahim Sulaiman Sait
18. Kumari Selja
19. Shri Hari Kishore Singh
20. Shri P.C.Thomas

and 10 from Rajya Sabha:

that in order to constitute a sitting of the Joint Committee the quorum shall be one-third of the total number of members of the Joint Committee;

that the Committee shall make a report to this House by the last day of the first week of the Budget Session, 1992. .

that in other respects the Rules of Procedure of this House relating to Parliamentary Committees shall apply with such variation and modifications as the Speaker may make; and

that this House do recommend to Rajya Sabha that Rajya Sabha do join the said Joint Committee and communicate to this House the names of 10 members to be appointed by Rajya Sabha to the Joint Committee”

APPENDIX - II

(Vide paragraph 1.3 of the Report)

Motion in Rajya Sabha for Reference of the Bill to the Joint Committee

“That this House concurs in the recommendations of the Lok Sabha that the Rajya Sabha do join in the Joint Committee of the Houses on the Bill further to amend the Constitution of India and resolves that the following members of the Rajya Sabha be nominated to serve on the said Joint Committee:

- (1) Shri Bhaskar Annaji Masodkar
- (2) Shri K.N. Singh
- (3) Shri S.K.T. Ramachandran
- (4) Shri Santosh Kumar Sahu
- (5) Shri Radhakrishan Malaviya
- (6) Shri Digvijay Singh
- (7) Shri N.E. Balaram
- (8) Smt. Bijoya Chakravorty
- (9) Shri S. Vidhuthalai Virumbi”

APPENDIX - III

(Vide paragraph 1.8 of the Report)

List of Associations, Organisations, Individuals, etc. from whom memoranda were received by the Joint Committee

1. All India Council of Mayors, Delhi
2. Radhasoami Satsang Sabha, Agra
3. Supreme Court Bar Association
4. Government of West Bengal (Department of Municipal Affairs)
5. Director, Municipal Administration, Government of Orissa
6. Indian Ex-services League (Punjab & Haryana), Amritsar District
7. Shri Yelliah Nandi, M.P.
8. Dr. Krishna Chand Shukla, Indore
9. Tarun Bharat Educational and Society Welfare Society (Regd.), Sadar Bazar, Delhi
10. Residence Welfare Association, Rewari
11. Government of Meghalaya (Urban Affairs Department)
12. Shri Anand Prakash Singhal, Lecturer in Law, Meerut College, Meerut (U.P.)
13. Shri R.K. Balasubramanian, Mylapore, Madras
14. Dr. S.R. Sarkar, Calcutta
15. Shri N.S. Pradhan, Cuffe Parade, Bombay
16. Shri Ram Prasad Sharma, Kathua
17. Shri G.M. Patil, Nandadeep, Pune
18. Ministry of Defence, Directorate General, Defence Estates
19. Shri Pratha Kumar Chatterjee, Bimanagar Municipality, Bimanagar
20. Bengal Scheduled Castes & Scheduled Tribes Federation, Calcutta
21. Shri Baburam Verma, Vice President, District Council, Meerut
22. Shri V.J. Hycinth, Councillor, Corporation of Cochin
23. Ch. Satya Prakash, Mayor, Municipal Corporation, Ludhiana

24. Institute of Agricultural Marketing Management and Administration
25. Prof. Narsinhdas K. Vankar
26. Shri A.S. Batgeri, Solapur, Maharashtra
27. Shri Nand Kishore Kumar, Munger, Bihar
28. Ministry of Defence, Government of India
29. National Institute of Urban Affairs, New Delhi
30. Ujire Varthaka Sangha, Ujire
31. Varishth Nagrik Vichar Munch, Indore
32. Rajasthan Kireedar Sangh, Jaipur
33. Jakhura Tobacco Manufacturing Company
34. Shri M.K.G. Pillai, Rongnihong, Assam
35. Ministry of Railways, Government of India
36. Ministry of Surface Transport (Transport Wing), Government of India
37. Shri R.N. Mohapatra, Ex-Member, Central Advisory Board on Social Defence, Bhubaneswar
38. Shri Ghulam Rasool Matto, M.P.
39. M/s Tata Iron and Steel Company Ltd., Jamshedpur
40. Bombay Environment Action Group

APPENDIX - IV

(Vide paragraph 1.8 of the Report)

List of Associations/Organisations, Individuals, etc. from whom Replies of Questionnaire were received by the Joint Committee

1. Indian Institute of Public Administration
2. Town and Country Planning Organisation, Ministry of Urban Development
3. Daman Municipal Council, Daman
4. Regional Centre for Urban & Environmental Studies, All India Institute of Local Self-Government, Bombay
5. All India Institute of Local Self Government, Bombay
6. The Madras Bar Association, Madras
7. The Bar Council of Tamil Nadu
8. Administrator of Daman and Diu
9. Department of Municipal Administration, Government of Assam
10. Supreme Court Bar Association, New Delhi
11. All India Council of Mayors, Delhi
12. Gujarat Nagarpalika Parishad, Anand
13. Regional Centre for Urban and Environmental Studies, Hyderabad
14. Government of Maharashtra, Urban Development Department, Bombay
15. Shri Gulbert J. Nazareth, Nadiad Municipality
16. The Madras Bar Association
17. Shri Anil H. Joshi, Bhuj Municipality
18. Government of Manipur
19. Anand Municipality, Gujarat
20. Shri K.L. Dhanda, Jetpur Municipality
21. Corporation of the City of Gulbarga
22. Government of Pondicherry, Development Department (LA)
23. Office of the Municipal Corporation, Ujjai, M.P.
24. Shri Raj Kumar Agarwal, Bareilly Municipal Corporation, U.P.

25. Nagar Palika Nigam Karyalay, Indore, M.P.
26. The Bar Council of Maharashtra & Goa
27. Shri K.C. Sivaramakrishnan, Vice-President, National Institute of Urban Affairs, New Delhi
28. Malaria Research Centre, Panaji, Goa
29. Shri K. Narayanaswamy, All India Council of Mayors
30. Darbhanga Nagar Nigam
31. Shri Ramesh Singla, Municipal Committee, Ambala City
32. Shri Ganga Dhar Prasad Singh, Muzaffarpur Municipal Corporation, Muzaffarpur, Bihar
33. Shri S.K. Dev, Silchar Municipality, Assam
34. Shri P. Sambasivan Achari, Government of Kerala
35. Shri Adarsh Kumar, Municipal Corporation, Shimla
36. Shri P.L. Punia, Government of Uttar Pradesh, Urban Development Department, Lucknow

APPENDIX - V

(Vide paragraph 1.9 of the report)

List of Witnesses who Tendered Oral Evidence Before the Joint Committee

1. Prof. Abhijit Datta
Indian Institute of Public Administration
New Delhi
2. Shri K. Narayanaswamy
Chairman
All India Council of Mayors
New Delhi
3. Shri D.S. Meshram
Chief Town Planner
Town and Country Planning Organisation
New Delhi
4. Shri K.C. Sivaramakrishnan
Vice-President
National Institute of Urban Affairs
New Delhi
5. Dr. Y.P. Anand
Chairman (Railway Board)
Ministry of Railways
6. Shri K.A. Nambiar
Additional Secretary
Ministry of Defence
7. Shri Vijay Kumar Malhotra
Former Chief Executive Councillor of Delhi
8. Shri R.N. Mohapatra
Ex-Member
Central Advisory Board on Social Defence
Bhubaneswar
9. Shri Jag Parvesh Chandra
Former Chief Executive Councillor of Delhi
10. Shri M.N. Buch
Chairman
National Centre for Human Settlement and Environment
Bhopal

**THE CONSTITUTION
SEVENTY-FOURTH AMENDMENT
ACT 1992
ON MUNICIPALITIES**

**MINISTRY OF URBAN DEVELOPMENT
GOVERNMENT OF INDIA
NEW DELHI**

MINISTRY OF URBAN DEVELOPMENT

NOTIFICATION

New Delhi, the 1st of June, 1993

S.O. 346 (E) -- In exercise of the powers conferred by sub-section (2) of section 1 of the Constitution (Seventy-fourth Amendment) Act, 1992, the Central Government appoints the 1st day of June 1993, as the date on which the said Act shall come into force.

[No. H-11018/10/91-UCD]
K. DHARMARAJAN, Jt. Secy.

THE CONSTITUTION (SEVENTY-FOURTH AMENDMENT)
ACT, 1992

AN ACT

further to amend the Constitution of India

Short title and commencement

BE it enacted by Parliament in the Forty-third Year of the Republic of India as follows--

1. (1) This Act may be called the Constitution (Seventy-fourth Amendment) Act, 1992.

(2) It shall come into force on such date as the Central Government may, by notification in the Official Gazette, appoint

Insertion of new Part IXA

2. After Part IX of the Constitution, the following Part shall be inserted, namely:—

'PART IXA

THE MUNICIPALITIES

Definitions

243P. In this Part, unless the context otherwise requires—

(a) "Committee" means a Committee constituted under article 243S;

(b) "district" means a district in a State;

(c) "Metropolitan area" means an area having a population of ten lakhs or more comprised in one or more districts and consisting of two or more Municipalities or Panchayats or other contiguous areas, specified by the Governor by public notification to be a Metropolitan area for the purposes of this Part;

(d) "Municipal area" means the territorial area of a Municipality as is notified by the Governor;

(e) "Municipality" means an institution of self-government constituted under article 243O;

(f) "panchayat" means a panchayat constituted under article 243B.

(g) "Population" means the population as ascertained at the last preceding census of which the relevant figures have been published.

243Q. (1) There shall be constituted in every State—

**Constitution of
Municipalities**

(a) a Nagar Panchayat (by whatever name called) for a transitional area, that is to say, an area in transition from a rural area to an urban area:

(b) A Municipal Council for a smaller urban area; and

(c) a Municipal Corporation for a larger urban area, in accordance with the provisions of this Part;

Provided that a Municipality under this clause may not be constituted in such urban area or part thereof as the Governor may, having regard to the size of the area and the municipal services being provided or proposed to be provided by an industrial established in that area and such other factors as he may deem fit, by public notification, specify to be an industrial township.

(2) In this article, "a transitional area", "a smaller urban area" or "a larger urban area" means such area as the Governor may, having regard to the population of the area, the density of the population therein, the revenue generated for agricultural activities, the economic importance or such other factors as he may deem fit, specify by public notification for the purposes of this Part.

243R. (1) Save as provided in clause (2), all the seats in a Municipality shall be filled by persons chosen by direct election from the territorial constituencies in the Municipal area and for this purpose each Municipal area shall be divided into territorial constituencies to be known as wards.

**Composition of
Municipalities**

(2) The Legislature of a State may, by law, provide,—

(a) for the representation in a Municipality of—

(i) persons having special knowledge or experience in Municipal administration;

(ii) the members of the House of the People and the members of the Legislative Assembly of the State representing constituencies which comprise wholly or partly the Municipal area;

(iii) the members of the Council of States and the members of the Legislative Council of the State registered as electors within the Municipal area;

(iv) the Chairpersons of the Committees constituted under clause (5) of article 243S:

Provided that the persons referred to in paragraph (i) shall not have the right to vote in the meetings of the Municipality;

(b) the manner of election of the Chairperson of a Municipality.

Constitution and composition of Wards Committees, etc.

243S. (1) There shall be constituted Wards Committees, consisting of one or more wards, within the territorial area of a Municipality having a population of three lakhs or more.

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

- (a) the composition and the territorial area of a Wards Committee;
- (b) the manner in which the seats in a Wards Committee shall be filled.

(3) A member of a Municipality representing a ward within the territorial area of the Wards Committee shall be a member of that Committee.

(4) Where a Wards Committee consists of--

- (a) one ward, the member representing that ward in the Municipality; or
- (b) two or more wards, one of the members representing such wards in the Municipality elected by the Members of the Wards Committee,

shall be the Chairperson of that Committee.

(5) Nothing in this article shall be deemed to prevent the Legislature of a State from making any provision for the constitution of Committees in addition to the Wards Committee.

Reservation of seats

243T. (1) Seats shall be reserved for the Scheduled Castes and the Scheduled Tribes in every Municipality and the number of seats so reserved shall bear, as nearly as may be, the same proportion to the total number of seats to be filled by direct election in that Municipality as the population of the Scheduled Castes in the Municipal area or of the Scheduled

Tribes in the Municipal area bears to the total population of that area and such seats be allotted by rotation to different constituencies in a Municipality.

(2) Not less than one-third of the total number of seats reserved under clause (1) shall be reserved for women belonging to the Scheduled Castes or, as the case may be, the Scheduled Tribes.

(3) Not less than one-third (including the number of seats reserved for women belonging to the Scheduled Castes and the Scheduled Tribes) of the total number of seats to be filled by direct election in every Municipality shall be reserved for women and such seats may be allotted by rotation to different constituencies in a Municipality.

(4) The office of Chairpersons in the Municipalities shall be reserved for the Scheduled Castes, the Scheduled Tribes and women in such manner as the Legislature of a State may, by law, provide

(5) The reservation of seats under clauses (1) and (2) and the reservation of office of Chairpersons (other than the reservation for women) under clause (4) shall cease to have effect on the expiration of the period specified in article 334.

(6) Nothing in this Part shall prevent the Legislature of a State from making any provision for reservation of seats in any Municipality or office of Chairpersons in the Municipalities in favour of backward class of citizens.

243U. (1) Every Municipality, unless sooner dissolved under any law for the time being in force, shall continue for five years from the date appointed for its first meeting and no longer:

**Duration of
Municipalities,
etc.**

Provided that a Municipality shall be given a reasonable opportunity of being heard before its dissolution.

(2) No amendment of any law for the time being in force shall have the effect of causing dissolution of a Municipality at any level, which is functioning immediately before such amendment, till the expiration of its duration specified in clause (1).

(3) An election to constitute a Municipality shall be completed--

(a) before the expiry of its duration specified in clause (1);

(b) before the expiration of a period of six months for the date of its dissolution:

Provided that where the remainder of the period from which the dissolved Municipality would have continued is less than six months, it shall not be necessary to hold any election under this clause for constituting the Municipality for such period.

(4) A Municipality constituted upon the dissolution of Municipality before the expiration of its duration shall continue only for the remainder of the period for which the dissolved Municipality would have continued under clause (1) had it not been so dissolved.

Disqualification for membership

243V. (1) A person shall be disqualified for being chosen as, and for being, a member of a Municipality--

(a) if he is so disqualified by or under any law for the time being in force for the purposes of elections to the Legislature of the State concerned:

Provided that no person shall be disqualified on the ground that he is less than twenty-five years of age, if he has attained the age of twenty-one years;

(b) if he is so disqualified by or under any law made by the Legislature of the State.

(2) If any question arises as to whether a member of a Municipality has become subject to any of the disqualifications mentioned in clause (1), the question shall be referred for the decision of such authority, and in such manner as the Legislature of a State may, by law, provide.

Powers authority and responsibilities of Municipalities, etc.

243W. Subject to the provisions of this Constitution, the Legislature of State may, by law, endow--

(a) The Municipalities with such powers and authority as may be necessary to enable them to function as institutions of self-government and such law may contain provision for the devolution of powers and responsibilities upon Municipalities, subject to such conditions as may be specified therein, with respect to --

(i) the preparation of plans for economic development and social justice;

(ii) the performance of functions and the implementation of schemes as may be entrusted to them including those in relation to the matter listed in the Twelfth Schedule;

(b) the Committees with such powers and authority as may be necessary to enable them to carry out the responsibilities conferred upon them including those in relation to the matters listed in the Twelfth Schedule.

243X. The Legislature of a State may, by law--

**Power to
impose taxes by,
and Funds of, the
Municipalities**

(a) authorise a Municipality to levy, collect and appropriate such taxes, duties tolls and fees in accordance with such procedure and subject to such limits;

(b) assign to a Municipality such taxes, tolls and fees levied and collected by the State Government for such purposes and subject to such conditions and limits;

(c) provide for making such grants-in-aid to the Municipalities from the Consolidated Fund of the State; and

(d) provide for constitution of such Funds for crediting all moneys received, respectively, by or on behalf of the Municipalities and also for the withdrawal of such moneys therefrom,

as may be specified in the law.

243Y. (1) The Finance Commission constituted under article 243-I shall also review the financial position of the Municipalities and make recommendations to the Governor as to--

**Finance
Commission**

(a) the principles which would govern--

(i) the distribution between the State and the Municipalities of the net proceeds of the taxes, duties, tolls and fees leviable by the State, which may be divided between them under this Part and the allocation between the Municipalities at all levels of their respective shares of such proceeds;

(ii) the determination of the taxes, duties, tolls and fees which may be assigned to, or appropriated by, the Municipalities;

(iii) the grants-in-aid to the Municipalities from the Consolidated Fund of the State;

(b) the measures needed to improve the financial position of the Municipalities;

(c) any other matter referred to the Finance Commission by the Governor in the interests of sound finance of the Municipalities.

(2) The Governor shall cause every recommendation made by the Commission under this article together with an explanatory memorandum as to the action taken thereon to be laid before the Legislature of the State.

Audit of accounts of Municipalities

243Z. The Legislature of a State may, by law, make provisions with respect to the maintenance of accounts by the Municipalities and the audit of such accounts.

Elections to the Municipalities

243ZA. (1) The superintendence, direction and control of the preparation of electoral roll for, and the conduct of, all elections to the Municipalities shall be vested in the State Election Commission referred to in article 243K.

(2) Subject to the provisions of this Constitution, the Legislature of a State may, by law, make provision with respect to all matters relating to or in connection with, elections to the Municipalities.

Application to Union Territories

243ZB. The provisions of this Part shall apply to the Union territories and shall, in their application to a Union territory, have effect as if the references to the Governor of a State were references to the Administrator of the Union territory appointed under article 239 and references to the Legislature or the Legislative Assembly of a State were references in relation to a Union territory having a Legislative Assembly, to that Legislative Assembly.

Provided that the President may, by public notification, direct that the provisions of this Part shall apply to any Union territory or part thereof subject to such exceptions and modifications as he may specify in the notification.

243ZC. (1) Nothing in the Part shall apply to the Scheduled Area referred to in clause (1), and the tribal areas referred to in clause (2), of article 244.

Part not to apply to certain areas

(2) Nothing in this Part shall be construed to affect the functions and powers of the Darjeeling Gorkha Hill Council constituted under any law for the time being in force for the hill areas of the district of Darjeeling in the State of West Bengal.

(3) Notwithstanding anything in this Constitution, Parliament may, by law, extend the provisions of this Part to the Scheduled Areas and the tribal areas referred to in clause (1) subject to such exceptions and modifications as may be specified in such law, and no such law shall be deemed to be an amendment of this Constitution for the purposes of article 368.

243ZD. (1) There shall be constituted in every State at the district level a District Planning Committee to consolidate the plans prepared by the Panchayats and the Municipalities in the district and to prepare a draft development plan for the district as a whole.

Committee for district planning

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

(a) the composition of the District Planning Committees;

(b) the manner in which the seats in such Committees shall be filled:

Provided that not less than four-fifths of the total number of members of such Committee shall be elected by, and from amongst, the elected members of the Panchayat at the district level and of the Municipalities in the district in proportion to the ratio between the population of the rural areas and of the urban areas in the district;

(c) the functions relating to district planning which may be assigned to such Committees;

(d) the manner in which the Chairpersons of such Committees shall be chosen.

(3) Every District Planning Committee shall, in preparing the draft development plan, —

(a) have regard to—

(i) matters of common interest between the Panchayats and the Municipalities including spatial planning, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation;

(ii) the extent and type of available resources whether financial or otherwise;

(b) consult such institutions and organisations as the Governor may, by order, specify.

(4) The Chairperson of every District Planning Committee shall forward the development plan, as recommended by such Committee, to the Government of the State.

Committee for
Metropolitan
Planning

243ZE. (1) There shall be constituted in every Metropolitan area a Metropolitan Planning Committee to prepare a draft development plan for the Metropolitan area as a whole.

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

(a) the composition of the Metropolitan Planning Committees;

(b) the manner in which the seats in such Committees shall be filled;

Provided that not less than two-thirds of the members of such Committee shall be elected by, and from amongst, the elected members of the Municipalities and Chairpersons of the Panchayats in the Metropolitan area in proportion to the ratio between the population of the Municipalities and of the Panchayats in the area;

(c) the representation in such Committees of the Government of India and the Government of the State and of such organisations and institutions as may be deemed necessary for carrying out of functions assigned to such Committees;

(d) the functions relating to planning and coordination for the Metropolitan area which may be assigned to such Committees;

(e) the manner in which the Chairpersons of such Committees shall be chosen.

(3) Every Metropolitan Planning Committee shall, in preparing the draft development plan,—

(a) have regard to—

(i) the plans prepared by the Municipalities and the Panchayats in the Metropolitan area;

(ii) matters of common interest between the Municipalities and the Panchayats, including coordinated spatial planning of the area, sharing of water and other physical and natural resources, the integrated development of infrastructure and environmental conservation;

(iii) the overall objectives and priorities set by the Government of India and the Government of the State;

(iv) the extent and nature of investments likely to be made in Metropolitan area by agencies of the Government of India and of the Government of the State and other available resources whether financial or otherwise;

(b) consult such institutions and organisations as the Governor, may, by order, specify.

(4) The Chairperson of every Metropolitan Planning Committee shall forward the development plan, as recommended by such Committee, to the Government of the State.

243ZF. Notwithstanding anything in this Part, any provision of any law relating to municipalities in force in a State immediately before the commencement of the Constitution (Seventy-fourth Amendment) Act, 1992, which is inconsistent with the provisions of this Part, shall continue to be in force until amended or repealed by a competent Legislature or other competent authority or until the expiration of one year from such commencement, whichever is earlier;

**Continuance of
existing laws and
Municipalities**

Provided that all the Municipalities existing immediately before such commencement shall continue till the expiration of their duration, unless sooner dissolved by a resolution passed to that effect by the Legislative Assembly of that State or, in

the case of a State having a Legislative Council, by each House of the Legislature of that State.

Bar to interference by courts in electoral matters

243ZG. Notwithstanding anything in this Constitution--

(a) the validity of any law relating to the delimitation of constituencies or the allotment of seats to such constituencies, made or purporting to be made under article 243ZA shall not be called in question in any court;

(b) no election to any Municipality shall be called in question except by an election petition presented to such authority and in such manner as is provided for by or under any law made by the Legislature of a State;

Amendment of article 280

3. In clause (3) of article 280 of the Constitution, sub-clause (c) shall be lettered as sub-clause (d) and before sub-clause (d) as so relettered, the following sub-clause shall be inserted, namely--

“(c) the measures needed to augment the Consolidated Fund of a State to supplement the resources of the Municipalities in the State on the basis of the recommendations made by the Finance Commission of the State.”

Addition of Twelfth Schedule

4. After the Eleventh Schedule to the Constitution, the following Schedule shall be added, namely:--

**“TWELFTH SCHEDULE
(Article 243W)**

1. Urban planning including town planning.
2. Regulation for economic and social development.
3. Planning for economic and social development.
4. Roads and bridges.
5. Water supply for domestic, industrial and commercial purposes.
6. Public health, sanitation conservancy and solid waste management.
7. Fire services.
8. Urban forestry, protection of the environment and promotion of ecological aspects.

9. Safeguarding the interests of weaker sections of society, including the handicapped and mentally retarded.
10. Slum improvement and upgradation.
11. Urban poverty alleviation.
12. Provision of urban amenities and facilities such as parks, gardens, playgrounds.
13. Promotion of cultural, educational and aesthetic aspects.
14. Burials and burial grounds; cremations, cremation grounds and electric crematoriums.
15. Cattle pounds; prevention of cruelty to animals.
16. Vital statistics including registration of births and deaths.
17. Public amenities including street lighting, parking lots, bus stops and public conveniences.
18. Regulation of slaughter houses and tanneries."

EXTRACT OF ARTICLE 243 I & 243 K FROM CLAUSE 2 OF THE CONSTITUTION (73RD AMENDMENT) ACT, 1992 WHICH ARE REFERRED TO IN THE CONSTITUTION (74TH AMENDMENT) ACT, 1992

243-I. (1) The Governor of a State shall, as soon as may be within one year from the commencement of the Constitution (Seventy-third Amendment) Act, 1992 and thereafter at the expiration of every fifth year, constitute a Finance Commission to review the financial position of the Panchayats and to make recommendations to the Governor as to —

Constitution of Finance Commission to review financial position

- (a) the principles which should govern —
 - (i) the distribution between the State and the Panchayats of the net proceeds of the taxes, duties, tolls and fees leviable by the State, which may be divided between them under this Part and the allocation between the Panchayats at all levels of their respective shares of such proceeds;
 - (ii) the determination of the taxes, duties, tolls and fees which may be assigned to, or appropriated by, the Panchayats;

(iii) the grants-in-aid to the Panchayats from the Consolidated Fund of the State;

(b) the measures needed to improve the financial position of the Panchayats;

(c) any other matter referred to the Finance Commission by the Governor in the interests of sound finance of the Panchayats.

(2) The Legislature of a State may, by law, provide for the composition of the Commission, the qualifications which shall be requisite for appointment as members thereof and the manner in which they shall be selected.

(3) The Commission shall determine their procedure and shall have such powers in the performance of their functions as the Legislature of the State may, by law, confer on them.

(4) The Governor shall cause every recommendation made by the Commission under this article together with an explanatory memorandum as to the action taken thereon to be laid before the Legislature of the State.

243K (1) The superintendence, direction and control of the preparation of electoral rolls for, and the conduct of, all elections to the Panchayats shall be vested in a State Election Commission consisting of a State Election Commissioner to be appointed by the Governor.

Elections to the
Panchayats

(2) Subject to the provisions of any law made by the Legislature of a State, the conditions of service and tenure of office of the State Election Commissioner shall be such as the Governor may by rule determine;

Provided that the State Election Commissioner shall not be removed from his office except in like manner and on the like grounds as Judge of a High Court and the conditions of service of the State Election Commissioner shall not be varied to his disadvantage after his appointment.

(3) The Governor of a State shall, when so requested by the State Election Commission, make available to the State Election Commission such staff as may be necessary for the discharge of the functions conferred on the State Election Commission by Clause (1).

(4) Subject to the provisions of this Constitution, the Legislature of a State may, by law, make provision with respect to all matters relating to, or in connection with elections to the Panchayats.