

City Development Plan Framework and Process

1.1 Hyderabad Urban Agglomeration – A Profile

Hyderabad Urban Agglomeration (HUA) is the sixth largest in India, with a population of 5.75 million in the year 2001. Hyderabad is one of the fastest growing metropolitan cities with a decadal growth rate of 32%. It has established itself as a centre for sunrise industries such as information technology and accounts for 10% of IT exports of the country.

The urban agglomeration radiating out of Hyderabad is spread over an area of 778.17 sq. kms and comprises Hyderabad, and twelve other municipal entities surrounding it. Hyderabad perched on the top of the Deccan plateau, 1776 ft above sea level is noted for its natural beauty, temples, mosques and minarets, bazaars (markets) and bridges, hills and lakes. Hyderabad is also recognised as the city of pearls, silverware, sarees, 'Nirmal' and 'Kalamkari' paintings and artefacts, unique 'Bidri' handicrafts, lacquer bangles studded with stones and silk and cotton and handloom clothing materials. The Hyderabad Metropolitan Area is larger than Hyderabad Urban Agglomeration and covers an area of 1905 sq. km.

Hyderabad is located on the crossroads of the rivers, Krishna and Godavari in the peneplaine Telengana. Regionally, Hyderabad lies on the convergence of national and state highways and trunk, air and rail routes, which link it with other metropolitan centres and key centres of importance in the country. The well-developed national and regional rail-road network criss-crossing the city improved the access of Hyderabad to a number of key growth centres within and outside the state. Hyderabad has excellent domestic and international air link to the major metros of India and important international destinations in south East Asia, Middle East, Europe, North America and other countries. The emergence of new economy industries has catapulted Hyderabad to a prime position in India. The setting of Fab City and other new economy industries and the upcoming international airport would place Hyderabad as a regional hub in this part of the world.

In a fast globalizing world, it is essential for Hyderabad to offer world-class services to attract global investments. The global companies consider not only the investment climate and economic potential of cities while making investment and location decisions but also the quality of services offered by cities. In this context, it is imperative that Hyderabad has not only a good investment climate, but also world-class services comparable to other cities. However, the city is experiencing a severe strain on its infrastructure, due to rapid urbanisation, unplanned growth and industrial development.

The city is deficient in service delivery and trails other Indian metropolitan cities on most service delivery outcomes. As described in Tables -1.1, 1.2, Hyderabad has the lowest rating in terms of parameters like GDP, literacy rate, drop out rate, child mortality rate, sewerage, transportation etc. but yet there is potential for growth as Hyderabad is establishing itself as a technology hub through initiation of various reforms.

1.2 City Development Strategy (CDS) Hyderabad

To address the infrastructure and service delivery gaps in Hyderabad metropolitan area, the Municipal Corporation of Hyderabad has prepared a City Development Strategy (CDS) in 2003 with support and assistance from Cities Alliance, United Nations Centre for Human

Table 1.1: Hyderabad in National Scenario- Comparison with Benchmark Cities

		Hyderabad	Mumbai	Delhi	Chennai	Kolkata
Economic	Gross District Product Per Capita	Rs. 23000	Rs. 43000	Rs. 39000	Rs. 34,000	Rs. 33,000
	Population below poverty line (2001)	23%	27%	8%	20%	6%
	Economic Disparity (% of low and lower middle Income households, 2002)	37%	27%	18%	42%	32%
Education	Literacy Rate (2001)	79%	87%	83%	80%	81%
	Drop out rate (2001)	66%	42%	52%	46%	42%
Housing	% of population living in slums (2001)	37%	55%	35%	40%	31%
Health	Child Mortality Rate (2001)	6.90%	NA	2.60%	3.70%	1.60%
Water	Piped water supply per day (Hours)	2	NA	2	1	NA
	Per capita Availability in lpcd of potable water	110	168	180	106	173
	Household water connections (2001)	36%	58%	51.30%	NA	23%
Sanitation	Sewerage Connections (UA)	41%	NA	55%	55%	NA
Transport	Average commute time (minutes)	60	30	45	NA	NA
	Public Transport Utilization rate	44%	NA	62%	36%	NA
	% Area covered by roads	6%	10%	18%	10%	12%
	Vehicles Density (passenger car units per KM of road length)	723	242	NA	293	NA

Source – Monitor group report

Table 1.2: Hyderabad in Inter-National Scenario- Comparison with Benchmark Cities

		Hyderabad	Hanoi	Bangkok	Jakarta	Johannesburg
Economic Outcomes	Per capita income (USD)	511	3,510	15,053	7,2,69	2,900
	Population below poverty line (2001)	23%	1.80%	NA	NA	25%
	Unemployment Rate (%) (1998)	22%	10.30%	2.20%	16.80%	26.40%
Education	Literacy Rate (2001)	79%	92%	97%	98%	93%
	Drop out rate (2001)	66%	7.40%	NA	NA	NA
Housing	% of population living in slums (2001)					
Health	Child Mortality Rate	6.90%	4.20%	3.30%	2.40%	5.50%
Water	Household access to water	81%	100%	NA	91%	84.50%
	Per capita Availability in lpcd of potable water (Water utility coverage area, 2003)	106	NA	NA	77	261
	Household water connections (2001)	64%	70%	99%	50.30%	50%
Sanitation	Sewerage Connections (UA)	41%	50%	100%	64.80%	84%
Transport	Average commute time (minutes)	60	15	60	NA	50
	Public Transport Utilization rate	44%	2%	28%	NA	33.40%
<i>Source – Monitor group report</i>		Strong	Weak			

Settlements Programme (UN-HABITAT), Urban Millennium Partnership (UMP) and Water and Sanitation Programme (WSP). The key objective of City Development Strategy Hyderabad was to prepare and implement a strategy for creating a robust economy with equitable growth.

1.3 Objectives of City Development Plan (CDP)

The government of India has launched a major programme viz., Jawaharlal Nehru National Urban Renewal Mission (JNNURM), for promoting reforms and investments for select 63 cities. Hyderabad is one of the eligible cities under the scheme. Under JNNURM, it is mandatory to prepare City Development Plan through consultative process. Accordingly, the MCH and other key stakeholders prepared the CDP based on the City Development Strategy formulated earlier.

The main objective of the CDP is to have a planned growth of the city in the desired direction and to project Hyderabad as a Global City, guided by a shared vision for city's development. The CDP makes basic policy choices and provides a flexible framework for adapting to real conditions over time. It emphasizes on issues of priority local concerns for liveability, and the implied requirements in terms of:

- ?? Enhancing City Productivity
- ?? Reducing Poverty
- ?? Improving Urban Governance and
- ?? Enhancing Financial Sustainability

The CDP comprises of sectoral plans for the identified sectors for a time horizon of 20 years outlining policy framework and investment interventions to achieve the vision.

1.4 Scope of CDP

The CDP outlines the strategic policy and investment interventions to achieve the vision of Hyderabad including formulation of sectoral plans for the identified sectors. The scope of work is to:

- ?? Assess the existing situation with regards to demographic and economic growth, infrastructure services, municipal finances, etc.
- ?? Identify the gaps in service delivery
- ?? Outline the issues faced by the City's poor
- ?? Prepare a vision and sectoral strategic framework outlining the goals, strategies, interventions/projects to achieve the vision and
- ?? Formulate a city investment plan with appropriate financing strategies and an implementation action plan.
- ?? Focus on the reforms to be carried out at the state and local level in consonance with the vision and strategic plan outlined to sustain the planned interventions.

1.5 Process

The CDP presents the city development issues, deficiency analysis and a management framework outlining strategies and guidelines for future growth. The plan provides a distinctive thrust for introducing enabling rather than restrictive regulatory mechanisms through realistic planning and management interventions within the overall regulatory and institutional framework. A development implementation action plan comprising of implementation schedule, role of stakeholders, regulations and institutional strengthening mechanisms are formulated, with special emphasis on institutionalising the monitoring mechanisms.

The CDP - considered as an inter-sectoral exercise - took into account the existing situation including assessing the current status of municipal services, its fiscal status, operational and management procedures. The CDP also took into consideration the works and plans of other government and quasi- government agencies contributing towards the growth and development of the city and was prepared by undertaking the following tasks:

- ?? Visioning Exercise
- ?? Situation Analysis
- ?? Formulation of Goals & Strategies
- ?? Capital Investment Plan & Project Scheduling
- ?? Stakeholder Workshop

- ?? Presentation and Approval by the Council along with Draft MoA
- ?? Action & Operating Plan indicating the policy and reform measures for improved service provision and delivery.

The crux of the city development plan is to formulate a shared vision for the city of Hyderabad outlining:

- ?? Development objectives and long term environmental, social, economic infrastructure, cultural and health goals, and
- ?? Programme of institutional and policy priorities and a definition of sectoral and inter sectoral goals and development strategies.

The entire exercise was carried out through robust stakeholder participation at various stages. A core group headed by the heads of the agencies involved in city's governance was formed to manage and drive the process and to look into different elements of urban functions. The concerns of the urban poor were captured by the Urban Community Development Department through a series of consultations with the stakeholders held during the preparation of CDS, which was again reinforced during the preparation of CDP.

The key stakeholders viz., Municipal Corporation of Hyderabad, Hyderabad Urban Development Authority, Hyderabad Metropolitan Water Supply & Sewerage Board, surrounding ULBs, police, transport, academic and other government and non-governmental agencies/ institutions involved in service delivery, public representatives and others have been involved in the process.

The stakeholders were identified through stakeholder analysis. They include:

- ?? Government of Andhra Pradesh, particularly the Urban Development and Municipal Administration Department
- ?? City level planning and service providing agencies viz., MCH, Surrounding ULBs, HMWSSB, HUDA, revenue department represented in the district Collectorate, etc.
- ?? Line Departments of the state government providing different public services such as electricity, education, health, etc
- ?? Private sector agencies such as chambers of commerce and industry
- ?? Non-governmental and community based organisations
- ?? Representatives of the poor communities
- ?? Representatives of civil society including media, academic institutions, etc.

A key feature of consultations is inclusion of the representatives from poor community groups such as Community Development Societies and Self-Help Groups in the entire process including the working groups.

All the stakeholders were familiarised with the purpose, process, and expected outcomes of the CDP, and build enthusiasm, understanding and commitment to the CDP. The process also helped in deriving a consensus along with the stakeholders firming the process and agreeing upon a structured programme to take the CDP forward.

In addition, working groups were formed and each group was assigned a sector identified for interventions in the CDP (the sectors finalised depending on the Stakeholders' concerns). Each of the working groups assisted in focussing on the city vision, define sectoral goals, and define strategies to achieve the goals. Nine working groups comprising of eminent experts prepared the strategies and action plans in key sectoral areas viz.,

- ?? Governance
- ?? Poverty Alleviation
- ?? Economic Development
- ?? Environment
- ?? Water and Sanitation
- ?? Solid Waste Management
- ?? Traffic and Transportation
- ?? Health and Education
- ?? Municipal Finance

The CDP identified performance-monitoring/ sustainability indicators to assist the City of Hyderabad to review the progress of the CDP on an annual basis and to enable them in setting the agenda for the future.

The process is iterative and enabled the city to review its outcomes through the identified indicators so as to make the process dynamic and in tune with the felt needs and requirements. The process adopted for the preparation of CDP is presented in Figure 1.

One of the key recommendations of the city development strategy of MCH was the preparation of Hyderabad Slum Upgradation Action Plan (HSUAP). Accordingly, the MCH has taken up this exercise with the support of Cities Alliance. A number of consultations were held with elected representatives, poor communities and other stakeholders leading to the preparation of comprehensive strategy and action plan including investments.

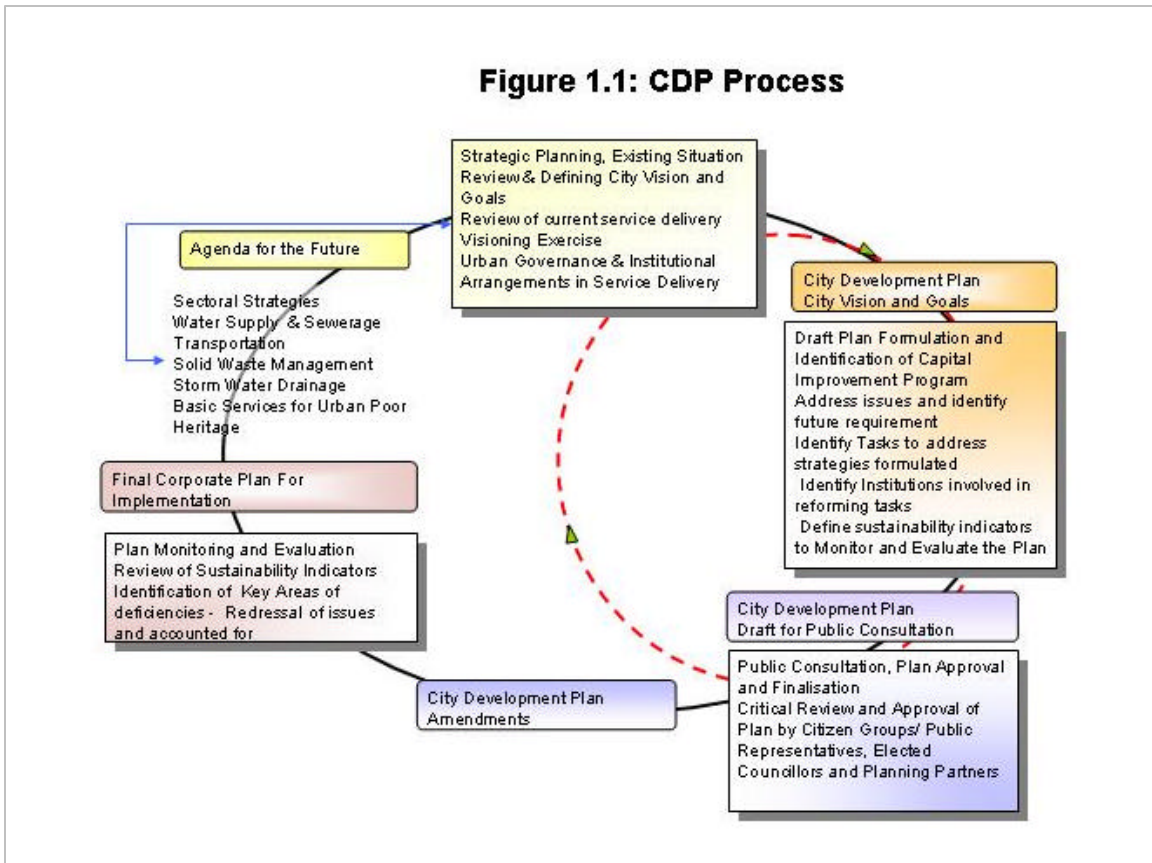
1.6 Consultative Process in ULBs:

In Andhra Pradesh, the preparation of municipal action plans through consultative and participative processes is internalised through the development programmes like Andhra Pradesh Urban Services for the Poor (APUSP), Andhra Pradesh Urban Reforms and Municipal Services Project (APURMSP) and Rajiv Nagara Bata (RNB). As such all the surrounding municipalities in the Hyderabad Urban



Agglomeration have formulated development plans through consultations. Under APUSP four municipalities viz., LBNagar, Malkajgiri, Kukatpally and Quthbullapur prepared their first municipal action plans in 2001 and have been updating year after year.

Figure 1.1: CDP Process

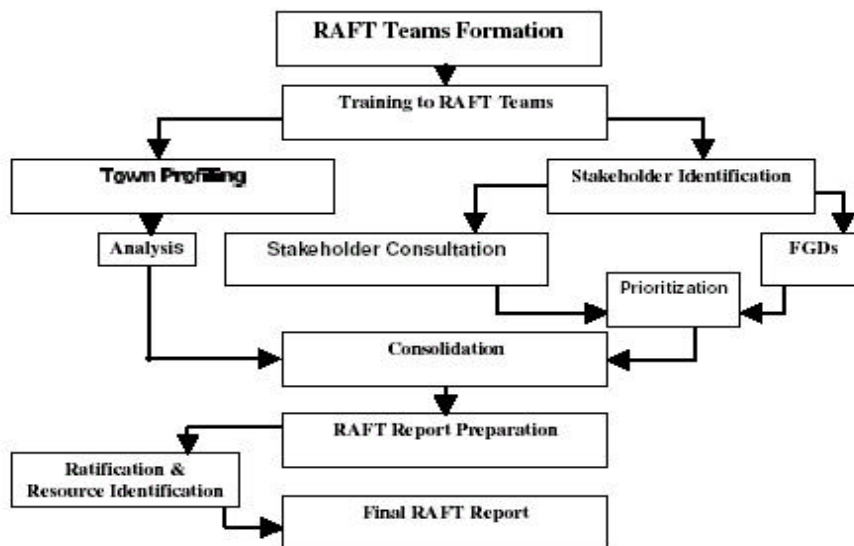


The participatory process involved two consultations with stakeholders, which included government departments, councillors, members of committees, representatives of CBOs, SHGs, civil society, business and trade, economics, media and the urban poor. One third of the participants were women. The discussions during consultations facilitated identification of needs, their prioritization and preparation of an accepted development plan for the city focusing on the poor. These consultations were supported by working groups on governance reforms, infrastructure and urban poor. The deliberations of these groups provided inputs to the consultative process. The same process was adopted in the remaining five urban local bodies around the city after their inclusion in the APUSP project.

The methodology described above has been adopted for the preparation of infrastructure projects under APURMSP as well. All the ten municipalities around Hyderabad Municipal Corporation have formulated Action Plans to access infrastructure development funds under APURMSP in 2004.

Under Rajiv Nagara Bata, a convergence programme launched by the state government, all the towns have once again prepared town wide action plans through consultative process with the key stakeholders covering all sections of the society to identify the felt needs of the town and prioritise them through consensus. These consultations were conducted during June - October 2005 and the stakeholders were engaged in consultations in rapid

Figure 1.2 RAFT Process



assessment of needs, feedback, prioritisation and implementation of policies and programmes. The Rapid Assessment and Feedback process of consultations and preparation of report is given in the figure 1.2. Apart from the town wide consultations detailed discussion with members of civil society, poor and vulnerable sections of the society and the municipal staff were carried out through focus group discussions. The purpose of these group discussions was to dovetail the identified action plan proposals and to come up with implementation mechanism. Based on these consultations RAFT, reports were prepared and in all the towns they are under implementation. The RAFT process was also undertaken in MCH. Because of the vastness of the city the consultations took place at the wards committee level.

Consultations are mandatory in the preparation and finalisation of master plan by Hyderabad

Urban Development Authority (HUDA). The HUDA prepared a draft master plan for the Hyderabad Metropolitan Area in 1994 based on extensive consultations with the municipalities and gram panchayats where in elected representatives and local people participated. In addition a large number of meetings were held with various government agencies engaged in the provision of infrastructure and specific suggestions received. These consultations began in 2000 and went on for nearly two years. The draft was revised in 2003 through a similar consultative process. The draft was put on the web for public comments and circulated to the important stakeholders like local bodies, govt. departments etc.

1.7 City Development Plan under JNNURM

The Government of India has launched 'Jawaharlal Nehru National Urban Renewal Mission' in the current year 2005-2006. To access the funds under JNNURM, the city is required to prepare City Development Plans (CDPs) and implement a set of reforms at the state and the city levels by entering into a tripartite agreement. The Municipal Corporation of Hyderabad and the surrounding municipalities have consolidated the City Development Plan and the Municipal Action Plans respectively and strengthened them. The CDP took the inputs from studies viz, City Development Strategy and Concept Plan for Hyderabad in addition to the Master Plan for the Metropolitan Area. A series of consultations were organized involving a wide spectrum of stakeholders including the elected representatives, business and trade, government departments, etc. This document is result of extensive consultations with stakeholders of both in the MCH and surrounding municipalities as per the guidelines of Jawaharlal Nehru National Urban Renewal Mission.



The CDP is conceptualised considering the position occupied by Hyderabad as a strategic destination for various activities and initiatives planned by central and state governments and to guide the planning and investment decisions in future. The CDP envisages development of a sustainable and balanced Hyderabad due to its recently acquired image of a "Global City" in making and being a favourable destination for new economy enterprises.