

# 7

## Vision for Lucknow City

### 7.1 Introduction

Developing a Vision for the city is central to the City Development Plan. A Vision is a statement of where the city wishes to go, within a given time frame, and is often expressed in terms of clear expectations. It defines the potential of the city and reflects on its unique attributes in terms of comparative and competitive advantages, values and preferences of the residents of the city, the relationship of the city to the state, the national and global economies and is described within the scope of the historic and physical attributes of the city. A vision is a tool that helps align stakeholders' energies to work together to achieve a common goal for the betterment of the city and therefore design strategies accordingly. All programmes and projects must therefore be aligned with the identified vision.

### 7.2 Process of Developing Vision

The vision was developed in a participatory process through a series of consultations (Annex 2) with a variety of stakeholders, including the Lucknow Nagar Nigam, departments from the UP state government involved in the CDP process, representatives of NGOs, RWAs, industry and business associations, educationists, civil society groups, media, members of state legislature, the former Mayor of Lucknow. At present there is no elected body in the LNN – elections to urban local bodies are scheduled for September 2006. Additionally, the LNN put out a press release asking for inputs to the CDP from the general public. It should be noted here that all consultations in connection with the CDP formulation have received wide coverage in the English and vernacular press.

In each of the consultations, participants were asked their views on what they liked about their city, what they wished to change and the priority for bringing about the change. There was unity of opinion that the people of the city offer a core asset and something special, and every group of stakeholders felt that this 'special ness' should be preserved and utilized to the city's benefit. The inputs received on the vision from the stakeholders was then analysed sectorally to come up with specific objectives for the sectors and these in turn helped develop the strategy.

### 7.3 The Vision

The many stakeholders in the process voiced a wide range of expectations. Synthesising these expectations into one that is acceptable to all was tricky however; the overall vision defined is one that has the desired acceptability. Additionally, separate visions were identified at sector level in an attempt to test people's views on their expectations in different sectors.

#### 7.3.1 Overall vision

Taking into consideration the range of perspectives, the following core vision emerged:

***“One of the five most liveable cities in India where every citizen enjoys a high quality of life and access to basic services and amenities, and where local culture, crafts and heritage are preserved and promoted. A city with a dynamic economy driven by service sectors such as knowledge-based education, health, tourism, and information technology that provides opportunities for all and makes it an attractive investment destination”.***

The key factors underlying the effective implementation of the identified vision are:

- Recognition of the potential that Lucknow has and to build on it
- The need for and the importance of joint planning
- Focusing on building strong institutions with highly capable staff
- The state taking on the critical role of facilitating the process through enabling reforms

Achieving the city level vision will necessarily require the different sectors to define separate time bound visions. Sector level visions are challenging and will require the sector to strive hard to achieve the vision.

### 7.3.2 Sector visions

Consultations with various stakeholders helped identify the sector level visions. These are as follows:

#### a) ***Economy and Business Group***

The vision identified by this group was as follows:

- A major 'knowledge economy' in India with very significant investments in IT, ITES, biotechnology, scientific research and medical tourism; having world class educational infrastructure and producing top-quality 'knowledge professionals'.
- Among the top seven tourist destinations in India by positioning Awadh as a premier Nawabi and Raj heritage hub with a distinctive culture, food, arts and craft.
- Among the top five liveable cities in India in terms of quality of life and human development leading to the sustained delight of citizens as well as visitors and investors from across the globe.

#### b) ***Water Supply***

- To ensure that every citizen is receiving a 24x7 supply through a network that is efficient, cost effective and environmentally sustainable.

#### c) ***Sewerage and Sanitation***

- To ensure that the city is served by an efficient sewerage system, that there is an organised solid waste management system including sanitary disposal, the people have access to hygienic public conveniences and Haider Canal is well maintained.

#### d) ***Urban Transportation***

- To ensure that the city has an efficient road network with flyovers and subways at congestion points and served by an efficient public transport system that is multi modal and connects all parts of the city.

#### e) ***Environment***

- To maintain Lucknow as a city of parks where the environment is clean and the air is sustained through the use of CNG fuel.

**f) Heritage**

- To revive the lost glory of heritage zones like Kaiserbagh, Hussainabad and La Martiniere including Hazratganj, Residency, Chowk, Dilkhusa, for the benefit of the city and the country culturally, and as a core ingredient of a vibrant tourism sector.
- Among the top tourist destinations in India by positioning Lucknow as a major Nawabi and Raj heritage hub that provides a holistic tourist experience through skilful amalgamation of historic monuments, culture, food and crafts.

**g) Basic Services for the Poor**

- To make Lucknow a city where there are no families living below the poverty line, and where all residents have access to affordable and reliable basic services.

**h) E-Governance**

- To make Lucknow a 'wired city' with a sustainable e-governance system for citizen services

### 7.3.3 Priority areas for interventions

There are two sets of priority areas that have been identified. One set of priorities is an outcome of the consultations. The priority areas identified are as follows:

*(1) For Sub Mission 1 on Urban Infrastructure and Governance*

- Water Supply
- Sewerage and sanitation
- Drainage and storm water drains
- City transportation and traffic – mass transport, parking, flyovers and sub-ways
- Inner city renewal
- Conservation of the River, ponds and lakes
- Conservation of heritage
- Governance and institutional reform

*(2) For Sub Mission 2 on Basic Services to the Urban Poor*

- In-situ integrated development of slums with provision of housing, basic services and amenities
- Relocation of slums that are in dangerous areas
- Night shelters for destitute
- Community toilets in selected slums

On the basis of the situation analysis and the key sectoral issues identified, it is **recommended** that the following be the priority areas for intervention.

*(1) For Sub Mission 1 on Urban Infrastructure and Governance*

- Water Supply
- Sewerage and Sanitation
- Drainage and storm water drains
- City transport and traffic – mass transport, parking, flyovers and sub ways

The above prioritisation does not preclude interventions in other critical areas. In fact, interventions in the above areas will have a positive impact on the following cross cutting spheres:

- Inner City Renewal
- Conservation of the River Gomti, ponds and lakes
- Conservation of heritage

Governance and institutional reform is key to the sustainability of interventions in the identified sectors. This requires the state to take some harsh decisions that will be beneficial to all in the long run.

(2) For Sub Mission 2 on Basic Services to the Urban Poor

- *In situ integrated development of slums*
- *Relocation of slums in dangerous areas*

Interventions will also be required in providing night shelters for the destitute and provision of community toilets in selected slums. These timing and need for these interventions will depend on the success of the interventions in the critical areas identified.

## 7.4 Sector Goals

| Sector Goals        | 2010   | 2015  | 2020  |
|---------------------|--|---|---|
| <b>Water Supply</b> | 1) Reduce leakages by upgrading infrastructure and introducing quantifiable leak management systems.<br>2) Improve the quality of the water in the River Gomti by tackling water pollution.<br>3) Introduce metering of all water connections.<br>4) Consistent with the 74 <sup>th</sup> Constitution Amendment introduce operational autonomy - including cost recovery and tariff setting - for service providers within appropriate policy guidelines. | 1) 24x7 water supply in at least 50 wards.<br>2) Augment the present systems for increasing per capita supply consistent with GOI norms.<br>3) All buildings have provision for rainwater harvesting. | 1) 24x7 water supply across the city.<br>2) Further increase per capita supply consistent with GOI norms.<br>3) No ground water withdrawal for meeting unmet demands. |

| Sector Goals                        | 2010   | 2015  | 2020  |
|-------------------------------------|--|---|---|
|                                     | <ul style="list-style-type: none"> <li>5) Transparent cross subsidies to specific user groups.</li> <li>6) Introduce volumetric charges</li> </ul>   |   |   |
| <b>Sewerage and Sanitation</b>      | <ul style="list-style-type: none"> <li>1) Develop an optimal sewerage and sanitation plan that includes network and decentralised on- site options and behavioural change.</li> <li>2) Increase network coverage from the present 30% to 50%.</li> <li>3) Replace degraded pipes of the present network.</li> <li>4) All inner city and core areas are connected to a sanitary sewage disposal system.</li> <li>5) No service latrines in the city.</li> </ul> | <ul style="list-style-type: none"> <li>1) Develop and implement on- site options in line with the sector plan.</li> <li>1) Increase network coverage to 75%.</li> <li>2) Increase the treatment of sewage to 75%.</li> </ul>  | <ul style="list-style-type: none"> <li>1) 100% network coverage.</li> <li>2) 100% treatment of sewage.</li> </ul> |
| <b>Drainage</b>                     | <ul style="list-style-type: none"> <li>1) 50% encroachments of drains removed.</li> <li>2) All existing drains and storm water drains are cleaned regularly and sillage removed immediately.</li> <li>3) Reduce the number of water logging points by 50%.</li> </ul>  | <ul style="list-style-type: none"> <li>1) Drains free of encroachments.</li> <li>1) Entire city to be covered by a network of storm water drains.</li> <li>2) No water logging in any part of the city.</li> </ul>  |   |
| <b>Traffic &amp; Transportation</b> | <ul style="list-style-type: none"> <li>1) Construct multi-level parking lots in identified commercial areas through public-private partnerships.</li> <li>2) Extend the city bus transportation to identified residential, commercial and institutional areas in the city.</li> <li>3) All public vehicles run on CNG.</li> </ul>  | <ul style="list-style-type: none"> <li>1) Further extend the bus transport system.</li> <li>2) Integrate relevant transport modes with the multi modal transport network.</li> <li>3) Complete 50% of the construction work for the multi modal mass transport system.</li> </ul> | City fully covered by a well planned multi modal mass transport system.   |

| Sector Goals  | 2010   | 2015  | 2020 |
|---|--|---|------|
|   | <ul style="list-style-type: none"> <li>4) Construct flyovers and subways at identified spots.</li> <li>5) Develop a plan and proposal for a multi modal mass transport system.</li> <li>6) Projects approved at the appropriate levels.</li> <li>7) Identify partners and structure partnership arrangements for implementation of the multi modal mass transport system.</li> </ul> |   |      |
| <b>Inner City Renewal</b>                               | <ul style="list-style-type: none"> <li>1) Remove encroachments in old congested areas.</li> <li>2) Cover all areas with service levels at par with the surrounding zones.</li> <li>3) Routine maintenance of all service infrastructure.</li> </ul>  | Relocate wholesale markets and non-conforming economic activities in suitable peripheral areas. |      |
| <b>Conservation of the River Gomti, ponds and lakes</b> | <ul style="list-style-type: none"> <li>1) Clean River Gomti and identified lakes/ponds.</li> <li>2) Develop River Gomti front for recreational facilities.</li> </ul>  |   |      |
| <b>Conservation of Heritage</b>                         | <ul style="list-style-type: none"> <li>1) Coordinate with different agencies to draw up a detailed co conservation management plan for the city.</li> <li>2) On the basis of the plan identify specific interventions at precinct level.</li> <li>3) Provide inputs to agencies undertaking city beautification programmes on the</li> </ul>   | All city level interventions mainstream heritage.   |      |

| Sector Goals  | 2010  | 2015   | 2020 |
|---|---|--|------|
|   | nature of interventions in heritage zones.<br>4) Design a holistic heritage experience for tourists that incorporate the monuments as well as the culture, food and music of the city.                |  |      |
| <b>Institutional development of slums with provision of housing, basic services and amenities</b> | 1) At least 100 slums identified for in-situ development and covered.<br>2) Community toilets in slums that do not have such facilities.<br>3) Initiate construction of night shelters for destitute. | 1) Relocation of slums that are in dangerous areas.<br>2) Night shelters for destitute.<br>3) Community toilets in selected slums. |      |

## 7.5 Strategies to Achieve the Vision

Under the guidelines of the JNNURM, the reforms that are proposed at the city level should be on fast track and ensure that activities are focusing on the efficiency of urban infrastructure/service delivery mechanisms, community participation and accountability of the ULBs towards the citizen especially the poor. For Lucknow, there is immediate relevance in the following areas:

### a) Service delivery and infrastructure development

New investments and reforms ultimately need to improve services that make Lucknow a better place for its citizens and those who do business here. A key step will be to match new investments with improved O&M. Better management of infrastructure will support better service delivery and provide a basis for the introduction of user charges – a pre condition for making service delivery institutions financially sustainable. Charges without better services will remain controversial, and the city therefore needs to be managed towards an inclusive approach to service infrastructure. At present there is high dependence on state government for funds, and services are not commercially viable. In this respect it is necessary to explore the options for partnerships such as already started with discussions about commercial parking.

In order for the city to improve its financial base and attract investment the financial viability of individual institutions and instituting appropriate regulatory mechanisms require consideration.

### b) Basic services to the urban poor

Poor people are an integral part of the urban economy with equal rights to basic services and employment opportunities. Strategies for addressing their needs are dictated by tenure status and tenability, integration within the larger city network, and involvement into decision-making processes. The state government has already put in place two enabling Government Orders that will go some way towards in situ slum improvements and this approach will be expanded.

**c) Institutional and governance reform**

The term of the last elected local government ended in February 2006 and after some delay due to a judicial case, elections are now scheduled in September 2006. With an elected council in place, the city will be positioning itself to move forward on political and technical fronts towards the vision and the strategy outlined here, and it will obviously be critical to ensure the new council understands and owns the CDP. Until that is achieved, the city will not be able to fully assume the autonomy intended by the 74<sup>th</sup> Amendment. Simultaneously, it will be crucial to outline the substantive capacity building interventions needed to ensure that the LNN and related institutions can indeed take the city into the future, and render the services its citizens' demand.

Clarity in roles and responsibilities of all institutions engaged in urban service delivery to bring in accountability and transparency of operations will be the next key step. Designing a system that allows for systematic incorporation of 'citizen's voice' – including steps like the setting up of Ward Committees, the MPC, e-governance platforms – would be the next step to make the LNN a dynamic, autonomous entity.

The strategy to improve the financial situation of LNN should be focussed on commercialisation of urban infrastructure projects, municipal credit rating, fiscal concessions as an incentive to the investors, galvanising of municipal finances by enhancing the efficiency of tax administration machinery, devolution of additional tax authority and rational fiscal transfers, refurbishing the property tax, and increasing recourse to user charges for financing directly chargeable services. These should be supplemented by better municipal financial management and accounting systems.

A specific reform that has already been initiated concerns land and housing markets. The state has repealed the Urban Land Ceiling Act, following which the land that was locked in the litigations etc. has now become available in the land market. But, there is little information on the utilisation of the land that became available following the repeal of the Act. The Rent Control Act is in operation currently. This Act has been amended several times to ensure a balance between the interests of the landlords and tenants. Further, there has been an initiative to bring in transparency in the land market by fixing the 'circle rates' as well as through the steps taken to computerise land records and transactions. However, further steps need to be taken to rationalise land tax, property tax, conversion charges, registration charges, betterment levy, development charges, etc. There is also a need to simplify the development control measures and make them transparent.

It is against this backdrop that the CDP for Lucknow has been prepared. At every stage efforts have been made to seek concurrence of stakeholders on the proposed programmes and projects. However, a priority in the immediate future is to concretise the reform strategy further.

**SUMMARY**

The vision has been identified on the basis of a series of consultations with a variety of stakeholders.

The overall vision is *“One of the five most liveable cities in India where every citizen enjoys a high quality of life and access to basic services and amenities, and where local culture, crafts and heritage are preserved and promoted. A city with a dynamic economy driven by service sectors such as knowledge-based education, health, tourism, and information technology that provides opportunities for all and makes it an attractive investment destination”.*

The strategy for achieving the vision stands on three pillars: infrastructure and service delivery improvements, basic services to the poor and institutional and governance reforms.