

**National Seminar  
on  
IMPROVING THE QUALITY OF URBAN LIFE WITH  
SPECIAL REFERENCE TO THE URBAN POOR**

at  
India Habitat Centre, New Delhi  
2-3 May, 2008

**PROCEEDINGS AND RECOMMENDATIONS**

*Organized by*



**ASSOCIATION OF MUNICIPALITIES AND DEVELOPMENT AUHTORITIES (AMDA)  
NEW DELHI**

**7/6, Sirifort Institutional Area,  
August Kranti Marg, New Delhi-110 049**

*In Collaboration with*

- Ministry of Urban Development, Government of India
- Ministry of 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
- Ghaziabad Development Authority
- New Okhla Industrial Development Authority
- Greater Noida Industrial Development Authority
- National Capital Region Planning Board



***The Seminar was organised by***

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- Haryana Urban Development Authority
- Housing and Urban Development Corporation
- National Capital Region Planning Board

***Published by***

Association of Municipalities and Development Authorities (AMDA)

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Shri J. N. Barman, Joint Director, National Capital Region Planning Board

Prof. H.B. Singh, Former Head of the Department of Regional Planning, SPA, New Delhi

Shri R.C. Shukla, Joint Director, National Capital Region Planning Board

Shri Ved Mittal, Former Chief Architect and Town Planner, Ghaziabad Development Authority

Ms. Anjali P. Roy, Assistant Director (Technical), NCR Planning Board

Shri Sayed Aqeel Ahmad, Assistant Director, NCR Planning Board

***About AMDA***

*The Association of Municipalities and Development Authorities (AMDA), established in 1983, is an association of 65 municipalities and development authorities in the country. As the name signifies, this institution addresses the issues pertaining to interface between the state, municipal bodies and urban development authorities in the realm of urbanization, urban development and urban governance. It offers (a) a valuable forum for members to exchange ideas of topical interest in the field of urbanisation; (b) information on good practices in the field of urban development through newsletters, workshops, seminars, training programmes, applied research and the kind; and (c) a valuable contribution in the field of planned urban settlements and their development. The Association has emerged as a knowledge-integration and experience exchange platform across the country, besides performing an advocacy and interfacing role to improve efficiency of urban local bodies and development authorities. For over two decades, AMDA has been working on issues of planned development and management of cities by sensitising local, state and central governments.*



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S.No.	Presentation on	By
4.1A	ASSOCIATION OF MUNICIPALITIES AND DEVELOPMENT AUTHORITIES (AMDA)	<b>SHRI B.N. SINGH</b> DIRECTOR, AMDA
4.1b	Issues of Governance Reforms	<b>Dr. P.K. Mohanty</b> Joint Secretary, Union Ministry of Housing and Urban Poverty Alleviation
4.1c	Generation of Employment Opportunities for the Urban Poor	<b>Prof. T.S. Papola</b> Chair on Human Development, Institute for Human Development:



<b>S.No.</b>	<b>Presentation on</b>	<b>By</b>
4.1d	Strengthening Social Security for the Urban Poor	<b>Dr. Harjit S. Anand</b> Secretary, Union Ministry of Housing and Urban Poverty Alleviation
4.1e	Urban Poverty Reduction Strategy - Case Study: Jaipur	<b>Prof. Chetan Vaidya</b> and <b>Ms. Paramita Datta Dey</b> National Institute of Urban Affairs
4.1f	Planning the Future of Indian Cities : The Role of Urban and Regional Planning	<b>Prof. E.F.N. Ribeiro</b> Former Director, AMDA
4.1g	Urban and Rural Linkages: Challenges for Spatial Planning and Employment Generation	<b>Dr. S.K. Kulshrestha</b> Founder Editor, SDR
4.1h	Land Resources: Perspectives on the Shape of Future Urban India	<b>Shri B.N. Singh</b> Director, AMDA
4.1i	Addressing the Needs of the Poor by Urban Planning	<b>Shri A.K. Jain</b> Commissioner (Planning), DDA
4.1j	Sustainable Urban Infrastructure and Services: Water Supply, Sanitation and Solid Waste cum Waste Water Management	<b>Dr. Kulwant Singh</b> Chief Technical Advisor, UN-HABITAT
4.1k	Impact of 74th Constitution Amendment Act on the Working of Urban Local Bodies	<b>Dr. M.P. Mathur</b> National Institute of Urban Affairs

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## PREFACE

The ongoing economic reforms, liberalization, privatization and globalization in India, have given new impetus to economic growth. The liberal economic paradigm has resulted in growth of urban India and unforeseen resurgence of towns and cities with a number of advantages such as cities strongly emerging as the prime engines of Indian economy and generators of national wealth. It has, nevertheless, resulted in glaring disparity between the lives of the poor and those of the better-off. The poor suffer from lack of employment opportunities, poor housing and inadequate access to basic services. A significant part of the employment generated in informal sector has often been seen as providing livelihood for the poor. It was in this context that AMDA organized a two-day National Seminar on *“Improving the Quality of Urban Life with Special Reference to the Urban Poor”* in collaboration with Ministry of Urban Development and Ministry of Housing and Urban Poverty Alleviation, Government of India; Eleven Development Authorities, HUDCO and National Capital Region Planning Board on 2-3 May, 2008 at New Delhi. The Seminar addressed some critical issues and identified useful inputs for policy formulation relating to urban employment, urban infrastructure and services, urban and regional planning, urban environmental management and urban governance with special reference to the urban poor. The Seminar coincided with the Silver Jubilee Year of AMDA.

Hon’ble Union Minister for Urban Development, Shri S. Jaipal Reddy inaugurated the National Seminar. Hon’ble Member, Planning Commission, Government of India, Shri Anwarul Hoda delivered the valedictory address. Dr. M. Ramachandran, Secretary, Union Ministry of Urban Development chaired the Inaugural Session. Dr. Harjit S. Anand, Secretary, Union Ministry of Housing and Urban Poverty Alleviation chaired the Valedictory Session.

The Seminar evoked an overwhelming response attracting many distinguished participants and experts. In all, 13 papers were presented in the Seminar. The Seminar brought about 100 participants representing Central and State Governments, Policy makers, State Secretaries for Urban Development and Municipal Administration, Municipalities, Development Authorities, experts and



## PREFACE (contd.)

academicians. The special significance of the Seminar was in the composition of participants to exchange views on the theme of the Seminar in a Plenary Session and four Technical Sessions. The Seminar also focused, among others, on measures taken in various JNNURM cities for initiating more inclusive processes and projects that impact on the urban poor in accessing land, housing, basic services in improving the quality of urban life. The recommendations of the Seminar, flowing from the discussions in various Sessions, as contained in the proceedings will go a long way in the specific context of improving the quality of life in cities.

In bringing out the proceedings, we received valuable support from Chairpersons of various Technical Sessions – Prof. K.C. Sivaramakrishnan, Chairman, Centre for Policy Research and Chairman, Urban Advisory Group (UAG) of AMDA; Dr. Harjit S. Anand, Secretary, Ministry of Housing and Urban Poverty Alleviation; Shri P.D. Sudhakar, Additional Secretary, Ministry of Corporate Affairs and former Chairman, AMDA; Prof. A.K. Maitra, former Director, School of Planning and Architecture and Professor Emeritus and Shri S.P. Jakhanwal, Director General, Amity School of Urban Management. We are grateful to all of them. The contributions of Dr. S.K. Kulshrestha and Prof. H.B. Singh in synthesizing the issues to formulating recommendations, were extremely helpful and is thankfully acknowledged.

Thanks are also due to the colleagues – Shri Ashfaque Alam, Shri S.R. Kashyap, Shri P.K. Chakravorty for their help and cooperation in various ways. We are also thankful to Ms. Sangeeta Gupta, Ms. Kiran Chanana and Shri R. Sudarshan for their valuable assistance.

August 2008

**B.N. Singh**  
Director  
AMDA



## PROGRAMME

**National Seminar  
on  
IMPROVING THE QUALITY OF URBAN LIFE WITH  
SPECIAL REFERENCE TO THE URBAN POOR**

**2-3 May, 2008**

**Gulmohar Hall, India Habitat Centre, New Delhi**

**Friday, 2 May, 2008**

**09.00-10.00**      **Registration**

**10.00-12.00**      **Plenary Session**

***Generation of Urban Employment Opportunities  
as a means of Poverty Alleviation***

*Chairperson*

**Prof. K.C. Sivaramakrishnan**

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

*Presentations*

**Dr. Madhu Kishwar**

Senior Fellow and Professor, Centre for the Study of  
Developing Societies (CSDS): *Earning a Living on the  
Streets: Battle for the Rights of Street Vendors*

**Dr. P.K. Mohanty**

Joint Secretary, Ministry of Housing and Urban Poverty  
Alleviation Urban Poverty Alleviation: *Issues of  
Governance Reforms*

**Prof. T.S. Papola**

Chair on Human Development, Institute for Human  
Development: *Generation of Employment Opportunities  
for the Urban Poor*

**Dr. Harjit S. Anand**

Secretary, Ministry of Housing and Urban Poverty  
Alleviation, Government of India: *Strengthening Social  
Security for the Urban Poor*

Open House Discussion

Rapporteur

**Dr. Debjani Ghosh**

Senior Research Officer, National Institute of Urban  
Affairs

**12.00-12.30**      **Tea/Coffee**



## PROGRAMME (contd.)

12.30-13.30

### Inaugural Session

<i>Welcome Address</i>	Chairman, AMDA
<i>Release of Publication on Twenty-Five Years of AMDA</i>	<b>Shri S. Jaipal Reddy</b> Hon'ble Minister for Urban Development, Government of India
<i>Presentation on AMDA</i>	<b>Shri B.N. Singh</b> Director, AMDA
<i>Address by the Chairperson</i>	<b>Dr. M. Ramachandran</b> Secretary, Ministry of Urban Development, Government of India
<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
<i>Rapporteur</i>	<b>Ms. Anjali P. Roy</b> Asstt. Director, NCR Planning Board

13.30-14.15

### Lunch

14.15-16.00

### Technical Session-I

***Development of City Infrastructure, Housing and Basic Services for the Urban Poor in the context of JNNURM***

<i>Chairperson</i>	<b>Dr. Harjit S. Anand</b> Secretary, Ministry of Housing and Urban Poverty Alleviation, Government of India
<i>Presentations</i>	<b>Prof. Chetan Vaidya and Ms. Paramita Datta Dey</b> National Institute of Urban Affairs: <i>Urban Poverty Reduction Strategy: Case of Jaipur City</i>  <b>Shri Praveensingh Pardeshi</b> Municipal Commissioner, Pune Municipal Corporation: <i>Integrated and Sustainable Development of Infrastructure and Services including Public Transport: Pune Case Study</i>



## PROGRAMME (contd.)

**Dr. C.V.S.K. Sarma**

Commissioner, Greater Hyderabad Municipal Corporation: *Basic Services for the Urban Poor including Shelter, Water and Sanitation: Hyderabad Case Study*

Open House Discussion

*Rapporteur*

**Shri J.N. Barman** Joint Director, NCR Planning Board

**16.00-16.15**      **Tea/Coffee**

**16.15-18.00**      **Technical Session-II**

***Urban and Regional Planning for Sustainable Urban Development***

*Chairperson*

**Shri P.D. Sudhakar**

Additional Secretary, Ministry of Corporate Affairs, Government of India

*Presentations*

**Prof. E.F.N. Ribeiro**

Former Director, AMDA: *Planning the Future of Indian Cities: The Role of Urban and Regional Planning*

**Dr. S.K. Kulshrestha**

Founder Editor, SDR and Member, UAG of AMDA: *Urban and Rural Linkages: Challenges for Spatial Planning and Employment Generation*

**Shri B.N. Singh**

Director, AMDA: *Land Resources: Perspectives on the Shape of Future Urban India*

**Shri A.K. Jain**

Commissioner (Planning), DDA: *Addressing the Needs of the Poor by Urban Planning*

Open House Discussion

*Rapporteur*

**Prof. H.B. Singh**

Former Head, Department of Regional Planning, SPA, New Delhi

**18.00-18.30**      **Tea/Coffee**

**19.00-20.30**      **Cultural Evening**

**20.30**              **Dinner**



## PROGRAMME (contd.)

Saturday 3 May 2008

09.30-11.15

Technical Session-III

*Urban Environmental Management*

*Chairperson*

**Prof. A.K. Maitra**

Dean Emeritus, Former Director, SPA, New Delhi

*Presentations*

**Shri Nikunj Kumar Srivastava**

Commissioner, Bhopal Municipal Corporation: *Initiatives for Improvements in Environmental Management with Focus on the Urban Poor: Bhopal Case Study*

**Dr. Shovan K. Saha**

Professor, Department of Environmental Planning, SPA, New Delhi: *Sustainable Urban Development for India: Utopia or Reality with respect to Resource Use and Management*

**Dr. Kulwant Singh**

Chief Technical Advisor, UN-HABITAT: *Sustainable Urban Infrastructure and Services: Water Supply, Sanitation and Solid Waste cum Waste Water Management*

Open House Discussion

*Rapporteur*

**Shri R.C. Shukla**

Joint Director, NCR Planning Board

11.15-11.30

Tea/Coffee

11.30-13.15

Technical Session-IV

*Urban Governance*

*Chairperson*

**Shri S.P. Jakhanwal**

Director General, Amity School of Urban Management

*Presentations*

**Shri Ramesh Ramanathan**

Founder, Janagraha Centre for Citizenship and Democracy: *Urban Governance in India in the Twenty-first Century*

**Miss S. Aparna**

Commissioner, Surat Municipal Corporation: *Evolution of Urban Governance: The Surat Experience*



## PROGRAMME (contd.)

### **Shri Alapan Bandopadhyay**

Municipal Commissioner, Kolkata Municipal Corporation:  
*Urban Governance in a Metro City: Kolkata Case Study*

### **Dr. M.P. Mathur**

National Institute of Urban Affairs: *Impact of 74th  
Constitution Amendment Act on the Working of Urban  
Local Bodies*

Open House Discussion

*Rapporteur*

### **Shri V.P. Mittal**

Former Chief Architect and Town Planner,  
Ghaziabad Development Authority

**13.15-14.15 Lunch**

**14.30-16.00 Valedictory Session**

*Welcome Address*

**Chairman, AMDA**

*Recommendations of  
the Seminar*

**Dr. S.K. Kulshrestha**

Founder Editor, SDR and Member, UAG of AMDA

*Address by the  
Chairperson*

**Dr. Harjit S. Anand**

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

*Valedictory Address*

**Shri Anwarul Hoda**

Hon'ble Member, Planning Commission,  
Government of India

*Vote of Thanks*

**Shri B.N. Singh**

Director, AMDA

*Rapporteur*

**Shri Sayed Aqeel Ahmed**

Asstt. Director, NCR Planning Board

**16.00-16.30 Tea/Coffee**



## 1. INTRODUCTION

### 1.0 The Context

Urbanization in India is a critical phenomenon with a dynamic impact not only on rural and urban settlements but also on the economy and society. India has the second largest urban system in the world with 329 million people living in urban areas (2007). It is projected that by 2041, India will have 50 per cent of its population living in urban areas. Urbanization is a catalyst for economic and social change that would result in the increase of employment opportunities and improvement in the quality of urban life. Although cities are centres of production, employment and innovation, the rapid urbanization also manifests itself in the form of congestion, inadequate infrastructure, housing shortage, poor access to basic urban services and proliferation of slums with degraded environment. The rise in the total number of urban poor in spite of a consistent decline in its proportion to the total urban population is also a matter of serious concern.

There is an increasing interest around the world on issues relating to quality of life in cities. The main focus is on issues factors which make a city livable and include economic and employment opportunities, access to basic services, good educational and health facilities, roads and public transport, affordable housing, recreational facilities, and a healthy environment. The above infrastructure and services are vital for improving the quality of life in cities.

Presently, cities in India are marked by a glaring

disparity between the lives of the poor and those of the better-off. The poor inevitably suffer from lack of employment opportunities, degraded housing, lack of security of tenure and inadequate access to basic services such as water supply, sanitation, health care, education and social security. There is, thus, a need to examine the various policy issues in the specific context of improving the quality of life in cities. Against this background, the National Seminar on “Improving the Quality of Urban Life with Special Reference to the Urban Poor” was organized by AMDA to discuss the key aspects of urban employment, urban poverty alleviation, urban and regional planning, urban infrastructure and services, urban environment management and good urban governance. It also discussed the framework of policies directed towards improving the quality of life in urban areas by promoting and facilitating economically efficient, environmentally sustainable, socially just, politically participatory and culturally vibrant process of urbanization through inclusive planning process.

### 1.2 The Objectives

Within the above context, the broad objectives of the Seminar are as follows:

- To focus on generation of employment opportunities as the fulcrum of urban poverty alleviation for promoting equitable urban growth and developing inclusive cities.
- To deliberate strategies for enabling urban areas to become engines of economic development by meeting the enhanced demand for urban infrastructure and access to affordable housing with secure tenure and



concomitant basic services for the urban poor combined with convergence of social services relating to education, health services and social security.

- To promote the regional planning approach, taking into account the holistic nature of human settlement systems, rather than just rural or urban development policies in isolation by developing a Regional Plan at the state level.
- To discuss critical urban environmental problems and mechanisms for making cities better places to live by developing Master Plans, Zonal Plans and Local Area Plans; promoting public transport systems; and systematically integrating environmental concerns into policy and governance frameworks for enhancing the sustainability of cities.
- To promote good urban governance through decentralization, integration of the poor and marginalized groups, environmental protection and meaningful participation of citizens in the development process.

### 1.3 Seminar Sub-themes

#### 1. Generation of Urban Employment Opportunities as a means of Poverty Alleviation

More than 90 per cent of the Indian workforce is engaged in the unorganized or informal sector. Further, more than 94 per cent of the enterprises in the Indian economy employ between 1 to 5 persons only (1998 Economic Census). Given the configuration of the workforce and the small size of the preponderant majority of the enterprises, it is of vital importance that urban employment opportunities are generated as a means of

poverty alleviation.

There are two important instruments of employment generation in urban areas: *setting-up of micro enterprises* relating to industry, business or service sectors; and *improving the employability of the urban poor* by appropriate training courses related to private sector employment in sectors demonstrating rapid growth.

There is a need to promote activity-specific micro enterprises based on market surveys for locating niche segments of the market demonstrating unfulfilled demand. This sub-theme highlights the nature of market-led demand-side factors which can help in promoting competitive micro enterprises as well as the supply side in-puts relating to appropriate technology, provision of credit facilities, development of common facilities, quality marking and assistance in marketing which can supplement the demand side configuration. Further, the sub-theme explores the essential set of factors which can improve the employability of the urban poor in terms of short-term, activity based, training programmes. In this regard, issues pertaining to course design, course content, peer learning, system of evaluation, certification and accreditation of institutions will also be discussed.

Thus, *this sub-theme focuses on improving the profitability of the unorganized sector by technological improvements, quality benchmarking and human resource development factors relating to improvements in output. In a nut-shell, an analytical debate will be encouraged to examine the package of factors which can transform the unorganized sector*



*into an engine of growth thereby not only contributing to urban poverty alleviation but also to enhancing the rate of GDP growth of the economy.*

## **2. Development of City Infrastructure, Housing and Basic Services for the Urban Poor in the context of JNNURM**

The demand for physical infrastructure and urban services is increasing with the growing urban population and its expectations of better living conditions. Development of infrastructure and accelerated provision of urban services contribute to economic development and social welfare. Infrastructure provision is a critical determinant for functioning of urban economies. It has been amply demonstrated how poor infrastructure can be an impediment to the growth of the economy. Good infrastructure has a social dimension in terms of being class neutral and leading to a marked improvement in the lives of poor citizens. Urban infrastructure like water supply, drainage, sanitation, solid waste management and intra/inter city/rural-urban transportation are as important as power, telecom and road-rail-waterway-air networks for efficient functioning of urban economies. The most challenging problem for the cities today is to meet the demand for urban infrastructure, housing and to provide access to good quality affordable and reliable urban services.

In the last 27 years, with an increased share of GDP emanating from urban areas, there has been a decline in urban poverty from 49 per cent in 1973-74 to 23.6 per cent in 1999-2000. However, what is alarming is that the number of poor rose from 60 million in 1973-

74 to 67 million in 1999-2000 and further to 80 million in 2004-05. Besides, income related poverty statistics indicated above, the poor suffer from lack of access to reasonable quality housing and urban basic services such as water, sanitation, drainage and efficient public transport. The urban poor also lack security of tenure and a healthy living environment.

As cities have expanded, their slum populations have risen even faster leading to large segments of the population of the larger cities living in slums and informal settlements. The growth of slums has been matched by a parallel growth of the unorganized or informal sector that absorbs migrants as well as unskilled/semi-skilled entrants to the labour market.

The foundational pillars of the JNNURM are: urban infrastructure, housing, provision of basic services to the urban poor and improving urban governance. The components under the Sub-mission on 'Urban Infrastructure and Governance' include water supply, sewerage, solid waste management, storm water drains, urban transportation including roads and mass rapid transit systems at the city level. The Sub-mission on 'Basic Services to the Urban Poor' includes affordable shelter, security of tenure, water and sanitation as well as provision of education, health and social security by convergence in the efforts of various departments/agencies at the slum/low-income neighbourhood level.

*The objective of this sub-theme is to discuss key issues and emerging challenges under JNNURM. The sub-theme seeks to share*



*experiences/lessons of Urban Local Bodies and facilitate interaction for showcasing successful infrastructure projects being implemented in the JNNURM cities. The sub-theme will also focus the discussion on measures taken in various JNNURM cities for initiating more inclusive processes and projects and their impact on the urban poor in accessing land, housing and basic services.*

### **3. Urban and Regional Planning for Sustainable Urban Development**

The challenge today is to identify how urban and regional planning should be integrated into the wider concerns of sustainable urban development. In this context, sustainable urban development would imply maximization of economic efficiency in the use of development resources (both natural and man-related), social equity in the distribution of development benefits with particular emphasis on the needs of the urban poor. The Urban and Regional Planning Approach is meant to make cities of future more livable and sustainable – in terms of access to drinking water, sanitation, energy, transport, solid waste management and green cover. Currently, many cities are facing a high level of unauthorized constructions and slums. A vast majority of poor households depend on the informal economy. There is a need for promoting inclusive urban planning including participatory planning processes for addressing the needs of urban informal workers.

As positive and negative externalities arise from inter-linkages and interactions between cities and their surrounding rural areas, there

is a need to evolve the future pattern of urbanization based on regional planning process with innovative and integrated urban-rural spatial patterns driven by new investments and employment opportunities in urban areas propelled by economic liberalization and decentralization.

The 74th Constitution Amendment stipulates a framework for participatory planning. The District and Metropolitan Development Plans envisaged under the 74th Constitution Amendment aim at integration of rural and urban development planning alongwith coordinated spatial planning and emphasis on environmental conservation. These frameworks for participatory planning of urban and rural areas in an integrated manner are essential for sustainable development.

*The objective of this sub-theme would be to discuss how to initiate more effective urban and regional planning processes in the context of spatial, economic and social issues for finding the right mix of innovative urban development, provision of affordable and basic services to the poor and conservation cum regeneration of the environment. In a nutshell, the sub-theme focuses on developing integrated city development strategies in the spatial content with special emphasis on the urban poor.*

### **4. Urban Environmental Management**

The environmental conditions in cities have deteriorated particularly those related to water supply, waste water disposal, air and soil pollution consequent to urban growth, industrialization and increase in density of



vehicles. Urban Environment has been under stress as the population in cities has soared and industries have fuelled the generation of waste and eco-damaging use of resources. The availability of water and its quality has deteriorated and discharge of industrial and household effluents in water bodies has become a major environmental hazard. Very few cities have a satisfactory network of sewerage facilities and solid waste management systems in terms of waste segregation and recycling, incineration of toxic waste, recycling of green waste and sanitary dumping of residential waste.

Urban environmental problems impact on the quality of life of all urban residents. However, it is usually the poor who suffer most since they live in environmentally degraded neighbourhoods. For development to be truly sustainable, cities must find better ways of balancing the needs and pressure of urban growth with requirements of environmental conservation and ecological protection.

The protection of environment and safeguarding of health through the integrated management of water resources, sanitation and solid waste should be the cornerstone of the future strategy for environmental management. Coping with the environmental constraints requires sharing of responsibilities between the central, state and local governments, NGOs, private sector and civil society in general.

*The objective of this sub-theme is to discuss how our cities be environmentally managed so that they can remain sustainable. It will also examine the current challenges posed*

*by urban environmental problems and identify models of good practices in its management. Further, it focuses on common issues of environmental governance, economic growth, demographic change and urban planning with special emphasis on improving the quality of life of the poor.*

## 5. Urban Governance

Urban Governance is characterized by participatory decision-making involving the state, local governments, civil society and the private sector. The practice of urban governance ensures that views and priorities of all groups are reflected in city planning and governance. Urban Governance is, thus, about the nature, quality and purpose of the totality of relationships that link various institutional spheres in urban areas. It assumes reasonably well-organized institutional relationships between local government and state, civil society and the public and private sectors.

The 74th Amendment to the Constitution has provided a structure for organizing urban governance. The Amendment stipulates the need for decentralized urban governance and the empowerment of cities as the third-tier of governance with prescriptions for representation, functions, finance, poverty, environment and planning. It is widely recognized that such empowerment is critical for the emergence of cities that are inclusive, transparently administered, pro-poor and gender-sensitive. The tasks of urban governance include coping with challenges of urbanization; creation of employment opportunities, skills and technologies;



universalizing urban infrastructure and basic services; alleviating urban poverty; management of metropolitan cities and sustainable environmental urban management combined with participatory approaches in urban planning, decision-making and service delivery.

*Drawing from the experiences of cities, this sub-theme discusses whether urban local bodies have demonstrated improvements in the management of urban infrastructure and basic environmental services; whether policy formulation and decision-making have been brought closer to the people and whether JNNURM and allied urban programmes have helped to prioritize urban development issues. It also examines whether decentralization measures have taken roots in urban governance and have contributed towards achieving a better quality of life for all citizens with special emphasis on the urban poor.*

#### 1.4 Organisation of the Seminar

##### I. Seminar Organising 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. Prof. Chetan Vaidya, Director, NIUA  
*Member*
4. Dr. S.K. Kulshrestha, Founder Editor, Spatio-economic Development Record and Member UAG of AMDA  
*Member*

5. Prof. H.B. Singh, Former Head, Deptt. of Regional Planning, SPA  
*Member*
6. Dr. P.S.N. Rao, Professor, SPA and Member UAG of AMDA  
*Member*
7. Shri V.P. Mittal, Former Chief Architect and Town Planner, GDA  
*Member*
8. Shri Rajiv Malhotra, Chief Regional Planner, NCR Planning Board  
*Member*
9. Shri J.N. Barman, Joint Director (Technical), NCR Planning Board  
*Member*
10. Shri R.C. Shukla, Joint Director, NCR Planning Board  
*Member*
11. Ms. Anjali Pancholi Roy, Asstt. Director (Technical), NCR Planning Board  
*Member*
12. Ms. Meenakshi Singh, Asstt. Director (Technical), NCR Planning Board  
*Member*
13. Shri Harsh Kalia, Asstt. Director (Admn.), NCR Planning Board  
*Member*
14. Shri S.R. Kashyap, Admn. Officer, AMDA  
*Member*
15. Shri Ashfaque Alam, Asstt. Director (R&T), AMDA  
*Member*
16. Shri P.K. Chakravorty, Accounts Officer, AMDA  
*Member*
17. Shri B.N. Singh, Director, AMDA  
*Covenor*



## II. Functional Committees

### 1. **Research Committee**

Chairman - Prof. H.B. Singh, Former Head, Deptt. of Regional Planning, SPA

Dr. S.K. Kulshrestha, Founder Editor – SDR and Member, UAG

Shri Ashfaque Alam, Asstt. Director, AMDA

### 2. **Rapporteur Committee**

Chairman - Dr. S.K. Kulshrestha, Founder Editor –SDR and Member, UAG

Prof. H.B. Singh, Former Head, Deptt. of Regional Planning, SPA

Dr. Debjani Ghosh, Senior Research Officer, NIUA

Shri J.N. Barman, Joint Director, NCR Planning Board

Shri R.C. Shukla, Joint Director, NCR Planning Board

Ms. Anjali P. Roy, Asstt. Director, NCR Planning Board

Shri V.P. Mittal, Former Chief Architect and Town Planner, GDA

Shri Sayed Aqeel Ahmed, Asstt. Director, NCR Planning Board

### 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

Shri Rakesh Kumar, NCR Planning Board

Shri Ashfaque Alam, Asstt. Director, AMDA

### 4. **Stage Committee**

Chairperson- Ms. Meenakshi Singh, Asstt. Director (Technical), NCR Planning Board

Shri Ashfaque Alam, Asstt. Director, AMDA

Shri Harsh Kalia, Asstt. Director (Admn.), NCR Planning Board

Shri R. Sudarshan, AMDA

### 5. **Compeering Committee**

Chairperson- Ms. Satmohini Isha Srivastava Ray, Senior Research Officer, NIUA

Shri Ashfaque Alam, Asstt. Director, AMDA

### 6. **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



7. **Material and Local Transport Committee**

Chairman - Shri S.R. Kashyap, Admn. Officer, AMDA  
Shri P.K. Chakravorty, Accounts Officer, AMDA  
Shri Sanjay Kumar, AMDA

8. **VIP Guests and Attendance Committee**

Chairman - Shri J.N. Barman, Joint Director, NCR Planning Board  
Shri R.C. Shukla, Joint Director, NCR Planning Board  
Shri Sayed Aqeel Ahmed, Asstt. Director, NCR Planning Board  
Shri Abhijit Samanta, Asstt. Director, NCR Planning Board  
Shri S.R. Kashyap, Admn. Officer, AMDA  
Shri P.K. Chakravorty, Accounts Officer, AMDA

9. **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, NCR Planning Board.  
Ms. Ritu Sharma, P.A. to Deputy Director, NCR Planning Board.

Ms. Sangeeta Gupta, AMDA

Ms. Kiran Chanana, AMDA

10. **Hospitality Committee**

Chairman - Dr. Kulwant Singh, UN-HABITAT  
Shri P.K. Chakravorty, Accounts Officer, AMDA  
Shri S.R. Kashyap, Admn. Officer, AMDA  
Shri Harsh Kalia, Asstt. Director (Admn), NCR Planning Board

11. **Media Committee**

Chairman - Shri Rajiv Malhotra, Chief Regional Planner, NCR Planning Board  
Prof. Chetan Vaidya, Director, NIUA  
Ms. Meenakshi Singh, Asstt. Director (Technical), NCR Planning Board  
Shri Abhijit Samanta, Asstt. Director, NCR Planning Board  
Shri P.K. Chakravorty, Accounts Officer, AMDA

12. **Publications Committee**

Chairman - Shri Ashfaq Alam, Asstt. Director, AMDA  
Shri S.R. Kashyap, Admn. Officer, AMDA



## 2. RECOMMENDATIONS

Based on papers presented and discussions held in the five Sessions of the National Seminar, Dr. S.K. Kulshrestha presented the recommendations as follows:

1. Urban poor are caught in a web of illegality and there is a need to create enabling environment which provides legal residence, legal workplace and legal employment opportunities for them.
2. The main problem of Urban Local Bodies is lack of good governance. Therefore, the main thrust should be on strengthening urban governance through urban reforms. Further, urban poverty alleviation schemes must be built on community empowerment.
3. Good governance must ensure people's active participation in planning, development and management of cities which should be inclusive, gender-sensitive and transparent.
4. The JNNURM Reforms including Public Disclosure Law, community participation, earmarking of developed land/FSI in both public and private residential projects for EWS families, and internal earmarking of funds in city budgets for projects addressed to the urban poor should be implemented in the right spirit by state governments and urban local bodies.
5. Access to land by urban poor is one of the major problems and state governments and ULBs should be persuaded to release developed land to the urban poor in both inner city areas as well as in peri urban areas.
6. Urban poor are citizens of the city and have a right to stay, work and sell their wares legally in the city. These rights need to be provided and carefully safeguarded.
7. Informal sector provides jobs to urban poor and informal sector markets like Delhi *Haat* should be promoted in cities. Further, the productivity of the informal sector needs to be upgraded through planned efforts.
8. As a strategy for urban poverty alleviation, creation of micro enterprises of the urban poor should be given priority.
9. Social security and social insurance need to be extended to the urban poor effectively.
10. Municipalities have an important role in urban development and poverty alleviation. The centrality of municipalities should be established, emphasized and maintained.
11. For real autonomy at the ULB level and effective discharge of their responsibilities with accountability to the people, the functional devolution, as per 12th Schedule of 74th CAA, 1992, should be systematically carried out combined with financial devolution. External development charges must be shared by the Development Authorities with the Municipalities.
12. In-situ up-gradation/redevelopment of slums should be promoted and relocation of slums should be resorted to only in cases of health hazard, safety hazard, transport alignment or environmental conservation as per Master Plan.



13. People building authorized colonies are unfortunately living in unauthorized colonies and there is a need to adopt an inclusive approach towards planned urban development.
14. Urban and Regional Planning should adopt a more inclusive approach with clearly defined pro-poor focus.
15. Urban expansion in rural areas should be planned with equity and keeping in view the sustainability of villages and agricultural production. Such expansion should be undertaken on semi-fertile land with the approval of the District Planning Committee/Metropolitan Planning Committee concerned with full involvement of both rural and urban local government bodies.
16. The rural migrants to urban centres should have several alternative choices provided by the system of urban settlements in a city-region. Setting up of MPCs and DPCs and preparation of metro-area and district development plans with appropriate focus on spatial development as per 74th CAA is strongly recommended in this context.
17. The emerging islands of development like SEZs should be integrated with spatial plans: Regional Plan, District Plan and Master Plan within the framework of local urban governance.
18. Creation as well as improvement of informal sector jobs, provision of shelter to the poor and their access to basic services should be linked with Investment Plans of cities.
19. The role of environmental conservation in attaining sustainable urban development is beyond debate and must be recognized as such by all sections of society.
20. Human security - which seems to be threatened in the large cities - is a key issue for sustainable economic growth in urban areas. In case of India, human security is threatened by both natural as well as man made forces. This issue must be addressed meaningfully.
21. Effective and efficient linkages need to be developed amongst the people, NGOs, community organizations, planners, elected representatives and municipal officers. Such partnerships are essential for promoting inclusive development with focus on the urban poor.



## INAUGURAL SESSION

### 3. PROCEEDINGS

#### 3.1 INAUGURAL SESSION

The National Seminar was formally inaugurated by Shri S. Jaipal Reddy, Hon'ble Union Minister for Urban Development on 2 May, 2008 at India Habitat Centre, New Delhi. The Inaugural Session was chaired by Dr. M. Ramachandran, Secretary, Ministry of Urban Development, Government of India. Shri Subir Hari Singh, Acting Chairman, AMDA and Metropolitan Commissioner, BMRDA welcomed the dignitaries and the participants.

#### ***Release of Publication of Twenty-Five Years of AMDA (1983-2008)***

Shri S. Jaipal Reddy, Hon'ble Minister for Urban Development, Government of India released the AMDA publication titled **Twenty-Five Years of AMDA (1983-2008)** brought out to celebrate its 25 years of service to the nation, as the Chief Guest for the occasion.

This publication chronicles AMDA's role as a focal point for debating and sharing of experiences in the field of urban development during 25 years since its inception. This journey has seen many transformations in its institutional structure in consonance with the changing scenario of urbanisation and institutional structure in urban development planning and management in the country. The publication endeavours to capture its activities with an account of its development as an institution and as a record of the people who have steered the organization successfully for a quarter of a century. The publication also sheds light on its future perspective and a Road Map.

After release of the publication, a Power-Point presentation on **Association of Municipalities and Development Authorities (AMDA)** highlighting its aims and objectives, membership, institutional structure, areas of activities, achievements, and vision and future perspectives was made by Shri B.N. Singh, Director. The presentation is at Annex 4.1a. Vote of thanks was extended by Shri B.N. Singh. The sequence of the Inaugural Session is as given below:

#### ***Welcome Address***

#### **Shri Subir Hari Singh**

Acting Chairman, AMDA and Metropolitan Commissioner, BMRDA

#### ***Release of Publication on Twenty-Five Years of AMDA***

#### **Shri S. Jaipal Reddy**

Hon'ble Minister for Urban Development  
Government of India

#### ***Presentation on AMDA***

#### **Shri B.N. Singh**

Director, AMDA

#### ***Address by the Chairperson***

#### **Dr. M. Ramachandran**

Secretary, Ministry of Urban Development,  
Government of India

#### ***Inaugural Address***

#### **Shri S. Jaipal Reddy**

Hon'ble Minister for Urban Development,  
Government of India

#### ***Vote of Thanks***

#### **Shri B.N. Singh**

Director, AMDA



## INAUGURAL SESSION (contd.)

### WELCOME ADDRESS

by **Shri Subir Hari Singh**  
Acting Chairman, AMDA

Hon'ble Minister for Urban Development, Shri S. Jaipal Reddy, Shri M. Ramachandran, Secretary, Union Ministry of Urban Development, Officials of the Central and State Governments, Delegates from Municipalities and Development Authorities, participants, invitees, ladies and gentlemen,

It is my pleasure and privilege to welcome you all to this National Seminar on "Improving the Quality of Urban Life with Special Reference to the Urban Poor".

We in AMDA are indeed honoured that Hon'ble Minister for Urban Development Shri S. Jaipal Reddy has very kindly accepted our request and has found time to be amidst us today to inaugurate this Seminar.

I welcome you, Sir, on behalf of AMDA.

It gives me great pleasure to welcome Dr. M. Ramachandran, Secretary, Ministry of Urban Development who has kindly agreed to chair the Inaugural Session and deliver the Special Address on the policy issues directed towards improving the quality of life in urban areas.

It is a matter of great honour for AMDA to organize this Seminar in collaboration with Ministries of Urban Development, Housing and Urban Poverty Alleviation; eleven Development Authorities, HUDCO and NCR Planning Board. We welcome Secretaries to State Governments, Chief Executives and representatives of Municipalities and Development Authorities and experts participating in this Seminar.

As you are aware, 2008 is the 25th year of the founding of AMDA. This Seminar marks the beginning of the Silver Jubilee celebrations.

AMDA is a National body with 65 development authorities and municipalities of India as its members. It serves as a forum for discussion of key issues in the field of urban development. It also serves as a centre for dissemination of new ideas, capacity building and advocacy.

The Seminar has been organized with a view to provide an opportunity to examine the various policy issues in the specific context of improving the quality of urban life with reference to urban poor and also to discuss the key issues of urban employment, urban poverty alleviation and good urban governance. By this, it hopes to enhance the knowledge-stream relating to national urban agenda to help shape the contours of future urban India.

Well known experts are going to present papers focusing on the key aspects followed by open house discussion in each Session of the Seminar.

We are confident that the Seminar will help the States municipal governments and development authorities in delineating the path for addressing the issues relating to improving the quality of urban life. I once again welcome all of you to this Seminar.

Thank you.



## INAUGURAL SESSION (contd.)

### INAUGURAL ADDRESS

by **Shri S. Jaipal Reddy**

*Hon'ble Union Minister for Urban Development*

I am delighted to be in your midst, more particularly for the reason that this Seminar is focusing on the needs of the poor in urban areas.

When I first became Minister for Urban Development, I was quite struck by the confusion that characterized our approach towards urbanization. I have been elected in general elections for about forty years and have been representing rural areas. We find confusion not only among politicians but even among thinkers about urbanization which cannot be wished away. Urbanization is a direct by-product of industrial revolution, which is sweeping the world today and is bound to grow. You are all aware of the fact that urbanization is taking place and will keep on gathering momentum in the years and decades to come. Urbanization has something to be looked down upon with trepidation. I think it is more a challenge, but a challenge coupled with opportunity.

If you go by the international definition of poverty i.e., \$ 2 a day, two-thirds of the people who live in the urban areas belong to the category of poor. How do we look after the poor in urban areas? We cannot ask the people in the rural areas to stay back in the villages. Firstly, we are a democracy. Secondly, such an attempt did not work in a country like China where apart from their growth; dictatorship is used as an instrument. Therefore, today we cannot like King Kennute, ask the waves of migration to stop.

Having said that the question again that needs to be answered is whether we can take care of the migrants. If so, in what way we can take care of them? I think,

Jawaharlal Nehru National Urban Renewal Mission (JNNURM) was launched not only to provide and strengthen urban infrastructure, but also to direct focus on the poorer sections in urban areas. How do we do this through Jawaharlal Nehru National Urban Renewal Mission?

Let me talk of two Sub-Missions of the JNNURM. The first Sub-Mission is looked after by me, that is, Urban Infrastructure and Governance; the other is looked after by my sister Selja ji, that is, Basic Services to the Urban Poor (BSUP). Talking of my Sub-Mission - Urban Infrastructure and Governance, we have four sections under the Mission. About 79 per cent funds have been sanctioned for infrastructure and services of which 37 per cent or so is only for drinking water and the remaining for underground drainage, sewerage and solid waste management. We have sanctioned 11 per cent more, in addition to the 79 per cent, for urban public transport. I do not say that all these five services including urban transport are meant only for the poor, but all these services are class-neutral. They help the poor and the rich alike. While sanctioning these schemes, we are trying to see that the urban local bodies pay special attention to the poor in their areas while providing these services. We are getting the City Development Plans and Master Plans and their projects appraised by independent technical agencies.

Under BSUP, the second Sub-Mission, money is being released to provide housing for the poor and for the improvement of slums. The monies we are releasing



are huge as compared to the releases in the past. Before this Mission was launched, contributions from the Government of India for the urban development schemes used to be very small, negligible and marginal. You are all aware, the figures today are really significant but the requirements are even larger.

If we look at the urban scene in the last three or four years, one phenomenon strikes all of us, that is, the value of the urban land has gone up on an average 5 to 10 times in the suburbs. Is it a good thing? I do not know, but there is no way I can regulate that. This is a market phenomenon. I am not pronouncing a value judgment on the entire phenomenon of inflation in urban land, but there is a positive side that on such land having increased in its value, poor people have been staying for long periods. Therefore, we are encouraging in-situ development in Delhi in the last two years. We have faced rough times, on account of repeated interventions of the Courts. It also turned out to be a great opportunity. We had an opportunity to look at the changes in the Master Plan and we thought that the poor people's right to stay on the land should not be disturbed. In Delhi, we made such laws, to the effect that poor people cannot be thrown out unless that land is specifically required for some public project.

I am referring to the experience I have gained in the last two years in Delhi. All those who are living in authorized colonies before 2002 would be getting titles. We have moved in the direction of regularization of more than 1,400 unauthorized colonies. We happened to submit the list to the Court because that was the direction of the Court. I am glad to tell you, the Delhi High Court also has given its seal of approval to our decision to regularize all unauthorized colonies. Forty lakh people were living in these 1,400-odd unauthorized colonies in Delhi itself. The same must be true in other cities.

You may ask, what will flow from regularization of unauthorized colonies? This will not only enable but compel the urban local bodies to provide basic services to the people living in these colonies. The most important things for the poor people in these areas are water and sanitation. While we did tell the urban local bodies and State governments to levy user charges, we also said in the same breath that different sections should be charged differently, depending upon their income. But there was a misunderstanding among many friends that these reforms were intended to collect charges from the poor people, if they can afford. But that does not mean we are going to deprive them of public taps. Unless the colonies are regularized or notified, the governments cannot provide basic services. Strangely, there was some order that in authorized colonies, you could provide water but not sanitation facilities. We are trying to provide not only water, but sanitation facilities, roads, schools and hospitals.

I will refer again to the Master Plan in Delhi, which we notified. Unlike in other cities, in Delhi rightly or wrongly, the law has been that agricultural land could not be converted into non-agricultural land, but we have now allowed private sector to play its own role. The private sector or a developer has to pay a price for it. We are asking the developers to build 15 per cent of the flats or 35 per cent of apartments for the weaker sections in the same premises or compound or township, as the case may be.

We are insisting that the developers pay the cost of the houses for the poor and also enable the service providers to be within the vicinity of the more well-to-do classes. That would also itself reduce the burden on public transportation. This, I think, is a model that could be emulated elsewhere. In Mumbai, I have seen that they have succeeded to some extent through in-situ development. The land was commercially



exploited so that without government sparing money, permanent apartments could be built for the poor. They were doing it without auction. I will request the Government of Maharashtra to do it through auction route, which I think, they seem to be adopting. Similar thing will be done in Delhi. When cities and States come to us for sanction of their development schemes, we have made a point to satisfy ourselves as to how those services are being made available to the poor.

One difficulty, I now see, is that the land is getting too expensive for the poor or even for the middle-class. The municipalities and even the major urban local bodies do not have adequate powers. The State governments would be very slow to part with powers. The State governments have become very possessive about land, I do not know for what reasons. I must say this because I see this all over. There is a need to see that special schemes are devised for housing the poor. The developers must be asked to provide the same.

We are sparing money for Bus Rapid Transit System (BRTS) because such services will cater not only to the poor, but also the middle class. I told my friends in Parliament that people living in unauthorized colonies are those who built them. Construction workers live in such unauthorized colonies, i.e., in Jhuggi-Jhompri slum clusters. So they are entitled to a payment from the society and from the government for the vital services they have always been providing and are still providing.

Friends, urban development, land, urban transport are all State subjects. We are trying to motivate the State governments. Our Secretary, Ramachandran ji, has told you how we were able to persuade the State governments to go in for Disclosure Law, Community Participation Law and many other reforms. Urban Land Ceiling Act proved to be counter-productive,

though it may have been prompted by good intentions. So we pleaded for scrapping of the Urban Land Ceiling Act and we have succeeded in getting this done in all the States of the country now, including Maharashtra and Andhra Pradesh. The only exception is West Bengal where the Chief Minister was good enough to constitute a Corporation Sub-Committee to look into this.

When the land is released, the State governments must take steps to see some part of the land is spared for the poor. If in Mumbai a 7-Star Hotel could come up in the same vicinity as multi-storied apartments for the poor, the same could happen elsewhere. The poor should not be wished away, they should be part of our society; they should not let the scheduled-castes and untouchables be kept on the margins of cities, they must be part of the inner areas. Even when Lutyens' bungalow zone was developed by the British for one building, they used to have twelve servant quarters. That means that the poor are a part of the central core. You cannot ask the poor people, your driver to stay away from your place and come by Metro or bus or even by his own means of transport. You cannot ask your domestic help to come from far-off places. That would be mutually inconvenient to both the servants and the upper classes. They were willing to adopt an inclusive approach. Our consciousness needs to be infused with the philosophy of inclusiveness. Here we are talking of only the intense commitment that all our plans and programmes must be infused with the need to look after the poor.

I am sure your conclusions, observations and recommendations will be very productive and profitable.

Thank you very much.



## INAUGURAL SESSION (contd.)

### ADDRESS BY THE CHAIRPERSON

**Dr. M. Ramachandran**

*Secretary, Ministry of Urban Development*

At the outset, I would like to congratulate the Association of Municipalities and Development Authorities (AMDA) for choosing the theme of the National Seminar on 'Improving the Quality of Urban Life with Special Reference to the Urban Poor' which is of vital interest and significance to all of us. I am particularly happy that AMDA is celebrating its Silver Jubilee this year and this Seminar coincides with the above event.

The present wave of liberalization and economic reforms, privatization and globalization is speeding up economic growth and bringing a number of advantages impacting on the urban life. But how do they reap the benefits to all when the cities are experiencing poverty and inequalities affecting the quality of life of the urban residents as a whole, is a question that needs our serious attention. In my view, it is only when the municipal services, the environment and the economy are linked together through an investment process that planned development of urban areas would take place benefiting all sections of society.

Coping with inadequacies and under-provisioning of urban infrastructure constitute, in my view, one of the most formidable challenges for our cities. It is evident that our cities need to mount a frontal attack on these issues, to enable them to sustain the competitive edge in attracting investments and at the same time provide their citizens a quality of life that is so essential for any humane and just society.

The principal factors that make a city livable include economic opportunity, good schools, quality health-care, decent roads and public transport, affordable housing with adequate basic services and a healthy

environment. We have something like 25.7% of the urban population who are below poverty line. What is disturbing is the glaring disparities between the lives of the poor and those who are better off. Indeed, services in cities today are a problem for all levels of society but the poor suffer disproportionately from lack of basic services. If cities are to remain liveable, continue to be the engines of economic growth and provide sustainable environments, we will have to pay greater attention to the poor and the marginalized.

The Indian urbanization scenario is characterized by two significant features: (i) there has been a massive growth in absolute number of people living in urban areas having increased from 62 million in 1951 to 286 million in 2001; (ii) increasing concentration of urban population in the Class-I cities constituting 69 per cent of the total urban population. The number of metropolitan cities has increased from 5 in 1951 to 35 in 2001 and is likely to increase to 75 by 2021. Metropolitan cities are seen today as catalysts of national economic growth and generator of resources for national economic development. The pattern of population concentration has led to a tremendous pressure on civic infrastructure systems and deterioration in the quality of city environments. In several cities, the problems of traffic congestion, pollution, poverty and slums are assuming serious proportions.

Cities and towns have a vital role in India's socio-economic transformation and change. They contribute 60 per cent of the Gross Domestic Product (GDP). At the same time, most cities and towns are severely stressed in terms of infrastructure and services availability. This, however, is beginning to change.



The Government of India under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) launched in 2005 in 63 cities, covering 35 metropolitan cities and 28 other identified urban centres, aims to encourage cities to initiate steps to bring about improvement in the existing service levels in a financially sustainable manner. In fact, one of the major outcomes expected on completion of the Mission is universal access to basic level of services in urban areas. Under the JNNURM sub-mission of Urban Infrastructure and Governance a total of 324 projects costing about Rs.30,135.23 crore has so far been approved of which as many as 99 projects are in the water supply sector. Under the Basic Services to the Urban Poor a total of 274 projects stand approved which means basic housing facility will become available to 7,87,111 (seven lakh eighty seven thousand one hundred and eleven) families. It envisages that in order to make cities work efficiently and equitably, it is essential to create incentives and support urban reforms at state and city levels; develop appropriate enabling and regulatory frameworks; enhance the credit worthiness of municipalities; and integrate the poor with the service delivery system.

One refreshing aspect of JNNURM is that it acknowledges that each city needs to evolve its own solutions and responses, although the underlying urban governance structures are the same. This approach ensures that local solutions emerge to address local issues; it is also consistent with 74th Constitution Amendment which envisages decentralization, local democracy and citizen participation.

JNNURM requires state governments to enact a Community Participation Law to enable constitution of Area Sabhas within municipal wards. 3 States have already done this. States are also required to enact a Public Disclosure Law mandating urban local bodies to periodically disclose information to its citizens. 5

States have implemented this. A Community Participation Fund has been newly introduced by the centre as a part of JNNURM.

A time-bound action plan for providing all basic services to the urban poor in major cities is being pursued. The component relates to provision of basic amenities to urban poor in terms of security of tenure, affordable housing, potable water and sanitation facilities, while envisaging convergence of health, education and social security. The mission also seeks internal earmarking in urban local bodies budgets for provision of basic services to the urban poor. So far 36 of the 63 Mission cities have complied with this requirement. The programme requires cities to earmark lands for the poorer sections of urban population. Urbanisation has become virtually synonymous with slum growth. One out of every three city dwellers is estimated to be living in a slum. Vast majority of slums are located in cities of the developing world. As stated in the State of the World's Cities Report slums in many cities are no longer just marginalized neighborhoods housing relatively small proportion of the urban population, in many cities they are the dominant type of human settlement. Although slums do not directly denote levels of urban poverty, their prevalence in a city can be an indicator of urban inequality.

Keeping all these in view what we need today is greater participation by all interested bodies and organizations in carrying the big urban rejuvenation effort forward. AMDA can play a key role in dissemination of best practices in Mission cities through workshops, training and field trips and serve as a focal point for sharing of information and experiences on urban development and better urban management practices by municipalities and development authorities around the country.

Thank you.



## INAUGURAL SESSION (contd.)

### VOTE OF THANKS

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

Hon'ble Union Minister for Urban Development – Shri S. Jaipal Reddy Ji, Secretary, Ministry of Urban Development – Dr. M. Ramachandran Ji, Acting Chairman, AMDA - Shri Subir Hari Singh 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 as the Chief Guest, despite his very busy schedule, to inaugurate the National Seminar on “Improving the Quality of Urban Life with Special Reference to the Urban Poor” and to release the publication, ‘Twenty-Five Years of AMDA’. His inspiring and thought-provoking address has already set the tone of the discussions to be followed hereafter. We look forward to his continued guidance and support in our endeavours.

We are thankful to Dr. M. Ramachandran Ji, Secretary, Ministry of Urban Development, Government of India, who very kindly accepted our invitation to chair the Inaugural Session and deliver the key-note address before this august gathering.

We thank our collaborators – Ministries of Urban Development, and, Housing and Urban Poverty Alleviation, Government of India; Development Authorities, namely, DDA, CMDA, Hyderabad UDA, AUDA, MMRDA, PUDA, BMRDA, HUDA, Ghaziabad Development Authority, NOIDA, Greater NOIDA;

HUDCO and National Capital Region Planning Board for supporting the Seminar with their august presence and generous support.

We are grateful to all the distinguished guests, State Secretaries of Urban Development and Municipal Administration, Chief Executives and representatives of municipalities and development authorities, Town and Country Planners, experts, representatives of international organizations, delegates, participants, ladies and gentlemen who have taken time out of their busy schedule to grace this Inaugural Session.

Last but not the least, we wish to record our deep appreciation of the Organizing Committee and various Functional Committees and their Chairpersons and their entire team under the dynamic leadership of Shri P.D. Sudhakar, former Chairman, AMDA, who worked relentlessly to steer the Seminar Programme meticulously.

I thank media persons for helping us in creating awareness about this Seminar and its contents amongst various sections of the society.

Thank you.



## VALEDICTORY SESSION

### 3.2 VALEDICTORY SESSION

The Valedictory Address was delivered by Shri Anwarul Hoda, Hon'ble Member, Planning Commission, Government of India. The Valedictory Session was chaired by Dr. Harjit S. Anand, Secretary, Ministry of Housing and Urban Poverty Alleviation, Government of India. Shri Subir Hari Singh, Acting Chairman, AMDA and Metropolitan Commissioner, BMRDA delivered the welcome address. Dr. S.K. Kulshrestha, Founder Editor, SDR, presented the recommendations of the National Seminar. Vote of thanks was extended by Shri B.N. Singh, Director, AMDA. The sequence of the Valedictory Session is as below:

***Welcome Address***

**Shri Subir Hari Singh**  
Acting Chairman, AMDA

***Recommendations of the Seminar***

**Dr. S.K. Kulshrestha**  
Founder Editor, SDR and Member, UAG of AMDA

***Address by the Chairperson***

**Dr. Harjit S. Anand**  
Secretary, Ministry of Housing and Urban Poverty Alleviation, Government of India

***Valedictory Address***

**Shri Anwarul Hoda**  
Hon'ble Member, Planning Commission,  
Government of India

***Vote of Thanks***

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



## VALEDICTORY SESSION (contd.)

### WELCOME ADDRESS

**By Shri Subir Hari Singh**  
Acting Chairman, AMDA

Shri Anwarul Hoda, Member, Planning Commission, Government of India, Dr. H.S. Anand, Secretary, Union Ministry of Housing and Urban Poverty Alleviation, Dr. S.K. Kulshrestha, Member, Urban Advisory Group of AMDA, Shri B.N. Singh and esteemed participants

It is my proud privilege on behalf of the Association of Municipalities and Development Authorities to welcome you all at the Valedictory Session of the National Seminar on "Improving the Quality of Urban Life with Special Reference to the Urban Poor".

It is a unique occasion for me to welcome Shri Anwarul Hoda, Hon'ble Member, Planning Commission, Government of India who has kindly graced the occasion as Chief Guest to deliver the Valedictory Address in spite of his busy schedule.

I welcome you, Sir, on behalf of the Association of Municipalities and Development Authorities whose members are spread all over the country.

It also gives me great pleasure to welcome Dr. H.S. Anand, Secretary, Union Ministry of Housing and Urban Poverty Alleviation. AMDA is not new to him. As a former Chairman of AMDA, he worked relentlessly to enlarge its activities and AMDA made significant progress in various spheres under his able guidance. We are grateful to him for chairing the Valedictory Session. I welcome you, Sir, on behalf of AMDA.

In order to enable key decision-makers, particularly in the States and cities of India, AMDA has organized this National Seminar in collaboration with Ministries of Urban Development and Housing and Urban Poverty Alleviation, eleven development authorities, HUDCO and NCR Planning Board. A number of key decision-makers from States and cities, apart from experts are participating in the Seminar and have shared their experiences culminating into sound recommendations towards improving the quality of urban life with particular emphasis on the needs of the urban poor.

The Seminar has come at a significant time in AMDA's life. AMDA is celebrating its 25 years of active engagements as an experience-sharing and knowledge-integration platform for research, advocacy, seminars, capacity-building and policy advice. AMDA also provides a platform for interface between Central and State governments, municipal bodies and development authorities.

We are confident that the deliberations and recommendations of the Seminar will provide valuable insights with a view to promoting social inclusion and basic services to the urban poor through the innovative planning processes so that urban growth would take place benefiting each and every citizen of the city.

With these words I welcome you all once again in this Valedictory Session of the Seminar.

Thank you.



## VALEDICTORY SESSION (contd.)

### VALEDICTORY ADDRESS

**By Shri Anwarul Hoda**  
*Hon'ble Member, Planning Commission*

I am very pleased to be here. My objective was really to increase my knowledge and equip me for discharging my responsibilities in respect of urban development better. Therefore, I have brought the recommendations to the dais so that I can give a few observations on the recommendations of the Seminar that have been made. I think all the recommendations make a lot of sense and they need to be given due attention by the Government and all others, who are involved in urban governance and urban development.

What struck me was that you want to address the most important problem at the very outset, when you say that the urban poor are caught in a web of illegality. This indeed is the first task. I think, though everyone knows about this, people do not give as much priority to this as you have given and, therefore, it is something that in particular, the State Governments should be well advised to address. There has to be a consistent programme to address the issue as it is a difficult problem.

I will give my reflections on three aspects which have been covered in the recommendations. The first relates to livelihood for the poor. This is the most important aspect. What has been said here is that instead of treating the urban poor in the state of self-employment, more undertakings should be created by the Government as well as by the private sector to give them wage employment. Actually wage employment is there in the existing schemes in the urban sector. It is also there in the National Rural Employment Guarantee Programme (NREGP). The

wage employment component, whether it is in the urban or rural areas, has been envisaged because the scale of poverty is such that it needs to be addressed immediately. There has to be a transfer of income taking place to the poor straightway.

But in the long term what is more important is to improve the skills of poor, particularly in the urban areas. You must have heard the proverb that if you give a man a fish, you give him a meal for the day, but if you teach him fishing, then you provide him livelihood for his entire life. So, whether it is wage employment of the urban poor in the industrial and service enterprises or it is self-employment, it should not depend only on one; I think, both should be there – self-employment as well as wage employment of a permanent nature. But the important thing is to improve the quality of employment, both in self-employment as well as in wage employment in industrial and service enterprises. This can be accomplished only through skill development.

One of the pre-requisites of skill development is education – at least till Class VIII, preferably till Class X or Class XII. Once a person has education of that level, particularly, say high school level, the opportunities in the country today are immense for him to seek employment. Once he gets educated then the second stage is to give him skills, be it in construction, hotels or textiles, manufacturing or garments. Imparting skills makes him employable. Today, there is a huge skill deficit all over the country.



It is not the jobs that are lacking; it is the trained people who are lacking. The poor remain poor because they do not have the basic education to acquire those skills, which are being imparted, including skills in information technology (IT) and information technology enabled services (ITES) etc.

While on the livelihood issue, the other things that have to be done apart from giving him skills is to give him the necessary means such as micro-finance and wherever possible, the capital goods to improve his earning per day. The Food Processing Ministry is evolving a scheme to bring about a convergence of giving something on wheels on which people and hawkers can sell cooked food, which is hygienic and being refrigerated, if possible. The biggest effort has to be made in developing the skills of the urban poor giving him the means for self-employment wherever possible, micro-finance or giving him those movable wagons in which they can sell various things.

Let me go to the next topic - housing. In-situ development of slums is a very sound element of the housing policy. Of course, it can be done only if there are no other hazards, as has been mentioned, in the recommendations. Relocation may be necessary in some cases. Frankly, I am eagerly looking forward to seeing the Dharavi slums in Mumbai being transformed into something that is more habitable. Now what has been said here is that land should be provided in the city centre. Well my own experience with various urban development organizations like Noida Authority is that, they want to auction every piece of land. They want to get the maximum money out of it. Of course, if they can find it possible to provide housing sites for the poor nearer the centre of the city, that is the best thing possible.

But we should not rule out the other alternative of decent housing being provided at a distance provided the means of transport are also made available. One of the initiatives that we thought we would be taking in the Eleventh Five Year Plan is that the city centres are getting crowded and, therefore, we should create alternative locus for development i.e., satellite townships. Actually, that thinking is not from the point of view of the urban poor, but from the point of view of industries and service enterprises such as IT and IT enabled services in the industrial centres. First of all, the infrastructure has been deteriorating almost everywhere, particularly in the big cities. Second, they are getting so crowded and so expensive that it is imperative for new townships to be created outside the city centres. This can be done mainly by the private sector, provided the planning and development authorities give the trunk services like electricity, roads, water supply etc.

In the development of such satellite townships, provision should also be made for housing the poor. I can refer to a large number of schemes that have been implemented in the past for providing housing. Even now we have a scheme recently introduced of providing subsidy on the interest charged by the banks. What we need to do is to really evaluate all these schemes and see which have yielded fruit and then multiply them in the future.

The last subject is urban governance. Neither urban development can take place nor can governance improve unless reforms are carried out. All these reforms have been listed in the JNNURM. The most important flaw in the ULBs in the past has been that enough people's participation was not there and, secondly, they did not have the means of financing,



even the maintenance of existing urban civic services. If the property rates are not charged and more importantly if the various Rent Act Reform are not implemented you will have Rent Control Acts which is heavily weighted in favour of the tenants. So much so that if a landlord is getting today the same rent as he was getting fifty years back, then you will see a shabby building, which spoils the look of the place and he is unable to pay the property tax.

Similarly take the user's charges. I do concede that user's charges will be very difficult for the poor to pay, but others should pay. Take for instance, water charges. My view would be that urban poor should be given water free in terms of one tap. But others should pay so that we have an efficient water supply system.

One of the most important aspects of urban development is having a good sewerage and drainage system. All houses and tenements, including those of the poor must be connected with the sewerage system. Equally important is that the sewage should be 100 per cent treated. It is quite an alarming thing, almost a shame, to learn that in the capital city of the country, only 30-40 per cent of the effluents are treated, affecting the poor disproportionately with diseases etc.

So, I thought that while speaking at this gathering, having listened to the very good recommendations that have been made, which are relevant and should be taken note of and acted upon.

Thank you very much.



## VALEDICTORY SESSION (contd.)

### ADDRESS BY THE CHAIRPERSON

By Dr. Harjit S. Anand

Secretary, Union Ministry of Housing and Urban Poverty Alleviation

It gives me great pleasure to be a part of the AMDA family. I take this occasion to congratulate AMDA on its Silver Jubilee Year. AMDA is really a meeting point of ideas, theories and challenges.

I have been speaking from this podium earlier and I thought the best way to say something towards the end is by way of a Vision Statement in one sentence. So, let us go to that sentence – “A *Habitat Vision spread over a spatial plane under an inclusive ideational sky with focus on affordable shelter SITES on the one hand and the urban poor with emphasis on livelihoods, gender and community empowerment on the other hand combined with vigilant financial and environmental sustainability.*” If I were to give AMDA a Vision Statement, then perhaps, this would be the one sentence!

#### **Habitat Vision Spread over a Spatial Plane**

Let us look at the first element in this sentence namely “*Habitat Vision spread over a spatial plane.*” In other words, I am not talking about a city vision. I am talking about a Habitat Vision which encompasses villages as well as cities in terms of a Regional Planning Approach. From a planning point of view, it involves preparing a Regional Plan, a District Plan, a Master Plan, Zonal Plans and Local Area Plans, that is, a whole hierarchy of plans. We must not only talk about the city under the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) but of the Regional Planning Approach.

#### **An Inclusive Ideational Sky**

The other aspect of this Habitat Vision is “*an inclusive ideational sky.*” This implies that this vision

encompasses the poor and the disenfranchised in terms of very poor people who live on unauthorized land and do not have access to basic services like water, sanitation, solid waste management and drainage. As such, it must specially focus on women who sometimes stand for 2-3 hours, in many of our slums in mega cities, to fetch a pail of water. It is about little children who are unemployed and are picked up by the mafia for petty crimes or by the Police for imaginary crimes after putting a small packet of narcotics in their pocket because the policeman wants to show a larger number of solved cases.

We had a wonderful presentation from Madhu Kishwar about street vendors and illegality. I am very happy that Kulshrestha in his recommendations has captured it beautifully. How vendors are removed from so called illegal vending sites, their goods confiscated, and later by connivance of a mafia, they come back to the same spot. I have lived in Chanakyapuri and have seen this happen at least a dozen times with reference to the fruits and vegetable market of Sarojini Nagar. The same people are cleared-off and a few days later, they are back at the same place obviously after propitiating certain human gods.

We also talked about “*Natural Markets.*” “Natural markets” are markets where vendors and buyers have been gathering for many years and such *commercial interaction has been imbued with the value of tradition.* Such ‘natural markets’ are often removed in the name of easing traffic congestion or providing larger space for parking. But ‘*natural markets*’ are institutions which *need to stay and be made safe for provision of goods of daily use if we want our informal sector to develop.*



These are lessons which commonly are not taught in urban planning curriculum as part of planning courses. So we are looking at a Habitat Vision wherein cities and villages complement each other, rather than the city exploiting the people of the rural hinterland.

We also talked about slums. We realize that there might have been village republics in the distant past but our slums are not 'slum republics.' *Every slum conceals a situation of 'exploiters' and 'the exploited.'* Each member of the mafia who captured the unauthorized land in the first place often rents out space to 5-10 persons or families by permitting them to put up jhuggies. And if we do regularization en masse on an 'as it is where it is basis,' we are actually supporting each member of the mafia renting space for 5-10 jhuggies. So, we have to look at the ground situation if we want to redevelop slums *in-situ*. We have also to look at the existential situation as a process whereby each slum family, over a period of time, must own one housing unit. So, this is the kind of Habitat Vision which can be called an "*inclusive vision*."

'*Under an inclusive ideational sky*' also refers to the 74th Constitution Amendment Act. This has been correctly reflected in your recommendations in terms of preparation of spatial plans by the District Planning Committees (DPCs) and the Metropolitan Planning Committees (MPCs). Plans by these bodies have not been prepared in most parts of the country. These are spatial plans based on demographic and socio-economic parameters. *City development plans (CDPs) under the JNNURM which are essentially investment plans, must be spatially grounded* in terms of a hierarchy of spatial plans beginning with the Regional Plan (generally co-terminus with the territory of a State) at one end and the Local Area Plans at the other end developed under the Master Plan of each city.

When we look at the words "*affordable shelter*" in our vision statement, I imply reference to the National Urban Housing and Habitat Policy, 2007. This Policy is the foundation on which we want to move forward over a perspective period of 10-15 years. This Housing Policy envisages many partnerships. Public-private partnership for housing implies a partnership between ULB/Development Authority and private developers through special incentives in terms of higher FAR. If the private sector were to build a certain number of houses for the poor at a given price and return them to the local body/development authority for distribution to EWS families, the policy envisages provision of higher FAR or even a small Local Shopping Centre for every one thousand EWS units built. Further, there can be fiscal incentives like a rebate on income-tax for investments strictly made in the EWS sector, that is, houses with just two rooms, toilet and bath and having a maximum carpet area of about 325 sq. feet.

There are many other kinds of partnerships which should be pursued. For example, there are partnerships between the public sector, that is, housing board, infrastructure corporation, ULB or Development Authority on the one hand and the Cooperative Sector on the other hand. Cooperative Group Housing Societies (CGHSs) are the traditional vehicle for provision of housing to LIG and HIG families. There are thousands of cooperative group housing societies which have been successful in the States of Maharashtra, Tamil Nadu, Karnataka, Andhra Pradesh, Gujarat and West Bengal. *We need to give land to cooperative group housing societies at institutional rates* so that groups of journalists, doctors, lawyers and others of equal economic status can get together, procure a piece of land from the ULB/Development Authority concerned and build their own flats according to their need and economic-capacity. *The value of this partnership is that housing colonies get*



*built on a “no profit no loss” basis and consequently, they have a stabilizing effect on prices in the housing market.*

The third kind of partnership that the National Urban Housing and Habitat Policy talks about is in terms of giving land at institutional rates to *Employees Welfare Housing Organizations*. In this regard, there is the Central Government Employees Welfare Housing Organization (CGEWHO) and similar organizations for the Army, Navy, Police and Railways. The CGEWHO has built excellent flats in Noida and many parts of the country. We need to set up more and more of such organizations because this is the second kind of housing instrument, which is on a “no-profit-no-loss” basis. *Just like cooperative group housing societies, they are no-profit-no-loss instruments.* In case the Central Government Employees Welfare Housing Organizations and State Employees Welfare Housing Organizations get land at institutional rates, they can serve as a *valuable instrument for increasing the supply of housing units.*

The fourth kind of partnership is in terms of the public sector and industrialists in relation to Labour Housing at a short distance from high-tech Industrial Estate. Whenever a set of industrial plots are to be allotted under a Government sponsored Industrial Estate, entrepreneurs or industrialists are required to submit Project Reports. Each project report mentions the number of regular workers likely to be employed. After selection, the allotment letter for each industrial plot should stipulate the number of housing units each industrialist must purchase on a hire-purchase basis in accordance with the concerned Project Report. I am saying ‘hire-purchase basis’ because each industrialist is investing to establish an industry and consequently, does not have enough money to pay upfront. We must look after our managers and workers as an integral part of developing high quality

competition capacities as well as for fulfilling our commitment to “inclusive growth.” Again, a kind of a no-profit-no-loss option since housing units for managers, supervisors and workers can be built through private-public partnership at a fixed price and given to the industrialists on a hire-purchase basis who in turn can recover the EMIs as monthly rent from the salaries of their employees.

The fifth kind of “no-profit-no-loss” housing instrument is in relation to Employer-led Housing. Public sector companies and multi-nationals can afford to provide ownership housing for their employees at designated locations as an integral part of a self-enlightened HRD policy for reducing the attrition rate. They can build houses in eight or ten cities where their employees would like to live after retirement and employees can pay towards the cost of houses during the course of their service careers. So, the word ‘public-private partnership,’ though often confined to just a public and private developer kind of partnership, has several dynamic forms. *In this manner, housing units built at reasonable prices through “no-profit-no-loss” housing instruments can give healthy competition to housing units built by private developers.* If one had to buy a house in Noida and one knew that in Rs.16 lakh or so, one could get a 4-bed room flat from the Central Government Employees Welfare Housing Organization and one would have to pay a much higher price for a similar size house from a private developer, the situation would exert a downward pressure on the prices of private housing colonies.

In view of the foregoing rationale, there is a dire need to provide more and more land for cooperative group housing societies, Employee Welfare Housing Organizations, Employer led Housing and Labour Housing. *So, this is one part of the ideational sky which is very important in a Welfare State.*



### Focus on Affordable Shelter SITES

Let us, now, focus on the word “SITES” in our Vision Statement. At a basic level, it refers to ‘Sites and Services’ for BPL families with special emphasis on provision of *good quality intra locality services* such as water, drainage, sanitation, digester and solid waste management. However, “SITES” as *the letters of an acronym* refers to: ‘S’ for Slum Redevelopment Schemes; ‘I’ for Infrastructure Development at the city level; ‘T’ for Technologies which are cost-effective, disaster resistant and eco-friendly by using locally available materials; ‘E’ for Economically and Socially Viable Projects as an integral part of each City Development Plan (CDP); and ‘S’ for Synergy amongst multiple partners. Taking up the theme of Slum Redevelopment, it is pertinent to point out that development of Slum Redevelopment schemes has been made an integral part of the Delhi Master Plan 2021. Such schemes entail redevelopment of inner-city areas combined with preservation of heritage in terms of traditionally significant buildings by offering the occupant(s) of each erstwhile housing unit, 15% additional space in a better built multi-storey building in keeping with the prevalent Master Plan and after making substantial improvements in the physical infrastructure.

*In relation to Infrastructure Development at the city level*, it is pointed-out the broad Investment Plans have been developed in relation to JNNURM titled City Development Plans. *The need of the hour is to ground these plans on a spatial basis with special focus on urban poor localities in terms of an Urban Poor Development Sub-Plan (UPDSP) within each CDP.* In short, the planning for city-wide infrastructure must ensure that the water, drainage and sewerage systems adequately cover slum areas. In terms of the spatial plan, I would like to draw attention to a few fundamentals like water and greenery. For example, there is a lobby pushing for deepening of the Yamuna

river and undertaking development in its flood plains. Yamuna is a tropical river and in accordance with a climatic cycle it can witness severe floods. Without proper environmental assessment of the Yamuna River, building properties in its flood plains or banks can lead to severe loss of life and property during flood years. The behavioural pattern of tropical rivers is quite different from rivers in the Temperate Region of the world.

*There is a major issue about greenery, green belts and green lungs necessary for the sustainability of every large city.* The ten best cities in the world have 40% of the total area devoted to greens. There has been a great Greenfields’ Movement in Europe and America. In contrast, we are heading towards creating an urban jungle by developing Noida, Greater Noida, Chaubisi, Greater Gurgaon, extended Faridabad and Greater Ghaziabad outside the National Capital Territory of Delhi. We have to be very careful in this regard. Decisions related to unfettered urban development around the national capital can lead to high carbon emissions from buildings, factories and vehicles thereby making these cities environmentally unsustainable.

Within the realm of Infrastructure development, it is important to look at Water on a large scale. When we look at the water requirement of Delhi 15 years from now as an integral part of the NCR, we need to build three dams: Vyasi, Ranuka and Kishau in the Himalayas or a series of smaller dams. Further, there is a dire need to capture the monsoon run-off during the rainy season. These are macro issues encompassing many States and must be carefully addressed to solve the need of long term infrastructure development.

Now, let us look at ‘Technology’ and good governance. Statesmen and experts can talk through video-conferencing to municipal representatives and



employees in different parts of the country. Such networking on common issues of various cities can help develop consensus about solutions to problems. Further, through interactive websites, citizens can pay taxes and user charges as well as apply for building approvals without visiting Municipal Offices and secure clearances in a transparent and fair manner. This is what Hyderabad has done in terms of Sewa Kendras, whether it is registration of birth or death, property title, approval of building plans, procurement of completion certificates etc. A single IT enabled window handles multiple needs of citizens.

In relation to Economically and Socially Viable Projects, it will suffice to say that all city Projects must be examined in terms of Economic and Social Benefit Analysis. In fact, Economic and Social Cost Benefit Analysis must be used extensively to objectively determine the listing of priorities with reverence to city projects.

In relation to Synergy amongst partners, it is of vital importance to enable Community Based Organizations (CBOs), NGOs, Academic and Research Institutes, Trade Unions, Employers' Organizations and individual experts in fields like Social Development, Financial Management, Operational Management and Appropriate Technology to work hand in hand with the three tiers of Government at the Central, State and ULB levels with the objective of converting the Habitat Vision into a dynamic reality on the ground.

### **Urban Poor: Livelihoods, Gender and Community Empowerment**

Let us, now, focus on '*Livelihoods, Gender and Community Empowerment*' enshrined in our vision statement. Most cities are actually symptomatic of 'a tale of two cities' with the city being clearly demarcated between the 'city of the rich' and the 'city of the poor.' It is of vital importance that a dynamic Master Plan is developed for each city which provides impetus to programmes for improving livelihoods of the urban poor and mainstreaming them into the socio-economic

life of the city. This can be done by nurturing Neighbourhood Groups, Neighbourhood Committees and Community Development Societies consisting of women members.

In the sphere of improving livelihoods and women empowerment, it is vital to focus on team building and improving the capabilities of Municipal Employees. Professionalisation of Municipal Employees can be done through careful selection, high quality training and development of a State wide Municipal Cadre for effectively addressing career development concerns. It is of vital importance that City Managers retain a positive view of their careers and share a common vision with the elected City Representatives. In fact, Administrative capacity-building, Community development and Gender empowerment - is what good governance is all about!

Let us, further, place the spotlight on gender and the urban poor. Take gender first: women and children are at the receiving end in slums which are water-logged during rainfall, where the roofs leak as they are ramshackle shanties, where clean water is not available, where there is high incidence of illness and where the semi-literate children suffer from malnutrition. Therefore, the urban poor with special emphasis on women and children must be the special focus of municipal efforts. This was the purport of including the subject of urban poverty alleviation under the Twelfth Schedule of the Indian Constitution. And we must appreciate that the urban poor are an integral part of the informal sector. Urban poverty is also synonymous with small own account micro-enterprises which have high levels of morbidity and mortality. We, thus, need a clear cut informal sector development policy whereby we can nurture small micro enterprises. We need to develop such micro enterprises by setting up micro business estates which provide common facilities, quality marketing and marketing facilities on the one hand and technical advisory services on the other hand. A market-led approach to meet the niche



demand for various goods or services combined with skill development is essential. In order to improve the productivity of the informal sector, there is also a need to progressively introduce higher levels of Appropriate or Intermediate Technology.

### **Financial Viability and Environmental Sustainability**

The 'Financial Viability' aspect of the Vision Statement refers to developing Municipal Finance in a holistic manner and underscores the need to set-up a Basic Services for the Urban Poor Fund on the one hand and the need to explore innovative options like vacant land tax, advertisement tax, professional tax, cess on provision of services, conservancy tax etc., as well as spatial and fiscal incentives for promoting housing with a minimum of 25 sq. m carpet area for the urban poor.

Finally, "environmental sustainability" should be ensured in relation to every development project whether it is the fumes or effluents from industries, or it is protecting the flood plains of rivers or maintaining a certain ratio of green cover as the breathing lungs of the city. Environmental sustainability is the inheritance which this generation should give to its children thereby leaving behind something better than what we had inherited.

Today, this country does not have a clear land policy. Most of the SEZs are coming up in metropolitan areas. Most of them are on fertile land, close to big cities because the real estate prices are high near these large cities. We need to use our fertile land for agriculture. The world is facing a severe food shortage which is depressing the affordability of the poor. We should wake up. The words of Patrick Geddes ring true: "We live not by the jingling of coins but by the fullness of our harvests."

Anais Nin has said: "How wrong it is for a woman to expect the man to build the world she wants rather than to create it herself." We must dedicate the 21st Century to women's development. We have to ensure

that women play a significant role in the decision-making process of choosing a built-up flat or building a home.

"A day's work is a day's work," says George Bernard Shaw, "neither more nor less." Each poor person needs a day's sustenance, a night's repose and due leisure. Most of what Papola said the other day shows that in many sectors, the real wages in urban areas are declining. We have a large plethora of labour laws but they are not applied to the informal sector which accounts for more than 90% of the total Indian Workforce. Sound norms related to Occupational Health and Safety are seldom applied in India, whether it is the organized or the unorganized sector. There is a dire need to look after our workers in a systematic and institutional manner. Otherwise the twilight zone of illegality which Madhu Kishwar talked of would continue to make the lives of informal sector workers insecure. The reference to poverty alleviation in the 12th Schedule of the Constitution makes this duty an intrinsic part of the charter of our municipal bodies. Let us friends, therefore, take a pledge that a deep concern for the urban poor; a strong commitment to the financial viability of municipal bodies strengthened by a professional state level municipal cadre; spatially grounded City Development Plans developed on the foundations of the regional planning approach; and on abiding faith in community empowerment based on democratic partnerships between government and civil society must inform our decision-making in the sphere of urban development.

So, dear fellow travellers on the urban road, I finish my tablet Vision by reminding you of the words of Le Corbusier, the founder of Chandigarh, 'the City beautiful': "light, space and order, that is what men need as much as they need bread and a place to sleep." Instead of light, space and order, the reality on the ground is dark, congested and chaotic. Let us together work to change this.

Thank you.



## VALEDICTORY SESSION (contd.)

### VOTE OF THANKS

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

Hon'ble Member, Planning Commission – Shri Anwarul Hoda, Secretary, Ministry of Housing and Urban Poverty Alleviation – Dr. Harjit S. Anand, Acting Chairman, AMDA - Shri Subir Hari Singh, Dr. S.K. Kulshrestha, Member, Urban Advisory Group, AMDA 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 to all those who have made this Seminar a great success with their overwhelming participation and support.

We are grateful to Hon'ble Member, Planning Commission – Shri Anwarul Hoda, who has graced the Valedictory Session of the Seminar despite his very busy schedule. He made an inspiring Valedictory Address emphasizing the need for special efforts with integrated approach to employment, service delivery, equity and poverty reduction for improving the quality of urban life with special reference to the urban poor. The additional recommendations, Sir, which you brought out so ably, will be incorporated in our recommendations

Thanks are particularly due to Secretary, Ministry of Housing and Urban Poverty Alleviation, Dr. Harjit S. Anand for taking time out of his busy schedule. In fact this is his third visit to this two day Seminar. We are grateful to you, Sir, to be with us and chair the Valedictory Session of the Seminar and giving your enlightened views on enhancing the quality of life in urban areas with special reference to the urban poor particularly in the context of Habitat Vision which was so ably presented.

We thank Dr. S.K. Kulshrestha for presenting the recommendations of the Seminar and synthesizing the recommendations emanating from various Technical Sessions so ably.

We thank our collaborators: Ministries of Urban Development, and Housing and Urban Poverty Alleviation, Government of India; the Development Authorities - DDA, CMDA, Hyderabad UDA, AUDA, MMRDA, PUDA, BMRDA,

HUDA, Ghaziabad Development Authority, NOIDA, Greater NOIDA; HUDCO and National Capital Region Planning Board (NCRPB) with their august presence and gesture in helping us to organize this two-day Seminar.

We thank the Central and State governments, municipalities, development authorities, various national and state level institutions who enabled their officials to participate in the Seminar.

We place on record our deep appreciation to all the Chairpersons, Speakers and Rapporteurs for the rich quality of technical inputs and high quality of presentations in the Seminar.

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

I thank Shri P.D. Sudhakar, former Chairman, AMDA under whose dynamic stewardship this Seminar has been organized so successfully. We thank the members of Organizing Committee and various Functional Committees and their entire team, who worked very hard and meticulously in ensuring the event a great success.

Thanks are also due to Ms. Satmohini Isha Srivastava Ray for compeering the Seminar proceedings so ably.

We thank the press and media for the wide coverage about the Seminar.

We thank India Habitat Centre for the excellent facilities extended to us for Seminar including a Cultural Evening yesterday.

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 great success. We hope to see you again in November, 2008 when we conclude the Silver Jubilee celebrations of AMDA.

Thank you.



## PLENARY SESSION

### 3.3 PLENARY SESSION: *Generation of Urban Employment Opportunities as a means of Poverty Alleviation*

The session was chaired by Prof. K.C. Sivaramakrishnan, former Secretary, Government of India. Four papers were presented in this session. Dr. Debjani Ghosh was the rapporteur. Dr. Madhu Kishwar, Senior Fellow and Professor, Centre for the Study of Developing Societies (CSDS) made a presentation on '*Earning a Living on the Streets: Battle for the Right of Cycle Rickshaws Pullers and Street Vendors*'. Dr. P.K. Mohanty, Joint Secretary, Union Ministry of Housing and Urban Poverty Alleviation presented a power point presentation on 'Urban Poverty Alleviation: Issues of Governance Reforms'. His power point presentation is at Annex-4.1b. Prof T.S. Papola, Chair on Human Development, Institute for Human Development, made a power point presentation on '*Generation of Employment Opportunities for the Urban Poor*'. His presentation is at Annex-4.1c. Dr. Harjit S. Anand, Secretary, Union Ministry of Housing and Urban Poverty Alleviation made a power point presentation on '*Strengthening Social Security for the Urban Poor*'. His presentation is at Annex-4.1d.

#### 3.3.1 Opening Address by Prof. K.C. Sivaramakrishnan

Dr. Madhu Kishwar ji, Dr. H.S. Anand, Prof. T.S. Papola, Dr. P.K. Mohanty and my friends,

Urban employment opportunities, is a subject which has really baffled us for long. With someone like Dr. Papola in our midst, I will not venture into any kind of a rigorous

statistical discussion, but it is fair to say that what we understand about urban employment, its potential and possibilities and the constraints continue to be poor. Our understanding of the urban economy itself is somewhat fractured and not commensurate with the skills which we as urban planners claim for ourselves.

I am often reminded of what Dr. Madhu Kishwar said some time ago in a meeting – "*The poor strata of society is caught up in a web of illegality, starting from their very entrance into the city. In that strata not much of a distinction is to be made here between those who are born in the city and those who come into the city. Somehow we have managed to make the daily business of living and earning for this strata much more difficult than what it should be*".

For my part, since we have four people who have spent quite a bit of their professional lives in the pursuit of this particular subject. So without further ado, let me introduce Dr. Madhu Kishwar. She is in the Centre for the Study of Developing Societies and Founder of the *Manushi Sangathan*. She is a well known activist. I am glad she is, because with my background as a civil servant, I am supposed to be passive and so it is necessary that we have some activists to spur us and adjust to reality.

#### 3.3.2 Presentation by Dr. Madhu Kishwar on '*Earning a Living on the Streets: Battle for the Right of Cycle Rickshaws Pullers and Street Vendors*'

The discourse regarding the liberalization of the Indian economy and economic freedom



has thus far remained obsessively focused on the entry of transnational corporations in markets, the concerns of the Indian corporate sector and the fate of government-run public enterprises. While these are valid concerns, we cannot afford to overlook the significant fact that corporate enterprises and PSU's together employ just three per cent of our national population while nearly 93 per cent of India's workforce remains self-employed and works in the unorganized sector of our economy. Given this circumstance, the unfortunate reality is that while loosening bureaucratic controls over industry has opened up a host of golden opportunities for the corporate sector and has made a wide variety of consumer goods accessible to the people at large, the self-employed poor and micro-entrepreneurs have remained trapped in a web of illegality due to lethal kinds of governmental regulations and controls that dictate their livelihoods even while they continue to pursue perfectly legitimate occupations and provide invaluable services to society as a whole.

My presentation deals with the predatory role the Indian state has played in artificially depressing the incomes of the poor and in making it difficult for people to move out of poverty. To illustrate this, we have set forth as case studies the exploitative and crime-friendly licensing regimes and "regulations" controlling the livelihoods of the two largest groups of urban self-employed entrepreneurs: bicycle rickshaw pullers and urban street vendors.

### **Instant Means of Livelihood and Earning Potential of Rickshaws**

Cycle rickshaw pulling provides one of the

few "instant means of livelihood" to poor rural migrants as an individual can within hours of arriving in an urban center rent a rickshaw and almost immediately begin earning money by carting around urban residents. The trade itself represents the most efficient use of capital and labor for both the rickshaw puller and vehicle owner. For example, an actual rickshaw puller will typically earn between Rs 75 to Rs 250 a day after having paid a rental fee of Rs 35, and thus is able to receive a financial return which is 4-10 times what he pays by way of rent. This low-investment, relatively-high return arrangement is significant in urban poverty relief as rickshaw pullers are poverty-stricken seasonal migrants who leave their families in their villages and send their earnings to their families at home. Thus, the savings accrued by these individuals in the rickshaw pulling trade help sustain a large portion of the populace in rural villages, in the absence of which entire families of poor farmers are likely to become completely destitute.

The importance of this trade cannot be overstated. At an average of four dependents per person, the survival of 35 lakh people may be linked to Delhi's rickshaw trade alone. Not only has the Municipal Corporation of Delhi estimated that there are nearly 600,000 rickshaws operating in the city, but thousands of people are also employed in the small-scale industry involved in producing rickshaw parts and even more are involved in rickshaw repair, mechanics, and in the assembly stage of rickshaw production.

### **The License Quota Raid Raj Enshrined in the Cycle Rickshaw Bye Laws**

Despite the inescapable importance of the



rickshaw pulling trade to the urban economy and poverty-alleviation, the MCD has fixed unrealistic quotas for issuing licenses to rickshaw pullers and has developed all manners of impractical restrictions on owning and plying cycle rickshaws. Although the quota for rickshaw licenses was increased from 600 in the 1960's to 20,000 in 1976, 50,000 in 1993 and 99,000 in 1997, there are more than 6,00,000 rickshaws operating in the city. The number of licenses actually issued from 2006-07 was a mere 89,429. Therefore, the regulatory inadequacy in the number of licenses available to this poverty-stricken populace is apparent.

Notwithstanding these unrealistic licensing quotas, a host of other impractical and absurd restrictions governing this trade have virtually assured that the vast majority of even licensed rickshaws operate illegally. Because the Cycle Rickshaw Bye-Laws stipulate that only the owner of a licensed rickshaw may ply the vehicle, a person may not own more than one rickshaw without subjecting his vehicle to being confiscated and destroyed. Although this law was ostensibly intended to protect rickshaw pullers from exploitation by rickshaw fleet owners, it has instead become a tool of exploitation by the police and MCD officials to extort bribes from unlicensed rickshaw owners and pullers using the threat of impoundment and of destroying and selling them as junk. Moreover, because most of the city roads have been declared out of bounds for rickshaws, pullers are all vulnerable to seizure, extortion and harassment by the MCD and Traffic Police constables. Thus, even after paying bribes to these officials, no one - including the so-called rickshaw mafia - can ply all of their rickshaws legally and all remain

vulnerable to having their vehicles confiscated.

The "Owner Must Be Puller" policy is impractical given the economic compulsions of those engaged in the trade. Because most pullers are seasonal migrants, they have no means to ensure their vehicles safety when they are compelled to leave the city for a time to work in the fields during harvest and sowing seasons, during festivals or due to family necessity. If a puller rents out or allows another family member to pull his rickshaw, it is likely to be confiscated during his absence. Even while in the city, most pullers sleep on the pavements or share small *jhuggis* with fellow migrants because they have no place to park their vehicle safely and it is likely to be stolen if left alone in the night.

Because licenses for cycle rickshaws have been indefinitely frozen by the MCD, obtaining a license is next to impossible for a poor man. Applications are accepted only one month of the year and forms are given out selectively to those who have made prior "arrangements" with MCD officials. Even licensed rickshaws are not spared arbitrary confiscation and destruction as the MCD routinely rounds up large numbers of legal rickshaws under the guise of 'checking licenses.' Because pullers do not have the staying power to spend days and large sums of money on bribes to get the vehicle released without earning for a number of days, even pullers having enough money to buy their vehicle are unlikely to do so. By hiring a rickshaw on a daily basis, they lose nothing if the vehicle is confiscated and they can go and rent another rickshaw.



Far from enabling the poor pullers to own their own rickshaws, the MCD makes it virtually impossible for the puller to become an owner, even if he has sufficient funds to try and own a vehicle. As per Manushi's estimates, the cycle rickshaw trade loses a minimum of Rs 10 crores every month in bribes, fines, confiscation and destruction of vehicles.

### **The Case of Street Vendors**

Street vendors in India provide a vital link between the producer and consumer, connecting the two in a highly innovative, cost efficient process, which contemplates regional specificities as well as the varied requirements of people during different seasons, festivals and hours of the day. In India today, around one crore persons are engaged in hawking and street trading. Yet, instead of encouraging and facilitating this vital urban occupation, regulations and governmental rules act to choke off its benefits to the poor and enable corrupt officials to profit from illegally exploiting this poverty-stricken populace.

Like rickshaw pullers, most vendors are seasonal migrants coming from impoverished rural families whose savings are vital for the survival of their village based. Street vending is one of the few entrepreneurial activities that the poor can engage in using small amounts of capital and hard physical labor and which provides the possibility of upward mobility. Vendors benefit society by acting as an efficient, low cost distribution channel for the goods produced by the farm sector as well as small-scale industries.

### **Total Mismatch with Ground Reality**

Despite Supreme Court judgments declaring that street vending is covered under the fundamental right to livelihood clause of the Constitution, municipal agencies all over India have failed to provide an adequate number of licenses to effectively realize this fundamental right for the urban poor. For example, while unofficial estimates place the number of vendors in Delhi around 300,000, less than 3,000 have actually been issued licenses. Thus, while less than one in every hundred vendors has been granted legal status, the vast majority remain vulnerable to daily attacks, harassment, extortion and penalties due to their illegal status. Draconian laws against vending and brutal police action have in turn strengthened the hold of extortionist mafias and the anti-social elements that prey on this vulnerable group of self-employed poor. Additionally, while "Clearance Operations" are conducted by municipal agencies under the guise of removing unauthorized encroachments on public land, they are generally used as a means to keep the terror alive and to increase bribe rates for police and municipal officials. As per Manushi's estimates, street vendors lose at least 500 crores every year by way of bribes, payoffs and loss of income due to confiscation of goods.

Once uprooted, vendors are compelled to frantically seek "permission" to restart their business through both official and unofficial channels. They plead with their municipal councilor, prostrate themselves before their area MLA and beg the police for "help" and "protection." The ensuring enforced idleness from their trade further propels the vendors



into poverty and they are forced to borrow money at exorbitant interest rates (60 to 120% per annum) so as to pay day-to-day survival. This further erodes their incomes and keeps sucked in a vicious cycle of debt which keeps mounting because of usurious interest rates. Because they are trapped in a web of illegality, street vendors are continually forced to pay ever-increasing bribes out of desperation even while engaged in a socially useful and legitimate occupation to earn a meager livelihood.

#### **Despite High Powered Policy Interventions**

In addition to the unimplemented interventions by the Supreme Court and High Courts in India, a new National Policy has been adopted by the Central Government to liberalize the licensing for street vendors in order to protect them from extortionist mafias.

Yet, the abysmal way in which these policies have been implemented has implications beyond the vendors' right to livelihood under the Constitution. When vulnerable citizens see the police join hands with extortionist mafias, they lose respect for laws and law enforcers leading to greater crime in society. Today all our markets are in control of criminals with political links. The truth is that they don't stop at preying on the poor. The growing political clout and monetary power at the disposal of criminals renders everyone unsafe, no matter how many security guards they position outside their homes. Safety is indivisible and we all have a stake in securing the livelihood of all citizens, especially the poor and vulnerable.

#### **3.3.3 Presentation by Dr. P.K. Mohanty, on 'Urban Poverty Alleviation: Addressing Governance Reform Issues'**

Making a power-point presentation on 'Urban Poverty Alleviation: Governance Reform Issues', Dr. P.K. Mohanty said that urbanization is taking place rapidly in India with 286 million urban population in 2001 which is projected to reach 820 million by 2051. As per estimates, between 1981 and 2001, the slum population increased from 26 million to 62 million while the number of urban poor increased from 60 million in 1973-74 to 81 million in 2004-05 with considerable reduction in poverty in rural areas, both in absolute and relative terms. In case of urban areas, there is a relative decline, but absolute number has increased. For addressing poverty, the States received Rs.1,66,749 crore from the Government of India under various dispensations excluding subsidies on food, kerosene, fertilizers and loans through postal savings. These are the National Advisory Council (NAC) estimates at 2005. If even half of the above amount was transferred to the BPL families, each would have got Rs.43 a day. So, what is the key issue? Our programmes are not reaching the poor. The issue is one of delivery, improving the delivery of services to the poor and in my opinion, it is the issue of governance at the national, state and local levels. The approach to address the governance issues should include the following:

First of all, the institutional roles and responsibilities need to be clarified. The 74th Constitution Amendment Act envisages municipalities to handle poverty alleviation,



among others, but their role is not clearly defined. The local problems like slums or poverty alleviation certainly cannot be handled at the national level or the State level. The local people only know about slums, their residents as also conditions in slums. Therefore, it has to be eminently local and requires strengthening local governments. For service delivery, a holistic approach is needed such as measuring and improving performance, accountability and transparency, besides addressing corruption, instituting social accountability to the society at large, and targeting, organizing and empowering the poor.

Now what should be the role of the government? Some times we feel that government can solve every problem. Actually the role of the government is to create an enabling environment - political, legal or economic. Market creates opportunities for the people and government of course has to regulate various activities. Civil society will be in the best position to mobilize people's participation. Everybody must be given credit for their own comparative advantage.

Now coming to the tiers of the government, who should do poverty alleviation? In the 74th Amendment Act, a considered view was taken that "urban poverty alleviation, slum upgradation, amenities to weaker sections" have to be municipal subjects. But the 12th Schedule has remained on paper, as there has been no finances which are commensurate to implement these functions. But for the Government of India's schemes, there are very few or limited schemes for urban poverty in States excepting three major

DFID projects operating in three States. In the 12th Schedule even if urban poverty function is included, who has to do what, who has to plan, who has to finance, who has to implement, who has to monitor, need to be spelt out clearly so that activity mapping is done. Thus the centrality of the municipality has to be established. Now, if you talk of centrality of the municipality and strengthening municipal governance, the Constitution talks of seven pillars: the independent State Election Commission, Elected Municipalities, Wards Committees, District Planning Committee, Metropolitan Planning Committee, State Finance Commission and the Central Finance Commission. In my opinion, as also many others think that the 10th, 11th and 12th Finance Commissions did not take the State Finance Commission Reports in the spirit of the Article 280 of the Constitution.

Now coming to the municipal reforms, the functions must be clear. Finance and functionaries must be commensurate with functions assigned. Service delivery must be commensurate with the funds allocated. The issues of accountability, reporting and involvement of the people, transparency and disclosure mechanisms must be clearly defined. These are some of the golden principles of municipal financial management. If benefits are identifiable and beneficiaries are identifiable, we must charge them. If they are not identifiable, levy benefits tax on them. If nothing is identifiable, go for generic taxes. Administrative expenses must be done through fees and user charges and long-gestation capital projects through borrowings, backed by incentives. Now if you go to the private sector, they talk of a 7-S model ?



Structure, Strategy, Style, Staff, Shared values, Skills, Systems and processes. Sometimes if the structure of municipal governance is bad, in my opinion, it needs to be rectified. Even if you have a strategy brief of a scheme, then style, leadership, staff, the values, skills, have all to be addressed together. Now let us say a good person can do something even if the structure is bad, but even if a structure is good, a bad person can kill it. So, this is particularly in the government system. I think the issue of structure and staff-balancing are major issues.

Coming to the systems and processes, the good governance, accountability and transparency are not high sounding words. Actually, there must be an audit - whether there is a strategic vision, whether the process is accountable, whether the process is transparent and responsive. So a governance audit of any scheme or programme or institution is necessary. This is the standard thing on citizen's side. Good governance will lead to equitable and inclusive paradigm.

Then measuring and improving performance in terms of outcome they have achieved, and the impact they have made on the people's life? The accountability could be of four types: the legal accountability, financial accountability, performance accountability and public accountability. I think many of these are not well understood. For enhancing financial accountability, the measures that could be taken need to be specified. When looking into transparency, truth about action must be known, truth about inaction must be known and truth about prohibited action must also be known.

Right to Information Act 2005 has given a brilliant opportunity. Section 4 is the heart of this Act. Government must have an obligation to declare rather than people asking questions.

And then addressing 'corruption' is a major problem. I think there are many ways to mitigate them: simplifying rules and procedures and an audit of systems and processes. What breeds corruption? Things like self-assessment, self-declaration, and regulation, that kind of thing like no contact between the government and the citizen may mitigate the problem through reducing citizen interface with the Government and single window kind of arrangement. There are many reforms. It is not that reform is not taking place. For example, Bangalore has done an easy plan. If you have satisfied some conditions, your plan will be deemed to have been approved.

Then use ICT (Information and Communication Technology) as a tool for good governance. For example, in Andhra Pradesh, the E-Sewa is used for about more than 150 services. You do not have to go to municipality and you can get your driving license or you can pay your property tax without having any contact with any person.

Then social accountability needs to be instituted. There are many models available such as Citizens Report Cards as in Bangalore, Citizen's Charters, Social Impact Assessment, Social Audit as already in NREGA (National Rural Employment Guarantee Act), Community Scorecards, Participatory Budgeting, Participatory Expenditure Tracking,



and then People's Estimate - a number of models are available and in some cases, it has worked, and in some cases they are required.

Then ultimately, the value system is going down and the foundation of the public service is the values, the seven principles of probity in public life – selflessness, integrity, objectivity, accountability, openness, honesty, leadership - that is drying out, but nobody should lose heart. Actually, it must be like ethics and morality starting with training programmes for civil servants. Such values have to be nurtured; otherwise, we cannot compare public service with private service because public service is certainly not for money.

Then addressing key urban issues with JNNURM approach which is similar to what I have described. The focus is on infrastructure and basic services to poor. We talk of a CDP for 25 years followed by detailed project reports. If we give Rs.35, then Rs.65 have to be mobilized by State government. There is urban reform agenda. In fact, the heart of JNNURM is the reform agenda. On the poverty side, we have proposed earmarking of 20-25 per cent developed land for EWS and LIG, internal earmarking in municipal budget for urban poverty alleviation and adoption of seven-point Charter.

If we have to make urban poverty alleviation succeed, the spirit of JNNURM has to be implemented. JNNURM is not about giving money, it is about implementing reforms and without reforms, I do not think JNNURM would be successful. So, the first point is the planned interventions. CDPs, DPRs and

reforms at State and ULB levels must be implemented in letter and spirit by targeting the urban poor and linking city level interventions to slums. Anything we do in JNNURM, whether it is water supply, sewerage, transport, BRTS, to what extent it is helping the poor to lead a better quality of life should be kept in view. For example, Mumbai is having 54 per cent population in slums. If JNNURM does not improve the lives of these 54 per cent population, then JNNURM will be a failure. Convergence approach for seven-point Charter is needed.

As regards improving urban governance systems and structures, we have got a reform called structural reforms. I think that is a fundamental reform. A lot has to be done on improving the structure of governance in municipalities, the institutional capacity and the community participation. We have also got public disclosure and transparency. Lastly, recently, Standing Committee of Parliament has also suggested that everything we do in government, whether it is JNNURM or X, Y or Z, the social audit by the people at every stage is a must and the programme, the functionaries must be accountable to the stakeholders and to the beneficiaries as to what they are achieving out of what we are doing.

Thank you.

### **3.3.4 Presentation by Prof. T.S. Papola on 'Employment Growth in Urban Areas'**

I think you had two very interesting and practical kinds of presentations already. Madhu Kishwar's presentation was so close



to the lives of people and also delivered with good degree of passion, which I think is very important when one is dealing with issues like poverty alleviation. And then Dr. Mohanty's presentation, of course, was very practical and much more useful than what I am going to present on "Employment Growth in Urban Areas".

So, what I am going to do is to present some statistics on what is happening to the urban employment, and then employment overall, and then looking at certain segments of this employment, where this employment is coming from, the kinds of trends that are emerging, and the kind of implications you would like to draw from these trends.

Let me start with the overall kind of a situation. There could be all kinds of views about what is happening to India's urbanization. In my view, the urbanization has been much slower than probably one would have expected. I think urbanization is important and one would have liked and expected a much larger degree of urbanization that has taken place so far. But the urban employment like the urban population has been growing in size and the share has also grown somewhere from 49 million employment in 1977-78 to 117 million by 2004-05, as per latest NSS data available.

About one-fourth of total employment in 2004-05 is in urban areas, which was only about 16 or 17 per cent in 1972-73. So, there has been a large increase in proportion as well. If you look at sectors, 50 per cent of the employment in urban areas is in manufacturing, utilities, trade, transport, communication and services. So in most of

these larger sectors, the employment in urban areas is half or more than half. If you take sectorwise employment, about 46 per cent of the secondary sector and about 58 per cent of the tertiary sector is in urban areas. Thus non-agricultural employment is about 53 per cent in urban areas.

Now in terms of sectors of employment; manufacturing, trade and services, each of them account for one-fourth of the total urban employment. Secondary sector, as a whole, accounts for 34 per cent and tertiary sector about 57 per cent. The fastest employment growth during the period of 1993-94 to 2004-05 has been in construction for 6 per cent, trade has grown by 5.5 per cent, transport by over 4 per cent; utilities which is basically electricity, water etc., there has been a negative employment growth during this period; services comprising banking, insurance, community, social and private services also have grown at a low level of 1.79 per cent; manufacturing has grown somewhere around 3.6 per cent during this period.

As regards the quality of employment, this is about the size and growth of employment. The quality of employment in urban areas is generally better than in the rural areas. When I talk of quality of employment, I have certain characteristics in mind. The first one is that you have a much higher proportion of regular employment in the urban areas in the economy as a whole. To clarify, only 15 per cent of the total workers are working on regular jobs, either as wage earners or salary earners; in urban areas about 40 per cent are working in regular wage or salaried jobs. Casual workers as proportion of total workers (28.3



per cent) happen to be low (15 per cent) in urban areas.

Among the casual workers, incidence of poverty happens to be the highest (46 per cent) amongst the casual workers; it happens to be the lowest among regular workers, and for self-employed it is somewhere in between. So by implication, the quality of employment in urban areas in terms of regular employment is much better. There are many other characteristics of social protection that is provided to different kind of workers.

There is an interesting report that has been put forward by NSSO during 2004-05 i.e. by the size class of cities - Class I, II, III cities and overall. One finds that the quality of employment is generally better in larger cities than in the smaller ones. Quite often people think that larger cities do not provide very good quality employment to certain sections of people. That may be true, but by and large, it appears that the larger cities provide better quality employment than the smaller cities.

The percentage of regular workers is higher in the larger cities and it is much lower in the smaller cities. When we talk of male or female and percentage of casual workers, it is much higher in the smaller cities than in the larger ones. Now in spite of relatively faster growth of employment in the urban areas, growing at about 2.3 per cent per annum during 2000-2005 as compared to overall employment growth at around 1 per cent during 1994-2000.

The unemployment levels happen to be much higher in the urban areas than overall. I would

not go into different concepts that NSS uses such as the usual status, the current weekly status, the current daily status etc. By and large, you can see that any measure of unemployment gives you a higher figure for the urban areas than for the rural areas. This is particularly so in the case of female unemployment. In terms of the size class of cities, one finds unemployment rates are much higher in the smaller towns than in larger towns. Usually, I would have expected something of the reverse. I think one would have to look at it a little more closely because as the economy is more formalized, the urban employment rates are higher in an informalised economy. In agriculture, the unemployment rate happens to be much lower, but here we find that unemployment rates are lower in the larger cities than in the smaller ones.

Now there are some matters of concern on the employment situation, which are revealed by some recent trends. One is the average real daily earnings of workers, either of a regular category or a casual category, seem to be declining. So, if you take the period from 1993-94 to 1999-2000, we find that the regular workers daily wages had something like Rs.78 which went up to Rs.102 in the case of male and then declined slightly to Rs.101 in 2004-05. Some decline is taking place in all categories - the regular workers, the casual workers (in male and female). It is again surprising because one would have expected in an economy like ours which is growing at such a fast rate at least during the period we are considering as to why real wages of workers not only in the casual category, but also in the regular category are



also declining during this period. This is a matter of concern.

The other is, informalisation is taking place or increasing over this period. Now by and large, the jobs and employment in the informal sector is much poorer quality than that in the formal sector. Now what is happening is overall, the total workers in the informal sector accounted for about 67.6 per cent of the total employment in 1999-2000, it grew to about 71.7 per cent by 2004-05 and it happened not only in total, but in most of the major sectors of the urban economy. So, that is another feature or another kind of trend that you find.

There is an increase in the self-employment category. Overall I think that happens in the rural areas also, but it is a bit more surprising in the case of urban areas. In rural areas I think, people go back to agriculture and that therefore becomes an increase in the self-employed category. In urban areas, it is little surprising as to why that is happening. One kind of interpretation that is given is that people are finding it difficult to get wage and salaried paid jobs, even in urban areas. Therefore, turning to self-employment is not a matter of choice, but more as a matter of compulsion. It is becoming a kind of a last resort for the people to get into this sector. That is also shown by many other kind of evidences, which are not presented here - such as the average earnings in self-employment category have also been declining during this period.

So there has been some decline in overall regular employees from 41.1 per cent to 39.5 per cent. In the case of female workers, there has been of course a small increase in the

regular employment, but there has been a decline in the male workers. There has been an increase of casual workers share in the long term. But of late, one finds that there is a slight decline in the casual workers as category in recent period.

The implication that one can draw is that the self-employment is not necessarily becoming more profitable and more remunerative. But the fact is that, the people are looking for wage jobs and salaried jobs. These are not available and their rate of growth is declining over the years. So, people are turning more and more towards self-employment.

Well, I come to the last point now, to the conclusion, based on whatever little stray kind of evidence that we have. I think the faster growth of urban employment is becoming now a more urgent concern primarily because so far as agriculture is concerned, everyone expects now including the Planning Commission or others that you cannot expect agriculture to be providing jobs to more people. If you look at the Eleventh Five Year Plan, it is talking in terms of a shift of an absolute number of people, not only proportion, from agriculture to non-agriculture. They are talking of certain number of people, a few million people actually shifting from agriculture to non-agriculture.

Now once you talk of non-agriculture, well there is some non-agriculture segment in the rural areas also, but by and large the worthwhile jobs in the non-agricultural sector are to be found in urban areas. Urban areas are supposed to be specializing in non-agricultural activities in any case. So shift



from agriculture to non-agriculture generally also involves a shift from the rural jobs to the urban jobs, both in terms of demand as well as supply. Therefore, I think, if overall employment in the economy has to grow, the urban employment has to grow at a much faster rate than it has been growing in the past because in rural areas, rural vocations are not going to provide many new worthwhile jobs.

Now, if you want to improve the employment growth in urban areas, one thing that seems to be very necessary now is that the secondary sector and particularly the manufacturing sector is to grow at a much faster rate than it has been growing. As most of you are aware, over the last 10-15 years, the major source of growth of the Indian economy has been the tertiary sector so that tertiary sector now contributes something like 55 per cent of the total GDP and it has been growing at a much faster rate than the secondary and of course, the primary sector.

Unfortunately, the tertiary sector, contrary to the general belief, is not very highly employment intensive. At least, the kind of tertiary sector that is growing in this country is highly capital intensive. The amount of output and capital required to generate one job in the tertiary sector of the kind that is growing, is much higher than in the manufacturing sector. There is a concept of employment elasticity that economists and others have been using from time to time saying as to what percentage increase takes place in employment with 1 per cent increase in GDP. If you take that kind of a ratio, secondary sector provides an employment elasticity of

something like 0.61. A 1 per cent increase in GDP in this sector leads to a 0.61 per cent increase in employment; manufacturing provides of course 0.49 in the secondary sector including construction, which is a highly employment intensive sector. Its employment elasticity is some times over one. Overall employment elasticity in urban area is only 0.32. In the services (other than trade and transport) it is just 0.19. So a very low employment elasticity the service sector is providing that is growing the fastest. In spite of high growth of the economy, we are not generating enough employment. Manufacturing is one sector, which is supposed to provide more sustained employment not only in terms of the quality, but also quantitatively. That is supposed to be a sector which gives more employment per unit of additional growth or per additional output. But as I have pointed out earlier, the quality of employment is also becoming a major matter of concern. As per some indications, the quality of employment is declining.

It is generally believed that people are poor because they are unemployed. The fact of the matter is, there are more poor among the employed than among the unemployed. The incidence of unemployment and poverty happens to be much less among the unemployed than among the employed. Again that is a matter one can discuss as to why that happens and strangely enough, if you look over a period of time, both in the urban and rural areas, the decline in poverty is taking place much faster among the unemployed than among the employed. Again, something very strange kind of phenomena is



happening. But here what we find is 22 per cent of people who are already employed in urban areas are poor. 46 per cent of the people who are employed, but only as casual labour are poor. And of course, among the regular workers again, only 10 per cent are poor. Now overall poverty ratio in urban areas could be something like 22 per cent. As against that, this is more or less the same as among the employed people, and those who are casual workers, as much as 46 per cent are poor. So that makes the quality of employment a very important concern.

Now if employment is to lead to poverty alleviation, obviously it has to be accompanied with some reasonable level of income. If you provide employment and do not provide enough of income or that employment does not yield enough income, then you are going to be working, but not coming out of poverty. So, there has to be a reasonable income, which unfortunately the informal sector employment does not provide very often. Now I am not arguing against the informal sector. I have been the one who did the first work on informal sector in this country in an urban situation like Ahmedabad. But unfortunately, once you do study in a certain area, you are projected as somebody who is propagating the cause of that particular area, but that is not true.

I think the informal sector is important. Improving productivity in informal sector is essential. In order to improve the quality of employment in general, there will have to be certain degree of emphasis on the formal sector growth where there are enterprises which are employing certain number of people

on reasonable wages on regular basis. There has to be greater emphasis on development of enterprises, rather than self employment. But I think one will have to think in terms of employment and enterprises on a more regular basis at reasonable level and also on the implications for special employment programmes. As to how this can be done, is a different question. May be some day we can sit down and discuss that. Well, thank you very much.

### **3.3.5 Presentation by Dr. Harjit S. Anand on 'Strengthening Social Security for the Urban Poor'**

Prof. K.C. Sivaramakrishnan it is always a joy to participate with you in a discussion and I have cherished my days in the Ministry when you were heading it.

Let me, now, start from where Dr. Papola left off. The '*mantra*' for success in business today is for each firm to be lean, thin and hungry. There is a lot of outsourcing going on with the objective of enabling each firm to concentrate on its core activity. It is not surprising that average real wages are going down in rural areas. Surplus agrarian labour is available at subsistence wages for firms, specializing in outsourced work in urban areas. As a consequence, casualisation and informalisation is increasing. Further, the growth of the tertiary sector beyond a point is capital intensive. Therefore, the myth that the growth of the tertiary sector is the solution to the employment situation is not tenable. Actually, on account of growing informalisation, the quality of jobs is actually becoming worse. I seek to analyze the informal



sector in the context of 'Strengthening Social Security for the Urban Poor.'

There is dire need to improve the productivity of micro enterprises run as a family business with a few hired hands (invariably less than 10) through technology upgradation, common facilities, quality marking, micro business centers and advisory escort services. And such enterprises constitute more than 90 per cent of the total enterprises in the country. Such enterprises need to be targeted by an urban poverty alleviation programme which not only looks at technical inputs but also at community empowerment and setting up of SHGs for thrift and credit needs on the one hand and social security needs on the other hand. Since the Indian labour force is informalising and people are often in and out of job, the mortality and morbidity rates of micro enterprises is increasing. The emerging scenario focuses the spotlight on devising innovative ways for providing social security to the Informal Sector. In this context, I draw your kind attention to a pithy saying: "No one chooses to stand under a tree in a storm." But, today, with the rapid growth of outsourcing and informalisation, many micro enterprises are forced by market conditions to stand under a tree in a storm.

So, let us define Social Security. Social Security refers to the protection which society provides to its members against economic and social distress in the event of stoppage or reduction in earnings due to maternity, chronic sickness, employment injury, unemployment, accident invalidity, old age or death. I would like to examine Social Security from two perspectives: Social Assistance and Social

Insurance. Social Assistance is provided by the State to persons who on account of their existential situation are unable to share the cost of social protection: destitute women, orphans, physically and mentally challenged persons, aged indigent persons, poor persons who have suffered severely in a natural or manmade disaster and similar situations. A State which has adopted the Directive Principles of State Policy under the banner of the Welfare State must assist persons in the aforementioned situations. Social Assistance to such persons can, perhaps, be best provided by NGOs after a transparent selection process combined with technical audit by experts and social audit by the beneficiaries conducted by a Government Regulator. As regards Unemployment, it is advisable to provide assistance on the NREGA pattern through work for construction/improvement of public assets.

Social Insurance refers to a type of security where two or more of stakeholders such as (a) the Beneficiary (b) the Employer (c) the Industrial or Business sub-sector concerned and (d) the Government at the Central, State or local level participate in providing insurance cover for maternity, employment injury, accident invalidity, chronic sickness, old age or death.

When we design a Social Insurance product, we have got to ensure that it is effective in achieving what it sets out to do. We have had a very large number of insurance projects for marginal farmers and landless labourers. Currently, we have three new products announced by the Government, known as the 'Janashree Bima Yojana', 'Aam Admi Yojana'



and the 'Swasthya Bima Yojana'. The track record of schemes led by LIC and other corporations has been mixed. Very often, the impact of the publicity outreach is limited and the total coverage is restricted. As such, such schemes have not been adequately effective in wiping the tears of the poor that Gandhiji talked about.

Let us, theretofore, learn from successful case studies. The Grameen Bank has been, as we all know, a great success. What has made the Grameen Bank successful? I am going to give you four case studies, two from India and two from other parts of the world. Grameen Bank of Bangladesh is the first one. If you want to set up a finely tuned Social Security Scheme, then you must ensure that its members are more or less from similar income bracket. If you are going to put the big fish, like we have done in the Cooperative Sugar Sector, the '*chhota*' farmer/beneficiary is likely to get a raw deal. So, what do we learn from the Grameen Bank. Prospective members must own less than 0.5 acres of land or the total value of the family assets must be not more than the market price of one acre of land. Likewise for fishermen, think of only fishermen, more or less, in the same income bracket. Don't mix up a '*Magarmachh*' with a smaller 'fish' in the same pond because the *magarmachh* is going to eat up the small fish. This is one lesson.

When I was first posted at the Ministry of Urban Development in the late 1980s, we developed the Nehru Rojgar Yojana which is the precursor of the 'Swarn Jayanti Shahari Rozgar Yojana.' On taking over as Secretary of the Ministry of Housing and Urban Poverty

Alleviation, I have moved to reduce the SHG size to only 5 persons. Then, there is the issue of the organizational structure. You will see that in the Bangladesh model, 2-10 groups make a centre, 15-20 villages or 40-60 centres make a branch. So developing manageable levels in the organizational structure is of vital importance. Further, there must be a strong emphasis on demonstrated savings habit. Moreover, credit inputs must begin with very small loans and the emphasis should be on the demonstrated capacity of small borrowers to repay their loans. So, savings and credit must go together with initial loaning to only two members of the primary group. This feature underscores the importance of peer pressure in ensuring repayment of loans. In other words, only after the first two members of a primary group repay their loans that other members will be considered for loans.

The average loan size for housing under the Grameen Bank is just US\$ 192 and the maximum loan size was US\$ 280. So, it is mostly upgradation and not new houses which Grameen Bank targets. In the case of micro enterprises, the average size of the loan (in the case of Grameen Bank) is US\$ 321. These are small loans and members of primary groups improve their economic status on a step-by-step basis.

I am now going to dwell on the People's Bank of Indonesia. It is called the Bank Rakyat of Indonesia. This Bank has a more versatile set of banking instruments. The Bank lends to the slightly upper echelons within the poor segment. This Bank, after humble beginnings, could structure itself into a public company with an IPO which was subscribed 15.4 times



over. So, they were able to win the credibility and the support of the capital market with active clients of 30 million persons. This is much bigger in coverage than our Sewa Bank. The Bank Rakyat of Indonesia is an excellent example of loaning to micro, small and medium enterprises.

Deposits are the foundation of a good Social Security programme. The borrowers in the Bank Rakyat of Indonesia are only 3.1 million, which is just 10% of the people who are depositing money (i.e. 30 million). This dynamic bank has four strategic business products where it is making money: (i) *micro banking*, which is what Sewa and Grameen Bank are doing. It is also doing (ii) *retail banking* which is a very important enabling borrowers to buy a scooter or a power tiller. They are also doing (iii) *corporate banking* for small enterprises. I would like to emphasize corporate banking in the Indian situation in terms of setting-up micro business estates which will provide common facilities, market services formed on niche marketing, technical support services, quality marking and hand holding services. And then the Bank is doing (iv) *Investment banking*. The deposits are huge as in the Bank Rakyat of Indonesia as in Grameen Bank. Our MFIs in India direly need to learn the skills of investment banking. I am giving an idea of what the Bank Rakyat of Indonesia does: average loan outstanding US\$ 425, average deposit size only US\$ 77 and repayment rate of 98.34 per cent!

There is an interesting example from Pune in India – relating to the Kagad Kach Patra Kashtkari Panchayat (Waste Pickers Union) about a Health Insurance Scheme for families/

persons involved in scrap collection and recycling. I had spent considerable time in Pune working closely with Kagad Kach Patra Kashtkari Panchayat (KKPKP) organised by Purnima Chiakarmane and Lakshmi Narayana when I was in the ILO. The KKPKP has a membership of 6266 members consisting of rag pickers, scrap collectors and itinerant buyers. Most of the members are women. The KKPKP has a useful partnership, a phenomena, with the Pune Municipal Corporation. These poor rag pickers/scrap collectors actually enable the Pune Municipal Corporation to save crores of rupees by providing decentralised garbage collection and scrap re-cycling services.

The trade union health insurance scheme had 5411 members (2007). The entire premium is paid by the Pune Municipal Corporation. The Jan Arogya Policy is open to KKPKP members in the age group 18-70 years. It involves re-imbusement of hospitalization expenses for diseases/injury upto a maximum limit of Rs.5,000. The premium ranges between Rs.70 to Rs.140 depending on the age. Claimants pay a service of Rs.25 to KKPKP for processing each claim. The KKPKP also has a Cooperative Wing called Kagad Patra Nagri Sahakari Pat Sanstha with 300 members. The maximum loan amount is Rs.50,000 with interest rate of 12 per cent on reducing balance for all types of loans. The loans are for consumption, education and house maintenance purposes. The norm is to give upto 3 times the savings amount as loan. The Kagad Kach Patra Kashtkari Panchayat also provides a wonderful example of linkage with the organized sector. They operate a life



insurance products in tandem with the LIC. Under GIS, members have to pay Rs.25 per annum and members can get Rs.5,000 for natural death and Rs.25,000 for accidental death. However, under Janshree Bima Yojana, the individual premium is Rs.50 per annum (with additional Rs. 50 paid by State Government and Rs.50 paid by the Central Government) and natural death cover is Rs.30,000 and the accidental death cover is Rs.75,000.

The Sewa Bank is another case study which is very interesting. Currently, it has about 70,000 women members. It links with micro enterprises or own account enterprises run by poor women. They get loans for capital assets and working capital at a reasonable rate of interest by forming Self-Help Groups (SHGs). In 2006, there were 3,476 SHGs. In 2005-06, there were 76,857 loans/advances involving a total amount of Rs. 24.37 crore. SEWA has its own insurance unit called VimaSEWA which ensures women for life, health, assets, widowhood and accidents in Gujarat.

So, these are four exciting examples of serving the poor. I am reminded of a saying by Swami Vivekananda where he emphasizes that he would like to be born again and again to serve his God the poor, wretched and miserable of all castes, colours and creeds. In other words, Vivekananda did not seek Moksha or Nirvana for himself but an opportunity in every life to serve the poor.

Now we have looked at these four examples. What are the key variables in the development of viable social security projects? First and

foremost, one must wrap them up or tie them up with micro finance institutions (MFIs) and self-help groups within community based organizations assisted by NGOs. If one can tie up government's social insurance projects with such organizations, the number of beneficiaries and recovery of premium both would be much higher. Eligibility is another variable. Eligibility can be of two types: it can be in relation to the type of establishments such as those under the Indian Factories Act, the Indian Shops and Establishments Act, Indian Companies Act or it can be in relation to economic criteria such as BPL. Further, we have to see that the agency managing the fund created by various contributions is professional and ethical in its working. The Government through a Regulator must ensure that all clients are protected and insurance companies/MFIs actually provide the identified benefits relating to life insurance, accident care or health care. The Regulator must also regulate premium levels. The procedures also have to be simple, transparent and transaction time has to be limited. Further, the Regulator must regularly monitor and evaluate the quality social security benefits provided.

Moreover, we have to see micro finance institutions (MFIs) are strengthened and no collaterals are asked for. Of course, there must be peer pressure through group guarantee. And, finally, the relationships between various variables has to be so calibrated that it is a win-win situation for the MFIs and SHGs..

I end with a little quotation: "I am devoted to both idealism and realism. You are like water and stone, parts of the world; Light and the



tree root of life” Thank you.

**In concluding the session, the Chairperson Prof. K.C. Sivaramakrishnan** said that these four presentations have a certain thread that is linking them. We cannot look at the quality of urban life without employment and income. At the same time, employment and income is just not a matter of jobs and money. The vulnerability of the poor is of such an order that a mere slice of job opportunities in specific sectors and locations may not help them much. We therefore need to have some kind of a system which helps them when they are under stress financially and this is where the social security and social protection systems come in.

### 3.3.6 Open House Discussion

The main points of the ensuing discussions centered on the following key areas:

- The interventions that followed the presentations highlighted the need for enabling the poor people to join together in setting up micro-enterprises and get the facilities from government and local bodies so as to be out of web of poverty.
- It is felt that there is a need for linking production system of poor with the overall city production system.
- There is a need for doing away cut-off number and cut-off dates in various slum upgradation or relocation schemes for avoidable harassment to the urban poor. This should vanish.
- There is a need for providing access to government, banks and other institutions

for helping the urban poor in organizing their own enterprises to be run by them.

- Most of the encroachment drives undertaken by local bodies affect the street vendors. The National Policy for Street Vendors recognizes the basic principle of accommodating them rationally in natural markets and enforcing civic discipline on the pattern of Singapore model.
- There has to be a security-net for the urban poor.
- Self employment is increasing and provide opening for upward mobility among the poor much faster.

### 3.3.7 Concluding remarks by Chairperson Prof. K.C. Sivaramakrishnan

I think it is important for us to bear in mind the centrality or absence of it of a municipality today. It is fair to say that a municipality is rather peripheral to the process of urbanization. In a discussion on urban employment we tend to think that municipality’s task is only to deal with street vending and encroachments.

We have to take note of the fact that some parts of the service sector are not growing as fast as the construction and trade sector. The scale of investment in these sectors in particular real-estate is highly disproportionate to the employment the tertiary sector generates. We are suffering from an enormous inequity as prosperity is rising and inequity is growing. We also have to see the role of urban development and municipalities in reality -



whether they are just in charge of catching stray dogs and collecting birth and death statistics, sweeping the streets and chasing hawkers and vendors because they have nothing else worthwhile to do.

It is very important for us to pay more attention to the business of centrality of a municipality as an urban government. One of the very powerful sentences the JNNURM uses in its toolkit is to make the cities take charge of their destiny. As of now a city's destiny is decided by a lot of other people who are not connected with the city, but enjoy several of its benefits. In such a situation, do we understand the concerns of the urban poor? What indeed is the meaning of poverty in contemporary urban India?

In addressing the problem of urban poverty what is it that needs to be done at the city level and possibly by city governments? While serious economic decisions at the national level itself are becoming increasingly subject to international pressures, in the case of cities, taking decisions even in matters directly related to the city are getting to be less and less responsive or sensitive to citizen's needs and aspirations. It is necessary for us to understand this reality. If you are talking about municipalities and development authorities coming to a position of 'centrality' and taking charge of the destiny of their cities, there is a big challenge ahead.

What should be a city's future? Is it a real-estate development or something else? Can anybody think about a vision for a city? Does the Jawaharlal Nehru National Urban Renewal Mission help us in this? Its main value is that until now urban and as a subject was pretty much side-tracked. By and large, urban meant municipal; and municipal meant something not worthy of attention. The JNNURM has provided an opportunity to talk about this subject but it is very easy for this programme to de-generate into a series of pipes and sewers and roads and bridges. At the end of it all, there will be a lot of bricks to count, there will be a lot of concrete but the destiny of the city will still remain as removed from the city administration when the Mission started.

So, I would like to end with a note of caution. Please remember as professionals, we have to speak up much more and engage very much more. Discussions of this kind are very-very useful. I have always felt that AMDA has tried hard in the past few years to bring the different thoughts together and this Session has amply demonstrated this. I would strongly recommend a careful look at the data that Dr. Papola, Dr. Madhu and Dr. Mohanty have presented. Some of these data is very-very important to understand where you are. If you do not know where you are, you are unlikely to know where you want to go.



## TECHNICAL SESSION - I

### 3.4 TECHNICAL SESSION - I: *Development of City Infrastructure, Housing and Basic Services for the Urban Poor in the context of JNNURM*

This session was chaired by Dr. Harjit S. Anand, Secretary, Union Ministry of Housing and Urban Poverty Alleviation. Shri J.N. Barman was the rapporteur. Prof. Chetan Vaidya, Director NIUA and Ms. Paramita Datta Dey made a presentation on '*Urban Poverty Reduction Strategy - Case Study: Jaipur*'. Their power point presentation is at Annex – 4.1e.

#### 3.4.1 **Presentation by Prof. Chetan Vaidya and Ms. Paramita Datta Dey, NIUA on '*Urban Poverty Reduction Strategies - Case Study: Jaipur*'**

Prof. Chetan Vaidya to make a presentation on "*Urban Poverty Reduction Strategies - Case Study: Jaipur.*" The presentation included objectives of an Urban Poverty Reduction Strategy based on the Jaipur Case Study with an overview of slums related issues: water supply, drainage, sewerage, solid waste management, health, education and livelihood. The presentation highlighted an integrated strategy relating to the above services and also focused on improving livelihoods with emphasis on skill entrepreneurial development in the informal sector. The presentation concluded with an Action Plan indicating activities related to capacity building for improving livelihoods, slum redevelopment and provision of basic services to the poor within an integrated policy framework.

### 3.4.2 Open House Discussion

In the ensuing Open House Discussion, the main points that were discussed along with responses of experts who presented papers are as follows:

#### 1. ***Property Tax and Service Charges***

Rajasthan has abolished property tax on all properties and has introduced in its place service charges. This is in conflict with the JNNURM mandatory reform which envisages reform of property tax with GIS, so that it becomes a major source of revenue for urban local bodies. The Mission envisages property tax collection efficiency of 85% by the end of Mission period of seven years. In addition, it also envisages levy of reasonable user charges by ULBs for water, conservancy and other services so that full cost of operations and maintenance is collected within the next seven years. As against the above provisions, Rajasthan has no property tax and ULBs depend on the service charges in respect of piped water based on diameter of the pipe. There are no other service charges. In view of inadequate services, people are reluctant to pay other service charges. There is a need to improve the network of services and linking the slums with such services combined with levy of reasonable user charges by ULBs so that full cost of operations and maintenance cost is collected.

#### 2. ***Security of Tenure***

Security of tenure for the occupants of notified slums is often enforced on the basis of a cut-off date. Security of tenure should be given



only after in situ slum redevelopment and after residents have lived in a given slum for a minimum number of years.

### **3. Slums Relocation Policy**

Most of the slums in Jaipur are being relocated close to a MRTS corridor. It has been decided to provide services in such relocated slums free of charge. Upgradation of skills of the relocated households has also been undertaken. There are 73 slums which have been found unfit for regularization as they are located in environmentally sensitive areas such as forest land etc. The Relocation Policy for each specific city needs to be framed carefully keeping in view various social, cultural and environmental factors. However, the broad principles of a National Relocation Policy for slums can be framed on an all India basis.

### **4. Illegal Colonies**

The participants of the Seminar gave different views about the relationship of development authorities and municipal corporations on the one hand and the process of regularization of illegal colonies in cities on the other hand. While the development authorities do not regularize illegal colonies until the compounding of the area has been done, some of the municipal corporations provide basic services to such colonies on a humanitarian basis. Though this is a national issue but the approach differs from city to city. The question is whether water and basic services should be provided in illegal colonies falling within the municipal limit. Another concern was expressed about the outward

expansion of cities and the rapid growth of slums especially in Class I cities. The participants also expressed the view that slums receive political patronage for their regularization and such political patronage has assumed the role of a racket over time in terms of large scale regularization of unauthorized slums prior to elections. Further, the participants recognized the need for developing policies for undertaking large scale in-situ slum redevelopment and provision of security of tenure to occupants on a family/household basis only after the illegal settlement has been redeveloped.

#### **3.4.3 Concluding remarks by Chairperson**

Dr. Harjit S. Anand wound up the discussion by commenting on a few vital issues. He pointed out that there are only four valid reasons for relocation and in the normal course slums should be redeveloped in situ since poor people's livelihoods are tied up to where they stay. One is the health hazard of river polluting resulting from people living on the flood plains of rivers. Second is the security hazard if a slum is right next to an airport or a railway line. Third is a Master Planning stipulation requiring construction of a MRTS or major transport corridor or a major highway or a ring road as per a technically sound alignment. Fourth, is the need for environmental conservation vis-a-vis forest land, depression vital for re-charging underground aquifer etc. Other than these four, it would be inappropriate to relocate slums.

The *second* issue is that when we look at peri urban slums, we should have a definite land policy based on a Periphery Control Act



applicable to a belt of a given width outside the municipal limits. The *third* issue is regarding minimal changes of Land Uses under a given Master Plan and the need to prepare Zonal Plans and Local Area Plans within 12 -18 months of the Master Plan. The *fourth* issue that land uses stipulated in the Master Plans should be linked with Sub-Regional Plan and district plans. The *fifth* issue is to have a clear cut policy relating to immigration of people from rural areas. They should be provided with well equipped night shelters developed on PPP model. The *sixth* issue is about Urban Governance and financial viability of ULBs as highlighted by

the abolition of property tax in Jaipur. Until and unless governance reforms are undertaken, the cities cannot be made sustainable. The *Seventh* and last issue he highlighted pertain to provision of '*pattas*' to the urban poor only after in-situ slum redevelopment of low income settlements has been undertaken.

As regard unauthorized slums, basic services should be provided in terms of group services such as community taps and community toilets. In case of notified slums, individual water supply and toilets must be provided.

Thank you.



## TECHNICAL SESSION - II

### 3.5 TECHNICAL SESSION II: *Urban and Regional Planning for Sustainable Urban Development*

Technical Session – II was chaired by Shri P.D. Sudhakar, Additional Secretary, Union Ministry of Corporate Affairs. Prof. H.B. Singh was the rapporteur. There were four papers presented in this session. Prof. E.F.N. Ribeiro, Former Director, AMDA made a presentation on '*Planning the future of Indian Cities: The Role of Urban and Regional Planning*'. His power point presentation is at Annex – 4.1g. The next presentation was by Dr. S.K. Kulshrestha, Founder Editor, SDR on '*Urban and Rural Linkages: Challenges for Spatial Planning and Employment Generation*'. His power point presentation is at Annex – 4.1g. This was followed by a presentation by Shri B.N. Singh, Director, AMDA on '*Land Resources: Perspectives on the Shape of Future Urban India*'. His power point presentation is at Annex – 4.1h. Shri A.K. Jain, Commissioner (Planning), DDA made a presentation on '*Addressing the Needs of the Poor by Urban Planning*'. His power point presentation is at Annex – 4.1i.

#### 3.5.1 Presentation by Prof. E.F.N. Ribeiro on '*Planning the Future of Indian Cities: The Role of Urban and Regional Planning*'

Prof. Ribeiro made a power-point presentation on "*Planning the Future of Indian Cities: The Role of Urban and Regional Planning*". Referring to global urbanization trends, he said that never before in the history has the world witnessed such a rapid growth of urbanization. Migration from rural areas in Asia and Africa is largely responsible for this.

As regards sustainable urban development in India, he cited urban-rural continuum through urban corridors and rural wedges; the inclusive city experiencing urban growth in various category of cities - such as the mega city, the metro city, the city and the town - which would be distinctly in the urban corridors in their national/regional/district/*taluka* hinterland setting with rural wedges. The expansion of city is taking place due to urban renewal of inner city, redensification of extended planned city and creating high density corridors in the peri-urban area.

As regards urbanization trends in India, around 30% of its people live in urban areas which will cross to 40% by 2031 and 50% by 2051. The urban settlements are getting larger, more compact and need to be planned and developed within the jurisdiction of their governance - such as the nation, state, district, *tehsil*. Urban local body comprising municipal corporation, municipality and *nagar panchayat*, with wards at the bottom constitute the decentralized structure for urban governance and development planning thereof.

The planning for the city has traditionally been to provide for housing for various income groups such as HIG, MIG, LIG and EWS. In the context of planning for the inclusive city, in addition to the above, the EWS population below poverty line needs to be included. The JNNURM envisages strengthening democratic governance structures in decentralized urban local governments. The efficiency of governance and delivery of services depends on the efficacy of institutions of governance. Concluding the presentation Prof. Ribeiro



outlined various strategies for addressing the needs of the poor by: (a) In-situ upgradation, (b) In-situ reconstruction, (c) Reconstruction near work place, and only as a last resort (d) Rehabilitation/relocation away from work place.

### **3.5.2 Presentation by Dr. S.K. Kulshrestha on 'Urban and Rural Linkages: Challenges for Spatial Planning and Employment Generation'**

Dr. S.K. Kulshrestha made a power-point presentation on "Urban and Rural Linkages: Challenges for Spatial Planning and Employment Generation". The presentation highlighted the types of linkages – physical (land and physical infrastructure), social (health, education, recreation etc.), economic (resources, markets/mandies, investment, employment) and administrative/judicial comprising government offices and courts.

He further elaborated each type of linkage in terms of reasons, employment and conflicts. Land is a significant physical linkage which creates employment opportunities as construction, wholesale commerce and industrial activities take place on it. This leads to conversion of agriculture land to non-agriculture use and haphazard growth in urban areas. These activities require transport of goods, services and people which ultimately create employment opportunities in the sector of transportation and communication. Availability of higher order facilities of health, education, recreation, socio-cultural facilities in urban areas attract the rural population to urban areas to avail the facilities as well as employment

opportunities in these sectors. That, however, leads to overcrowding in hospitals.

There is very strong economic linkage between urban and rural areas as rural areas act as resource centre for raw material for industries, transport and warehousing and rural areas become the large retail market for consumer goods produced in urban areas. These economic activities create opportunities of investment and employment in urban areas leading to rural-urban migration. The mass migration leads to gap in demand and supply of jobs and housing in urban areas. Urban areas also act as the centre of administration and judicial services which create employment opportunities in the government sector thus providing administrative/judicial linkages.

The presentation covered the major challenges facing spatial planning and employment generation. These challenges relate to rationalisation of conversion of agriculture land for non-agriculture purposes; shift in cropping pattern due to urban sector demands and returns from land; guiding the rural urban migration pattern; and bridging the gap between demand and supply of employment opportunities, utilities, facilities and services in urban areas.

The presentation concluded with recommendations with regard to regional spatial planning through support and promotion of rural-urban linkages and to rationalize shift in cropping pattern and conversion of land from rural to urban; evolve a dynamic settlement pattern in districts and metropolitan areas by constitution of MPCs



and DPCs under 74th CAA for preparation of development plans as a tool to introduce planned development and achieve efficiency in rural-urban linkages including planned new townships on industrial corridors along major highways.

### **3.5.3 Presentation by Shri B.N. Singh on ‘Land Resources: Perspectives on the Shape of Future Urban India’**

Shri B.N. Singh made a power-point presentation on “Land Resources: Perspectives on the Shape of Future Urban India”. He said that the context of urban development has changed significantly in India governed by the country’s focus on economic liberalization, financial sector reform and emphasis on democratic decentralization since nineties.

Economic liberalization has facilitated a wider choice of locations for industrial and concomitant economic activities to private sector and FDIs in and around metropolitan and large cities and their regions. The country has launched major initiatives in building core infrastructure like golden quadrilateral, special economic zones (SEZs), JNNURM, rail freight corridors, Delhi-Mumbai Industrial corridors, Ganga expressway and other corridors.

Looking into transport corridors, most of the urban agglomerations are emerging on the transport corridors along golden quadrilateral. Out of 195 SEZs notified upto January 2008, more than half are being located in and around metro cities in a clustered pattern. JNNURM involves a total investment of

Rs.1205 billion for integrated development of infrastructure services in 63 cities. He brought out that the spatial pattern of urbanization is emerging along urban corridors as a manifestation of investments in industry and infrastructure.

The presentation drew attention to the issue of land. Land serves as a base and platform for all human activities. Access to land is becoming increasingly difficult and calls for measures for ensuring proper management of land. A series of legislative, regulatory, procedural reforms for supply of serviced lands are needed and for this purpose regional planning exercise needs to be undertaken by MPCs and DPCs. The presentation concluded that much of the urban growth will be in urban corridors. The economy will increasingly dictate the shape and form the cities will take. There is a need to recognize this shift and evolve organizational framework for governance and deal with the infrastructure and environmental implications of the emerging spatial pattern and spread of urbanization.

### **3.5.4 Presentation: Shri A.K. Jain on ‘Addressing the Needs of the Poor by Urban Planning’**

Shri A.K. Jain made a power-point presentation on “Addressing the Needs of the Poor by Urban Planning”. He pointed out that the conventional “programmes” approach of meeting the needs of the urban poor has serious shortcomings in achieving its objectives. There is a need for evolving a more integrated and participatory planning approach which should be accompanied by supportive governance,



organizations/administrative structure, fiscal and legal/procedural reforms to induce a holistic approach towards pro-poor planning and development.

He further said that in the last two decades, over 90 per cent of India's new jobs have been created in the informal sector or unorganized sector. Informal sector activities are usually grouped into five broad categories: (1) Petty Trade and Vending, (2) Transport, (3) Services, (4) Factory/ Manufacturing/ Construction and (5) Casual Labour.

It is a matter of concern that the number of homeless, squatters and slum dwellers in the Indian cities is increasing. The informal solution to the deficiencies of housing and urban development programmes need to change. Participatory learning with the target groups provides useful clues towards adopting a 'needs based approach'. The needs of the poor population can be categorized in the following priorities:

1. *Survival:* Freedom from hunger and malnutrition, food security, employment and credit facility
2. *Supportive:* Shelter, drinking water supply, power, transport, sanitation etc.
3. *Transformational:* Education, literacy, skill development, environmental upgradation and access to information
4. *Empowerment:* Equal access to resources, including land, finance and services; justice, participation in decision making, etc.

In order to establish links between shelter and poverty reduction, it is necessary to revise the concepts of planning, land use, tenure and building regulations. There is also a need to adopt innovative systems of land pooling and to harness private sector resources in services, housing and development.

### 3.5.5 Open House Discussion

In the ensuing Open House Discussion, the various issues that were deliberated with responses of paper presenters duly synthesized are as given below:

#### ***National Urbanization Policy***

India needs a well structured Urbanization Policy with a long term vision. India is already witnessing a rapid growth of urbanization and is likely to be more than 50 per cent urbanized by 2041. The Indian cities are facing social, economic and spatial challenges emerging from the changing structure. The fast growing metropolitan cities are experiencing inadequacy of physical and transport infrastructure, poor delivery of civic services overstretched by the city's sprawling development along the urban corridors. The SEZs are coming up along such corridors on National Highways, mostly in close proximity of metro cities but without any integration with the main city's infrastructure. The inadequacy of physical infrastructure, lack of civic services throws up several challenges. The problems get compounded as no single agency is regulating or planning such areas. The SEZs and National Highways are dealt with by different Ministries. The development beyond the municipal limit and falling in rural areas are experiencing haphazard development.



Such areas are potential slums. Further discussions focused on the development in NCR in the context of complex urban governance arrangements between central, states, municipal governments and parastatals.

In the context of these issues, the participants felt the need for evolving a National Urbanization Policy even though attempts have been made to have such policies earlier.

#### ***Urban Vision***

The discussion focused on the need for preparing an integrated long term vision for development of cities to guide various plans, policies and programmes and more importantly, sustainable development for balancing social, economic and environmental priorities. Alleviating urban poverty, in-situ slum development and creating employment opportunities are major priorities including transport for inclusive and orderly growth in future. The vision should reflect the city's ability to attract investments and faster economic growth.

#### ***Governance***

We have not been able to address the governance challenge appropriately. There are many developers/builders who are concentrating on higher income group housing while there is a need for more affordable housing for low income and EWS households. The problems become acute with illegal development as the processes are complex, time consuming with weak implementation arrangements. The issue is how to benefit from experiences of other countries. It was emphasized that good

governance is a function of planning, quality urban basic service delivery and suitable institutional structure to ensure sustainability of urban development.

#### ***Regional Planning***

There is a mismatch between planning and development of cities. The isolated developments like SEZ, IT hub, knowledge city etc., are leading to very disintegrated and disjointed development. The planning of SEZs needs to be integrated with the overall planning of the region. The role of planning is getting eroded even after 15 years of the 74th constitution amendment. MPCs have not been set up except in Kolkata metropolitan area. DPCs have been constituted in a few states. This calls for a proactive role of planning. There is a need to recognize the paradigm policy shift for enabling regional planning and coordination.

There is a mismatch between the State Planning Commission and State Town and Country Planning Board. The State Town and Country Planning Boards are the ones which determine the use of land while State Planning Commission determines the financial resources. These have no relationship with the infrastructure which gets implemented sectorily. State Planning Commission should bring the State Town and Country Planning Board into their ambit.

The environmental, infrastructure and governance implications need to be integrated together. There are certain land which needs to be protected, such as riverbeds, forests and other fragile land.



### ***State Spatial Regional Plan***

Various investment decisions are taken by different Ministries, different departments of the government both at the centre as well as the states. What is missing is the State Spatial Regional Plan. There are various actors who are responsible for investments. While the Ministry of Commerce and Industry is responsible for SEZs and the concerned department of the state government is involved but not necessarily the department of Urban Development at the state level. This calls for preparing a State Spatial Regional Plan which will integrate urban development policies and programmes of all state agencies working in the region.

#### **3.5.6 Concluding remarks by Chairperson**

Concluding the discussion, Chairperson, Shri P.D. Sudhakar said that he was happy to note

that so much interest has been generated among participants on Urban and Regional Planning to guide planned development of cities and their regions. The discussions have focused on issues of planning, implementation, governance within the framework of 74th Constitution Amendment. JNNURM has a component of reforms on urban governance so that urban local bodies and parastatal agencies become sound for undertaking new programmes and expansion of services in the concerned cities. However, the need for urban planning in the context of overall economic development cannot be overstressed. The AMDA Seminar has indeed generated a lot of interest in developing new ideas on this important topic. He hoped that the exchange of ideas in the Seminar will be useful to the participants and serve as a guide to streamline urban and regional planning practices across the country.



## TECHNICAL SESSION - III

### 3.6 TECHNICAL SESSION – III: *Urban Environmental Management*

This session was chaired by Prof. A.K. Maitra, Dean Emeritus and former Director, SPA. Shri R.C. Shukla, Joint Director, NCRPB was the rapporteur. There were two papers presented in this session. The first presentation was of Dr. Shovan K. Saha, Professor, Department of Environmental Planning, SPA on '*Sustainable Urban Development for India: Utopia or Reality with respect to Resource Use and Management*' presented by Prof. H.B. Singh. This presentation was followed by a presentation by Dr. Kulwant Singh, Chief Technical Advisor, UN-HABITAT on '*Sustainable Urban Infrastructure and Services: Water Supply, Sanitation and Solid Waste cum Waste Water Management*'. His power point presentation is at Annex 4.1j.

#### 3.6.1 Presentation of Dr. Shovan K. Saha on '*Sustainable Urban Development in India: Utopia or Reality, with respect to Resource Use and Management*' by Prof. H.B. Singh

Prof. A.K. Maitra, Chairperson of the Session invited Prof. H.B. Singh to present Dr. Shovan K. Saha's paper as Prof. Saha was held up in the School of Planning and Architecture (SPA) to conduct a jury. Prof. H.B. Singh is the former Head of the Department of Regional Planning in SPA and a very eminent Urban Planner.

Prof. H.B. Singh presenting Dr. Saha's paper said that the paper broadly dealt with sustainable urban development in the context of impact of urban development on sustainability of Indian towns and cities. The

paper suggested the need for modification in the resource scenario in terms of skills, finance, institutional capacities and other conventional resources. The paper focused on two dynamic and relative concepts: urbanity and sustainability. Urbanity is the resultant attitudinal difference conditioned by urban verses rural culture. This culture differs from a more urbanized country such as Japan as compared to India where urban development represents a statistical phenomena rather than an urbane culture. Sustainability on the other hand is defined in terms of rates of consumption and replenishment of resources.

The paper further described that urban development in India has experienced alternate periods of glory and decay. The largeness of the country coupled with inequities of development has resulted in differential levels of urbanization. A large proportion of urban population lived in class I cities. Much of the growth of largest cities has been due to migration from urban and rural areas in addition to natural growth. The rate of supply of basic services in the largest cities fall too short of the demand. Master Plans have been prepared for rapidly growing cities. The 73rd and 74th Constitution Amendments seek to assign the role of planning to urban and rural local bodies. The largest assistance in the urban development sector is currently being received from JNNURM in 63 cities. The impact of JNNURM can be felt in terms of quality and sufficiency of services and facilities in conjunction with the state of the city's culture. The present era of electronic communication and information technology is rapidly turning the cities towards a global character.



Dimensions of sustainability include energy, water, food, shelter, land that determine the state of health of cities and societies. The three key determinants of sustainability are environment, energy and land. The paper also points out that sustainable urban development cannot be successful unless it is an integral part of urban culture which is yet to find a place. Urban development as transformation of daily life has been introduced to only a smaller segment of urban population.

### **3.6.2 Presentation by Dr. Kulwant Singh on '*Sustainable Urban Infrastructure and Services: Water Supply, Sanitation and Solid Waste cum Waste Water Management in India*'**

Dr. Kulwant Singh made a power-point presentation on "Sustainable Urban Infrastructure and Services: Water Supply, Sanitation and Solid Waste cum Waste Water Management in India". The presentation focused on the efficiency and productivity of cities which is based on the availability of adequate land and economic policies and infrastructure, environmental services and trained manpower. Provision and equitable distribution of environmental services is essential for environmentally sustainable development of towns and cities. As per 2001 Census, 91% of urban households have access to drinking water. These figures refer to installed capacity and not actual supply of water. The quality of ground water accounting for more than 85% of the domestic water supply is a problem in many urban areas. As regards urban sanitation, the slum dwellers and those living in unauthorized colonies are suffering from exclusion of the benefits of toilet

facilities. Sustainable sanitation requires linking the need with awareness and community participation. There is a need for commitment that all slums will be provided with minimum service level of community toilets, bathing and washing facilities. Achieving 100% sanitation coverage should be equated with national pride. NGOs involvement in community-led water and sanitation programmes need to be encouraged. As regards sustainable management of municipal solid waste is concerned, the presentation suggested 'cradle-to-grave' approach with responsibility being shared by many stakeholders. The Municipal Solid Wastes (Management and Handling) Rules, 2000 suggest municipal bodies to be responsible for collection, segregation, storage, transportation, processing and disposal of municipal solid waste. Recycling municipal waste should be included as one of the regular activities in solid waste management.

The presentation further suggested taking up detailed feasibility studies for establishing Waste to Energy projects. Composting of city wastes is a legal requirement under the Municipal Solid Wastes (Management and Handling) Rules, 2000 for all municipalities in the country. The presentation highlighted the need for water conservation, pollution control, public private partnership in waste management and reforms of the regulatory and institutional system. The "polluter pay principle" was emphasized.



### 3.6.3 Open House Discussion

In the ensuing Open House Discussion including questions from the participants, the main points that were discussed are as follows:

#### ***Sanitary Landfill Sites***

Sanitary landfill sites in comparison to open landfill sites are better from the environment as well as health point of view for disposal of solid wastes as the solid wastes are disposed off in the former with a layer of soil and sites filled with solid wastes. Such sites should be earmarked in the Master Plans/Regional Plans so that land is available for disposal of solid waste at appropriate locations.

#### ***24x7 Water Supply***

There is a need for energy conservation for the design of 24x7 water supply system as the actual supply is limited to a few hours against the stipulated 24x7 system.

#### ***Earmarking Land for Conservation of Ground Water***

The participants felt that land should be protected for water recharge in locations where sweet water is available. It would be appropriate that the conservation areas are indicated in Master Plans.

#### ***Water for Asian Cities Programme***

Dr. Kulwant Singh elaborating the Water for Asian Cities Programme in Madhya Pradesh said that the project to improve infrastructure and municipal services in the four major cities of Madhya Pradesh – Bhopal, Gwalior, Indore and Jabalpur have been taken up with the financial assistance of Asian Development

Bank. The objective of the project is improvement of quality of the urban infrastructure and municipal service delivery in a sustainable manner and thereby enabling economic growth and poverty reduction in the project cities. Three types of interventions are being made under the programme: (1) Capacity building through training programmes being organized through the Administrative Staff College of India, Hyderabad. All elected representatives, MLAs, Commissioners and Policy-makers numbering 350 people have been trained. The training has played a very positive role in changing the mind set. All the four cities have doubled their tariff rates. (2) The second intervention is with regard to the water audit in the four cities undertaken with the help of a South African firm, Engineering College in Indore and Shri Govindram Seksaria Institute of Technology and Science (SGSITS), Indore. These three organizations have come up with a comprehensive package of improvement based on indepth studies. This has helped in introducing two levels metering – bulk meters and the master meters. (3) The third kind of intervention that has been taken include: (i) slum environmental sanitation being implemented in 63 slums with the help of Water Aid International. This has already made 25 slums defecation free; (ii) community managed water supply scheme under which bulk water supply is provided in a slum and the communities which are registered as societies take the responsibility for various services. The investments are made by the community by funds obtained from banks. The cost recovery has been quite encouraging in the cities of Bhopal and Indore.



#### **3.6.4 Concluding remarks by the Chairperson**

We have had two presentations – one dealing with environmental aspects of urban area at conceptual and citizen’s cultural ethos level and the other with more realistically down to earth approach having examples of best practices and real time projects on environmental services.

The paper by Dr. Saha highlights the concepts of urbanity and sustainability of environmental services wherein he emphasizes that sustainable urban development is possible only when it becomes the integral part of the urban culture with all segments of citizenry – which is not happening as yet in India. Thus there is need to have meaningful efforts for attitudinal transformation of citizen for being positive and proactive towards all such services.

The second presentation by Dr. Kulwant Singh has captured the realistic scenario with best practices in other developing countries and what can be effectively undertaken here in our country citing example of projects under ‘Water for Asian Cities Programme’.

This attracted many observations and appreciative comments from the participants. It is hoped that these points have been appropriately noted to become part of the recommendation of this Seminar.

The continued deterioration of the environment in urban areas is a serious concern. However, the policies of development do not respond to the effective and appropriate management of the environment and it is imperative that the path to sustainable development is respected in every level of development. One hopes that this Seminar will encourage reexamination of the planning paradigms.

Thank you all.



## TECHNICAL SESSION - IV

### 3.7 TECHNICAL SESSION IV: *Urban Governance*

This session was chaired by Shri S.P. Jakhanwal, Director General, Amity School of Urban Management. Shri V.P. Mittal was the rapporteur. Dr. M.P. Mathur, Professor, National Institute of Urban Affairs presented his paper on '*Impact of 74<sup>th</sup> Constitution Amendment Act on the Working of Urban Local Bodies*'. His power point presentation is at Annex 4.1k.

#### 3.7.1 Presentation by Dr. M.P. Mathur on '*Impact of the Constitution (74th Amendment) Act – A Status Review*'

Chairperson Shri S.P. Jakhanwal invited Dr. M.P. Mathur to present his paper on Urban Governance in the Context of 74th Constitution Amendment. He observed that Urban Governance was a vast subject covering a wide spectrum of issues like delivery of services, poverty reduction, finance and stakeholders' participation in decision-making at the local level. These cannot be pursued outside the framework of good urban governance.

Dr. M.P. Mathur made a power-point presentation on "74th Constitution Amendment Act & its Implementation". The presentation highlighted the main findings emerging from an analysis of status of mandates in the Amendment of the Municipal Acts brought in conformity to the provisions of Constitution Amendment Act (CAA) by various states. These include: (i) structure (ii) composition (iii) election (iv) functioning of wards committees

(v) functioning of District Planning Committees (DPCs) and Metropolitan Planning Committees (MPCs) (vi) devolution of functions (vii) devolution of finances. The presentation highlighted the role of State Finance Commissions (SFCs) in inter-governmental financial transfers. The recommendations of selected SFCs were summarized in terms of: (a) assignment of taxes by suggesting reforms in assessment and administration of taxes (b) transfers for sharing of state level resources (c) grants-in-aid (d) privatization (e) public-private participation, and (f) capacity building and training in municipal affairs.

Dr. Mathur further said that the National Institute of Urban Affairs (NIUA) carried out a pilot study in 12 out of the 63 JNNURM cities, namely, Agra, Mathura, Kanpur, Nainital, Amritsar, Faridabad, Chandigarh, Jaipur, Ajmer, Pushkar, Bhopal and Raipur. The key findings of the study in respect of these 12 cities were presented in respect of devolution of functional powers, devolution of financial powers, functioning of SFCs, positive change in financial conditions after SFCs recommendations and recent urban sector reforms taken up under JNNURM.

The presentation concluded with some key suggestions with regard to functions, finances, taxation, capacity building, DPCs/MPCs, amendment of the municipal acts as per Model Municipal Law besides highlighting the imperative need for involving citizens in municipal affairs, delivery of services and undertaking reforms under JNNURM.



### 3.7.2 Open House Discussion

Thanking Dr. Mathur, Chairperson commended that the coverage of his presentation on 74th Constitution Amendment and reforms under JNNURM was indeed comprehensive. The urban governance embraces various stakeholders like public, NGOs and service providers apart from the governments. Through the 74th CAA for the first time in the history of urban governance, the municipal bodies were provided the constitutional status of the third tier of government. This assumes a special significance bringing about some principal changes in the urban fabric of India. With these remarks the floor was opened for discussions.

The discussions centered on the following key areas: (i) Inclusive development of cities (ii) Innovation and Poverty Alleviation by ULBs (iii) Capacity Building of Urban Local Bodies (iv) Livelihood Issues (v) DPCs and MPCs (vi) States under Scheduled Areas (vii) Urban Governance (viii) Double Entry Accrual System (ix) State Finance Commission's Report (x) Wards Committee (xi) Informal Sector

#### (i) ***Inclusive development of cities***

JNNURM envisages inclusive development of selected cities to take care of the needs of the poor, marginalized and disadvantaged for housing and basic services. Urban local bodies in these cities have to play a critical role in this avowed mission. The JNNURM provides, inter alia, for Basic Services for the Urban Poor. This Sub-mission encourages the participating cities to submit projects for integrated development of

slums, i.e., housing and development of infrastructure projects in the slums as an integral part of inclusive development of cities.

#### (ii) ***Innovation and Poverty Alleviation by ULBs***

The key challenge in urban areas is tackling the problems associated with urban poverty. JNNURM envisages support to the ULBs for innovative approaches and solutions to urban poverty. Entry 11 of the Twelfth Schedule read with Article 243W of the Constitution places the primary responsibility for 'urban poverty alleviation' on the ULBs. The Twelfth Schedule further requires ULBs to safeguard the interest of weaker sections of society; take up slum improvement and upgradation and provide for public health. This requires that ULBs must reorganize themselves to undertake poverty alleviation agenda as a part of their functional responsibility.

#### (iii) ***Capacity Building of Urban Local Bodies***

Capacity Building of ULBs was emphasized by the participants. The reform package covered in the JNNURM should recognize the capacity and competency of urban local bodies under which they function to undertake the onerous task of preparing projects for assistance under the Mission. Capacity Building for resource augmentation and optimum use of resources are equally important. The requirement of capacity building of local bodies need no overemphasis in view of programmes and policy reforms envisaged under JNNURM.



#### **(iv) Livelihood Issues**

The discussion emphasized and focused on improving the livelihood of the people. Raising the income level of low income groups is key to improve the overall quality of urban life. Generating gainful employment opportunities and enhancement of entrepreneurship need to be built into various schemes and programmes.

#### **(v) DPCs and MPCs**

Progress of Constitution of DPCs/MPCs was reviewed. Operationalization of District Planning Committees (DPCs) under 74th Amendment Act and making District Development Plans as workable proposition to meet the regional context and linkages to City Development Plan is essential as an instrument for growth with quality. Likewise Metropolitan Planning Committee (MPC) is the appropriate body reflecting representative character of metropolitan area to prepare development plans covering land use and management of natural resources. Concerted efforts should be made to constitute DPCs and MPCs by states to fulfil this constitutional mandate.

#### **(vi) States under Scheduled Areas**

The 74th Amendment Act provisions have not been applied to certain Scheduled Areas and the Tribal Areas under Article 243ZC and 243M (2) of the Constitution in the States of Nagaland, Meghalaya and Mizoram. Referring to Jharkhand, it was pointed out that though elections were completed on 28 March, 2008, there are some cases pending

in Supreme Court due to enforcement of Panchayats (Extension of Scheduled Areas) Act, 1996 (PESA). It was suggested that NIUA should undertake a study of some cities of Jharkhand with a view to study the impact of 74th CAA with regard to elections in areas where PESA is enforced.

#### **(vii) Urban Governance**

The agenda of JNNURM is to strengthen governance structures and decentralization in urban local bodies. How this agenda should be implemented to meet JNNURM objectives need to be clearly articulated. Efficiency of urban governance depends on the efficacy of institutions of governance. An assessment should be made for decentralization of power to the urban local bodies. Participation in decision-making process is the corner stone of urban governance. The NGOs, voluntary organizations and citizen groups need to play a key role in this process and mechanism should be developed for their involvement.

#### **(viii) Double Entry Accrual System**

In some states like Tamil Nadu, the ULBs have adopted double entry accrual system. Karnataka has now followed. Out of 63 JNNURM cities, only 10 have switched to accrual accounting. It was pointed out that complete switch over to double entry accrual system takes about 3 years. Suitable changes in State Municipal Accounting Code have to precede the adoption so that accounting heads are uniform among all ULBs within the state. It was felt the municipalities that have switched over to accrual accounting have been able to achieve strong gains in efficiency,



transparency, credibility and accountability. Recognizing practical difficulties, it would not be desirable to make the adoption of double entry system as a pre-requisite of release of central funds.

**ix) State Finance Commission's Report**

The 74th Constitution Amendment Act envisages that each state constitutes a Finance Commission to review the financial position of the urban local bodies and recommend the principles which should govern the devolution of resources including grant-in-aid from the consolidated fund of the state to these bodies. The tenure of Central Finance Commission does not coincide with the State Finance Commissions and this creates problem.

**x) Wards Committee**

In order to decentralize the functioning of ULBs, the 74th CAA mandates setting up of WCs in cities with a population of more than 3 lakh. It was recognized that WCs facilitate meaningful and effective citizen's participation in the affairs of the local bodies such as collection and removal of garbage, maintenance of essential services, improvement of slums and redressal of public grievances etc. Such Wards Committees should be set up to fulfill the constitutional mandate, if not done so far.

**xi) Informal Sector**

Informal sector in cities meets the felt needs of a sizable section of urban population. Its importance and role have been missed many a time. There is a need of integration of

informal sector in the Master Plans. Delhi was the first city to incorporate the informal sector in its Master Plan in 2001. As per survey more than 101 weekly markets are in Delhi. There are standards for informal sector as well as for the weekly markets which operate on week days when Community Centres and District Centres observe off day.

It was felt that informal sector activity is less capital intensive with smaller gestation period and is likely to have large impact on the well-being of players in unorganized sector.

With these discussions, the Chairperson concluded the Session and thanked the participants for their lively open house discussion and sharing their valuable experiences on issues pertaining to urban governance.

**LIST OF PARTICIPANTS**  
**(Annex - 4.2)**



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1. Shri S. Jaipal Reddy,  
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6. Shri Subir Hari Singh,  
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