

Appendix – I

Summary of Recommendations of National Commission on Urbanization

Dimensions of Urbanization

1. The urban centres which can generate economic momentum and require priority in development have been identified. They include National Priority Cities (NPCs), State Priority Cities (SPCs), Spatial Priority Urbanization Regions (BPURs) and the small towns which serve the rural hinterland. From the 8th Plan onwards the fullest support must be given to the development of the identified growth centres.
2. The Process of urbanization can and must be used to improve agricultural performance and create localized employment opportunities.
3. Population control measures must be made really effective in both urban and rural areas in order to stabilize the urban situation.

Land

4. Since the most disastrous feature of Indian urbanization has been the failure to anticipate the rising demand for urbanized land, a key resource of urban planning, the supply of such land should be given the topmost priority.
5. A Settlement survey of India should be established at national level and a Directorate of urban land in each state. At the city level there should be an Urban Land Manager under the control of the District Collector.
6. The urban land tenure system must be changed to ensure security of tenure.
7. Future land requirements, especially for housing the poor, should be anticipated and provided for.
8. Squatting on public land may be regularized where possible, but land required for public and social purposes must be protected and selective re-location of squatters from ecologically sensitive land must be undertaken.
9. The State must intervene to provide equitable access to land.
10. To bring increasing quantities of land to the market, the Urban Land (Ceiling and Regulation) Act, 1976, should be drastically amended, and supplemented

by taxation measures that would discourage landowners from keeping their land vacant and encourage proper utilization.

11. Various forms of land assembly, through land exchange scheme, layout approval and other similar measures should be encouraged.
12. The Land Acquisition Act should be amended to eliminate delay and ensure timely payment to the affected citizens.
13. All laws which inhibit or restrict the recycling of land should be suitably modified.

Water and Sanitation

14. A holistic rather than a compartmentalized view of water resource management should be taken.
15. Water, being an absolutely critical input for human survival, must be treated as such and accorded suitably high priority in the planning process.
16. The immediate objective should be the provision, on an equitable basis, of at least 70 liters of water per capita per day in urban areas for domestic requirements.
17. To ensure better maintenance of existing water system, an additional amount of Rs.1000 crores per annum must be provided to local bodies. Waste water recycling and its use for non-domestic purposes should be encouraged.
18. To ensure water conservation, a differential tariff on water use should be applied, with a sharp increase in the rate charged for consumption in excess of 100 liters per capita per day.
19. Legislation should be introduced to control water drawal even from private sources in order to maintain the water table. This may include nationalization of all water sources.
20. The collection of solid waste and its use in composting and as an energy source should be made more efficient. Where possible the service should be transferred to private hands.
21. Laws relating to control of pollution must be strictly enforced.

Energy

22. Energy demands of urban areas must be anticipated and advance action taken to meet them and optimize energy use.
23. Energy supply planning and pricing should be used to influence activity location.
24. Land-use planning should be used as a means of reducing the energy need of the transport sector.
25. Development control rules and building bye-laws should be modified to ensure the construction of energy efficient buildings.
26. An integrated pricing and supply policy, covering al fuels, should be evolved to achieve equity and efficiency.
27. A data base on energy use in urban areas should be built.

Transport

28. To ensure increase in city efficiency, land-use and transportation planning should e integrated.
29. The bias towards personalized forms of transport must be corrected and mass transportation encouraged. By allowing a wide variety of multipurpose vehicles to operate, including luxury buses, the use of road space by private cars must be reduced.
30. Short-term, affordable solutions rather than capital intensive, long-term plans should be resorted to. This implies optimizing the use of currently available transportation modes.
31. Cycling and pedestrian facilities should be improved.
32. Management of transportation at city level should be unified under single authority.

Urban Poverty

33. The amelioration of urban poverty should be accorded the same priority as that given to rural poverty.
34. Four lakh urban youths should be selected from poor households every year and trained in skills for which there is a demand.

35. Self-employment of the urban poor must be encouraged by an appropriate credit support programme.
36. Production and market support should be given to the self-employed urban poor.
37. City planning should be geared to provide shelter and sites for employment generation programmes. Local bodies should be supported in their efforts to create special employment facilities, including work shed for tiny manufacturers.
38. The shelter programme should be used to provide employment to the urban poor.
39. Wage employment for the urban poor should be provided through a programme for creation of such urban assets as water supply, drainage systems, land developments, etc.
40. The public distribution system should be strengthened to meet the consumption requirements, etc.
41. Community development should be the strategy for the improvement of the living conditions of the poor and an Urban Community Agency should be set up at national level.

Housing

42. Housing policy must aim at increasing the supply of serviced land and low-cost shelter, improving and upgrading slums and conserving the existing housing stock.
43. The State must facilitate housing and ensure access to basic inputs. It should not become a real estate developer.
44. The sites and services programme should be extended to cover the entire cross section of society. Besides providing housing, the programme should be used to generate employment.
45. Apart from providing access to land, the housing programme must also provide for finance, infrastructure development, and community facilities.
46. Inner city up-gradation and housing repair must be encouraged.

47. Public agencies in the housing sector should be restructured for fulfillment of their new role as facilitators rather than providers of housing.
48. Rent acts should be modified to limit tenancy protection to the poor and to the existing tenancies and to provide for annual revision of rents to reflect increases in the cost of living, the increases varying between residential and non-residential premises and houses above and below 80 square meters.

Urban Form

49. Low rise, High density development should be the predominant built form in urban India.
50. Municipal regulations regarding minimum plot sizes, buildable plot area, etc should be amended, building envelopes designed and building codes modified so that the desired built form is achieved.
51. Controlled streetscapes should be achieved through mandatory building lines and developing appropriate building envelopes.
52. Public squares, parks, promenades and other nodal points or urban centers should be rehabilitated by restricting vehicle entry and ensuring controlled development. Civic landmarks should be treated at urban events which lend identity to a city neighborhood and enhance civic pride.
53. Land allocation must be consistently monitored and readjusted to ensure equitable city growth.

Conservation

54. Conservation should go beyond preservation of monuments and encompass the whole built heritage.
55. Rules and regulations should be amended to encourage conservation of the living environment.
56. City planning must encourage conservation of old city areas and not just development of new areas.
57. Direct fiscal and other incentives should be offered as an encouragement to individuals to conserve places and sites.

Special Planning

58. There is a need to supplement economic development planning by inter-sectoral coordination through the spatial planning process. Spatial planning at state and district levels should concentrate on National Priority Cities, State Priority Cities and Spatial Priority Urbanization Regions with a view to bringing about integrated development. Therefore, multi level spatial planning at the national, state and district levels is recommended.
59. At the city level, to make planning more comprehensive, the local Government should adopt the three fold development planning process, viz., Master Directive Plan for the entire city and Execution Plan and Action plans as programmes, taking into consideration major sectors of development, such as employment, housing, transport, and the essential urban infrastructure. The execution plan should replace the present zonal development plan and should correspond in periodisation to national and state Five Year Plans, thus forming a capital investment plan as a budgetary tool and also as an instrument of coordination and implementation of public and private sector projects. The action area plans should be used as a means of detailed planning.

Finance

60. The priority accorded to urbanization in the Five Year Plan should be raised from the current share of about 4 percent of the total to at least 8 percent. Half of this should be from the central sector.
61. To ensure devolution of funds from the state governments to local bodies, there should be a constitutional provision for setting up quinquennial State Finance Commissions.
62. The tax base of local bodies must be strengthened.
63. Four major banking institutions – a Metropolitan Cities Development Bank, National Housing Bank, an Urban Infrastructure development Bank and an Urban Small Business Development Bank should be set up.

Management

64. The planning Commission should have a full time member in charge of urbanization.

65. The Urban Development Ministry should be nodal and should have divisions dealing with urbanization and urban poverty alleviation.
66. At the national level, there should be a National Urbanization Council, with a counterpart State Urbanization Council in each state. The councils will formulate urbanization policies.
67. To encourage citizens participation there should be an Indian Council for Citizen's Action, with counterparts at state and city level.
68. The municipal administration should be restructured so that cities with a population of more than 5 lakhs have a two tier administration consisting of the city corporation and local councils.
69. The division of functions between the elected, deliberative wing and the executive wing of local bodies should be codified. The responsibility and accountability of each functionary must be made specific and the management of city services professionalized.
70. The super sessions of local bodies should be the exception rather than the rule, and the holding of elections for reconstituting a superseded local body within the specified period should be made mandatory and the municipal electoral process brought under the umbrella of the State Chief.

Information System

71. Various data sources at national level should be modified to provide spatially disaggregated data.
72. Access to data at source should be made easier.
73. Two new data systems pertaining to land and the environment should be organized.
74. The information system should be designed to facilitate decision making.
75. The information system at local level should use data generated through the normal administrative processes.
76. To facilitate urban planning location specific information systems should be devised.
77. Remote sensing should be used to monitor changes in regional land use and expansion of urban areas.

78. Pilot projects for developing integrated urban information systems should be launched in selected major cities.