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## **A WRITE-UP ON NEW STRUCTURES OF GOVERNANCE IN THE STATE OF MAHARASHTRA**

### **Introduction**

Government of Maharashtra, since its formation in 1960, implemented various developmental schemes and projects in the areas like Agriculture, Industry, Infrastructure and Social Sectors for overall development of the state.

There are three conventional structures of government viz. Legislature, Executive (Departments, Revenue Divisions and Collectorate) and Judiciary. 35 districts in the State of Maharashtra have been divided into six revenue divisions viz. Konkan, Pune, Nashik, Aurangabad, Amravati and Nagpur for administrative purposes. The State has a long tradition of having statutory bodies for planning at the district.

For local self-governance in rural areas, there are 33 Zilla Parishads, 355 Panchayat Samitis and 27,993 Gram Panchayats. The urban areas are governed through 23 Municipal Corporations, 222 Municipal Councils, 4 Nagar Panchayats and 7 Cantonment Boards.

Apart from these administrative structures, the Government of Maharashtra initiated various new structures of governance in the course of time. These structures can be classified as

1. Development Authorities
2. Developmental Councils
3. Regulatory Commissions
4. Corporations
5. Other Models of Public Pvt. Partnership : BOT, BOOT, Special Purpose Vehicles etc.

Mumbai, the capital of Maharashtra and the financial capital of India, houses the headquarters of most of the major financial institutions, state corporations and development authorities.

The basic responsibility of the government is to undertake governance and welfare activities so as to meet the aspirations of the people. In order to make committed efforts for overall development of the state and to ensure effective service delivery, the government created new and dedicated governance structures. It also encouraged private sector involvement. Due to budgetary constraints; the Government adopted Public Private Partnership (PPP) model in infrastructure development and management. Regulatory commissions were formed in order to have an impartial and conclusive decision making with people participation. This write-up features various new structures of governance adopted in Maharashtra.

**Regional Development : Planning Authority  
Mumbai Metropolitan Region Development Authority  
(MMRDA)**

MMRDA was set up in 1975 under the Mumbai Metropolitan Region Development Authority Act, 1974 by the Government of Maharashtra as an apex body for planning and co-ordination of

development activities in the Mumbai Metropolitan Region comprising of Mumbai and its influence area. Its activities are:

- Development planning for the region
- Provision of regional infrastructure
- Promotion of growth centres
- Provision of development finance
- Development co-ordination

The MMRDA prepares plans; formulates policies and programmes; implements projects and helps in directing investments in the Region. In particular, it conceives, promotes and monitors the key projects for developing new growth centres and bring about improvement in sectors like transport, housing, water supply and environment in the Region.

### **Development Boards**

To make up the developmental backlog; leaders of Vidarbha and Marathwada demanded formation of Statutory Development Boards. On 28<sup>th</sup> July 1984 Maharashtra legislature passed the resolution about setting up of the boards as per the article 371(2) for Vidarbha, Marathwada and rest of Maharashtra. On March 13, 1989 a demand for independent development board arose from Konkan region, but the demand was dropped later. No action was taken till 1990. On May 1, 1994 Statutory Development Boards were set up for Vidarbha, Marathwada and rest of Maharashtra.

**Composition :** Governor appoints seven members on the board. 1 Legislative Assembly Member; 1 Member from Public Authorities; 5 Experts from fields like planning, economics, industry, agri and irrigation, public construction. The Governor

appoints one of them as the Chairman of the board. The term is of five years. The boards are expected to devise a Plan for seeking balanced development of the regions, to discuss the programmes and priorities; to seek necessary financial assistance for developmental goals; to oversee the utilization of funds and to submit the report to the Governor to be presented to the state legislature. The aim is to accomplish the balanced development of the regions by implementing time bound schemes and projects.

**Following Development Boards were constituted in 1994 viz.**

1. The Vidarbha Development Board
2. The Marathwada Development Board
3. The Development Board for the Rest of Maharashtra

After the constitution of the Boards in 1994, the amount for backlog removal was increased from Rs.500 crore to Rs.900 crore in 1996-97 and to Rs.1100 crore per year during 1997-98 to 2000-01. This allocation was further increased to Rs.1720 crore during 2001-02.

The Development Boards completed their term of 5 years on April 30, 1999. The term of the three Development Boards was extended by another 5 years upto 30th April, 2004; later on, the term of Development Boards was extended for one year i.e. upto 30th April, 2005. Further the President of India extended the term upto 30th April 2010. Recently the term of these boards have been extended upto 2015.

## **Sector wise Structures**

### **Agriculture**

Agriculture is one of the important sectors. About 55 per cent of state's population is dependent on agriculture and allied activities. This sector contributes 10.5 per cent to the State's income. The policy of the State Government is highly favorable for development of agriculture sector. Government prepared a comprehensive Agriculture Policy considering the problems in agriculture and allied sectors.

In the post independence period from 1950 to 1965 several schemes were launched to boost growth of agriculture sector. Production of quality seeds through **Taluka Seed Farms** started during 1957. Emphasis was given on increase in irrigated area along with cultivated area during this period. **Maharashtra State Seed Corporation** (MSSC) is the major Public Sector Organizations in production and distribution of quality seeds.

A special campaign was launched in 1961-62 to encourage use of chemical fertilizers. Introduction of intensive agriculture, comprising of large scale use of improved seed, fertilizers, pesticides and available water helped increase in agriculture production. Later on, considering the need for providing guidance to the farmers for proper and judicious use of these inputs, Training and Visit Scheme was launched in 1981-82.

Self sufficiency in agriculture, assurance of more and more net income to the farmers and commercialization of agriculture have been given more importance. Different schemes have been implemented to increase agricultural production, export promotion

and to encourage the agro processing industry with a view to take advantage of liberalized economy and Global trade.

### **Policy Initiatives**

The policy of the State Government is highly favorable for development of agriculture sector. Various national programmes of great importance are being implemented. Under the National Food Security Mission for increasing food production through area expansion, productivity enhancement and restoring soil fertility, six districts for rice, eight districts for wheat and 18 districts for pulses have been selected from the State . Under the National Food Security mission the State has achieved the Seed Replacement Rate (SRR) in almost all crops except Tur, Groundnut, Rabi Jowar, Gram & Safflower.

Promotion of organic farming is being done on a major scheme through integrated use of fertilizers, promotion, certification & soil testing of organic farming, 'Soil Health Card' distribution, use of green manure, training of facilitators and farmers field schools, whereby over 6.5 lakh ha. area has been brought under organic farming in the State.

### **Agriculture Marketing**

Maharashtra is one of the frontrunners in bringing about legislative changes to usher in reforms in Agricultural marketing. The **Maharashtra State Agricultural Marketing Board (MSAMB)** is having an important role in developing and co-ordinating agricultural marketing system in the State of Maharashtra.

In 2005-06, the Marketing Act was amended by including Direct Marketing, Private Market, Farmer Consumers Market, Single

Licenses and Contract Farming. After the amendment, 95 Direct Marketing Licenses have been issued till now, of which, 12 **Private Market licenses** are issued. Out of these 12 Private Markets, 5 markets have started their functioning, 5 markets are at development stage and the remaining two markets viz. **National Spot Exchange and National Commodity & Derivatives Exchange** (NCDEX) are operating through internet. The MSAMB has established network of computerized APMCs in the State, called as '**MARKNET**' with an objective to provide daily arrival and price information to farmers through APMCs and to bring efficiency and transparency in the functioning of APMCs by computerizing the system.

In the year 1996-97 the State Government identified the area of **Horticulture Development** as one of the thrust areas. To develop the cultivation industry, an international standard advanced practical Horticulture Training Center was established in 2002 by MSAMB. In 2003, a "Project Consultancy Division" was announced to be set up to meet the inherent demand for consultancy services in the fast growing areas of agro processing, food processing and post harvest management in the State and for a number of private entrepreneurs who have come forward to set up a variety of post harvest management and agro processing facilities in various **Agri Export Zones** (AEZs) in the State.

**Maharashtra State Horticulture & Medicinal Plants Board** (MSHMPB) was established in 2005 to implement the scheme of National Horticulture Mission and National Medicinal Plants Board (NMPB). The MSHMPB received grants of 739.78 crore under NHM and 4.54 crore for NMPB during 2010-11.

### **Irrigation**

The State Government encourages cultivators to adopt water saving irrigation systems by giving them 50 per cent subsidy for purchase of sprinkler and drip irrigation equipments.

**Reforms in Irrigation Sector :** The State Government has initiated few reforms in irrigation sector, which include declaration of water policy, enactment of **Water Resources Regulatory Authority**, Management of Irrigation System by Farmers and Water Users Associations (WUA).

### **Maharashtra Water Resources Regulatory Authority :**

The Maharashtra Water Resources Regulatory Authority (MWRRA) is an important feature of water sector reforms in the state of Maharashtra. The Maharashtra Water Resources Regulatory Authority (MWRRA) was established in August 2005 and became operational in mid 2006.

This Authority has been established to regulate the water sector in the State, and is the first such Authority anywhere in the country, with such a specific mandate. The MWRRA Act, 2005 empowers MWRRA to regulate the water resources within the State of Maharashtra, fix the water tariff system at sub-basin, river basin and State level, and frame Regulations and Orders for better management of water resources in the State. The Authority provides an institutional mechanism to regulate the allocation, management and utilisation of the state's limited water resources through a participatory approach. The three main functions of the authority are:

- i. To determine, regulate and enforce the distribution of entitlements for the various categories of use and the distribution of entitlements, within each category of use.
- ii. To establish a water tariff system for levying water charges on various categories of water users.
- iii. To review and clear water resources projects, with a view to ensuring that a project proposal is in conformity with the Integrated State Water Plan (ISWP).

The Authority is also required to support and aid the enhancement and preservation projects in districts and regions with irrigation backlogs as per the Governor's directives. The Authority is also required to ensure equitable distribution of water during periods of scarcity.

The MWRRRA establishes a regulatory mechanism for overseeing the relationship between the service provider and water user entities and also within a water user entity, in terms of determination, enforcement and dispute resolution of entitlements and fixation of water charges.

**Maharashtra Jeevan Pradhikaran :**

The Maharashtra Water Supply and Sewerage Board was constituted on the 1st January, 1997 under the Maharashtra Water Supply and Sewerage service for rapid development and proper regulation of Water Supply and Sewerage service in the State of Maharashtra. The name of the Board was changed as Maharashtra Jeevan Pradhikaran with effect from March 10, 1997.

The primary objective of the Pradhikaran is to promote potable Water and satisfactory sanitation facilities so as to achieve and maintain clean environment.

**Pradhikaran's activities :**

- Planning, investigation, designing, executive and maintaining of all the municipal Water Supply and Sewerage Scheme and rural piped Water Supply Schemes sponsored by the Government of India and Government of Maharashtra costing more than Rs. 5.00 lakh.
- Execution of Water Supply and Sewerage Schemes on behalf of the Government of India for departments like Defence and State Government Departments.
- Maintenance of Water Supply and Sewerage Schemes owned by the Pradhikaran.
- Giving technical advice to Municipal Councils for works carried out by them.
- Procurement and servicing of L.I.C. and HUDCO loans for Urban Water Supply and Sewerage Schemes.
- Low Cost Sanitation Schemes on behalf of State Government and Municipal Councils, Procurement and Servicing of Government Loans, Open Market Borrowing etc. for Urban Water Supply and Sewerage Schemes.

Integrated Watershed Development Programmes were started in order to implement water conservation programmes across the state. For implementing these programmes effectively and independently, Water Conservation Department was created in 1992.

**Irrigation Commission** – 2<sup>nd</sup> Irrigation Commission was established in 1995 to study the problems of Irrigation and development of water resources in the state. Government of Maharashtra set up **Maharashtra Krishna Valley**

**Development Corporation (MKVDC)** in January 1996 for expeditious planning, investigation, designing and managing of irrigation projects, command area, flood control.

With a view to remove the backlog of irrigation in Vidarbha region, Konkan and North Maharashtra following **Irrigation Development Councils** were set up in 1997:

- Vidarbha Irrigation Development Council
- Konkan Irrigation Development Council
- Tapi Irrigation Development Council
- Godawari Marathwada Irrigation Development Council was set up in 1998.

Indo-German Watershed Development Programmes were undertaken through NGOs since 1992.

### **Forestry**

Forest Development Board was established by the Government of Maharashtra in 1969 for converting large blocks of low value mixed forests into valuable stands. Considering its experience and the recommendations of the National Commission on Agriculture regarding raising of manmade forests, Forest Development Corporation of Maharashtra Limited (FDCM) was incorporated under the Companies Act, 1956 on 16<sup>th</sup> February 1974 as a wholly owned Government Company of State of Maharashtra. Forest area of 3.94 Lakh hectare is leased to FDCM Ltd. for development by Government of Maharashtra. Plantation of Teak has been raised over 1.5 lakh hectare between 1970 and 2000. Annual income from thinning of teak plantations and harvesting of bamboo is around Rs.40 crores.

**Industries**

Maharashtra is one of the most industrialized states. Maharashtra is pioneer in Small Scale Industries. The State continues to attract industrial investments from both, domestic as well as foreign institutions. It has become a leading automobile production hub and a major IT growth centre. It boasts of the largest number of special export promotion zones. Policy initiatives and various corporations have been set up in the State to promote industrialization of the state.

**Maharashtra Industrial Development Corporation (MIDC)**

: After the formation of Maharashtra State on May 1, 1960, the Government of Maharashtra constituted a “Board of Industrial Development” (BID) on October 1, 1960. Development of Ulhas Valley Water Supply was entrusted to the Board of Industrial Development (BID).

The BID framed the legislation and it was introduced before the state legislature and passed in the form of “Maharashtra Industrial Act” which gave birth to MIDC, as a separate corporation on August 1, 1962. In order to achieve planned and systematic industrial growth throughout the State, Maharashtra Industrial Development Corporation (MIDC) has developed industrial areas with essential infrastructure like internal roads, water, electricity and other internal services for entrepreneurs. Various developmental programmes for industrial development are being implemented through 65 MIDC Growth Centres. Mini Industrial Areas were developed at Taluka level. District Industries Centre – DICs -24 Industrial Divisions

**Co-operative Industrial Estates**

The State Government has undertaken a programme of developing industrial estates in areas other than MIDC on a co-operative basis with the view to generate more employment opportunities and is providing several facilities in terms of contribution to share capital and technical guidance for establishing industries. 143 Co-operative Industrial Estates are operational in the state.

**Maharashtra Small Scale Industries Development Corporation Ltd.**, popularly known as **MSSIDC**, was established in 1962 with a view to giving a new orientation and strength to the development of Small Scale Industries in the State of Maharashtra. The main objective of MSSIDC is to aid, counsel, assist, finance, protect and promote the interests of Small Industries. The Corporation renders assistance to approximately 30000 SSI units in the State.

MSSIDC plays a vital role in revival, development and growth of traditional handicrafts of Maharashtra by responding to the diversified needs of rural artisans and marketing their products in India as well as abroad. Over the years, MSSIDC has grown to become India's leading Small Scale Industries Development Corporation, continuously responding to the expanding and diversified needs of Small Scale Industries, Village and Cottage Industries, providing support services like Training and Entrepreneurship Development Programme.

**Policy Initiatives**

The Government of India has adopted economic policies regarding globalization, liberalization and privatization in 1991. Since then major changes such as opening of sectors to private companies which were exclusively in the public domain, relaxation of norms

for Foreign Direct Investment (FDI), etc. resulted into speedy growth and structural changes in the industry.

**The Industry, Trade, Commerce Policy of Maharashtra announced in Dec 1995** emphasised on **liberalization, providing transparency and simplification of procedures, promoting Private sector participation in developmental efforts** as there was a major thrust on infrastructure in developing regions. This new policy encouraged **privatization of Government Undertakings**.

The objective of **State's industrial policy 2006** is to achieve higher and sustainable economic growth with emphasis on balanced regional development and employment generation through greater private and public investment in industrial and infrastructure development. The Policy was valid till 31st March 2011.

**Policy Targets are:**

- Industrial Sector growth rate of 10%
- Service Sector growth rate of 12%
- Additional Employment Generation of 20 lakh

**Public and Private IT Park** : The concept of IT parks has triggered development of integrated infrastructure needed for IT industry. 36 public IT parks are established by MIDC and CIDCO. For getting private participation in creating world-class infrastructure for IT industry, 29 new IT parks have been approved in 2010-11 making total private IT parks in the State to 425, out of which 88 IT parks have started functioning. These are located in Mumbai (41), Thane (9) and Pune (38). They cover

approximately 17.38 lakh sq. mt of Built Up Area (BUA) with investment of 1,403 crores and have generated 1.87 lakh jobs. The remaining 337 IT parks covering 78.62 lakh sq. mt. BUA with investment of 6,347 crore have been given Letter of Intent (LOI) and are expected to generate 8.46 lakh job opportunities.

**Special Economic Zones :** The State has adopted the Special Economic Zone (SEZ) policy with effect from 10<sup>th</sup> February, 2006 and is implementing the SEZs so as to boost the economic growth of the State. The State has received 233 SEZ proposals up to 31st December, 2010.

#### **Bio-Technology**

The Bio-Technology (BT) Policy was declared by the State Government in 2001. Nine **BT- SEZs** under public sector are proposed in the State with total estimated investment of 4,234 crores and employment generation of 0.98 lakh. Public BT parks are developed in the State at MIDC Jalna and MIDC Hinjewadi (Pune), while **four private BT parks** are being developed in the State with total estimated investment of about 300 crore.

**Maharashtra State Financial Corporation (MSFC)** has been set up under the State Financial Corporations (SFCs) Act 1951. The Corporation has been operating in the State of Maharashtra since 1962. The main function of MSFC is to provide Term Loan assistance to small and medium scale industries (new as well as existing) for acquisition of fixed assets like land, building, plant & machinery. Most of the industrial activities ranging from Manufacturing, Assembling, Processing to Qualified Professionals can avail the services.

**State Industrial and Investment Corporation of Maharashtra (SICOM)** is a premier financial institution catalyzing development in the Industrial, Services and Infrastructure sectors in India. Since its inception in 1966 by providing financial solutions and advisory services to companies in the private & public sector and Government bodies. SICOM supports the entrepreneurs to set up projects and service facilities in underdeveloped areas of Maharashtra. It also acts as an agent for the operation of the Package Scheme of Incentives of the State Govt. SICOM operates the IDBI scheme of Seed Capital Assistance and has been notified as an eligible institution for the purposes of refinance of the term loans. SICOM is the nodal agency for foreign direct investment in Maharashtra State.

Various Services provided by SICOM are Fund based, advisory, Treasury and FOREX and on-Fund based services. After 1994 SICOM has been offering its services for projects located anywhere in India.

**Maharashtra State Warehousing Corporation (MSWC)** was established in 1957, under the Agriculture Produce (Development & Warehousing) Act, 1956, which was subsequently replaced by the Warehousing Corporations Act, 1962. The functioning of the State Warehousing Corporation is done on the basis of said Act & the detailed procedure formulated under Bombay Warehouses Act, 1959 and Bombay Warehouses Rules, 1960 duly amended from time to time.

**Maharashtra State Mining Corporation Ltd. (MSMC)** is a limited company fully owned by the Government of Maharashtra incorporated under Companies Act, 1956 on 14<sup>th</sup> November, 1973 with the main objects to promote systematic development

of various mines with a view to conserve the mineral wealth of the nation.

Now a step towards expansion of the on-going projects, opening new mines and diversification to mineral based industries, MSMC also started the following objectives:

- To enter into new mineral bearing areas of economic importance having ready market, viz. coal, Iron ore, Manganese, Tungsten etc.
- Manufacturing of mineral-based value added product: - R & D work on various minerals have been undertaken by MSMC through national level organizations. Based upon these reports MSMC would like to set up mineral based industries to produce value-added products of economic importance.
- Expansion of market of the minerals and value added product:- MSMC have adequate potential of quality and unique minerals, MSMC would like to explore firm and regular market for these minerals.

#### **Maharashtra Economic Development Council (MEDC)**

The Maharashtra Economic Development Council [MEDC] was constituted on 29th June 1957, by the prominent Chambers of Commerce and Business and Industries Associations in Maharashtra, as a symbol of social responsibility of business and industry, under the Stewardship of the late Dr. Dhananjayrao Gadgil, eminent Economist and former Deputy Chairman of the Planning Commission, Government of India.

#### **Environment**

**The Maharashtra Water (Prevention and Control of Pollution) Board (MPCB)** was established in 1970.

Subsequently in 1974, the parliament passed 'Water (Prevention and Control of Pollution) Act' which was adopted by the State Government in 1981. The Board was therefore reconstituted under this new act as Maharashtra Pollution Control Board (MPCB).

The Board advises the State on environment related issues and monitors ambient air quality, rivers, creek/sea, ground water quality, industrial effluent and noise levels, etc. A separate Department for Environment was set up by the State Government in 1985.

Maharashtra Pollution Control Board (MPCB) is implementing various environmental legislations in the state of Maharashtra, mainly including Water (Prevention and Control of Pollution) Act, 1974, Air (Prevention and Control of Pollution) Act, 1981, Water (Cess) Act, 1977 and some of the provisions under Environmental (Protection) Act, 1986 and the rules framed there under like, Biomedical Waste (M&H) Rules, 1998, Hazardous Waste (M&H) Rules, 2000, Municipal Solid Waste Rules, 2000 etc. MPCB is functioning under the administrative control of Environment Department of Government of Maharashtra. Some of the important functions of MPCB are:

- To plan comprehensive program for the prevention, control or abatement of pollution
- To collect and disseminate information relating to pollution and the prevention and control
- To inspect sewage or trade effluent treatment and disposal facilities, and air pollution control systems and to review plans, specification or any other data relating to the treatment plants, disposal systems and air pollution control systems

- Supporting and encouraging the developments in the fields of pollution control, waste recycle reuse, eco-friendly practices etc.
- To educate and guide the entrepreneurs in improving environment by suggesting appropriate pollution control technologies and techniques
- Creation of public awareness about the clean and healthy environment and attending the public complaints regarding pollution.

#### **Environment Conservation :**

##### **E-waste Management**

E waste contains harmful components like halogenated compounds, heavy metals besides radioactive substances that can spell danger to health and the environment. MPCB has identified e-waste as a priority area and has taken certain initiatives to create awareness among its stake holders as awareness is the key to environment preservation. The board has authorized three industries for recycling of e-waste having environmentally sound technology with total recycling capacity of 11,190 MT per year. MPCB indicates alarming 50,000 tonnes of e-waste could be generated per year. MPCB has tied up with MMRDA to start the first integrated e-waste recycling facility in the country, on the **Public Private Partnership (PPP) model.**

##### **Environment Clearance**

Under the Environment (Protection) Act, 1986, the Central Government constituted Maharashtra Coastal Zone Management Authority (MCZMA), State Level Environment Impact Assessment Authority (SEIAA) and State Level Expert Appraisal Committee (SEAC) in the state for environmental clearance.

**Infrastructure**

The importance of infrastructure for sustainable economic development is well recognized. Inadequate and inefficient infrastructure can prevent the economy from realizing its full growth potential. Physical infrastructure covering power, transportation and communication, besides facilitating economic growth, has direct impact on quality of life. The visible signs of shortfalls in capacity and inefficiencies include increasing power failures, load shedding, congested roads etc. and illustrate the widening gap between demand and supply of infrastructure. There is a potential for public private partnerships (PPP) to contribute more and help to bridge the infrastructure gap. There has been considerable progress in the last ten years in attracting private investment into the infrastructure sectors.

**Energy**

Electricity plays an essential role in modern society, bringing benefits and progress in various fields, including manufacturing, industry, services like transportation and communication technologies.

**Privatisation of Electricity Generation** : State Govt. took active lead to involve private sector in power generation since 1994-95. Projects under private sector power participation were LNG-Dabhol, Coal- Khaperkheda near Nagpur, Coal-Bhadravati near Chandrapur, Naptha- Nagothane in Ratnagiri, Combined Cycle Gas Turbine (CCGT) near Ratnagiri.

**Capacity Addition**

**Thermal Power Generation by Private Companies** – The State Government signed MoUs in 2005-06 for total 12,168 MW electricity generation with eight private companies viz.

- (i) Tata Power Company Ltd.
- (ii) JSW Energy Ltd.
- (iii) Reliance Energy Ltd.
- (iv) Ispat Energy Ltd.
- (v) Central India Power Company Ltd.
- (vi) GMR Maharashtra Energy Ltd.
- (vii) Spectrum Technology
- (viii) Essar Power

**Co-generation of Electricity** by co-op Sugar Factories was also encouraged by the state govt.

**Captive Power Generation** : permission to industries in the state for the generation of captive power has been granted by the State Government. By this arrangement power generated by these industries is to be used for their own purpose. Captive Power Plant is set up by an industrial unit for generating power primarily for its own consumption. Under this scheme, a threshold level is prescribed for the industry's own consumption from the captive units and capacity in excess is permitted to be sold into the grid. By the end of 2009-10, 83 projects of 1,051 MW installed capacity were commissioned and 365 MKWH electricity was sold to MAHADISCOM

**Maharashtra Electricity Regulatory Commission (MERC)** was established on August 5, 1999 under the Electricity Regulatory Commission Act, 1998, a Central Act which was superseded by Electricity Act (EA), 2003. The Commission is continued as provided under Section 82 of the EA, 2003. The Act was mandated to promote competition, efficiency and economy in the power sector and to regulate tariffs of power generation, transmission and distribution and to protect the interests of the consumers and other stakeholders.

The major functions of the commission include to promote competition, efficiency and economy in the power sector and to regulate tariffs of power generation, transmission and distribution, electricity purchase and procurement process of distribution licensees and to protect the interests of the consumers and other stakeholders. It also facilitates intra-State transmission and wheeling of electricity, to promote cogeneration and generation of electricity from renewable sources of energy etc.

**Maharashtra Energy Development Agency (MEDA)**

The oil shock of late 1970s prompted energy planners world over to look for alternative sources of energy. Proper utilization of renewable energy such as solar, biomass, wind etc., once again started capturing the imagination of mankind. It was realized that sustainable development of the country called for growth of energy sector with effective management and proper mix of available renewable and non-renewable sources of energy. The Government of India set an example as one of the few countries that created independent ministry for renewable energy, the Ministry of New and Renewable Energy (MNRE) in the early 1980s. In line with the Central Government policy, Maharashtra created

**Maharashtra Energy Development Agency (MEDA).** Registered as a Society on 26 July 1985, MEDA as an organization commenced functioning from July 1986. MEDA's objective is to undertake development of renewable energy and facilitate energy conservation in the State of Maharashtra, as a state nodal agency under the umbrella of the MNRE. Apex controlling body of MEDA is the governing body with the Minister of Non Conventional Energy, Maharashtra state, as Chairman.

### **Renewable Energy**

MEDA did extensive work in the field of renewable energy focusing on rural areas and stand-alone devices. Integrated Rural Energy Planning (IREP) programme was the main plank of its activities. However, in the last few years, technologies of generation of grid-connected power from renewable sources have matured and were become popular in India.

Generation of power from environment friendly resources has become the main focus.

Wind, solar, biomass, biogas, sea waves and geo-thermal, etc. are the renewable energy sources. The State Government has notified Maharashtra Energy Development Agency (MEDA) as the designated agency to enforce the Energy Conservation Act and is engaged in promotion and propagation of renewable energy and conducting energy conservation programmes especially in rural areas.

### **Potential, Installed Capacity and Untapped potential of Renewable Energy**

The wind energy potential assessed in the State is about 5,439 MW. Sites with Annual Mean **Wind Power** Density above 200

W/m<sup>2</sup> are considered suitable for wind power projects. 40 such sites have been identified in the State. MEDA has installed the demonstration wind power projects of total capacity 11.09 MW. Investor-friendly policies of the State Government and technical viability of demonstration projects have attracted private investment in the wind sector. Private wind power projects of 2,194 MW with the investment of 10,900 crore have been installed upto December, 2010.

The State Government has formulated a **Hydro Policy** in order to boost the participation of private developers in the development of small hydroelectric projects in the State. Under this policy, seven small hydroelectric projects have been completed with the installed capacity of 74 MW.

**Nuclear Energy** - Jaitapur Nuclear Power Project of 9,900 MW capacity comprising of six European Power Reactors is proposed to be set up in a phased manner by NPCIL at Jaitapur in Ratnagiri district. The first reactor unit is expected to start generating electricity from 2018.

The Govt. of India has announced a policy to establish a **state-level energy park** in each state in the country. A financial assistance of Rs.1 crore to be provided for the installation of non-conventional and renewable energy systems. The state govt. has to provide land free of cost and incur expenditure on construction activities. MEDA has established a state-level energy park at Peshwe Park, Pune in 2011. This State level Energy Education Park has been started to spread awareness about renewable energy among the masses. The park spreads over an area of 7 acres. MEDA has established such 49 Energy Parks in different districts.

**Road and Transport**

**Maharashtra State Road Transport Corporation (MSRTC)** represents the confluence of three streams for providing passenger road transport in the public sector. These related to the Pre-1956 Reorganization states of Bombay, Madhya Pradesh and Hyderabad.

In 1950, a Road Transport Corporation Act was passed by the Central Government and it delegated powers to states to form their individual road transport corporations with the Central Government contributing one-third of the capital. The Bombay State Road Transport Corporation (BSRTC) thus came into being, later changing its name to MSRTC with the re-organization of the state. Significantly, the ST does not only carry people but also takes care of the postal mail, distribution of medicines, newspapers and even tiffins to children studying in the bigger towns. In rural areas, it aids farmers to transport their goods to the cities. All this in the face of bad roads, recurring losses, hiked taxes and yet it retains its identity of a transport service for everybody.

**Maharashtra State Road Development Corporation (MSRDC)** : was established in 1996 for the development of roads and allied infrastructure mainly through private participation. Most of the projects undertaken by MSRDC are on '**Build, Operate and Transfer**' (BOT) basis. MSRDC mainly deals with road projects, flyover projects, toll collection rights etc. Since inception, MSRDC has completed 18 projects with estimated cost of 7,187 crore and actual expenditure incurred is 6,817 crore. The total toll collected from the partially and fully completed projects upto 31<sup>st</sup> December, 2010 was 3,058 crore as against total expenditure of 8,052 crore.

**Maharashtra Airport Development Company Limited (MADC)** was constituted in the year 2002 by the State Government as a **special purpose vehicle**. MADC is handling projects which include 'Multimodal International Passenger and Cargo Hub Airport at Nagpur' (MIHAN) and Nagpur International Airport. For economic feasibility of the project a **Multi product Special Economic Zone (SEZ)** abutting the boundary of the airport is also being developed. MADC is also developing several other airports in Maharashtra including Solapur, Shirdi, Gadchiroli, Chandrapur, Amravati, Jalgaon and new international airport at Rajgurunagar. (Navin Chakan, District Pune).

**MIHAN** is located at the integration of three modes of transport i.e. airways, railways and roadways. Project Area of 4354 hectares for SEZ and 1295 hectares for the airport.

Total projected investments in next five years will be about 20 billion dollars and expected employment generation is about 1,20,000 direct jobs and about 3,50,000 indirect jobs by 2020 in MIHAN area.

To reduce congestion in Mumbai International Airport, an additional airport has been proposed at Navi Mumbai, the first phase of which will be functional by 2013. The total project cost is 9,970 crore. Besides these, the Government has also taken a decision of setting up new airports at Yavatmal, Nanded, Latur, Osmanabad, Baramati, Kolhapur, Ratnagiri and Sindhudurg. The work of setting up airport at Kolhapur has been handed over to Airports Authority of India and is expected to be completed by February, 2012. The proposal of setting up airport at Ratnagiri has been handed over to the Coast Guard.

**Communication**

The communication system that comprises of posts, telegraphs, telephones and voice, video & data telecommunication is an integral part of the development process and is growing rapidly after liberalisation and privatisation policies implemented since 1990s. The telecommunication system in the State is operated both by the private operators and the public undertakings.

**Bharat Sanchar Nigam Ltd (BSNL), Mahanagar Telephone Nigam Ltd. (MTNL) and eight private companies** are providing telecommunication services in the State. The total number of landline connections at the end of March, 2010 in the State was 59.55 lakh. The number of cell phone users per lakh population at the end of December, 2010 in the State was 77,093.

**Tourism**

**Maharashtra Tourism Development Corporation (MTDC)** has been established under the Companies Act, 1956, (fully owned by Govt. of Maharashtra) for systematic development of tourism on commercial lines, with an authorized share capital of Rs. 25 crore. The paid up share capital of the Corporation as on 31st March 2008 is Rs.15.38 lakhs. The Corporation receives from the State Government financial assistance in the form of share capital and grants. The State Government has entrusted all commercial and promotional tourism activities to this Corporation. MTDC, since its inception, has been involved in the development and maintenance of the various tourist locations of Maharashtra. MTDC owns and maintains resorts at all key tourist centers and having more resorts is on the plan.

**Social Sectors**

Social sector plays a significant role in a developing and emerging economy. There is a growing realization that, in the new dynamics of Maharashtra, social sector occupies an important place. To have sustainable economic development, the focus of our planning should be the weaker sections, the disadvantaged and the disabled. Good governance and qualitative services through public participation can provide best results in the social sector development.

**Housing****City and Industrial Development Corporation of Maharashtra Ltd. (CIDCO)**

The State Government established City and Industrial Development Corporation Limited (CIDCO) in March 1970 basically for undertaking development of Navi Mumbai. CIDCO has created environment-friendly model urban settlements with full fledged physical and social infrastructure to meet residential, commercial and industrial needs of people. CIDCO is implementing ambitious development programmes covering housing for all sections of the community, providing infrastructure for schools, hospitals, community centres, playgrounds, recreational areas, public utilities and landscaping, etc. The Government of Maharashtra has appointed CIDCO as Special Planning Authority for development of District Head Quarter of Sindhudurg in Oros, Vasai-Virar Project and Meghdootnagar in Butibori area near Nagpur. CIDCO is also implementing various development programmes in Aurangabad, Nanded and Nashik cities. The work of construction of 1,344 tenements is in progress and expenditure incurred there on upto November, 2010 was 96 crore.

**Maharashtra Housing Board (MHADA)**

The Maharashtra Housing Board formerly called “Bombay Housing Board” was established in year 1948 and had a jurisdiction over the entire State of Maharashtra except Vidharbha region. This body undertook construction of residential buildings under various housing schemes for different sections of the society.

The allotment and maintenance of these buildings was being looked after by it. On the re-organization of the State, the Vidharbha Housing Board was established in the year 1960 as a successor body to the erstwhile Madhya Pradesh Housing Board. Its functions were similar to those of the Maharashtra Housing Board, except that it also advanced loan to co-operative housing societies, institutions and local authorities for the construction of houses.

The Bombay Buildings Repairs and Reconstruction Board was constituted in 1971. It was created to deal with the problems faced by tenants residing in dilapidated buildings in the Island City of Bombay and undertook its structural repairs and reconstruction, so as to make them structurally sound and safe for habitation. The Maharashtra Slum Improvement Board was constituted in 1974, with intention to provide basic amenities, such as water taps, drainage, pathways, latrines and streetlights etc. in slums. To begin with, its activities were confined to the Mumbai City and Mumbai Suburban Districts. These activities were later extended to the other parts of the State. Maharashtra Housing & Area Development Authority (MHADA) was established in 1977 with a view to integrate the activities and functions performed by then existing statutory bodies to extend fair housing opportunities to the residents of the State. MHADA

has been instrumental in enhancing the housing development in Mumbai and few other parts of the State. Since inception, upto March, 2010, MHADA has constructed and redeveloped 4,37,877 dwelling units.

**Slum Rehabilitation Authority (SRA)** has been set up in 1995. Slum Rehabilitation Authority is a planning authority and has been empowered to prepare and submit proposals for modification to the Development Plan of Greater Mumbai. After 1990 a new concept of treating the underlying land of the slums as a resource was formalised. Incentive FSI for constructing tenements for sale in open market was allowed. The profits generated from the sale of these tenements was to be used for cross-subsidising the free houses to the slum dwellers.

**Shivshahi Punarvasan Prakalp Ltd. (SPPL)** was set up in 1998 with an objective of accelerating slum rehabilitation. Since inception up to the end of October, 2010, under SPPL 105 buildings, comprising 10,056 tenements, were constructed incurring an expenditure of 435.38 crore.

#### **Education**

**Maharashtra Knowledge Corporation Limited (MKCL)** was promoted by the Department of Higher and Technical Education, Government of Maharashtra, India and was incorporated in 2001 as a Public Limited Company to create new paradigm in education and development through universalization and integration of Information Technology in teaching, learning and educational management processes in particular and socio-economic transformative processes in general.

**Sports Education**

State Government has established 'Shiv Chhatrapati Kridapeeth' at Pune in the year 1995 with the motive of promoting sports and develop excellence by upgrading the skills of sports persons. This Kridapeeth conducts sports skill tests for the students of age group 8 to 14 years and imparts specific training for about 8 to 10 years to selected students in 17 different games. There are 11 sports academies in the State. So far, 17 students from these academies have received 'Shiv Chhatrapati State Sports Award' and 39 players had represented the nation in International Competitions. The State Government spends on an average 6,000 per trainee per month. During 2010-11, the number of trainees selected was 590.

**Social Justice**

To accelerate economic development of economically backward classes of society, the State Government has established following Development Corporations through which different schemes are being implemented.

**Sant Rohidas Charmodyog and Charmkar Development Corporation Ltd.** was established in 1974 for development of Scheduled Caste cobblers. The share capital of this corporation is 50 crore. The main objectives of the corporation are:

- To arrange procurement and supply of raw material for those engaged in the leather industries and to make necessary arrangements for production of their product.
- To render necessary assistance and act as an agent for sale of finished product in domestic as well as international markets.
- To provide training facilities regarding production and marketing.

**Lokshahir Annabhau Sathe Development Corporation Ltd.** has been established in 1985 for economic, educational and social development of Matang community. At present share capital of this corporation is 75 crore. It works as State channelising agency of NSFDC.

**Vasantrao Naik VJNT Development Corporation Ltd.** has been established in 1984 for upliftment of Vimukta Jatis and Nomadic Tribes. The corporation has been appointed as a State channelising agency to implement various schemes of National Backward Classes Finance & Development Corporation (NBCFDC). At present authorized share capital of this corporation is 100 crore and paid-up share capital is 91.55 crore.

**Mahatma Phule Backward Class Development Corporation Ltd.** was set up by the State Government in 1978 to act as a catalyst for the economic development of SCs and Nav-Bouddhas. At present, authorized share capital of this corporation is 200 crore and paid-up share capital is 183.91 crore of which 51 per cent share is of the State Government and 49 percent share is of the Central Government. The corporation implements schemes such as Margin Money, schemes under Special Central Assistance Plan, Schemes of NSCFDC. In 2009-10, number of beneficiaries financed was 17,653 incurring finance of 68 crore (of which subsidy of 20 crore) and bank loan of 30 crore. In the year 2010-11 (upto December, 2010), finance to the tune of 62.55 crore (of which subsidy of 11.47 crore) and bank loan of 29.97 crore was provided to 11,764 beneficiaries.

**Maharashtra State Other Backward Class Finance and Development Corporation Ltd.** was established in 1998 for the welfare of other backward class people in the State by providing loan for their self-employment and is incorporated under Company's Act, 1956 in 1999. The authorized and paid-up share capital of the corporation is 50 Crore.

**Shabari Aadiwasi Finance and Development Corporation Ltd.** was established by the State Government in 1998 for the economic welfare of tribal community. Authorized share capital of this corporation is 100 crore of which 51 per cent share is of the State Government and 49 percent is of the Central Government.

**Maulana Aazad Alpasankhyank Aarthik Vikas Mahamandal** was established in 2000 for the welfare of minority people in the State by financing loan for the self-employment, education etc. and is incorporated under Company's Act, 1956. The authorized and paid-up share capital of the corporation are 170 crore and 166.31 crore respectively.

**Maharashtra State Handicapped Finance and Development Corporation Ltd.** was established in 2002 to involve handicapped persons in the main stream of the society. The corporation works as State channelising agency of National Handicapped Finance and Development Corporation (NHFDC).

**Women and Child Welfare**

The principle of gender equality is enshrined in the Indian Constitution in its preamble. The Indian Constitution not only grants equality to women, but also empowers the State to adopt measures in minimizing discrimination of women. Still, gender disparity manifests itself in various forms, the most being the trend of continuously declining sex ratio in the population in the last few decades (937 in 1981, 934 in 1991 and 922 in 2001) in the State. Social stereotyping and violence at the domestic and societal levels are some of the manifestations.

**Mahila Aarthik Vikas Mahamandal (MAVIM)** was established by the State Government in 1975 for providing social and economic justice to women through continuous development process. Taking into consideration the importance of overall development of women and expertise of MAVIM in this work, in 2003 the State Government has announced MAVIM as an apex body for various development schemes promoted by the Centre and State. It also works as a co-ordinating agency between SHGs, financial institutions, voluntary organizations and the concerned Government departments.

**Policy initiative**

Maharashtra is the first State in India to formulate Women Policy in the year 1994, which was subsequently revised in 2001. The

goal of this policy is to bring about the development and empowerment of women and the main objectives are:

- Formulation of programmes relating to agriculture and rural development with focus on women.
- Preparing plans with the perspective of gender budgeting in Government, Semi-Government and all organizations funded by the Government.
- Providing sufficient funds for women's empowerment.
- Economic development through Self Help Groups (SHGs).

#### **Child Development Policy 2002**

The State introduced the Child Development Policy in 2002 to achieve child development in a planned, structured and disciplined manner. It covers orphans, destitutes, homeless and deviated children within the State. The main objectives of this policy are:

- Enhancing antenatal and postnatal care of child health.
- Providing free educational and entertainment facilities in foster care.
- Preventing sexual exploitation and trafficking of children and implementing the Child Marriage Restraint Act, 1929.
- Establishing sufficient institutions for HIV affected children, missing children, physically and mentally challenged children for their protection, education and training.
- Providing facilities of occupational training to children in creches, short stay homes, after care homes, observation homes, juvenile homes, etc.

**E governance** : main objective of introducing E-governance is to bring government close to its citizens and making it more transparent and approachable. Information Technology has been adopted widely and the government of Maharashtra has taken a number of e governance initiatives to improve the day-to-day functioning, some of which are mentioned below:

**Mahanet** : communication system was introduced to connect all the District HQ to Mantralaya E-Mantra applications and Collectorate 2000 are some of the applications.

**SETU** : Programme to set up citizen facilitation centres, Setu, a bridge between the citizens and the govt. Computerisation at the front-end for facilitating citizens at revenue offices. It helps to quickly monitor the applications submitted by the public and action being taken within a fixed time frame.

**SARTHI**: Computerisation of driving license and vehicle registration

**SARITA**: Award-winning computerisation of the complete process of property document registration

**SEAS**: Fast MIS for revenue collection from excise duty

**LMIS**: Computerisation of land records

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**NEW STRUCTURES OF GOVERNANCE  
IN MAHARASHTRA**

Reading Material Series : No. 4

**Gauri Kopardekar**



**Centre for Advanced Studies  
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## **Preface**

UGC has sectioned the Centre for Advanced Studies at the department of Politics & Public Administration, University of Pune. The thrust area of this Centre is Indian Politics. Under this scheme, we have decided to bring out reading material for teachers and research students. This booklet, prepared by Smt. Gauri Kopardekar of Modern College of Arts, Science & Commerce, Ganeshkhind, Pune will help students of Maharashtra's politics in getting acquainted with the emerging structures of governance in the state. We are thankful to the author for preparing this reading material.

**Coordinator**

**Centre for Advanced studies.**



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