

5 INSTITUTIONAL SETUP IN VADODARA

The two main institutions involved in planning and development in Vadodara are the Vadodara Municipal Corporation (VMC) and the Vadodara Urban Development Authority (VUDA).

The jurisdiction of both these agencies is demarcated clearly not only physically but also functionally. The governing acts for both the institutions differ. The principal responsibility of VUDA is to ensure a holistic development of the Vadodara agglomeration covering an area of 714.56 sq.kms, whereas VMC is involved in the development of a limited area of 148 sq.kms.

VUDA's main function is to prepare a macro plan i.e. a development plan for a horizon of 20 years for the Vadodara Urban agglomeration area. The area is demarcated based on functional criteria and thus accommodates areas of VMC as well as outgrowth covering municipalities and village panchayats. It mainly provides guided and planned development for the outgrowth of the city. For the area within the VMC jurisdiction, VUDA earmarks land for micro planning like town planning schemes (TP schemes). The TP schemes within the VMC area are prepared by the corporation and submitted to the state government through VUDA.

VMC is responsible for provision of basic services and infrastructure to the citizens of Vadodara, except for the public transport system, which is handled by the state government owned Gujarat State Road Transport Corporation (GSRTC). It also provides basic services like, water supply, sewerage and solid waste collection in some extended parts of the city area. The Municipal Commissioner, City Engineer and Mayor are de facto members of the VUDA Board; this ensures the interest of VMC in the overall development of the city.

There is no institutional fragmentation in Gujarat as whole and specifically in VMC – VUDA – GOG. Each of these institutions is discussed in detail in this section further.

5.1 VADODARA MUNICIPAL CORPORATION

Vadodara city is managed and governed by Vadodara Municipal Corporation (VMC). Vadodara Municipality was elevated to the status of a Municipal Corporation in the year 1966.

Table 26. Institutional responsibility

| Urban Infrastructure | Planning and design | Construction | Operation and Maintenance |
|-------------------------------------|---------------------|--------------|---------------------------|
| Water supply | VMC | VMC | VMC |
| Sewerage | VMC | VMC | VMC |
| Drainage | VMC | VMC | VMC |
| Storm water drainage | VMC | VMC | VMC |
| Solid waste disposal | VMC | VMC | VMC |
| Municipal road (including flyovers) | VMC | VMC | VMC |
| Street lighting | VMC | VMC | VMC |
| Public transport | GSRTC | GSRTC | GSRTC |

The Bombay Provincial Municipal Corporations Act, 1949, governs the functioning of VMC. VMC performs the obligatory and discretionary functions as in the above Act. The governance of Urban Local Bodies (ULB) assumes importance in the wake of the 74th Constitution Amendment Act which delegates mandatory elections and greater devolution of powers and functions to the city corporations.

This section outlines the present structure of the elected and administrative wings of the corporation and brings out the issues related to management functions, operations and reforms.

5.2 CONSTITUTIONAL AMENDMENT ACT

The 74th Constitution Amendment Act stresses on reforms and the need to build new systems in the structural, functional and planning areas of municipal management and capacity building. Amendments were carried out, by the Gujarat Government to the Gujarat Municipalities Act, 1963 and to the Bombay Provincial Municipal Corporations Act, 1949 in conformity with the Constitution (74th) Amendment Act, 1992 and its notification. The provisions under the Amendments are:

Structural

- ◆ Provision for regular and fair conduct of elections to municipalities
- ◆ A framework assigning appropriate civic functions to urban local bodies as envisaged in the Twelfth Schedule of the Constitution
- ◆ Constitution of the Finance Commission once every five years to recommend to their legislature, measures to improve the financial health of municipal bodies. This includes:
 - Assignment of taxes, duties, tolls and fees
 - Sharing of state revenues
 - Grants-in-aid

Functional

The Gujarat Municipalities Act, 1963 and the Bombay Provincial Municipal Corporations Act, 1949, were amended in 1993, but no actual devolution took place as functions like regulation of land use, town planning with development authorities, safeguarding the interests of the weaker sections, and promotion of cultural, educational and aesthetic aspects have still not been devolved fully.

Planning

The absence of Metropolitan Planning Committees in Gujarat, as envisaged by the 74th CAA, has limited the functional role of the ULBs in planning and management to a series of sectoral and departmental plans and programs which under no circumstances can lead to the integrated planning and development of ULBs.

5.3 GOVERNING / ORGANIZATION STRUCTURE

The governing structure of VMC consists of political and administrative wings. The political wing is an elected body of councillors headed by a Mayor. The Commissioner from the IAS cadre heads the administrative wing and is responsible for strategic and operational planning and management of the Corporation. The Commissioner takes decisions on behalf of the Board or the Standing Committee formed from the elected councillors to perform the duties of the Corporation.

Elected Wing

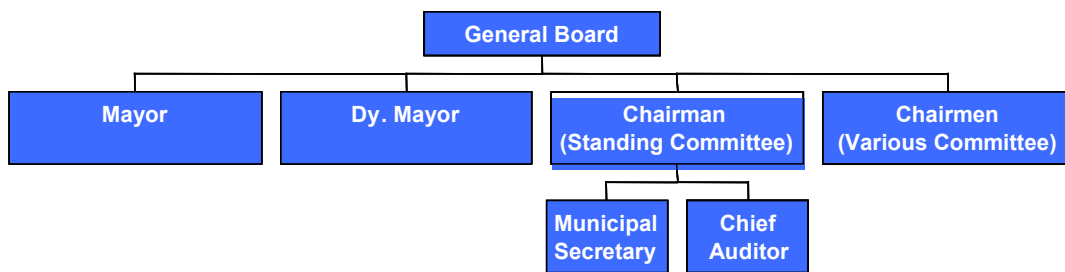
The elected wing consists of corporators elected by the citizens of VMC; the actual number of councillors is related to the total population. A deputy mayor assists the mayor and is elected from amongst the corporators. The mayor and his deputy are appointed for a period of five years.

Under the BMC Act, the powers are vested with three distinct statutory authorities of the elected wing, viz. the General Board, the Standing Committee and other committees.

| | |
|--------------------------------|----|
| Number of Elected Wards | 28 |
| Number of Corporators | 84 |
| Number of Administrative Wards | 10 |
| Number of Zones | 4 |

The General Board is the supreme body of the corporation; the Mayor is the chairman of the General Board, its ceremonial head who conducts its proceedings. Though he is not vested with executive powers, he commands a position of great prestige and honour as the First Citizen of Vadodara.

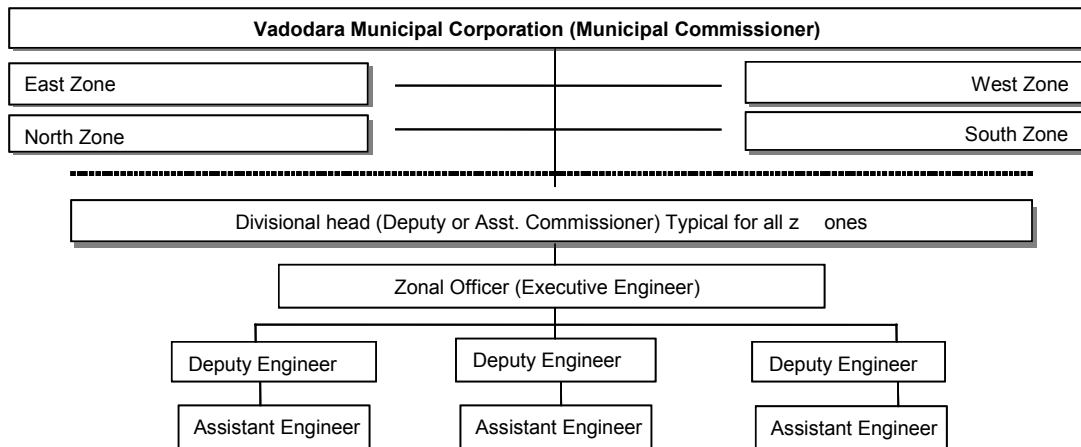
The corporation has statutory and non-statutory functional committees for setting the obligatory and discretionary functions. Non-statutory sub-committees have only approval powers while the Standing Committee is the statutory committee under VMC and is vested with powers to sanction and award major works costing over Rs. 5 lakhs. The committee has 12 members and is headed by a chairman elected from among the corporators. The General Board under the VMC also enjoys sanctioning powers.



Administrative wing

The municipal administration in Gujarat comes under the purview of Urban Development and Urban Housing Department of the Government of Gujarat. It is the policy-making body for the urban sector in the state and undertakes functions as specified in the local acts.

5.4 DECENTRALISED ADMINISTRATION: ZONES & WARDS



During the period 1971-2006, the city has expanded in all directions. For administrative purposes, the VMC area is now divided into four zones as per suggestions from various sectors. The zonal system came into existence in 1998; it envisages decentralisation of activities and a more responsive administration at the zone/ ward level.

The east zone comprises wards 1, 2 and 9.

The west zone comprises wards 6, 10 and 11.

The north zone comprises wards 7 and 8.

The south zone comprises wards 3, 4, 5 and 12.

A divisional head who is either an Assistant Commissioner or a Deputy Municipal Commissioner heads each zone. Depending upon the size of the wards under each zone, the divisional head appoints one or two zonal officers, who in turn appoint three to four deputy engineers accountable to them. In each zone, there are about six to seven junior engineers, typists, etc.

Under the decentralised, administrative set-up, even the junior engineers and other inspectors working at ward level are provided with adequate powers for effective discharge of their duties.

Table 27. Role of Private sector in Urban Infrastructure Provision

| Urban Infrastructure | Role of Private Sector (specify) |
|-------------------------------------|---|
| Water supply | None |
| Sewerage | None |
| Drainage | None |
| Storm water drainage | None |
| Solid waste disposal | Tendering process is underway for developing sanitary landfill site |
| Municipal road (including flyovers) | None |
| Street lighting | None |

5.5 VADODARA URBAN DEVELOPMENT AUTHORITY (VUDA)

Vadodara Urban Development Authority (VUDA) constituted under the provision of Gujarat Town Planning and Urban Development Act 1976, became functional from 1st February 1978. The jurisdiction under the VUDA covers an area of 714.56 sq. kms. including Vadodara, Padra and Vaghodia Talukas, covering 104 villages. As a statutory provision of the Act, a draft development plan was prepared and submitted to the government. On the approval of the plan by the Government of Gujarat, VUDA started implementing the planned proposals of the development plan and controlling the development activities.

The principal powers and functions of VUDA are:

- ◆ Undertake preparation of development plans for urban development area
- ◆ Undertake preparation of town planning schemes
- ◆ Undertake surveys in the urban development area for preparation of all the above
- ◆ Guide, assist and direct the local authorities and statutory authorities functioning in the urban development area in planning, development and use of urban area
- ◆ Control development activities in accordance with the development plan
- ◆ Execute work in connection with water supply, disposal of sewerage and provision of other services and amenities
- ◆ Acquire, hold, manage and dispose property, movable or immovable, as may be necessary
- ◆ Enter into contracts agreements or arrangements with any local authority, person or organisation as may be necessary
- ◆ Carry out the development works assigned to it by the state government from time to time

- ◆ Exercise any such other functions or powers as maybe directed by the state government

Being an industrialised, cultural, institutional and educational centre, the urban settlements on the peripheries of the city limits have almost merged with the main city.

In the VUDA area, economic growth and social change have been observed because of a number of factors like major industrial locations, availability of top order education facilities, and facilities in the field of health, recreation and water supply.

A balanced integrated programme and diversified and decentralised pattern is required, and has been planned for adoption in the VUDA area. Thus, the VUDA area can function as a powerful instrument in organizing rural areas and reducing pressure on the central city including a check on migration.

Table 28. Functions of a Zone and Ward Office of Vadodara Municipal Corporation

| Functions of a Zone Office | | | Functions of a Ward Office |
|---|---|--|--|
| Health Department | Assessment and Recovery Department | Engineering Department | |
| <ul style="list-style-type: none"> ◆ Scavenge the entire area coming under the zone, ◆ Clean choked, gully-trap and sewer traps, ◆ Carry out food inspection, issue branch license permit, ◆ Vaccinate, register birth/death, promote family planning. ◆ Remove the nuisance of stray animals – Malaria Control. | <ul style="list-style-type: none"> ◆ Assess properties, recover property tax, education tax, etc. ◆ Appeals regarding assessment and rent recovery of corporation's various properties ◆ Register shops/firms renewal and court complaints regarding breach of law | <ul style="list-style-type: none"> ◆ Build new roads up to 60" width to widen the roads, conduct repairs & re-carpeting of roads etc. ◆ Build society roads by raising public funds to prepare new footpaths, to repair them, scrape etc. ◆ Build roads up to 80" width and their repair work. ◆ Build new buildings & maintain Municipal Properties. ◆ Sanction 1/2" domestic and 1" Industrial connection. ◆ Repair work of main water pipelines up to 22" ◆ Maintain and clean temporary/permanent drainage ◆ Issue permits for layout of low-rise buildings, carry out procedure against illegal construction ◆ Implement town planning scheme; recover betterment charges ◆ Take actions against public nuisance and damaged property ◆ Issue permits for mandap, banner, and hoarding; collect land rent, property rent. ◆ Remove permanent / temporary encroachments, to make alternative arrangement for obstructing slums | <ul style="list-style-type: none"> ◆ Clean and sprinkle pesticides ◆ Collect, transport and dispose off solid waste ◆ Dispose off carcasses (small and big) ◆ Renew licenses of non-edible things (matches, kerosene, coal, fireworks etc.) and edible things ◆ Clean choked gully-traps ◆ Clean drip wells ◆ Chlorinate wells in use and chlorine test water samples ◆ Legal actions against citizens creating nuisance ◆ Inspect hotels, hawkers, small shopkeepers, cinema halls, theatres and other public entertainment places from a hygienic point of view ◆ Clean public urinals ◆ Collect basic details of epidemics and inform higher authorities regarding disease controlling measures ◆ Issue licenses for eatables and non-eatable items under the BPMC Act, 1949 etc. |