

Proceedings and Recommendations

One Day Workshop on
**PRIVATE SECTOR COLLABORATION
IN URBAN GOVERNANCE**
Shaping the Future of Cities

January 7, 2025



PROCEEDINGS
and
RECOMMENDATIONS

One-Day Workshop on
Private Sector Collaboration in Urban Governance
Shaping the Future of Cities

Date: 7th January, 2025

Venue: Gujarat Institute of Disaster Management (GIDM)

Gujarat Institute of Disaster Management (GIDM)
B/h Pandit Deendayal Energy University Koba-Gandhinagar Highway,
Raisan Village, Gandhinagar – 382007

**One day Conference on
Private Sector Collaboration in Urban Governance: Shaping the Future of Cities**

Date: 7th January, 2025

Venue: Gujarat Institute of Disaster Management (GIDM)

All rights reserved © 2025

Gujarat Institute of Disaster Management (GIDM)

B/h Pandit Deendayal Energy University Koba-Gandhinagar Highway,

Raisan Village, Gandhinagar – 382007.

<https://gidm.gujarat.gov.in/>

Disclaimer

- The designations employed and the presentation of the material in this publication do not imply the expression of any opinion whatsoever on the part of GIDM concerning the legal status of any content. Unless specified views expressed in this publication do not necessarily reflect those of the GIDM.
- This conference proceeding was prepared by GIDM and the consultants engaged. The contents of the conference proceeding have not undergone formal peer review.
- Excerpts may be reproduced without authorization, on condition that the source is indicated.

Contents

Introduction. 1

Workshop Overview. 2

Proceedings of the Workshop. 4

Takeaways. 17

Recommendations..... 19

Introduction

India's remarkable industrial growth over the past few decades stands as a testament to its entrepreneurial spirit and progressive policies. The 9.5% growth in the industrial sector, highlighted in the Economic Survey 2023-24, reflects significant advancements. However, this growth has been accompanied by rapid urbanization, presenting a dual challenge: leveraging opportunities while addressing critical issues like infrastructure development, disaster risks, and resource constraints.

Recent urban disasters, including floods and cyclones in cities such as Chennai, Bengaluru, Gurugram, Mumbai, Pune, Kolkata, Vadodara, Jamnagar, and Dwarka, as well as the impact of Cyclone Biparjoy on Gujarat's coastal regions, have underscored the urgent need for sustainable urban planning and disaster resilience. These events highlight the growing strain on natural resources and the challenges of financing and managing development.

The scale of infrastructure requirements, the need for technological advancements, efficient public-centric services, and the mobilization of financial resources call for a robust governance framework. This framework must foster strategic partnerships among stakeholders, ensuring cities can adapt, grow sustainably, and remain resilient in the face of future challenges.

The Gujarat Institute of Disaster Management (GIDM), an autonomous institution established under the Societies Registration Act, 1860, and the Bombay Public Trust Act, 1950, operates under the Gujarat State Disaster Management Act, 2003. Since its inception on September 1, 2003, with headquarters in Gandhinagar, GIDM has been dedicated to action research, studies, and capacity building in Public Policy and Governance related to disaster management.

On January 7, 2025, GIDM organized a one-day workshop titled "**Private Sector Collaboration in Urban Governance: Shaping the Future of Cities**", focusing on fostering partnerships for better urban governance.

Objectives of the Workshop

1. Understand the effectiveness of contemporary governance regimes in addressing rapid urbanization and shaping sustainable, resilient, and inclusive cities.
2. Study best practices to examine how private enterprises can complement public efforts in addressing urban challenges, enhancing infrastructure, services, and disaster resilience through innovative and sustainable approaches.
3. Develop actionable strategies to strengthen public-private partnerships for creating resilient, sustainable, and inclusive urban spaces, with a focus on robust infrastructure, disaster risk management, and climate resilience.
4. Facilitate discussions on urban governance needs, ensuring transparency and ethical private-sector engagement, and chart a roadmap to integrate private-sector expertise with public initiatives for sustainable urban growth.

Workshop Overview

The event included pre-conference sessions held from October to December 2024, field visits to Jamshedpur, Bharuch, and Ahmedabad, and culminated in the main workshop on January 7, 2025. The workshop was chaired by **Dr. Rajiv Kumar Gupta, IAS (Retd.)**, Director General, GIDM, and graced by **Mrs. Mamta Verma, IAS**, Principal Secretary, Industries and Mines Department, as Chief Guest.

The workshop aimed to foster a shared vision for an urban future where governments and stakeholders collaborate to address challenges, seize opportunities, drive economic growth, and improve residents' quality of life. Subject experts and 44 participants, including representatives from government bodies, private-sector leaders, academia, and research institutions, discussed sustainable urban governance strategies for Gujarat and beyond.

Through insightful sessions, the event explored collaborative urban governance, emphasizing the private sector's role in shaping policy, promoting ethical practices, and adopting innovative approaches to infrastructure and service delivery. The initiative aimed to inspire impactful policy interventions and strengthen public-private partnerships, culminating in actionable insights and a **Compendium of Recommendations** for forward-thinking urban governance which may be utilized by Government for further policy initiatives.

The program included pre-conference sessions (October–December 2024), field visits to Jamshedpur, Bharuch, and Ahmedabad, and concluded with the main workshop on January 7, 2025. The detailed agenda is outlined below:

Time	Session	Speaker
9:00 - 10:00	Registration and Informal networking	
10:00 - 10:30	Inaugural Session	
10:00 – 10:02	<i>Welcome Address by Dr. Mukesh Joshi, GIDM</i>	
10:02 – 10:15	Special Address by Dr Rajiv Kumar Gupta, IAS (Retd), Director General, GIDM	
10:15 – 10:30	Key Note Address by Chief Guest Ms Mamta Verma IAS, Principal Secretary, Industries and Mines Department, Gujarat	
10:30 -10.45	Technical Session 1: Emerging Scenario of Industrialization and concomitant Urbanisation: Challenges in shaping the future of cities	Ms. Manvita Baradi Founder and Director, Urban Management Centre, Ahmedabad
10.45 – 13.00	Technical Session 2: Comprehensive discussion of various successful models of PPP across the country. Moderated by Mr Paresh Sharma Former Chief Town Planner, Gujarat*	
	<ul style="list-style-type: none"> Steel City Jamshedpur, Jharkhand 	Mr. Ananya Mittal IAS DM cum Deputy Commissioner, East Singhbhum, Jharkhand Mr. Krishna Kumar Dy. Commissioner JNAC Mr R K Singh General Manager, TATA Steel UISL, Jamshedpur
	<ul style="list-style-type: none"> GIFT (Gujarat International Finance Tec-City) 	Mr. Loveleen Garg , Vice President & Head Planning, GIFT City, Gandhinagar
	<ul style="list-style-type: none"> Greenfield Industrial City of Dholera SIR, Gujarat 	Mr R D Bhatt Addl. Collector, Dholera SIR
	<ul style="list-style-type: none"> Reliance Townships (Jamnagar & others) 	Capt. Ramakant Sr Vice President (Corporate Services) Reliance Township, Jamnagar
	<ul style="list-style-type: none"> Adani Shantigram Township, Ahmedabad. 	Mr. Amit Motiwala General Manager, Real Estate, Adani
	<ul style="list-style-type: none"> GNFC (Gujarat Narmada Fertilizers Company) Township, Bharuch, Gujarat 	Mr. Piyush Mankad , General Manager, GNFC, Bharuch
	<ul style="list-style-type: none"> Surat City, Gujarat 	Mr. Devang Patel , General Manager, Surat Municipal Corporation Surat Municipal Corporation
	<ul style="list-style-type: none"> The GMR Aerocity, New Delhi 	Mr. Abhishek Jain Chief Commercial Officer- Airport Land Development, GMR
13.45 - 14.00	Closing Remarks	
14.00 – 15.00	<i>Lunch Break</i>	
* The presentations Mandal Becharaji SIR, Gujarat and PCPIR (Petroleum, Chemicals, and Petrochemicals Investment Region), Dahej, Gujarat were incorporated in the discussions while moderating by Mr Sharma.		

Proceedings of the Workshop

Inaugural Session:

The workshop was inaugurated with a “Sarasvati Vandna” with a warm welcome to the dignitaries, speakers, and participants, expressing gratitude for their presence and active participation expressing desire of a fruitful and result-oriented dialogue during the workshop. The Chief Guest was welcomed by the Director General.

Subsequent to the welcome of the participants and the workshop commenced with the keynote address by Dr. Rajiv Kumar Gupta, IAS (Retd.), Director General, Gujarat Institute of Disaster Management mentioning about the **“Role of Private Sector in Urban Governance: Opportunities and Challenges”**.

Dr. Rajiv Kumar Gupta’s keynote address highlighted the critical role of private sector collaboration in addressing urbanization challenges and fostering sustainable development. With cities becoming hubs of economic growth, the need for responsive governance is paramount. The private sector’s participation is indispensable, particularly in bridging resource gaps in infrastructure, managing disaster risks, and improving public service delivery. Drawing from examples like PPP models in Manila and Singapore, he emphasized how leveraging private sector expertise and capital can enhance efficiency and innovation. India’s success stories, including projects like Bharatmala Pariyojana, Mundra Port, and Ahmedabad Airport, demonstrate the transformative potential of such collaborations, integrating industrial growth with social welfare and sustainability.

Dr. Gupta also underscored the urgency of private sector involvement in crisis scenarios, such as Gujarat’s floods and the COVID-19 pandemic, which exposed vulnerabilities in urban planning and service delivery. Examples like Surat’s waste-to-energy initiatives and Delhi’s metro system showcase how private entities can revolutionize municipal services and urban mobility. Additionally, he highlighted the role of private enterprises in land management, citing the Bandra-Kurla Complex and GIFT City as models of integrated and sustainable urban development. These experiences underline the need for strategic frameworks and inclusive partnerships to build resilient, inclusive, and future-ready cities.

Dr. Gupta concluded by emphasizing that innovative PPP models, active private sector collaboration, and robust policy reforms are essential to achieving sustainable urban development and disaster risk reduction. The workshop, he noted, aims to provide actionable recommendations to strengthen existing frameworks and promote inclusive urban-industrial ecosystems.

The Chief Guest Ms. Mamta Verma, IAS, Principal Secretary Industry and Mines, in her keynote address, highlighted the transformative role of private sector collaboration in urban governance, emphasizing the need for sustainable and inclusive development amidst rapid industrial growth. She commended Gujarat’s efforts in creating robust frameworks, such as the Special Investment

Region (SIR) Act of 2009, which have facilitated successful projects like Dholera SIR and Mandal Becharaji SIR. These initiatives reflect meticulous planning and the integration of public-private partnerships (PPPs) to address infrastructure deficits and disaster risks. While acknowledging Gujarat's achievements in industrial township management, such as GNFC Bharuch and Reliance Jamnagar, Ms. Verma stressed the importance of replicating these models nationwide with necessary adaptations for stakeholder engagement and global trade alignment.

Mrs. Verma further outlined the critical challenges posed by urban sprawl, resource strain, and the increasing frequency of disasters, underscoring the urgency of strategic partnerships to enhance governance mechanisms. She called for expanding institutional frameworks to ensure multi-stakeholder participation in finance, administration, and management, promoting resilience and resource optimization. The workshop, she noted, serves as a platform for exchanging insights and good practices, encouraging participants to collaborate inclusively to shape urban governance that balances industrial growth with sustainable development. Ms. Verma concluded with optimism, confident that the workshop's outcomes would guide policy planning and serve as a global model for urban-industrial ecosystems.

Technical Sessions

1. Emerging Scenario of Industrialization and Concomitant Urbanization

Ms. Manvita Baradi, Founder and Director, Urban Management Centre, Ahmedabad, addressed the interplay between industrialization and urbanization, emphasizing the challenges in shaping the future of cities. She outlined three key issues. Firstly, the definition of urban areas based on parameters like population density and jurisdiction poses difficulties in effective urban management. Secondly, the urban-rural continuum exerts pressure on existing infrastructure, leading to inefficiencies in accessing housing, land, and public spaces. Thirdly, she highlighted the need for judicial reforms, especially in resolving land-related issues such as disputes, acquisitions, and pooling. Private sector inclusion in land management processes, she stressed, is vital for strengthening governance mechanisms.

Ms. Baradi further emphasized the opportunities urban centres present, such as attracting investments, generating employment, and engaging young talent. These opportunities must be balanced with the demands of traditional industries, ensuring sustainable growth and inclusive urban governance.

2. Transforming Urban Governance through PPP Models

Mr. Paresh Sharma, Former Chief Town Planner, Gujarat, delivered an insightful presentation on the evolution of Public-Private Partnerships (PPPs) and their transformative role in urban governance. He traced their history, noting key milestones such as their introduction in the 1990s for roads, airports, and ports; the institutionalization of PPP frameworks in 2006; and subsequent reforms culminating in the Smart City Mission in 2015, which expanded their application to urban development.

Mr. Sharma underscored the success of the Gujarat SIR Act, 2009, as a framework for fostering industrial and urban development through Regional Development Authorities (RDAs). He highlighted the Petroleum, Chemicals, and Petrochemicals Investment Region (PCPIR) at Dahej and the Mandal-Becharaji Special Investment Region (SIR) as exemplary models. Dahej PCPIR, leveraging its strategic proximity to ports and robust connectivity, has attracted significant investments in the petrochemical sector. The Gujarat Industrial Development Corporation (GIDC), designated as the RDA under Section 6(2) of the Gujarat SIR Act, oversees land acquisition, planning, and the development of critical infrastructure, driving substantial investment, employment generation, and sustainable growth.

The Mandal-Becharaji SIR, on the other hand, has emerged as a hub for the automobile and engineering sectors, supported by efficient governance, effective land management, and state-of-the-art infrastructure. Both regions exemplify how RDAs can integrate strategic planning, private sector collaboration, and innovative development strategies to achieve sustainable industrial growth.

Mr. Sharma also emphasized the Dholera Special Investment Region (SIR) as a model of innovation and planning. Developed through the Dholera Industrial City Development Limited

(DICDL)—a joint venture between NICDIT (49% equity) and DSIRDA (51% equity)—Dholera employs an innovative land-finance equity model to manage land, develop infrastructure, and engage the private sector effectively. As India's first greenfield smart city, Dholera integrates advanced technologies, sustainable practices, and high-access corridors to support industrial and residential growth, ensuring effective planning and transparency.

Additionally, Mr. Sharma highlighted Gujarat International Finance Tec-City (GIFT City) as a model of integrated governance and sustainable development. GIFT City's framework brings together GIFT City Company Limited (GIFTCL), the Development Committee, and the GIFT Urban Development Authority (GIFT UDA) to ensure seamless planning and infrastructure development. Initially a 50:50 joint venture between the Gujarat Urban Development Company Limited (GUDC) and Infrastructure Leasing & Financial Services (IL&FS), GIFTCL transitioned to full government ownership following the closure of IL&FS, showcasing how a well-designed PPP can evolve into a resilient, long-term institution delivering sustained excellence.

Drawing comparisons with Tata Steel Utilities and Infrastructure Services Limited (TSUISL) and the Jamshedpur model, Mr. Sharma emphasized the potential of leveraging private sector expertise in Gujarat's urban governance. TSUISL demonstrates how industrial expertise can seamlessly integrate with municipal responsibilities to deliver critical services like waste management, water distribution, and power supply, while also contributing to social infrastructure development.

Mr. Paresh Sharma highlighted critical gaps in Gujarat's urban and industrial development frameworks under the Gujarat Town Planning Act, 1976, and the Special Investment Region (SIR) Act, 2009, emphasizing the need for targeted interventions to enhance Public-Private Partnerships (PPPs). He stressed the importance of scaling up successful practices that, while limited in scope, have shown notable results, and outlined key interventions to strengthen governance, empower Regional Development Authorities (RDAs), and streamline operations under the SIR framework.

Criteria for Declaring Special Investment Regions: Clear guidelines should be developed under Section 3 of the Act to define and declare Special Investment Regions. These guidelines should include considerations such as growth potential in manufacturing and services, export potential, market access, ease of doing business, business costs like tariffs and trade facilitation, regional development factors, and other socio-economic parameters determined by the State Government.

Engaging the Private Sector in RDAs: A transparent process is essential for engaging private sector partners under a PPP model within RDAs designated under Section 6 of the Act. The State Government or its entities must retain at least 51% paid-up share capital, with private companies holding up to 49%, selected through fair evaluations of financial robustness, managerial capability, and commitment to long-term investments in infrastructure and climate resilience initiatives.

Replication of Successful Models: Guidelines and agreements should draw from the Dholera Industrial City Development Ltd. (DICDL) model, a joint venture between NICDIT (49%) and DSIRDA (51%). This innovative land-finance equity model integrates landowners as equity partners, enabling efficient land management, infrastructure planning, and execution, while ensuring financial sustainability, shared revenues, and effective private sector collaboration.

Governance Standards and Risk Management: Governance guidelines should focus on estimating long-term costs, managing risks, and creating financing mechanisms that balance public interests with private collaboration. These should also promote social objectives and be supported by transaction advisory services to align with development priorities.

Mr. Sharma expressed confidence that workshop speakers would provide valuable insights and recommendations to address these interventions, fostering robust and effective PPP models for sustainable urban and industrial development.

3. Jamshedpur Township Management

Mr. R.K. Singh, General Manager of Tata Steel Utilities and Infrastructure Services Limited (TSUISL) highlighted how Tata Steel has transcended its core business functions over the years to play a pivotal role in urban governance, municipal service delivery, land management, and social development. In Jamshedpur, Tata Steel has not only provided essential services within its operational area but has also extended its efforts to benefit the broader Jamshedpur town. Acting as a secretarial arm to the municipal government, Tata Steel has supported functions traditionally managed by state and local authorities. Mr. Singh emphasized TSUISL as a pioneering example of a Public-Private Partnership (PPP)-driven model for municipal services.

Under Tata Steel's management, TSUISL has successfully delivered critical services such as solid waste management, water distribution, and power supply. By leveraging advanced technologies like GIS and drones, TSUISL has achieved significant operational efficiencies, including reducing water transmission losses to just 2%, far below the international benchmark of 6%.

To formalize and strengthen these contributions, the Jharkhand government in December 2023 notified the formation of the **Jamshedpur Industrial Township (JIT)** and the **Jamshedpur Industrial Township Committee (JITC)** under the **Jharkhand Municipal Act-2011**. Spanning 15,480 acres across wards 1 to 19, formerly managed by the Jamshedpur Notified Area Committee (JNAC), JIT integrates industrial and urban governance to enhance infrastructure, service delivery, and social development.

The **JITC**, consisting of 27 members, exemplifies a collaborative governance model. Chaired by the local minister-in-charge of East Singhbhum district, the committee includes Tata Steel's Vice-President and the Deputy Commissioner as vice-chairpersons, along with six

government officials, 11 Tata Steel representatives, and 10 local representatives, including MPs, MLAs, and prominent citizens. This diverse representation ensures a balance between industrial, administrative, and political interests.

Empowered under the Jharkhand Municipal Act, JITC has the authority to levy taxes, collect service charges, manage infrastructure, and oversee statutory and non-statutory functions. Key responsibilities include waste management, water supply, electricity distribution, public health services, and land management. TSUISL continues to play a critical role in delivering these functions, while also contributing significantly to social development by establishing schools, healthcare facilities, and community infrastructure.

The formation of JIT and JITC formalizes Tata Steel's long-standing contributions to Jamshedpur's development, creating a structured framework for future urban-industrial collaboration. This initiative not only enhances governance and service delivery but also establishes a benchmark for integrating industrial expertise with urban administration, ensuring sustainable development and an improved quality of life for residents.

Mr. Singh also shed light on JUSCO's financial structure, which combines revenue from service charges with subsidies from Tata Steel to ensure affordability for residents while maintaining high-quality services. Beyond municipal functions, JUSCO has invested significantly in social infrastructure, including 100 schools and sports facilities, reflecting Tata Steel's commitment to holistic urban development.

Despite these successes, challenges remain, including a ₹300 crore funding deficit and limited financial contributions from local governments. Mr. Singh underscored the need for stronger partnerships between government entities and private players to address these gaps and expand the model's impact.

In response to audience queries, Mr. Singh provided key insights:

- **Legal Framework:** JUSCO operates under the Companies Act, 2013, ensuring governance and accountability.
- **Financial Management:** Service charges partially fund operations, with Tata Steel subsidizing deficits.
- **Role of Tata Steel:** The company invests in both operational costs and social infrastructure, including schools and community facilities.
- **Government Involvement:** The local government does not directly finance JUSCO, relying on private-sector service delivery.
- **Board Governance:** JUSCO's board includes Tata Steel representatives and other stakeholders, with performance monitored by local authorities.
- **Social Contributions:** JUSCO has developed and managed schools, hospitals, and recreational facilities, underscoring its dedication to holistic urban management.

The governance model in Jamshedpur, jointly managed by the Jamshedpur Notified Area Committee (JNAC) and Tata Steel, highlights the importance of aligned efforts between private and public entities in service delivery and urban management. It stands as a replicable example of how industrial expertise can contribute to sustainable and inclusive urban development.

4. GIFT City

Mr. Loveleen Garg of GIFT City highlighted the robust and integrated governance framework that drives the operations and development of Gujarat International Finance Tec-City (GIFT City). This framework brings together **GIFT City Company Limited (GIFTCL)**, the **Development Committee**, and the **GIFT Urban Development Authority (GIFT UDA)** to ensure seamless planning, infrastructure development, and service delivery.

GIFTCL, initially a **50:50 joint venture** between the **Gujarat Urban Development Company Limited (GUDC)**, representing the **Government of Gujarat**, and **Infrastructure Leasing & Financial Services (IL&FS)**, served as the primary implementing agency for GIFT City. However, following the closure of IL&FS, its **50% stake was transferred to other government agencies**, resulting in GIFTCL now being entirely owned by government entities. Despite this shift, GIFTCL continues to operate with the same efficiency and effectiveness as before, showcasing how a well-crafted and nurtured PPP collaboration can evolve into a long-term institution delivering sustained excellence.

GIFTCL remains responsible for the creation and maintenance of advanced infrastructure, including roads, water supply, district cooling systems, and automated waste management solutions. As the operational backbone, GIFTCL ensures GIFT City meets global benchmarks in urban infrastructure and service delivery.

The **Development Committee**, established under the **Gujarat Town Planning and Urban Development Act, 1976 (GTPUD Act)**, operates within the GIFT Urban Development Authority. It plays a critical role in granting development permissions, approving land use changes, and reviewing building plans to align with urban planning standards and sustainability objectives. By working closely with GIFTCL, the Development Committee ensures timely project execution while upholding regulatory compliance.

The **GIFT Urban Development Authority (GIFT UDA)**, empowered by the GTPUD Act, provides statutory oversight to ensure that all development within GIFT City adheres to town planning schemes and regional development objectives. It collaborates with the Development Committee to enforce zoning regulations, monitor compliance, and address long-term planning needs.

This synergistic relationship between GIFTCL, the Development Committee, and GIFT UDA seamlessly integrates governance, infrastructure execution, and regulatory oversight. While GIFTCL focuses on operational excellence, the Development Committee and GIFT UDA

ensure adherence to the city's vision of becoming a global financial and IT hub. The transition of IL&FS's shareholding to government entities demonstrates the resilience of the governance structure, proving that a properly designed and nurtured PPP model can deliver sustained success and institutional stability over time.

Mr. Garg further elaborated on GIFT City's vision, emphasizing its role as a resilient and sustainable global financial and IT hub. Conceptualized as a vertical urban center, GIFT City integrates cutting-edge infrastructure, including automated waste collection, district cooling systems, and the **Online Development Approval System (ODAS)**, to ensure efficient, citizen-centric services and environmental compliance. Initiated in 2007, the project achieved key milestones such as the establishment of GIFT UDA in 2012 and the reissuance of environmental clearances in 2021.

The city's funding model, which balances government contributions with private investments, exemplifies the effectiveness of Public-Private Partnerships (PPPs). GIFT City has been recognized with the **IGBC Platinum Award** for sustainable built spaces and has created significant opportunities for employment and investment. Mr. Garg underscored the importance of decentralized systems for resource management and equitable collaboration between public and private stakeholders.

In response to queries from Mr. Paresh Sharma, Mr. Garg discussed GIFT City's expenditure-revenue model, pricing and lease mechanisms for development rights, and statutory compliance strategies. He acknowledged that while service charges cover operational costs, capital costs remain unrecovered, necessitating innovative financial approaches.

Dr. Rajiv Kumar Gupta, Director General of GIDM, commended GIFT City's governance model, praising it as a benchmark for future urban-industrial initiatives. This well-integrated framework of governance, financial sustainability, and advanced infrastructure makes GIFT City a transformative example of how a thoughtfully designed PPP model can evolve into a resilient and self-sustaining institution.

5. Dholera Special Investment Region (SIR)

Mr. R.D. Bhatt, Additional Collector of Dholera SIR, emphasized that **Dholera Industrial City**, a flagship project under the National Industrial Corridor Development Program, is one of India's largest nodes of industrial development, representing a paradigm shift in infrastructure planning and execution. Spanning 920 sq. km., with 422 sq. km. of developable area, Dholera is India's first **greenfield smart city**, boasting a footprint larger than Singapore. Its Phase 1 activation area, covering 22.54 sq. km., seamlessly integrates industrial, residential, tourism, and recreational zones, supported by cutting-edge physical and social infrastructure.

Central to the success of this initiative is **Dholera Industrial City Development Ltd. (DICDL)**, established under **Section 6(2) of the Gujarat Special Investment Region (SIR) Act, 2009**. DICDL operates as a government company and a joint venture between the **National Industrial Corridor Development and Implementation Trust (NICDIT)**, holding 49% equity

on behalf of the Government of India, and the **Dholera Special Investment Region Development Authority (DSIRDA)**, holding 51% equity on behalf of the Government of Gujarat. This dual governance framework ensures seamless administration, transparent management, and efficient execution of development projects.

DICDL enjoys significant autonomy under the SIR Act to manage land, plan infrastructure, and facilitate development in alignment with the master plan. It employs an innovative **land-finance equity model**, enabling landowners to contribute land as equity in development projects, benefiting from shared revenues and increased land value. This approach ensures financial sustainability, fosters equitable growth, and actively integrates landowners into the region's economic progress.

As a facilitator of Public-Private Partnerships (PPPs), DICDL attracts private investments to finance infrastructure and services while maintaining state oversight. Revenues generated through land leases, user charges, and shared equity are reinvested into critical infrastructure, supporting long-term growth and sustainability. Operating within the regulatory framework of the SIR Act, DICDL remains accountable to NICDIT and DSIRDA, ensuring compliance with urban planning standards, sustainable practices, and alignment with broader national and state policies.

Mr. Bhatt highlighted that Dholera's development incorporates high-access corridors, advanced technologies, and sustainable practices to address urbanization and industrial growth needs. The project integrates housing, healthcare, and educational facilities, ensuring a high quality of life for residents while meeting industrial demands. This strategic approach has positioned Dholera as a global investment hub and a model for industrial and urban integration.

As the Additional Collector of Dholera SIR, Mr. Bhatt underscored that the governance framework led by DICDL demonstrates Gujarat's leadership in creating large-scale, planned urban-industrial ecosystems. Dholera's success under DICDL offers a replicable framework for other Special Investment Regions in India, showcasing the transformative potential of well-governed, sustainably managed greenfield developments to drive industrial and urban growth.

6. Reliance Greens, Jamnagar

Mr. Capt. Ramakant, Sr. Vice President, Reliance Township, presented an insightful overview of the Reliance Township in Jamnagar, a sprawling development spread across 760 acres. The township accommodates 22,000 residents and is supported by 52 km of internal roads, demonstrating meticulous planning and efficient execution.

The township offers a range of amenities to ensure a high quality of life, including hospitals, malls, temples, schools, banks, post offices, restaurants, sports complexes, and gyms. To sustain these services, utilities such as an 18 MLD water treatment plant (WTP), a 7.5 MLD sewage treatment plant (STP), two main receiving substations (MRS), and 18 substations for

electricity supply have been established, reflecting a commitment to reliable and sustainable infrastructure.

Reliance Township represents a benchmark in private-sector-led urban development, integrating social infrastructure and advanced utilities to create a self-sufficient ecosystem for its residents. This initiative highlights the potential of private sector expertise in delivering comprehensive and sustainable urban solutions.

7. Shantigram Ahmedabad

Mr. Amit Motiwala, Regional Head – Design & Project Management, Adani Reality presented the development and vision behind Adani Shantigram Township, a sprawling 600-acre urban project that exemplifies innovation, sustainability, and integrated planning. Currently housing 20,000 residents, Shantigram is designed to accommodate a population of up to 1 lakh, supported by world-class infrastructure and amenities.

The township features 11 km of six-lane roads, efficient water supply systems, stormwater drainage networks, healthcare facilities, and a dedicated post office. Sustainable infrastructure includes a 16 MLD Sewage Treatment Plant (STP), a 12 MLD Water Treatment Plant (WTP), a 110 ML reservoir, and over 30,000 trees. Community-centric amenities such as educational institutions, gardens, grievance redressal systems, and a country club ensure a high standard of living for residents.

Mr. Amit highlighted the financial model underpinning the township, noting that the development cost exceeded ₹350 crores. Capital expenditure is recovered through residential and commercial sales, while operational costs are managed via township maintenance deposit contracts and annual maintenance charges. The township's low failure rate in infrastructure is attributed to timely repairs and proactive modifications.

Challenges highlighted included high upfront costs, extended gestation periods, and land consolidation difficulties. Operational challenges such as safety, security, and enforcement of maintenance rules also pose ongoing concerns. However, Mr. Amit emphasized the transformative role of PPPs in fostering speed, efficiency, and operational excellence in the project's execution.

Shantigram serves as a model of how private sector-led initiatives can deliver sustainable, inclusive, and high-quality urban living environments, underscoring the importance of innovative approaches and resilient planning.

8. Gujarat Narmada Valley Fertilizers & Chemicals Limited (GNFC) Township Bharuch

Mr. Piyush Mankad, General Manager, GNFC, Bharuch, delivered a detailed presentation on the GNFC Township in Bharuch, an exemplary model of industrial-urban integration. The GNFC Industrial Zone, home to India's largest ammonia plant, and its adjacent 200-acre township housing 4,000 residents, epitomizes a symbiotic relationship between industrial operations and urban development. This development not only supports GNFC's workforce

but also integrates housing, commercial spaces, and recreational areas, creating a self-contained community.

The township features robust infrastructure, including schools, healthcare facilities, parks, and community spaces. Sustainability is at the core of its design, with disaster-resilient initiatives and community-driven disaster preparedness programs. Notable measures include a Miyawaki Forest spanning 22,000 m² with 101,972 trees, rainwater harvesting systems, and solar power generation with a capacity of 150 KW. Additionally, the township boasts an STP with 100% automatic control and zero discharge, two power substations, and a water treatment plant. These innovations underline GNFC's commitment to environmental stewardship and operational excellence.

Mr. Mankad also highlighted the financial model of the township. The per capita annual O&M cost stands at ₹22,500, with revenue streams derived from leasing residential and commercial buildings, income from water and power supply, and earnings from educational and healthcare institutions. This PPP-based township model involves a 41% share from the Government of Gujarat, ensuring a balanced partnership in resource allocation and governance.

In conclusion, Mr. Mankad emphasized how the GNFC Township exemplifies the potential of industry-driven urban ecosystems. By combining sustainability, innovation, and community welfare, the township has set a benchmark for integrated development that balances industrial growth with social responsibility. This model demonstrates the transformative impact of aligning industrial objectives with urban planning to foster resilient and inclusive communities.

9. Surat Municipal Services and Smart initiatives

Mr. Devang Patel, General Manager, Surat Municipal Corporation, provided a detailed presentation on the initiatives and achievements of the Surat Municipal Corporation (SMC), highlighting its progressive approach to urban governance, infrastructure, and sustainability. With a population of 7.5 million in 2023, Surat has emerged as a model for integrated urban planning, balancing rapid urbanization with environmental stewardship.

SMC has implemented an efficient water supply grid system that ensures equitable and reliable distribution of water across the city, meeting the demands of its growing urban population. The city has also embraced renewable energy, fulfilling 52% of its total energy requirements through sustainable sources, reflecting its commitment to reducing its carbon footprint.

In wastewater management, Surat has excelled by adopting innovative approaches, including state-of-the-art sewage treatment plants (STPs). The city generates an annual revenue of ₹455.25 crores through the sale of treated wastewater (TWW), of which 30% is reused, underscoring its commitment to circular water economy principles. Such practices have set benchmarks in resource conservation and sustainable urban management.

The ‘Tapi Shuddhikaran’ Project, a flagship initiative, extends wastewater treatment and creek revitalization services to 73 villages and towns, directly benefiting 26 areas. This project has significantly contributed to the ecological restoration of the Tapi River and enhanced water access for surrounding communities. Additionally, creek remodeling and restructuring have further supported environmental revitalization efforts.

In the realm of solid waste management, Surat has achieved notable success with its dumpsite remediation program, scientifically treating approximately 2.5 million metric tons of solid waste. This initiative has not only reduced environmental hazards but also reclaimed valuable land for productive use.

Health and social infrastructure in the city have seen significant advancements under SMC’s leadership. The establishment of 80 Urban Health Centers (UHCs) and a medical college ensures access to quality healthcare services for the city’s residents, improving overall public health standards.

Mr. Patel emphasized that Surat’s achievements demonstrate how a city can leverage innovative governance practices and sustainable development principles to transform into a progressive urban center. SMC’s efforts in water management, renewable energy integration, waste remediation, and healthcare development serve as a benchmark for other urban areas in India and beyond. The city’s holistic and forward-thinking approach underscores its position as a leader in sustainable and resilient urban governance.

10. Aerocity, New Delhi

Mr. Abhishek Jain, Chief Commercial Officer, GMR, delivered a detailed presentation on GMR’s airport land development initiatives, showcasing the integration of urban infrastructure and social spaces across multiple locations, including Delhi (230 acres), Hyderabad (1,500 acres), Goa (230 acres), and Bhogapuram (300 acres). These projects, as of 2023, have successfully created 4,000 hotel keys and attract a daily footfall of 20,000, demonstrating the transformative potential of well-planned airport-centric developments.

GMR’s projects prioritize the integration of social infrastructure with robust regulatory compliance. By working closely with third-party developers, GMR ensures high standards through comprehensive reports on areas requiring improvement. Mr. Jain highlighted the key urban design guidelines adopted by GMR, including public realm development with no boundary walls or setbacks, integrated infrastructure systems, and stringent architectural and performance standards. Oversight mechanisms, such as the Delhi Aerocity Design Review Board, further ensure excellence in execution.

Infrastructure resilience forms the foundation of GMR’s projects. Key systems include stormwater drainage networks, rainwater harvesting systems, flood management frameworks, smart water management, firefighting networks, sewage systems, and automated irrigation networks. These measures not only enhance functionality but also ensure the long-term sustainability of the developments.

Mr. Jain elaborated on the Aerocity framework, which operates on a two-layered service delivery model:

1. **Layer 1:** Services rendered directly by GMR/DIAL, focusing on core infrastructure and utilities.
2. **Layer 2:** Services provided through third-party integrated facility management, ensuring seamless operations and maintenance.

He emphasized that GMR's airport land development projects aim to deliver long-term sustainable and resilient infrastructure. By creating vibrant, well-integrated spaces with robust environmental and operational systems, GMR exemplifies a commitment to urban development that balances economic, social, and environmental priorities.

In conclusion, Mr. Jain's presentation highlighted GMR's vision of leveraging airport land development as a catalyst for urban growth and innovation. The emphasis on sustainability, high standards of infrastructure, and community-centric planning makes GMR's initiatives a benchmark for future airport-centric urban developments.

Takeaways

Discussions during the workshop, led by experts with over three decades of experience, highlighted the transformative potential of private sector involvement and corporate culture in urban and industrial governance. Participants emphasized that the rapidly evolving landscape necessitates the integration of innovative frameworks, corporate governance principles, and strategic private sector engagement in governance and administration.

Successful governance frameworks, such as those demonstrated in Jamshedpur, GIFT City, and Dholera, showcase systems that are not only accountable and efficient but also flexible and growth oriented. These frameworks illustrate how governance can be revolutionized by fostering accountability, responsiveness, and operational excellence.

Currently, in Gujarat and other states, industrial and economic growth necessitates alternative governance frameworks to address contemporary challenges. While the success of a few models provides valuable lessons, adaptations are required to meet evolving needs and effectively scale these frameworks. The takeaways have been classified into actionable steps to guide and implement improvements in governance systems, ensuring efficient and impactful transformation in Gujarat.

1. Providing an enabling Framework for Governance

Robust rule-making is crucial for empowering authorities, establishing governance frameworks, and enabling effective decision-making.

- **Strengthening the SIR Act:**

Develop and implement operational rules under the SIR Act to empower Regional Development Authorities (RDAs), ensuring enhanced governance and sustainable regional development.

2. Corporate Governance and Administrative Systems

Incorporating corporate governance principles into administrative frameworks drives accountability, efficiency, and long-term growth.

- **Corporate Governance Models:**

The GIFT City model showcases robust mechanisms for managing statutory and non-statutory functions efficiently, offering a replicable framework for other industrial clusters.

- **Structured Administrative Frameworks:**

Administrative frameworks like those of GIFT City and Dholera enhance coordination, streamline processes, and improve accountability, ensuring effective governance.

- **Incorporating Corporate Culture:**

Embed corporate governance practices into administrative systems to create responsive, flexible, and growth-oriented frameworks, fostering operational excellence.

- **Collaborative Governance:**
The Jamshedpur model emphasizes inclusive decision-making by incorporating balanced private sector representation, ensuring cost-effective service delivery and efficient governance.

3. Engagement of Private Agencies as Part of the Procurement Process

Strategic procurement processes and transparent collaboration with private agencies are essential for improving infrastructure and service delivery.

- **Promoting Public-Private Partnerships (PPPs):**
Develop transparent procurement practices and robust risk-sharing mechanisms, inspired by Surat's waste-to-energy projects and the Bharatmala Pariyojana, to drive infrastructure and service improvements.
- **Private Sector Collaboration:**
Clearly define scopes of work, establish standardized RFP guidelines, and ensure transparency in procurement processes to encourage effective private sector participation.
- **Service Delivery Mechanisms:**
Adopt private-sector-led models such as Jamshedpur Township, Shantigram, Aerocity, and Reliance Greens to optimize service delivery, enhance grievance redressal systems, and achieve operational efficiency.

4. Guidance and Skills for Risk Evaluation and Quantification

Building expertise in risk evaluation and mitigation ensures the sustainability of long-term collaborations with the private sector.

- **Risk Evaluation for Long-Term Engagements:**
Develop guidelines and provide training to assess and quantify risks in projects involving private sector collaboration, ensuring resilience in governance frameworks.
- **Financial Sustainability through Land Equity:**
Leverage innovative financial models, such as DICDL's land-finance equity and revenue-sharing approach, to overcome capital challenges, optimize resources, and promote equitable growth.
- **Mitigating Governance Risks:**
Use inclusive governance practices, such as balanced representation in decision-making (e.g., Jamshedpur model), to mitigate risks and ensure effective and resilient governance.

Recommendations

The Gujarat SIR Act provides a foundation for development, focusing on two objectives: (i) land and infrastructure development and (ii) the delivery of municipal services. While some Special Investment Regions (SIRs) in Gujarat have achieved success, replicating these successes and ensuring sustained and impactful development requires a comprehensive reassessment based on the insights shared during the workshop.

The workshop emphasized the need to establish robust frameworks to effectively achieve these objectives by adopting the key elements of success from existing models. The takeaways from the workshop serve as a roadmap for necessary reforms. Among the four categories of takeaways identified, the first category, “**Providing an enabling Framework for Governance**” stands out as the most critical for achieving structural robustness. The following key recommendations emerge as essential:

Strengthening the SIR Act

Need: The Gujarat SIR Act’s effectiveness and forward-looking applicability are limited by the absence of detailed rules. These rules are critical for operationalizing the Act, providing clarity, direction, and a structured framework to support meaningful growth and establish a robust governance regime.

Requirement: Forward-looking rules should focus on:

- Providing a framework for private sector collaboration.
- Enabling meaningful identification and inclusion of regions to promote sustainable and inclusive growth, considering the strengths of the regions.
- Streamlining processes to improve efficiency and transparency.
- Offering clear guidance for administrators and officials to enhance governance effectiveness.

Key Components of the Draft Rules:

- **Objective and Scope:** Establish governance, administration, and development frameworks.
- **Declaration of SIRs:** Define criteria emphasizing employment generation, economic growth, export access, ease of doing business, and infrastructure readiness.
- **Governance and Administration:** Include provisions for RDAs and committees with balanced stakeholder representation for effective decision-making.
- **Private Sector Collaboration:** Enable PPP models with transparent selection processes and a minimum 51% state equity.
- **Land Use and Development Control:** Mandate development plans incorporating Gujarat Town Planning Act, 1976, provisions for land use and infrastructure.
- **Industrial Township Designation:** Empower RDAs under Article 243Q to levy taxes and manage municipal functions.

- **Dispute Resolution and Grievance Redressal:** Establish mechanisms for efficient resolution through mediation, arbitration, and appeals.
- **Miscellaneous Provisions:** Include frameworks for budgeting, land allocation, recovery mechanisms, eviction processes, annual reporting, and independent audits.

Strengthening the SIR Act by notifying the forward-looking framework rules would be valuable to administrators, officers and private sector collaborators as a guide, to ensure investment, good governance, streamline processes to improve efficiency, transparency and disaster resilience.

-----XXXX-----





Gujarat Institute of Disaster Management
B/h PDEU, Raisan Village, Gandhinagar, 382426
T: +91 79-23275865, Fax: +91 79-23275814
Email: info-gidm@gujarat.gov.in
www.gidm.gujarat.gov.in