

Session-VII

Metropolitan Governance – Beyond the Status quo

Our next section session will now focus on the way forward on some important issues like metropolitan economy, transport mobility and restructuring the metro relationship with municipal and non-municipal territorial entities along with state and central governments. Shri Arun Misra, Secretary Ministry of Housing Government of India will chair the session. On our panel of discussions we have an interesting mix of government officials and ex-officials. We have Ms Uma, Chief Planner MMRDA, Ms N Usha, Senior Planner CMDA, Mr Sista Viswanath, former Director Planning HMDA, Sri A Ravindra, Urban Advisor to the CM of Karnataka. To get the industry perspective we are joined by Mr V Suresh who in addition to being the former CMD HUDCO is also the Principal Executive Officer HIRCO developers, joining him is Mr Nassir Munjee, chairman DCB bank, Mr Munjee is also on the governing board of CPR, Professor N Sridharan, who is the head of Department in Professor of Planning SPA Delhi would provide the academic inputs to the session. I now request the Chair to take over.

Remarks by Mr Arun Misra (Chair):

As expected, the second day afternoon lunch session it's rather difficult to keep your interest but I will sincerely request you to try to hold it as long as you can. Incidentally we have a group of people here who are actually grappling with the issues that have been raised. We have been debating for the last two days. How do you govern a metropolitan area? Is it actually necessary? Is it governable and if so what is the best way of doing it? So we will hear these extremely esteemed panel members because from their experience they will say what needs to be done. But before that I will start with from the last question that was raised before lunch. One very interesting intervention was that a question was posed to the minister, what is the take on having a political body at the metropolitan level. Basically what the idea was, today in our system we have clearly three defined systems of political existence - one of course at the national level, the second one at the state level and third one at the local body's level. When you say local body's level you mean both the urban local bodies and the rural local bodies. There is no concept of a fourth system, no concept of a fourth body whether you call it a metropolitan region or any other region. There is no concept of a political existence at the regional level. When there is no system of political existence at the regional level, when you talk about governance at the regional level and governance at that kind of a level which is slightly below the State and slightly above the local body, urban local body as defined in our Constitution, then it becomes a totally different ball game altogether. It's a very important issue and it's definitely true that this has been brought into focus after the constitutional amendments.

The 73rd and 74th amendment of course made this happen, made this a constitutional reality but what also the 73rd and 74th amendment made sure is political level empowerment of the third tier of government. Before that we had a political empowerment at the national level, at the state level, the members of the parliament and the members of the legislative assembly. These two constituted the political power. They were the repositories of political power. These amendments made sure that in the local bodies whether at the urban local bodies or at the rural local bodies, a political leadership grew up. The elections were made compulsory, mandatory. Even a state like Jharkhand and even a state like Jammu and Kashmir had to go through a process of elections even though it took a little while but now in rest of the country

International Workshop on Governance of Megacity Regions

the third tier of democracy which is the political leadership at the local level which is at the urban local body level and the *panchayat* level well entrenched, very strong.

So it's not a question of its MP versus MLA anymore. It's a question of MP versus MLA versus Corporator versus MP. So, typically what we have seen is that one of the things that we tried to do is when we get power we try to preserve it, we tried to protect it. We do not allow other people to come in. in such a situation whether it is the devolution of power from the national level to the state level or from the state level to the local level, it is still work in progress, it's still a struggle. It's not a smooth transition at all and you should not expect it to be a smooth transition. In such a situation to think that all this three people who have gained power and who are struggling to retain power in their hands will be able to abdicate a part of that power and create a fourth level of governance at the regional level is not an easy task. So that is something that we have been grappling on. One point is very clear that despite a constitutional amendment the metropolitan governing council as was envisaged has not come into place.

The second important point which most of the speakers have missed out even though there has been lot of talk about local public participation, local participation, the other thing that was mandated in the constitutional amendment was the establishment of *area sabhas*. No one spoke about the *area sabhas*. So that also is symptomatic. While you don't want to abdicate our power to someone superior to us, we are also in no position to give our power to someone below us. No Corporators will like the *area sabhas* to be in constituted. So that the *area sabhas* voice will be heard like no *sarpanch* will like the *gaon sabha* to be convened so that the *gaon sabhas* voice to be heard. So that's a struggle. So in such a situation while we agree that regional planning is absolutely necessary, some kind of a coordinated effort is absolutely necessary, it's also a fact that we have to accept the realities, the struggle of political power versus financial power also as a reality and come out think of a solution.

Two things are very clear. Some of the questions that have been raised in the morning, everyone knows that the number of urban areas in the country has almost doubled. Today we have of 8000 census urban areas and when you had urban agglomeration which used to be 384 has gone up to 475. That's a 25% increase. There were 1 million plus cities of 35, now it is gone up to 53. That's a 50% increase. So while the number of urban areas as urban agglomerations has increased by 25%, the number of urban agglomerations with a population of one million plus has already gone up to 53. If you drill it down and bring it to 100,000, towns with 100,000 population is approximately about 490 plus more like 500 towns. So it's a fact. India with a large population will have to take care of these and most of the people say that in the next 10 years the urban population in the country will go up from 31% to at least 40% if not 50%. 50% in India is very difficult to achieve because our base is very large but even the 40% people living in the urban areas which is already struggling for water supply, for electricity, for waste disposal, for sanitation everything is a huge task. So all the planners here agree to the fact that this is a natural phenomenon. The municipalities have grown, the periurban areas have grown. A coordinated effort is required. Whether it can be done through a constitutional amendment, whether it can be done by giving proper power to a body which is an independent body of all these three or you can think of a way in which may be some of the activities like planning activities can be given to one body and then next 4 to 5 years use this period to advocate, to sensitise and to make people aware that while individual interests are being met, regional interests will also have to be seen. Is it possible that we create some kind of a interim period in which there is no conflict between the existing political power base and the emerging political power base, existing organisation structure and the proposed

International Workshop on Governance of Megacity Regions

organisation structure, is it possible. These are some of the issues that still need answers. Personally I feel that a little amendment here and there will make some difference but will not make a material difference, major difference. But before we come to the final conclusion we like to hear the panellists here who have tremendous experience. So if you allow me I will start with requesting Nassirji.

Presentation by Mr Nasser Munjee: So I was just over lunch jotting out what came to top of my head and listening to the arguments that were made this morning and I just want to move away a little bit from the regional metropolitan issues, I think we have heard of those, but get down to some basics and try to think a bit looking forward what is the nature of the institutions we are going to require as we move down the road. I am a great believer in objectives. India believes in processes, processes and existing institutions. If I were to ask the question about objectives, what is the objective of Bombay over the next 10 years or 5 years, the objectives what do we want to be, I don't think we get an answer. Look at our small towns, look at even our medium size towns, what are the objectives that we have? Now institutions are derived from objectives. What you want to achieve and will our existing institutions help us achieve those objectives or will they not, and if they will not then we have to redefine those institutions according to what the objectives are. I was in Malaysia recently and the whole area of Johor for example, the Iskandar development has clear objectives to beat Singapore which is right across the river. So they have set up a whole institutional form that is going to do that which is going to require 30 billion dollars' worth of expenditure and investment and there is a whole technique of how that's being done and they have changed the institutional structural, they are not using the old one. This is a completely new one that's been invented to make sure that Johor happens. Now I think in India we have to change the nature of the debate and really ask where are we heading, where are we going. So that's my first point. I have about 6 points, so I will finish in 5 minutes.

The other is basic infrastructure and planning. In India, Bombay for example needs 8 complete sewerage treatment plus. How many do we have? Not a single one. Whose problem is that? Whose responsibility is that? Whose accountability is that? India does not have a single sanitary engineered landfill site. There may be half a dozen coming up now but up to now we have had not a single sanitary engineered landfill site. So all I am saying is basics are not in place, the basics for development and I think that's where we need to look at. The aesthetics of the urban form, you look at any of your small towns today, whether it's in Keshod in Gujarat or Bareilly or Haldwani or you drive through Ludhiana or you go to any town, the aesthetics of the urban form is something disastrous. Are these going to be the visions of our new society? Is this the new society we are trying to build where millions of people are going to leave? Answer is no. Why is this aesthetics wrong? Who's going to talk about? Whose is going deal with it? Which of our institutions are going to look at it? So that's the problem set. I do think we need to think in bite sizes. We can't change institutions overnight. They have to evolve. There is a whole evolution that needs to take place and in a sense I am a great believer in critical spaces. We don't even think in terms of critical spaces. Within our cities you can't change cities; you cannot change regions but you could think of critical spaces. The mid lands for example in Bombay is a critical space. It links the North to the South, East to the West. Nobody ever thought about it as a critical space when they opened up developed. Johor is a critical space. We as a nation will have to think through, our objectives will have to be what are these critical spaces and which are the institutions that will address those issues.

International Workshop on Governance of Megacity Regions

The Delhi-Bombay corridor is coming up but this is perhaps one example of a critical corridor let's say or critical space but at least I think some beginnings of our thinking is going on as to how we might think about those things. I think in terms of institutions you have governmental institutions which we have been talking about. We have civil society institutions and we have partnerships between the two. Unfortunately partnerships don't exist. It's a very rare thing. Even PPP, I think you talked about PPP yesterday and I was instrumental in starting that whole PPP in infrastructure. As I look back 10 years the last P never existed which spoke partnership, it was public private contracting and each one took a view as to how that was going to work. The last P was ignored and I think we have to bring the last P back into the equation. How do we partner each other to build the future of India which is what the urban spaces are going to be and how do we work with government institutions, civil society institutions and how do we create partnerships between the two. So I think the answer lies in as we look forward in how we do that. Narendar is sitting here from Bombay First I see him being part of this whole process. But Bombay First is an example of a civil society institutional which is addressing issues of the city or at least trying to bring people back into the debate.

Now what is this new generation of public private institution and I think Marco spoke so eloquently this morning and I thought he had something very interesting to say in terms of the demand and supply side in the political equation but how do we actually bring that about and I think you can only bring that about through a new generation of public private institution and what is this new public private institution where stakeholders are involved, the government is involved and the government has to be a key player. It cannot be a peripheral player. They also suggest that we have to build very strong public institutions and our public institutions fail us and as long as the public institutions fail us public private partnerships will never work unless we have strong public institutions with clear objectives.

HUDCO is one such and Suresh was the CMD but I was distressed to find that HUDCO does a lot of power financing and the urban and housing agenda sort of disappeared. So you suddenly ask what is the objective and in fact the huge objective is we have a strong public institution we could turn HUDCO around to address lots of other issues which would partner lot of private investment. These are whole range of things HUDCO could do, it already exists. So I think one area is to transform existing institutions. You don't have to get rid of them. Transform them to play a role in the objectives that we have as we move. India has IIFSL which is the India infrastructure financial company. Again that could be a very strong institution for infrastructure investments. But I am also thinking of a new generation institution which I am trying to do in Goa example, a small state and if you take a small state and create an institutional form it can actually start helping to transform the larger States which are much more complex.

In Goa I am trying to build something called the Goa Partnerships in which government will have 26% and others will have the balance and basically what Goa Partnerships will do is create an intellectual talent that will allow us to plan the policy framework, the infrastructure development plan for both our cities as well as our network infrastructure and have a component of the political economy of change, actually addressing and going down to the constituencies, working with those constituencies and getting a joint participation in that whole process. It will transcend governments because governments come and go but Goa Partnerships will be there to ensure that the whole process of investment does take place. It will also do the transaction, the contractual structures, the complex investment strategies that are required for investments to actually happen. So in a sense this we need to build at the

International Workshop on Governance of Megacity Regions

state level. If you ask today who is at the state level, where is that intellectual capacity. Do people think about it? How can it actually happen and the answer is no, it doesn't exist and if there are good people they leave. So I think we do have a real problem. Shirish Patel, I don't know whether he was here earlier but he was instrumental in setting up and I am very much part of it, the Indian Institute for Human Settlements (IIHS) which is to build a new generation of urban practice degrees where you build the new urban professional, the new planners, a whole new breed of people who will think through the sorts of problems we are facing. So this is a whole human resource development. So let me leave those thoughts with you in the sense that as we look forward we have an agenda to transform existing institutions to deliver to actually work to deliver what they ought to be delivering, creating a new series of institutions which will address those issues and those gaps that exist today to cement public private partnerships, emphasis on partnerships.

I am strongly in favour of elected Mayors, we have talked about that, who are empowered and become CEOs of the city. I think every part of the globe has democratic traditions in their cities. I live in village in Goa and I have a very strong democratic levels of the *Panchayat* because when we go to the Gram Sabha meetings everything that happens in our village is there, it is discussed, and individuals are part of it and everybody has a say. So you are seeing this at that level but you are not seeing this at the city level and why can't we have more democratic institutions as far as our city is concerned.

So I think these are some of those issues and I think we need to be getting our hands around them. I am looking at how governance, institutional reform, transformation would have to happen and a lot of this probably has to be driven bottom up because those in charge today have no incentive to change the structure at all. So it has to really happen when there is a groundswell that is putting positive suggestions, positive models on the table which we can do. So let me just leave you with a two small examples as a citizen of India I took an interest in Hazratganj in Lucknow which was a dilapidated and deteriorating street of the most beautiful city we have. This is just an individual effort. I have put 5 years into it. We got a portfolio done. I never thought I would ever see any change at all but when we gave the portfolio to Mayawati she looked at the portfolio and she said "I want this done in two months" and actually did it. Hazratganj was transformed to an extent which even the World Bank President comment that UP is on a different plane now by transforming one street. That one street led to different precincts in Lucknow saying they would like the same thing. The Lucknow municipal corporation woke up and said we are going to help support it. So they got very energetic. The Kanpur people came to Lucknow to see what's happening and said we would like to do it. All I want to say is small bite size transformations can actually set a multiplier effect which bottom up starts to start changing things and if I went to the Lucknow Municipal Commissioner and said you do something about Hazratganj nothing would have happened. You need to put in the positive effort and the positive effect gets addressed. So that's a real hope in India that things do happen if you actually have the patience to do things on the ground. Thanks very much.

Chair: Thank you very much. Mr Munjee introduced a very new concept and I think the solution somewhere lies around that particular concept. It's concept of a partnership as opposed to a body which is formally constituted. That is something which we really need to seriously think about. I can give you a couple of examples just to supplement what you have to say. About 25 years ago when I was doing a course on Washington DC, I went to an office which was basically involved in designing a metro railway system for the Washington DC metro area which also had other than Washington DC places like Arlington, places like

International Workshop on Governance of Megacity Regions

Baltimore, places like the neighbouring Maryland and I was surprised because I was a bureaucrat and I expected a government office to be there with lots of staff, people running around, schemes and other thing. This was a civil society organisation whose primary task was to bring all the State governments together, try to tell them what is good for them, all the municipalities together. That kind of a partnership they developed. To a certain extent a similar example I also found when I went to Miami Metropolitan Development Area. Thirteen municipalities, all agreeing to come together, find a partnership, find a solution for the drainage system of Miami area. Find a solution for the sewerage system of the Miami area but that is something which is very important and which is I think doable without creating an immediate animosity against the established bodies. So that is something which is very good take that will take from your intervention. Hazratganj example is also very good. The only flaw in Hazratganj example is that normally in a democratic system we like the municipality to take the lead. Here it was, he knows it better, it was not the municipality which took the lead, there is a totally different body which is while it is good for the place is not good for the municipality. So it's a wonderful example. We are extremely proud of that. Thank you very much because I come from UP cadre so thank you very much for that. Since he had mentioned HUDCO not for any other reason, I will just ask Mr Suresh who had been the former CMD of HUDCO to be the speaker.

Remarks by Mr Suresh: I will take up the first point from where Nasser has left. I left the organisation about 10 years back but as long as the term I was there, it was just doing the job or the objective for which it has been done namely to do housing both for the urban and the rural areas and urban development in a large way to cover all the infrastructure that's required at the utility level, water supply, sewerage, waste management, transportation and all related ones, social infrastructure for health, education and recreation and commercial infrastructure for office and commercial complex and others. Maybe sometime down the line may be after in the last few years' time infrastructure projects for cities may not have been coming, I am only making a guess even though I have no access to what must have happened, is that funds for infrastructure may 50% for housing, 50% for infrastructure must be there but hard core city infrastructure projects may not have been coming partly it could be some funding coming under the JNNURM and therefore utilising that fund for power infrastructure could be one way of doing it but I am sure at some point of time they will come back into their main job for which the organisation is set up. That's a clarification I thought (actually they have) I am glad they have. That answers that.

But having been in the sector for the last 48 years, I have a few observations to make and since the metropolitan region context that we are discussing, we are going in for a major explosion which already happened in the sense that just around 28 crores by 2001 we already crossed an additional 10 more crores added in about 10 years' time period, out of that 20 crores additional added from 2001 to 2011 more than 50% have shifted to urban areas. I was in Ahmedabad last week there more than 70% of the increase in population are all in the urban areas as far as Gujarat is concerned. Very interesting development, whether its Vadodara or Rajkot or Surat or Ahmedabad, that's a way things are going on. The message I am trying to put across is that from 28 crores of population 2001 by 2020 just about another about 7 or 8 years from now we would be already crossing around 50-54 crores of urban population. We are going to doubling the urban population and predominantly in the metropolitan region and may be the metro cities which was mentioned by Misraji going to 53 that might go to about 70 by that time. All these are contributing over 70% of the GDP but all this is just 3% is the urban land footprint in the whole country's area, 97% is all rural agriculture. So the first major action that we have to do to resolve the problems of this new

International Workshop on Governance of Megacity Regions

population coming of the order of roughly as I said around 40 odd crores population coming in these particular cities from 28 crores to 56 crores over there is by putting at least about 3% to 6% of India's land mass has got to be planned on. So the planning of the new assembly of land mass is an important component and how do you increase that. Either vertically increase densification or horizontally going to new areas where it has not happened. This metropolitisation and the greater regional growth the way you are seeing in Mumbai, the way you are seeing Bangalore, in Chennai, in the NCR region as well as in Calcutta with each of those have become from Metropolitan Development Authority to metropolitan regional development authority. It is no more an MMDA, it is MMRDA. So you are going to get into municipal corporation, municipalities like Misraji mentioned, the areas where they are working so many municipalities and many *panchayats*. So the character of municipal corporations, for e.g. take the case of Mumbai itself which was mentioned here in addition to the municipal corporation of Greater Mumbai, you have Thane, you have Kalyan, Dombivili, you have the new town development what you thought was new, you will be surprised to know that Navi Mumbai which is just about 30 to 40 years creation it has already been a 20 lakhs plus, it's a 2 million plus, it's a municipal corporation already. So therefore you are going to deal with municipal corporations itself at one level, municipalities at another level, as well as many *panchayats* are also there. So one major issue since I have a great planner sitting on to my left side and another great planner sitting on my right side, both being ladies and of course Sridharan Sahib to lead there is the most important, what is going to the spatial planning of that? Even though under 74th amendment each municipal corporation has to do by and large the Directorate of Town and Country Planning was doing it in many cities or otherwise in many big cities the metropolitan planning and the master planning is done by the development authority whether the Chennai metropolitan development authority or the Bangalore development authority or for that matter the Mumbai metropolitan regional developmental authority. So the planning function or the spatial planning function has been to a large extent looked after by this development authority which cuts across the regional growth cutting across many municipalities and cities and there once you put that particular spatial planning requirement you also are able to put the facilities for the infrastructure whether water line or the sewer line or the road transport or the power line or the telecom line etc. which have got to find their right place. For example, one good initiative Delhi has done is when there Dwarka plan was there clear corridor was there for the metro, mass rapid transport planning was part of the particular issue. So therefore one of the important points that I just thought to indicate is in addition to the role of the municipal corporations or municipalities or *panchayats* within the metropolitan region they may do at the local level function, the larger level of the planning including development of the infrastructure level, most of the good infrastructure development are initiated them MMRDA and not by the Municipal Corporation of Greater Mumbai which has got the biggest budget than many number of States. The last one is the regulatory function. How are you going to regulate the building development function? Would that be with the municipal corporation or may be the building permit can come at that level but the overall development permit can come from the development authorities. So it's a larger issue that comes from that particular point of view.

Equally important is a third tier, you said about four tiers Sir, one of the important areas where cities are being run while the municipal corporations and municipalities can take care of many functions, Mumbai is an exception, so let's not take that, in all of the cases the water supply and sewerage line are either done by the PHED or by the city level water supply and sewerage board. You have the Bangalore water supply board, Chennai water board, Hyderabad water board, Delhi Jal Nigam. These are only city level water boards otherwise the State level water boards are there or UP Jal Nigam for that matter for the whole state is

International Workshop on Governance of Megacity Regions

there, here we have the Maharashtra Jeevan Pradhikaran to come but here is only city which has the hydraulic engineer where the water supply and sewerage scheme can be handled over. So what I am trying to say is water supply and sewerage is another major related work which parastatals I call them, one is the electricity board public or the private sector, telecom again can come not only from the public sector provider, now a larger number of the private sector providers have come in this particular area.

The last one that is most important is the transportation component whether it's going to be bus transport travel or it is going to rail transport travel or the mass rapid transport or the private vehicle, the concept of the unified metropolitan transport authority has already started coming in many cities now. It's a very good concept where all transportation modes are unified regulated by an UMTA which will be a Unified Metropolitan Transport Authority which can deal with even including the possibility of ticket sharing between bus as well as the rail as well as the mass rapid. So therefore how do you position the role of UMTA in the overall metropolitan regional context, even though they deal with one particular thing like transportation and the movement of people and goods from the work area to the living area to recreation area is very important. A city's efficiency to a large extent will depend upon how good transport planning they have done. In fact transportation should lead urban development and not follow urban development, is a larger message that comes over there and this particular positioning has got to be done in a very large way. Equally important like water board, sewerage board, electricity board, transport authorities, public and private related one, how do you work with that and that vision of transport planning should also be with the overall metropolitan regional development as MMRDA is now doing of providing all the flyovers and super flyovers including the mono rail etc., even though various departments are dealing with that.

Another dimension that has been very well brought out is of course partnership has got to come in over there and I would only like to add to the PPP word that he has said largely the PPPP adding one more P which is the people, namely public private people's partnership and not public private partnership because already any city development worth its name if the community and the residents and the society or the industries are participating in addition to private sector infrastructure development agency for waste management or a road project or rail project the community comes in a very large way. Rightly brought out Mumbai First is a good example, Bangalore agenda task force is a good example. Bhagidari in Delhi is a good example, Better Cochin Resource Centre is an excellent one where the people themselves are participating in the shape of things. I was in Indore recently, you will be very happy to know that the master plan is prepared by the people themselves. They had not waited for the Indore development authority of the town planning department of Madhya Pradesh, people themselves joined, the architects and planners and practitioners joined together and prepared. This is the master plan vision that we have for the city. Amazing. I have never heard of such an initiative coming. It's the fastest growing city. You should the amount of power in Indore. So therefore what I am trying to say is bring in more and more of the PPPP component and there should be space for that. The state government and the local government or the development authority should be able to give the right space for these type of institutions where the civil society themselves are participating in this particular activity. So that's one more dimension we will have to provide.

This will need some changes and tweaking with respect to the present provisions of the 74th amendment where everything has to be done at the level of the municipal corporation. That's the way it is and this is where I want to tell the last point of mine, do we have the capacity

International Workshop on Governance of Megacity Regions

and the capability within the municipal corporation excepting maybe I can count it by the two fingers of the two hands. Out of the 127 municipal corporations that we have in the country and the various other Mayors are there, where you have good capable planning; very rarely you have a physical planner or a spatial planner or a town planner in most of the municipal corporations. It is never there. We have never been having as you rightly said, never been having a sanitary engineer in respect of the waste management. Waste management is going to be one of the biggest problem facing all our cities ranging from 200 tons to as much as 7000 tons per day, to deal with such type of thing, do you have the wherewithal within the local body to deal with that. It cannot just be a health officer or somebody to deal. So the larger message is that we got to have what is called the new metropolitan city managers. So it is managing the city every day. How do you control, how do you run your cities from morning till night, do we have the capability either in respect of the technocrats or the engineering team or the water or the waste water, the power or the road and of course managing the whole thing. It's a high specialisation area. I am happy Nasser has taken the lead for the institution to deal with that, training. HSMA is also doing some work, human settlement management institute but this is an area we got to find out a new breed. I would end with that particular thing for a major effort for strengthening the capacity building and capability with the right level of city managers to deal with the type of urbanisation which is actually in an exploding situation. Thank you.

Chair: The point that Mr Suresh raised is very relevant. Capacity building absolutely it goes without saying is of primary importance. Under the government programmes of course under the JNNURM each state and each municipality is provided with a technical cell. If they want to appoint, but whether you get the right kind of people for those jobs or not is a different thing. The other important point Mr Suresh raised is the rise of the parastatals. The constitutional amendment very clearly stipulates that systems like water supply, sewerage and even transportation should basically lie with the municipalities. But in many cases even after the constitutional amendment these parastatals have become more and more important, more and more relevant primarily because of two reasons. One of course is the municipalities do not have the capacity or the finances to deal with such major issues like water supply systems or sewerage systems and number two is that in many cases the sourcing of these resources of water or the disposal of these things like the wastage go beyond the municipal levels. So there is a need for a regional planning and regional body. Whether that's absolutely necessary or not, there are some municipalities which are large in area and capacity they can handle it themselves but a large majority of them still depend on the parastatals. But we have two excellent officers who have actually handled this now. I will request both of them to speak. Since we have about 5 to 6 speakers my request will be that if you can confine yourself within 10 minutes it shall be of great help. So can I request Ms Uma to start? She looks after the MMRDA region, chief planner of MMRDA. Everyone knows what is MMRDA, at least who are those who are in Bombay.

Comments by Ms Uma Adusumilli: Thank you Sir. What I am going to suggest is something that has been already evolved through some discussions at metropolitan planning level and also the suggestions that were given to CPR during our previous interactions on the subject. One is that what was pointed out yesterday was that at metropolitan level we have lot of data gaps at the moment. So these are the suggestions I am making from being a field officer dealing with metropolitan planning and development. The metropolitan areas consist of multiple administrative jurisdictions and at times they overlap, at times they form parts of these jurisdictions. For example, Mumbai metropolitan region consists of two full districts and two half districts. So we know that economic growth data, then entire census data related to households and demographic data and data related to employment that comes through

International Workshop on Governance of Megacity Regions

economic census that happens once in 5 years in Maharashtra, all these data comes in the form of district level data. So it becomes very difficult to correlate this information and compile at the level of a metropolitan region to understand what are the trends that are observed in the last decade or half decade. To be able to do this one of the suggestions that came out was to re-districtise the immediate surrounding area so that metropolitan region whose jurisdiction doesn't change that often as compared to some other jurisdictions such as municipalities, so this area can form full districts, one or two or three or four whatever but not part of districts. This is one suggestion to manage data organisation.

Second is, this will also ensure that there are no multiple jurisdictions of democratic institutions today. To give an example we have an MPC in Mumbai metropolitan region which sits on two full districts and two part districts. The full the two full districts have their own district planning committees under the same constitutional amendment and the two part districts have their own district planning committees (DPCs) who have their own independent role to and MPC tries to sit over two half and two full and then there is a friction arising out of this and secondly there are *Zilla Parishads* and District Collectorates existing within the system and there are certain role distributions between an ideal MPC and an ideal Zilla Parishad and District Collectorates in terms of developmental functions and then fund delegation kind of functions. So they often overlap and lead to some kind of friction. So there needs to be some kind of organisation of spatial structure, at the same time functional structures that are mandated under the constitution today.

Secondly we also have 1000 villages in Mumbai metropolitan region and these 1000 villages are ranging between very small villages of 100 people to something like 5000 people. So if we are wanting a planned transformation of urbanisation in this region, on areas that can be urbanised and that need not be conserved, then this has to happen in a very systematic manner and to address 1000 village *Panchayats* and to convince them to come to this transformation stage and to prepare a spatial organisation for this planned urbanisation is going to be easier if there is some kind of restructuring of these 1000 villages into probably 100 Nagar *Panchayats* in the area specially where they are going to be urbanised as per the whatever analysis that happens at the regional level. So there could be some restructuring at this stage.

Also there is a division of developmental functions and the financial structures between *Zilla Parishads* and any new DPC or MPC structure that is going to be there because *Zilla Parishads* today channelize all the developmental funds that come through state and centre and any other channel. So the political economy at the level might not be willing to divest their authority over these devolved funds. So the transformation of MPC into also a political entity and a financial entity should happen in such a manner that during the transition period there must be some guarantees and entitlements of continuation to the existing systems and subsequently phase out institutions like *Zilla Parishad* in these areas and transfer those functions to the metropolitan planning committees.

Lastly there was lot of discourse since yesterday on the governance structures at this level. When we checked up with some legal experts I am told that MPC need not be ruled out as an alternative to *Panchayat* or municipal structure. It can be termed as the third tier under the constitution. It doesn't have to be a fourth tier. I do not know exactly what that means in terms of elimination of existing municipal and village structures. However, it appears to be if everybody willing, it appears to be a possible structure as governance structure but no matter what form of governance structure it takes, in its current form I think what would be at least

International Workshop on Governance of Megacity Regions

expected would be to marry the existing regional development authorities or metropolitan development authorities with the MPC as their boards. That's the least I think one should be doing. I am not sure whether I am really representing MMRDA or the government of Maharashtra while saying this but I think that is the least one should be doing in the short term. Replace the authorities of these institutions with the elected body of MPC and if the number of elected members within the MPC today appears very large some amendments to that extent can happen that these boards can function more frequently and with slightly lesser numbers of elected people. So these are the three or four suggestions I have to say.

Comments by Ms N Usha: I first thank the organisers for giving me an opportunity to speak in this august gathering. I am a senior planner with Chennai Metropolitan Development Authority. Most of the points which I wanted to cover were already covered by Mr Suresh. Chennai metropolitan area extends as of now over 1089 square kilometres and apart from Chennai corporations there are few municipalities and what we call as town *panchayats* and *panchayat* villages. CMDA as now sent a proposal to the government to extend the jurisdiction. We have given two suggestions, one to about 4000 sq.km and the next for about 8800 sq.km. The concept behind this is we are also feeling the need for establishing a regional development authority like what Mumbai has done, Hyderabad has done, Delhi of course they were pioneers in the NCR Planning Board and in fact we thought we were the last ones to come up with this suggestion. The order of the government is awaited.

Chennai traditionally is a semi-circle you must have seen the plans here. The metropolitan area is semi-circle in nature with arterial roads branching off in the North and in the Centre and in the South. So we have the manufacturing corridor in the Western side, we have all major industries like Hyundai, Nokia and other industries in the Western corridor and of course we have the famous IT corridor in the South which is along the beach, Bay of Bengal and lot of impetus was given for IT industry. The government came up with lot of incentives for promoting IT corridor and in fact CMDA has been recently entrusted with the task of preparing development plan for the Mani Malli Nagar Tripur IT corridor. In fact the current area is actually beyond the jurisdiction of CMDA but government has given us as a special task and that could be because we look at it in a holistic manner and we give a spatial plan which is what Mr Suresh was suggesting.

Coming back to the conference objective on the megacity governance, we personally feel that in the plethora of institutions involved the metropolitan planning committee is obviously the only choice for metropolitan level governance. There is no question on that. On delineation of the metro region, now we have given proposals. So the metropolitan planning committee can be linked to this metro region whatever we are going to delineate. The composition and other things of course it needs to change a little bit as my colleague from MMRDA pointed out. The elected representatives and the technocrats that mix can be decided on an appropriate basis but as a planner what we find is we prepare very good plans but when it comes to implementation the problem is the stakeholding agencies do not projectise their proposals based on what is suggested in the Plan and that is the reason why haphazard developments take place. So the metropolitan planning committees functions can be in such a way that it ensures that all these line agencies proposals are implemented in line with what is suggested in the planning document. In that way we will be able to achieve what we really want to. That will be the most important function of this committee as and when it is constituted and we can really translate these plans into action and we can see them develop. These are the few points that I would like to share to this august gathering.

International Workshop on Governance of Megacity Regions

Chair: So we just heard two things and of course the experience of Uma is when you have too many districts, too many villages in a one particular regional developmental authority, management becomes extremely difficult; to bring everyone on board becomes very difficult whereas Chennai has gone ahead. They have gone beyond the CMDA and they are now talking in terms of 8000 sq.km. of area but hopefully only for planning purposes not for actually administrative purposes. In many cases when they declared an area to be in the development authority area and areas for 7000 square kilometre or 8000 square kilometre at that point of time it was envisaged that land is very easily available. That may be a case about 20 years ago but not anymore. I do not to what extent it has actually benefited the area growth, it might have benefited some, like one of the MP's in the morning said, some investors in land, some promoters and developers who can always say that ok this is the area for the trunk line, this is the area for metro line, this is the area for hospital and that area is about 40 kilometres away or 50 kilometres away or may be in a different district but say that ok this is a part of MMRDA only 80 kilometres from this place but this is a declared urban area and sell those plots. Other than that what benefit has happened or has not happened, I am not in a position to say but clearly there is a requirement. There has to be some application of mind. So I think this is the right time when I can request Mr Sista Vishwanath who had been a former director of planning in HMDA to intervene and guide us.

Comments by Mr Sista Vishwanath: Thank you Chairman. At the start of session you have said single planners. What are the experiences and how they grappled with this problem of urban governance? So I will try to dwell a little about the experience of Andhra Pradesh in general and Hyderabad in particular in this regard. The Andhra Pradesh government enacted the MPC Act i.e. Metropolitan Planning Committee Act in 2007 which was a very quick exercise just to meet the JNNURM requirements and other urban sector reforms. But parallelly along with this the HMDA Act was also enacted which was the outcome of serious concern of the state government to tackle the metropolitan issues of Hyderabad and surroundings. This Act is a little different. It's a brand new Act of 2008, it is little different because it is through planning, coordination and development, promotion, what was left unsaid in the MPC Act was covered up in the HMDA Act of 2008 and in this the HMDA is envisaged as an apex body for planning, coordination and execution of development projects in the metropolitan region. A large area of 7100 square kilometre was declared as the metropolitan region covering 5 districts, one municipal corporation and two municipalities and two notified area committees.

The HMDA is a two level body with CM as the Chairman and roughly about 50% public representatives and remaining 50% serving officials in the government of all key sectors of development as members. At the operational level there is an executive committee that is the second tier consisting of officials of all the key departments and experts in the field of planning, projects, finance and land management. Then the conflict between what Uma and Usha were mentioning and of course Suresh also articulated is that the conflict between the ULBs and the *panchayats* exercising the so called development control over development to a large extent has been resolved in this by saying there is clear cut division of functions in the HMDA Act. This is little bit following the MMRDA Mumbai model and the HMDA as apex body has the powers of promoting and executing all land development that is it looks out only at the land and not the building permissions and the building enforcement or the monitoring mechanism. Then it has the powers of promoting all land development through land bank, through land pooling schemes, through development schemes and of course through the regulation of private land development.

International Workshop on Governance of Megacity Regions

Now this is all very well but the funding has been the bane of urban development in our country. The HMDA created the Hyderabad Metropolitan Development Fund with feed capital and metropolitan development and revolving fund from the state government. This is again modelled on Delhi as well as the Mumbai model. This metropolitan development fund is basically to meet the money required for execution of infrastructure and amenities development by the various ULBs, local bodies and the functional agencies like the parastatals as stated by Suresh, metro water works, AP Transco, the APSRTC, APIIC etc.

As far as planning is concerned there has been a paradigm shift in the planning process which has been brought out in the Act. Instead of the master plan it specifies a metropolitan strategy plan and together with a metropolitan investment plan covering all sectors of development from watershed management and environmental conservation to housing, infrastructure, amenities creation, transportation including mass transit, industrial and commerce development etc. with emphasis on preparation of action plans and area level plans. Again emphasis is given as Usha has also articulated, emphasis is given in projectisation of the plans and implementation of the plans through capital investment, budgeting and programming which ought to have been there in the MPC but then the MPC Act was nothing but a carbon copy of the constitutional amendment, just a four page enactment which did not spell out what are the actual functions the MPC is required to do and all other development Acts, all the UDI acts also don't articulate the implementation mechanism and the plan, programme and budgeting mechanism of the plans. You have a plan you have a nice good plan as Usha has said but then how do we implement that. So this Act makes it responsible on the part of the HMDA and other key functional departments to carry out through a metropolitan investment plan with a definite time period and plan programming. As Suresh has said there is a separate chapter of unified metropolitan transport authority. That means the Act required that transportation is one of the key infrastructure requirements in the region. This is with the Chief Secretary as the Chairman and all key functional departments as members.

Now all this, whatever is stated in HMDA Act is technically and administratively fine but the question oft asked yesterday and today in the morning is that is it able to achieve the objectives of metropolitan governance emphasized in this CPR study. To put it this way may be I am taking a very crude example but then could articulate better. In respect of Andhra Pradesh we have a driver or pilot in the form of MPC but whose vehicle is missing and then we have a vehicle in the form of HMDA Act who has no driver or is at best in auto pilot. Hence one of the suggestions as Uma and Usha also said is to give the driver to this fine Audi vehicle and of course with adequate petrol in the shape of metropolitan finance. Thus, both the legislations, the MPC Act which is only on paper and the HMDA Act which is too new out from the press you can say, both these legislations can be combined into one comprehensive law for ensuring effective metropolitan governance. We have the honour of having Secretary as the Chairman in this session. So one of the key issues as a planner which we often encounter is dedicated funding, especially funding for infrastructure development of cities. The Rakesh Mohan committee report talked about the cost of infrastructure needed for the country which ran into lakhs of crores. The Hyderabad master plan says we require one lakh crores of rupees just for this metropolitan development plan implementation. How do we get that? Here is the area where the centre has to step in.

I remember in 1994 there was project called megacity project in which four megacities of Delhi, Bombay, Calcutta, and Chennai were added and two were added later on as after thought that is Bangalore and Hyderabad. So we had six 5 million plus cities and we started

International Workshop on Governance of Megacity Regions

in small way but it was quite successful and made a very visible change in this metropolitan areas. So similarly such type of funding could be envisaged for our metropolitan areas in a graded manner. I think this should be addressed by the planning commission to allocate funds especially for metro cities directly based on a well-defined criteria like the Gadgil formula for State allocation with minimum strings. I think that will make a sea of difference. Thank you for listening to me.

Chair: Thank you Mr Vishwanath. No government whether it is central government or the state government can actually undertake to fund the entire requirement of infrastructure funding. Those 6 mission cities, the 6 mega cities have now become 35 mission cities and some money is available but the understanding was also that that the megacities or the mission cities will also have the capacity to raise the funds like today we heard someone that almost 6% of the GDP they have been able to raise through taxation. So that was also envisaged. But the more important point that you raised is how do you give this vehicle one a driver and some petrol, if it is possible. So if Professor Sridharan has some ideas about providing a driver and a petrol to the Council. I will like to hear from you.

Comments by Professor Sridharan: Thank you Chairman. I start with this very difficult job which has been assigned by you as well as naturally being a Professor I have another job which Mr Nasser initially mentioned, the objective. I take both the views Uma and Usha the problems and then convert them into some kind of objective for the future. Now you have added one more burden to me. So let me try.

We have heard what has happened in the case of Brazil in terms of politico-institutional contestation. Let me tell that it's not new to us. Then we also heard about field statement on South Africa, again institutional contestation. Now one more dimension is in terms of China and also South Korea which Mike Douglas has mentioned because most of our land laws comes from there, the land adjustment everything comes from there and then we try to incorporate it here. Now given this various amalgamation of laws and Acts, we are trying to fix a solution, we are trying to fix an institution for a dynamic problem. Metropolitan region is a dynamic region and we are trying to case it, frame it and then put it in a particular institution which is very difficult. We are trying to put spatial, social, economic everything and then try to frame it and then picturise it so that we can see it forever which is totally wrong from my perspective. The reason being we have seen the case of Delhi. We tried to plan only Delhi, then we went to that what you call Delhi Union Territory Area, then State and then NCR. Now the NCR itself is spreading its wings further and further and further. So where is the end to this? Are we going to create the India as one metro region? So that's a big question which we need to address, how we are going to do about it.

The second point which is being raised by the earlier planner speakers, yes we have Acts on all this. We also have an Act on community participation, the current STMA act or MPC act or MMRDA act anything, does it include this community participation and also the latest one on community funding/financing. Then the responsibility is shifted and then it becomes PPP what the last P which Mr Suresh has talked about. So how far this is possible? In fact the minister talked about the mixed land use. We started off with that. We have experimented everything in the world here. In fact if you see the hottest market in Delhi, the Khan market we started off with mixed used plan, then finally now ended up with only the commercial. So where exactly we are going?

International Workshop on Governance of Megacity Regions

In yesterday's discussion and today's discussion we talked about participation and everything. We are not really talked about the referendum system in Switzerland. Even for a small thing they talk about this referendum, even they can stop the country level issues through this referendum. If 1000 signatures are there or 10,000 signatures are there they can stop that whole thing. Do we have that kind of thing even under the RTI, we don't know. So we are trying to find out the new scalar arrangements which are again static in nature. I think it has been pointed out by the person from Jakarta, we require the horizontal as well as vertical arrangements and even in that we need a dynamic solution and also talk about the knowledge construction which takes into account the invisible spaces. It's not only the creative space or the credible space which Mr Munjee has talked about because again I bring in the another issue. Now the SEZ as a township as a separate unit has come up. How we are integrating within the MMRDA area or say CMDA area or Hyderabad area because they want a separate status in terms of function, in terms of management and thing and then throw out all the solid waste outside. Now that is one issue.

The second part which I want to talk about is the database which Uma has talked about. Again we experimented; Delhi came out with the first Act of spatial data infrastructure which I love it because theoretically it has got everything. You can see a 3D building in a street in a particular place and then plan. Suppose if it is turned this side, suppose one person constructs like this, what is going to be happen. Now that tool is again a toy. Beyond that it has not been used in the day to day practice because of coordination problems. Suppose every city has that SDI tool spatial data infrastructure tool we can do wonders. Not only about 30 years, I can even predict 100 years from now. Simulating the sea level rise, simulating the disaster everything but are we using those tools, that's a big question mark. There is a problem of coordination, rather than creating one more monster and then putting it in between the different scalar arrangements (the local level or the middle level or whatever level you talk about). So I think it is more in terms of how to give teeth to that existing institutions like especially metropolitan planning committee. Even for the finance I don't agree with some of my earlier speakers. Now we have to add on to what SFC has said, except Kerala where I have been involved with students in district planning committees where they cover both the urban and rural and then come out in with the district urban strategy, rural strategy everything and through participatory means and finally end up with a sectoral plan. So there is the system where the politicians participate, administrator participate everything. We have experiment, it's almost like Brazilian planning system. So we have all the things with us but how to use it and put it into proper practise is a big question. SFC gives us enough strength probably as Mr Pandey suggested putting GST and putting some more professional tax into that kitty. I think we can do wonders within the existing instrument how to use it and what kind of scalar arrangement we are going to have, and use of this SDI for the whole purpose. Thank you very much Chair.

Chair: Thank you Mr. Sridharan. Can I now request Mr Ravindra who is the urban advisor to the chief minister of Karnataka. Karnataka experience of course is very very relevant.

Comments by Mr Ravindra: Thank you and as I am the last speaker I hope all of you are sufficiently awake. When the subject relates to governance of megacity regions, then there are two broad issues as I see, one relates to the inter-governmental relations and the other to the actual governance of the metropolitan region. These two need to be distinguished. Let me begin where I think the question posed by Mr Nasser Munjee to begin with, objectives and institutions. Before creating an institution you certainly set certain objectives. So let me take the example of Bangalore. In Bangalore in the mid 80's when Bangalore's growth was quite

International Workshop on Governance of Megacity Regions

rapid, 70's and 80's registered the maximum growth in India for any metropolitan city. So government thought that we had already created a number of institutions, parastatals, apart from the municipal corporation we created an agency for water supply, for electricity, for transport and so on and so forth and therefore there is a need to create one agency, an umbrella agency, which would be able to plan and coordinate not merely for the city but for the entire metropolitan region for the larger area. So we created what is called a Bangalore metropolitan region which is 8,000 sq. km which covered the Bangalore district region territorially and this metropolitan region development authority was supposed to really plan for the entire region, prepare a structure plan and also coordinate the activities of the multiple institutions that were existed.

Now what has been the experience. We find that the objectives for which this institution was set up have not really been achieved. They did try to prepare what is called a structure plan with lot of consultants and all and that is still not in place, not being implemented in the strict sense of the term. We are again trying to revise the structure. Secondly, coordination, coordination is utterly failed, they have not performed that coordinating role at all. So one can go into the question of why has this happened. For instance one of the weaknesses I found was that the BMRDA is chaired by the Chief Minister himself and the heads of all institutions are members but the real difficulty was to convene the meetings because we have to get the time from the Chief Minister. So hardly meetings are held of this BMRDA but there is another reason which is special to Bangalore because we also have what is called a Bangalore Development Authority which is again with similar objectives that is the planning authority for the city not for the region and again they are supposed to coordinate the functions. There what happened gone was because the BDA as they say it was also a development agency, so the entire focus was on land development, allotment of sites, so that became the premier agency in which even the Chief Minister was more interested. So planning suffered in both places in a sense. So we must be very clear about not only creating a structure but what would be the real mechanism for implementation. I think that is extremely important.

So when we again talk about the MPC, the Metropolitan Planning Committee now, which is mandated by the constitution, in the first place I find that none of the States is really interested in setting up an MPC and some of them have set up more to fall in line with the mandate of the constitution primarily and perhaps more importantly to ensure that the central funds flow otherwise Mr Misra will cut off, will say you have not implemented the reforms which we have laid down and therefore I will not release the next instalment and therefore many of them have, Calcutta of course had set up earlier, Mumbai and Chennai, Chennai has not set up I think isn't it and nor has Bangalore.

So in fact as urban advisor, I will mention the experience of two initiatives that I had taken up. One is Bangalore is one large city which doesn't have a separate Act of its own. The Karnataka municipal corporation Act applies to not only to Bangalore which is the largest city in the state which is almost nearing 10 million becoming megacity and the next largest city is not even a million. So a number of other cities are combined in that Act. So we thought considering the special problems of Bangalore, Bangalore should have separated legislation and we are also tried to look at all these metropolitan issues and the local government issues etc. So we prepared what is called Bangalore Metropolitan Governance Bill. So it is the first time perhaps in India that an Act if at all it is passed will be called governance. It's not nearly a corporations act or some other. So we wanted to focus on governance. So it covers the entire metropolitan region. So it is between divided into three

International Workshop on Governance of Megacity Regions

parts. One is the local government, dealing with the municipalities that means the municipal corporation provisions would come in there. It will be the first part and we suggested a host of reforms. So now I think earlier the MP from Karnataka Chandre Gowda was mentioning how the Mayor gets changed every year and before even the first Mayor settles down the government starts thinking as to who should be the next Mayor. So the Mayor should have a longer term may be four years or five years. Therefore we proposed either a directly elected Mayoral system for a period of 5 years or at least have a Mayor in Council as in Calcutta but at the same time have a Mayoral Committee not a council like somewhat like the cabinet system at the state level. The Mayor is like the chief minister, another 10-12 members who will handle different portfolios and certain other reforms which are equally important have about decentralisation. Now the ward committees for instance I think we have been talking about, the ward committees are required to be set up by the constitution but very few cities have done or done it only for name sake. So here we gave proper shape to the functions of ward committees and also neighbourhood committees or *area sabhas*. Government has also passed a separate law called community participation law but they were not being set up at all for areas. So recently a PIL was filed in the Karnataka high court some of the actors went and said you have passed the Act as required by the constitution but the ward committees has not been set up. So just last month the high court directed that you shall set up the ward committees within a period of three weeks. So because it is a high court order and if you don't do it you will get into contempt, Government suddenly got together and they wanted to constitute the committee but even then the corporators said why do you want ward committees. So it is the reluctance to part with power is not confined to those in Delhi or in Mumbai or Bangalore. Even to those at this local level, the corporator feels I cannot part with my powers to the so called people or citizens, the Ward Committee or *area sabhas* where directly citizens have to participate. We are talking about participatory governance but in practice how practical is participatory governance and just because of few NGO's may be good. In the morning we found the person from you know Jakarta speaking very passionately about this, certainly very good, we want that to happen but in practice we find the problems and the hindrances come more from the political class not from the people themselves. In the name of the people we are trying to prevent giving power to the people, empowering the people. Empowerment is a very big expression these days but in the heart of hearts those who are in power at the higher levels do not want to empower those at the lower levels. I mean that is the key to be understood.

So how do we now looking at the future what do we do but we need some structure and we need to go by the constitution and ours is a democracy and therefore we cannot think of purely a democratic body, that is where for instance the conflict between democracy and efficiency does come in. Democracy we feel democratic elected bodies, the Councillors, the officials there, full of corruption, things don't happen, we have to move from pillar to post and therefore even the government you set up special purpose vehicles for railroad or metro or whatever it is and they may be delivering services with greater efficiency but MPC is again a body where two-thirds are supposed to be elected representatives and the other one-third are nominated. I don't think we can really go away from a democratic body, that is required also because ultimately you need political decisions. Only when the state government or the central government decides something, something will happen. So that is one initiative which we find in Bangalore we are still struggling.

The second one is that you know we are also trying to prepare an urban development policy for the state as a whole. This is where I would lay emphasis on policy. We are talking about so many things but unless those things fall in the context of an urban policy, urban

International Workshop on Governance of Megacity Regions

development policy or whatever it is things won't happen or they happen in an ad hoc fashion. So we created a policy framework for the whole State wherein we emphasised that just don't look at Bangalore which is a dominant city. It is like England means you think of London. As somebody said England is London and the rest. So all other cities and regions you look at it differently. Similarly, whether it is West Bengal, Calcutta and we don't even know the names of cities in West Bengal except Calcutta many of those who are outside. So Bangalore and the rest. So there are other cities like Hubli, Dharwad, Mysore and a number of others, we have 200 odd towns and cities. So we need to develop the secondary cities. When we talk about metropolitan regions let us not forget these are only a few in number but there are 100's and 1000's of other cities and towns where we also need to develop them otherwise cities will still continue to get congested. So ultimately I think that is the most important thing. So what should be the objective of the metropolitan region when you want to create in the first place what is that that he want to achieve in that region. Chennai now wants to have whether it is 4000, 8000 why, why do you want 4000, why do you want 8000, to Bangalore, Bangalore already. Do you feel that your capital city has got congested, you want to develop the other regions like in Bangalore that is the idea, we are set up smaller townships and then connect them. So but then again you are creating megacities and what about the quality of life, you are speaking about transportation, traffic, connectivity and now somebody in the morning spoke about the quality of life ultimately urban quality of life and if you look at the ratings of the quality of life cities across the world which is brought out every year globally. None of the megacities are there in the top 10 or even in the top 20. It is all medium size cities like Zurich and Geneva and Vancouver and Vienna and things like that and even London come down below. The quality of life does suffer if it is too large. So may be in the metropolitan region you have one core city already created. Think of other smaller townships where you may be able to create better quality of life. The last point is about urban capacity building, we also need to develop the capacity to manage the cities politically because political leadership at the same time administrative leadership. Reforms can happen only if these all these are married together. Thank you.

Chair: Before I take questions the only point that I want to add is the Planning Commission had constituted some sub-groups before they finalized the 12th Plan document. One of the sub-groups related to strategic planning and the sub-groups recommendation was by and large that while the concept of a metropolitan council is very good if you take up a very large area in the last 30 years' experience and all the speakers have also said that this is a vehicle without a driver and without petrol and it is very difficult to do. It's better that we confine ourselves to the core areas and also take up small towns where small in the sense in Indian context towns with 2 to 3 lakhs which has already an urban area with a peri-urban ring which is already there and prepare a spatial plan for them and then somehow they were all find a way to link each other. So that was the clear recommendation of the strategy group and this seems to be also coming out from this that while a metropolitan council can at best expect you to give some kind of a strategic plan some kind of a spatial plan, to expect it to be able to actually administer the particular area, govern the particular area at this point of time might be little difficult. So we have we will spend about 10 to 15 minutes time and we can take a few questions.

Q&A Session

Question (Ms Rakhi Mehra): I have a question; it is actually clarification towards secretary. You had mentioned at another conference on benchmarks on affordable housing and one of the benchmarks you mentioned on affordability, the revised affordability was 5 times since a

International Workshop on Governance of Megacity Regions

year ago and I just want a clarification because...housing is that looking at affordability from what the supply side can afford as opposed to what the demand side needs is a...upto almost 50% of income you spend on mortgaging payments. So my question is, it is actually clarification is that is that something the ministry is actually looking to actually enforce and why this thrust on home ownership.

The second question is to Nasser and Mr Suresh if you do understand and if you do agree with at least our thesis that incremental housing and self-built housing has the potential to be the most scalable solution as both consumers and producers of housing stock are the same people. What do we do about the built form as Nasser you seem to be the only one who was worried about the built form from an aesthetic point of view, what kind we do about the built form from a safety point of view and here I am talking both at the regional level where we see urbanisation is happening more on the seismic belts of India. So this is not even geographical, it's happening multi-geography and what do we do about the built form and who will be responsible for understanding the construction standard and the disaster implications of this sprawling urban towns and smaller cities. So whose responsibility is that?

Question (Philip Oldenburg): Let me take off from the point about the vehicle having a driver and fuel, it also has an engine and it's the engine I think has been missing in all of our discussions. That is the staffing of these particular institutions that we are talking about and in particular it seems to me that the question becomes that if you are talking about a new institution are you then talking about a new set of staff, are you borrowing staff from below or from above? If you are borrowing it from below or above who retains the final oversight over those particular people in the staff. It seems to me that any kind of active institution of this kind, particularly the political leadership has to retain a certain amount of responsibility and effectiveness in dealing with staff, setting standards to begin with for hiring and for performance and so forth otherwise it won't work. Thank you.

Question: My question pertains to the functioning of the MMRDA actually. Firstly, is there an attempt in the MMRDA to resolve a kind of conflict of interest that it faces both as a planner and as a developer or a player in the land market since it has developed the Bandra-Kurla complex and other areas in the city. Also secondly, are there steps that MMRDA is taking to internalise the externalities that arise from its activities. Again the example of BKC and the impact that developing that region has had on the transport networks from Bandra and Kurla. So internalizing those kinds of externalities through better coordination with other urban local bodies or other agencies. Thank you.

Chair: We will answer the three questions first then will come to you. To answer your question, when we said about 5 times, basically it is the entitlement. Now we have redefined the categories call the EWS and LIG and Economically Weaker Section will be considered to be that particular individual whose annual income is less than one lakh rupees and in LIG will now be that individual whose annual income is less than two lakh rupees. So previously it used to be 60,000 rupees and 1,20,000. So with an annual income of one lakh rupees an EWS category person is will be considered to be almost about 4 to 5 lakh rupees. None of the banks give you more than three times anyway but what you are saying is even if you are able to get about 4 to 5 lakh rupees of institutional credit support then we are not talking of places like Bombay and Delhi but in other parts of the country you might be in a position to build a small hutment of about 25 sq.mt. If it goes up to an LIG category and he gets up to 8 to 10 lakh rupees then with 8 to 10 lakh rupees he shall be in a position to build a small decent two bedroom apartment. I am not again talking of Delhi and Bombay. Let's not keep Delhi and

International Workshop on Governance of Megacity Regions

Bombay in our minds. I am talking of the whole country. To that extent these parameters will support. That is the reason why we have done it. In a place like Delhi and in a place like Bombay of course the solutions will have to be different because here the land cost and the building costs are very different.

Coming to the design or what are the specifications. Now you know that the whole country we have already have seismic zones clearly demarcated. We have also come out with building plan requirement of all the zones. There are lots of planners here who can step in, we further want to drill it down, we really want to go down the district level and even on a district level to identify areas which are sensitive seismically. So that is one thing. The second thing is develop control rules that DCRs norms which basically deal with aesthetics. That is also an issue which is engaging the attention of not only the national planners but also the state and regional planners. So this is to answer your question. Do you like to add anything on this before you go to MMRDA?

Mr Nasser Munjee: I am all in favour of incremental housing. I think that there is a real potential there but at the same time I feel that the supply side has not responded sufficiently to affordability issues because there are other forms of developing housing which is very fast, very quick and provides the quality that is necessary including seismic issues and I am involved with an NGO that is actually working on that. So a deliverable form is possible but it needs to be done to some scale. I am looking at by the HUDCO would look at some of these issues because this is exactly what we need to do because what India needs is speed and scale rather than the small interventions. How do you actually do that? The built form I am very worried about. When I say aesthetics it can actually be cheaper than what people are doing today. The concrete house two windows, terrace, staircase going on the side. You could really do something wonderful with that but we seem to have lost that texture in the last 30-40 years and even in Rajasthan I been to a village where a community has move from its old village which is so beautiful to something really hideous which is the modern box but I am little worried about that, for example incrementally fixing the old village we are doing far better than actually moving to the new housing.

Mr Suresh: Very briefly adding on self-build housing names all single storeyed building that means your utilisation of the land has got to be each household building his own house with the best possible space specification and service, the way they can do. It gives lot of flexibility for them. Satisfaction level will be very high, complaints will be less but there will be substantial delay because all wouldn't work together. But what is really required is that with the type of urbanisation and the speed at which the housing is to be done you can have a combination, I don't put either this or that you can have a combination of both those together. For example, if you want a little more larger density to be achieved where more number of people are to be accommodated in the same area, what we should do is we can work not only horizontal incremental housing but also vertical incremental housing. I have any number of good example which was done by the HUDCO's design and development wing with two storeyed incremental housing where the Bhopal gas tragedy housing, around 12 houses on the ground floor, 8 houses on the first floor. Ground floor people will grow horizontally and as far as the first floor people are concern in the space that is left out of the 4 unit they start doing the housing. So initially within that cost level which was told by the chairman we will do that and later on they can add on as in when they capacity. If you go to Chennai, Chitranagar, Tamilnadu slum clearance board housing three to four storeyed slum housing each of the category of people. They are not like *dabbas* which are going with one plan going like that but beautiful planning has gone there architects and planners have worked on it.

International Workshop on Governance of Megacity Regions

Each one can have the incremental housing, that means even in a single storeyed, double storeyed, triple and four storeyed development as against conventional multi storeyed blocks being there with good planning you can have incremental housing coming. So therefore there is hope for that particularly. But whether all that should be 'self-built' that means self-built means you are thinking of you along with the local mason or a carpenter, you won't have a contractor there obviously. But whereas if you want to use land in a better way do those particular initial component of the structural earthquake, cyclone, tsunami all those related things, fire related issues, do those particular correlated things and may be the additional component can always be supplemented by the families. It can be a combination of both those together, I mean that's short answer. I will open it later during the tea break.

Ms Uma Adusumilli: First the question on MMRDA's role as a planner and developer. The roles conflicting is concerned I would say that within the organisation we try to see that they converge and they do not conflict but the second set of roles that have a possibility of conflicting is again the role of regulator and role of a developer, not only planner but also regulator. So we try our best to see that they do not come in conflict but I think there is a larger role for observers from outside, citizens and observers also to watch out and just point out at an appropriate time if it is perceived that they are in conflict.

Secondly, about the externalities arising out of developments like Bandra-Kurla complex by a government agency like MMRDA, of course there are consequences. The consequences are two-fold. One is because it's an international finance and business centre and primarily a commercial area, there is lot of impact on traffic. So it's our effort to see that there are 4 entries and exit points coming into and going out of Bandra-Kurla complex to smoothen the flow into the rest of the city. The second consequence that might arise out of this is the land use readjustment in the area surrounding the Bandra-Kurla complex because the complex has acquired such a status today in terms of commercial status as well as the land value status, the areas surrounding it such as Dharavi and Sion and Mahim also tend to have the spill over effects of this impact and I think in the longer run it's useful for the city to readjust itself with this kind of land use readjustment rather than suffering from it.

Question: What could be role of the town and country planning legislation vis-à-vis the regional metropolitan development legislation on one hand and the MPCs on the another. So in what ways could they conflict, in what ways can we build better synergies?

Chair: Obviously there can't be any conflict. It has to be co-terminus with each other. Wherever there is a regional planning, there is a state level town and country planning body. It has to confirm to that.

Question: Dr Ravindra said that they have one urban policy in Karnataka, similarly we have national urban housing and habitat policy, we have national urban sanitation policy. Do you think sir there is a time now to think that we should have a national urban policy as well which includes all this whatever policies exist in centre.

Dr Ravindra: I was saying that the Karnataka policy is not yet come into force. I was saying these are yet to be approved by the government but this is a point I raised on before you take on. A couple of years back when the Deputy Chairman Planning Commission Mr Montek Singh had come and there is a discussion on urban issues, I said why not we have a national urban policy at least put certain strategic plan, about metropolitan regions and the type of local governments and infrastructure development. It has to be very broad it cannot be

International Workshop on Governance of Megacity Regions

because urban development is a state subject so states can formulate their own policies but at this national level may be a sort of...anyway national government keeps issuing guidelines on so many things, this can also be treated as a guideline. Some sort of a policy.

Chair: I think this is partly answered in the 12th Plan document. Obviously yesterday also you heard that urban development does not necessarily mean ministry of urban development and ministry of housing. It can also mean education, health, commerce, transportation everyone. So the 12th plan document has identified 5 or 6 broad subsector plans which should all converge and come out within urban development plan. The CDP, the city development plan or the urban development plan should have these 5 to 6 components. So once the planning commission documents stipulate that these are the 5-6 activities, then individual ministries will work on that. Out of the 6, 2 will be affordable housing for all, housing for all or inclusive growth for the slum areas. So this two will come in my ministry, transportation will go into two other ministries, so it's there is already an attempt but yes I agree with you at some point of time maybe we should come out with a integrated policy.

Question: I just wanted to know, Mr Misra this is for you, does it make sense considering the budgets that some of the city states now have for them to interact directly with the planning commission because for instance Bangalore as you pointed out has a requirement which is very different from what the entire state of Karnataka would need, or Bombay, so how about that as a different level of engagement considering that now state government would really like to give a clear idea of what they want for the urban areas. Should it be directly engaged with the Planning Commission?

Chair: The cities interact with the Planning Commission directly for funding? If the state government of Karnataka allows it I suppose they will do it. The question is it's not with the Planning Commission will not like to do it. The planning commission will definitely like to do it but the planning commission is there basically to apportion the plan outlay between the centre and the State not between centre and a particular city. If the states agree to that they might like to do it but I suppose as of now I don't see that situation coming up. They can definitely interact with individual cities. They do interact with individual cities. The central government ministries do interact with individual cities but for me you recognise that the state has to be there as a active player in that.

So let me take this opportunity to thank all the panel members for your contribution and suggestions. I know at the end of the day we have confused the matter more but it's a difficult area. So I don't think we can really expect an answer to come up immediately. One point is very well taken. It's a dynamic situation. The other point is there is a need for a strategic planning at a regional level even if there is no need for actual devolution of powers and funds and finances to the particular level. There is a dire and crying need for planning and this constitutional body which has been created, the metropolitan planning council should have been should be given some kind of an additional responsibility and make it more visible. There is also a clear thinking that community participation and local level participation particularly in large towns where the ward sizes are very large, will have to be brought in because that is not democracy as such but that's also good management. The only other day I was reading a Chinese article which said they want to involve the people of the towns to discuss not because they wanted to give democratic powers but they thought that once we involve the people then it becomes the managerial decision and implementation becomes easier, implementation becomes much easier. So once again thank you all.

End of Session VII