

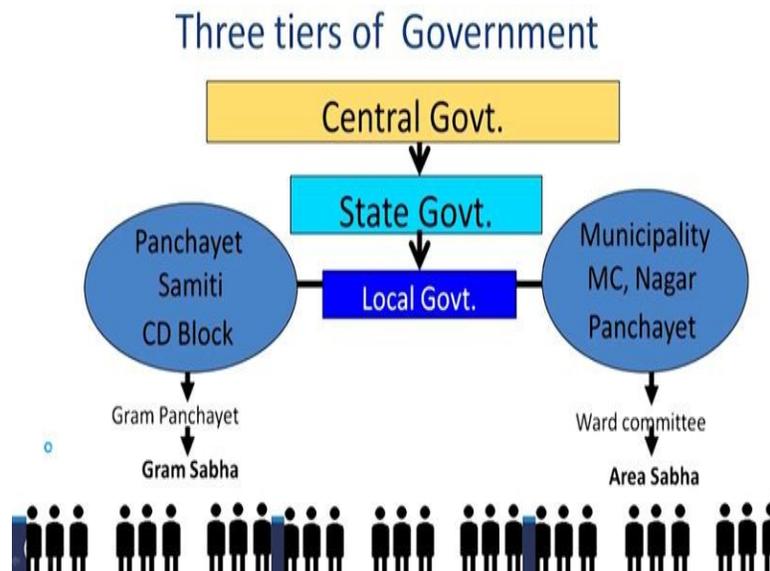
Urban Governance and Development Management (UGDM)
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Lecture - 23
Urban Planning

Welcome to Lecture 23. In last lecture, we discussed various aspects of regional planning and few planning theories. In this lecture, we are going to see the urban planning methodologies and some case studies. So, before we start let me begin with the little bit of background we have discussed that within the urban governance framework. Urban planning is a very important job.

In 74th constitutional amendment act you have seen that urban planning has given highest priority and whenever we work at the urban sector the management of the planning function is a very important task because based on this management of the planning function, the actual development and the quality of the leafing depends. So, within that the basic methodologies the practice, which is going on and which is done before this time and also few technical parameters we should know. So, let us start.

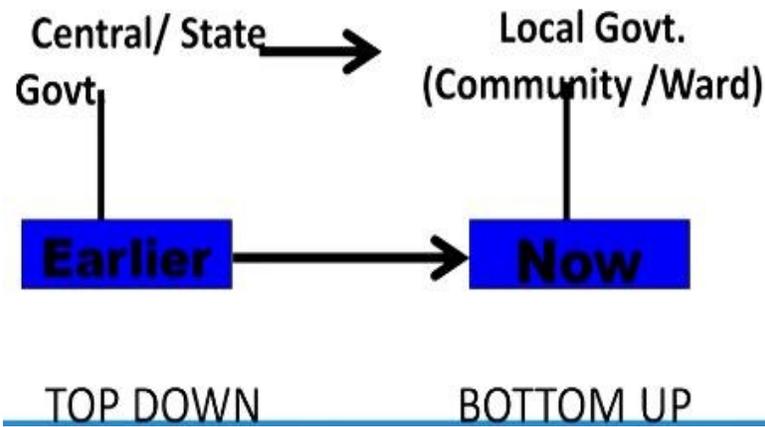
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So, this picture you have seen. I do not think that we need to discuss again. This gives the broad framework of the government. I will come to the planning framework. This also I have shown earlier.

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Change of Approach



The planning framework earlier was the top down approach and now, it is a bottom up approach. I will show how we are going to that paradigm.

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Multi Levels of Planning & Financing

Level of Governance	Planning By	Name of the plan	Period	Financed by
Central	Planning commission <i>Niti Aayog</i>	<u>Five year plan</u>	5 yrs	(CFC)
State	<u>State planning board</u>	<u>State level plan</u>	5 yrs	(SFC) ✓
District	DPC ✓ MPC ✓	Distt. Plan Metropolitan dev Plan/ perspective plan etc.	5 yrs	SFC
Metropolitan			25 yrs	
CD Block/ ULB	CD Block / ULB	DDP Annual plan	5 yrs 1 yr	SFC ✓
GP & WC ✓	GP & WC	Development plan / annual plan	5 yrs 1 yr	SFC thro block/ ULB

CFC-Central finance commission, SFC-State finance commission, DPC-District planning committee, MPC-Metropolitan planning committee, GP- Gram Panchayet, WC-Ward Committee, ULB- Urban Local Bodies, DDP- Draft Development Plan

So, this is important. You can have a look that in this framework, there are multi-level planning framework. In three tier government framework, the governance framework is connected with the planning and development framework as well. So in the left side, you can see the Central Government, State Government, District, Metropolitan and Urban Local Board's level (ULB) and Gram Panchayat (GP) and Ward Committee level (WC). So, we are discussing about this level right now.

So, planning is conducted by the Central government by Planning Commission and now, it is Niti Ayog, at the state level, it is done by state planning board. At the District level, I have told earlier, it is done by District planning committee and at the Metropolitan level, it is Metropolitan planning committee. And at the central level, it is called as five-year plan. State level plan, it is also five-year plan. At District level, it is District plan or Metropolitan development plan or Perspective plan.

So, periods are mostly five years. You can see five years, but when we talk about the Metropolitan plan or a plan for a region, it is 25 years and the plan provisions is done by the Central Finance Commission for the State Finance Commission and it comes through the State Finance Commission to the local level. So, at the block level or at the urban local wards level, it is the development plan or in short, we call Draft development plan and Annual plan.

So, development plan is usually done by 5 years and Annual plan is done for 1 year and the finance is provided through the State Finance Commission. So, below that there are Gram Panchayat and Ward Committee. So, Gram Panchayat and Ward Committee make their own plan and those plans are basically integrated in a comprehensive manner to make a city level plan, which we are calling a Draft Development plan.

Draft Development plans are making one Regional Plan or Metropolitan Plan. So, this plan is basically physically natured, economic and social factors are also considered and where as the Central and State level planning, which is by and lot is economic plan, which gives broad term direction for the country and the state.

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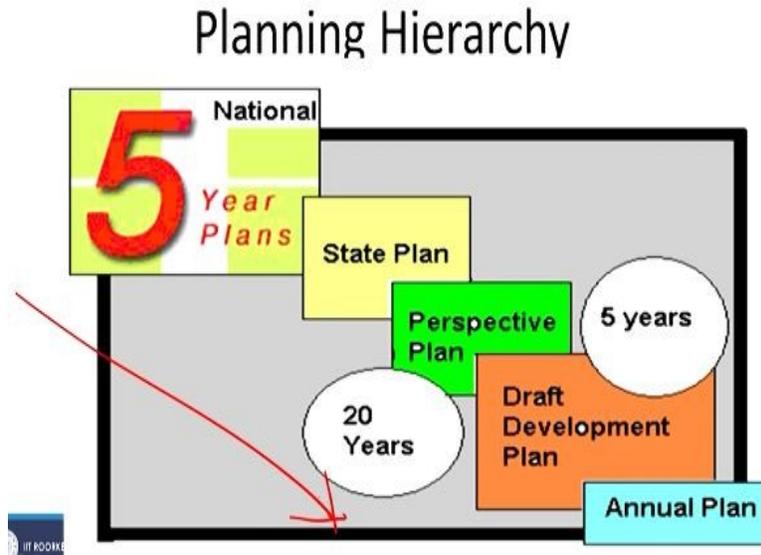
So, these are the planning typologies we deal. Perspective plan is basically for region or district usually for 20 to 25 years. Development plan for city or urban area, usually it is 5 years. In some cases, it can be more than that also, if the concern legal provision that is Statement simple act or Corporation act allows it. Then, within the development plan, we make Zonal plan and Annual plan. Zonal plan is basically every city is consisting of various zones.

So, for all those zones, we do Zonal plan and followed by the Annual plan. Sometimes, the Zonal plans are also divided into area development Area Schemes or Local Schemes or Local plan. So, do not be confused if you come across barriers terminologies. So, area level schemes, local scheme or local plans these are or less synonymous. Basically, objective of these are to make detailed plan of the local areas, which gives the input to the draft level urban plan and zonal plan.

And then, we do the project reports for every project. So, project reports are done for individual projects. So, this is the categories of and hierarchies of the technical documents, which we make under the planning. So, perceptive plan, development plan, zonal development plan, annual plan and project reports. Mostly, if you work at the city level, you will be preparing formulating the city development or urban development plan, zonal plan, local area plan or area development schemes and the project reports.

But, yes, at times you will come through the perspective plan and the higher level of plans, which you have to integrate your plan with those kind of planning.

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So, this we have already discussed. So, this is basically the hierarchy from top to bottom, which gives hierarchy from the central government to the local level government. Now, let us discuss the planning process.

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First, I discuss the planning process in principal. So, every planning process starts with a vision. Okay. It tries to accommodate the vision of the people of that area. So, after the vision, there is a stage called existing scenario. So, on the basic of the existing situation of the city, for each and

every parameter it is estimated or it is screened or it is assessed the condition of the city. For example, the condition of the road and traffic, condition of the economic profiled condition of the special profile etc.

And based on that and with relation with the vision, some objectives are framed. Now, the difference between the vision and objectives are vision are broad in nature and vision is basically a long term kind of dream or aspiration. Whereas, objectives are basically very specific in nature and it should be presented in a measurable format and which should be achievable within a time frame and it should be reasonable, so that it can be completed within a specific time bound framework.

So, objective should be smart specific, measurable, achievable, and reasonable and time bound. So, once we make vision, objective, existing scenario, then, we analyze the existing scenario and make various scenarios, in terms of development. Scenario 1, scenario 2, and scenario 3 and based on that we make strategies, policies and projects to reach any one of this scenarios.

Now, how to select the scenario, what is the priority, preferences that depends on the overall discussion level, overall analytical discussion within the planning framework, within the elected representative technical parts and etc. So, based on the preferred scenario or second preferred scenario, the adequate strategy policies and projects are framed. Now, let us see, within this framework, there are few parameters, which we discuss.

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First is land use, land use plan, infrastructure, facilities, amenities and norms and standards. In some discussion, we already discussed the land use, where we discussed gross land use and net land use. The gross land use basically gives a land use at area level. And net land use denotes land use at the plot level or site level. So, for a city, if you represent a land use map or land use plan, where you have various gross land use, which is shown. So, it denotes the gross land use, where minute land uses are not highlighted.

Whereas, when you make areas development scheme or local area plan, we sometime, we show the plot level or site level land uses also. Apart from that there are infrastructure, facilities, amenities based on some norms and standards. So, at the end of any planning exercise, we have to either specialize or specify the infrastructure, facilities and amenities for providing basic services based on some norms and standards.

So, norms and standards in India, we have discussed earlier also. We follow URDPFI for the planning standards. We follow public health manual CPHEEO manual or we follow NBC for buildings related codes. So, these are the codes, norms and standards, which are followed even within the planning framework. So, next see the planning control tools.

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Planning Control Tools

Land Use Control

Development Control Regulation (DCR)

Building Rules/laws

Advertisement/trade/licence etc rules/act

There are few control tools that is required. We discussed earlier the land use control, in terms of land use development and control plan. Any land use plan or land use control plan, whatever is the name, the objective of the land use control plan is to control the development over the land. So, it denotes the development, for example residential, commercial, etc.

Whereas, development and control regulation in short, this year it denotes the control of the building. Then, apart from this year, there could be building rules and laws, which denotes the details of the building and the ancillary facilities or amenities or the functioning of the building or the procedures of the building plan approval. And then, there could be other tools like advertisement trade license related acts etc.

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URDPFI

Development Plan

- It should include the written document as well as the map showing the spatial plan and other supporting diagrams and plans.
- It should be formed in accordance with the statutory provisions of the relevant act.
- It should be conceived within the frame work of the perspective plan and adjusted as per regional district plan.
- Should be prepared for a period of 20-30 years. (Max) - (5 Yrs)
- Participatory planning is recommended including segments of society requiring special needs.

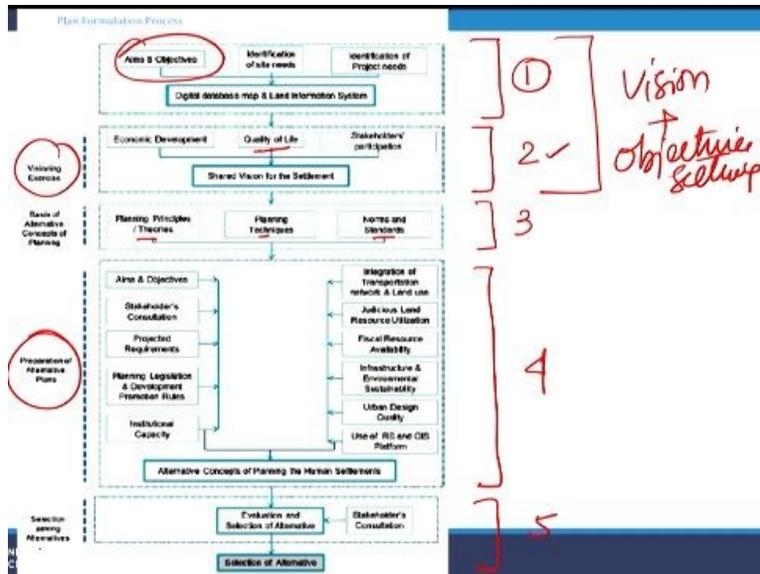
1. Existing condition and development issues
2. Assessment of deficiencies and projected requirements
3. Vision and mission
4. Development proposals
5. Implementation plan

So, I am just showing you few points, which is prescribed at URDPFI guidelines. So, development plan is a well retained document and which should be in accordance with this statutory provisions of the relevant act. If it is a state municipal act, if it is a state municipal corporation act, it should be accordance with that. So, provisions in the state principal act should be maintained in the development plan.

Then, it should be prepared for a period of 20 - 30 years' maximum. Mostly in our country, it is five year, which we follow. I will show some examples also. Participatory planning is recommended including segments of society. So, participatory planning in earlier some lectures we discussed thoroughly that what are the stages and the variety of the participatory planning. Today also I will show some example.

So there should be some elements, existing conditions and assessment of the deficiency and statement of vision and the mission. As I discussed the proposal and also some high lights on the implementation on how the project will be implemented. Just have a look even though the picture quality is not very good I will share the PDF document with you.

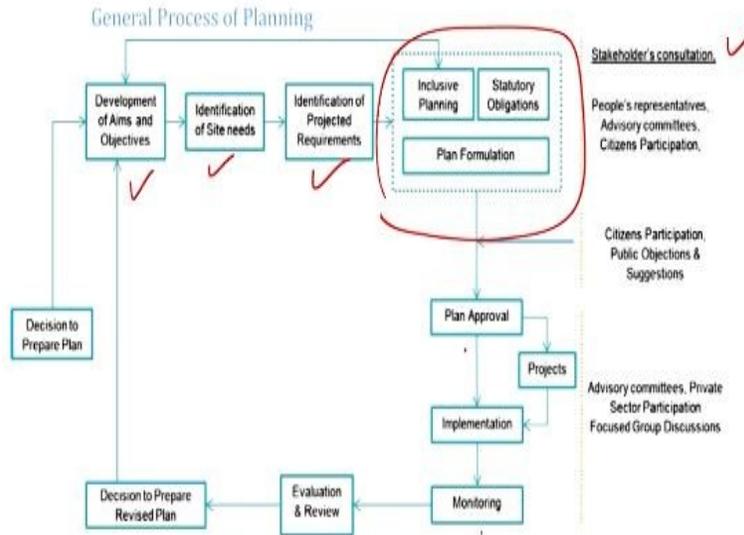
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This is the typical plan formulation process for any urban area. In this process, if you see that there are stage 1,2,3,4 and 5. In the stage 1, you can see that it is the aims and objectives of the overall planning, which is made. At stage two, it is the visioning exercise including quality of the life and participation. So, stage 1 and 2 is basically vision plus objective setting. Whereas stage 3, it gives the norms, standard, running principals and technique.

In 4, it is the stage, where you are preparing the alternative plans based on the situation and in the 5, it is the selection of the alternative. These are the broad stages, which is prescribed in URDPFI guidelines, which is indicative in nature. I will show some of the practices, which deviates little bit from this planning framework also. But, it is important to keep this in your mind.

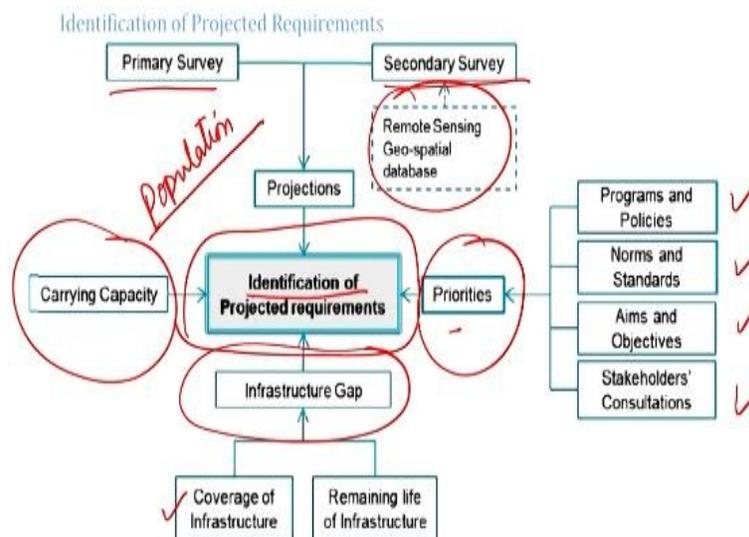
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You can see that as a general process of planning, as I told it is prescribed by the URDPFI. The aim objectives, identification of the sight needs, projected requirement and then, using this stake holder's consultation, you can make the inclusive plan and you can formulate the plan. Then send the plan for the approval, then implement, monitor and then, you come back to the decision and review the revise plan and go back to aims and objective for the next phase of the planning.

So, this is the general process of planning. It can be used for city development plan as well as for the area development plan at the schemes also.

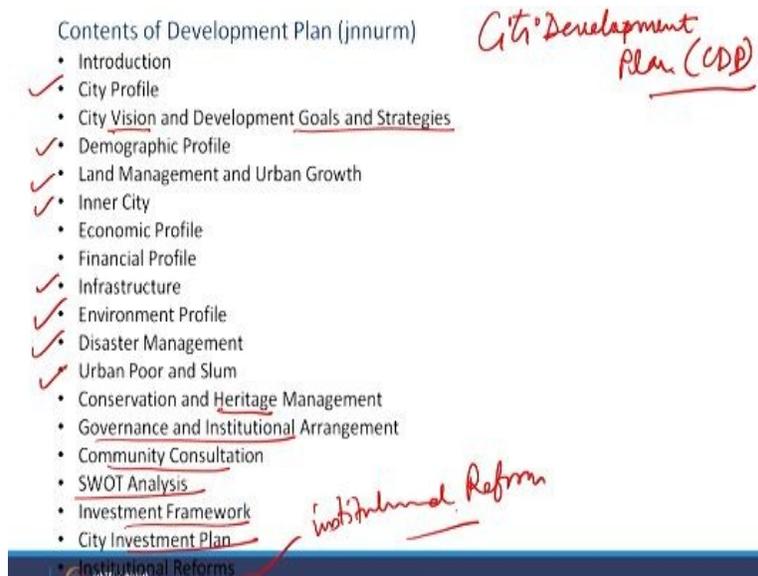
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So, this stage denotes that how a project requirement are assessed at the urban local body's level. Based on the primary surveys and the secondary surveys using remote sensing and use special data, we make the projection of the population and based on that we identify the project requirement in terms of each and every infrastructure, which is related. Then, we also discuss the priorities and the carrying capacity of the municipality or the city as such and for deciding the priorities, these are the guiding factors for the priorities.

And we understand the infrastructure gap based on that and there are coverage of the infrastructure and the life cycle of the infrastructure of the existing infrastructure should also be taken care of. The ultimate objective of this stage is the identification of the projected requirement for the projected population. So, this stage is placed somewhere in between the planning process. Every planning process has the projected requirement of the city.

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So, you can see that this is an example of the contents of the development plan, which we were called as City Development Plan. So during jnnurm in the last lecture, we discussed thoroughly about the background of jnnurm. So, in this exercise, the city development plan was formulated for the first time in the country for Plan India for all the local bodies and it was also prescribed that that plan will be done through the participatory process. So, just have a look that what were the components of those City Development Plan.

So, these are the basic information about the City profile. Then, vision and goals and strategies, which are very essential at this initial level. Demographic profile, land management and urban growth in our city collectors, in our city means most of the cities are unplanned or organically developed, so those cities are having inner city cores, city correctors. That corrector should be depicted very clearly.

Then, the economic profile, financial profile, infrastructure, environment profile, disaster management, urban poor and slum, conservation and heritage management, governance and institutional management, community consultation, then SWOT analysis, investment framework, city investment plan and institutional reform. Now, you can see that this exercise is very exotic in nature, but however it appears that it may lack some amount of the very rigorous estimation for the projected requirement.

However, it takes care of all the requirements, in terms of the current and the near future requirement.

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Coverage of DDP Draft Development Plan
KUSP

Component 1 <i>Physical</i>	Component 2 <i>Economic + Social</i>	Component 3 <i>Organization</i>
<ul style="list-style-type: none"> • Slum Infrastructure • Intra-municipal Infrastructure: • Trans-municipal Infrastructure • Environment Development • Land Use Development: 	<ul style="list-style-type: none"> • Livelihood and Poverty • Local Economic Development: • Healthcare: • Education: 	<ul style="list-style-type: none"> • Organization Development: ✓ ✓ Process and Systems Improvement: • Citizen Interface: ✓ • Financial: ✓

Now, we see few example of draft development plan. In many municipal act, the basic plan framework or the document is called as draft development plan, because municipalities are not supposed to make the final development plan. It is ultimately approved by the district planning

committee or the metropolitan planning committee. That is why it is called draft development plan.

This draft development plan was done in the city of Calcutta under Kolkata urban services for the poor. So, there are component 1, component 2, and component 3. So, you can see that the component 1 is basically focused on physical parameter. Component 2 is focused on economic and social parameter. And component 3 was focused on organization parameter like organization development plan, process and system development, citizen's interface and financial.

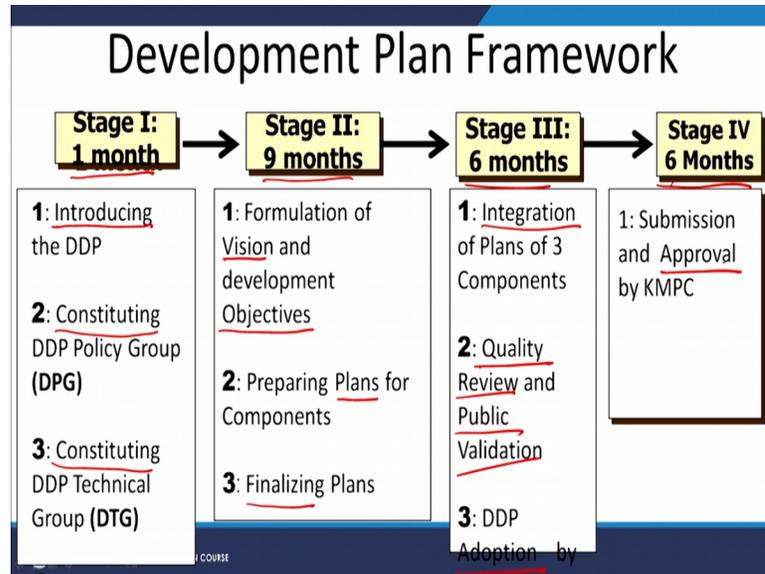
So, even if it is a planning document, you can see that components fee takes care of the governance element, so that the planning provision of the development work can be conducted or can be streamlined in a better way through the efficient organization.

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So, these are the municipalities around the Kolkata metropolitan area, which were involved that time to make the draft development plan about 41 urban local bodies. They within this Kolkata metropolitan area, they meet the plans within this time.

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So, the stage 1 involves one-month time, stage 2 takes 9 months and stage 3 takes 3 months and stage 4 takes 6 months. I am not going into much details into the intra cases of these stages, but you can at least see the key word like introducing, constituting the policy, group constituting the technical group, formulation of the vision and objectives, preparing plans, finalizing plans, integration, quality review and public validation and adoption and also approval stage. So, if you just remember this key words, you will understand the basic stages of the planning.

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Sensitization Programme

So, these are few pictures, we had during our visits in the municipalities.

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We got these pictures during our appraisals of few of the municipalities. This is how at the urban local bodies level they do the work shops to understand the requirements of the people. These workshops are done at every ward level, at every mahalas and neighborhood level.

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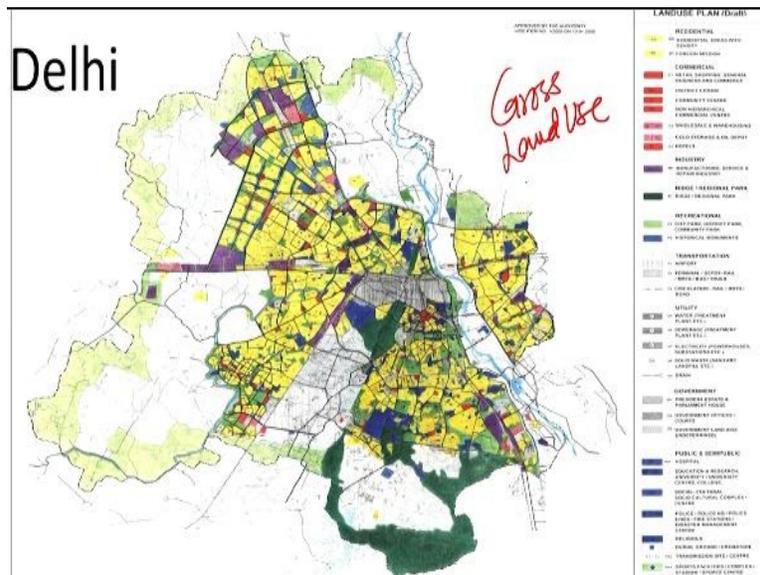
Every workshop has to be documented and whatever the citizen feedback and suggestion are there that has to be properly listed and prioritized during the preparation of the plan.

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Case Study

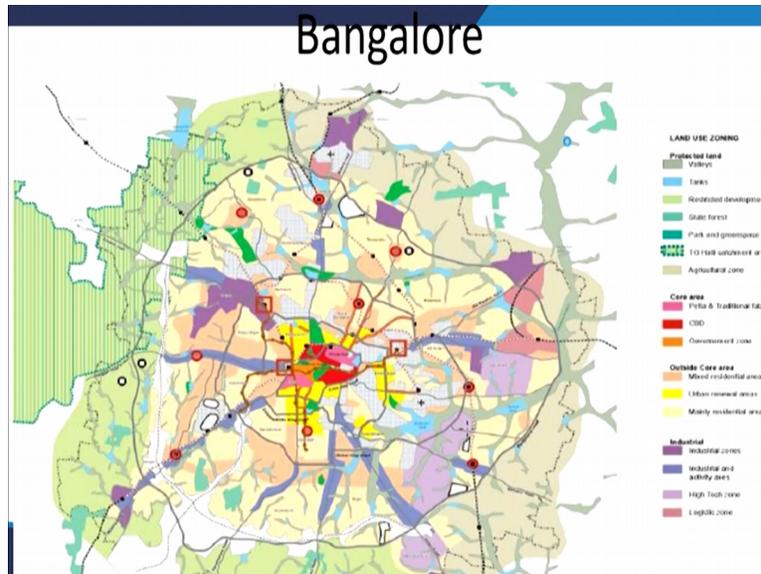
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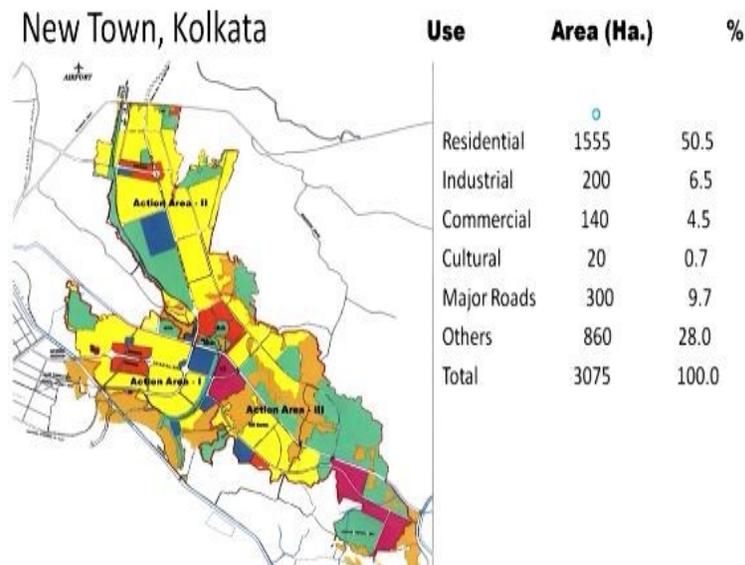
Now, let us see some of the physical plan or the land use plan. How it looks like? This is the plan for Delhi, must have been I showed this earlier also. This plan shows the basic land use plan of the city. This land use is basically gross land use.

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Bangalore, this is another new town ship in Kolkata where the percentage of the land use is also shown like residential 50%.

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So, while after this development plan is done, there are another few stages, which we also do. That is Zonal development plan. The objective of the zonal development plan is to make future details of the plan at the zone level or at the area level.

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Contents of Zonal Development Plan

- Introduction
- Site Background and Analysis — *Development Plan*
- Conceptual Framework
- Proposals and development strategy
- Conservation and Improvement of Environment
- Compliance of Government Policies
- Zoning Regulations
- Development Regulations
- Resource Mobilization and Implementation
- Implementation framework
- Annexures

Additional task

So, the contents of the zonal development plans are like the introduction, the background analysis based on the development plan. Conceptual framework, some development strategy will be there, conservation and development of the environment, compliance of government policies, zoning regulations, development regulations, resource mobilization and implementation and implementation framework.

Now, please absorb that this stages definitely is an additional task, which you are required to do, when you make a zonal development plan. Because, during the development plan or a city development plan, the zoning regulation, development regulations are not dealt. But, at the zonal development plan, coming out with a zoning regulation and development regulation, which actually guides the physical development built environment of the city. So, this is very important in terms of the area level detailed development guidelines.

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And after the zonal development plan, when you take each and every neighborhood and mahala and make detailed plan, it is called local area plan. In some cases, it is called area development schemes. In short, it is called LAP. So, names could be different. So, sometimes it can be called as zonal plans. So, please see that what is the exact amino logy, which is depicted at your municipal laws or municipal act.

So, this plan you can see that it gives a clear cut indication of the plot level land use. So, plot level and sight level land use was not there at the city development plan. At the local areas plan, plot level land use is very important and it is essential to depict. You see another example of this, the example is taken from the Koral Bagh and Vasant Vihar from Delhi. So, in this map also you can see the detailed land use at the plot sight level.

That is the difference between a local level plan or a zonal level plan and a city development plan. A city development plan denotes or prescribes the gross land use at the city level or the area level. Whereas, the local area plan or zonal plan or area development scheme denotes the land use at the sight level or the plot level.

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Contents of Projects / Schemes

- Location ✓
- Site planning ✓
- Detailed drawings ✓ *Technical drawing - Plan/section Elevation / 3D*
- EIA Environmental Impact Assessment
- Spatial Impact Assessment
- Financing Plan
- Project admin and organisation *How will be implemented*
- Legal Support / Constraints (if any)

So, whenever you see any local plan or zonal level plan, please see in details the land use prescription for each and every plot, because ultimately they are going to guide or control the development and in terms of possible conflicts and possible indifferences in the municipalities, it may happen. So, that is why you have to see very carefully that what the implication of the local area plan is.

So, after the local area plans are done, then few projects are selected and few projects are detailed, in terms of the detailed project reports. Let us see the contents of the projects and schemes. Any projects and schemes will have fundamental information like location, site planning, detailed drawings including technical drawing, drawing like plan, section, elevation, sometimes 3D also could be required and environmental impact assessment.

This is also very important task, when you deal a very big project, for example very fly over, very large dam, or very large river for development. So, all this need for the environmental impact assessment as per the current law. The Spatial impact assessment could be required for some projects, financial plan, project administration and organization, how this project will be implemented and legal support and constraints. So, for this project level, this context will be there for every project report or the DPR.

So, if you have seen any DPR, again go through the contents of the DPR and see very minutely. Definitely, we will share some reference material, so that you will understand better. So, with this I conclude today's lecture. Today, we discussed the various planning methodologies and planning provisions, at the urban local body level, within their structured frame work.

So, we have discussed that at the urban local body level, we do draft development plan or the city development plan in a participatory method. These plans are 5 to 20 years of duration, usually we do 5 years planning excises. Basic stages are visioning at the objective setting, then assessment of the existing situation, third is the analysis and the scenario and fourth is the strategy and the projection and implementation plan.

So, based on that we have shared the example of jnnurm, city development plan and then draft development plan under cast program and then, after discussing this, we have seen the elements of the zonal development plan and the local area plan. The objective of the zonal development plan and local area plan is to make plans at the very local level and it denotes the land uses for each and every plot, each and every sight.

Whereas the lands use prescription, density prescriptions are broad in city development plan and the master plan. And after seeing the zonal development plan and the local area plan, we have seen the contents of the project. So, projects are the final deliverable after the every planning is done. City development plan and zonal development plan is done. So, those projects will have few essential parameters that we have discussed with you.

So, with this I conclude this lecture. Next day, we will start the lecture on the infrastructure and services, which is essential element do deal in the urban governance. Thank you very much for attending this lecture.