CHAPTER – IV
CAPITAL CITY LUCKNOW AND CULTURAL CITY ALLAHABAD: UNDERSTANDING THEIR ORIGIN AND CIVIC LIFE IN HISTORICAL FRAME

LUCKNOW

ORIGIN OF THE NAME OF THE DISTRICT

The origin of the name Lucknow is not clearly traceable, and whatever evidences are available, are of extremely doubtful historical authenticity. Lucknow formed a part of the ancient kingdom of Kosal, and it is believed that the town was named in the honour of Rama’s brother, Lakshmana as Lakhanpuri which gradually changed into Lukhnau and then to its present designation of Lucknow. A mound, in the north west of the town, called Laksman Tila lends support to this belief. There is also a story that the town is named after an *ahir* or milk-seller named Lakhna, who as a result of the spiritual blessings of a Muslim saint, had become rich and founded the town. However the story is apocryphal and is hardly worthy of any credit. Even the *Ain-i-Akbari*, while dealing with the *Sarkar* of Lucknow as part of the *Suba* of Awadh, does not throw any light on the origin of the name of Lucknow.

Lucknow and parts of the Awadh region were ruled since 1350 by the different dynasties namely-Delhi Sultanate, Sharqi Sultanate, Mughal Empire, Nawabs of Awadh, East India Company and the British Raj. Sharqi Sultanate of Jaunpur ruled here for about eighty-four years. And later around 1555, Mughal Emperor Humayun made it a part of the Mughal Empire. Nawabs of Awadh were in fact the Nawabs of Lucknow, but were so referred because after the reign of the third
Nawab, Lucknow became the capital of their territory. The Lucknow city was known as cultural capital of North India. Music and dance flourished, and many monuments were erected during their period. The Bara Imambara, the Chhota Imambara, and the Rumi Darwaza are notable examples of those monuments standing today.

The British deputed a resident in 1773 and over time gained control of more territory and authority in the state of Awadh. They had to face the Marathas and the remnants of the Mughal Empire and were disinclined to capture Awadh outright. The fifth Nawab of Awadh, Wazir Ali Khan alienated both his people and the British in 1798, and was forced to abdicate the state.

Lucknow was a town of considerable size in 1765 as per the description of British resident Jesuit priest and the length of the town from Isaganj in the north to Recabganj in the south was a mile and a half and this was all on the south bank of the Gomti River. The breath from Chodaganj in the east to the west was a mile or more.

The town was not walled like Adjudea (Ajoydea) and Bangla (Faizabad). There were a great number of brick houses, but the majority were of lime or mortar, covered with tiles, standing on little mounds of barren land, here and there. The greater part of the town extends towards the east, and covers an elevated place; and a very small part smallest part is in a gorge. The streets were narrow and stinking, because the inhabitants habitually threw all their refuse into the streets.

In 1856 the East India Company first moved its troops to the border, and then annexed the state under the Doctrine of Lapse, which was placed under a chief commissioner. Oudh was placed under a chief commissioner, and was governed as a British province.
Lucknow was one of the major centres of Indian rebellion of 1857, participated actively in India's Independence movement, and emerged as an important city of North India. In 1902, the new name of United Provinces of Agra and Oudh was introduced.

In 1901, after remaining the capital of Oudh since 1775, Lucknow, with a population of 264,049, was merged in the newly formed United Provinces of Agra and Oudh. However, it became the provincial capital in 1920 when the seat of government was moved from Allahabad. Upon Indian independence in 1947, Lucknow became the capital of Uttar Pradesh, the erstwhile United Provinces.

Lucknow has enjoyed more attention than most South Asian towns, except for Calcutta and its tercentenary in 1990 inspired many books and articles. A striking example of a post-medieval town, with a considerable capital of architecture, dance, music and creative writing, enhanced by a fascinating flavour of a gracious life style, Lucknow excites the imagination. The metaphor that writers employ for Lucknow is invariably that of an elusive chiaroscuro. The town glows bright when the sun of Delhi and Agra is setting; it is outshone by Calcutta after the revolt of 1857-58, the lamp flickers and sputters in 1920, the candle burns bright when Lucknow is made the capital of the United Provinces, but after the advent of independence and Partition in 1947 it is dimmed.

Map shown in the Figure depicts the physical growth of the town under various eras. The brown colour shows the growth of the city till 1972 whereas the light yellow colour shows the growth in the decade of 1972 to 1982. The dark green colour depicts the growth of the city in the decade of 1982 to 1992 and the light green colour shows the growth after 1992.
PHYSICAL GROWTH OF LUCKNOW CITY SINCE 1970
LOCATION, GENERAL BOUNDARIES, TOTAL AREA AND POPULATION OF THE DISTRICT

The district of Lucknow forms the central part of province of Awadh and was the headquarters of the Sarkar of Lucknow in the Suba of Awadh during the times of Akbar. Lucknow is situated 123 meters above sea level and is located on 26° 30” and 27° 10” North latitude and 80° 30” and 81° 13” East longitude. The district lies between the parallels 26° 30’ and 27° 10’ north latitude and 80° 30’ and 81° 13’ east longitude. The district is an irregular quadrilateral with the city and cantonment of Lucknow forming the centre. It is bounded in the north by the district of Sitapur, on the east by that of Barabanki, on the south by that of Rae Bareli and on the north-west and the south-west by the districts of Hardoi and Unnao respectively. Except for parts in the south and south-west, the boundaries of the district can hardly be called natural, and appear to have been fixed arbitrarily for administrative convenience; the river Sai on the south and south west forming the natural boundary for a short distance only. Some villages belonging to the Lucknow district still lie across the river Sai to the north of the Lucknow – Kanpur Road, while some villages of district Unnao lie on the Lucknow side of the river Sai. There is a proposal under consideration to rectify this anomaly and to transfer to the district of Unnao the villages in pargana Bijnor, which lie south of the river Sai, and to assign Lucknow those villages of district Unnao, which lie between the river Sai and the present boundary of the district.
Map-4.2
GEOLOGICALMAP OF LUCKNOW

Legend
Map-4.3
BASE MAP FOR LUCKNOW CITY
LOCAL SELF GOVERNMENT

Uttar Pradesh has a long history of urban local government. Uttar Pradesh (the erstwhile United Provinces) has been a pioneer in enacting the legislations as well as in governing the functioning of the urban local institutions. A municipal Act exclusively for Lucknow was enacted in 1856, followed by North-West Provinces and Avadh Municipal Act, 1873 which was substituted in 1883 in pursuance of Ripon Act of 1882. In accordance, sufficient reforms were introduced in 1870 and 1882 in municipal administration. The notified area committees were constituted under an Act of 1900 and the Zilla Parishads Act came into existence in ‘1906’. The U.P. Town Area Act was enacted in 1914 and the U. P. Municipalities Act came into effect in 1916, in 1919 U.P. Town Improvement Act was legislated and Improvement Trusts were created in five big towns. In 1945, Kanpur, Urban Area Development Act was passed and a Development Board substituted the Improvement Board there. The buildings (Regulation Act was legislated in 1958 followed by the U.P. Municipal Corporation Act, 1959. In 1973, U.P. Planning and development Act was enacted and the Development Authorities were set up. The legislation of U.P. Water Supply and Sewer System Act 1975 created a number of Jal Sansthans. These Acts have been amended regularly to cope with the changing scenario. The Local self-governing bodies in the district are the Nagar Nigam (Municipal Corporation), Nagar Panchayat, the Cantonment Board, the District Panchayat, Block Panchayats and the Village Panchayats.

URBAN LOCAL SELF GOVERNMENT

In the structure of Urban Local Bodies there are three types of bodies are available in Uttar Pradesh i.e. The Municipal Corporations, The Nagar Palika Parishads and The Nagar Panchayats. In these three
the Lucknow has two structures i.e. The Municipal Corporation of Lucknow and The Nagar Panchyats.

MUNICIPAL BOARD OF LUCKNOW

EARLY HISTORY

The early history of the Lucknow Municipality is a little obscure, but there is evidence to show that octroi on the entry of goods in the town and tolls on roads and ferris (Venders on carts) were levied before the annexation of Avadh by the British. After the re-occupation in 1858, large properties in the city passed to the British Government. They were declared as nazul and a Conservancy Committee of English officer was formed to undertake the drainage and sewerage of the city, the removal of the debris of the bombardment which took place in 1858 and demolition of such buildings which interfered with the defence arrangements. This Committee also spent money on the repairs of roads, bridges and nazul buildings, the cost of the local improvements, repairs and reconstruction of public buildings being defrayed from the “Large municipal funds of Lucknow.” The committee consisted of the Deputy Commissioner as president, the City Magistrate as Secretary, the Treasury Officer as extra-Assistant Commissioner. Shortly afterwards, additions were made to this body and it was called the Local Agency Committee, which managed both nazul and municipal affairs. In fact, at that time no distinction was made between nazul and municipal property. After re-occupation, the Financial commissioner fixed the rates of octroi tax and Government also levied a contribution from the wealthy inhabitants “who took a prominent part in the past revolt and aided in the destruction of public building”. The amount of this penal contribution consisted of income from octroi, house tax, garden lands, and nazul in 1859. It is worth noting that the house tax was levied in the city for the first time by the British.
In 1862, the old committee was dissolved and a new committee was constituted. It consisted of 13 members who had powers to co-opt. The president of the new Committee was the judicial commissioner, with the commissioner of Lucknow Division as Vice-president and the Deputy Commissioner as Secretary. The other members were chiefly official and included the Secretary to the Chief Commissioner, the Inspector General of Police, Executive Engineer, the Civil Surgeon and the City Magistrate. Four non-official members were also nominated to this Committee, this body formed the Municipal Committee of the city of Lucknow though they were certain changes as regards the president, the Vice-president and the secretary. It managed all its municipal affairs until 1878, when a paid Secretary was appointed to this committee. The Deputy Commissioner was the ex-officio President and the city magistrate the Vice-president. The Cantonment Magistrate and the judge of Small Cause Court were also nominated as official members of the Committee. This Committee was really the precursor of the Municipal board and the paid Secretary the forerunner the modern Executive Officer.

**CONSTITUTION OF THE BOARD**

The Municipal Board came into existence under the local Self Government Act, 1884. It was then for the first time that a beginning was made for introducing the elective principle in the administration of local bodies. The Board constituted under this Act came into existence on 14th September, 1884. This board consisted of 32 members of whom 24 were elected from separate constituencies and 8 were nominated by the Government. The Deputy Commissioner was the ex-officio Chairman of the board and one-third of the elected members retired by rotation every year.
A further progress towards popular representation on the Municipality was made by the Municipalities Act (Act II of 1916) which for the first time permitted the election of the Chairman of the Municipal Board. The number of members of the Board was raised to 36 of the elected members, 16 were elected by the general constituencies, 11 by the Muslim constituencies and 2 by electors of European descent (i.e., the Anglo-Indians). Seven seats were filled by Government nomination. Out of these, two were the nominees of the British India Association, one of the Medical College, one of the Oudh and Rohilkhand Railway, one of the Canning College and 2 were nominated to represent other interests.

The term of the members of the Board was three years, after which fresh elections took place. The Chairman of the Board was elected by the members. The city was divided into 8 wards, viz.

(1) Hazaratganj,
(2) Hasanganj,
(3) Ganeshganj,
(4) Chowk,
(5) Yahiaganj,
(6) Wazirganj,
(7) Saadatganj, and
(8) Daulatganj.

Hazaratganj, Hasanganj and Chowk elected three members each, Ganeshganj and Wazirganj 5 members each, Yahiaganj elected 4 members, and Saadatganj and Daulatganj 2 members each. Of the Anglo-Indian seats, one was elected from Hazratganj and Hasanganj wards and the other by the rest of the wards combined.

The Municipal Board continued to function till 25th October, 1948, when it was superseded. Since then, the Municipality is under the
charge of an Administrator appointed by the Government. There is a proposed legislation before the Assembly for transforming some of the larger Municipal Boards including Lucknow into Corporations.

Independence fetched a new kind of motion in every sphere of public life. It unlocked a new episode in the history of local governance in India. The Indian Constitution came into force in 1950 and consequently the local self-government arrived in a new phase. The Constitution has allotted functions of state list to the local self-government. Since Independence plentiful important legislations for redesigning of local self-government have been passed in numerous states of India. Introduction of adult suffrage and the abolition of communal representation have democratized the constitutions of local bodies.

In July 1953, the U.P. Government took a decision to set-up Municipal Corporations in five big cities of Kanpur, Agra, Varanasi, Allahabad and Lucknow, popularly known as KAVAL Towns. As a result, the state of U.P. adopted a new Act for Municipal Corporations in 1959.

Uttar Pradesh Municipal Corporation Act, 1959 was the chief Act which significantly changed all five Corporations of the state and more or less same story is seen for both the districts. So, the rest of the story of Lucknow Municipal Corporation will be discussed with the story of Allahabad Municipal Corporation.

**MUNICIPAL AREA**

The area of the Municipal Board of Lucknow has extended from 19.61 square miles, in 1901 to 23 square miles in 1951. Since then conditions have changed very materially. The administrative offices and the Secretariat of the government of Uttar Pradesh were transferred
to Lucknow in 1935, leading large influx of population of the officials working in the Secretariat and other offices, and their families. In 1947, there was a large influx of displaced persons from West Punjab. This further increased the problem of the Municipal Board in the matter of housing and provision for ordinary amenities of civic life like water, drainage and lighting. With the influx of population there was a great strain on accommodation and it was not surprising that the population overflew to areas on the outskirts of the city where also the Municipal Board was expected to provide amenities. These areas had therefore to be brought within the limits of the Municipal Board. Some lands in village Mahanagar, north of the Gomati, were acquired by the Government for development as a housing colony. This was managed by the Municipal Board. The area near Aishbagh was set apart for the Location of industries. The railway colonies of Charbagh and Alambagh were constituted into a separate Notified Area of their own where a large majority of the people are the employees of the railway.

Till the year 1884, Lucknow was known as Municipal Committee however in the same year it was given the name of Municipal Board and continued working till 1959. Lucknow Nagar Mahapalika was constituted in the year 1959 under Uttar Pradesh Nagar Mahapalika Act 1959. At the time of constitution, total area under its jurisdiction was 48 sq. km which expanded four times to 101 sq. km, 107 sq. km, 118 sq. km and 350 sq. km till the year 1987. Under 74th constitution amendment act Lucknow Nagar Mahapalika was again reconstituted on 31 May 1994 and given the status of Municipal Corporation.

As per Master Plan 2021 for Lucknow city, the developed municipal area in the year 1987 was 9,170 hectares which increased to 16,270 hectares in the year 2005. The Lucknow Master Plan was prepared in 2004-05 for the year 2021 covering the total area of 413 sq. km. Trends in land uses have been interesting, especially the fact that
residential use has grown dramatically in comparison to all other uses, although there has also been notable growth in commercial, industrial and public service land use.

Master Plan 2021 area has been extended by Town and Country Planning Department, Uttar Pradesh by adding 197 villages in master plan boundary with total area of 530.41 sq. km excluding the forest area through an act on 27th January 2009. 37 villages out of total 197 villages fall under Lucknow Industrial Development Authority (LIDA) with total area of 141.26 sq. km. After incorporation of additional area, total developed and developable area in Lucknow comes to approximately 980 sq. km.

TOWN PLANNING

While the Improvement Trust undertook a number of schemes, it was only lately that a coordinated Master Plan for the city was prepared by the Town and Village Planner to Government of U.P. (in 1957). The plan was designed to co-ordinate all new developments according to the modern principles of town planning. The master plan for greater Lucknow has been prepared after a thorough study of the existing conditions and future requirements. The Plan provides for a population of about 7.5 lakhs during the period of the next 20 years, adequate land has been reserved for industrial development, and the area now occupied by villages Jalalpur, Deopar and Para, between the Ghazi-ud-din Haidar Canal and Lucknow Branch of the Sarda Canal has been reserved as a future industrial area. The area bounded by Kaiser Bagh Road, the mall and the old Kanpur Road has been reserved for the establishment of a civic center which will contain all public buildings. The plan has enabled the improvement Trust and the Municipal Board to plan future development of the city and improve existing conditions. It has helped the Municipal Board and the Improvement Trust in working out the
Bashiratganj, Chandganj and Mahanagar schemes. The plans for the Chandganj and Mahanagar schemes were prepared by the Town and Village Planner and the layout provides for wide roads, parks and children’s playgrounds. The Town and Village planner has also prepared the various housing schemes with the shops, godowns, garages and offices of the municipal Board and the improvement Trust. A Model Building Code has also been prepared which would help the Municipal Board in controlling indiscriminate and haphazard building activities.

Though Lucknow continued as the capital of the new province of Avadh and the seat of the Chief Commissioner, impetus to planned development was given only in the nineteen-thirties (1930s), especially when the Secretariat and other offices of State were transferred from Allahabad to Lucknow.

The Municipal Board has also undertaken housing projects of its own. The most important of the Municipal Board’s housing schemes is the River Bank Colony built by it for the use of Government servants. Not only houses but the Board has built shops, flats and godowns for displaced persons, with the help of loans from the Government of India.

From a small Lakhanpur village, Lucknow has grown to a metropolis with 28 lakh of population spread over an area of 350 sq. km. In the year 1951, total area under Lucknow Municipal Corporation was only 48 sq. km. and in the period of 40 years it has increased almost nine times. Last expansion of Lucknow Municipal Corporation boundary was done in the year 1987 after including surrounding villages. Recently in 2016 a list of villages was published in the news papers which are said to be included in the Lucknow Municipal Corporation area. Expansion of Lucknow Municipal Corporation area over the years has been shown in the below table.
### Table-4.1
EXPANSION OF LMC AREA OVER THE YEARS

<table>
<thead>
<tr>
<th>Year</th>
<th>Population Total – LMC</th>
<th>Area in sq. km.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1951</td>
<td>4,59,484</td>
<td>48</td>
</tr>
<tr>
<td>1961</td>
<td>6,15,523</td>
<td>101</td>
</tr>
<tr>
<td>1971</td>
<td>7,74,644</td>
<td>107</td>
</tr>
<tr>
<td>1981</td>
<td>9,47,990</td>
<td>118</td>
</tr>
<tr>
<td>1991</td>
<td>16,19,116</td>
<td>350</td>
</tr>
<tr>
<td>2001</td>
<td>21,85,927</td>
<td>350</td>
</tr>
<tr>
<td>2011</td>
<td>28,17,105</td>
<td>350</td>
</tr>
</tbody>
</table>

Source: Revised City Development Plan of Lucknow City – Volume I

Gomti River life line of the Lucknow city divides the city into two parts:
1. Trans Gomti and
2. Cis Gomti

The city has grown both the sides in a circular manner with National Highway and State Highway network radiating out from the city in all the directions. The central business district (CBD) of Lucknow is located in the heart of the city and the urban sprawl of the city has led to the city growing outwards in all directions. The driving forces of the growth of the city are capital city status, administrative hub, educational hub and trade and commerce activities which have been continuous attraction for the people of rural and nearby urban areas. The CBD of Lucknow is the high density zone with major land use under residential and commercial activities. The old city is congested with its narrow roads and lack of open spaces. Majority of the middle and high income groups are inhabited on the peripheral newly developed areas. Due to growing population, the demand of new residential areas is also increasing resulting into development of new colonies such as Gomti Nagar, Rajajipuram and Indira Nagar. Also in the previous decade, Lucknow has seen real estate boom in terms of various integrated townships in the outer skirts of the city. The urban sprawl has taken place in all directions but more significantly in the
eastern and northern directions. Significant changes in land use are evident in the southern part of the city also.

THE CANTONMENT BOARD

The Lucknow Cantonment Board came into existence in 1856. It was built primarily for the use of British troops. The Cantonment Board is governed by the Cantonment Act. Among the official members are the Health Officer of the Cantonment, the Garrison Engineer and a representative of the District Magistrate, usually the City Magistrate, and 3 military officers nominated by the Officers Commanding the Station. The Station Commander is ex-officio President of the Board while the Vice-president is an elected person.

THE DISTRICT BOARD

The rural area of the district with a total population of 6,07,677 constitutes the District Board. Before the District Board came into existence under Act XIV of 1883, it appears that there were local boards in each tahsil. These were abolished when the Board came into existence in 1883.

TOWN AREAS

There are 4 Town Areas in the district, viz. Malihabad, Kakori, Amethi and Gosainganj. Bijnor was also a town administered along with these 4 towns under Act XX of 1856 (The Bengal Chaukidari Act of 1856). The Town Areas were created under the Town Areas Act (Act II of 1914), to make provision for sanitation, street lighting, drainage and roads, etc., in the town. The Town Areas Act applied to those towns which were not big enough to be governed by the Municipalities Act and yet had sufficient population to make it necessary to provide for amenities like sanitation, street lighting, etc. This Act has seen many amendments since then been amended many a time. Presently the Town
Area Committee consists of a Chairman directly elected by the whole electorate and number of members range from 9 to 15 according to the population. They are elected for a term of 4 years on the basis of joint electorate with special provisions for cooption of 2 members to represent scheduled castes and women, if none is elected, and to represent other special interests remaining unrepresented. As for the finances the Town Area Committees are empowered to levy certain taxes, viz. Tax on houses and tax on circumstance and property as well as on agricultural land situated within the limits of the Town Area. The other sources of income are the sale of manure or the rents of nazul where it exists and is entrusted to the management of the Town Area.

**ALLAHABAD**

**ORIGIN OF NAME OF DISTRICT**

The district of Allahabad is named after its headquarters city. According to the historian Badauni, when Akbar visited Prayag in 1575, he founded a new city and named it Ilahabas. It is said by some that this word is a corrupt form of Ilavasa (Ila being the name of the mother of Pururvas Aila and avasa meaning abode in Sanskrit) which in process of time became Ilahabad and then Allahabad. Pururvas Aila was the progenitor of the Lunar race and his capital was Pratishthana (identified with modern Jhusi opposite Allahabad) in early Vedic times. Another tradition has it that the city derives its name from Alha- the Banaphar hero.

When Muhammad Ghori subjugated the kingdom of Kannauj (of which Kara was a part) he created the Subah of Kara-Manikpur in which all the territory now covered by the district seems to have been included, Kada being made the capital. During the time of the Khaljis and the
Tuglaqs, Manikpur was separated and Kara continued to be the capital of the Subah of the same name.

During the time of Akbar, the greater part of the present district lay in the sirkars of Allahabad and Kara except the pargana of Bara (of tahsil Karachhana) which constituted a part of Bhatghora or of some other hilly territory (now in Madhya Pradesh). The north-eastern part of tahsil Soraon lay in the sirkar of manikpur. When this area came under British rule in 1801, Allahabad became the headquarters of a district comprising 26 parganas, the village of Chaukhandi being treated as an integral portion of pargana Bara. The pargana of Handia (or Kewai) was added to the district in 1816 and 13 pargana were separated from it in 1825 to form the district of Fatehpur, leaving 14 parganas which, in 1840, were reformed into the 9 tahsils of Chail, Sirathu, Manjhanpur, Soraon, Phulpur, Handia, Bara, Karachhana and Meja.

Tahsil Bara was merged in tahsil Karchhana in 1928 and was made a pargana of the latter. The villages of Khoha and Chaukhandi (both of tahsil Karchhana) were transferred to Madhya Pradesh in 1950 when the village of Chamu (of Madhya Pradesh) was added to tahsil Karchhana. On July 4, 1953, the tahsil of Soraon received 10 villages from tahsil Patti of district Pratapgargh and 38 villages of the former tahsil were transferred to the latter tahsil. In the following year one village from tahsil Bhadohi (in district Varanai) was added to tahsil Handia and tahsil Soraon received 4 villages from tahsil Kunda (in district Pratapgargh) on April 21, 1956.

The district comprises the 8 subdivisions of Chail, Sirathu, Manjhanpur, Soraon, Phulpur, Handia, Karchhana and Meja, each forming a tahsil bearing the same name.

The existing urban setting and growth trends of Allahabad can be classified into three main categories and is characterized by:
1. The Old city

The Old City consists of Chowk, Ghantaghar, Bans Mandi, Katghar, Kotwali, Gaughat etc. high density, congestion, major businesses, temporary encroachments and major roads used as transport corridors and as well as bazaar streets. City has been quite well known since ancient times but during the Akbar rule it gained prominence. He built a magnificent fort overlooking the quiet flowing Yamuna. In medieval India, the city enjoyed the honour of being the religio-cultural centre of India. The major characteristics of the city are high density, congestion, major businesses, temporary encroachments and major roads used as transport corridors and as well as bazaar streets
2. The New City

The New City was conceived during British rule where major portion inside two rivers is planned with grid-iron road pattern with additional diagonal roads; low density; wider roads and rapid growth and lack of good facilities characterize the city. The New City includes Civil Lines, Mumford Ganj, Ashok Nagar; Cantonment. The British History of the city began in the year 1801 AD when the Nawab of Oudh ceded it to the British Throne. Under the British rule, city underwent many transformations. The new town was built in grid iron pattern, buildings were constructed (All Saint Cathedral, Police headquarters, etc.) and Allahabad University was established.

3. The Outer Growth areas

The Outer Growth areas called as satellite towns and ribbon developments along major corridors (National Highway & State Highway). One of the major features of these areas is organic development with steered growth. The OG areas including Phaphamau, Jhunsi, Naini, Bamrauli, Manauri etc. the following two satellite images (4.4 and 4.5) depicting the situation of urban sprawl in the years 1994 and 2000 respectively. There is marked increase in urban activity (settlements, red in colour) over the years. There is marked expansion in the main city of Allahabad so is with Naini and Phaphamau which appeared as a small group of houses in 1994, but started spreading outwards and forming a sort of continuum towards the main city by 2000.
Map-4.6
Urban Sprawl of Allahabad in 1994

Map-4.7
Urban Sprawl of Allahabad in 2000
LOCAL SELF GOVERNMENT

The Local self-governing bodies in the district are the Nagar Nigam (Municipal Corporation), Nagar Panchayat, the Cantonment Board, the District Panchayat, Block Panchayats and the Village Panchayats.

URBAN LOCAL SELF GOVERNMENT

There are three types of urban local bodies available in Uttar Pradesh namely The Municipal Corporations, The Nagar Palika Parishads and The Nagar Panchayats. Lucknow has two structures i.e. The Municipal Corporation of Lucknow and The Nagar Panchayats.

LOCAL SELF-GOVERNMENT

If we trace the history of local self governing bodies in the district of Lucknow, we discover that they have been established by various statutes at different times, the earliest body- established in 1863- being the municipal board of Allahabad. From having fully or partly nominated members, these bodies have gradually come to be constituted through universal adult suffrage and wider and wider powers and responsibilities have been devolved upon them in respect of the administration of the areas under their jurisdiction. The bodies in the district are Nagar Mahapalika, Cantonment board, 7 town areas, a Zila Parishad and 2349 Gaon Panchayats.

NAGAR MAHAPALIKA

The Municipal board of Allahabad was constituted in 1863. Under the North-Western Provinces and Oudh Municipalities Act XXVI of 1850 with the object of providing an adequate police force, improving the conservancy arrangements and promoting the welfare of the city. Prior to this, the affairs of the city were looked after by an official
committee known as the local agency, which provided for watch and ward, lighting and conservancy from the proceeds of a house tax. In 1867, the civil station and the city were amalgamated for municipal purposes. The first municipal committee was a nominated body and it was after the passing of the North-Western Provinces and Oudh Municipal Improvement Act, 1868 (Act VI of 1868) that the election principle was introduced in 1868. The chief source of income of the Committee, at that time, was an octroi tax on imports. In 1878, after the passing of the North-Western Provinces and Oudh Municipalities Act, 1873, new rules for the constitution of the board were passed which provided that the board should consist of 25 members, 8 of whom were to be nominated by government. In 1911, the board consisted of 28 members, 7 of whom (including the chairman) were appointed either by name or by virtue of their office and 21 elected. Of the elected members 6 were returned from the civil station, 6 from Katra and North and South Kotwali, 3 each from Daraganj and Colonelganj and 3 from Kyedganj and Muthiganj.

In 1916, The United Province Municipalities Act (which replaced the Act of 1900) was passed. It was a landmark legislation in the development of urban governments in U.P. It incorporated the recommendations of the Royal Commission on Decentralization and the Resolution of Government of India, 1915. From the political point of view the importance of this Act lies in the removal of guidance and control exercised by the official chairman. The Act provided for delegation of powers and functions to committees and officers of the Board. It also introduced the post of Executive Officers as the head of the permanent staff. However, the Chairman was the executive head, empowered to appoint and dismiss municipal staff and laying down the terms of their service. Except for the appointment and removal and
dismissing powers of the Centralized Service Personnel, he still continued to be both, the political and administrative executive.

With the installation of responsible governments under diarchy system in various provinces under the Act of 1919, the local self-government was transferred to ministers responsible to new provincial legislatures. The ministers and the legislative councils displayed keen enthusiasm in clothing local bodies with greater powers, freeing them from official control and making them responsible to a substantially enlarged electorate. This generated a lot of interest in the local institutions. Municipal elections were keenly contested. And in wake of the recommended reforms came the spate of municipal legislations in different provinces by repealing or amending the old Acts. A new Act of Municipalities had already come into force in U.P. in 1916.

The progress towards popular representation was made by the U.P. Municipalities Act, 1916, which, for the first time, permitted the election of a non-official chairman. The board then consisted of 26 members, 21 of whom were elected and 5 nominated. The board had different committees for public works, education, finance, waterworks, octroi, public health, hackney-carriages, and other areas. Each Committee consisted of elected members. The Board had 41 elected and nominated members in 1953, when it was dissolved by the State Government, an administrator appointed for the municipal board and the improvement trust under the U.P. Local Bodies (Appointment of Administrators) Ordinance, 1953, pending the establishment of the Nagar Mahapalika.

Under the Government of India Act 1935, new reforms were introduced. There was a restricted form of provincial autonomy was approved in this Act. Differences and distinction between the reserved and transferred subjects was withdrawn in the Act. Meanwhile popular
governments were elected in different provinces of the India. Indians tasked themselves with the re-organization of local self-government, having now the power to do so. Different committees were appointed by many provincial governments to re-organise the local-government. The Government of United Provinces under the presidency of Mr. A.G. Kher appointed a committee in 1938 to examine the structure and working of the existing law and machinery relating to local self-government and to recommend suitable organizational set-ups armed with adequate powers and resources. One of the key recommendations of the committee was that those municipalities which, had a population of 1.5 lakhs or above and their annual income exceeded Rs. 15 Lakh per annum, should be declared as Corporations. Their powers and privileges were to be defined by the state government.

After Independence, the National Government appointed a committee in 1948 known as the Local Finance Inquiry Committee, to report on ways and means for improving the financial resources of local bodies. The report came in 1951. The taxation Enquiry Commission, set up in 1953, was also baffled with this problem. Although, the Central Government, under the Constitution is not charged with the responsibility of local government, it has been the principal source of reforms in the municipal field. It is the Central Government, which has been responsible for setting up committees and commissions and other organs devoted to study the problems of local government.

The other significant committees and commissions appointed were:

1. The committee on the training of Municipal Employees, 1963;

2. The Rural Urban Relationship Committee, 1963-1966;

In 1959 the ‘Uttar Pradesh Municipal Corporation Act, 1959’ was passed. The Nagar Mahapalika was established on February 1, 1960, under the U.P. Nagar Mahapalika Adhiniyam, 1959, and after it came into force the improvement trust ceased to function and came to be known as the Vikas Vibhag of the Mahapalika, its function being the same as before. The Mahapalika was divided into 27 wards and consists of 54 elected members (2 being elected from each ward) and 6 nominated members. 4 seats were reserved for the members of the Schedule Castes and Other Backward Classes. The term of office of the members of the Mahapalika was 5 years and it had a Nagar Pramukh (mayor) and a U.P. Nagar Pramukh (deputy mayor) elected by the members in accordance with the system of proportional representation by means of single transferable vote, the voting being by secret ballot. The term of office of the former was a year and that of the latter was co-terminus the mahapalika which also had an executive committee and a development committee. The total area under the Mahapalika is 62-68 sq. km. and it had a population of 4,11955 (according to the census of 1961).

The Centre Council of Local Self-Government constituted by the Central Government, has also played a significant role in labouring on reforms needed in the various facets of municipal government and administration in the states. The Rural-Urban Relationship Committee devoted itself to both functional and financial aspects and was largely microscopic in its approach. One more report came in 1968 from another committee (which was constituted in 1965) of the council on the service conditions of municipal employees.

The buildings (Regulation Act was legislated in 1958 followed by the U.P. Municipal Corporation Act, 1959. In 1973 U.P. Planning and development Act was enacted and the Development Authorities were set up. The legislation of U.P. Water Supply and Sewer System
Act, 1975 created a number of Jal Sansthans. These Acts have been amended now to cope with the changing scenario.

The Central Government appointed the National Commission on Urbanization in 1985, which submitted its report in 1988. This was the first commission to study and give suggestions on all facets of urban management.

Apart from the contributions made by the Central Government, committees were appointed in different states in order to improve the municipal organizations and administration. Municipal legislations have been suitably amended from time to time keeping this end in view. However, major structural changes had not taken place except in the larger and important cities, where municipal corporations were established, and in U.P. in 1966, where Centralization of Municipal Services took place, until 1992, when the Constitution 74th Amendment Act was passed.

The Government of India took a landmark initiative to strengthen local self-government in cities and towns in 1992 and passed Constitution (74th Amendment) Act. This Act was based on the idea that all ‘power’ in a democracy legally belongs to the people. It commends that the elected representatives must have a pivotal role in the planning, provision and delivery of civic infrastructure and services. This Act has significantly changed the urban local bodies and made it more relevant. The main provisions of this Act which regulates the Municipal elections and made it more functional are:

1. The Act stipulates that election to the Municipality must be held within a period of six months, if the state government dissolves it.
2. The conduct of municipal elections is delegated to statutory State Election Commission.

3. The mandate of the Municipalities is to undertake the tasks of planning for ‘economic development and social justice’ and implement city development plans. This role is much larger than what was traditionally expected of them as the providers of ‘services’.

The 74th Amendment Act aims to transform the ‘structure’ of urban service delivery system. The starting point for the same is municipal governance. The Act envisages three types of Municipalities:

a. Municipal Corporations for large cities,

b. Municipal Councils for smaller cities and towns, and

c. Nagar Panchayats for areas in transition from ‘rural’ to ‘urban’.

Consequently, the state governments have re-categorized different areas by notifying the criteria for classification of municipal bodies.

Further, the 74th Amendment provides reservation for scheduled Castes (SCs), Scheduled Tribes (STs) and women in municipal bodies to ensure that the Municipalities are sensitive enough to the problems of weaker sections and women. The reserved seats for SCs and STs are to be in proportion to their share in population of the respective cities. A minimum of 33 percent of seats are reserved for women in every category. Reservation in these bodies was to act as a catalyst envisioned to provide a voice to those who were neglected in the past.

In consonance with the 74th Amendment to the Constitution, the Uttar Pradesh Local Self Government Laws (Amendment) Act, 1994 was passed by the legislature of Uttar Pradesh, which came into force w.e.f.
31.05.1994. Some of the salient changes made through the Amendment Act, 1994 are as under:

1. U.P. (Nagar Mahapalika) Act, 1959 and U.P. Nagar Palika (Municipalities) Act, 1916 have been renamed as U.P. Nagar Nigam Act, 1959 and U.P. Nagar Palika Act, 1916 respectively, while the U.P. Town Area Act, 1914 has been repealed.

2. Before 74th Amendment there were 5 categories of the urban local bodies i.e.:

   (i) Nagar Maha Palika
   (ii) City Board
   (iii) Nagar Palika
   (iv) Notified Area Committee
   (v) Town Area Committee

   But after the 74th Amendment, the following are the three categories of Urban Local Bodies in Uttar Pradesh:

   (i) Nagar Nigam (Municipal Corporation)
   (ii) Nagar Palika Parishad (Municipal Board)
   (iii) Nagar Panchayat (Town Panchayat)

   Before 74th Amendment, under section-30 of the Act, the State Govt. was empowered to dissolve any Municipality any time if it was satisfied that the board has made a wilful default in the performance of any duty or has exceeded or abused its powers.

   But after 74th Amendment this power has been curtailed and now it is provided under section-30 of the Act, (1916) that, if the govt. is satisfied that a Municipality persistently makes wilful default in the performance of duties imposed upon it or exceeds or abuses, its powers
more than once it may dissolve it after having given the municipality a reasonable opportunity to show cause.

3. At present urban local body cannot be kept dissolved for more than six months’ period. According to section-8 of U.P. Municipal Corporation Act, 1959 and section-10-A of U.P. Municipalities Act, 1916, elections have been made compulsory before the expiry of a period of six months from the date of its dissolution.


(i) In every urban local body, seats shall be reserved for the Scheduled Castes and Scheduled Tribes and the number of seats so reserved bear as nearly as may be, the same proportion to the total number of seats to be filled by direct election in that local body as the population of the Scheduled Castes/Scheduled Tribes in the municipal area bears to the total population of such area and such seats may be allotted by rotation to different wards in an urban local body in such order as may be prescribed by rules.

(ii) In every urban local body twenty seven percent of seats, to be filled by direct election, shall be reserved for the backward classes and such seats may be allotted by rotation to different wards in such order as may be prescribed by rules.

(iii) Not less than one-third of the total number of seats reserved under aforesaid (i) and (ii) shall be reserved for the women belonging to the Scheduled Castes, and Scheduled Tribes or the backward classes, as the case may be.
(iv) Not less than one-third of the total number of seats including the number of seats reserved under aforesaid (iii) shall be reserved for woman and such seats may be allotted by rotation to different wards in such order as may be prescribed by rules.

**TOWN AREAS**

In 1860 there were five towns in the district, those of Saral Aqil, Karma, Manjhanpur, Ismailganj and Karari, which were administered under the Bengal Chaukidari Act, 1856. The Act was however withdrawn from the Karari owing to the threatened desertion of the place. Later in 1867, the towns of kara, Bharatganj, Sirsa, Mauaima and Shahzadpur came within the purview of the Act. The territorial application was further extended to the towns of Daranagar, Phulpur and Jhusi in 1872. The Act was, however, withdrawn from phulpur in 1908 as it became a notified area under the N.W.P. and Oudh Municipalities Act, 1900. In fact in the year 1900, they were only the 7 towns of Sirsa, Mauaima, Kara, Daranagar, Bharatganj, Jhusi and karma administered under the Bengal Chaukidari Act, 1856. Subsequently when the U.P. Town Areas Act, 1914 was enforced, these places were classified as town areas. The town areas of Sarai Aqil and phulpur were bought under the Act on 1<sup>st</sup> April, 1916 however, the town areas of Daranagar, Karma and Kara were abolished in 1932. Today, there are 7 town areas in the district, those of Sirsa, Mauaima, Bharatganj, Jhusi, Sarai Aqil, Phulpur and Bharwari, the last being established in 1960. Prior to 1953 the number of seats in each town area committee was 6 but now a town area is divided into wards to facilitate the elections and some seats are reserved for the members of the Scheduled Castes. The town area committees are empowered to levy taxes on houses, on circumstance and property, on agricultural land situated within the limits of a town area, etc. Their sources of income are government grants, the sale proceeds of manure, rents of nazul lands (where these exist) and taxes.
The functions of each committee include sanitation, street lighting, public health and public works (such as drainage and roads).

The two districts of Lucknow and Allahabad represent urban way of life with different contexts. Both of them represent the urban civic life, one with a religious overtone and another with administrative frame. During certain time-period in a year, Allahabad city exhibits two sets of urban frame, one permanent settlement and another that is inhabited by the people who come for religious purposes and make their abode in the tents for a period of one months. The population group is a mixed one, people from different parts of India visit the place. This time-period represents a very different kind of urban civic life. The planning of the cities during British period is enumerated by taking cognizance of different acts and rules. The chapter explains the civic and urban life in the two cities.

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