

INSIGHTS FROM THE FIRST
PUBLIC CONSULTATION ON

GURUGRAM LIVEABILITY METRICS

John Hall, Gurugram
October 26, 2018



Civis **ichangemycity**

About GMDA (www.gmda.gov.in)

The Gurugram Metropolitan Development Authority (GMDA) is an authority established in the year 2017, to ensure sustained development and balanced growth of the Gurugram Metropolitan Area. A unique organisation with many firsts, the GMDA is driving transformative change by facilitating integrated and coordinated planning, infrastructure development and provision of urban amenities, mobility management, sustainable management of the urban environment and social, economic and industrial development in Gurugram. The GMDA's structure redefines the urban governance and delivery structure in coordination with local authorities in the context of the emergence of Gurugram as a rapidly expanding urban agglomeration.

About Janaagraha (www.janaagraha.org)

Janaagraha Centre for Citizenship and Democracy (Janaagraha) is a Bengaluru based not-for-profit institution that is a part of the Jana group. Janaagraha's mission is to transform quality of life in India's cities and towns. It defines quality of life as comprising quality of infrastructure and services and quality of citizenship. To achieve its mission, Janaagraha works with citizens to catalyze active citizenship in city neighbourhoods and with governments to institute reforms to City-Systems.

About Civis (www.civis.vote)

Civis is India's first platform that enables citizens to understand legislation and share their feedback on laws and policy decisions; while providing an avenue for the Government to understand citizen's priorities and gather feedback on policies in real time. Civis is built and maintained by Civic Innovation Foundation, a non-profit organisation whose aim is to generate public awareness and provide education on issues of civic importance.

Gurugram Reimagined

As a resident, you don't have to look at any report or survey to know that the current state of liveability in Gurugram leaves a lot to be desired. The roads are congested, air is polluted, water is scarce, and affordable houses, somewhat of an urban myth. No one is happy with this regrettable state of affairs, and especially so, the Gurugram Metropolitan Development Authority(GMDA).

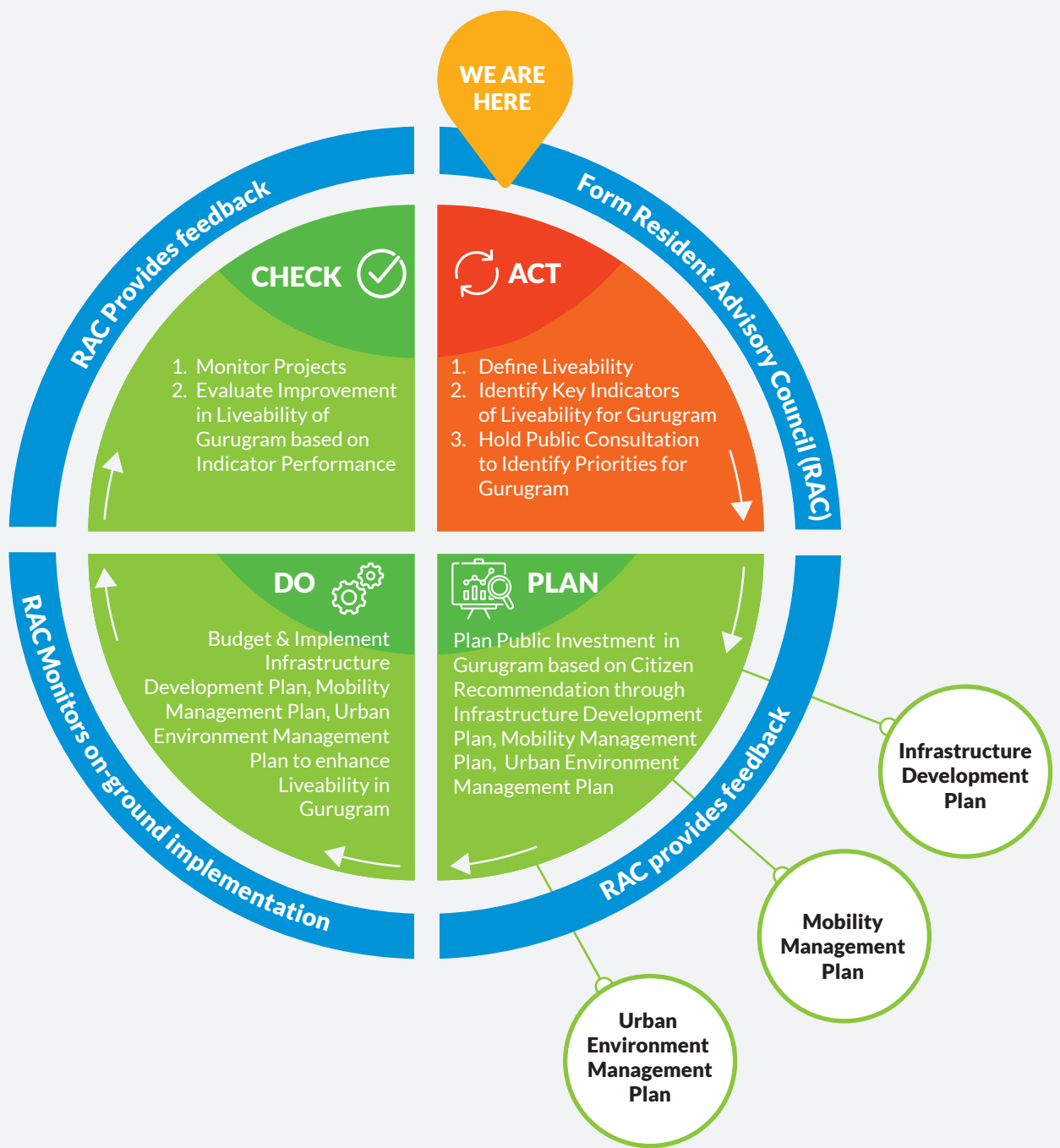
Tasked with the arduous but achievable goal of complete urban rejuvenation, the GMDA is spearheading a transformative change to challenge the status quo through implementation of a systems-based Liveability Metrics (LM) plan. The plan is a blueprint for the future development of Gurugram in a cogent, sustainable and citizen-centric manner with the ultimate objective of transforming the city into one that provides a great quality of life to its citizens and fosters economic growth.

Cynicism is inevitable - lot of such plans have come and gone, none have managed to clear the garbage piles in the city. How is this any different? For starters: **Transparency** - everything within the purview of the authority and the LM plan is in public domain - the development and implementation plans for Gurugram as well as budgetary inflows and outflows. Secondly, it is an **Empowering Authority**, the delivery structure of GMDA ensures frictionless coordination between different government departments that would result in timely and unencumbered implementation of LM plans. Lastly and most importantly, **Accountability**, the citizenry has been empowered to hold GMDA accountable for every action taken and not taken pertaining to the LM plan through the establishment of the Residents Advisory Council (RAC) and even play a deciding role in what constitutes Liveability. Tellingly, the LM plan is not merely an academic experiment, it is an implementation workflow of an outcome oriented urban planning process, as mandated by the GMDA Act of 2017.

In years to come, the Liveability Metric plan will culminate with every citizen, irrespective of age, gender and economic background having access to a better quality of life and a city, which grows in a way that enables the greatest amount of good for the greatest number of people.

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RAC comprises of:



15 Gurugram Residents



Commissioner of MCG



Commissioner of Police



Deputy Commissioner of Gurugram



Chief Administrator of HUDA



4 nominated members (by CEO)



3 State Government officials

1.

Liveability Metrics for Gurugram

The primary goal of the GMDA is to enhance the liveability of Gurugram by promoting better planning, innovative urban design and equitable access to resources and opportunities. Rapid urbanisation over last few decades has put a huge strain on existing public utilities and resources in Gurugram, as reflected by its poor performance in most 'Liveability Ranking' surveys currently. GMDA has set out systemic plans in the form of **Liveability Metrics** that will bring about a much needed transformation and bring it on par with rest of the global mega-cities.

The plans include an Infrastructure Development Plan, which details what roads, sewage facilities or public transport facilities will be built in the city. A Mobility Management Plan which shares how Gurugram's roads will be made safer and how its transport facilities can be maintained and improved. An Urban Environment Management Plan that will focus on how a sustainable urban environment can be created through rejuvenation of lakes, increasing the forest cover and proper waste management. A multi-pronged approach to safeguard the resources of city and improve the quality of life of its residents.

To ensure that the next wave of urban regeneration in Gurugram happens in tandem with citizen's expectations and requirements from their city, the GMDA has begun collaborating with the citizen ensuring that the draft plan in its current form it reaches a wide range of people and enables productive discourse. Towards that objective a Public Consultation was held recently, a first of many such engagements to come, and the purpose of this document is to highlight the insights and recommendations made by the citizens through that consultative process.



? What has GMDA done so far



2.

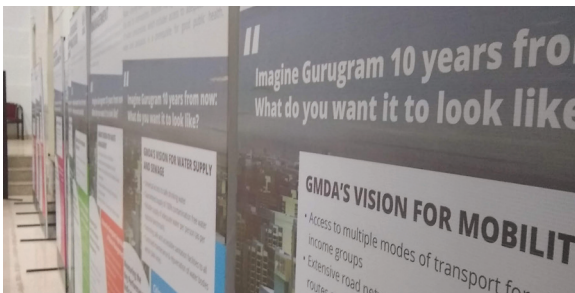
About the First Public Consultation on Liveability Metrics

The Citizen Consultation was convened on the 26th of October 2018, at John Hall, Civil Lines, Gurugram to provide a collaborative space for citizens to discuss, refine and finalise the Liveability Metrics for Gurugram as outlined in the Public Paper. Mr. Vivek Joshi, the CEO of GMDA and Mr. MD Sinha, the Additional CEO of GMDA led the session joined by the Chief Town Planner, Mr Dinesh Singh Chauhan and Joint CEO, Mr Ashok Garg.

To provide citizens flexibility to attend, similar sessions in the morning and afternoon were organised. A total of 65 citizens attended the consultation over both sessions representing various civil society initiatives like IAmGurgaon, Citizens for Clean Air, Why Waste Your Waste, representatives from neighbourhoods, individuals working with the urban poor and from Industry Associations.



Mr. MD Sinha, Additional CEO, GMDA, addressing the workshop participants



Display panels elucidating the GMDA's vision for each sector and intended KPIs



Srikanth Viswanathan, CEO, Janaagraha observing the discussion on waste management

The morning session of the workshop was conducted as break-out meeting where citizens deliberated on one specific thematic sector of their choice. Each sector-based group was allotted one hour to consider the current draft indicators put out by the GMDA and arrive at the final set of indicators through dialogue and collective agreement. Citizen volunteers and staff from Janaagraha and Civis facilitated the discussion around each group, ensuring a Group Representative is nominated for the duration of the workshop to moderate and present the final outcome of discussion to the extended citizen collective. The workshop had participants across 9 sectors, except Power, Clean Energy & Piped Gas. Only a couple of citizens participated in Safety & Emergency Services, Education & Skill Development and Affordable Housing.



The morning session was organized as a breakout meeting for each thematic sector.



Mr. Vivek Joshi, CEO, GMDA observing the discussion regarding Safety & Emergency Services in Gurugram

The afternoon session was organized as a round-table discussion to enable direct engagement with the GMDA and focus primarily on government responsiveness.



Sector wise display panels for providing reference points during the afternoon session

The public consultation tabled the idea of adequacy of selected indicators in the 10 thematic sectors and revolved around citizens themselves identifying what areas need prioritization for future budgetary allocations and monitoring of progress. To ensure effective implementation and set future goals for the GMDA, the workshop also stressed on the need to measure these Indicators against a standard set of metrics/benchmarks.

While almost everyone voiced facing similar set of problems of garbage, pollution, traffic, depleting green spaces amongst other issues on a daily basis and at varying degrees, the sessions themselves were much bigger than simply airing grievances. In a spirit of true consultation, citizens very quickly oriented themselves to discussing the draft indicators and arrived at a revised set of measures that could be defined in terms of actionable objectives.

3.

Citizens' inputs on the draft indicators for the Liveability Metric thematic sectors



Affordable Health

Discussing affordable health, the focus group agreed that the key performance indicators shared by the Government were largely adequate. However, they emphasized the need to benchmark Gurugram's affordable healthcare facilities against international standards. Through the course of the discussion, improving the quality of Government healthcare facilities, especially those providing care to women and children was emphasized. Citizens also underscored the importance of providing healthcare facilities to labourers and migrant populations who form a large part of the population in Gurugram's industrial belt. Aside from affordable healthcare, the importance of providing for the safety and social security of senior and super senior citizens was also underscored in the spirited discussion.



The focus group on Affordable Healthcare in discussion with Mr. Vivek Joshi, CEO, GMDA

Refined KPIs from the Public consultation:

1. Number of affordable beds available and utilized per capita in Clinics/Poly-clinics (WHO estimates: 30 beds per capita)
2. Number of medical staff (doctors and para-medical staff) available per capita (WHO estimates: 23 human resources for health per capita)
3. Number of mobile vans and ambulances available per capita
4. Zero instances of child malnutrition within GMA

Original KPIs from the draft paper:

1. Number of affordable beds per 100,000 residents available and utilized
2. Zero instances of child malnutrition within GMA



Affordable Housing

Affordable Housing came up as a critical issue in the context of Gurugram, as the fast growing urban city with its high population density and limited availability of land is putting enormous strain on availability of safe, adequate and inexpensive housing for all. For the under-represented domestic worker, availability of housing around their area of work congruent with the income source was found to contribute to development of illegal slums and shanties. Towards this, a government enabled model of 'EWS Rental Housing' was suggested as a solution. Another important issue of 'Night Shelters' for the transient population was tabled since Gurugram sees a huge influx of people staying temporarily in the city but cannot afford the accommodations options currently available to them.



Citizen representative from Affordable Housing sharing the refined KPIs post the consultative discussion

Refined KPIs from the Public consultation:

1. Number of citizens living in slum and shanties
2. Number of rental housing stock (low rent & safe)
3. Number of EWS housing applications received
4. Number of people allotted to EWS housing vis-à-vis number of allotments

Original KPIs from the draft paper:

1. Number of citizens living in slums/shanties



Education & Skill Development

The group primarily discussed the challenges of the existing education system in the country and how those have affected the education scenario in Gurugram. While there was general agreement regarding the relevance of current set of indicators, there was strong recommendation to contextualise the metrics for Gurugram. For example, it was felt that the ASER's data, specific to Gurugram could be analysed further. The need for a metric to focus on teacher training and assessment was also discussed at length as the role a teacher plays in a classroom remains one of the most significant aspects of Education and Skill Development. Another suggestion was instituting a regulatory structure for fees in Private schools. The group expressed optimism regarding the latent potential of the roadmap, provided the implementation was done right.

Refined KPIs from the Public consultation:

1. Gurugram's primary school performance on the Annual Status of Education Report
2. Industrial Training Institute placement record for residents
3. Per capita Capital investment made for education in GMA
4. Number of teachers in primary and secondary schools who have completed Teachers Training
5. Number of Public Libraries established

Original KPIs from the draft paper:

1. Primary school ASER performance (based on ASER Center's assessment)
2. ITI Placement record
3. Capital investment in GMA



Government Responsiveness

The discourse on Government Responsiveness revolved around the governance issues of accountability and overall agility in redressal of citizen issues. Adoption of technology to streamline processes, bring in greater transparency and establish continued review process was also a key theme that emerged from the discussion. Of prime concern to the group was creating institutional memory in all municipal bodies to make them people proof, with an established mechanism for delegation of funds, functions and functionaries. To that end, the group recommended 4 additional indicators to better map the efficiency of Government responsiveness.



The focus group engaged in a discussion about best indicators of Government Responsiveness

Refined KPIs from the Public consultation:

1. Average number of days taken to issue/deliver citizen's services
2. Percentage of citizen's issues submitted vis-à-vis issues resolved (including online)
3. Number of GMDA citizen services available online
4. Ratio of staff employed to staff required for each municipal department
5. Percentage of employees in every municipal department who have completed training by relevant organisation/training institutions.

Original KPIs from the draft paper:

1. Avg. number of days taken to issue/deliver citizen services for predefined services
2. Avg. delay in citizen grievance redressal
3. Number of citizen services available online



Mobility

The group converged on key issues impeding mobility in Gurugram and found it pertinent to develop indicators that contribute to the reduction in the number of cars on road. To that effect, proposed was the inclusion of indicators that encouraged non-motorized movement around the city and better infrastructure for mass transport. Also, apposite to the discussion was the subject of cost of transport and the need to consider public transport as a service to the citizens instead treating it as a mode of revenue for the government.



Mr Arun Maira, an active citizen of Gurugram facilitated the discussion around Mobility

Refined KPIs from the Public consultation:

1. Percentage of commuters using public transport
2. Percentage of total road length that is walking and cycling friendly
3. Average time taken per trip (home to work / work to home)
4. Average cost per trip
5. Measure of efficiency of law enforcement a) number of challans issued b) number of working traffic lights c) signage & road markings
6. Number of accidents
7. Percentage of CNG/Electric vehicles

Original KPIs from the draft paper:

1. % road area of total city surface area
2. Average idling time at identified bottlenecks
3. % modal share of public transport
4. % total road length, with walkable footpaths, pedestrian crossings



Power, Clean Energy and Piped Gas

In the first public consultation, no citizens convened to further refine the KPIs pertaining to Power, Clean Energy & Piped Gas. The GMDA will open the dialogue about the relevant metrics for the sector once again through subsequent engagements.

Original KPIs from the draft paper:

1. % coverage of households with uninterrupted supply
2. % injection of renewable energy into distribution grid
 - % Right of Way requests pending for laying underground lines for piped gas.



Safety & Emergency Services

According to the group, the vision for Safety & Emergency Services in Gurugram should be focused around creating a safer living environment that is non-discriminatory and inclusive, with special emphasis for vulnerable groups such as women, elderly, children, minorities, migrants, differently abled and LGBTQ. Correspondent to that, additional indicators should be developed to reflect gaps, for example, crime rate and identification of danger hotspots in the city, perhaps in the form of 'Safety and Security Perception Survey' to be undertaken every alternate year. Also recommended by the group was the introduction of single window system for Emergency Services. Based on the discussion, the group recommended inclusion of two more indicators to those outlined initially.

Refined KPIs from the Public consultation:

1. Creation of 'Safety and Security Perception Survey/Score' representative of all vulnerable groups
2. Number of incident of violence and crime data
3. Percentage of roads with streetlight based on safety audit funding
4. Reduction in crime hotspots through increased policing, CCTV and natural surveillance
5. Number of reported deaths and injuries due to poor road safety with specific reference point for pedestrians.
6. Average time taken by emergency service (ambulance, police and fire services).

Original KPIs from the draft paper:

1. % road length lit with street lights
2. Number of transport related fatalities
3. % CCTV coverage of streets, public places and junctions
4. Avg. response time (mins) of emergency services



Urban Environment

The group discussed the inadequacy of the current set indicators as a barometer of environmental health in Gurugram and proposed several new indicators to better capture relevant data and implement reforms. The group expressed grave concern over the poor air quality in Gurugram and the lack of infrastructure to monitor and prevent incidents that contribute towards it. The group was vociferous about creating accountability in terms of approval of infrastructure projects without opening up for public discourse.



The group discussing Urban Environment in Gurugram with Mr. Manas Fuloria, a citizen volunteer

Refined KPIs from the Public consultation:

1. Percentage of infrastructure projects opened for public consultation for environmental impact
2. % GMDA area (target 25%) designated as protected green area as defined by MoUD in urban green idelines 2014
3. Fraction of sectors with Government approved air quality monitors reporting PM2.5 data publicly.
4. Fines in rupees collected from polluting entities and people
5. Ratio between government funds spent on sustainable transport (public transport, auto electrification, walking, cycling) and the funds spent on road infra (flyovers and underpasses)
6. Percentage of land area in active use for public recreational, sport and cultural activities.
7. Gap between 24-hour electricity availability (to reduce gensets)

Original KPIs from the draft paper:

1. Zero days on which the Air Quality Index registers above 'Satisfactory' levels i.e. 51-100 in any of the measuring stations within the GMA as per the CPCB AQI methodology (2014-2015)
2. Per capita availability of green spaces
3. Per capita availability of blue areas (e.g., ponds, water bodies, etc.)



Waste Management

The focus group on Waste Management found the current indicators to be insufficient in charting a roadmap for better management practices around waste in the city. The group was unequivocal about the need to develop indicators that allow for immediate course correction to achieve the goal of Zero Landfill Gurugram by 2030. The exigent need for enactment and enforcement of byelaws for collection, processing and recycling of various waste streams was emphasized upon. The group also expressed the need to create mass awareness campaigns around waste segregation and toxic repercussions of burning and dumping unsegregated waste in landfills including sanitary and e-waste; attributed to the large scale contamination of groundwater and all manner of air and land pollution. The discussion resulted in complete reworking of the initial set of indicators.



The issue of Waste Management drew in many concerned citizens to collaborate on finding solutions

Refined KPIs from the Public consultation:

1. Zero incidents of waste burning to achieve 'No Smoke City Status' in 2 years
2. Tons dumped in landfill (Bandhwari daily dump to reduce to 20% over 2 years)
3. Percentage area of Gurugram under waste mapping exercise to identify serial offenders (sector wise areas/people)
4. 100% linking of polluters to waste workers
5. Number of sectors with decentralized governance w.r.t. Waste management
6. 100% enactment and enforcement of byelaws w.r.t SWM, bio-medical, plastic, organic and e-waste
7. Number of centers for: a) E-waste collection b) C&D dumping c) Material Recovery d) Decentralized composting/sector e) Horticulture waste composting
8. Overall tonnage of waste collected/processed/recycled: a) % of E waste collected b) % C&D waste processed c) % material recycled d) % organic waste processed e) % horticulture waste processed
9. Percentage of MCG/Eco Green Staff trained in SWM practices
10. Number of milestones achieved towards the overall objective of decentralized SWM and landfill diversion

Original KPIs from the draft paper:

1. % coverage of solid waste collection till last mile
2. % solid waste scientifically treated and recycled or disposed
3. % C&D waste recycled



Water Supply and Sewage

The group was in general agreement with the indicators outlined by GMDA, but proposed modifications and inclusions based on-the-ground reality of Water Supply and Sewage. Of prime concern amongst the group was the accessibility and the quality of water available for the economically weaker sections of society and the resultant financial burden of purchasing drinking water. The group strongly recommended a revised roadmap for future water security, considering the rate of growth of Gurugram and current reliance on single source of water and additionally, the lackadaisical implementation of ground water recharging practices. Also stressed upon was the lack of policy regarding implementation of dual pipeline system of separating potable and reclaimed water to achieve the goal of guaranteed contamination free water supply. Keeping this in mind the group suggested four additional indicators.



Mr. Shantanu Das Gupta, a long time resident of Gurugram facilitating the discussion on Water Supply and Sewage

Refined KPIs from the Public consultation:

1. Percentage of houses that receive up to 135 litres of clean water per person, every day
2. Percentage of the population that has a water connection and gets water that is safe to drink.
3. GMDA will ensure that 100% of all drinking water will be free from contamination and bacteria.
4. Percentage of houses that are connected to the municipality's sewage system.
5. Percentage of waste water recycled and used for purposes other than for drinking, or for revival of lakes and water bodies.
6. Quantity of water supplied to meet Gurugram's consumption by source, e.g. quantity sourced from Canals, quantity sourced from Borewells
7. Level of groundwater by sector, for all sectors/townships under GMDA's purview.
8. Number of Rainwater Harvesting Pits in each sector, quantified separately for (a) public spaces and green belts and (b) private spaces
9. Percentage of houses with dual pipelines per sector
10. Percentage separation of Sewage and Stormwater drains
11. Percentage of STPs/ Mini STPs with output quality monitoring

Original KPIs from the draft paper:

1. % authorized households with avg. clean water supply > 135ltrs per capita per day
2. 100% guarantee of zero E.Coli contamination
3. % coverage of population with potable water supply
4. % coverage of population with access to sewage system
5. % waste water recycled into non-potable water, pondage and water-body rejuvenation

4.

Five innovative aspects of the GMDA Act

Public Disclosure

Encouraging transparency, the Act mandates that pertinent information be shared regularly with the public through the GMDA website. Information shared on the website includes the GMDA budget; development plans; and a declaration of the CEO's direct or indirect interest with respect to property, business or employment in Gurugram. Similar details of members of the Resident's Advisory Council will also be made known on the website.

Encourages Citizen Participation

The Act encourages citizens to take ownership of the city and participate in policy formation. It directs that the Livability Metrics, Infrastructure Development Plan and Environment Management Plan be published on the website to allow citizens to share their suggestions, objections or feedback. These plans can be implemented only after citizen's suggestions are considered. Furthermore, the Act mandates the creation of a Resident's Advisory Council which assists the GMDA. Through the residents in this Council, citizens can make their representation to the GMDA on issues they may be facing in Gurugram.

Statutory Structure

The GMDA Act mandates that the Chairperson of the GMDA is the Chief Minister of Haryana. In addition, ex-officio members of the GMDA include the Mayor, Members of Parliament from Gurugram and members of the State Legislature. In addition Additional Secretaries of relevant departments and the Commissioner of the Municipal Corporation of Gurugram also form a part of the GMDA. This statutory structure creates an ease in coordination between various Government departments and stakeholders, which in turn ensures smoother implementation of the Plans put forth by the GMDA.

Better Quality of Life

A Cornerstone - The GMDA Act establishes the aim of the GMDA as ensuring a better quality of life and standard of living for citizens in Gurugram. The Act centres its preamble around this intent of the Government of enhancing the quality of life in Gurugram and ensuring integrated, sustainable development of the city. To achieve this goal, the Act empowers the GMDA with the ability to coordinate between authorities and tiers of Government, a budget for infrastructure development and the resources to ensure that Gurugram is a world class city.

Focus on Research and Innovation

The Act enables the GMDA to promote or undertake research on urban planning, infrastructure, urban renewal or social and economic development. This innovative facet of the Act also provides for the GMDA to promote entrepreneurship and skill development in the region. In addition, the GMDA can establish research institutes in Gurugram with a focus on urban development.

5.

FAQs

How is the Liveability Metric plan different from Liveability Ranking?

The unfortunate reality is that Gurugram rates very poorly in most of the Liveability Rankings published currently. The GMDA plans put an end to that through the implementation of an ambitious yet achievable Liveability Metric plan that will transform the urban landscape of Gurugram. Focusing on 10 sectoral themes most relevant to Gurugram, the GMDA plans to address the gaps in infrastructure, resource mismanagement and unsustainable practices in a coordinated and consequent manner. The Liveability plan will establish a rigour to the process of urban governance and delivery ensuring that the Liveability Ranking for Gurugram only goes higher in the coming years.

Why is there a need for measuring a metric like air pollution or garbage collection? Why not spend time in solving the problem?

Finding a long-term solution entails not just knowing that a problem exists but also, the magnitude of problem in quantitative terms. If we know the Air Quality Index (a metric for air pollution) of Gurugram, we will be able to a) compare it to WHO benchmarks to know how far behind Gurugram is currently, b) set future goals and accordingly, earmark appropriate funds c) monitor the effectiveness of remedial measures implemented by the government. Acknowledging that Gurugram has poor air quality backed with a metric empowers the citizens to hold the government accountable for every policy decision, implementation and monies spent.

Why does citizen involvement around Liveability Metrics matter? How will it create impact for me or the city?

In the spirit of absolute transparency and to ensure that Gurugram's progress is in keeping with the citizen's aspiration, the GMDA has developed a feedback mechanism at every level of policy formulation and implementation. The citizenry is empowered to weigh in on every decision regarding the development of city's infrastructure and resource management to question fund allocation, monitor progress of each and every development plan.

Why create another bureaucratic entity like GMDA that brings in confusion and lack of accountability in the system of urban governance? The Municipal Corporation of Gurugram (MCG) already exists, doesn't it?

Area of jurisdiction and functional differentiation between the MCG and the GMDA are the two primary reasons. While MCG is responsible only for Gurugram, the GMDA holds responsibility not only for Gurugram but also adjacent areas such as Sohna, Pataudi, Farukhnagar and Hailey Mandi. Due to the ever growing demand on land and resources, these areas may very well become a part of the greater Gurugram city in the coming years.

What are these functional differentiation between GMDA and MCG?

While the municipality is responsible for services like garbage collection and disposal, supply of water and electricity to households, upkeep of roads and public transport, and several such utilities that make day to day existence possible, the GMDA is the body that plans and ensures that garbage is collected and recycled, the quantum of water and electricity that reaches the city is sufficient for its residents, and that there are roads and public transport network that connects the strategic corridors of work and habitation in the city. At the same time, making sure that newer areas becoming a part of Gurugram also get access to the same service by the municipality.

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The consultation was facilitated by Citizens of Gurugram and the team from Janaagraha and Civis

Gurugram Citizens

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- Manas Fuloria
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