CHAPTER 11

NEW STRATEGIES FOR ADDRESSING PLANNING AND DEVELOPMENT REGULATION DEFICITS

Introduction
Why should every city in the country collect its garbage on streets, create eyesores and destroy its cleanliness? Is that how garbage in cities around the world is collected? Why should every city struggle to provide admission to its children in schools or treat its patients in hospitals? Why should most cities have no form and shape and look so completely devoid of aesthetics? Is this how cities elsewhere have grown? Why should there be so much of unauthorized construction everywhere? Why should every large city struggle with traffic and transport and continuously dig its roads? Above all, why should cities push more and more of its people into slums? In other words, why should cities give to themselves a plan each and then move to destroy it? And if this is what is generally happening in most towns, is it not time to look into the development Plans and Development Control regulations, two key documents that capture the future of cities in their folds?

11.1 Core Group Recommendations on Reviewing Town Planning and Development Control
The earlier chapter has detailed deficiencies of the planning process. This Chapter seeks to shed light on the remedial measures possible in reengineering the Development Plan and its DCRs. A lot of thought has been given to these problems by several studies and urban thinkers and there has been practical evidence of some of the solutions on ground. These include international agencies, think tanks constituted by Government of India and State Governments, urban local bodies, urban-oriented universities and urban practitioners.

In this regard, it is significant to look at the recommendations of the Core Group on Reviewing Town Planning and Development Control Process (UD, 2005). The Terms of Reference of the Core Group were

- “To study and review the legal framework and procedure involved in the development planning and town planning process and suggest areas of simplification and improvement.
To redefine the objectives of the Development Planning process in the context of the challenges posed by the rapid urbanization, imperatives of the 74th Constitutional Amendment Act and global agenda of sustainable development.

To examine the limitations in the implementation of the Development Plan and suggest the ways and means to mobilize resources to implement the Development Plans.

To examine the constraints in the implementation of the Town Planning Schemes and highlight areas of improvement.”

11.1.1 Key DP Deficiencies
The issues that the Group identified were that the present Development Plans were largely "land use plans without much consideration of socio-economic parameters" and unrelated to the imperative of urbanization and environmental problems. There was "absence of consultation" and the process was "very long". The DP was not accompanied by any "investment Plan" and implementation was 'poor'. Reservations led to "inequities and litigations" and there was "inadequate integration with regional and peripheral planning process".

11.1.2 Remedial Measures
The Core Group suggested a number of modifications. It advised an "integrated Planning Process at Regional/District and city level including peripheral areas". It wanted the authority of preparation and approval of DP to be transferred to the ULBs. The State was counselled to take the role of providing "comprehensive guidelines" and the "power to intervene under exceptional circumstances which must be recorded in writing". It prescribed that the "Development Plan should have an explicit commitment of the ULBs to allocate the financial resources to implement the plan". It wanted the "system of reservations on individual land holdings" to be replaced by "land pooling and readjustment for development of infrastructure and amenities".

11.1.3 Three-Fold Planning Process
The Group advised a three-fold planning process: Regional/District Plan, city-level structure Plan and at city level and TPS for amenities in the neighbourhoods. The Planning was required to be "participatory and inclusive" and "a mix of the ‘Top Down’ and ‘Bottom Up’ approach". It wanted a five year "action plan with investment planning" and a revision of planning standards for developing amenities. The Core Group strongly felt that "planning must address the issues of low income housing, livelihood generation
and informal sector” and the provision of "adequate infrastructure for sustainable environment management".

11.1.4 Institutional Planning Framework
The Group also put forth the following "Institutional Framework for Planning":

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<th>Table No. 11.1 Proposed Institutional Structure</th>
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<td>Level of Plan</td>
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<td>Regional Plan (Metropolitan Areas)</td>
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<td>District Plan</td>
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<td>Peripheral Plan</td>
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<td>Structure Plan</td>
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<td>TPs/Local Area Plan</td>
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11.1.5 Time Frame
The Core Group prescribed a time frame for Plans. The Regional Plan/District plan was to be ready in one year. Municipal Councils were allowed one year to get a City Level Structure plan and Peripheral Plans together and Municipal Corporations two years. The State Government was to approve the Regional/District Plan within six months and MPC/DPC were to approve city level Plan within three months. Failing this the Plan was to be deemed approved.

11.1.6 DP Implementation Plan
The Development Plan was to comprise an implementation Plan. The plan period of 20 years was to be broken into five year action plan with investment commitments and an annual report on implementation was to be submitted. In regard to reservations, the Group suggested that reservations should be fastened on lands of owners who had multiple holdings. Land acquisition was to be effected through the use of FSI/TDR and accommodation reservation. Levy and recovery of value based betterment charges was to be credited to a city development fund and budgetary provisions were to be made at the time of reservations themselves.

A detailed mechanism for implementation of Development Plan through town planning schemes was spelt out by the Core Group. Areas to be developed by the TPS were to be identified in the structure plan. These would include Urban Renewal areas as well as new developing areas. The identification of TPS areas were to be based on Planning Sectors in
the City/Town. A consultative process for formulating town planning schemes was to be initiated at the electoral ward level. A "Revolving City Development Fund" was to be set up to compensate the land owners. The schemes had to attempt to be self financing to the extent possible and amendments on the lines of Gujarat Model were to be incorporated in the MRTP Act. Private empanelled town planners/architects were to be employed as as TPO and arbitrators and land possession was to be taken on declaration of preliminary award.

11.1.7 Other Recommendations
The Core Group recommended amendment in the Municipal Acts to make implementation of the Development Plan mandatory. Digitization of Survey Sheets and application of GIS and information technology for regular updation of survey records was important. While the Master Plan was prepared for the city as a whole, the Group felt that local level planning in the nature of urban design had great relevance. local issues "like footpath design, street furniture, locating street vendors, utility booths, signage, conservation of heritage precincts are important elements of urban planning that can hardly be attended to through twenty year master plans. Byelaws could probably provide for preparation of such plans and enforcing them within the framework of master plan".

11.1.8 Suggestions with respect to DCRs
In regard to DCRs, it was felt that "development control is based upon an absolute set of regulations. It does not permit location specific impact evaluation of an individual proposal. This is due to a general apprehension that discretion lead to rent seeking behaviour. On the other hand such rigid regulations impel developers to bypass the regulations by rent paying perhaps at different levels. This delays development and adds to the transaction cost. Unwillingness to evaluate impacts of individual development has also prevented Indian planning system from adopting Impact Fees of imposing Planning Obligations, ways of exacting resources, monetary and land - for mitigating adverse impacts of development". A constraint on redevelopment was "the fragmented landownership (or leasehold rights) of very small and narrow plots. Instead they should provide incentives for assembly of such plots and proper layouts with adequate roads, parking and open spaces".

It was further suggested that the building byelaws "should not be exclusionary in nature. It is experienced that the minimum legal housing unit defined by such regulations is not affordable by the majority, even if the influence of land prices is not considered. Could we explicitly target that the construction cost of minimum legal dwelling unit defined by
the byelaws will be affordable to at least 80% of the households? In that direction, can we consider materials and specifications that do not assure a structure that would last for 80 or 100 years but only 15-20 years? Obvious in this, is an assumption that there exists a trade-off between the longevity of the structure and its cost”. It was also suggested that an attempt should be made to have building byelaws that enable local authorities "to prepare local plans within the broad framework of master plan'. These could provide for "so-called informal activities such as retail trade without their occupying footpaths or small manufacturing without having adverse environmental impact”.

11.2 Study of McKinsey & Company
Another recent and important study was undertaken by McKinsey & Company. In its study titled “India’s Urban Awakening: Building Inclusive cities, Sustaining Economic Growth”, it devoted Chapter 2.1. to Urban Planning and made the following recommendations:

11.2.1 Overhaul Metropolitan and Municipal Plans, Planning Systems and Planning Capabilities.
"India’s planning is in a very poor state. On paper, India does have urban plans - but they are impractical, rarely followed, and riddled with exemptions. For example, no city in India has a proper 2030 transportation master plan, nor has any of them allocated enough space and appropriate zoning for affordable houses. India needs to make urban planning a core, respected function, investing in skilled people, rigorous fact base, and innovative urban form. Putting this right should not be difficult. This can be done through a ‘Cascaded’ planning structure in which large cities have 40-year and 20-year plans at the metropolitan level that are binding on municipal development plans (Exhibit 16). Central to planning in any city is the optimal allocation of space, especially land use and Floor Area Ratio (FAR)2 planning. Both should focus on linking public transportation with zoning for affordable houses for low-income groups. These plans need to be detailed, comprehensive, and enforceable, and exemptions should be rare than the norm. By revamping its planning system in this way, India could save more than 6 million hectares of potentially arable land over the next 20 years (Exhibit17)." (McKinsey & Company, 2010).

The study recommended the "devolution of planning function to local governments by empowering MPCs to create statutory metropolitan plans and transferring local urban planning powers to municipalities” It further suggested an "integrated, cascaded planning system consisting of 20-year master plans at metropolitan and municipal levels containing
calculations of predicted population, GDP, required transportation, affordable housing and other urban infrastructure as well as land use and FAR norms. It advised creation of “well-resourced planning organizations at metropolitan and municipal levels and innovate with latest planning technologies and models” and transparency and public participation in planning. It counselled "building six to eight world-class urban-planning institutes to train 3,000 to 4,000 planners annually". (McKinsey & Company, 2010)

11.2.2 Clarify Mandates and Roles by transferring the Planning Function to Local Governments

India first needs to define the roles and mandate of the five government institutions involved in the planning process- the state government, metropolitan and district planning committees, regional authorities, local governments, and other parastatal agencies. Three key initiatives can make this work:

- Constitute and empower MPCs to create statutory metropolitan plans in at least the top 20 metropolitan regions that have multiple municipalities. A metropolitan authority should act as its secretariat. For the remaining towns create and empower equivalent DPCs to create regional plans at district level.

- Make the metropolitan (or regional) plan binding on municipal plans through four parameters:
  - Target population for key wards
  - Broad land use for FAR, especially for commercial and residential parcels, including areas for intensification, regeneration, and Greenfield development.
  - Major metropolitan transportation projects and their efforts on land use and densities at a ward level.
  - Goals for specific sectors, such as affordable housing, education and health care units, including zoning norms.

Outside of the subjects for metropolitan (or regional) planning, all local governments should fully transfer the appropriate set of local urban planning powers, among them parcel by planning norms such as those governing FAR and land use."

11.2.3 Execute an Integrated, Cascaded Planning System

"For larger metropolitan areas, MPCs would need to prepare two types of metropolitan plans - a 40 year concept plan and a 20 year master plan. For other cities, DPCs in partnership with state TCPDs, could create just the 20 year district master plan. These
plans could then flow down into a detailed 20 year municipal development plan. All plans must be integrated across sectors. We now summarize this cascading structure and the plan contents:

### 11.2.4 Create 40 year Concept Plan for the top 20 Metropolitan Regions.

This long range plan should articulate the broad vision of the city (including the economic proposition to investors and the quality of life targets for citizens), key projections on population =, employment by sector, and land demand, as well as a broad distribution of a population in new and old growth centers with sufficient high capacity transit systems. Broad land use should be specified, ideally to a 1:100,000 scale. The concept plan could also provide high level guidelines for projects and policies in key priority sectors, such as transportation and affordable housing. These plans should be updated every ten years.

### 11.2.5 Cascade the 40-year Metropolitan Concept Plans into 20-year Metropolitan Master Plans.

These 20-year metropolitan master plans need to translate concept plans into a detailed 1:25,000 scale land use plan that includes distribution of population across new and old growth centers along with key planning norms such as FAR, setback, density and land use. These plans should also contain detailed reports that enumerate key infrastructure projects and polices in strategic transportation, environment, affordable housing, education, and health care as well as urban design. Cities need to sequence these projects and back them up with a broad financing plan. For smaller cities, the DPCs should directly create these 20-year regional master plans with a similar content.

### 11.2.6 Cascade 20-year Metropolitan Master Plans into 20-year Municipal Development Plans.

Municipal (city) development plans must conform to the four cascading parameters mentioned in the metropolitan (or regional) master plans. Based on the specified target holding population and employment by ward, broad land use and FAR and goals for specific sectors, these development plans should then create parcel by parcel land use norms (including such matters as zoning, FAR and setback) as well as key projects in basic services (e.g. water supply, sewage treatment, solid waste, storm water drains), local transportation (local roads and highways, local mass transit), environment, cultural heritage, and social services (education, affordable housing and health care) in line with the metropolitan master plan. These plans should emphasize urban design norms to give a unique character to the city. As with regional level planning, a plan should set forth priorities for projects, what sequence they should follow, and how to pay for them.”
11.2.7 Create well resourced Planning Organizations

"The quality of urban plans is only as good as that of planning organization. More often than not, large scale urban planning has been the forte of government organizations around the world. However, India faces capacity shortages in both personal and technology, and this makes the creation of high quality plans more challenging. We recommend four broad areas of action to address these deficiencies:

11.2.8 Build an effective planning organization at the metropolitan and city levels

At the metropolitan level, India needs to create separate planning departments housed within the metropolitan authority. In addition, there is need for metropolitan planning board that could consist of four or five eminent urban planning experts (such as planners, economists, and architects), heads of other parastatal agencies active in the region, and two or three citizen representatives. The planning board could be chaired by the head of metropolitan authority and would be responsible for all the technical decision in planning process, including coordination with different agencies. The decisions in the planning board would ultimately need to be ratified by the appropriate MPC and DPCs which would define the overall vision for the region and key projects and policies. A similar structure is needed at the city level; the planning department should be housed within the municipality and be overseen by a similar planning board. The decisions of the planning board would need to be ratified by the MPC (ultimately headed by the metropolitan mayor), who would be responsible for the overall vision of the region and key projects and policies. For smaller cities, state TCPDs could help create city development plans and should be strengthened appropriately."

11.2.9 Build sufficient urban planning capacity.

"India needs 200 to 300 planning professionals (such as planners, economists, architects, geographers, demographers and digital experts) per city in the larger tier 1 and 2 cities and 15 to 20 in smaller Tier 3 and 4 cities, against the current aggregate annual supply that is below 200. Clearly, there is an urgent need to augment this capacity by building new institutes. Until India builds the necessary capacity, it could access talent by leveraging global expertise, simplifying the writing of new plans by creating common templates that can be used and reused across cities; and creating standards and specifications that enable existing talent to work more effectively.

11.2.10 Innovate with planning technology and models to ensure quality plans.
A high quality plan requires reliable data base. India’s cities need to improve the country’s data in such fundamental subjects as land availability and usage, population growth and movement, job mix and its prospective evolution, and income mix and forecast changes in that mix. For each of these, smart technology solutions are likely to be available. As we have already noted from our summary of best practice in other world cities, every urban centre in India should create rigorous econometric models to project likely economic and demographic evolution, devise a detailed GIS mapping of existing land use and conduct detailed studies of future needs in various sectors, especially in transportation. We recommend an investment of $ 10 million per city for 1 and 2 tier cities and $2 million per city for smaller tier 3 and 4 cities to build these capabilities over the next five to ten years."

11.2.11 Create tight execution and enforcement mechanisms with sufficient public participation

"Three initiatives could help improve execution of India’s urban plans:

- Ensure community participation in the planning process by collecting public feedback through public exhibitions of draft regional concept and master plans.
- Make urban plans an anchor to the development priorities of a city, with all subsequent policy and investment trade-offs based on those plans.
- Minimize exemptions and ensure that they are fair by creating a simple, streamlined process that provides a mechanism for public hearing on major exemption proposals and allows for appeals to the local council, the MPC, or the DPC.

Implementing the steps that we have discussed could transform India’s Urban Planning in five to ten years. The question is where and how India should start. We have identified the following next steps for central, state, metropolitan, and municipal governments."

11.2.12 Central Government

"The Central Government should focus the first wave of urban planning reform on the 65 largest cities (including 2 metropolitan regions) through four key initiatives:

- Using the flagship National Urban Renewal Mission (NURM) to provide 500 crore rupees for creation of metropolitan concept and master plans subject to four conditions:
  - Creating and empowering the MPC and DPC
  - Transferring the appropriate set of planning functions to all municipalities.
Making metropolitan concept and master plans statutory and binding on local development plans.

- Issuing effective guidelines for the planning process, plan contents and exemption mechanisms.
- Creating detailed manual and templates of best practice concepts and master plans in simple, easy to understand language.
- Providing an additional direct grant of 10 billion rupees ($222 million) to upgrade planning technology with such things such as GIS maps and economic, transportation, and affordable housing models.
- Launching between six and eight planning institutes with an annual capacity of at least 5000 urban planners to cope with the expected demand; these institutes could be greenfield or housed in existing institutes such as the Indian Institute of Technology.

11.2.13 State Government

"The state government would need to initiate four key reforms:

- Prepare a 20-year urbanization master plan for the entire state that determines the target portfolio of cities with anticipated population and employment, key policies to attract investment and create jobs, and specific major intercity transit project such as high speed expressways.
- Form an MPC in at least 20 metropolitan regions and a DPC in each of the remaining districts and transfer regional planning powers to them.
- Make the cascaded planning system official by ensuring regional concept and master plans statutory and that four key parameters from regional master plans are binding on district plans.
- Create guidelines for content, capacity, and technology investment as well as for community participation in planning."

11.2.14 Metropolitan Authorities

"Once formed, the MPCs, with the help of metropolitan authorities, must immediately begin the process of creating 40-year metropolitan concept plans and 20-year master plans with integrated content by leveraging private sector expertise in the short-term. All subsequent major regional infrastructural projects, such as mass transit and affordable housing, must be decided on the basis of these plans."

11.2.15 Municipal Government
"Local governments should create their own 20-year city development plans based on the new metropolitan or district master plans with integrated content and, like metropolitan plan, ensure that all subsequent infrastructure projects, such as water supply and sewage are decided on the basis of these plans.

A shift to a systematic planning structure and process is critical to help India anticipate, and facilitate, effective and sustained urbanization. India needs to put in place urban plans that- like any corporate plan- create a vision that articulates a city’s value proposition for both citizens and investors, make the best use of finite resources, and create a tight process to ensure effective implementation with minimal exemptions, and robust enforcement. Our analysis suggests that India can achieve these aims even in the relatively short term." (McKinsey & Company, 2010);

11.3 Report on Indian Infrastructure and Services
The next important Report is the “Report on Indian Urban Infrastructure and Services” commissioned by Ministry of Urban Development, Government of India in 2010. While the Report mainly deals with municipal services delivery and their financing, it gives some useful advice on urban planning. The Report states that "Planning for India’s cities and towns has received little attention at all levels of government. The planning commission of the Government of India has focused on socio-economic planning in its dialogues with state government. The Committee recommends that spatial planning be made an essential part of the state plans and that the Planning Commission provide incentives to state government for integrating socio-economic planning with spatial planning."

11.3.1 Dovetailing State Plans with Central Infrastructure Plans
It also has several suggestions on dovetailing State plans with central infrastructure plans such as the Delhi-Mumbai Industrial Corridor. In such cases, "integrating spatial with economic planning is vital for the success of this project." It suggests that the starting point for integrating socio-economic and spatial planning should be regional planning. Rather than focusing on expansion of towns in isolation from their hinterland. It is important to focus simultaneously on the watershed region. Within a region, the aim should be to identify towns or growing villages with locational or natural resource advantages, and focus future socio-economic and spatial growth by guiding investment of funds for infrastructure and industrial growth into such nodes."
11.3.2 Metropolitan Planning Committees

"The committee strongly recommends the creation of Metropolitan Planning Committees (MPC)/District Planning Committees (DPS) as set out in the 74th Constitutional Amendment Act. DPCs have been constituted but not empowered to function in most states, while MPCs have not even been set up in most states. The Committee recommends that the MPCs/DPCs be operationalised and made the focal point for all activities related to regional planning. It is vital to have a certain number of eminent citizens on these Committees."

11.3.3 Unified Metropolitan Transport Authority

"The Unified Metropolitan Transport Authority (UMTA) proposed under the National Urban Transport Policy (NUTP) for all cities with population above 1 million should serve as the technical arm of MPCs/DPCs, assisting in transport related planning. Urban Development Authorities, currently involved in city planning, should serve as technical secretariats to MPCs/DPCs and assist with aspects of regional planning. Regional plan prepared by MPCs/DPCs should integrate into state governments’ spatial and socio-economic plans."

"In accordance with a structural plan for the region prepared by a Metropolitan Planning Committee, the constituent ULBs of the area must prepare their development plans. The municipal legislations should define a plan process which is genuinely participatory and a process of plan ratification must also be laid out. The current Master Planning models treat transportation as a residual Transportation needs to be integrated with land use to take advantage of agglomeration economies and minimize likely congestion diseconomies. This must include provisions for housing for the poor along transit corridors so that they can avail of public transportation. Integration becomes possible if there are institutions that can coordinate the planning and management of land and transport investments. Examples from around the world, such as the Land Transport Authority in Singapore, Translink in Vancouver, and Transport for London have successfully demonstrated this."

11.3.4 Conversion of Agricultural Land

"As cities grow and expand, agricultural lands surrounding them need to be converted to non-agricultural use to meet the demands of housing and commerce. Conversion of agricultural land to non-agricultural use falls under state a land revenue laws. These laws discourage alienation and non-agricultural use of farm land. The growth of urbanization and progress of industries and services sectors have increased the demand for conversion.
The rules for conversion as prescribed under the old laws are restrictive, and as a result, proposals for conversion face many obstacles. This is also a major source of corruption.

11.3.5 Peri-urban Growth

"In the peripheral areas of fast-growing urban agglomerations, which grow faster in the unregulated land unauthorized periphery than at the core, the Town and Country Planning legislation should lay down clear and simple guidelines for the rural hinterland of towns. The panchayats should be able to sanction buildings and impose a modicum of orderliness in the growth of village habitations and prevent them from becoming the slums of future urban areas."

"The committee believes that city planning should be an integral function of ULBs. To the extent that Development Authorities are engaged in local planning, this function should be transferred to ULBs. Earlier when there were no Development Authorities, ULBs (at least the large ones) had a planning and infrastructure development function. It was only during the 1970s that this function was severed from ULBs. Whatever the justification at the times, it is difficult to see its logic in the present context."

11.3.6 Town Planning Schemes

"A common practice for and development by public intervention is through land readjustment schemes which compensate original owners of acquired land in kind, by returning portions of the serviced developed land. Such schemes have been used very efficiently in Korea, Taiwan, Japan, Australia and West Germany. The Town Planning Schemes (TPS) of Gujarat is an example of land acquisition that does not get mired in court cases and leaves dispossessed and uprooted families in its wake. Under the scheme, once the area to be urbanized is identified in line with the strategic development plan, further land use planning and development is done by the Municipality."

"Land readjustment Schemes like the TPS of Gujarat are examples of citizen participation in the supply of land for infrastructure development at no cost to the local body. Ahmadabad and Surat have completed more than 100 such schemes each, covering 300sq.km and 137sq.km respectively. Under the schemes, after the development authority of a town or city has drawn up a strategic development plan, the expansion area is divided into number of smaller areas, typically between 1 and 2sq.km each. There small areas are then developed through a framework of participative planning for infrastructure, with land owners being kept well informed at all stages of the project."
"In another successful land readjustment model, landowners from a particular community organized themselves to set up the Magarpatta Township Development and Construction Company, which prepared a city plan for Magarpatta, an integrated township on the outskirts of Pune. They came together on a common platform as partners in town planning i.e. land development for housing, infrastructure and other public purposes. The Magar farmers pooled their land with each landowner becoming shareholder in the company in proportion to the value of his/her land in the total, with the land cost being determined as a percentage of sale proceeds as and when accrued. The result is that Maharashtra has got an eco-city within the precincts of Pune. The town manages its own municipal services and yet pays its taxes to the Municipal Corporation. In course of time, a solution will have to be found for bringing Magarpatta within the folds of the federal democratic regime with accountability of elected representatives to the citizens."

11.3.7 Planning FSI

"The vertical dimension of land is even more important. Floor spaces index (FSI) is one of the most abused terms in the Indian Urban Planning System, and the allocation of FSI in Indian cities is seldom made rationally. Restricted FSI and density norms have led to sprawling cities with spiralling costs of infrastructure development. Judicious use of FSI in the creation of ‘compact cities’ is extremely important. An examination of intra-city economic functions is needed in order to design appropriate policies to maximize efficiencies. This would require spatial planning that supports (and is not inimical to) economic efficiency and market responsiveness."

11.3.8 Inclusion and focus on the Poor

"An important area of planning which warrants special focus is housing for the poor. The housing needs of the poor and low income groups are not likely to be met by the play of market forces alone. But the solution also does not lie in the government engaging in building housing colonies for the poor. Better land management, good infrastructure, access to subsidized credit, and private players, all have a role in providing the solution. Financial sector reforms, coupled with innovations in project development and project management, can make the low income sector attractive to private players. Development of clarity in land titles will also have a big impact on housing for the low income population."

"Master Plans, with a 20 year perspective, are rather restrictive and do not address the housing problem of the poor effectively. There is need to have a re-look at the land use
model and allow mixed land use which could solve a part of the housing problem. Land along transport corridors could be used for housing the poor. This would provide then better access to transport."

11.3.9 Public Private Partnerships
"Large private companies are already tapping the market potential at the bottom of the pyramid for a number of sectors, but the low income housing sector has yet received due attention. New players are beginning to enter the market and substantial policy support will have to be provided to address the huge shortage of low income housing. Rental housing for low income groups must be encouraged. The committee believes that an approach which creates an enabling environment for investing in low income housing will help alleviate the shortage. PPPs should be explored to help manage the scale of the challenge."

"Besides providing for urban services of universal standard norms for the entire population of India, the committee recommends that certain funds be set aside for investing in re-zoning, re-planning, renewal, and redevelopment of urban areas where considerable efficiency and improvement to services can be affected through these efforts. This will include schemes to redevelop slums. While the JnNURM provides for this, it has failed to implement the same. The proposed Committee on land reforms could also recommend how the allocation for redevelopment activities must be spent." ("Report on Indian Urban Infrastructure and Services")

11.4 City Development Strategy
A significant city-based study was made in Hyderabad (United Nations Human Settlement Programme (UN-HABITAT), 2004. This was titled City Development Strategy Hyderabad. While the study was specific to Hyderabad, many of its observations and conclusions have nation-wide relevance.

Its treatment of urban traffic and transport was especially comprehensive. It observed:

In almost all cities in India, "the city’s expanding population and the need to support such a population in transport has largely been answered by an increase in the number of private vehicles". Since the road length has not kept pace with vehicle increase, "traffic congestion has increased leading to endless transportation gridlocks. Interestingly there is a declining trend of using bicycles." It further added, "Traffic congestions have reduced journey speeds in the city and there are huge delays at intersections. Parking has emerged as a major concern with indiscriminate parking of vehicles. There is increasing vehicular
noise being generated in the city and environmental pollution is definitely on the rise. The monitoring of pollutants such as hydrocarbons, carbon mono-oxide and total suspended particulate matter has revealed that they generally exceed the normal thresholds affecting the ambient air quality of the city.”

The study suggested a three-pronged strategy to deal with traffic and transportation issues. They were as follows:

11.4.1 Short-term strategy
Short-term measures such as intersection improvements, signalization, lane markings, delineators and signs should be taken up on a continuous basis as the travel characteristics alter quickly on account of natural growth and land use changes. Planning development of access areas to public transport systems, creation of lane and traffic discipline would also be ongoing practices.

11.4.2 Medium term-strategy
Medium term action plan aimed at development of traffic infrastructure over a perspective plan period of 5-10 years is required to bring about enhanced and efficient carrying capacity of entire system. These measures typically would comprise infrastructure project for network improvement such as parallel roads, link roads, slip roads and bridges. They would also include grade separation, alternate transportation system such as MRTS, restructuring of bus transportation system to a direction based strategy. In place of multiple destination based approach, and assignment of complimentary roles to such system as BRT (Bus Rapid Transit).

11.4.3 Long-term strategy
Long term action plan should aim at development of structure plan for the urban area with transit as one of the lead components, which will direct urban growth so as to bring about a structural fit between transit infrastructure and urban growth. This will also examine a comprehensive multi modal public transport system to bring about the most optimal mix of commuting within the urban area and thus providing a sustainable transit solution. New facilities should be created to improve level of service and to cater to increased population.

11.4.4 Intersections, Signals, Markings, Bus Bays and Pedestrian Crossings
One of the major factors in traffic flow efficiency is the performance of intersections. This is an area of immediate interventions and can be implemented with small
investments. Additionally the 100 signalized intersections must be linked with a suitable area traffic management system and should be integrated with surrounding municipal areas. In view of mixed nature traffic in Hyderabad is necessary to standardize the lane markings, edge markings, median markings, pedestrian crossings, parking zones, traffic delineators and traffic signs over a length of 200 kms. Similarly, 252 bus bays that have been identified should be commissioned for convenient bus stoppages without impeding traffic. For pedestrians, it is necessary to increase their protection through provision of guardrails, zebra crossings, and pelican signals of through grade separations.

11.4.5 Parking Management
Excessive population densities, heterogeneous traffic and commercial development along all major roads have aggravated parking problems in Hyderabad. A proper parking policy that looks at users-pay principles is imperative. Off street parking complexes for private vehicles at 22 important nodal points in the city are required to ease traffic congestions by releasing precious carriage way. There is an urgent need to streamline intermediate public transit vehicles at major trip attraction centres by provision of suitable designed IPT hubs. Similarly, there is a need for providing parking space to private bus operators. The norms of parking space for private and public buildings should be revised.

11.4.6 Roads and bridges
Given that the percentage area covered by roads is a mere 6 percent of the total area, road widening helps improve channel capacity by adding more area to circulation channels. The past work of the city in this regard is laudable and should be pursued further. Nine critical link roads have been identified as alternate paths that shall help traffic distribution. This should be taken up. Important barriers of free flow of traffic in the urban areas are river Musi and railway lines. It is essential that these barriers should be punctured at as many points as possible to improve connectivity. In this regard, at least four new bridges are needed.

11.4.7 Public Transit System
A good public transit system for a city cannot be overemphasized. It eases traffic congestions by reducing dependence on private transport, brings down vehicular pollution, contributes to the economy and helps the urban poor to save time and money and optimize their efficiency. Hyderabad intends to pursue a combined rail and bus system by integrating road based public transportation system through a powerful bus feeder network. It is proposed to develop feeder bus routes and services to improve access to the stations and thus encourage people to use the proposed MRTS.
11.4.8 Safety and Environment
The requirements of safety demand that there must be a recording of accidents, their analysis followed by remedial measures. Safety audit must be a compulsory activity. Enforcement and road building authorities must enforce rules, provide engineering solutions and inculcate good driving habits through proper driving license and training. Similarly, pollution monitoring and strict enforcement of vehicle pollution levels is mandatory to improve the environment.

11.4.9 Transport and the Urban Poor
A cheap and efficient public transportation system will help in provision of affordable accessibility to the poor and would enable a higher economic order for the city. A proper policy aimed at structuring the IPT in the complementary role to the existing public transit system would enhance employment opportunities for a poor and also improve the accessibility options. This will also lead to a situation of inter modal efficiency. (“CDS Hyderabad, 2004)

A further analysis of urban transport needs has been appositely made by Jha & Siddiqui in Towards People Friendly Cities. The analysis brings out the need for pro-poor transport. It states,

"Transport and communication systems of a city replicate the arterial system of the human body and support a city’s life in the same manner. All cities need to move their own citizens and those of others for interaction and work, and keep themselves and others supplied with goods for a variety of uses. They need to organise such movements and supplies in a manner that minimises travel, cost and pollution; and maximises convenience, speed, safety and comfort. The more the optimisation of these factors in a city, the more efficient and competitive that city is. And yet, transport and communication is not a stand-alone component of urban infrastructure. It cannot be planned in splendid isolation, and needs complete systemic integration into the overall city Plan. In fact it needs even wider integration, because these systems cannot be cut off at merely city levels but need to take into account the entirety of the transport and communication networks that impact on the city and networks that the city impacts.

To make matters more complicated, transport in our country and cities is multi-modal. It reflects our national socio-economic fabric. Unfortunately, there has been an overwhelming concern in many cities to provide very expensive infrastructure for private
motorised transport. While the requirement of such infrastructure cannot altogether be
rubbished, its preponderance to the exclusion of others would be undesirable. For the
more we try to add infrastructure that merely aids private motorised transport, the more
anti-poor the city becomes. And as we have seen elsewhere, anti-poor postures rebound
on a city and erode its very foundations. On the other hand, the more we allow all modes
of transport on to our narrow roads, the more chaotic the traffic and the more inefficient
the city becomes.

While it is true that everybody is on the look out for ways to cut travel time, there is still a
large proportion of those who need to commute to and from work. The ‘thelawala’ (hand-
cart users), the manual labourer and the blue collared factory worker, all walk or ride a
bicycle, or take a bus to work. They are integral to Indian cities. For instance, the
‘thelawala’ is a great city asset for moving goods from one place to another over short
distances at competitive cost. But he functions at a much slower speed by using the same
road that a truck, car or bus uses. Eliminating such people from work through
mechanisation reduces employment opportunities of the poorest, leading to heightened
social tensions, theft and crime. But permitting slow moving modes of transport on roads
slows down mobility and makes the city less efficient and competitive.

Transport, naturally, must think of containers, buses, trucks, cars, taxis, two-wheelers and
luxury coaches. But it must perforce think of the pedestrian, the head-load carrier, carts,
bicycles and three wheelers as well. Just as we argued that housing and enterprise must
provide for the poor and the lower middle classes because they are integral to the city, so
also city transport must provide for the mode of travel that links their place of residence
to their place of business. In view of the apparent conflict between poverty and efficiency,
the primary task in transport and communication planning, as in other aspects of urban
planning, is to reconcile the interests of different socio-economic groups, and in the
process, find a solution that maximises the interests of all as far as possible.

Such transport planning must begin by an attitudinal change, which thinks of heightening
city efficiency by reducing travel through optimum work output in the minimum time.
This would happen when various urban sectors are integrated in the land use plan in such
a way that a majority of interactive requirements are satisfied within reasonably sized
settlements. That is exactly why small scale manufacturing and services, markets and
offices ought to be combined with residential use. That helps immensely both the city and
its citizens, because the settlement reaches high levels of self sufficiency; the economy is
a gainer in time and travel cost; and the poor men and women are gainers because of
reduced travel time and cost and stress. Additionally, it favours sustainability because it cuts down volumes in transport and pollution. With rapid advances in information technology, and the informational city almost a reality, reduction in travel is even more achievable. These advances need to be reflected in all future urban planning.

Despite these changes, however, fairly sizeable levels of transport will still be required. The second attitudinal change that is necessary therefore, is to think of transport primarily as moving people – all kinds of people – rather than as moving vehicles. Hence those modes of travel that transport maximum people with least cost and pollution, and maximum community speed coupled with safety, along with the largest economy in the use of space, must receive priority. Cities must performe give serious thought to investments in public transport and making it efficient and viable. They must also probe the possibilities of rail based transport financed through commercial exploitation of urban land and airspace at rail terminals.

In Indian cities, roads need to be much wider to accommodate many modes of traffic. This is possible by increased percentages of urban land to be earmarked for road use and by the combination of open spaces of a city as far as possible with roads, allowing requisite openness and yet necessary use. But to allow each to optimise his or her services, there must be reasonable segregation of incompatible modes of traffic as far as possible. From the experience of vehicular pollution and its disastrous impact on city health, towns must necessarily promote the bicycle by making cycling safe and pleasant.

11.5 Development Plan and Housing
We have seen that housing is a key component of any city. However, its provision for all sections of society, especially the poor has been difficult. The overall subject finds comprehensive analysis in a Base Paper prepared for Government of India (R Jha, 2008). It states,

"When one deals with the question of tenure, it is evident that the city must start with a vision to provide housing to all its citizens. “Housing For All” therefore appears to be a common refrain in all housing policies put out by states and cities. Realising this vision, however, requires such ‘strategization’ that would primarily allow the shelter need of various categories of citizens to be converted into demand. In other words, every one requires housing, but everyone should be able to buy it. This further means that there would have to be enough housing stock; the stock would have to be diverse so as to address needs of diverse citizens and their ability to pay. In a city, this would translate
into different kinds of tenures, but broadly bisected into two: ownership and rental. The availability of both these kinds shall have to be promoted. Even more important, these tenures must be formally available. In a nutshell, therefore, a solution to the issue of tenure lies in the satisfaction of two prerequisites: availability and affordability.”

11.5.1 Availability and Affordability
In regard to availability the DP can help in the following ways:

"City plans earmark land for different purposes. These include land for economic activities, for open spaces, for public purposes and for residential use. In view of the ongoing process of urbanization, it would be necessary to earmark sufficient land for residence and business. While business areas need greater compactness for economies of scale and productivity, residential areas need densities that are compatible with healthy and decent living for all sections of citizenry. It would therefore be possible to allocate less horizontal space for economic activities by allowing higher floor space utilization.

11.5.2 Maximizing land for residences
A fresh review ought to be made of lands earmarked for open spaces. It is likely to transpire that there is excessive land that is left unused in urban areas. While this may be a contentious issue, what needs to be remembered is that Indian cities must develop their own benchmarks that fit our demography and with which we could live. Pressures on urban areas in Indian cities would be high during the next few decades, and this will have to be kept in mind in deciding upon planning norms.

A similar fresh review ought to be made of land allocated for public purposes. A study needs to be made of how such spaces could be put to intensive use by adopting the principle of shifts, or wherever possible, multiple uses. More educational activities, for instance, could be run from the same premise at different hours, such as a primary school during morning, a secondary school during afternoon and capacity building courses during night. A city’s productivity depends on such activity planning in which optimum utilization of space plays a critical role.

All lands that emerge from such economies would have to be brought under residential use. Housing and core city infrastructure must be the first charge on lands, especially all government and municipal lands. Minimum density norms would be worked out and set and utilization of land below such density norms would have to be avoided. Cities would have to prescribe a maximum size of plots rather than merely minimum size, and only a
few exceptions to this rule for valid reasons would have to be made. Urban land is scarce and shall therefore be put to optimum use. These rules would attract all land, including Government and private land. Government lands are known to have inefficient use. These comprise lands belonging to Railways, Defence, Ports and other State and Central Government lands. The bungalows of civil lines and of cantonments, and very large areas sparsely used in Indian cities are poor strategy for availability. They need to change.

In cities, those who hold large chunks of land would have to put these to use in a time frame. Sufficient supply of serviced land is a precondition to availability. Speculation on land allows windfall gains to be pocketed; it constricts supply and fuels prices by creating scarcity. This would obviously have to be brought to a halt. Policies, therefore, need to be devised that lead to substantial reduction in urban land speculation. A suitable vacant land tax is an eminently sensible option.

Zoning of land in a manner that exacerbates scarcity would be strictly avoided. Thus lands in cities zoned as agricultural when there is housing scarcity is not acceptable. Such zoning could only be favoured from the point of view of development that moves from the centre to the periphery to allow planned infrastructure to reach areas thrown open to development. But the dismantling of agricultural zoning in due time is essential to prevent any scarcity of shelter.

While the largest possible pool of land within city limits is forced into the housing market, peri-urban lands need to be similarly planned and held for release as populations expand or prices rise. Institutional mechanisms obviously need to be in place for undertaking such planning.

Availability in cities is not merely a factor of horizontal space but also a factor of vertical construction. Cities tend to get higher as they get bigger. The question is how high the city should be allowed to go and when should horizontal expansion be replaced by vertical growth. While several factors may be considered to answer these questions, and there would still be debates on the pros and cons of height versus width, it would be widely acceptable to state that vertical growth is additional space found within the limits of a city. Hence its exploitation is an intelligent way of aiding availability.

11.5.3 Minimum Threshold for FSI
In line with efficient and optimum use of land, a minimum threshold for FSI rather than a maximum cap is a desirable objective. It could further be said that the rich prefer high rise
apartments, as height reduces dust, allows more air play and provides better view. The poor on the other hand find height uncomfortable, as height raises costs of both capital and maintenance, and they find expenses of running elevators and lifting water burdensome. A flexible cafeteria approach in FSI for different income groups would be a wise policy that moves from the model of high density and low rise for the poor to low density and high rise for the rich.

To get a fair idea of housing requirement, it would be important to prepare a population profile of a city and the housing requirement worked out in terms of affordability. Based on such a profile, different packages would have to be prepared and be supported through appropriate strategies. Apportionment of housing land and construction would thereafter have to be done with a view to availability and affordability.

11.5.4 Shelter for the Poor
In regard to the poor, it is now evident that their informalization is not an acceptable way of providing shelter to them. Apart from additional costs that get imposed on the poor, it does not allow them a decent and settled life to pursue activities that would allow them upward mobility in life. Besides, informalization is existence outside city law, and this would get increasingly attacked and challenged by groups of people in courts. The solution lies in formally housing the poor. The central importance of urban planning and the urban legal framework related to land that have so critically and adversely impacted the lives of the poor fully justifies that these constraints be investigated. Based on these investigations, a modified set of urban laws and planning tools should be proposed to redress the constraints imposed upon the poor. It follows from the above that the investigations will firstly look at the current set of legal constraints that keep the poor out of urban land both for the purposes of shelter as well as for enterprise. Secondly, it will look at urban planning tools that adversely impact the urban poor. Thirdly, it will look at the institutional framework that would need to be customized to support the urban poor in acquiring for themselves shelter, enterprise and services. As a fourth component of the strategy, city-based development control regulations would be analysed to discover ways in which these supplement the state laws informalizing poverty. These investigations would yield a model law, an urban plan preparation methodology and a model set of city regulations that are sensitive to the needs of the urban poor. These could then be replicated through state laws and city regulations in various states of the country.
11.5.5 Housing and Affordability

Affordability of housing essentially means keeping prices of housing units within the reach of all sections of citizens. Quite logically, different groups of citizens would be able to afford those kinds of housing that fit their pockets. From this angle, citizen-clients need to be divided into several more categories than the traditional categories fitting people into HIG (High Income Group), MIG (Middle Income Group), LIG (Low Income Group) and EWS (Economically Weaker Sections). A better method would be to structure these groups on the basis of salary brackets and the corresponding housing costs that they would be able to afford for ownership (based on the accepted principle of affordability being 60 times the monthly income) or rentals that they would afford to pay.

Since prices of land would vary widely from city to city and from time to time, and so would the costs of labour and material, these prices would have to be constantly watched and revised and appropriate and timely interventions would have to be made to keep prices in the determined affordable ranges. Quite clearly, tough interventions in systems governing the urban land market would be warranted. At the same time, what is affordable would become a variable from city to city, given the cost variants, especially of land. Having determined housing segments and their affordability, a strategy would be injected to bridge the gap between market costs and corresponding affordability, wherever they exist. The gamut of interventions would look at all possible steps that help reduce costs in order of their priority and the ability to administer those interventions. Through such steps, it would be possible to maximize the number of people who can formally be provided with ownership or rentals. This alternative to the current urban development paradigm that limits opportunities for the poor to gain access to land and rights to its development, leading to the creation of informality in the first place, ought to be vigorously dismantled. This would be in the interest of cities since every poor household gives some money to someone to stay informally somewhere. It is therefore wise to seek to convert such illegal rent-seeking to a legal rent paid to city exchequer.

In a market as diverse as housing, there is a role for all providers and facilitators – Government, the private sector, cooperatives, non-governmental organizations as well as partnerships amongst these various players. The natural inclination of the private sector would be to move into those segments where profit would be large and transactions easy. The non-governmental organizations would find working for the poor the most comfortable, cooperatives could work across various segments. Government would have an all encompassing role of facilitator across segments, but with a greater concern for serving the cause of equity.”
11.6 International Practice: The Smart Code vis a vis Indian DPs

It would be worthwhile looking at international practices in regard to preparation of Development Plans and DCRs as well. It is seen that cities across the world, especially in the developed world, pay a lot of attention to aesthetics, form and shape of the city. While the city may be efficiently planned, it adds to the city if it also looks nice and pleasing to the eyes. An examination of the Plans and development control regulations of such urban local bodies show that these are specifically provided for. The Smart Codes applicable to US cities make this amply manifest in the ‘Authority and the ‘Intent.’

The Authority of the Smart Code states, “This Code was adopted to promote the health, safety and general welfare …. of its citizens, including protection of the environment, conservation of land, energy and natural resources, reduction in vehicular traffic congestion, more efficient use of public funds, health benefits of a pedestrian environment, historic preservation, education and recreation, reduction in sprawl development, and improvement of the built environment”.

The Intents of the Smart Code specify the objectives related to the Region, the Community, the Block and the Building as well as the Transect. The Intent for the Region, for instance, states “That the Region should retain its natural infrastructure and visual character derived from topography, woodlands, farmlands, riparian corridors and coastlines.” Further “That Affordable Housing should be distributed throughout the region to match job opportunities and to avoid concentrations of poverty”. In the Intent for the Community, the Smart Code states “That within neighborhoods, a range of housing types and price levels should be provided to accommodate diverse ages and incomes”. Further, “That Civic, institutional, and Commercial activity should be embedded in downtowns, not isolated in single-use complexes”. Moreover “That a range of Open Space including Parks, Squares, and playgrounds should be distributed within neighborhoods and downtowns”. In regard to the Block and the Building the Intent states “That buildings should provide their inhabitants with a clear sense of geography and climate through energy efficient methods”. Further “That Civic buildings should be distinctive and appropriate to a role more important than the other buildings that constitute the fabric of the city”. (Smart Code, version 9.2. Municipality)

The Smart Code, it is further seen, provides for particular kinds of public and private frontages and standards for the façade of the building, that is the exterior wall of a building that is set along a frontage line or a ‘Lot line bordering a Public Frontage’.
Facades facing Frontage Lines define the public realm and are therefore more regulated than the Elevations (an exterior wall of a building not along a Frontage Line) facing other Lot Lines. It is interesting to note that the Smart Code does not believe in all out uniformity and standardization of Rules. There is sufficient customization depending on the requirements of a specific area or building across Transect Zones (areas on a Zoning Map). Further, the provisions of the Smart Code are not always mandatory. This is beautifully stated in the following manner, “Provisions of this Code are activated by ‘shall’ when required; ‘should’ when recommended; and ‘may’ when optional”.

11.7 Development Plans and Public Consultation
The non-transparency of DP processes has been a major point of criticism. The reasons for opening up the process have been cogently argued by Jha & Siddiqui. “Since city planning is a complex matter and deals with a variety of issues encompassing almost all aspects of human life, the Development Plan calls for the widest kind of participation and consultation before and during its preparation. Merely calling for objections after publication of the draft is not consultation – it is simply a ritual where substantial inputs of quality, width and breadth are not possible. As city plans are made once in two decades and set the direction in which the city would move for the next twenty years, they leave an indelible stamp on the future course of a city for generations. It is therefore imperative that the widest possible informed consultations precede and accompany the planning process. While the 74th Amendment does demand popular participation, this may not be as professionally informed as desirable. Hence in the interests of a quality Plan, total transparency and informed public debate are called for, not mere suggestions and objections after the Plan is published.

Plans under preparation or undergoing revision need to be discussed on public platforms comprising professionals, men and women from the fields of education and health, from NGOS, Chambers of Commerce, and industry. Slum dwellers, landowners, builders, and several such bodies that wish to meaningfully contribute to the future well-being of the city must also be consulted. Further, this consultative process should be coextensive but not coterminous with Plan preparation, and even after the draft is published, objections would continue to be entertained. Interaction after the draft plan is like a critic commenting on a fait accompli. Only interaction before the finalisation of the Plan is true consultation.”
11.8 Development Plan and Prioritization of Tasks
The implementation of a comprehensive Development Plan in the stipulated period is a difficult proposition, even for rich cities. Having a sanctioned Development Plan is merely the first step. Items of the Plan require to be prioritised in the light of the charter of duties of the civic bodies, starting from the most obligatory functions and ending with the least important discretionary responsibilities. The priorities also need to be examined from the point of view of the city’s strategies about retaining its strengths and building its competitive advantages. Prioritisation would afford two indications. Firstly, it would clarify the thinking of the city and allow allocation of moneys in order of importance. Secondly, in the event of a cash crunch, there would be a clear indication about what responsibilities to retain and which ones to drop.

11.9 DP and Mindset Change
Urban planners and administrators need to eschew their regulatory mindsets and rise to the developmental needs of cities. It is this reengineering that will in fact, allow successful regulation of tenable urban laws. Years of experience and empirical observation reveal quite explicitly that laws are readily obeyed not because they exist, but only when they are perceived to be just, reasonable and facilitative of pragmatic social living. Unreasonable laws are despised, resented, breached and ignored. The propensity of people to break them is inversely proportional to the ability of the State to implement them. In turn, the ability of the State is influenced by the volume of wilful dissidents. The larger the number of law-breakers, the smaller the ability of the State to discipline them. The plight of urban laws is for all to see, observed more in the breach than in compliance.

11.10 DP More Comprehensive
The Plan requires to be more comprehensive in tackling vital city issues like housing, markets, solid waste management, transport, education, health and pollution. We have already covered the issues of pro-poor housing and the informal market in some detail and would now like to stress that Development Plans must consider the different kinds of people with different income capacities that are likely to live in the city, and provide for them accordingly. From this point of view, cities need to pour more marketing wine into their planning bottles and use concepts of segmentation and customisation. The acceptance of these concepts and their actual translation into Plans and building codes will make towns, their infrastructure, housing and transportation affordable to a wide spectrum of people, breaking the stereotype of the heartless town and making it more people-friendly.
Plans must tackle the management of solid waste, and that comprises collection, segregation, transportation, treatment and disposal. The integration of these activities and their meticulous delineation in the Plan is vital for a city’s health and hygiene. City governments need to work towards an arrangement that prevents piling of garbage on streets and street corners. Collection must be provided for within residential and commercial premises, and transported quickly and efficiently; and city councils should encourage citizens to do their own imaginative and permissible thing for the collection and disposal of waste, wherever possible. At the same time, city Plans must earmark collection centres in several expanding directions to allow convenience, speed and cost effectiveness in future collection, transportation and treatment.

11.11 DP and Mixed Use

Similarly, zoning concepts need another look to align them with Indian realities, keeping the average town dweller in mind. While some amount of segregation cannot be avoided from the point of view of industrial and chemical hazards, excessive noise, and environmental considerations; one must remember that the average town dweller is doubly enabled if he can either combine work with his living premises, or live close to his work place. We in India do not have a workforce that can afford personal motorised transport, nor can most cities afford a mass rapid transit system, like in the West. As a consequence, regimented segregation wreaks havoc with very small scale and household industries and forces them to become unviable only on that account. A city simply cannot afford to segregate all economic activity from residential areas.

Let us therefore accept that the typical Indian city is not amenable to formal and neat packaging. We should aim at viable, integrated, compact, clean and healthy cities rather than spectacular, opulent, motor-driven, sparsely populated, spread out, precision towns. Looking at an Indian city, we should be able to say this is an all-embracing, vibrant, liveable and people-friendly city rather than a beautiful, rich, quiet and peaceful one.

While no one would argue against the importance of lung space, gardens, playgrounds and good air, there is no case for taking it so far that city growth gets totally disoriented, unrelated to existing circumstances. A pragmatic awareness of the social and economic contours of a place is always a better basis for planning than abstract and ideal notions of openness and space. The problems of openness can then be partly offset by varying floor space indices, marginal spaces and lung spaces to maximise land availability and optimise its building potential for the greater public good.
11.12 Customization of DCRs

DCRs "need to be realistically customised, with a view to maximising use of land within cities and allowing a place for all sections and economic strata of society by addressing the question of affordability. In the light of the needs of the poor, we have already suggested in the Chapter on Housing, the desirability of a step-by-step approach in building and Town Planning regulations. This would mean setting up of adjustable standards on a sliding scale permitting gradual improvements in housing and infrastructure that would eminently suit the pockets of the poor that permit incremental spending alone."

Summary

Urban planning is need of a revised strategy. A number of very sensible suggestions have been made by Committees, global consultants and urban experts. The use of modern technology in plan preparation, a good data base, preparation of an implementation plan along with DP, harnessing of resource generating instruments and planning tools such as town planning schemes, special focus on issues of the urban poor, such as shelter and transport, an eye for aesthetics, the adoption of modern planning methods such as smart code and empowering urban local bodies need to be urgently brought into force.
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