

# PROGRAM PROCEEDINGS

Discussion on

## Delhi Citizen Critique of the City Development Plan

18 June 2007

India Habitat Centre, New Delhi

Centre for Civil Society

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On a rainy morning of Monday, 18<sup>th</sup> June 2007, over fifty experts, activists and citizens met at the India Habitat Centre to critique the Delhi City Development Plan made under the National Urban Renewal Mission (NURM).

Participants were provided with a copy of the Delhi Citizen Critique of the City Development Plan. A CD was distributed that had the Critique, the Delhi City Development Plan (CDP) and other NURM documents.

## WELCOME ADDRESS

**Dr. Shreekant Gupta**

Professor, Delhi School of Economics  
Former Director, National Institute of Urban Affairs

Dr. Gupta briefly explained the National Urban Renewal Mission. He discussed the importance and the objectives behind a CDP. Regarding the status of the Mission, he stated that neither the politicians were accurately appraised of the progress of the Mission nor were the citizens. NURM had become a program of the babus, by the babus, and for the babus. He pointed out the Delhi is our city and the CDP is our plan. There are plenty of experts in Delhi who can assist in making a good CDP. All the contributors to the Critique and the panellist were participating in this exercise as citizens of Delhi in their individual capacity and working on a pro bono basis i.e. for free. The processes in the NURM have to be changed. A zero multiplied a million times is still a zero. There is tremendous political pressure on appraising agencies to pass faulty CDPs. There is a great hurry to get the money under NURM which is to the tune of Rs. 50,000 crores. Most the projects have little relation to the CDP.

Delhi citizens deserve better and we should demand that the CDP should be revised and extensive consultations should take place with all stakeholders to make it a collective vision of the city.



## PANEL 1: URBAN POOR AND SLUMS

Chair: Dr. Shreekant Gupta

### **Ms. Shipra Bhatia**

Hazards Centre

Shipra provided a clear comparison between the CDP and the Master Plan for Delhi 2021 (MPD). The CDP was prepared by a private consultant (IL & FS Ecosmart) whereas the MPD was made by the Delhi Development Authority. The former is a Vision plan while the latter is a spatial plan. The CDP relies on high tech industries, services industries and depends on the spin-off effect for generation of employment for the poor. The MPD outlines a policy for hawkers and focuses on the informal sector. With regard to the housing for the poor, CDP envisages more houses for the rich than the poor with the poor having to pay for their houses. Houses for the economically weaker section (EWS) is a mandatory provision in the MPD and it plans to build houses that are viable and affordable. The CDP depends on the dynamics of the market. There is no accountability. People have not accepted this. MPD focuses alternative methods to change. It proposes co-operative settlement model unlike the CDP that wants to involve the private developer. Urban transport is also handled differently in the two plans. The MPD has projects for economical commuting including a new parking policy. The participants in making of the CDP are policy makers, planners and the private consultant. There is very little participation of the poor and even lesser of the poor. In contrast, extensive consultations were held with people with periodic reviews. Public suggestions and objections were invited. The CDP has a focus on GDP and has no plan for unskilled workers.

The CDP fails much worse than the MPD on many parameters. It must address all the mentioned areas of concern especially those of the urban poor.

### **Dr. Renu Khosla**

Director, Centre for Urban and Regional Excellence

Dr. Khosla started by calling the CDP a basket case. The CDP has oversimplified the problems of the poor. The Census data and the MCD Slum Wing differ on the number of urban poor. The Census puts it at 10.02% and the MCD at 25%. The study conducted by NIUA differs with the number of slum settlements claimed by the MCD by 108, which may indicate that they are missing from the MCD records. Such undercounting skews planning and underestimates the resources required for the task. The numbers are inconsistent and poorly crunched in the CDP.

The CDP fails to analyze quality of water supply in poor areas – duration, timings, pressure, potability, time spent in water collection, burden of water collection on women /children, opportunity losses from water collection especially children missing schools etc. The CDP fails to examine the vulnerabilities from lack of tenure, is possibly the reason for maintaining the inequity in service provisions in Delhi, with poor being offered /provided common facilities such as community toilets and stand posts where as the rest of the city gets in the house services.



The normative structure should change. The urban poor are willing to pay for the services.

JNNURM is an opportunity to change the quality of lives of slum dwellers and poor people. However, we seem to be missing the chance to break the poverty cycle by the very conventional approach adopted in the CDP. As part of the proposed 24x7 water supply project for Delhi (now shelved), CURE had developed an incremental ladder of services (acceptable to DJB under a study supported by WSP) enabling poor to move up the value chain of services – from common (1:100) to small group, paid, shared connections (1: 5) to individual metered connections. This also included building upon the investments in piping by people themselves to bring water supply closer to homes and reduce the drudgery.

Emphasis is on relocating the poor. Data on migration reported on page 6-2 indicated that 38% families have come to Delhi in search of work. (If we assume the remaining are second and third generation settlers- the numbers could be much larger). Relocation therefore distances people from their livelihoods. Yet the proposals suggest that relocation will be a major strategy followed in slum upgrading. Although the salient feature of Relocation and Resettlement programme (6.9.2) is “to be carried out for only those clusters that are required by the land owning agency for projects of larger public interest”, CURE noted in the SANEI study that most of the evacuated land was converted into public parks.

Other issues vis-à-vis relocation, unaddressed in the CDP are:

- A plan for livelihoods of the resettled people
- Ensuring continuity in education and access to health care.
- Un-developed sites with development plans in pipeline at time of relocation
- No support for housing reconstruction – credit
- Size of plots offered too small to construct HH toilets
- Very little in situ slum upgradation

The CDP has not taken cognizance of the Supreme Court guidelines /legislations that look upon a slum dweller as a ‘thief’ and have restricted the level of interventions for the poor. It is imperative that this issue be examined as this is likely to have serious implications in implementation of the CDP proposals.

Why include old resettlement colonies under slum development? These are areas that are now networked into the city. Only slums and poor households within these colonies need to be focused upon. These settlements must be de notified from the slum list and investments in these areas must not be seen as investments in slum development

Urban poor and housing proposals make up 16% of the total investments planned in the city. This amount is inadequate because:

- Numbers of poor /slum dwellers is higher
- Upgrading these sites will require more investment as there has been nil investment in these areas to date.



- In case upgrading proposals for resettlement colonies (now integrated with the city/no longer deemed as slums) is subtracted then the %share of poor in the city will be much less



## **PANEL 2: WATER SUPPLY, SEWERAGE & DRAINAGE, SOLID WASTE MANAGEMENT**

Chair: Dr. Shreekant Gupta

### **Prof. Subir Paul**

Eco Group

Mr. Subir Paul believes that in case of Delhi Jal Board (DJB), it is essentially a problem of human resources. DJB does not have officers with the required qualifications to carry out water resource protection, water treatment, rain water harvesting and sewage treatment. Also, the various government agencies are withholding vital information from the public. The UN has stated that India's water scene is grim and its management is corrupt. Half of the world's population without access to safe drinking water and basic sanitation lives either in India or China. India has been selected as a case study for corruption in water supply in the sanitation sector. Singapore is a good example of meeting water requirements through unconventional water sources. It guarantees water quality to the customers. DJB doesn't.

So much can be done, so little is attempted in the CDP:

- Can water flowing down the drain or contaminated be recovered?
- Can land or space occupied for a deficient project be retrieved?
- Why keep all eggs in one basket by using only conventional engineering approach especially when boundaries are expanding?

Rainwater harvesting is not very successful when carried out on a small scale (e.g. for each plot). Moreover it has to be monitored by the government for enforcement. Prof. Paul gave an example as to how Dwarka lost an opportunity in proactive water management.

Even little rains flood Delhi. Drains are limited by depth, capacity of out fall and pumping fails at critical moments. Without addressing the basic problem of pollution, odour and vector breeding in open drains, agencies are busy in diverting attention – including landscaping and beautification e.g. building concrete drains.

Large quantity of storm water run-off generated in Delhi is wasted and can not to be thus utilized for recharge of ground water reserve. This is because as the open drains (though meant for carrying storm water only) carry large quantity of highly polluted water, high capacity recharge of storm water can not be practiced. Discharge of deficiently treated sewage, industrial effluent and STP/CETP sludge is responsible for this damage.

Delhi was warned in advance of the water shortage as early as 1996 by the World Wide Fund for Nature. The 24 x 7 water project of the DJB was so inconceived that when it was challenged by a very small NGO (Parivartan), it got shelved. Moreover, the additional water required to start such a project is not available. If this is not true, DJB should start the 24 x 7 water supply from Dakshinpuri instead of GK-II. Prof. Paul gave an example of the wrong priorities of the DJB: it was planning to build swimming pools in MCD schools in Delhi



when the school toilets do not have water. Excessive ground water extraction has resulted in a sharp fall in the ground water level and quality has deteriorated.

A water demand management strategy is necessary.

- As Potable Grade Water is used for all Uses there is Shortage > Single Use of Water
- Promote quality based water use to reduce demand for Potable Grade Water
- Provide free water of only 40-50 lpcd in acknowledgement of rights of access to water by the urban poor
- As a strategy for creation of local water sources – develop high capacity rainwater recharge programme on large neighbourhood /area level
- Recognize importance of secondary sources of water. Conserve all surface water bodies
- Supply recycled water to all non-residential bulk users – commercial, industries etc.
- City land-use plan to support/facilitate water reuse strategy
- Enforce Water Cess Act on all bulk water users in Delhi

Underground sewerage required periodic planning and replacement. There has been enormous delay in delivery of sewerage to regularised colonies. 73% of the Sewerage Treatment Plants (STPs) are underutilized, 7% are not in operation, 10% are over-utilized and 10% are running at the designed capacity. The performance of existing and new STPs has to be improved.

By integrating wetland treatments many private sector projects are successfully treating effluent and mixed effluent but also earning from such treatment. Prof. Paul explained a proposal of a biological treatment of Yamuna water in intake channel. He also discussed the successful Kshipra River Water Pollution Remediation through artificial floating island (by Prof. Billore, Vikram University, Ujjain).

Prof. Paul shared his finding that the DJB human resource is limited to personnel with qualification of B.E., AMIE, Dip.Eng (Civil, Mechanical and Electrical). This skill would be inadequate to handle the responsibilities assigned to it.

Statutory agencies dealing in urban infrastructure must develop proactive strategy and invest in future under CDP:

- Identify Emerging Areas – bio-degradation of wastes, reuse of treated wastewater & wetlands system etc
- Sponsor research in academic institutions on emerging areas
- Develop advance monitoring mechanism

**Ms. Lavanya Marla**

Chintan Environmental Research and Action Group

Ms. Marla pointed out that although some broad plans are mentioned, there is no consolidated over all plan. It is therefore unclear what will be funded based on this. For most part, the Solid Waste Management component of the CDP is a compilation of municipality based information. The CDP is not looking at the ground level issues.



Regarding landfill space, plans should consider banning compostable and recyclable wastes in landfills over 5 year time period. E.g.: green waste. Plans to expand centralized capacity useful for waste reduction should be welcomed. Marketing it remains a problem and plans must link it with government procurement policies to minimize subsidies. However, decentralized composting can play an important role, and reduce additional greenhouse gases via non-motorized transportation.

As a plan for recycling, Refuse Derived Fuel (RDF) is proposed. The technology is questionable on grounds of pollution and health. It is known to generate dioxins and furans, some of the most toxic chemicals known to mankind currently. It is also in contravention on the Stockholm Convention, which calls for phasing out Dioxins and Furans, listed as the dirty dozen. The impacts of the use of 'high calorie' waste to burn, such as plastics and paper on the informal sector livelihoods should be considered as it prevents recycling. Better to plan for improved recycling is necessary. Recyclers should be legalised.

Plan discusses pilot projects with wastepickers in selected parts of Delhi. This is a positive approach. However, such pilots have been undertaken already in Delhi. Focus should be to facilitate their expansion. Other layers of waste recyclers, e.g., scrap dealers, must be included in plans and local infrastructure created. There is no strategy to recycle e-waste.

Broader sources of data are required to understand multiple actors and synergies. The data of various other studies - Srishti-TERI (1996), Chintan (2004) shows that the recyclable waste is much higher than projected in this report. This is a critical observation as it can help create strategies to reduce land used for landfills and increase recycling.

The plan, currently incomplete, should be completed in these frameworks as well:

- The Millennium Development Goals (e.g. through livelihoods)
- Global Climate Change (e.g. through local level composting)

Waste in landfills produces green house gases. The State of the World 2007 report emphasizes the importance of composting. Plans to ensure funds are allocated to activities that would encourage and initiate large scale composting of all greens and other bio degradable wastes are necessary.

All plans for solid waste management should require local participation and decision making in planning as envisaged in the 74<sup>th</sup> Amendment. Laws are required to promote Extended Producer Responsibility starting with electronic items and paint, and cover other products in over 8 years.



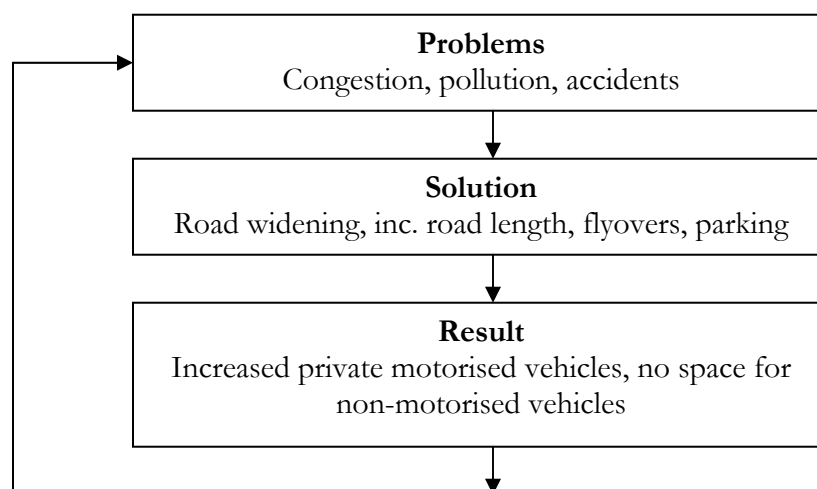
## PANEL 3: URBAN TRANSPORT, CONSERVATION & HERITAGE MANAGEMENT

Chair: Dr. Shreekant Gupta

**Ms. Anvita Anand**

Transportation Research and Injury Prevention Programme (TRIPP), IIT- Delhi

Investment in the road network and transportation (Rs. 33,306 crores) is three-fourth of the total investment in urban infrastructure and governance (Rs. 44,594 crores). There is a cyclical problem in the transport planning approach:



The plan does little justice to the National Urban Transport Policy (NUTP).

NUTP	CDP
Equitable allocation of road space – with people as focus	Investment on pedestrian infrastructure 0.5% of total investment
Priority to the use of Public Transport	60% of vehicular trips by public transport – Capacity building of public transport – 3 projects LRT, Monorail, HCBS – investment 42% of total investment
Integrated public transport systems	No investment
Priority to non-motorised transport	0.8% of total investment
Promote multilevel parking complexes	2% of total investment
Create public awareness	0.2% of total investment



The remaining 55% of the investment is being made in:

Increasing road length	32%
Flyover	10%
Road widening	8%
Special scheme for CP and old city	5%

Thus more than half of the investment is being made in solutions that will lead to the same problems in the future they are expected to solve now.

**Ms. Shubru Gupta**

Conservation Architect

Heritage Conservation is a new and emerging area that needs to be addressed carefully. The CDP is an opportunity for experts and professionals to bring out the heritage character of the city. Heritage management has to be integrated with the overall city planning and development. Unfortunately, CDP does not take the opportunity provided.

- It maintains the status quo and does not add any value to the existing view.
- It draws from the various official documents and does not reflect the progress made in this sector over the last two decades.
- Strategies, frameworks and models are missing, and there is no whole-to-parts strategy, from the city as a heritage resource to individual heritage resources and components.
- The strengths and weakness identified are rhetorical, some beyond the scope of the CDP.
- The approach is monument/building centric and there are no indicators for the projects.
- Information management required clarity of procedures and involvement of all the stakeholders concerned.
- Many aspects like encroachments do affect heritage resources but these are parts of overall law and order situation and not a sectoral part of existing framework.
- There is too much emphasis on tourism and its promotion for community level economic generation. Planning is distorted to meet tourism objectives.
- No of the primary and secondary stakeholders was involved in the process. Stakeholder participation has to be defined.
- Heritage is a very distinct sector under culture with greater responsibility that has many aspects beyond planning and new development and the CDP should be able distinguish the same as per the objectives of JNNURM.



## **PANEL 4: URBAN FINANCES, INSTITUTIONAL REFORMS & COMMUNITY CONSULTATIONS**

Chair: Dr. Shreekant Gupta

### **Mr. Abhijit Roy**

Independent Consultant

The MCD's financial position is in a surplus. About 56 percent of the revenue is contributed by tax sources, which includes Property Tax, Tax on Consumption and Sale of Electricity and Animal & Toll Tax. Major items of own-source income, contributing towards revenue income, include property tax (41%) and other income which includes income from commercial ventures, development charges etc. As for the revenue expenditure, it is observed that about 60-65% of the total revenue income is being spent on the salaries and other related costs which is well above the average when compared to other local bodies – the range being 30-40 percent of revenue income. The surplus position on capital expenditure shows underutilisation of development of funds available for development works.

NURM mandates that O&M cost should be recovered. Since a large number of projects are being proposed to the tune of Rs. 24,000 crores, the agencies are over-optimistic in the collections of O&M expenses. For example, The MCD's revenue income was Rs. 2019 crores in 2005-06 and it is projected to increase to Rs. 5,098 crores in 2011-12 (an increase of 150%). Similarly for the DJB, the revenue income of Rs. 663 crores in 2005-06 is expected to go upto Rs. 1969 crores by 2011-12 (a jump of 200%). The question is how the agencies will, with the same people and same processes, achieve such massive increase in revenue collections? Are they serious about these projections? Or will they avail the funds and forget about the collection commitment due to political exigencies?

### **Dr. Satpal Singh**

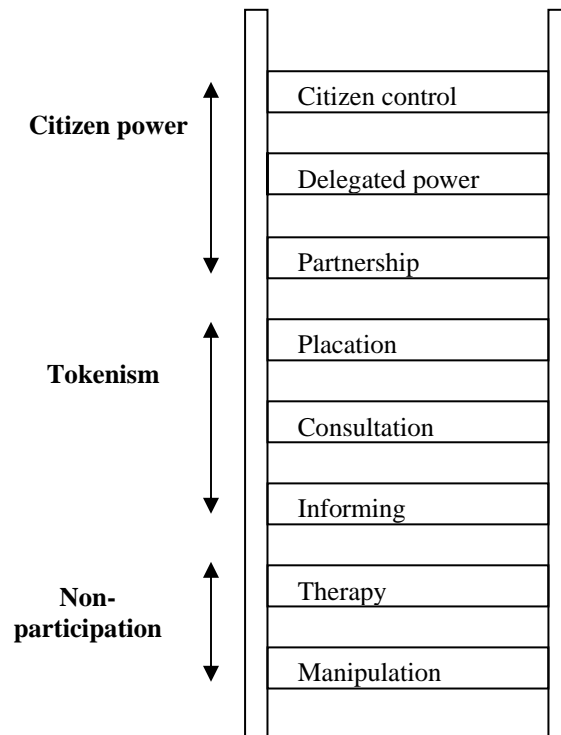
PRIA

The CDP has presented the finances of the urban local bodies but more emphasis could have been placed on the key issues related to the finances. It should also include key issues related to the Delhi Jal Board and Delhi Cantonment. It is only when key issues are identified that solutions can be proposed. This needs transparency. For example, why has the property tax structure changed from Annual Rental Value to Unit Area Method? More so, collections from property tax are low viz. 40-45 percent. The government agencies should explore user charges to boost earnings. The government might consider these lost opportunities while revising the CDP.



**Dr. Sudeshna Chatterjee**  
Architect and City Planner

There is a growing emphasis on citizen participation in the planning process to achieve a consensually created vision for the city which maybe achieved within a municipality or region within given available capacities and resources. If visioning is to be effective, the visioning process must be balanced by in-depth understanding of existing conditions, feasibility projections and grounding in action scenarios. In the absence of strategies for achieving goals and the authority to implement them, visions risk devolving into inconsequential and expensive wish lists for the future.



**Citizen participation= citizen power**  
(Arnstein, 1969)

The consultative stage was reduced to a mere tokenist participatory process where Delhi government had only one consultation with civil society organizations on their views of the city. Only 66 people were consulted as primary stakeholders. The views of these 66 are considered representative of the 14 million citizens of Delhi. The idea of a shared vision is firmly rooted in the concept of true representation of all citizens who inhabit the city space. This involves, casting a large sampling frame (the sampling frame could be all the wards of the city) which has the ability to adequately represent the population composition of the city, and adopting a process of randomization for sample selection such that every one within the

sampling frame (or ward) has an equal opportunity for being represented or chosen for participation. Delhi has lots to learn from the CDP process of Vadodara where the sampling frame achieved a wide spatial spread by including all wards and zones of Vadodara.

Istanbul provides a good example of participatory planning. The Istanbul Quality of Life Study for Greater Istanbul Strategic Plan was conducted in collaboration between technical university and Greater Istanbul Municipality. The survey conducted face-to-face interviews with 1,935 residents, a scientifically selected sample. An environment inventory was created and GIS data was used to map information. The Istanbul Survey included perceptions and attitudes of the citizens regarding the quality of life, quality of neighbourhood, public services and facilities etc. The stratified cluster sampling was used. 'Mahalle's (wards) were categorized on the basis of land values and net residential densities. 737 mahalles were studied. Cluster beginning points, residential units and respondents were identified.

Delhi can achieve better citizen participation by:

Broad media coverage to advise the public about opportunities to participate in City initiatives

- Distribution of factual information about existing conditions, policies, trends, issues, and choices
- Translation of materials into several languages to engage a wider cross-section of the multi-lingual population
- A wide variety of events – workshops, surveys, displays – providing many opportunities to participate
- School and college programs to engage tomorrow's citizens
- Surveys sent to homes and community centers through RWAs and educational institutes
- Interactive ULB websites for citizens to take online surveys and access information at their convenience

Above all, we need to introduce a practice of incremental participatory planning that will inculcate a habit of planning among citizens, make them familiar with planning processes, issues and terminologies. Only through a gradual and persistent culture of planning that permeates civic discourse in appropriate forums and becomes a staple of local news, can citizen participation in planning and visioning be successful as citizens will be regularly informed and engaged in thinking about their city. Planning will then be part of normal civic activities of citizens and not be reduced to one time feel-good events.



## AUDIENCE DISCUSSION

### **Ms. Kokila Rangachari (Resident of Defence Colony)**

The residents of Defence Colony are against the elevated Metro passing through their area. Similarly, citizens are not in favour of the idea of a tunnel link from East Delhi to South Delhi. There is no institutional space for participation in the planning in the city. The residents were not consulted on this issue. Transportation plans are being drawn up and being implemented without any consultations with the stakeholders. It needs to be looked into if transportation consultants to the government are responsible for this.

### **Mr. Promod Chawla (URJA Bharat 2007)**

Without participation, useful projects are unlikely to emerge, resulting in the immense waste of public money.

### **Mr. Sansar Chandra (Advisor, People First)**

Under the 74<sup>th</sup> Amendment to the Constitution, all city plans should be made by the District Planning Committee and the Metropolitan Planning Committee. This makes the city plans made by any other government agency unconstitutional and strict action needs to be taken against those who are breaking the law.

### **Mr. Jaideep Chatterjee (Ph.D candidate, Cornell)**

Instead of criticizing the experts who made the CDP, we must first define the notion of 'expertise'.

### **Mr. Prashant Narang (Prabodh)**

Intermediate public transport like taxis and three-wheelers are very important for a city. Are there any projects for this?

- **Anvita Anand (TRIPP):** The CDP has no projects for intermediate public transport

### **Ms. Shubru Gupta (Conservation Architect)**

To make the CDP, the government should have the right kind of experts.

- **Dr. Shreekant Gupta (DSE):** There is an urban expert mafia that is on every committee of the government. The same people were on the National Commission on Urbanisation and subsequent committees and projects. This should change

### **Chhavi Dhingra (TERI)**

IL & FS made the Delhi CDP. Why should we not invite them to this program?

- **Dr. Shreekant Gupta (DSE):** We wanted to keep this a civil society event.

*Editor's note: IL & FS was invited and we have been informed that Mr. Venkat Krishna from Ecosmart attended the event.*

### **Mr. Sandeep Chatterjee (Centre for Advocacy and Research)**

The CDP does not give a rightful claim to the urban poor. The slum dwellers are being looked at as a problem, when it is not so. It does not envision an inclusive growth. Huge projects are being proposed that are susceptible to the working of the powerful lobby. Moreover, in the existing governance framework, there is a challenge to take these issues



forward, as there is no mechanism for public consultations not a culture in the government to conduct the same.

## **CLOSING REMARKS**

Dr. Shreekant Gupta

The Critique is a starting point of the consultations with the people of Delhi and we hope that the Delhi government takes this forward. We welcome more experts to provide their views on the Delhi CDP and we can include them in the Critique. We do not have the resources to create the Citizen's City Development Plan, but we hope that the government creates one.

I would like to thank all the panellist and contributors for working on the pro bono basis, in the capacity of Delhi citizens, to give their comments on the CDP. I thank the audience for taking out their valuable time and spending half a day for these discussions. We look forward to your support in taking this agenda further.

Thank you.



## APPENDIX I: PARTICIPANTS' LIST & CONTRIBUTORS

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## APPENDIX II: PROGRAM SCHEDULE

**Monday, 18<sup>th</sup> June 2007, 9:45 am to 2 pm**  
**Casuarina Hall, India Habitat Centre, Lodhi Road, New Delhi 110003**

Chair: Prof. Shreekant Gupta, Delhi School of Economics

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9:45 Registration

10:00 Welcome address Prof. Shreekant Gupta

10:15 **Panel 1: Urban Poor and Slums**

Mr. Shipra Bhatia	Hazards Centre
Dr. Renu Khosla	CURE

11:00 **Panel 2: Water Supply, Sewerage & Drainage, Solid Waste Management**

Prof. Subir Paul	Eco Group
Ms. Lavanya Marla	Chintan

11:30 **Panel 3: Urban Transport, Conservation & Heritage Management**

Ms. Anvita Anand	TRIPP, IIT-Delhi
Ms. Shubru Gupta	Conservation Architect

12:00 **Panel 4: Urban finances, Institutional Reforms & Community Consultations**

Mr. Abhijit Roy	Independent Consultant
Dr. Satpal Singh	PRIA
Dr. Sudeshna Chatterjee	Architect and City Planner

12:30 **Audience discussion**

1:00 **Closing remarks** Prof. Shreekant Gupta

1:10 **Lunch**

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## APPENDIX III: PROGRAM PICTURES



DR. SHREEKANT GUPTA, DR. RENU KHOSLA & MS. SHIPRA BHATIA



DR. SHREEKANT GUPTA, MS. LAVANYA MARLA & PROF. SUBIR PAUL



DR. SHREEKANT GUPTA, MS. ANVITA ANAND & MS. SHUBRU GUPTA



DR. SHREEKANT GUPTA, DR. CHATTERJEE, MR. ROY & DR. SINGH



CITIZEN PARTICIPATION