

**INSTITUTE OF TOWN PLANNERS, INDIA, NEW DELHI**

**64th NATIONAL TOWN AND COUNTRY PLANNERS' CONGRESS**

8 – 10 January 2016

**Venue: The Gateway Hotel, G.E. Road, Raipur – 492006, Chhattisgarh**

**Theme: Planning and Development of Peripheral Areas**

**PROCEEDINGS AND RECOMMENDATIONS**

The Sixty fourth National Town and Country Planner's Congress was organized during 8<sup>th</sup> – 10<sup>th</sup> January, 2016 at Raipur first time; to discuss the theme "**Planning and Development of Peripheral Areas**" with sub-themes on (i) "Green Field Development"; (ii) "Land, and Development Promotion Rules" and (iii) "Transit Oriented Development" (Local sub-Theme), which was sponsored by Ministry of Urban Development, government of India; and government of Chhattisgarh.

In his inaugural address Hon'ble Chief Minister Dr. Raman Singh in his address mentioned that population explosion is taking place all over the country in urban regions. As it is difficult to develop old towns and cities, it is essential that villages in the proximity to urban centres should be provided with basic amenities so that people do not migrate to urban areas. It is tough on planners to redesign the towns and villages once the population is settled there. Hon'ble Chief Minister added that Naya Raipur and Kamal Vihar Yojana are examples of ideal town planning. The State Government has planned the township keeping in mind the demands of the next 50 years. Raipur is the extension of the outskirts of Raipur and not away from the capital. The heart beats of Raipur will be heard at Naya Raipur. Top priority had been given to environment protection and a lot of safaris have been developed. He further added that the State tops the list of per capita consumption of electricity in the country. The per head consumption of power is 1600 units. The per capita income had risen from Rs.16000 to Rs.70000 in the State. Only 2 per cent of the population of the country resides in Chhattisgarh. The State will touch greater heights of glory in the days ahead.

On this occasion Hon'ble Minister Shri Rajesh Munat, Minister for PWD, Housing & Environment, Transport, Government of Chhattisgarh was also present along with Shri Aman Kumar Singh, Principal Secretary to Chief Minister, Energy, Electronics and Information Technology, Government of Chhattisgarh.

The ITPI national President Dr. D.S. Meshram in his presidential address stated that large industries, SEZs, education and research institutions, recreational complexes, and such other activity centres, requiring large tract of land; find peripheral areas attractive for their location. It is also an area of contradictions where slums and green field development are seen side by side. However, the changes in the peripheral areas are, generally, in a haphazard manner with inadequate provision of roads, transportation, safe drinking water, sanitation and access to education and healthcare facilities.

After two days discussions and deliberations following recommendations were adopted by the Congress.

### **Plenary Session: Planning and Development of Peripheral Areas**

The ITPI Congress underscored ground realities of peripheries of large metropolitan cities in the country, which are increasingly becoming new centers of industrial and residential development besides elite housing and informal residential developments as well as places of mass consumption and entertainment. This is evident from population growth rates of peripheries exceeding population growth rates of city cores. Most new jobs in manufacturing are being created in peripheries rather than city cores. Accordingly, it is recommended that

1. Regional plans are a potent tool to secure planned and integrated development of both core city and its periphery. Therefore, regional plans and district development plans in all metropolitan regions should be prepared. This is also a constitutional obligation under 74th CAA. Accordingly, states which do not have legal provisions for preparation and implementation of such regional or district plans, need to amend their existing planning acts to include such provisions and other requirements like development of new towns, special townships, corridors and other such provisions like integrated urban clusters, etc.
2. Clear and simple legal and administrative procedures and guidelines should be formulated for planning and development of peripheries focusing on land assembly, development promotion rules, etc. Roles, responsibilities, manner of coordination of various urban and rural local bodies, authorities, agencies, NGOs, developers and other stakeholders working in such areas should be clearly identified.
3. Policies to provide green belts around planning boundaries of cities should be made in order to control haphazard growth in peripheral areas, which has been misused and deprive farmers of their land rights and landless labourers of their livelihood rights.
4. Land carrying capacity and environment sensitivity analysis giving full attention to environment and ecological aspects both at city and regional level should be carried out for integrating environment planning with urban planning for sustainable development, and also for containing unplanned and haphazard growth of peripheral areas.
5. Infrastructure in peripheries of large metropolitan cities is highly inadequate and fragmented giving rise to 'splintered urbanism'. Thus it is essential to provide integrated infrastructure particularly water, sewerage, drainage, solid waste management, and appropriate roads and rail links on an urgent basis as access to large residential developments located in metropolitan peripheries remain a pipedream even after 25 years of their existence.

6. Peripheral developments are taking place without any reference to development plans in peripheries of large metropolitan cities. This gives rise to disintegrated development of built spaces. Even after such private sector built independent projects are handed over to municipalities and planning agencies, integration of these projects becomes difficult. Laying out sewer lines for a large area after independent projects have been completed is costly and arduous task for development agencies. Therefore, project based development i.e. residential, commercial, industrial, and entertainment should not be allowed without the preparation and approval of development plans.
7. State governments should show benevolence to poor by incorporating planning strategies and regulations in master plans and regional or district development plans, for their benefit particularly looking after their housing and livelihood interests. Apart from provision of such policies in development plans, strict enforcement of these provisions should be carried out by state planning agencies with large penalties for non-compliance.
8. Core cities should not be allowed to shift environmental burdens and costs to the cores without due compensation to affected stakeholders particularly farmers and landless laborers who bear the brunt of policies such as relocation of polluting and hazardous industries and relocation of slums in urban peripheries.

### **Workshop – I: Greenfield Development**

Since independence the process of greenfield development has been continuing in one form or the other in the form of new towns, project townships, urban extensions, integrated townships, etc. which needs to be regulated in a broader spatial context. In fact greenfield developments in peripheral urban area are a prospective option for planned urban development accommodating future urban population. It is advantageous in terms of cost effectiveness (low cost of land and labor, and higher demand of urban spaces) and flexibility in urban planning without much rehabilitation issues (vacant lands and non-built spaces). It is well known that along with brownfield development in the form of retrofitting and redevelopment, greenfield development is also gaining momentum, which needs to be integrated in an expanding urban fabric. Formal housing markets have failed to meet demands of the society for shelter in terms of quantity as well as price, therefore the unplanned development occurs in all Indian cities. Greenfield development is the creation of planned communities on previously undeveloped lands. This land may be rural, agricultural or unused areas on outskirts of urban areas. It is unlike urban sprawl, where there is no systematic planning. In this context, the Congress recommends:

1. Greenfield development is about efficient urban planning that aims to provide practical, affordable, inclusive, and sustainable living spaces for growing urban population. While planning an undeveloped area, consideration of future growth and development needs to be kept in perspective when making development plans.

2. For site selection in any greenfield development apart from planning considerations such as topography, accessibility, availability of water, etc. planners need to ensure that proposed development will have minimum impact on existing ecology, agriculture and village settlements and at the same time should enhance, integrate and conserve them. Natural elements should not be treated as constraints but taken as positive elements to enhance physical environment.
3. Balanced land use planning with proper distribution of places for work, living, playing and shopping activities should be planned, which will particularly help in reducing work trips. The city should encourage non-motorized transport through provisions of green corridors across the city.
4. While planning transit oriented developments care should be taken that such developments encourage public transport, economic viability and minimize environmental pollution, encourage walk and bike trips within neighborhoods by creating safe and pleasant walkways. Mixed land use and optimum dense development for safe and lively environment should be also encouraged.
5. Smart infrastructure should be created for operation and management of utilities and services; optimum utilization of resources; people oriented transportation facilities; safe and secure environment; disaster management; and e-governance, mainly for information processing, and grievances redress for services' provision.
6. Peripheral developments should adopt zero discharge policies in order to recycle and reuse effluents and wastes. Sewage treated effluents need to be reused for greening and flushing. Reuse of materials like metals, glass, paper, plastic, textiles, organic waste and water will reduce demand for energy, raw materials, fertilizers and fresh water sources.
7. To conserve energy, energy management practices should be incorporated in planning of buildings and city form. Buildings and city forms that are energy efficient and use sustainable energies like solar and wind energies should be encouraged.
8. Greenfield developments needs to be adopted to decongest the mother city and it should be planned as part of dispersal policies contained in master plans.
9. In the present day context, satellite towns should be planned after land acquisition under the Right to Fair Compensation and Transparency in Land Acquisition, Rehabilitation and Resettlement Act, 2013 with adequate compensation to stakeholders, which will also serve the objective of spatial and social justice.
10. Initially, reserving and handing over of parts of land will be ensured for network of roads when the permission is sought for layout developments, group developments, and multi-story developments or large scale industrial developments, etc. Later missing links can be acquired and networks can be completed. However, land for

major roads exceeding 100 feet right of way may have to be necessarily acquired and roads have to be laid to trigger development in these areas.

11. Special Purpose Vehicles or SPVs may be formulated to plan and regulate developments in peripheries. The SPVs may also be made responsible for creating essential physical and social infrastructure. However, all such SPAs should be made accountable to elected local governments at appropriate levels.
12. All isolated pockets of new developments such as special economic zones, industrial parks, textile parks, industrial growth centers, residential complexes, educational hubs, commercial centers, etc. should be planned and integrated as part of regional development plans.
13. Provision for development of new towns or specific areas as part of greenfield development should be made in state town planning and development acts as such provisions have been made in Maharashtra and Tamil Nadu planning acts.
14. Green Field Development allows social and economic segregation and citizens are divided into ghettos on the basis of income, caste and religion. This must be discouraged by adopting appropriate spatial integration policies in development plans.

## **Workshop – II: Land and Development Promotion Rules**

Instead of all out intervention in land markets by government for improved supply of land, some of the states have been following participative and facilitative approaches upholding rights of land and property owners. However, the means to be followed for increased supply of urban land by states should be based on understanding of community ethos and cultures, political and social keenness for awareness and level of appreciation of current situations in different states. There is no way out but to go ahead with optimization of land supply for improved urban environments and to accommodate increasing levels of urbanization.

1. Specific development control rules and regulations need to be formulated by all the states, particularly those having large metropolitan cities. These rules and regulations should be strictly enforced to discourage development of informal and unauthorized settlements alongside authorized development projects. One way to positively discourage such practices is that planning agencies should make sure highly affordable developed land and shelter for lower middle classes and the poor.
2. Lower floor space index has greatly resulted in urban sprawl in peripheries of major metropolitan cities. Servicing urban sprawl and developing land is highly expensive, and it also causes permanent loss of productive agriculture land. In order to meet increasing demand for office space and residential space in peripheries, moderately higher floor space index is recommended. Higher floor space index would benefit both land owners and land developers. Land owners could seek better

compensation and real estate developers could gain better profits from their initiatives. But simultaneously environment quality must also be protected.

3. The Congress recommends that state urban planners should plan and use land with care and caution so that its abuse is minimized, specifically in cities and towns where urbanization is happening at a rapid pace.
4. Supply of land is not infinite, however, there are many ways to improve supply of urban land, like land pooling by private or by public agencies, land recycling, use of land banking, slum land regularization, application of planning tools like TOD, TDR, etc. in order to release unused land in possession of central government, state governments, municipalities, Indian Railways, etc.
5. Town planning schemes should be adopted as an important tool for implementation of planning proposals without any financial burden on planning authorities.
6. Development promotion rules should be user friendly and be written in simple language, which is easy to understand and interpret. At the end development promotion rules should work both for rich and the powerful as well as the poor located in peripheries of cities and towns.
7. Slums present a serious problem in large cities of India and redevelopment of slums by public agencies or specifically through state level slum redevelopment authorities is necessary.

### **Workshop – III: Transit Oriented Development (Local Sub-Theme)**

Transit Oriented Development has been popularized in North America as a remedy to problems faced due to low density car oriented suburban growth experienced. TOD refers to a way development is attempted, and to be structured around transport corridors and nodes. Efforts are to be made to convert low density segregated land use development into high density, mixed use, mixed income, and pedestrian friendly development. Almost all Indian cities have high density – mixed use, pedestrian dominated development in central cities but peripheries are car dependent. Till eighties cities in India were mainly transit dependent. Post 1990s liberalization, and rapid motorization altered the focus from transit to personalized vehicles such as cars and two wheelers. Rather than allowing things to reach a conditions experienced in American cities, it is time that cities in India start refocusing on transit oriented development. Transit Oriented Development is a planning strategy, which integrates land use and transport system thereby creating livable, sustainable, pedestrian and cycling friendly areas and neighborhoods, while encouraging people to choose transit over cars for their long commutes. A widely accepted description of TOD is an urban environment with high densities, mixed and diverse land uses, located within an easy walkable area around a transit node. Dense, compact and high rise development in TOD area gives ample scope to have more green and recreation areas and allows key services to be within walking or cycling distance to population, and improves overall

quality of life. It reduces dependency on private modes of transport thus proves to be sustainable in the long run. Accordingly, the Congress recommends:

1. In order to encourage people living in peripheries of large cities and towns, TOD nodes should be identified and integrated with existing and future developments.
2. In case of unviability of TOD in an area, alternate approach in the form of Integrated Land Use – Transport Planning Approach (ILUTP) should be adopted, which attempts to integrate land use and transport, and also in the process identifies and makes them congruence with one another eight elements including Inter Jurisdictional Coordination, Strategic Alignments, Transit oriented development and value capture, Integrated Multimodal Transit facilities, Accessibility Improvements, Inner city and Transit.
3. Local Area Plans and Town Planning Schemes should be used to encourage TOD as these areas are generally intensely developed and intense conflicts exist among diverse stakeholders.
4. Each TOD being different, and as each development is located within its own unique context, it is imperative that each TOD must be integrated with existing neighborhood fabric to mitigate adverse effects. It must be ensured that accessibility and connectivity of transit stations in its catchment area is enhanced in order to provide travel convenience, attract more passengers and for making the transit system economically viable.
5. Land use impacts of transit routes and station locations should be considered at all stages in the process of transit planning. There is a need to create easy to implement development zones with greater flexibility for mixing uses, higher population densities, and higher intensities of development.
6. Transit Oriented Development must be made equitable and social equity should be made the key component of TOD scheme. Thus in order to minimize gentrification and displacement, planners should develop value capture tools to ensure sufficient property in TOD schemes, which is particularly dedicated to affordable housing and mixed-income housing.
7. TOD can be utilised in the form of redevelopment of CBDs in order to revitalise such built up areas. TOD should also focus on Station Area Plans with a regional and comprehensive growth management plan including growth and economic development of local communities.
8. Guidelines, Manual containing Development Control Regulations for TOD needs to be prepared by concerned state governments for planning and development of TOD in regions, sub-regions, cities and peripheries in consultation with NCRTC. Guidelines should also include strategies for levying betterment charges and cess

for frequent transactions of land and built-up areas along RRTS and MRTS corridors. Betterment charges and cess could vary depending upon location.

9. Master plans, zonal plans and local area plans are required to be prepared keeping in view TOD along with other aspects of development. A mechanism should be developed by concerned state governments so that revenue generated through betterment charges and cess is made available to agency implementing mass transit projects such as RRTS and MRTS. However, coordination between stakeholders must start early, and occur often throughout the length of the TOD planning and development areas of operations of mass transit.
10. TOD should be utilised for part financing development of Regional Rapid Transit System (RRTS) and Mass Rapid Transit System (MRTS) in a metropolitan region. However, development of transit corridor should not be looked upon as a source of revenue to justify viability of public transport system, but also a means to create better living environment.
11. Special Regulations for promoting and controlling TOD should be evolved to address all important issues including incentives for redevelopment, parking, safety, minimum qualifying size of plots for intensification, quantum of intensification with respect to road widths and plot sizes, premium charges, tenement sizes, etc. Proper balance is required to be struck when making provisions for conflicting parameters and interest.

In his Valedictory Address Shri Gaurishankar Agarwal, Hon'ble Speaker, Chhattisgarh Vidhan Sabha stated that \_\_\_\_\_. On this occasion Hon'ble Mayor, Municipal Corporation Raipur Shri Pramod Dubey was also present. In this session welcome address was deliberated by Shri Zahid Ali, Chairman, Chhattisgarh Regional Chapter while Shri Pradeep Kapoor, Secretary General, ITPI gave the vote of thanks. In his concluding remarks Prof. Dr. D.S. Meshram mentioned that the recommendations would be very much useful for the Government of Chhattisgarh specifically in developing the periphery between old Raipur and Naya Raipur, the capital of Chhattisgarh which is developing very fast.