

COMMISSION 2: MANAGING URBAN GROWTH

Commission meeting – 3-5 December 2009, New Delhi

Summary of Proceedings

Introduction

This was the first meeting of the Commission which was jointly hosted by the National Institute of Urban Affairs (NIUA) of India and Metropolis. The event was very successful and attracted decision-makers and practitioners from the urban development sector to discuss the impact of urban growth.

The mission objective to engage with major Indian cities was fully met. Overall, 40 delegates from 17 cities participated in the Commission meeting, and 15 speakers (ten of them from Indian Cities) addressed the meeting. All the presentations were from acknowledged experts, and of the highest quality and relevance to the work of the commission. The main thrust of the presentations was on: 1) new technologies and e-transformation in the urban sector; 2) strategic planning, integrated transport and liveability of cities; 3) social inclusion and poverty alleviation; 4) funding infrastructure; 5) reforming governance systems; and 6) the role of government.

A key indicator of the meeting's success was the very positive feedback from the participants and their desire to continue their association with the Commission (six Indian cities have joined as members of Commission 2 following the meeting).

Acknowledging the role of the three cities involved in realising this event, the meeting was chaired by Melbourne (Mary Lewin, Commission Coordinator) with two co-chairs:

- New Delhi (Prof Chetan Vaidya, Director, National Institute of Urban Affairs [NIUA] and official Indian host of meeting) as host; and
- Cairo (Prof Mostafa Madbouly, Chairman, General Organisation for Physical Planning (GOPP), Egyptian Ministry of Housing, Utilities and Urban Development) in its role as the Commission's Vice-Chair.

Also assisting in the running of the event was Mr Sunil Dubey, Director, DAProjects (Sydney) and Metropolis Liaison Officer, who very skilfully and succinctly summarised the presentations.

Speakers and summary of presentations

1) **Ms Mary Lewin** – Overview of Commission 2 (C2)

Mary Lewin, Commission Coordinator, opened the meeting with an introduction on Metropolis and its objectives in promoting international cooperation and exchange among the world's largest cities. The Metropolis primary goals include development of a knowledge and experience platform for efficient institutional capabilities, constructive influence of metropolitan governments on global urban forums and wider cooperation among the members in regional and global urban initiatives.

Ms Lewin provided an overview of the commission objectives, working methodology and program for C2 events and activities through to the final commission report. The detailed

objectives of managing urban growth were defined in terms of city liveability (index and urban indicators), challenges of urban sustainability for environment, basic service provisions for informal sectors, use of proven technology for city infrastructure and urban governance.

She acknowledged especially the concept of the inclusive city in future urban development patterns and the importance of competitiveness among cities in the global economy. The work of Commission 2 is focused on the role of governance among urban stakeholders, technical capacity building programs (eg e-Planning, e-Governance) for emerging cities and on identifying innovative solutions for sustainable growth and for improving the liveability of cities.

2) **Mr Jeff Rhoda** - Smarter approach to urban management: the use of new technologies (IBM)

Mr Rhoda, Vice-President, Public Sector, IBM Corporation, provided an extensive overview of cities through the 'Connected World' theory. Global cities play the most important role in economical, social and technical challenges of urban growth. At the centre of all urban activities 'People are Making Changes' for the creation of 'A Planet for Smarter Cities'.

Mr Rhoda explained the importance of technology and smarter systems for managing population growth in cities, projected at 70% of world population living in cities by 2050, and align the urban infrastructures to prepare mode (v/s repair mode). He provided an outline of the 'System of Systems' concept where an integrated urban system works on smarter transportation, smarter energy utilities, smarter health care, smarter education and smarter public safety.

3) **Dr Vinay Lall** - Inducting outcomes in metropolitan infrastructure planning and governance in Mumbai

Dr Vinay Lall, Director General, Society for Development Studies, presented a detailed case study on Urban Governance and administrative process in Mumbai. Dr Lall provided important examples of emerging urban challenges for administrative reforms and lack of coordination in city governance at all levels.

He explained the 'City within City' syndrome which results in weaker administrative protocols and linkages. Dr Lall put stronger emphasis on consolidation of data to drive efficient and effective outcomes for reform and governance projects in Mumbai. 'Department to department planning' (DDP) was his mantra for effective communication in urban administration and cohesive implementation of urban projects.

4) **Arnab Roy** - Reforming Governance Systems in Kolkata

Shri Arnab Roy, Municipal Commissioner, Kolkata Municipal Corporation (KMC), presented an outline of the Reformed Governance System in Kolkata, where 42 urban local bodies (ULBs) manage above ten million people in the greater KMC region. There is a greater influence of floating population (above five million people) within KMC which is heavily dependent on employment opportunities and the city's economic growth. Consequently, the city infrastructure and basic services are stretched to the seams on a regular basis. KMC is participating and actively engaged with numerous organisations and agencies in capacity building programs to address some of their significant urban issues such as poverty alleviation, social development and administrative reforms.

Shri Roy presented the 'Citizen Centric' governance model for KMC where citizen engagement and responsiveness play a vital role in defining the process of decentralization and delegation of administrative powers. A brief history of administrative structures before 1980 was presented to demonstrate the value of the reformed governance systems. The governance reforms are following e-Governance guidelines to achieve effective

administrative methodologies and enterprise modules for efficiencies in procurements. Shri Roy clearly established that some of the public survey results were direct outcomes of citizen centric initiatives and urban projects in KMC.

5) **Vandana Chavan - Social inclusion: policies and strategies**

Ms Vandana Chavan, former Mayor of Pune and a prominent civic leader, provided a broad overview of social inclusion in urban India and recognition of slum settlements as integral parts of cities. Ms Chavan gave compelling arguments about examples of recent informal settlement to convey the key message of “poverty is getting recognition” in the urban context, not only in India but throughout the world. The good governance objectives were defined along with landmark interventions, including the 73rd and 74th Amendments to the Indian Constitutional Act, to demonstrate social inclusions and direct citizen participatory measures in Indian urban affairs.

There was special emphasis on the role of women in urban governance and active involvement in policies relating to urban growth. Ms Chavan provided good examples of urban governance and citizen participation through case studies including ‘Smile Saheli’, ‘Youth for Earth Care’ and ‘Five Green Solutions’ awareness programs to educate people about environmental issues. The effectiveness of such messages was clearly demonstrated through her personal initiative “My Experiments” where she engaged with senior citizens and retail hawkers to address their concerns and problems to reach agreeable solutions through urban institutions and agencies.

6) **Prof Mostafa Madbouly - Planning and implementing urban projects in Cairo**

Prof Mostafa Madbouly, Chairman, GOPP, Ministry of Housing, Utilities and Urban Development (Egypt), presented the concept for the Greater Cairo Region (GCR) Vision 2030 and its urban planning objectives. The GCR 2030 focused on the principles of global, green and inclusive with fundamental emphasis on Citizen First for Equal City. The GCR 2030 plan deals with the special heritage fabric of Cairo due to its historical and economical context. The urban sprawl and informal settlements have compounded the challenges of the urban growth, where population is projected to reach 30 million by 2050, in spite of remarkable efforts by urban policy makers to limit the city’s growth.

Prof Madbouly highlighted the need for a participatory methodology for transparency in city governance, social inclusion and active engagements with informal sectors. In order to attain GCR’s mid- to long term objective to become a regional economic hub, strong emphasis is being placed on upgrading the liveability index to international standards and to increase the competitiveness with other cities.

Prof Madbouly also highlighted the fact that GCR has only 0.3sqm per capita green space compared with the UN-recommended 12sqm per capita. This has posed a major challenge for urban policy makers and urban planners in addressing environmental and urban sustainability concerns. The GCR 2030 incorporates an integrated approach to land-use planning where transport corridors are vital arteries for urban expansion, and land bank reforms are dealt through effective legislative tools. The urban challenges for Greater Cairo are substantial but in managing its urban growth the GCR 2030 is addressing these issues in a cohesive and participatory way to create a sustainable city.

7) **Prof Chetan Vaidya - Measuring urban renewal**

Prof Chetan Vaidya, the New Delhi host of Commission 2 and the well regarded Director of the National Institute of Urban Affairs (NIUA), India, provided an extensive outline of India’s urban governance framework and recent urban renewal programs. Prof Vaidya presented a historical and statistical journey of ‘Rural to Urban India’ and highlighted the importance of administrative and governing agencies in responding to the fundamental issue of rural migration to cities. The innovative financial models have been effective measures to

address some of the vital urban issues in the short period of time. The Government of India has launched its most ambitious urban reform program, the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) which focuses on economic and social infrastructures of cities, upgrading liveability conditions for urban poor, urban administrative reforms for efficient and transparency, innovative investment strategies for urban infrastructure and administration of the 74th Amendment to the Constitutional Act for urban reforms. He emphasised the need for economical productivity, efficient governance, inclusive structures and responsive characters of cities as vital for the management of rapid urban growth in India.

Prof Vaidya presented a capacity building and learning platform (or portal) for cities to learn from each other by participating and engaging in effective urban solutions and governance guidelines. The Peer Experience and Reflective Learning (PEARL) program has demonstrated measurable outcomes among the collaborating Indian cities and urban agencies in urban liveability, administrative feedback and implementation of urban reform projects under JNNURM.

8) **Mr Halvard Dalheim** - Integrated transport and land-use planning in Melbourne

Mr Halvard Dalheim, Director, State Strategy, Victorian Department of Planning and Community Development, presented a compelling case study on integrated transport and land-use planning. The Melbourne (Victoria) context, Melbourne 2030, was effectively presented to demonstrate the planning objectives of managing urban growth: sustainable and quality living standards, economic competitiveness, access to jobs, equity and essential infrastructure. The fundamental aspect of integrated transport and land-use planning explained the key solution for a sustainable city structure.

Mr. Dalheim explained the five key propositions for sustainable city forms: a) transport planning and land-use planning are the same thing; b) governance is old hat – culture is king; c) there is only one transport system in Victoria and it performs many tasks; d) access to central Melbourne is about walking, cycling and mass transit – not cars; and e) building new transport infrastructure is a last resort.

The harmony between drivers of growth (urban and economic) and appropriate and timely government response is absolutely essential for dealing with the challenges of urban issues. Mr. Dalheim explained the correlation between agglomeration economics and potential job corridors for metropolitan Melbourne. The important shift from monocentric (one major centre) to polycentric (multiple major centres) model would drive the sustainable growth of metropolitan regions in the future (ie, from city to metropolis).

9) **Dr Shikha Jain** - Achieving liveability in Udaipur City through heritage resource management: perspectives on royal custodianship and local governance

Dr Shikha Jain, Director, DRONAH and Principal Consultant to the Maharana of Mewar Charitable Foundation (MMCF) Udaipur, India, provided an outline of urban patterns in Udaipur and stressed the importance of retaining heritage values to ensure the city's continuous economic growth and strategic advantage in the region. Dr Jain provided some vital statistical data, and explained the urban frameworks and historical governance in Udaipur. The effective and persuasive Heritage Resource Management program has highlighted the urban and economical merits for the city and received wide recognition from various international organisations including that of the 'world's best city for travellers' (2009). The City Development Plan clearly states the preservation of the cultural and heritage fabric in its policy guidelines and current action agenda.

Dr Jain emphasised that the challenges for the City of Udaipur, known as the "Venice of the East" are no different from any other urban city and include urban sprawl, urban poor, land encroachments and vital issue of social inclusion for economic developments. Although the lake is the focal point of the city's economic engine, it also poses the biggest urban

challenge to retain its natural habitat in the face of increasing population density. Dr Jain explained the important role of the MMCF's active engagement with the Integrated City Development Planning in highlighting the balance between heritage, culture and economics. The Eternal Mewar programs demonstrated that good urban engagements could be achieved through contributory capital investment planning where public and private institutions work together for the common goal of preserving the city's cultural heritage to ensure economic growth.

10) **Mr Nabarun Ray Chaudhuri** - E-transformation in the urban sector

Mr Nabarun Ray Chaudhuri, Head of Urban Development and e-Municipality Initiatives at TATA Consultancy Services, presented case studies on innovative transformation in Indian urban sector, through the applications of information technology partnership models. Mr Chaudhuri discussed the merits of the administrative methodology of urban local bodies (ULBs) and technology interventions for governance. 'Better Governance, Better Livelihood' is a key objective of the IT integration programs where focus factors are based on defined desired service levels. The integrated partnership model works on a four tier accountability level due to governance requirements in the administration of urban services.

Mr Chaudhuri presented four case studies which included an integrated delivery model for Kolkata, e-municipality (portal) for Orrisa, participatory planning (Bhavishya) for urban services mapping, and citizen government partnership (Bhagidari) micro planning for New Delhi. He stressed that, due to lack of experience, exposure and engagement at all levels of administration and citizen forums, 'Design through Evaluations' was a key factor in implementing these programs. The program outcomes were measured through satisfaction surveys, service benefit for senior citizens and access to basic on-line services for citizens to pay house tax, utilities bills etc.

11) **Prof Ashwin Mahesh** - Bangalore and its challenges in managing urban growth

Prof Ashwin Mahesh from the Indian Institute of Management (Bangalore) and member of Agenda for Bengaluru Infrastructure and Development Task Force (ABIDe) presented PlanBengaluru, a comprehensive and integrated plan for the Bangalore Metropolitan Region. The presentation included an outline of Bangalore's urban growth strategies and the benefits of knowledge partnerships in addressing current and future urban management issues.

Prof Mahesh explained the wider scope of PlanBengaluru including citizen-centric governance, management of urban environment, integrated transportation, public safety, urban poor and sanitation; and the importance of knowledge partnerships such as the Greater London Authority (GLA), Metropolis, CISCO and the Ahmedabad Urban Development Authority (AUDA). The ABIDe methodology concentrates on public consultation, administrative reforms and strategic implementation of urban reform projects in the Bangalore metropolitan region. Prof Mahesh provided examples from Transport recommendations – eg. Comfort v/s Timings, Innovative Transport Corridors, transport modules and the importance of Connected Bangalore.

12) **Prof Om Prakash Mathur** – Funding Urban Infrastructure (India)

Prof Om Prakash Mathur, Principal Consultant, National Institute of Public Finance and Policy (NIPFP), India, gave an important lecture on the urban policy framework, urban governance and finance structure in India. There were compelling examples from historical urban reforms initiatives, their impact on growth of cities and current urban reform emphases on higher productivity for cities, primarily metropolitan areas. He noted a paradigm shift in urban finance during the early 1990s, primarily driven from the 74th Constitutional amendments, principles of subsidy and equity and distribution of public finance with larger accountability to public agencies. Inter-governmental fiscal changes

provided growth opportunities for banking and private financial institutions to actively participate in urban infrastructure projects.

Prof Mathur spoke about structures and guidelines for urban finance borrowings by urban local bodies (ULBs) and successful market-based financial systems in the Indian urban sector. The current urban reform initiative – Jawaharlal Nehru National Urban Renewal Mission (JNNURM) – links the financial grant system with various administrative agencies, thus providing transparency and fiscal accountability to stakeholders. Prof Mathur referred to the future need to redefine urban infrastructure finance in India, related to urban security, safety, environmental degradation, climate change, and effect of WTO and carbon trading as vital sources of urban financing.

During his address, and in his role of Vice-President of Governing Council of National Institute of Urban Affairs (NIUA), Prof Mathur acknowledged the vital role of Metropolis in promoting urban governance and reform, and on behalf of NIUA council declared his support for the Metropolis-NIUA partnership in future years.

13) **Dr Sneha Palnitkar** – Preparing cities for urban poverty Alleviation

Dr Sneha Palnitkar, Director, RCUES, All India Institute of Local Self-Government (AIIILSG), presented vital statistics on urban poverty in India, and a broad outlook of the Urban Poverty Alleviation reform project. The focus remains on the various manifestations of urban poverty, and related issues such as growth of slums with the economic rise of cities, policies relating to urban land tenure and availability of affordable housing for urban poor.

Dr Palnitkar highlighted the fundamental issues such as basic services for the urban poor in metropolitan cities and Job opportunities to be spread along regional economic corridors. There was immense pressure on governments to address urban poverty issues (urban slums in India constitute up to 40% of city population); and 52 major UPA programs have been initiated since 1952 to raise the living standards of urban poor in the cities. The reform programs rely on good governance guidelines, capacity building programs with the support of international and national agencies, and the promotion of inclusive growth programs where urban poverty is addressed at the master planning stages. There is a stronger focus on addressing and implementing strategic frameworks for poverty alleviation at local government level, where grass root issues could be identified and dealt with in collaborative ways and outcome measured for effective case studies. Examples included ADHAR (Conceived out of the experiences and learning's from the past poverty alleviation efforts), Kudumbashree, Asraya in Kerala state, Andhra Pradesh Urban Services for the Poor (APUSP) and Kolkata Urban Services for the Poor (KUSP).

14) **Prof David Wilmoth** – UN Global Compact Cities Program (UNGCCP) – A Perspective

Prof David Wilmoth, Director, Learning Cities International, highlighted the objectives and framework of UN Global Compact Cities Program (UNGCCP). The program provides an important international platform for cities towards mobilising existing local resources to meet the economic, social, and environmental challenges of urbanisation and future growth.

Prof Wilmoth discussed the core values of UNGCCP, initiated by ten principles of the UN's Global Compact broadly defined as human rights, labour standards, environment and anti-corruption. The Cities Program is an urban-focused component of the UN Global Compact and provides a unique model for cities across the globe to develop innovative and sustainable solutions to long-term and seemingly intractable challenges based on the governing principles. Prof Wilmoth highlighted the need for better governance of the critical environmental and climate issues relating to economic growth of cities. UNGCCP has developed a value-based approach for integrated approach to developing sustainability indicators for cities, communities and organizations.

15) **Mr A Mahendra** – Jamshedpur's Basti (Colony) water project

Mr A Mahendra, Deputy General Manager, at Jamshedpur Utilities and Services Company (JUSCO) presented a case study on water sustainability and supply of reticulated water to unserved areas of Jamshedpur. The project was developed on a public-private partnership (PPP) model and followed project guidelines from Melbourne under the UNGCCP framework. The three major stakeholders, government agency, local corporations including JUSCO and civil society, including Bagan Area Vikas Sammitte, industry association and senior citizen, participated in the project from the initial stages to implementation and operational monitoring of the water supply.

The project applied a four pronged approach model for the delivery of urban service and implementation of service infrastructure. The model included reduction of water consumption and water losses in areas already fully reticulated, alternate source of funding for new service infrastructure, customer management systems for transparency and accountability, and implementation of 'volumetric tariff' administrative tools. The model clearly demonstrated the correlation between operational efficiencies and reduction in water costs. The collaborative process demonstrated the increase of piped water supply from 18% to approximately 48.5% within the defined region and it provided incentive schemes to customers who are actively participating in water supply. Mr Mahendra outlined future works with a set target to achieve approximately 70% of piped water supply in the city.

16) **Prof Chris Johnson** – Role of infrastructure and governance in City Planning

Prof Chris Johnson, Former Executive Director, Department of Planning, Government of NSW and Director of Metropolis Congress 2008, Sydney, compared various levels of governance and their impact on the economy and growth of cities. These were benchmarked through survey studies and evaluated with comparative global cities. The comparative analysis (urban governance and economic infrastructures) were discussed among key Australian, Chinese and Indian cities.

Prof Johnson then presented case studies based on the Metropolitan Strategy for Sydney and the City Centre Plan for the regional city of Wollongong. The Sydney case study, City of Cities, focused on the creation of regional hubs, integrated infrastructure corridors and the creation of additional jobs to enhance the economic growth of the metropolitan Sydney. The strategy focuses on equitable access to Sydney's infrastructure and services for future growth. The planning for Sydney's future concentrates growth in defined centres, to ensure that Sydney's residents do not have to travel more than one hour a day whether for jobs, higher order medical and legal services, major cultural and entertainment venues, or for regional open space or recreational opportunities. In that context Prof Johnson included the urban framework strategies for the regional centres of Illawarra, Lower Hunter region and Central Coast of NSW.

The City Centre Plan for Wollongong focused on the vision strategy for additional job creation, building control and planning instruments, and development contribution for public projects. Prof Johnson noted the important and effective role of media and communication platforms in achieving desirable and sustainable urban precinct results. The 'Connected City' is the paradigm shift for all cities of the future.

17) **Prof David Wilmoth** – Criteria for successfully managing urban growth and Ideas for urban growth management

Prof David Wilmoth presented the functional outline of the Commission 2 objective within the overall theme of urban growth management, and discussed in detail the specific criteria of urban growth: 1) managing urbanism, 2) services and infrastructure, 3) social inclusion and equity, 4) economic development, 5) sustainability, and 6) governance. The approach and decisive factors for the final C2 report was explained with particular emphasis on roles of markets, informal sector, managing by example, culture and practice.

Prof Wilmoth provided a compelling argument on: 1) policy issues relating to economic, political and climate refugees; 2) robust growth management and participatory measures; 3) the vital role of knowledge networks in managing urban growth; 4) climate response is not an individual, regional or country matter, but requires a global effort; and 5) thinking of cities as energy and materials systems. The learning from each other is vital for global sustainability as time and again it has been proven that 'most liveable cities are definitely not sustainable'.

Prof Wilmoth emphasised the bringing of new issues, ideas, solutions, case studies to influence the Commission 2 report and for engaging and communicating effective outcomes and proven urban measures at all levels of governance.