

# Challenges of Megacity Regions

Multiplicity in various aspects

# Aspects of Multiplicity

- Administrative
  - Regions contain multiple jurisdictions governed by different local bodies (urban and rural)
- Legislative
  - Institutions in regions are governed by different legislations and hence have different mandates, functions and powers
  - Also laws for function-specific bodies
- Providers and Regulators
  - Variations across cities and sectors
- Planning organisations
  - Planning Authority
  - Land Revenue Authority
  - Special Development Authorities
  - Industrial Infrastructure Corporations
  - Slum Clearance Authorities
  - Housing Boards
- Territorialities
  - Special Planning Authorities
  - Special Economic Zones



# Competing Demands for Land

## Purpose of land management

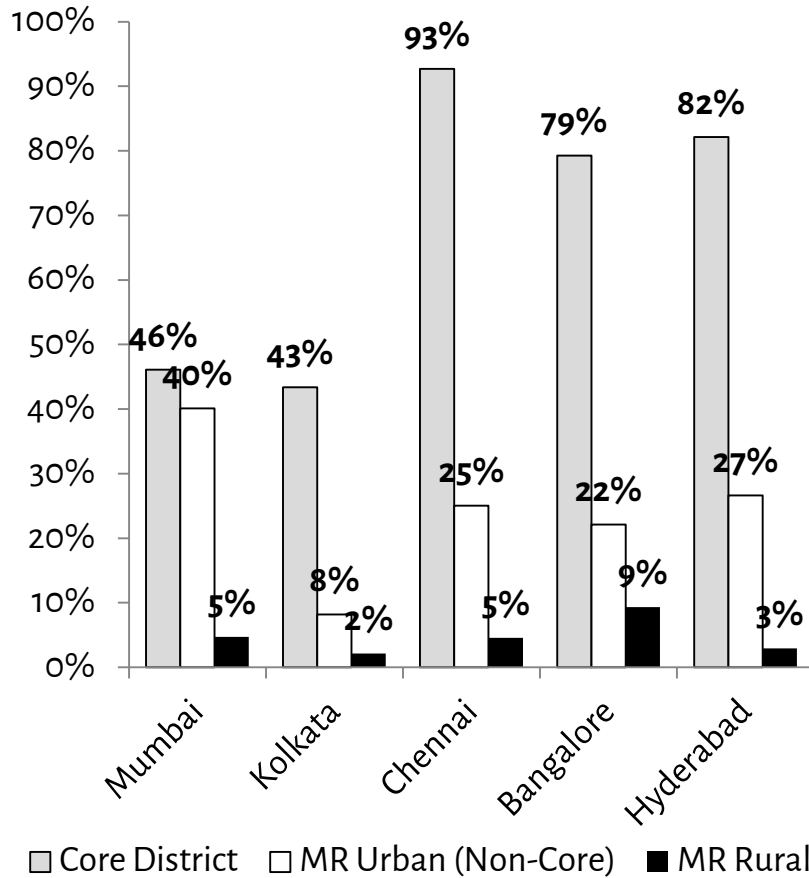
- Protection of the urban core
- Expansion of Urban area
- Liberalization of land markets
- Flexible planning regimes
  - Perceived to be too rigid and 'bypasses' are created
    - Planning for special zones, and SEZs, TDRs, (CEPACs)
- Revenue source
  - Land monetization
  - Who realizes the value of land?

## Competing Demands

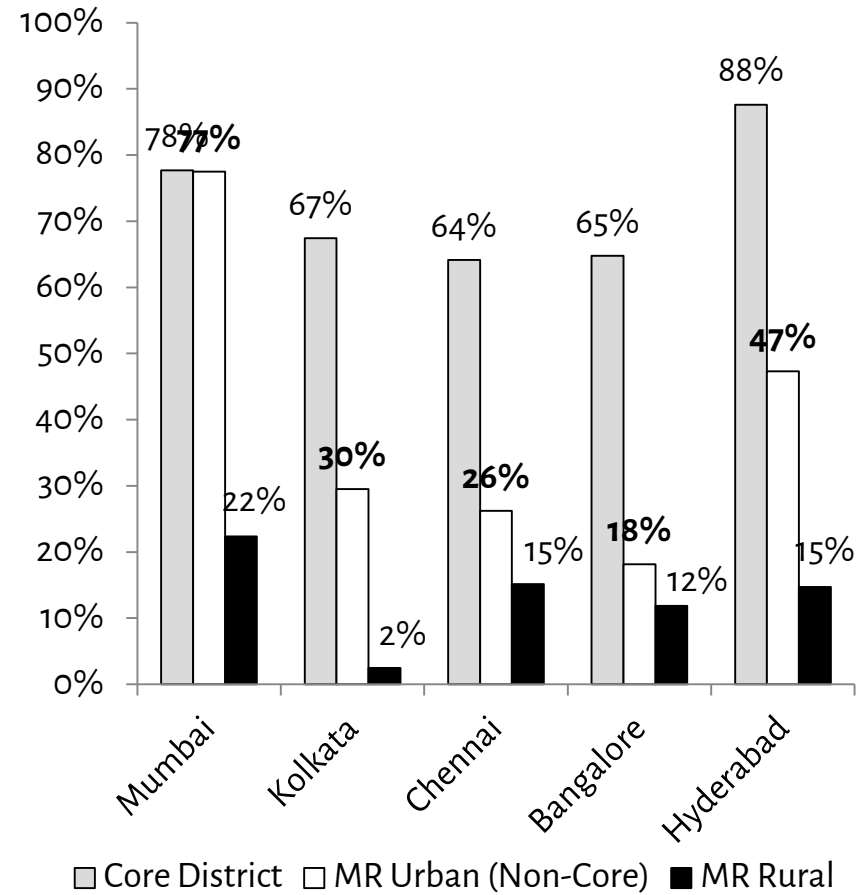
- Land for public infrastructure
- Increasing demand for housing
- Land Values and Urban Redevelopment
- Increasing demand for premium commercial real estate for advanced producer services
- SEZs in metropolitan region

# Spatial Inequity in Access

## Piped Sewerage



## Treated Tap Water



# Responses

- City Development Authorities
  - Territorial vision
  - Planned development
  - Financial self reliance
  - Functional independence
  - Professional approach
- Regional Development Authorities
  - Composition
    - Too little local politics?
- Boundary Expansion
- Special Purpose Agencies
- Inter-municipal arrangements
  - Agency of municipality
  - STEM
- Multi-municipal arrangements
  - Top-down?



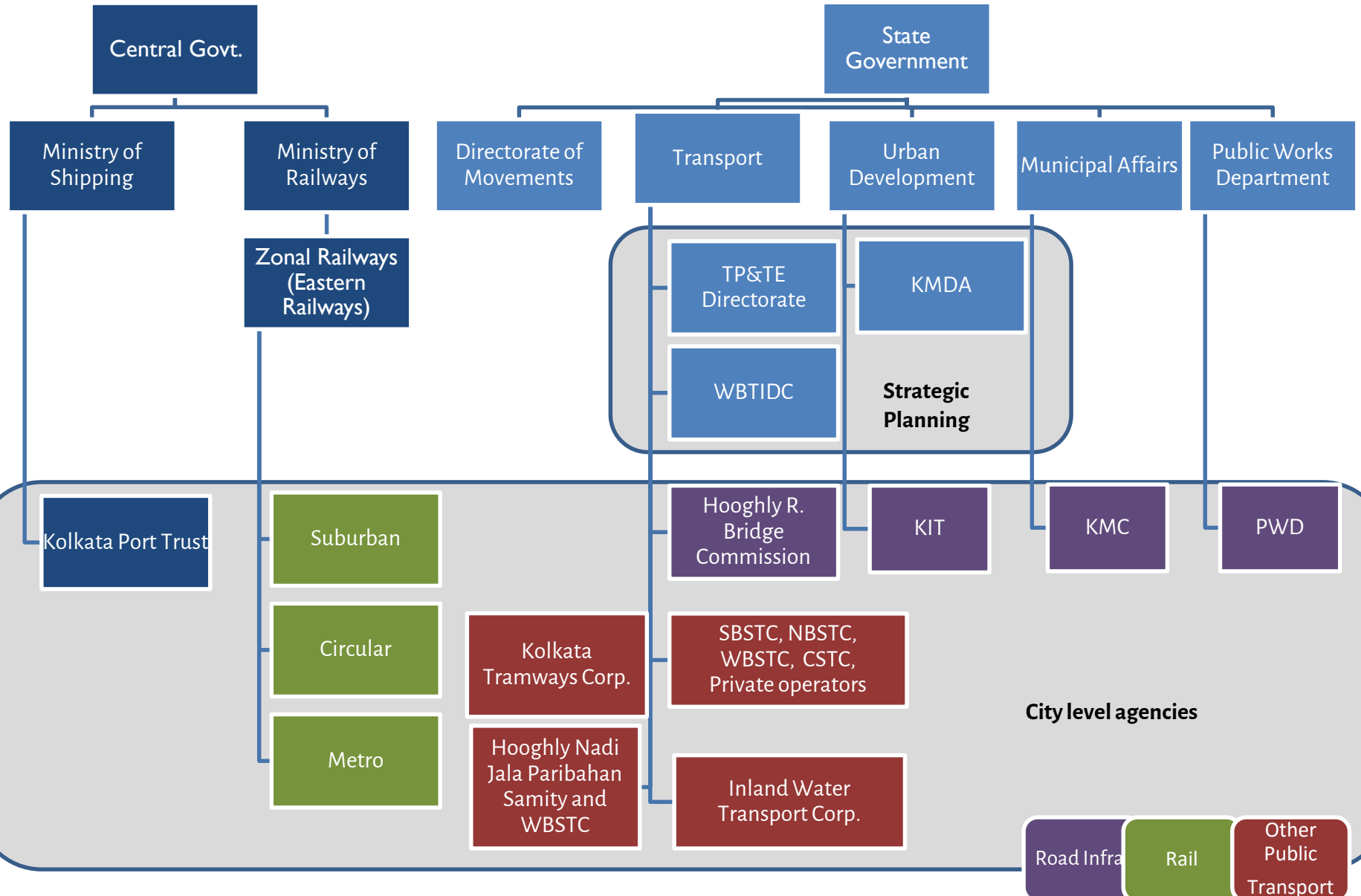
# Special Purpose Agencies

## Sector-specific “Metropolitan” Institutions

<b>MR</b>	<b>Key utilities for water/ sewerage/ transport</b>
<b>Mumbai</b>	Transport – Unified Transport Committee/ UMTA under MMRDA constituted in 2008
<b>Kolkata</b>	Water and sewage – KMWSA responsible for planning and implementing of infrastructure for water source procurement and sanitation (but is today controlled by KMDA)
<b>Bengaluru</b>	Water and Sewerage – BWSSB ‘s jurisdiction to be expanded to MR (Kasturirangan Committee) Transport– KSTRC, BMTC, Metrorail,
<b>Hyderabad</b>	HMWSSB – for water and sewerage management Transport – Unified Transport Committee/ UMTA (2008)
<b>Chennai</b>	CMWSSB – for water and sewerage management CUMTA – for transport planning and management

## Not truly Metropolitan in coverage

# Multiplicity of Transport Institutions in Kolkata



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A construction site is never a tidy place



# Detailed Information

# Aspects of Multiplicity

# Administrative Multiplicity

- Regions contain multiple jurisdictions governed by different local bodies (urban and rural)

		Urban Administration			Rural Administration		Others
Region	District	Municipal Corp.	Municipality	Town Panchayat	Census Town*	Village	SEZs
Mumbai	4	8	9	0	35	964	4 (9)
Kolkata	6	3	38	0	80	492	6(10)
Chennai	3	1	16	20	11	214	22
Bengaluru	3	1	10	0	18	2511	14 (33)
Hyderabad	5	1	2	0	9	847	22(59)

\* Census Towns are a statistical classification by the RGI (Census)

# Multiplicity of Legislation

- Institutions in regions are governed by different legislations and hence have different mandates, functions and powers
- Also laws for function-specific bodies

Typical legislations	Authorities involved
Town and Country/Region Planning Acts	Local Planning Authorities, CMDA , KMDA
Metropolitan Development Authorities Acts	MMRDA, BMRDA, HMDA
Specific Acts for Municipal Corporations	Mumbai, Bengaluru, Chennai, Kolkata and Hyderabad
State Acts for urban areas	Other municipal corporations/ municipalities/municipal councils
State Panchayati Raj Acts	District, Taluk and Village Panchayats
Industrial promotion, SEZ, CRZ, Environmental regulation	Different Union and State departments, agencies

# Multiple Providers and Regulators

Service	Examples from different regions
<b>Water supply and Sanitation</b>	<p><b>Mumbai:</b> Local bodies, Maharashtra Jeevan Pradhikaran (MJP)</p> <p><b>Kolkata:</b> KMWSA, Local bodies</p> <p><b>Chennai:</b> CMWSSB, TWAD</p> <p><b>Bengaluru:</b> BWSSB, KUWSDB, Local Bodies</p> <p><b>Hyderabad:</b> HMWSSB, Local bodies</p>
<b>Transport</b>	<p><b>Mumbai:</b> Local bodies (BEST), Western and Central Railways, MPT, JNPT, AAI (GVK), State Transport Authority (STA)</p> <p><b>Kolkata:</b> WBTIDC, KTC, SBSTC, CSTC, WBSTC, KMRC, Metro Railway, Eastern Railways, South Eastern Railways, KPT, HNJPS, IWTC, AAI, STA</p> <p><b>Bengaluru:</b> BMTC, BMRCL, KSRTC, AAI (GVK), STA</p> <p><b>Hyderabad:</b> APSRTC, South Central Railway, HMRL, AAI (GVK)</p> <p><b>Chennai:</b> MTC, Southern Railway, CMRL, STA, CPT, AAI,</p>
<b>Power</b>	<p><b>Mumbai:</b> Reliance Power, Tata Power, MPDCL</p> <p><b>Kolkata:</b> CESC, WBSEDCL</p> <p><b>Chennai:</b> TNEB</p> <p><b>Bengaluru:</b> BESCOM</p> <p><b>Hyderabad:</b> APCPDCL</p>

# Multiplicity in Planning

Region	Planning Authority	Land Revenue Authority	Special Development Authorities	Industrial Infrastructure Corporations	Slum Clearance Authorities	Housing Boards
<b>MMR</b>	12 ULBs	Revenue Department/ Deputy Commissioner	MMRDA, CIDCO, NTDAs, MHADA. Slum Rehabilitation Authority (SRA)	MIDC	i) Mumbai Slum Improvement Board ii) Slum Rehabilitation Authority	i) Maharashtra Housing Area Development Authority ii) Mumbai Building Repairs and Reconstruction Board
<b>KMA</b>	KMDA	Revenue Department/ Deputy Commissioner	HIDCO*	Nabadiganta	KSIT	West Bengal Housing Board
<b>CMA</b>	CMDA	Revenue Department/ Deputy Commissioner		TIDCO, SIPCOT	TNSCB	Tamil Nadu Housing Board
<b>BMR</b>	BDA BMRDA	Revenue Department/ Deputy Commissioner	BMICPT , Ramanagaram- Channapatnam UDA, Anekal PA, Neelmangala PA, Kanakapura PA, Magadi PA, Hosakote PA, BIAPA	KIADB	KSDB	Karnataka Housing Board
<b>HMR</b>	HMDA	Revenue Department/ Deputy Commissioner		APIIC		AP Housing Board

# Multiple Territorialities

## Special Planning Authorities

- Industrial development authorities have been designated as planning bodies in some states, e.g., Industrial Area Local Authority in Andhra Pradesh
- Special Townships in Maharashtra
- In some instances, private industrial townships have come under local government

## Special Economic Zones (SEZs)

- The Union government has advised that SEZs be treated as Industrial Townships outside the 74th CAA regime under proviso 243Q(1)
  - 68 of 158 operational SEZs in the five megacity regions studied
  - In some states, Industrial development agencies have been authorized to function as the local planning authority
  - SEZs in Gujarat are run by a body with one representative each of the private developer, State and Union governments

# Land in the Region: Increasing Importance

- Purpose of land management
  - Protect the urban core
    - Green Belt
  - Expand Urbanisable area
    - Expansion of the area under control of the Development Authority
  - Liberalization of land markets
  - Revenue source
- Extensive urbanization in the metropolitan region
- Land monetization
- Existing planning regimes are perceived to be too rigid and ‘bypasses’ are created
  - Planning for special zones, and SEZs, TDRs
- Value realized not necessarily earmarked for the region



# Competing Demands

- Land Values and Urban Redevelopment
  - Reuse of industrial land
    - Girangaon mills area in Mumbai
  - Slum Clearance and Redevelopment
    - Kannaginagar in Chennai
  - Waterfront and Wetlands
    - Development in Kolkata around Ramsar wetlands
- SEZs in metropolitan region
- Land for public infrastructure
  - Landfill
  - Watershed
  - Transportation
- Increasing demand for housing
  - Low income settlements
  - High income developments
- Increasing demand for premium commercial real estate for advanced producer services

# Responses by *Megacity* Regions

# Development Authorities (DAs)

- DAs begin with
  - Territorial vision
  - Planned development
  - Financial self reliance
  - Functional independence
  - Professional approach
- Responding to all three challenges, i.e., multiplicity, land management and inequity
- Tasked with regional planning and urban planning and development
- Possible conflicts of interest, resources between metro-wide planning and urban development projects
- But, they get diverted and derailed *en route*
  - Preoccupation with master planning, but...
    - Delay and conflicts in enforcement,
    - Periodical amnesty programmes for violators by state governments
    - High profile projects override plan
  - Preoccupation with projects
    - Planners become plotters, builders

# Regional Development Authorities

## A Larger Version

<b>Regions</b>	<b>Regional Authorities</b>
Mumbai	MMRDA – exclusively for metropolitan regional planning (some restrictions in BMC)
Kolkata	KMDA – has a metropolitan development agenda
Chennai	CMDA – expansion of jurisdiction and mandate?
Bengaluru	BMRDA – for metropolitan regional development; BDA with a different jurisdiction is for urban development
Hyderabad	HMDA – expanded scope of metropolitan development, resource mobilization

# Composition of MDA Boards

Region	Act	Chairperson	Political Representatives	Officials
<b>MMRDA</b>	MMRDA Act 1974	Minister of Urban Development	11	6
<b>KMDA</b>	WBT & CP Act 1979	Minister of Urban Development (until recently it was the Chief Minister)	9	5
<b>CMDA</b>	TNTCP Act 1971	Housing & Urban Development Minister *	8	14
<b>BMRDA</b>	BMRDA Act 1985	Chief Minister	11	18**
<b>HMDA</b>	HMDA Act 2008	Chief Minister	11	16***

Dominated by officials, MDAs become extension of State Departments

\*Not specified in enabling legislation.

\*\* Excluding 4 members to be nominated by government representing SC ST Women & Labour

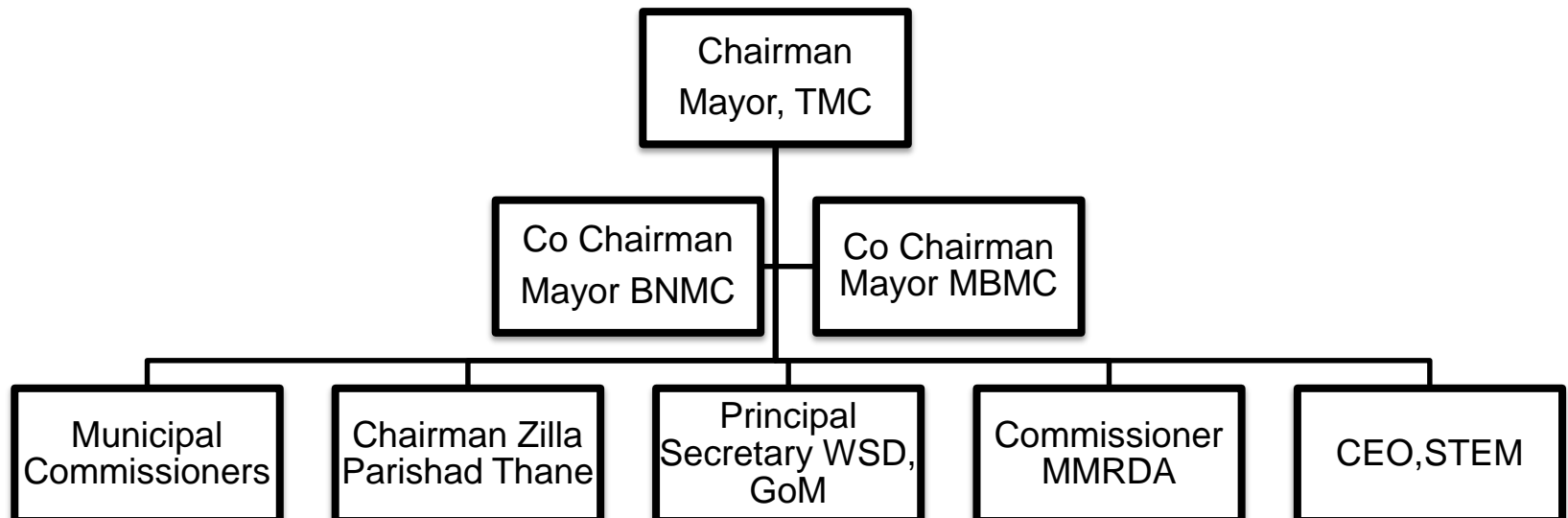
\*\*\* Excluding a member from MPC nominated by government

# Boundary Expansion

MR	Core-city expansion	Expansion of Region
<b>Bengaluru</b>	<b>2007:</b> BBMP constituted after merging 8 municipalities and 100 villages; area increased from 226 sq.km. to 800 sq.km.	<b>1976:</b> The Bengaluru Development Authority (BDA) created, planning area extended from 500 to 1279 sq.km. <b>1985:</b> The BMRDA created, planning area extended to 8005 sq km
<b>Chennai</b>	<b>2010:</b> Chennai MC expanded by merging 9 municipalities, 8 TPs and 25 Panchayats; area expanded from 174 sq km to 430 sq km	Expansion proposal from the current 1189 sq km, to include substantial parts of Thiruvallore and Kancheepuram districts, up to an area of 8000 sq km.
<b>Hyderabad</b>	<b>2007</b> GHMC formed by merging 12 surrounding municipalities; area expanded from 172 to 625 sq.km.	<b>2008:</b> HMDA was formed by merging 4 planning authorities. HMR covers an area of 7,100 sq.km.
<b>Kolkata</b>	<b>1984:</b> three municipalities incorporated to KMC, increasing area from 104 to 185.23 sq km.	<b>2009:</b> Expansion of KMA from 1855 to 1886.67 sq km
<b>Mumbai</b>	No change in Greater Mumbai; 6 additional Municipal Corporations formed.	No change in overall boundary (4354.36 sq km since 1975)

# Inter-Municipal Arrangement

- Mumbai MR:
  - Regional Bulk Transmission Scheme (STEM) serves 3 Municipal Corporations and 34 villages in Thane district (MJP Scheme)
    - A Joint Committee of the three ULBs took over the assets (Water Works) from MJP
    - STEM was registered as a company under the Companies act and recovers costs of operation from sale of bulk water, as metered at the points of supply.



# Multi-Municipal Arrangements

## Chennai MR

- Regional SWM facility in Chennai – Alandur, Pallavaram and Tambaram municipalities have come together for solid waste management
- ULBs acquired a 50 acre site from State Revenue Department
- **One of the municipalities, Pallavaram was designated as the nodal ULB for planning, construction, O&M**
- ULBs to undertake source segregation, collection and transportation
- Involvement of Private operator for developing and operating regional facility

## Kolkata MR

- SWM Project for 10 Municipal Towns to shift from unscientific dumping to integrated solid waste management
  - Bansberia, Hooghly Chinsurah, Bally, Budge Budge, Rajpur- Sonarpur, Rajarhat-Gopalpur, North Barrackpore, Garulia, Barrackpore and Kamarhati

### KMDA to implement

- Equipment for primary and secondary collection, storage and transportation
- Treatment and recycling of waste through Vermi Compost, Sanitary Land Fill
- Public Awareness Campaign etc.