



## INTRODUCTION

### I. INTRODUCTION

#### 1.1 Overview

Recent policy changes, namely, economic liberalisation and financial sector reforms (1991) and the decentralisation as a consequence of the 73rd and 74th Constitution Amendments (1992) have given strong impetus to urban growth. Economic liberalisation has introduced a favourable environment for private sector participation and foreign direct investment (FDI).

Cities have been aptly described as engines of economic growth. The liberalisation of the Indian economy has facilitated a wider choice of locations for industrial and concomitant economic activities in the metropolitan cities. In the wake of economic liberalization, the country has launched major initiatives for building core infrastructure such as golden quadrilateral for national highways, modernisation of existing ports and airports, rail freight corridors and establishment of Special Economic Zones (SEZs) throughout the country.

Despite growing economic prosperity, the metropolitan cities are characterised by infrastructural and environmental deficiencies due to growth of population. The economic potential of a city can be deeply constrained by deficiencies in infrastructure systems like roads, transportation, power, telecommunications, water supply, drainage, sanitation and sewerage. The effect of poor infrastructure on the development of small and medium enterprises, particularly in the informal sector, is extremely detrimental vis-à-vis the urban poor in large cities.

#### 1.2 Seminar Objectives

The broad objectives of the Seminar in the above context were:

- to stimulate awareness about the new challenges facing metropolitan regions emerging from investments in SEZs located in its proximity, immigration from rural areas, growth of population as well as diversification of activities and how such activities should be spatially integrated in the metropolitan regional planning process;
- to identify the role of strategic infrastructure in managing rapid growth of metropolitan regions; and
- to look into the current planning process of cities with a view to promoting social inclusion and provision of housing and basic services to the urban poor.

#### 1.3 Organisation of the Seminar

##### I. Seminar Organizing Committee

1. Shri P.D. Sudhakar, Chairman, AMDA and Member Secretary, NCR Planning Board  
*Chairman*
2. Dr. Kulwant Singh, Chief Technical Advisor, UN-HABITAT  
*Member*
3. Dr. S.K. Kulshrestha, Founder Editor, Spatio-economic Development Record and Member, UAG of AMDA  
*Member*
4. Prof. H.B. Singh, Former Head, Deptt. of Regional Planning, SPA  
*Member*
5. Dr. P.S.N. Rao, Professor, SPA and Member, UAG  
*Member*
6. Shri Ved Mittal, Former Chief Architect and Town Planner, GDA  
*Member*



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7. Shri Rajiv Malhotra, Chief Regional Planner, NCR Planning Board *Member*
  8. Shri J.N. Barman, Joint Director (Technical), NCR Planning Board *Member*
  9. Shri R.C. Shukla, Joint Director, NCR Planning Board *Member*
  10. Ms. Anjali P. Roy, Asstt. Director (Technical), NCR Planning Board *Member*
  11. Ms. Meenakshi Singh, Asstt. Director (Technical), NCR Planning Board *Member*
  12. Shri S.R. Kashyap, Admn. Officer, AMDA *Member*
  13. Shri Ashfaque Alam, Asstt. Director (R&T), AMDA *Member*
  14. Shri P.K. Chakravorty, Accounts Officer, AMDA *Member*
  15. Shri B.N. Singh, Director, AMDA *Convenor*
- II. Functional Committees**
1. Research Committee  
Chairman - Dr. S.K. Kulshrestha, Founder Editor – SDR and Member, UAG  
Prof. H.B. Singh, Former Head, Deptt. of Regional Planning, SPA  
Shri Ashfaque Alam, Asstt. Director, AMDA
  2. Rapporteur Committee  
Chairman - Prof. H.B. Singh, Former Head, Deptt. of Regional Planning, SPA  
Dr. S.K. Kulshrestha, Founder Editor - SDR and Member, UAG
  3. Equipment Committee  
Chairman - Shri Nabil Jafri, Dy. Director (GIS), NCR Planning Board  
Shri Satbir Singh, NCR Planning Board  
Shri Ramesh Dev, NCR Planning Board  
Shr Rakesh Kumar, NCR Planning Board  
Ms. Priya Prasad, Research Associate, AMDA  
Ms. Sangeeta Gupta, AMDA
  4. Stage Committee  
Chairperson - Ms. Meenakshi Singh, Asstt. Director (Tech.), NCR Planning Board  
Shri Ashfaque Alam, Asstt. Director, AMDA  
Shri Harsh Kalia, Asstt. Director (Admn.), NCR Planning Board



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5. Reception/Registration Committee  
Chairman - Shri S.R. Kashyap, Admn. Officer, AMDA  
Shri P.K. Chakravorty, Accounts Officer, AMDA  
Ms. Sangeeta Gupta, AMDA  
Ms. Kiran Chanana, AMDA  
Shri R. Sudarshan, AMDA
6. Material Committee  
Chairman - Shri S.R. Kashyap, Admn. Officer, AMDA  
Shri P.K. Chakravorty, Accounts Officer, AMDA  
Shri R. Sudarshan, AMDA
6. VIP Guests and Attendance Committee  
Chairman - Shri J.N. Barman, Joint Director (Technical), NCR Planning Board  
Shri R.C. Shukla, Joint Director, NCR Planning Board  
Shri Aquil Ahmed, Asstt. Director, NCR Planning Board  
Shri S.R. Kashyap, Admn. Officer, AMDA
7. Master of Ceremonies Committee  
Chairman - Shri B.N. Singh, Director, AMDA  
Shri Rajiv Malhotra, Chief Regional Planner, NCR Planning Board  
Ms. Anjoli P. Roy, Asstt. Director (Technical), NCR Planning Board.
8. Hospitality Committee  
Chairman - Shri P.K. Chakravorty, Accounts Officer, AMDA  
Shri S.R. Kashyap, Admn. Officer, AMDA  
Shri Harsh Kalia, Asstt. Director (Admn), NCR Planning Board
9. Media Committee  
Chairman - Shri Rajiv Malhotra, Chief Regional Planner, NCR Planning Board  
Shri R.C. Shukla, Joint Director, NCR Planning Board  
Ms. Meenakshi Singh, Asstt. Director (Tech.), NCR Planning Board  
Shri Abhijit Samanta, Asstt. Director, NCR Planning Board  
Ms. Priya Prasad, Research Associate, AMDA
10. Publications Committee  
Chairman - Shri Ashfaque Alam, Asstt. Director, AMDA  
Ms. Priya Prasad, Research Associate, AMDA  
Shri S.R. Kashyap, Admn. Officer, AMDA
- Ms. Ritu Sharma, P.A. to Deputy Director, NCR Planning Board.



## RECOMMENDATIONS

### II. RECOMMENDATIONS

#### A. General

1. Metropolitan centres and big cities are bridges between global and domestic economies. However, due to excessive concentration of people and activities, they cause undue pressure on the natural and man made systems. It is essential, therefore, to have a well articulated metropolitan and city regional plan for each big city within a State Urbanisation Policy to have an integrated and sustainable development.
2. Such nodal regional plans should have mutually complementary roles assigned to core-urban and peripheral-rural areas for effective functional and physical linkage and symbiotic continuum. These plans should also provide a wider development framework for spatial planning of its socio-economic growth and development at district, metropolitan and local levels.
3. The Metropolitan Regional Plan should be conceived around an efficient and multimodal public transportation network linking urban, rural settlements and various economic activity areas.
4. 74th Constitution Amendment Act (CAA) needs modifications to provide for a mechanism for linking and implementation of plans prepared by Metropolitan Planning Committees (MPCs) and District Planning Committees (DPCs).
5. Approved Development Plans of metropolitan cities and regions should be implemented appropriately by local bodies with strong political and public support which are crucial.
6. In order to save scarce land resource and optimise its use, it is desirable to restrain horizontal spread of metropolitan cities. Instead more dense and vertical development with adequate infrastructure should be planned.
7. In both, private and public sectors, 20 to 25 per cent of the plots or houses should be built with all physical and social infrastructure for economically weaker sections, lower income groups and service providers with the concept of cross subsidization and permitting additional FAR (Floor Area Ratio) to developers. This will be a way to achieve the concept of inclusive social development and reduce the emergence of slums in the City.
8. There is a need to overhaul the Master Planning process to make it more people centric, with people's participation even at sub-city levels (wards). It should have special provision for the urban poor for their living, working and petty business appropriately.
9. Latest IT technologies including Geographic Information Systems (GIS) satellite imageries etc., may be used to have accurate base maps prepared and updated periodically. This may not only ensure realistic proposals and better implementation of the plan but can be used as effective monitoring tool as well.

#### Technical Session-I

#### B. Urbanisation and Metropolitan Regions: The Emerging Role of Urban and Regional Planning in the context of SEZs

1. While developing SEZs, it has to be ensured that they fit into overall state's



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urban and regional development strategy, to avoid haphazard and uncoordinated development and widening rural-urban divide further. SEZs should be able to radiate positive development impulses in its vicinity.

2. SEZs located in the vicinity of a metro area, should be planned within the framework of a metro regional plan to ensure proper planning of the adjoining settlements and to ward off unplanned growth. In case, it is a stand-alone project, its spatial impact should be studied in detail and plan for the surrounding area be prepared as a New Town by State Town Planning Department or SEZ developer so that surrounding areas could be developed in an integrated manner.
3. SEZs though conceived as custom bound islands of international business, should be planned as sustainable built-environment within the context of a wider natural environment and manmade network.
4. Fertile agriculture land should be avoided for locating SEZs and care should be taken to ensure that displacement of existing population is minimal. Farmers need to be rehabilitated and relocated or made shareholders in SEZs depending upon the local situation. Adequate provision for shelter and priority in employment opportunities for displaced population should be made in the SEZ proposals.

### Technical Session-II

#### C. Sustainable Development in Metropolitan Regions in the context of JNNURM

Government of India for the first time has initiated a demand-driven and outcome-oriented JNNURM scheme to invest about Rs. 50,000 crore as Central grant over a seven-year period and another Rs. 50,000 crore by way of investments by state, urban local bodies and through institutional finance in 63 cities of various states to improve urban infrastructure and governance, and basic services to the urban poor, linked with reforms. It also envisages a charter of reforms that is followed by the state governments and urban local bodies. Various other programmes such as Urban Infrastructure Development Scheme for Small and Medium Towns and the Integrated Housing and Slum Development Programme have also been brought under the JNNURM.

1. JNNURM provides an ideal opportunity for establishing a framework for planning, governance and provision of sustainable infrastructure network in metro-cities as well as in their peri-urban area. In the above context, however, there is a need to revise the City Development Plans (CDPs) tool kit to include spatial planning and metro regional planning. This will ensure people-centric sustainable spatio-economic development of urban areas along with the adjoining rural hinterland.
2. Such revised City Development Plans (CDPs) under the new guidelines may be prepared for all metro cities and local bodies falling in their metropolitan regions.
3. There should be combined and collective effort of all agencies including local bodies and parastatals to prepare integrated projects so as to leverage adequate funds for the infrastructure and urban services in the cities under JNNURM. Urban renewal should be promoted for which funds are available under JNNURM.



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### Technical Session-III

#### **D. Mainstreaming Urban Poor and Provision of Urban Basic Services within the Framework of Master Plans**

1. Poorest of the urban poor are the vulnerable group below the economically weaker section (EWS) category. These groups are generally marginalised in the existing master planning approaches. Apart from socio-economic programmes, there is a need to have spatial strategies for critical interventions for improvement in their quality of life. Accordingly, an inclusive settlement planning may include provision of night shelters for destitute and pavement dwellers, pay and use toilets; institutions for street children; sites and services scheme for poor; upgradation of squatter colonies; in situ construction of walk-up flats for the transitional poor.
2. Decision-making process for provision of living and working space as well as basic infrastructure, should have effective participation of the target group including women. Any development project that involves the community and considers the needs of women will surely have a more relevant and lasting impact than a project that does not.
3. People should also be motivated to own such projects for their meaningful implementation and sustainable maintenance. Help of NGOs and social motivators may be enlisted for the purpose.
4. People's participation should be encouraged through the process of consultation and demonstration of projects. Once people have seen how well these projects can work, they would be ready to tackle other development projects that are vital to their communities. They should be more than willing to contribute funds and labour in development projects in spite of being poor.
5. The concept of community participation in development projects, through cost sharing and recovery, has been theoretically established and empirically tested in many parts of the world. However, it needs careful design relevant to Indian context.



## INAUGURAL SESSION

### III PROCEEDINGS

#### 3.1 INAUGURAL SESSION

The AMDA Seminar was inaugurated by Shri S. Jaipal Reddy, Hon'ble Union Minister for Urban Development. Shri P. D. Sudhakar, Chairman, AMDA and Member Secretary, NCR Planning Board delivered the welcome speech. The theme of the Seminar was presented by Shri B.N. Singh, Director, AMDA. It is included, among others, at Annex-I. Vote of thanks was extended by Shri B.N. Singh. The sequence of the Inaugural Session is as given below:

<i>Welcome Address</i>	<b>Shri P.D. Sudhakar,</b> Chairman, AMDA and Member Secretary, NCR Planning Board (NCRPB)
<i>Theme Presentation</i>	<b>Shri B.N. Singh,</b> Director, AMDA
<i>Inaugural Address</i>	<b>Shri S. Jaipal Reddy,</b> Hon'ble Minister for Urban Development, Government of India
<i>Vote of Thanks</i>	<b>Shri B.N. Singh,</b> Director, AMDA





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### WELCOME ADDRESS

by **Shri P. D. Sudhakar**,  
*Chairman, AMDA*

Shri S. Jaipal Reddy ji, Hon'ble Union Minister for Urban Development and esteemed participants.

On behalf of the Association of Municipalities and Development Authorities, it gives me great pleasure, to welcome you all to this very special occasion. It is special not only because of AMDA's Seminar on 'Planning and Development of Metropolitan Regions in the context of Special Initiatives relating to Infrastructure Development and Provision of Basic Services' which is a very relevant subject in the current situation but also because of the gracious presence of the chief guest of the day – Hon'ble Minister Shri S. Jaipal Reddy ji, who has very kindly accepted our request to inaugurate the Seminar. We are extremely grateful to him for consenting to be the Patron-in-Chief of AMDA – an organisation of all India stature, supported by Municipalities and Development Authorities around the country.

I welcome you, Sir, on behalf of AMDA.

We are missing to welcome Shri M. Ramachandran, Secretary, Ministry of Urban Development who had agreed to chair this session but had to go to Jodhpur. We are grateful to him for agreeing to be the Patron of AMDA. We look forward to his guidance in furtherance of its aims and objectives.

It is a matter of great honour for AMDA to organise this Seminar in collaboration with Ministries of Urban Development, Housing and Urban Poverty Alleviation, Government of India; Delhi Development Authority, Chennai Metropolitan Development Authority, Hyderabad Urban Development Authority, Ahmedabad Urban Development Authority, Mumbai Metropolitan Region Development Authority, Punjab Urban

Planning and Development Authority, Bangalore Metropolitan Region Development Authority, Haryana Urban Development Authority, Housing and Urban Development Corporation, and National Capital Region Planning Board.

AMDA was formed in 1983 as Association of Metropolitan Development Authorities as a focal point for exchange of ideas on urban planning and development. Consequent to the 74th Constitution Amendment, AMDA was first titled as 'Association of Urban Management and Development Authorities' and later named as 'Association of Municipalities and Development Authorities' in 2006.

Today AMDA is supported by 65 members - Development Authorities (43) and Municipalities (22) and has emerged as an experience-sharing and knowledge – integration platform facilitating learning and sharing among municipal bodies and development authorities through research, advocacy, workshops, seminars, capacity building and policy advice. AMDA provides a platform for interface between central and state governments, municipal bodies and development authorities.

We are confident that the deliberations during the Seminar will provide valuable insights about the challenges facing metropolitan cities and their regions from investments in public and private sectors, the need for metropolitan spatial regional planning, integrated infrastructure development and to look into the current planning process with a view to promoting social inclusion and basic services to the urban poor through innovative planning process.

With this I once again welcome all the participants in this Seminar.





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### INAUGURAL ADDRESS

by Shri S. Jaipal Reddy,

*Hon'ble Union Minister for Urban Development*

Shri Sudhakar, Shri B.N. Singh, Shri Shivaramakrishnan ji, former Secretary, Urban Development, and all the distinguished officials, planners, academics, ladies and gentlemen.

I think I cannot hope to bring *coal to the New Castle*, and in my view the milieu here represent the New Castle. You don't need to be educated on this. However, I find a disturbing trend among public intellectuals. There is certain amount of reluctance to recognize the fact that urbanization in developing countries is going to be a near universal phenomenon; it is not only inevitable but also eminently desirable. Because of this reluctance or confusion, our ability to rise to the challenge gets partly affected.

Shri B.N. Singh has made a detailed presentation. I think, apart from the natural increase in urban areas, in future, there will also be huge increase due to net migration. I am not very sure that natural increase has not taken place already, although I saw in one report that whatever growth is there, is more on account of only natural increase. I am personally sceptical about that. There cannot be two opinions on the proposition that the natural increase in future will be far high. We have also seen another trend that bigger cities tend to get bigger. Therefore, we need to take care of our mega cities. Well, of course, we use various terms, very loosely. Experienced people like you must, provide standard definitions for what you mean by *metro* and *mega*. There, of course, a dictionary cannot be a guide. We must be able to accept a standard definition in this area. I am taking *mega* city to be one, which has a population of more than five million. If you go by that, we have seven such cities in

India. All these cities must surely have a regional planning board.

Since urbanization is unavoidable, and is taking place at a faster rate than the current projections indicate, we need to be prepared for the same. I have recently returned from a trip to South Korea. I was completely surprised by South Korea and, not merely impressed. I also visited Japan but was not surprised, but no doubt impressed. I was not surprised because I was, mentally prepared, to see what I saw in Japan. For what I saw in South Korea I was not completely prepared. It would not be an exaggeration to say that you can find a village only in a museum there. But that has not surprised me but the duration within which this process has been compassed. It happened in a short space of forty years. I do not think there is any example in history where urbanization, industrialisation and urban growth, all have taken place in such a short compass of time, and what is more, without any huge historical background. In the case of Japan or Germany which are the other two post-war economic miracles, they were industrialized much before Bismarck industrialized Germany in the last quarter of nineteenth century, Meiji Restoration let industrialization of Japan during the same period. But nothing of the kind happened in South Korea. And what did I find – land is considered the scarce commodity. Therefore, they went for vertical growth including huge public transportation. I happened to spend more time in South Korea than in Japan. On the working days I found fewer cars on the roads. They took out their cars on Saturdays and Sundays with a vengeance. When I travelled on weekends, I found the roads to be jammed but not so on working days. That means



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those who have big cars travel by public transport during working days.

When we talk of metropolitan areas and regional planning, I think the most important thing is public transportation system. Without public transportation, regional planning cannot be a success. How do people travel huge distances? Can all of them travel by cars? Can this happen in a country like India? It may still be possible in a country like America, which may be able to afford oil financially, though the rest of the globe will have to bear the environmental cost for them, and that is another matter. But in India we can't afford either financially or ecologically or in terms of land availability. And that is the reason why we in Delhi are extending the reach of Delhi Metro Rail and that is being looked forward to eagerly by people in all the areas around Delhi and within Delhi. We are, therefore, trying to encourage metro rail in all the mega cities. We are encouraging metro rail, not only in Delhi, but also in Mumbai, Hyderabad, Bangalore, Chennai. In Ahmedabad, we want to do that but the Government of Gujarat chose to go in for Bus Rapid Transit System (BRTS). In all other cities we are encouraging BRTS which is typically four times cheaper than metro rail. Be that as it may, whether it is bus rapid transit system or metro rail, it is laying emphasis on transportation. There is no escape from it. I was listening to a lecture that was being delivered a few months ago by a Harvard professor who said, land and transportation should be planned together and these plans have to be dovetailed. Therefore, we need to urge the State Governments to pay attention to this problem. The constitutional position, as you all know is that urban land, urban transportation, urban local bodies are all State subjects. And I completely subscribe to federalism in a philosophical sense. I have no problem with that, but the State Governments need to recognize these priorities.

As has been mentioned, you know, Jawaharlal Nehru National Urban Renewal Mission is the first major central initiative. We recognize that as cities grow, the poor are getting further marginalized. They were always marginalized but they are getting further marginalized. When we widen roads, we see the plight of pedestrians and cyclists. Even in Delhi outside the Lutyens Bungalow Zone, which is not known for wide roads, have dividers now. We have poor women with children in their arms trying to cross the dividers, climbing over, and jumping over. More accidents could have taken place but for the slow moving traffic. In addition to public transport, we must allow space religiously and scrupulously for cyclists and pedestrians.

An economist explained to me, as to why urban land has appreciated fabulously in the last three-four years. I do not have statistics to prove it. I am going by my perceptual impressions and intuitive feelings and not by any statistical data or empirical evidence. The land in urban areas, on an average, particularly in metros, has gone up by five times in the last three years. In the outlying areas I know of examples where the value of land has gone up by fifty times in the last three years. Of course, it is highly speculative. I can't say why the land value has gone up, I don't know whether it is desirable. When I go to the conferences organised by our builders, all of them say, the Government must facilitate the distribution of apartments at affordable prices. They would like the value of land to go up. How can these two things happen at the same time? Recently I was talking at one conference. One very learned person asked me, if Tata is able to produce one lakh car, Mr. Reddy, when will you give me one lakh house. I said, I will give you immediately, please come to my village. But he wants one lakh house in Lutyens Bungalow Zone. So, we as human being, of course, predictably suffer from antagonistic aspirations. This is a pardonable weakness in all of us. I am not referring to those things.



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Our experience with National Capital Region Planning Board (NCRPB) in Delhi is somewhat happy. I consider it to be a modest success. It could be a greater success, if we had planned for public transportation earlier. We have seen that decadal growth of population in NCT Delhi has declined to 47.02 per cent in 1991-2001. There is also decline in percentage share of net migrants to NCT Delhi from 45.06 per cent to 39.82 per cent. According to me these are very significant statistics. Equally important is another figure; the number of out-migrants from NCT Delhi increased from 2.24 lakh in 1971-81 to 4.58 lakh in 1991-2001. When Gurgaon and other cities were developing, we thought people will stay there and travel to Delhi, but now people are staying in Delhi and are travelling to those places. I am not here to pronounce any value judgment. I am only drawing your attention to the trends.

Under JNNURM, we have already sanctioned funds of the order of Rs. 30,000 crores. I would like to tell you with pardonable pride, that 75% of this amount has gone to four priorities: one, for drinking water; two, for sewerage; three, for storm water drainage; and four, for solid waste management only. It is not as though, we are not giving money to flyovers, roads. I do not know how many roads you can build, I don't know how many flyovers you can build, but there is a limit to all that, that is another matter. But, even so we are giving priority to the basic services because they are class neutral, they are required for the poor and rich alike. Let me go back to land again, I don't know as I said before, whether appreciation of land value is good or not but there is one blessing in all this. The value of the land on which slums are located has gone up immensely. Therefore, today we can go in for *in situ* development which could not have been done, may be 10 years ago. Fortunately or fortuitously, our real estate companies have also not only come of age and have attained global standards. Therefore, we should be able to go in for *in situ* development

in all the mega-politan areas, that's very important. I was reading an interview by Olivier Leno, a western expert, who is Chairman of a UN Initiative for promoting energy efficiency in buildings. According to him, 30-40 per cent of global energy is consumed by buildings and he says, it is technologically possible to aim at and achieve the goal of zero net energy. Buildings can be so designed that they can generate as much energy as required by the buildings. For me the goal outlined by him appeared to be very grand. I don't know, whether it is realistic. But he was trying to argue, that it is possible. We will have to take the climate into consideration, we have to take the local materials into consideration, and we have to look at geothermal energy prospects into consideration. When we plan we must look at all these things. And then water, but I don't want to repeat the truism that water is going to be more important in the 21st Century than petroleum. But it is going to be very important in India, because ours is not a typically cold country will have problems of water scarcity until perhaps a new technological breakthrough is achieved at the global level by which, as you know, seawater can be desalinated in a cheap commercial way. That would have, of course, been a second industrial revolution. I do not consider information technology to be the second industrial revolution at all. Until that happens we need to manage water. In Singapore, the officials told us that sewage water is treated to such a perfect degree that the Ministers in Singapore drink the treated water in public to tell them about the quality of treated water. Therefore, since water is a scarce commodity, anything else can be organized, but water is not going to be made available beyond what the nature can gift you with. So, we must look at the technology required for treatment. Of course, I am not saying we should practically aim at that goal. We should be able to treat the water such so as to make it drinkable or certainly it should be useful for lawns or for other purposes. So, we



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need to look at these aspects. I think in future we will be producing a lot of wastage and the degree of wastage will depend upon its size. The size is greater because of richer people. More the richer people, we will have the bigger waste generated. That is another price that we have to pay for. We must see that this wastage is not dumped on rural areas. All the wastage that is generated in urban areas must be dealt with in urban areas and we must see that these things do not get into rural areas; we do not pollute their water. I am told the technology in regard to landfill sites has undergone a sea change, a quantum jump and we should be able to absorb these technologies.

As I took over this portfolio I found, while the prospects of urbanization are huge, there is huge shortage of not only skilled personnel but also urban planners. Today all the retired urban development secretaries and officials in various States are the only experts we have. It is a good thing. But we need to develop urban planners. It is not being recognized as a discipline. It is high time we thought of introducing this as part of our curriculum. At any rate, in our country we see the people with skills in urban areas are few; the shortage is very huge. I have requested the private companies to go in for their own institutes. If today, we call for a plumber to fix it, instead of fixing he is likely to break it. Keeping all this in view, we need to go in for a huge preparation on this count.

I believe all big cities must go in for regional planning not only mega cities but also even metro cities, because all of them are likely to get bigger. For example, a city like Pune can develop enormously. I would like to make one last point, you know, while we certainly encourage regional planning, we should not encourage urban sprawl. I do not think India with our density can afford urban sprawl at all. Most of our middle class also would like to have

a small house of their own. We must encourage the vertical growth in this regard after taking care of infrastructural constraints; we must go in for a liberalized FAR, there is no option. That is the only way to manage our cities. With these few thoughts, I would look forward to your own deliberations, conclusions, and observations. I am sure I will benefit from them immensely.

Thank you.



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### VOTE OF THANKS

by **Shri B.N. Singh,**  
*Director, AMDA*

Hon'ble Union Minister for Urban Development, Shri S. Jaipal Reddy ji, Chairman, AMDA and Member Secretary, NCR Planning Board, Shri P.D. Sudhakar ji, distinguished participants, ladies and gentlemen

On behalf of the Association of Municipalities and Development Authorities and on my own behalf, it is my pleasant duty to propose a Vote of Thanks.

We are grateful to the Hon'ble Union Minister for Urban Development, Shri S. Jaipal Reddy ji, who has kindly graced the Seminar despite his very busy schedule and inaugurating the AMDA Seminar on '*Planning and Development of Metropolitan Regions*'. His inspiring and thought-provoking address has already set the tone of the discussion for this Seminar.

We thank our collaborators - Ministry of Urban Development and Ministry of Housing and Urban Poverty Alleviation, Government of India; Delhi Development Authority (DDA), Chennai Metropolitan Development Authority (CMDA), Hyderabad Urban Development Authority (HUDA), Ahmedabad Urban Development Authority (AUDA), Mumbai Metropolitan Region Development Authority (MMRDA), Punjab Urban Planning and Development Authority (PUDA), Bangalore Metropolitan Region Development Authority (BMRDA), Haryana Urban Development Authority (HUDA), Housing and Urban Development Corporation (HUDCO), and National Capital Region Planning Board (NCRPB) with their august presence and support for organizing the Seminar.

We are grateful to all the distinguished guests, delegates, participants, media persons, ladies and gentlemen, who have taken time out of their busy schedule to grace this inaugural function.

We wish to record our appreciation of the Organising Committee and various Functional Committees and their Chairpersons, under the dynamic leadership of Shri P.D. Sudhakar, Chairman, AMDA, who worked relentlessly to put together the Seminar Programme and to meticulously take care of the arrangements.

We thank media persons who helped us in creating awareness about this Seminar and its contents amongst various sections of the society.

I thank you all once again.



## TECHNICAL SESSIONS

### 3.2 TECHNICAL SESSIONS

#### Technical Session – I

*Urbanisation and Metropolitan Regions: The emerging Role of Urban and Regional Planning in the Context of SEZs*

**Chairperson**

**Prof. K.C. Sivaramakrishnan,**

Former Secretary to the Government of India and Chairman, Urban Advisory Group of AMDA

**Presentations**

- (1) **Shri J.B. Kshirsagar,**  
Chief Planner, Town and Country Planning Organization  
Government of India: *Spatial Planning Issues for the Development of Special Economic Zones*
- (2) **Shri Rajeev Malhotra,**  
Chief Regional Planner, NCRPB: *Urban and Regional Planning in the context of SEZs in National Capital Region*  
The Paper was presented by Ms Anjali P. Roy, Assistant Director (Tech.), NCRPB
- (3) **Shri K.K. Bhatnagar,**  
Former CMD, HUDCO: *Planning and Development of Metropolitan Regions in the context of Rapid Urbanization in Metropolitan Areas and Provisions of 74th Amendment*

The Paper was presented by Prof H. B. Singh, Former Head, Department of Regional Planning, School of Planning and Architecture, New Delhi

Open House Discussion

**Rapporteur**

**Shri J.N. Barman,**

Joint Director, NCRPB





## TECHNICAL SESSIONS

The power-point presentations are annexed as Annex-I. A brief of the three presentations is as below:

**1. Shri J.B. Kshirsagar** discussed the issues related to planning in the context of SEZs. He stated that the development of SEZs in the country would give rise to new urban form and urban settlements. The SEZs will have tremendous effect on the changes in landuse pattern. He stressed upon adopting integrated approach while developing the SEZs so that they fit into the State's overall urban and regional development strategy, and avoid, development in an adhoc and piecemeal manner. In the absence of above, the development impact would not be felt in the hinterland and the rural-urban divide may further widen. Development of this kind throws up two challenges: one, scarcity of land within the central city and other prime locations; second is deficiency of infrastructure and regional connectivity. He suggested a few strategies for effective spatial planning such as: (1) Delineation of SEZs (2) Analysis of suitability of site (3) Assessment of availability of adequate vacant land (4) Study of settlement pattern in the vicinity (5) Assessment of the extent of land under agriculture/waste /barren use and (6) Environmental Impact Assessment.

He also suggested that a development plan for SEZs should include detailed analysis of the site, landuse, density of population, short-term and long-term action plans, investment plans, phasing and prioritisation of temporal and spatial plans and framework of institutional / legal arrangements.

He further dwelt on the SEZs in terms of land requirements, acquisition of land, and development controls. He drew attention towards the need for clear-cut policy with regard to governance issues emerging as a result of setting up of SEZs and that the Central Government in collaboration with the State

Governments should evolve a new township development policy so as to attract investments and right kind of developers.

**2. Ms Anjali P. Roy** gave a detailed description on the evolution of SEZs and the provisions in the SEZ Act – 2005. She said that National Capital Region (NCR) has emerged as one of the major hubs of SEZ development in India. Out of 395 SEZs formally approved so far, 44 are located in NCR; whereas out of 'in-principle' approval of 165 SEZs accorded, 23 are located in NCR; and of the 154 SEZs notified so far, 14 are located in NCR. The analysis in the presentation showed that 85.26 per cent of the land area notified so far for SEZs in NCR constituent States is located in NCR only. It is 100 per cent in case of Haryana and U.P. In Rajasthan, so far no SEZ has been notified in NCR. The issues that were focused through the presentation were that the SEZs have been proposed in most developed area near the mother city i.e., Delhi. This will result in more congestion in Delhi and adjoining areas. These should have been located in backward areas/ less developed areas of the Region to remove regional imbalances and to encourage economic activity in the proposed Regional / Sub-regional Centres. Good agricultural land should not be used for development purpose.

She further said that there is no doubt that SEZs provide a new form of urban development which will be helpful in strengthening the economic base. However, a cautious approach needs to be adopted. Proposal for setting up of SEZs should be routed through the State Town Planning Departments so as to ensure that they fit into the overall planning and local government's framework. Master Plans should be prepared for the areas under SEZs before notifying the same. Building bye-laws, norms and standards including land use and development control regulations should be prepared. Fertile agriculture land should be avoided for locating SEZs and care should be





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taken to ensure that displacement of existing population is minimal. Adequate provision for shelter and employment should be made in the SEZs for displaced population through an appropriate relief and rehabilitation package. Spatial impact of SEZs should be studied in detail and checks and safeguards be provided so that surrounding areas could be developed in the planned manner. SEZs should be planned considering physical and social infrastructure. Environmental Impact Assessment for developing SEZs should be made mandatory.

All proposals for SEZs in NCR must be in conformity with Regional Plan – 2021. The Plan has recommended at least one SEZ in each Sub-Region - further elaboration to be done in the Sub-Regional Plan within the policy framework of Regional Plan-2021. These SEZs should be evenly distributed in NCR for balanced development. Since NCR is a small area, there should be a cap on number of SEZs.

As far as possible, SEZs in NCR should form a part of urbanisable areas already identified in the Master Plans/ Development Plans of various towns.

**3. Shri K. K. Bhatnagar's** paper emphasised upon planning and management of metropolitan areas. A metro area consists of large segments of rural and urban settlements; large variety of economic activities; need for advanced social and educational services; urban and rural local bodies and imperative need for infrastructure, town and country planning, legislation and institutions. The paper elaborated the various complex issues and characteristics of metro areas and said that the current arrangements hardly show any regard for the changes brought about by the 74th Amendment; there is overlapping of jurisdiction, powers and functions with statutory urban and rural local bodies; lack of coordination between development authorities and city bodies in matters of infrastructure planning, regulation of planning and

development activities, conflicts of personalities and interests among nominated and elected officials; the concept of effective city planning and development has failed to take off depriving the city of an individual identity.

The paper also explained the current legislation and institutional scenario for the metropolitan areas at the state level agencies like HUDA, BMRDA, MMRDA, and NCRPB and elaborated the various provision of 74th Amendment Act where there is provision of spatial planning. The paper stressed upon the need for planning regulation and development of urban areas and suggested that the Metropolitan Area Planning and Development Board (MAPDB) should be created on the line of National Capital Region Planning Board enacted under the Central legislation which will have provision for preparation of statutory plans.

#### **4. Discussions: The issues that emerged from the open house discussion were:**

- It was questioned that since SEZs are new concepts evolved and were not considered while preparing regional or local area plans; it is difficult to incorporate them in the plans now. So they may be planned considering the existing plans.
- Another issue emerged that there is shortage of professional planners in municipalities and local bodies. So there should be special emphasis for their training and education.
- The SEZs are finally controlled by the Central Government but their location is suggested by the State Governments on the advice of private entrepreneurs. There should be a mechanism evolved for their effective planning and functioning within local and regional plans with the concurrence of Central Government.



## TECHNICAL SESSIONS

**5. Prof. K. C. Sivaramakrishnan**, Chairperson of the session, in his closing remarks said that the topic of SEZs and metropolitan regional planning are extremely critical in the present context. The SEZs have sought freedom of many kinds such as freedom from taxes, controls and Constitution. Under Article 243 (Q) proviso of the Constitution, an urban local body need not be set up as the municipal services may be provided by an industrial township. The SEZs will enjoy this exemption. SEZs are thus on special display of political and economic power.

The Planners have been advocating that planning of SEZs should be routed through Town Planning Departments of the state governments but planners may not have been consulted on the SEZs. Such issues should be brought from public perception such as in Goa where public agitation has caught the attention on SEZs.

Of course, we need industrial development. In between 1950-1970, we built more than 100

new towns such as Bhilai, Rourkela, Durgapur, Bokara, Nangal and various other towns which are basically company towns. We have also planned cities like Chandigarh, Bhubneshwar, Gandhinagar which are examples of new townships where social and economic forces have prevailed. We can learn from the past experiences and think of some different kind of processes and interventions in terms of planning and governance to reduce the pain. If we look into the international examples, the power of investments and capital has prevailed over other instrumentalities of planning and governance. So, the SEZs are just another repetition of what has happened in the history of human settlements for the past couple of hundred years. There is a need to look into the matter very carefully as the existing toolbox is of very little use. He hoped that the planners will get fully involved in the planning and development of SEZs in the country.



## TECHNICAL SESSIONS

### Technical Session – II

*Sustainable Development in Metropolitan Regions in the context of JNNURM*

- Chairperson**                      **Shri M. Rajamani,**  
Joint Secretary, Ministry of Urban Development, Government of India
- Presentations**
- (1)        **Shri Ratnakar Gaikwad,**  
Metropolitan Commissioner, MMRDA, Mumbai: *Issues in the Development of Infrastructure: Perspective on the Shape of Future Mumbai Metropolitan Region.* The Paper was presented by Ms. Uma Adusumilli, Chief (Planning Division), MMRDA
- (2)        **Shri Subir Hari Singh,**  
Metropolitan Commissioner, BMRDA, Bangalore: *Metropolitan Growth, Form and Sustainability: A case of Bangalore Metropolitan Region*
- (3)        **Shri Jayesh Ranjan,**  
Vice Chairman, Hyderabad Urban Development Authority: *Sustainable Development: A Case Study of Hyderabad Metropolitan Region*
- Open House Discussion
- Rapporteur**                      **Shri R.C. Shukla,**  
Joint Director, NCRPB



## TECHNICAL SESSIONS

The power-point presentations are annexed as Annex-I. A brief of the three presentations is as below:

**1. Shri Ratnakar Gaiwad's** paper outlined a brief background of Mumbai Metropolitan Region Development Authority (MMRDA), which was established in 1975 under MMRDA Act 1974 for planning, coordinating and supervising orderly development of the region as well as executing plans, projects and schemes for such a development.

The highlights of the Regional Plans 1973 - 1993 and 1996-2011 were presented. The Regional Plan 1973, covered a wide range of issues across many sectors of the MMR's development. Yet, being guided primarily by the requirements of MR&TP Act, 1966, it remained essentially a land use plan. Based on the diagnosis of the Region's problems, the Regional Plan 1973 supported inter-regional dispersal of industries to reduce migration to MMR. It advocated de-centralised pattern of growth by promoting new growth centres, such as, Navi Mumbai, and by restricting growth of industries and offices in Mumbai. It recommended bulk land acquisition as a measure to control speculation and raise resources for the provision of infrastructure. It believed in confining the urban growth to well-defined areas based on desirable densities and population distribution, leaving the rest of the Region as conservation area.

The experience of seventies and eighties necessitated reconsideration of this strategy on account of the decline in the industrial growth in MMR and also as the resources for infrastructure investment required for promoting polycentric pattern of development were not forthcoming. The strategy of bulk acquisition succeeded in Navi Mumbai but not so elsewhere. The urban growth could not be confined to its predetermined limits but occurred along transport corridors in Mira-Bhayander,

Vasai-Virar, and Thane-Kalyan.

The revised Regional Plan of 1996-2011, therefore, attempted to address the land use as well as the policies governing development of industries, offices, land and shelter, transport and other infrastructure, environment, institutions, and information systems. The overall goal of the revised Regional Plan 1996-2011 was to promote and sustained growth with social justice in a resource efficient manner.

Emphasizing on the future of MMRs infrastructure the paper said that a Business Plan for MMR was commissioned to calculate the investment requirement for the infrastructure such as water supply, sanitation, storm water drainage etc. Such requirements are divided into regional and municipal level. Under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) to be implemented during 2005-12 to improve urban infrastructure and urban governance, funds are being provided to meet certain proportion of the project cost depending on the population of various cities. It is also necessary to carry out State and municipal level obligatory as well as optional reforms to obtain funds under the Scheme. MMR cities are giving top priority to address the issue of basic services. As far as transportation infrastructure is concerned, the Comprehensive Transportation Study (CTS) has already identified major corridors of both, transit and highway, in MMR that need to be developed to meet the projected requirements up to the year 2031.

Focusing on the issues in the development of infrastructure, it was emphasised that mobilization of resources for regional infrastructure development, prevailing institutional arrangements, statutory conformities, investment needs, changing development trends etc., would be there as big challenges. There are over 50 Special Economic Zones and a new private port



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proposal that are at various stages of approvals. Together they cover over 200 sq.km. area currently zoned for all purposes including green zones. The likely impacts of such large scale developments on socio-economic characteristics of the population; the spatial distribution of population and employment; and the resultant infrastructure requirements, particularly in the transportation, water supply and sanitation, and power sectors will be significant. Analysing these possibilities and responding to them in an appropriate manner, at the level of regional planning and development, poses a big challenge.

Some of the issues in Metropolitan Regional Planning were also discussed such as:

- Setting logical framework for metropolitan development
- Delineation of the region
- Planning and strategizing regional development
- Creation of Institutional mechanism
- Raising sustainable resources for financing regional infrastructure – unlike ULBs, rest of the region will not have revenue streams
- Identification, promotion and co-ordination of multi-agency projects
- Operating within the constitutional framework
- Playing significant role in preservation of natural resources and environmental management

**2. Shri Subir Hari Singh** presented an overview of the urban planning process adopted by Bangalore Metropolitan Region Development Authority (BMRDA) during different time frame. The Government constituted the Bangalore Metropolitan Planning Board to prepare a Master Plan for the Metropolitan Region with the assistance of the State Town Planning Department. The Planning Authority was constituted under the Karnataka Town and Country Planning Act, 1961 and the Outline Development Plan (ODP) was prepared and finally approved by the Government in 1972. In 1976 'Bangalore Development Authority' was constituted amalgamating the planning and development functions. Over the years, it was felt that there exist lack of co-ordination amongst the various authorities which became increasingly acute and the continued rapid growth of the City and its region posed new but burgeoning urban problems, the Government in 1985 constituted the Bangalore Metropolitan Region Development Authority (BMRDA) by an Act of Legislature.

BMRDA had prepared the Structure Plan based on the growth of Bangalore Metropolitan City and the trend of urbanisation in the region. As per the Structure Plan, the areas suitable for urbanisation have been categorised as '**Area Planning Zones**' (APZs) and areas where agriculture is a predominant occupation and / or forestry is abundant, conservation has been stressed more and such areas have been classified as '**Interstitial Zones**' (IZs). Recently BMRDA has taken up the revision of Structure Plan.

To translate the broad strategic development 'Vision' into more operational development strategy for BMR, there is need to: (1) Establish overall population distribution and growth targets within particular planning time horizons; (2) Formulate spatial development framework to meet these targets; (3) Introduce



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mechanisms and instruments to guide and control development towards the achievement of the desired strategic development vision.

BMR's spatial development pattern would be guided by regional economic investment; water resource constraints; international air port at Devanhalli; electronic locations; industrial developments (SEZs); and overall network links. Foremost examples of these phenomenon can be cited as - Bangalore – Hosur Industrial Development Corridor; Bangalore – Whitefield Corridor; Bangalore – Nelamangala – Tumkur Corridor; new international air port corridor; Bangalore – Ramanagar – Bidadi Corridor; development of road network within BMR; planning and development of new urbanisable blocks (Bidadi, Nice Townships, Integrated Townships and Arkavathi Nagar Institutional Area); planning and development of new express way; new industrial areas (SEZ); and metro-rail- mass rapid transit system. He explained about the approach, features and scope of some of these projects.

The Authority has undertaken the preparation of Base Maps for each of the core towns and their immediate surrounding areas in respect of the Local Planning Areas of Anekal, Hosakote, Kanakapura, Magadi and Nelamangala, through the Director of Town Planning. Simultaneously, the Authority has also taken up the preparation of Interim Master Plans for these five local planning areas under its provision. The authority also prepared a draft Master Plan scheme and submitted to the Government for approval.

**3. Shri Jayesh Ranjan's** paper explained about Hyderabad and the changing profile of metropolitan administration during the period 1975 to 2007. Hyderabad Urban Development Authority (HUDA) was constituted in 1975. The Government of Andhra Pradesh carried out a massive expansion of the jurisdiction of HUDA (2007) making it the second largest Metropolitan

Development Authority in India. Under the jurisdiction of HUDA there are a few local bodies i.e., one Greater Hyderabad Municipal Corporation. (by amalgamation of 12 Municipalities with MCH); two Municipalities; Grampanchayats; and one Cantonment Board. Then there was an explanation of the urban planning landmarks during the period of 1975-2007. The planning process in Hyderabad Metro Area has incorporated the key elements of Jawaharlal Nehru National Urban Renewal Mission (JNNURM). The Hyderabad Urban Development Authority has made a serious attempt to seek public consultation through exposure of the plans to local bodies that enabled useful inputs in the making of the plan. Also the proposals of the Master Plan had several unique features such as new type of land use regulations where higher order land uses are permitted on larger plots and wider roads and provision is made for Premium on Floor Area Ratio, Multiple Use Zones etc. The Draft Master Plan proposes a very liberal and simplified set of Land Use regulations allowing a variety of mixed uses based on the existing level of infrastructure in and around a site. It proposes several pockets of Multiple Use Zones in which except industries all other uses are permitted. The draft plan proposes to reserve certain percentage of small plots in layouts being developed by private developers for low income groups. Emphasis has been laid on protection of natural and man made environment, recycling and conservation of water and other resources. The Master Plan has used the latest techniques of surveys, satellite imagery and GIS mapping in collaboration with the NRSA. Revenue village and survey numbers have been incorporated on thematic land use maps to facilitate relating cadastral data with land use.

Once the process of objections and suggestions is gone through, the Proposed Land Use information will be juxtaposed on the GIS base maps so that the Revised Master Plan is





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available on a CD. The Hyderabad Draft Master Plan 2020 has now been put up on HUDA website, keeping in pace with the Information Revolution in Andhra Pradesh.

The paper concluded that since 1990, Hyderabad is fast emerging as a city on the path of rapid economic growth. A large number of international and multinational organizations have made Hyderabad their hub. In addition, Hyderabad has become a major center for new employment generation, real estate growth and service sectors like ITES, BPO, hospitality and financial services. The new Master Plan has geared itself to meet this challenge while trying to prevent environmental degeneration and other hazards associated with the rapid growth.

#### **4. Discussions: The issues that emerged from the open house discussion were:**

What is the legal status of the development authorities in the context of JNNURM? When talked about sustainable development in the context of Master Plans it is generally related to environment, water supply etc., but sustainable development should be that in which the resources that are available should be in tandem with the kind of development planned. That is why there is a need for evolving some kind of a toolbox for sustainable development, maybe, at the government level and policy making level, so that the whole debate of sustainable development actually gets translated into a measurable objective which is achievable. Otherwise, it remains only normative and conceptual. Another point raised was related to rehabilitation of population whose land is acquired for SEZs and big projects and compensation paid in cash on market rate. What will happen to the informal sector population, low income groups, poor and the marginalised once the SEZs, ITs and ITEZs are developed.

It was said in response that in the case of Bangalore, as far as rehabilitation is concerned,

cash in compensation or land in lieu, would be given to those whose land has been acquired. Also one or two members of the family would be put into training programmes for new skills. Such big projects are cleared by a high-powered committee. But in any case there should not be any major ecological issue or contradiction to the master plan. In case of Maharashtra there is an Industrial Location Policy that envisages the kind of industries that should come up at various locations. Maharashtra has also come up with a new State Housing Policy that makes it mandatory for all public and private developments to earmark ten per cent land for the LIG housing. In Hyderabad the HUDA area has been extended and the new Master Plan which has been prepared for the extended area, indicated what kind of activities can be permitted in different pockets of land so that there is better integration with the master plan and SEZs and similar projects in the future.

**5. Shri M. Rajamani**, Chairperson of the session, in his remarks said that there is a need for the big metropolitan cities to create a think-tank for resource mobilization. Since grandeur plans are being made, there should also be some thinking on how to fructify them. There is a need to flag the issue of resources and see how the requirement is fulfilled. State Governments can play a crucial role - there can be devolution, sharing of resources etc. Now what we observe is that growth is overtaking planning in many places and unfortunately it takes place in an unplanned manner. There will be corridor like development and there will be unplanned cluster like development on either side of the corridor like the transport corridor of Chennai to Chengalpattu. There should be buffer zone on either side of the corridor of about 500 metres between the development and the corridor. All this would be possible only when we start respecting the planning process/exercise and also give due regard to the master plan, else there will be serious problems.





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There is a need to clearly address the multiplicity of the agencies. All such agencies should be subsumed in the urban local bodies. Once subsumed, there will be no fear of existence but one should know how to subordinate to an elected body. May be at one point of time there was a need of different authorities and bodies but now time has come to accept the change. Since the Constitution has given prime position to the local bodies through 74th Amendment Act, there is a will to give important supremacy to the elected bodies and thus respecting the Constitution. In all, the States have to provide an enabling environment for the Urban Local Bodies (ULBs) to take charge of the cities for resource mobilization, improved governance, service delivery and infrastructure development.

Regional planning is extremely significant in the context of 74th Amendment Act, JNNURM as well the trend of urbanisation. Urbanisation is irreversible. It would take place whether you like it or not, and it is taking place. So, regional planning is important and planning has to be respected. The governance structure is also very crucial, and the State Government should be empowered to create world-class cities.

Inclusive growth is absolutely necessary and whatever is being done today is only lip service to the urban poor and slum dwellers. There is a need to house them and extend basic services to them for inclusive growth. Otherwise, it may cause heightened tension between the rich and the poor.

Another important need is to have unified metropolitan transport authority which is very essential to take care of transportation needs in all the metropolitan areas and the metropolitan region. There has been advocacy by the Ministry of Urban Development for the last 10-15 years for the same. All the 35 million plus cities must have a unified metropolitan transport authority to coordinate PWD, police, telecom, and related departments. All the stakeholders need to report to one single authority. That is the only way;

otherwise, there will be a bus system, a metro system, a rail system, personalised transport, without any coordination. Every body should subordinate itself to that superior body so that there is a uniform and harmonious development in the metropolitan region which includes rural as well urban areas. The complementarities between the urban and rural areas have to be understood and issued addressed accordingly for better symbiotic relationship.

Other issue is that the development authorities and municipalities are generally treated differently, although they are working for development of the cities. It is seen that the development authorities are richer than the municipalities in the sense that they leverage lots of funds. But if the strengths of the development authorities which, are flushed with funds and the urban local bodies are put together, it can help leverage of a lot of funds for infrastructure creation and service delivery in a city. This can help in the redevelopment of the inner city areas and create sustainable cities.



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### Technical Session – III

*Mainstreaming Urban Poor and Provision of Urban Basic Services within the Framework of Master Plans*

**Chairperson**                      **Shri P.D. Sudhakar,**  
Chairman, AMDA and Member Secretary, NCR Planning Board (NCRPB)

**Presentations**

- (1)     **Dr. P.K. Mohanty,**  
Joint Secretary, Ministry of Housing and Urban Poverty Alleviation, Government of India: *Inclusive Growth and Urban Poverty Alleviation*
- (2)     **Prof. E.F.N. Ribeiro,**  
Former Director, AMDA: *Urban Poverty: Spatial Strategies for Critical Interventions*
- (3)     **Dr. Kulwant Singh,**  
Chief Technical Advisor, UN-HABITAT: *Community Managed Approaches for Urban Basic Services*

Open House Discussion

**Rapporteur**                      **Ms. Anjali P. Roy,**  
Assistant Director (Tech.), NCRPB



## TECHNICAL SESSIONS

The power-point presentations are annexed as Annex-I. A brief of the three presentations is as below:

**1. Dr. P. K. Mohanty** started his presentation highlighting the trends in urbanisation. According to 2001 Census, around 28 per cent of India's population is urban as compared to 17 per cent in 1951. Highlighting the trends in metropolitanisation, during the same period he said that the number of metro cities has increased from 5 to 35 with percentage share of urban population varying from 18.81 to 38.60. However, the major concerns are urban poor population of 80.1 million in 2004-05, and urban slum population having increased from 46.2 million to 61.8 million during the decade 1991-2001. The share of slum population in the city is also alarming like 54 per cent in Mumbai, 46 per cent in Faridabad, 32 per cent in Kolkata. The next concern is of urban housing shortages. During the period 2006-07, shortages in the EWS is 21.78 million, LIG is 2.89 million, MIG/HIG is 0.04 million units i.e., 98 per cent of the shortages in urban housing is for the EWS and LIG category. The other aspect is of access to basic services like water, electricity, education, health etc., which is gloomy in urban areas and worse in urban slums. To address these urban challenges, government has launched Jawaharlal Nehru National Urban Renewal Mission since 2005.

Dealing with the metropolitan development and planning issues he said that there is a need to develop a legal framework for regional and urban planning, institutional framework for preparation, financing and implementation of plans. There should be integration between the spatial and sectoral planning. Also public participation should be taken into account. Addressing planning issues he said that the focus should be upon conservation, transportation, housing the poor and informal sector activities; legal-institutional framework for preparation and implementation of development plans. There should be integration in the preparation of various tiers of spatial plans:

national, state, regional, district, metropolitan, city, zone and local area plans. There is also a need for integration of spatial plans with the Five Year Plans. Expeditious steps should be taken by the State Governments to constitute District Planning and Metropolitan Planning Committees. District/Metropolitan Development and Area Plans should take into account cost-efficient and environmentally-sound technologies and innovative implementation practices while recognizing the role of the Government as a facilitator. Town and country planning/urban development/municipal/revenue and other laws should be amended keeping in view the 74th Amendment Act. Plans need to be prepared utilizing latest techniques and tools like remote sensing, aerial photography, GIS and other computer-aided applications for base maps. Such maps of towns/cities should not be regarded as secret documents. There should be complete transparency in the planning and plan implementation processes for public awareness and support. Mechanisms should be established to involve participation of public - especially the poor, socially disadvantaged groups, women etc. in the planning process.

The plan formulation exercises should be completed within a specified time period statutorily prescribed. There should be periodic review and revision of plans. Mid-term reviews of plans to be undertaken at regular intervals to impart flexibility to planning process and plan implementation. Necessary statutory provisions should be made in the relevant town and country planning/municipal /urban development acts.

He suggested that there should be appropriate management information systems and data base to assist the planners in developing realistic plans and programmes. Addressing capacity building issues he said that – there should be professionalisation of regional and urban planning; there has to be adequate number of physical and social planners and architects in city and governments. Periodic training of



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planners, municipal functionaries and other stakeholders should be undertaken.

He concluded focusing on some of the key reforms under JNNURM and specifically on inclusive urban planning reforms.

**2. Prof. Ribeiro** in his presentation stated that among the more important of the messages emanating from the 73rd/74th Constitution Amendment Acts (CAA-92) are :

- a) A spatial framework imperative for investments;
- b) A people's participatory plan through local government from ward level upwards on the basis of the larger State/District/Metropolitan level 20-25 year Visions ; and
- c) A 5-yearly integrated investments programme on the basis of such Vision or Perspective and committed annual budgets.

"Inclusive Settlements" emerges as a key word in spatial frameworks for integrated investments. Urban poverty is part of this framework. However, poverty measured in terms of household income levels is relative to each settlement. Also, there is evidence that the urban poor are not fully catered to in spatial plans. In fact, the generic term "Economically Weaker Sections" or EWS caters to only the top segment of the urban poor. The other urban poor and who are the majority are "Below the Poverty Line" (BPL). A percentage of the BPL in Urban India with a rural mindset would continue as new migrant squatters despite the slogan of 'Cities without Slums'.

Critical interventions in urban poverty revolve round shelter. In urban areas of India, shelter needs of households are generally considered under four categories: Highest Income Group (HIG); Middle Income Group (MIG); Low Income Group (LIG); Lowest Income Group (EWS) (Vulnerable group - comprising of core/intermediate/transitional poor). The pavement dwellers and squatters are not of the EWS

category and they are generally ignored in development plans. These vulnerable groups constitute upto one-third of the settlement population and require partnership support. The issues that are pertinent to note for improvement programmes of the vulnerable groups are recognising their rural origin; predominance of younger age group; higher population density; larger household size; poorer health; lower income.

He stated some of the priority services of vulnerable group as estimated by the UNCHS (1998) for developing economies. There is a need to intervene for the vulnerable groups in the inclusive spatial plans. Development plans hitherto have not recognized vulnerable groups. However, the JNNURM incentive funding programme as launched in 2005 requires that all segments of the urban poor and not just the upper income segment identified popularly as the EWS, be catered to in the incentive investment programmes. He presented a table explaining the requirements of the lowest income group vis-à-vis other urban stakeholders. Based on this table's analysis, he said that there is a need to find place for the lower income groups in the spatial plans (settlement, ward/sector and local area plans level) and he also listed a few things that can be included in the plan.

Concluding his presentation he said that urban India has to adjust to a two-circuit economy intrinsically related to each other. The formal circuit has to be kept simple but rigorously implemented. The informal circuit on the other hand have to be accepted in the realm of socio-economic parameters but not as a parasitic but as generative a sector as the formal circuit, if not more so. The city has a challenge to build up neighbourhoods through the family. Variations to this encompass a wide percentile range. This is a central theme which permeates the built environment of cities in all its aspects and nuances. Managing equitable growth is accordingly the priority of the new millennium.



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**3. Dr. Kulwant Singh** in his paper gave a brief statistics of the status of the basic amenities in the country. Dr. Singh emphasised on community mobilisation and community managed approaches for especially water and sanitation sector. He outlined a few points on how to prepare communities for Basic Services Projects. They are:

- Start by communicating with the community to understand the situation and current behaviors in using water and dealing with human waste.
- Create awareness of the linkages between water, sanitation, and disease to create demand for a project; understand behaviors up front and provide health and hygiene education early on—even before a building project gets underway.
- Involve the whole community (men and women), including the poorest, in identifying needs, considering solutions, and designing a project.
- Involve the whole community (men and women), including the poorest, in identifying needs, considering solutions, and designing a project.
- Integrate the aspects needed to create a clean environment: water, sanitation, wastewater, and hygiene.
- Ensure that the community understands the cost to be shared.

For a better understanding of the same, he discussed a few examples from a few cities of Madhya Pradesh like Jabalpur, Gwalior, and Indore. He said that to formulate and take up the project institutional responsibility of all the stakeholders is necessary. First of all identification of the site is necessary. Then designing of the scheme and community mobilisation phase comes. These are the steps that are involved:

- Design and estimation of the water scheme as per the ground condition and choice of the technology by the community
- Capacity building of the community in the planning, designing, implementation, operation, maintenance and management of schemes by Municipal Corporation(MC)/ District Urban Developmental Agency (DUDA)
- Presentation before the Community Water and Sanitation Committees (CWASC) in a stake holder's consultation and obtaining approval of CWASC/ community on payback instalments and Organisation and Management charges
- Creation of the Institutional set-up at community levels i.e. the CWASC and its registration as a society
- Signing of MOU between MC/DUDA and CWASC
- Signing of cooperation agreement between UN-HABITAT and Municipal Corporation/ District Urban Development Agency
- Carrying out Environmental Impact Assessment

Then the work execution and commissioning phase comes in:

- Procurement of materials/ Contracting – CWASC takes the decision with the guidance from the MC/ DUDA
- Supervision by MC/DUDA and Executive Committee of CWASC
- Completion, commissioning and taking over of completed schemes by the CWASC for the continued O&M and replacement



## TECHNICAL SESSIONS

Day to day running Phase:

- Collection of connection, monthly user charges
- Operation and maintenance of the system
- Conducting monthly meetings for social audit

Finally he gave the rationale behind choosing the three cities of Madhya Pradesh and a brief comparison of the three projects and its present status.

#### **4. Discussions: The observations that emerged from the open house discussion were:**

- Urban poverty depends upon perception, which is really difficult to define or quantify. To support the statement example from NCT of Delhi was given that in Sangam Vihar (an unauthorised colony in South Delhi) where the residents have very small houses with no access. But the house has a cooler, a colour TV, a vehicle, and three or more members are earning. On the other hand, in Sainik Farms (in South Delhi), rich people reside having two to three Mercedes, but again it is an unauthorised colony. Economic status is important but what it triggers is urban poverty. So, this is one of the aspects, which is probably needed to be defined or looked at. There is a need to create a housing market and housing stock like in Bangladesh, where everybody can access as per their economic status.
- What was the status of real state development act; as the illegal colonisation is a very important issue. What are new directions in terms of credit structures for urban low income or middle income housing. Question about the status of

preparing bylaws on recycling of water and on the status of illegal subdivision of land was also placed on the floor.

- What is understood by 'inclusive planning' is that we should create a space for the urban people who can participate in decision-making process. Whether such type of process can be extended to a regional level specifically with regard to the SEZs and how to do it, whether it is to be done through the district planning committee or the metropolitan planning committee. If it is to be done through the above, what should be the procedure to be followed?

Responding to the above observations, it was said that:

- Sangam Vihar is an unauthorised colony, it is not an urban poor colony in that sense because many people there are first generation squatters. Access to land may be of various types, access to land for the rich may be through auction, access to land for the urban poor can be through land grab which becomes an accepted system. That is the question. Registration of illegal plots, when plots are planned in a very systematic way and each one of them gets a 30 sq. meter or 50 sq. meters, no more, is an issue that have to be seen because if looked at the informal markets, they all have their plots to whatever size they need depending on what kind of informal activities they are engaged in.
- About the real estate regulation Act, the real estate is a State subject and what we are planning is a model but there was already a Model Apartment Ownership Act and many State Governments have contemplated the registration of builders. But as far as we are concerned, it is only at the concept stage. About credit





## TECHNICAL SESSIONS

structure, micro finance can play a very important role, there is a task force in the Planning Commission, it has already given a report, and in the Eleventh Plan you can find quite a lot of things on the micro finance route. Coming to the question of inclusive planning, it is not about simply decision making like poor getting involved. In Hyderabad for housing colonies, one-fourth of that colony is reserved for the poor with single room tenements. That kind of inclusion is very important. Another thing in Delhi Master Plan which has talked about is reservation of FSI. But that is like only in theory. I think the concept of reservation of FSI for the poor can work only when you practise transferable development rights. What is being contemplated is that this housing problem cannot be solved by government. Out of 24.5 million dwelling units, only one million will be constructed under JNNURM. It has to be through developer driven, it has to be through partnership, cooperative housing, employer housing, incentive zoning, transferable development rights, land as a resource, shelter fund, many such channels are to be opened up.

- Poverty, officially, is designed in terms of calories or income. But it is not the poverty of income in the case of Delhi. It is more a poverty in terms of deprivation of services. The official statistics tell us that 25 per cent of the households in the city of Delhi, which makes 37-38 lakh of people, not having access to the piped water supply. Human development indicators are really very poor in the Indian situation.

**5. Shri P. D. Sudhakar**, Chairperson of the session, in his remarks said that the subject of urban poverty and housing, providing them basic amenities, is actually such an important topic that

there can be a separate fulltime Seminar on this alone. But I think the important points and the major issues have been covered here and what we have to do, in fact, is the realistic planning. Although we have been doing good planning but the growth is outpacing our planning. So, I think we should prepare some realistic master plans. The master plans are prepared but those are on paper, and are not implemented, and then there are problems of enforcement. So these points have to taken into account and like some of the models that have been presented here about community participation, various strategies to tackle these problems and the critical interventions needed, have come up very beautifully. Lessons from such examples can be taken.





## VALEDICTORY SESSION

### 3.3 VALEDICTORY SESSION

**The Chief Guest of the Valedictory Session was Kumari Selja**, Hon'ble Minister of State (Independent Charge) for Ministry of Housing and Urban Poverty Alleviation, Government of India. Her address was read by Prof. H. B. Singh. The session was chaired by Dr. H.S. Anand, Secretary, Ministry of Housing and Urban Poverty Alleviation, Government of India. Shri Anil Mukim, Joint Secretary, Ministry of Commerce and Industry, delivered the special address. Dr.S.K. Kulshertha, Member UAG of AMDA presented the recommendations of the Seminar. Shri P. D. Sudhakar, Chairman, AMDA delivered the welcome speech. Vote of thanks was extended by Shri B.N. Singh, Director, AMDA. The sequence of the Valedictory Session is as given below:

<b><i>Welcome Address</i></b>	<b>Shri P.D. Sudhakar,</b> Chairman, AMDA and Member Secretary, NCR Planning Board
<b><i>Recommendations of the Seminar</i></b>	<b>Dr. S.K. Kulshrestha,</b> Founder Editor, SDR and Member, UAG of AMDA
<b><i>Special Address</i></b>	<b>Shri Anil Mukim,</b> Joint Secretary, Ministry of Commerce and Industry, Government of India
<b><i>Valedictory Address</i></b>	<b>Kumari Selja,</b> Hon'ble Minister of State (Independent Charge) for Housing and Urban Poverty Alleviation, Government of India(The address was read by Prof. H. B. Singh)
<b><i>Address by the Chairperson</i></b>	<b>Dr. H.S. Anand,</b> Secretary, Ministry of Housing and Urban Poverty Alleviation, Government of India
<b><i>Vote of Thanks</i></b>	<b>Shri B.N. Singh,</b> Director, AMDA
<b><i>Rapporteur</i></b>	<b>Shri Ved Mittal,</b> Former Chief Architect and Town Planner, Ghaziabad Development Authority



## VALEDICTORY SESSION

### **WELCOME ADDRESS**

**by Shri P. D. Sudhakar,**  
Chairman, AMDA

I welcome all of you at this Valedictory Session of this Seminar. In fact, some of our participants and delegates have left because they had to catch their return flights. We had very useful, wonderful Sessions and active participation from all the members and delegates. Unfortunately, our Chief Guest, Kumari Selja, Hon'ble Minister of State (Independent Charge) for Housing and Urban Poverty Alleviation, could not personally come and deliver the Valedictory Address due to unavoidable reasons. Her address will be read by Prof. H. B. Singh. It gives me a great pleasure to welcome Dr. H.S. Anand, Secretary, Ministry of Housing and Urban Poverty Alleviation, who is well known to all of you. He was also Chairman of AMDA for a long time and AMDA is very close to his heart. As a former Chairman, he relentlessly enlarged its activities. Under his able guidance, AMDA made significant progress in various spheres. We are grateful to him for accepting to be the patron of AMDA. I welcome you, Sir.

It gives me great pleasure to welcome my colleague Mr. Mukim who is Joint Secretary in the Ministry of Commerce and SEZ is being handled in his Ministry. As you know, we had a lot of discussion on the subject of SEZ in the context of regional planning. So, Mr. Mukim's presence and his address will be a very useful part and component of our today's discussion. I welcome Dr. Kulshrestha, who is a member of the Urban Advisory Group of AMDA who has taken the onerous task of synthesising and presenting the recommendations of the Seminar. He will be presenting the recommendations of the Seminar before this august gathering.

In a total of three sessions with the galaxy of chief executives and representatives of development authorities and municipalities, professionals and planners participating in this one day Seminar has resulted in useful and sound recommendations to make our metropolitan areas better planned, making them more livable, more environmentally sustainable and meeting the needs of the people particularly the urban poor. I am sure that the recommendations will prove to be useful and will go a long way in improving the planning process of metropolitan cities and their regions. With this, I welcome all of you again in this Valedictory Session of the Seminar.

Thank you.



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### SPECIAL ADDRESS

by **Shri Anil Mukim,**

*Joint Secretary, Ministry of Commerce and Industry,  
Government of India*

Respected Secretary, Ministry of Housing and Urban Poverty Alleviation, Chairman, AMDA, Director, AMDA, Dr. Kulshrestha, ladies and gentlemen,

It is indeed a privilege to be here today. Mr. R. Gopalan our Additional Secretary, Department of Commerce was to participate in the deliberations of today's Seminar. But he had to attend an unforeseen important meeting. As you all know and as all of us are aware, one of the thrust subjects of today's Seminar is Special Economic Zones. May I briefly touch upon the current status and the progress made by the SEZs after the operationalisation of the SEZ Act since February 2006. As you are all aware, the objectives of the SEZ Act, 2005, are generation of economic activities, promotion of exports, promotion of investment, creation of employment and development of infrastructure facilities. The initial response has really been overwhelming. Barely 18 months have passed since operationalisation of the SEZ Act. As of now we have granted formal approval to 405 SEZ proposals and 160 'in-principle' approvals. 164 new generation Special Economic Zones have since been notified and about 50 have already become operational. When I say 50 have already become operational, one can see units in operation, that is, generating, manufacturing products in the zones. The SEZ approvals spread over 19 States and Union Territories. The sectoral spread is also vast and covers 20 different sectors: IT, IT-enabled services, hardware, gem and jewellery, footwear and leather, chemicals and petrochemicals, pharmaceuticals, apparels and host of other sectors also. Investments of over Rs. 53,000 crore have already taken place in the new SEZs, that is, only in last 18 months. Creation of new job opportunities has been one of the

major objectives of our government and I am really happy to note that around 72,000 new jobs have got created since the enactment of this Act. We expect the number to rise to 100,000 by the end of the year. The investments are also likely to touch Rs 100,000 crore by the end of 2007 and we expect SEZ exports to cross Rs 110,000 crore. It would be a quantum jump, an increase of almost 70 per cent over the previous year.

Since these SEZs would require trained manpower, developers must take initiative to run or support appropriate training programmes in nearby areas so that availability of suitable and stable workforce can be ensured. I would just like to give few of the examples where developers have taken initiatives for providing such training. For example, M/s Sri City SEZ at Tada, District Nellore, Andhra Pradesh have started vocational training institute in five different trades and is offering incentive schemes for the units employing persons in and around the locality. Most of the trainees are from nearby villages and more than 70 per cent of them are women. M/s Hyderabad Gem SEZ in Hyderabad, have currently recruited 3000 persons, majority of them are women from socially and economically backward sections. They are being trained in gem and jewellery manufacturing and will be absorbed in the units coming up in the zone. M/s Bharat Forge Pune have taken over two vocational training institutes of the State Government and is running courses for project affected people in those villages. M/s Brandict SEZ at Vizag have started SEZ unit and also training of the workforce. They have already trained more than one thousand persons and currently more than five hundred are receiving training, most of them being from the local areas.

Friends, land has been one of the issues. There



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are some myths also regarding the land, which is being procured or acquired for the Special Economic Zones. 405 formal approvals that have been granted as of date, the total land procured for these zones is not more than 51,000 hectares and 80 per cent of this was already in possession of the developers. Practically, no compulsory acquisition has taken place in these 405 special economic zones. Currently government's directions and guidelines are very clear. Instructions have been given; no compulsory land acquisition has to take place for special economic zones since April 2007. Moreover, the Government has recently taken decisions for amending the Land Acquisition Act and revising the Rehabilitation and Resettlement (R&R) Policy. Once these amendments are carried out, I am sure the concerns in this regard will be adequately met.

I carefully heard the recommendations of the Session on the SEZ and I would like to inform this august house that most of these recommendations have been addressed in the new R&R Policy, which has already been notified. Our experience with the development of industrial areas and industrial clusters has been that large slums come up in the neighbourhood of these areas and such additional population create pressure on the municipal system. The main advantage of the SEZ concept is that it recognises the issues related with economic development and provide for developing self-sustaining industrial townships so that the increased economic activities do not create pressure on the existing infrastructure. We have statutorily recognised the concept of processing as well as non-processing areas. The concept of non-processing areas is just to provide enabling social infrastructure such as housing, education, hospitals, roads, water supply, sewerage, power, telecom facilities and other social infrastructure related issues. There is a perception amongst a section of the society that the SEZs are for big business houses and large establishments. Yes, for the creation of infrastructure in these SEZs, one needs to be above the threshold limit

prescribed by the SEZ code, but the actual user is primarily the small and medium enterprises sector. As on date, over 90 per cent of SEZ units are from this sector. Our Small and Medium Enterprises have been the strength of our industrial policy and I am sure that this sector would further benefit from the SEZ policy. The Department of Commerce is constantly reviewing the various provisions of the SEZ Act and rules and commensurate with the demand for the industry making suitable amendments to provide a congenial policy framework for SEZ scheme.

Thank you.



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### VALEDICTORY ADDRESS

by Kumari Selja,

*Hon'ble Minister of State (Independent Charge) for  
Ministry of Housing and Urban Poverty Alleviation,  
Government of India*

*Prof. H.B. Singh read the Hon'ble Minister's  
Speech reproduced below.*

Dr. H.S. Anand, Secretary, Ministry of Housing and Urban Poverty Alleviation, Shri P.D. Sudhakar, Chairman, AMDA, Shri B.N. Singh, Director, AMDA, Distinguished Participants, Experts, Ladies and Gentlemen,

At the outset, I congratulate AMDA for organizing this conference on Planning and Development of Metropolitan Regions. The topic is extremely relevant in the context of the Jawaharlal Nehru National Urban Renewal Mission (JNNURM). As you all are aware, JNNURM aims at a New Deal for Urban India. It is the single largest Mission ever launched in the history of our country to address the issues of urban infrastructure and basic services to the urban poor. The Government of India has committed Central Assistance to the tune of Rs. 50,000 crore. This will leverage state share, institutional finance, beneficiary contribution and resources through public-private-partnerships.

JNNURM has created a new enthusiasm for strengthening urban and regional planning and service delivery systems and developing economically efficient, socially just and environmentally sustainable cities. It is expected to usher in fast track development of cities and towns within the 7-year Mission period. JNNURM is primarily focusing on 63 cities of National importance, including 35 metropolitan cities. It is recognized that cities are the engines of national economic growth; reservoirs of skill and capital; centres of education, culture and innovation; generators of resources for economic development; and hopes of millions of migrants who seek employment opportunities in the ever-growing tertiary sector.

JNNURM is demand-driven, reform-linked and outcome-oriented. Three significant outcomes are envisaged at the end of the Mission period. These are:

- City-wide framework for planning and governance will be established and become operational;
- Financially self-sustaining agencies for urban governance and service delivery will be established.

To facilitate the establishment of a city-wide framework for planning and governance, JNNURM contemplates that cities develop planned urban perspective frameworks for a period of 20-25 years (with 5-yearly updates) indicating policies, programmes and strategies of meeting fund requirements. This perspective plan is to be followed by preparation of Development Plans integrating land use with services, urban transport and environment management for every five-year plan period. A City Development Plan (CDP) needs to be prepared before a Mission city can access JNNURM funds. Cities are required to prepare Detailed Project Reports (DPRs) for undertaking projects.

Attaining the outcomes of planned urban development and efficient, effective and equitable service delivery will not be possible through a mere project-based approach. Accordingly, JNNURM emphasizes the implementation of governance reforms at State and ULB levels hand-in-hand with projects. Government of India's support will be linked to these reforms. Under the Basic Services to Urban Poor (BSUP) and Integrated Housing and Slum Development Programme (IHSDP), three critical reforms are contemplated:



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- First, implementation of 7-Point Charter i.e., provision of basic services to urban poor - security of tenure at affordable prices, improved housing, water supply, sanitation, education, health and social security within the Mission period as per agreed timelines;
- Second, internal earmarking within local body budgets to enable provision of basic services to the urban poor;
- Third, earmarking at least 20-25% of developed land in all housing projects (by both public and private agencies) for EWS/LIG category with a system of cross-subsidization.

JNNURM lays stress on implementation of the Constitution (74th Amendment) Act, 1992 to foster good civic governance. As you may recall, the 74th Amendment envisages six key institutions as pillars of grassroot level democracy. These are: (i) Elected Municipal Councils to function as effective institutions of local self-government; (ii) Independent State Election Commission to conduct free and fair municipal elections; (iii) Wards Committees to facilitate peoples' involvement in civic services delivery at the cutting edge; (iv) State Finance Commission to recommend devolution of State resources to local bodies; (v) District Planning Committee to consolidate spatial and economic development plans for rural and urban areas; and (vi) Metropolitan Planning Committees to prepare plans for metropolitan agglomerations comprising of Municipal Corporations, Municipalities, Nagar Panchayats and Village Panchayats. These institutions need to be deeply rooted on ground and enabled to function smoothly and effectively.

I would particularly draw your attention to the provisions of the 74th Amendment Act regarding spatial planning. Urban planning including town planning is regarded a legitimate municipal function. A key role is assigned to District and

Metropolitan Planning Committees for the formulation of District and Metropolitan Development Plans, respectively. These Plans require the integration of rural and urban development plans and spatial and sectoral plans. The 74th Amendment Act makes it mandatory for such Plans to have regard to:

- matters of common interest between the Panchayats and Municipalities including spatial planning;
- sharing of water and other physical and natural resources;
- integrated development of infrastructure and environmental conservation; and
- extent and type of available resources, whether financial or otherwise.

It is a matter of grave concern that the mandatory provisions of District and Metropolitan Planning Committees and preparation of District and Metropolitan Development Plans are yet to be implemented by many states. JNNURM calls for the implementation of these and other provisions of the 74th Amendment Act.

In addition to the issue of spatial and functional integration through District and Metropolitan Development Plans, another key issue that calls for urgent attention is the Master Planning system. The concepts and methods of traditional Master Planning in India owe their origin to the Western town planning laws. There are several shortcomings in the current approach. Master Plans have primarily confined to aspects of land use and development control. In most cities, these could not be translated into socio-economic development plans and investment programmes till the advent of JNNURM. Often the physical planning exercises are restricted to core urbanising areas without organic integration with the periphery and rural hinterlands. The spatial and functional linkages between settlements of





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different orders, critically important in the metropolitan context, are rarely recognised and exploited.

The Master Plans suffer from many other problems. Who is the master - planners or the people - is a key question. The Master Plans are not dynamic. They take too long a time for preparation. Even after decades, zonal development plans do not get ready. In the mean time haphazard and unplanned growth takes over. Many plans remain Utopian with no linkage to feasible financing options. The plan preparation process is often not participatory. The procedures are rigid and not suitable to the Indian conditions. Mixed land use zoning, which is very relevant to the Indian way of life, has not been adopted by most Master Plans which have been based on the Western model of segregation of residential uses from commercial and institutional uses.

The traditional master planning process starts with the projection of population, estimation of residential and non-residential requirements and then allocates land for such requirements in different zones. In this process, transportation systems become a conspicuous casualty. Environmental conservation is neglected. The poor are also squeezed out of the land market. There has been little planning for housing the urban poor and informal sector including vendors, hawkers, construction workers and the like in cities and towns. The entire planning process calls for reforms and reorientation to focus on "inclusive zoning", "inclusive planning" and "inclusive cities" and the leading role of transportation in guided urban development.

One more observation on Master Plans is that they are inherently inequitable. Institution and changes of land use, horizontal or vertical, lead to unearned increments in values to some while harming others. Gainers ought to compensate the losers. The funds generated from gainers need to be pooled to meet the costs of city-wide infrastructure, decongestion programmes,

acquisition of lands reserved for conservation and housing the poor. A new deal needs to be accorded to the poor who have been squeezed out of the land market by the Master Plans.

Third point which needs focused attention is the linkage of City Development Plans with Master Plans. CDPs are not statutory while Master Plans are. In fact, we find a disconnect between the two in several cities. Therefore, when the second generation CDPs are prepared, the same must be organically linked to the statutory land use plans. There is also a criticism that the first generation CDPs were not developed with adequate city consultation, especially with the poor. This aspect must be given due attention while revamping the CDPs as living documents.

I hope AMDA and other similar institutions will undertake research to analyse some of the key issues posed by me, namely, operationalising District and Metropolitan Planning, restructuring the Master Planning system and improving CDPs, especially to address the concerns of the urban poor. Cities are not merely spatial organizations; they concern with scores of people, their living, working, growing, innovating and developing together. With the tremendous opportunities thrown open by JNNURM for planned city development, we all need to strive for an Urban India - humane, inclusive and equitable. Every common man in a city, especially the poor must have a place to stay, a place to work and a place to sell.

Thank you.





## VALEDICTORY SESSION

### CHAIRPERSON'S ADDRESS

by **Dr. H.S. Anand,**

*Secretary, Ministry of Housing and Urban Poverty Alleviation, Government of India*

Shri Sudhakar, Chairman, AMDA, Dr. Kulshrestha, Shri Anil Mukim, my colleagues from Urban Development, Dr. P.K. Mohanty, Shri B.N. Singh and dear fellow travellers on the urban road.

It is bit like a homecoming to come to this Seminar organized by AMDA. So, I will talk to you straight from my heart. There are five key words in the topics that you have selected for your Seminar. One is 'planning', other is 'development', third is 'special initiatives', the fourth is 'SEZs' and ofcourse, all these four must be in the context of the fifth word, namely, 'decentralisation' as enshrined in 74th Constitution Amendment Act. So, I feel that these are the five key themes which must be synchronized and integrated in an intelligent and viable manner to produce urban development which is symbiotic with rural development on a regional plane.

Let me begin with the first of the five key themes: 'Planning'. It does mean different things to different people. To the Planner, it means preparing a Master Plan in the context of a Master or Metropolitan Plan at one level, a District Plan at the next level and a Regional Plan coinciding with the territory of a State/U.T. at the final level. Planning to a speculator means that he can buy agricultural land along an expressway and then get it regularised. Let me say honestly that if you were to have a linear development in what are called transport corridors, then as a planner, it is the most inefficient way of doing urban planning. Normally, expressways will have very few intersections, or under-bridges. If there was a person supplying parts to an industrialist who was ten kilometres down the road on the other side, you would have to take electricity or water along a long linear corridor which would prove to be substantially costlier. On the one hand, if the urban settlement was a rectangular area or a large square or a circle, the cost would get

minimised. Many of our problems today, are because of lack of proper planning. In fact, it would not be out of place to say that planners have been marginalized. Of course, some have been crossed over to subserve the speculative interest. We have to reinstate Planning, within the democratic framework, to its pristine glory.

In order to restore Planning to what it should be, and what it is in many parts of the world, you must take inspiration from the Regional Planning approach. If you look at the planning of the capital city of Washington, it is something like the NCR, which is an inter-state capital region. Tokyo and Seoul are also similar to NCR. But other than that, Regional Planning must subserve the federal configuration. Other than the national capital, I would say, there should be a Regional Plan for each state of the Indian Union. Now, the planners along with the democratic elected representatives of the Government must decide about the land in the State (a federal unit): which are the fertile areas, where are the current urban settlements, what are the flood-plains of the rivers, what is the nature of the ground water table (as per the Central Groundwater Board), what are the seasonal surface flows (as per the Central Water Commission), what are the contours of drainage, which areas are under forest cover, what is the distribution and pattern of rainfall, what are the demographic trends relating to urban settlements over the last ten years and then prepare the Regional Plan for the State, District Plans, Metropolitan Area Plans and Master Plans for cities.

Further Planners, who are technical professionals, must make themselves relevant to politicians and statesmen who lead their State. At a macro level, one has to decide which are the cities in a given State which should be selected for becoming generators of economic momentum through



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internal and external investments. Indian Demography generally tells us that the metropolitan cities are growing much faster than other cities, and class one cities are growing much faster than smaller cities. So a twenty year vision pertaining to the development of federal unit would indicate which urban localities are going to expand and in which areas of industry or services; which are the fertile pieces of land which should not be touched, which are the areas which should have the SEZs, and which are the areas where new townships should be developed. You must have a holistic vision and make choices on the basis of technical parameters.

Very often, we put the cart before the horse and people purchase land for speculative purposes. These people have the money and they can make investments. Normally, we tend to move one step forward and one step backward. Sometimes even two steps backward. So, what is required is 'Planning.' We, therefore, must have a Regional Plan which encompasses the whole of a given State for providing an integrated vision of socio-economic development on a spatial basis. A significant aspect of planning as institutionalised by the 74th Constitution Amendment refers to the preparation of District Plans by District Planning Committees. For Metropolitan Areas, the Amendment stipulates Metropolitan Plans prepared by Metropolitan Planning Committees. We know that other than Kolkata, there is hardly any other Metropolitan Planning Committee which is functional. So, we must form these Committees and make them operational. We must make them relevant to the march of this country towards planned development.

Now, you would see that the frameworks of the 74th Constitution Amendment Act did not want to make big compartments between rural and urban. Why were the Acts passed by various States related to regional planning called the Town and Country Planning Acts? They were so called to ensure that the nature of development should not be such that urban areas exploit the rural areas. The nature of socio-economic

development should be such that it is symbiotic, that is a win-win situation, where the villagers as well as the city folks stand to gain. I was present when the Prime Minister made his last speech from the ramparts of the Red Fort on 15th August, 2007 and he very clearly said that as far as possible, fertile land should not be used for urbanization projects. Let us ask ourselves the question whether we are really subserving this directive and that fertile land is not being taken up for urbanisation. You may arrive at your own answer. So, if we are going to have a composite District Plan which is partly made by the panchayats on the one hand and urban local bodies on the other hand; then, the District Planning Committee must balance the needs and aspirations of both. If we want to have a Metropolitan Plan for Kolkata which has multiple local bodies, we must bring about a symbiosis between the needs of all ULBs located in the Metropolitan Area as well as synchronise the needs of villagers.

When we look at the Master Plan of a city, it is important that Zonal Plans and the Local Area Plans are prepared within one year of the Master Plan. I see a colleague from the DDA sitting there. The current Master Plan rightly talks about preparing Zonal Plans and preparing Local Area Plans within a time bound manner. If we do not make these plans or we take long years to make them, the entire purpose of the plan is defeated. It is a good Master Plan when the above plans are prepared within a time frame of about 12-18 months.

The concept of Planning is that you have a vision which you can review after every five years, but it is aimed at a twenty-year period. In the developed countries, land use change is a very rare phenomenon. I have looked at the planning of Manhattan and other areas. Once a place is residential, come what may, it will remain residential; if it is commercial, it will remain commercial; if it is industrial, it will remain industrial; if the Master Plan does not permit polluting industries or hazardous industries, then there is



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no way these can be allowed to come up in specific area of the Master Plan. Each activity has to be taken up in area earmarked for that purpose except designated poor localities which are permitted mixed land use with appropriate restrictions.

There is a dire need for us to make Planning understandable to the common people. It means preserving the ecology of the area, it means that you have less carbon emissions, it means that you do what you consciously plan to do. Why do I say that? I find that after Delhi, you run into Gurgaon. After that on one side you run into Noida. Noida is already going forward with Greater Noida. I have indications that Chaubisi, enlarged Meerut and Greater Ghaziabad are being planned. If all these projects were to come true, we would have a large urban jungle stretching from Delhi for several hundred miles with very few trees and no rural areas and it would be the greatest disaster that we can conceive. Somebody has to ensure that greenbelts are maintained around our cities. There are several thousand acres of greens around London. There has been a very strong Greenbelt Movement in Europe and North America. People took to the streets, they supported the progressive planners and enlightened politicians also spoke in favour of maintaining the ecology of the city. We need a similar movement here. We need some activism to see that all the projects under JNNURM are of high quality. We must ensure that housing for the poor does not mean poor quality housing. We want that our children who stay in cities are able to distinguish between a *bhuta* plant and a wheat plant as well as distinguish between different types of orchards. We go on in an ad-hoc manner changing land uses with scant respect for planning and converting green areas into built-up space; we will be mortgaging the future of our children.

Let us move on to the second important word 'development.' It may be noted that we have prepared City Development Plans (CDPs), without spatial configuration and content. We have

Economic Plans of States to be structured on the basis of District Plans for achieving integrated economic development but most of the planning that actually takes place is top-down rather than other way around. In fact, we are not aware as to what is happening on the ground, how much land shown in a Master Plan as 'agricultural', has already been encroached upon and constructed upon. That is the need of the hour for both Planners and civil servants to do in a coordinated manner. I am reminded of a saying by William Shakespeare who said, 'what is the city but the people'. If we do not look at the aspiration of people that is what they need, then whatever spatial planning we may do, it will not be sufficient. This morning I looked at the *Hindustan Times* and I happened to see "with Malice Towards One and All" by Khuswant Singh and he said something very interesting: "On a certain day, the Indian Sensex crossed the 20,000 marks and on the same day 20,000 farmers and tribal marched to Delhi and said, they do not have enough resources to have one square meal a day." So on one side we have this wonderful news that the Indian Sensex has crossed the 20,000 marks and on the other side, we find that 20,000 people in a very orderly and Gandhian way, came to the city of Delhi and they spoke with anguish: 'Look the situation is so bad that we cannot have a square meal a day.' It is interesting to hear a man who is well above eighty years of age say that most democracies do not have this kind of imbalance. In the developed countries, a low paid gentleman has also a small car, he has his music system and he has a quality of life which is nowhere compared to the super rich but even then he lives with a certain modicum of dignity. In developed countries, many of the well-to-do cannot afford a servant, they have to wash their own clothes, their own utensils in the washing machine and they have to repair their own tap.

In our country, we are seeing a wide divergence in style of living between the rich and the poor. And this divergence is widening. On the spatial level, very clearly, we see a city of the rich and



## VALEDICTORY SESSION

a city of the poor. The city of the poor is increasing in size, slums are increasing. As of 2001, we have 61 million slum dwellers. If you look at the housing shortage, then at the end of the Tenth Plan, we had a housing shortage of 24.7 million units, like the Sensex which has recently been growing and the rich are still counting; slums are increasing, Planners are still counting the increasing numbers. What is really surprising and I am sure many of you know about this, that rural poverty has decreased both in percentage and in numbers. But urban poverty as per the NSSO 61<sup>st</sup> Round, which may have decreased in terms of percentage, has increased in absolute number (between 1993-94 to 2004-05) by over 4 million poor. The reduction in the rate of urban poverty is half the size of rural poverty. In other words, urban poverty in absolute numbers is increasing. We cannot distinctly say that rural poverty is urbanising since rapid growth in the population of earlier settlements is also a strong factor. Further, it is important to note that 99.7 per cent of the housing shortage of 24.7 million pertains to the economically weaker sections of society (EWS) and LIG categories. So, really we are seeing that the living conditions of the urban poor are becoming worse. I am very happy to note that as a consequence of SEZs, our exports will rise and new jobs will be created. But as new jobs are being added, other jobs are vanishing. If you look at the figures carefully relating to Indian employment, then the elasticity of employment in the formal sector is close to zero. This is a verifiable fact. The organised sector whether it is IT, or manufacturing, or auto sector or what have you is not adding additional jobs. On the other hand, the unorganized sector is growing rapidly and more than 90% of the Indian labour force works in the unorganised sector. So, we must recognise that there is a serious imbalance. My only submission is that we should not run away from these facts, we should face them squarely. This is the job of an economic planner, this is the job of an administrator and together they must define both the pace and direction of 'development.'

In terms of 'special initiatives', let me say that JNNURM is one of the biggest initiative with Rs.50,000 crore as Central Grant over a seven year period and another Rs.30,000 to 50,000 crore by way of investments by States, ULBs, the beneficiaries and through institutional finance. However, let me tell you that all these funds will only be able to create between 1.5 to 2 million new houses. This means that our shortage of 24.7 million at the end of the Tenth Plan would still in the region of 22.7 million. Still a very huge shortage. You can estimate by simple arithmetical logic how long it will take to fulfill the entire shortage. Moreover, at the end of the 11th Plan, there will be more people in the unorganised sector. So, these are challenges which we must face and we must address in the context of the 73rd and 74th Constitution Amendment Acts. We must devolve substantive development functions, funds and functionaries to the urban local body level. We must also bring in the Private Sector in an organised, transparent and systematic manner through incentives to build for the poor, may be through higher FSI and by building houses for EWS and LIG categories and returning them to the ULB or District Authorities for allotment to identified beneficiaries.

I am delighted by the outcomes, by the cogitations, by the *manthan* that have generated by this AMDA Seminar. It has been wonderful *manthan* and I will end by saying that whenever you cogitate about this *manthan* over the coming weeks, do not forget the poor. I will end by recounting a saying of Vivekananda which was written on the Main Auditorium of Delhi School of Economics: and which went something like this: 'May I be born again and again to serve my God the poor, my God the weak, my God the wretched of all colours, castes and creeds.' In other words, Vivekananda did not want Nirvana or Moksha, he consciously wanted to be born again and again to serve humanity. As part of renovation in the wake of liberalisation and perhaps, globalisation, these inspiring words of Vivekananda today stand covered with polished teak wood.



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### VOTE OF THANKS

by **Shri B.N. Singh,**  
*Director, AMDA*

Secretary, Ministry of Housing and Urban Poverty Alleviation, Dr. H.S. Anand; Chairman, AMDA and Member Secretary, NCR Planning Board, Shri P.D. Sudhakar ji; Shri Anil Mukim, Joint Secretary, Ministry of Commerce and Industry; Dr S.K.Kulshrestha, Member of the Urban Advisory Group, AMDA; distinguished participants, ladies and gentlemen,

On behalf of the Association of Municipalities and Development Authorities, I have the pleasant duty to propose a Vote of Thanks to all those who have made this Seminar a great success with their overwhelming participation and support.

We are grateful to Hon'ble Minister of State (Independent Charge) for Housing and Urban Poverty Alleviation, Kumari Selja ji for her inspiring Valedictory Speech that highlighted the challenges of Metropolitan Regions and areas where critical interventions are required.

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I thank India Habitat Centre for excellent facilities extended to us for Seminar. I thank one and all who may not have been mentioned by me specifically. I thank you all once again for making this Seminar a grand success.