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**NATIONAL CONFERENCES OF ITPI:
Conclusions and Recommendations
over the Sixty Years**

September, 2015

Edited By:
Prof. Dr. D. S. Meshram



INSTITUTE OF TOWN PLANNER'S, INDIA
4-A, Ring Road, I.P. Estate, New Delhi

Established in 1951 the objects of the Institute of Town Planner's, India among others include:

- To advance the study of town planning, civic design and kindred subjects, and of the sciences and arts as applied to those subjects;
- To promote planned economic, scientific and artistic development of towns, cities and rural areas;
- To promote the general interests of those engaged in the practice of town and country planning;
- To foster the teaching of subjects related to town and country planning; and to assist in providing such teaching by making grants to technical schools, colleges or institutions, or by paying or assisting to pay the fees and expenses of students of any such subjects or by providing and giving scholarships, prizes and other rewards to such students, or by any or all such methods;
- To devise and impose the means for testing the qualifications of candidates for admission to membership of the Institute by examination in theory and in practice or by any other tests or to arrange with any technical school, college or institution for the imposition of any such tests;
- To consider all questions affecting the practice of town and country planning and to initiate and watch over measures affecting, or likely to affect town planning; and to procure changes of, and amendments in, the law relating to or affecting town and country planning;
- To hold conferences or meetings for the discussion of, and the exchange of views on, matters affecting or relating to town and country planning, the reading of papers and the delivery of lectures; and to hold congresses or exhibitions (either jointly with any other body or institution or not) for the exposition of any matters affecting or relating to the practice or theory of town and country planning or any allied subject; and to award medals, certificates, prizes or diplomas in connection therewith;
- To ascertain and notify the law and practice relating to town and country planning, and to compile, collect, collate, revise, print and publish statistics, professional record, periodicals relating to any of the objects of the Institute;
- To constitute various classes of members, and when thought fit to elect honorary members;
- To do all such lawful things as are incidental or conducive to the attainment of the above objects or any of them.



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FOREWORD



History of town and country planning in post independent India is synonymous with the Institute of Town Planner's, India or the ITPI, which was established in 1951 to further the goal of spatial planning of cities and regions in the country with a longterm perspective based on scientific principles. It goes to the credit of the ITPI to establish a technical wing at Central Government level to prepare a Master Plan for Delhi by the then Town Planning Organization (TPO) in 1955. TPO was the brainchild of the ITPI. It was later merged with another central organization called CRUPO in 1957 and renamed as the Town and Country Planning Organization or TCPO in 1962. Similarly the ITPI was also responsible for the establishment of the School of Planning and Architecture, New Delhi. It would be worthwhile to have a look at the activities of the ITPI, specifically it's annual Town and Country Planner's Conferences, which are being organized without any break since it's inception as a major activity of the ITPI over the last sixty years. The Volume in hand is an attempt in that direction, I must say a laudable attempt.

Being alumni of the School of Architecture and Planning, Anna University, Madras (now Chennai), I used to have regular interactions with Shri D. S. Meshram, I can clearly recollect when he was heading Town and Country Planning Organization as the Chief Planner from 1989 to 2001, the longest tenure as the Chief Planner of the TCPO, he used to be ambivalent about bureaucrats views about TCPO. He said that joint secretaries in the Ministry of Urban Development, Government of India, who are ex-officio Chairmen of the TCPO, always ask about contributions of the TCPO. Ever since Shri Meshram took over as the Chief Planner TCPO, he tried to explain to the bureaucrats works done by the TCPO. However, he was keen to find out a long term solution to this question. During his entire tenure as the Chief Planner he was busy in routine works but before retirement he made up his mind to prepare a report on works done by the TCPO, since it's inception, because some of the projects, reports, and works were misplaced and not possible to locate. Therefore, he decided to document all projects, reports, plans and other relevant works of the TCPO. However, some of his colleagues to whom he assigned the work at that time (1998 - 2000) wanted this report to be completed after his retirement. Realizing this situation he took upon himself the responsibility of preparation of this document and completed the work before his retirement and the volume titled "Town and Country Planning Organization: Retrospect and Prospect" was completed, which is very handy as ready reflections on TCPO's contributions.

I can understand that after he got elected as the President of Institute of Town Planner's, India for the first time in the year 1987 - 1988, he must have realized the need for documentation of historical data pertaining to the Institute as well, which was hidden in the various documents related to national seminars, and conferences organized by ITPI. However, it is well known that data base of the ITPI was also in a chaotic shape primarily due to the reason that office bearers of the institute i.e. President, Vice- President and Secretary General together with all the council members were elected for a year. This was a short time for anyone to show any interest in documentation except for the period they were in office. As for the ITPI, one needs to visualize the colossal labor involved in examining documents, collecting information from 1951 till date for compilation and editing. I was also the President of ITPI for over four years and had some research orientation, and I am aware of herculean task of locating sources of information which

are confined in files, seminar proceedings, journals and newsletters and need to be dug up from record rooms. Therefore, the volume produced by Dr. Meshram, President Emeritus ITPI, which comprises the speeches of dignitaries on the subject of town planning along with recommendations is now collated, compiled, and edited by him single handedly after going through all this cumbersome exercises, is a commendable work.

I also remember that during the 63rd NTCP Congress held at Chennai, Prof. Dr. D. S. Meshram was seen engrossed in searching and referring the library of the School of Architecture and Planning, Chennai, and he also went to the department library of the Directorate of Town Planning, Government of Tamil Nadu. Although sometimes he could not lay his hands on missing journals and newsletters, he never got disappointed and tapped libraries located in other town planning departments.

Due to persuasion of Shri Meshram, the then Ministry of Urban Affairs and Employment, Government of India during 1996, assigned the task of preparation of Urban Development Plan Formulation and Implementation (UDPFI) Guidelines to the ITPI, which are being referred by states, development authorities, line departments and schools of planning as a guide.

It will not be out of place to mention that Shri Meshram prepared the DPR for the establishment of four new Schools of Planning in the country for the Ministry of Human Resource Development, Government of India in May 2006, and made a presentation to the erstwhile Planning Commission. It was due to his initiatives that two new Schools of Planning, one at Bhopal and the other at Vijayawada, were established by MHRD. Thus, it is pertinent to mention that his contributions in planning education and profession are unparalleled.

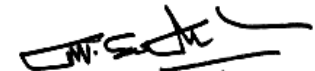
Shri Meshram was always reformist, which can be noticed from the fact that when he was Secretary General of ITPI, for first time in 1985-1986, he showed an example of self-restraint by convincing the then Council of ITPI that all the cheque be signed by at least two office bearers, and not only by the Secretary General. This practice established financial discipline in respect of expenditure by the ITPI. Another example is, when he became President of the ITPI for the first time in 1987-1988, he observed that Presidents are continuing for years together in the capacity of ex-officio Council Member, without facing annual elections of the ITPI Council. He stopped this practice, and now a President can continue only for two years, after that one has to face elections. In case he gets elected as a council member, only then he can become eligible to contest for the election of President. It would also be not out of place to mention that, at present Dr. Meshram has been Professor on "Devraj Urs Chair" at University of Mysore from 2012. However, the remuneration he was getting for this assignment, he donated to the welfare activities of planning students of Institute of Development studies, University of Mysore. This goes on to show that Dr. Meshram is totally committed for encouraging spread of town and country planning profession and education throughout the country.

Prof. Dr. D. S. Meshram undertook this work when I insisted that it is he who could complete this difficult task. As you perhaps can feel it might have taken a lot of hard work to document this work including two other important international events, of course in brief, which were hosted and organized by the ITPI. These events were organized jointly with the Commonwealth Association of Planner's (CAP) and Eastern Regional Organization for Planning and Housing i.e.

'EAROPH'. CAP, held its first Inception Conference in New Delhi in March 1973 and gave an opportunity to the Institute members to meet distinguished planners from the commonwealth countries and exchange thoughts with them on vital issues. The first President of the CAP, Mr. Arthur Ling, said that "This is the birthday of the Commonwealth Association of Planner's, but of course, as with all birthdays, there is previous history". The EAROPH - VI Congress was organized under the patronage of Government of India and was hosted by the Institute of Town Planner's, India, which celebrated its Silver Jubilee on this occasion and discussed the theme "Towards Humane Environment: Planning for Human Living" during 19th - 25th February, 1978; in New Delhi.

When I was teaching at the School of Architecture and Planning, Anna University, Madras (now Chennai), I came across Shri D. S. Meshram as an aggressive student with clear articulation and later as a professional colleague, and a teacher par excellence at Guru Nanak Dev University, Amritsar. He has brought with him flavors of a town planner, an architect, a teacher, lawyer, researcher, and a planning practitioner when he stepped into the portals of the ITPI. Wonderful thing about this compilation is that in spite of having strong personal views, he has kept those beliefs outside and presented an unbiased objective view through this work. It is a wakeup call from Prof. Dr. D. S. Meshram for the youth to take the mantle to higher levels. While cherishing my close association with Prof. Dr. D. S. Meshram, I would commend this publication to all those who deal with human settlements and development.

6th, September, 2015



Prof. Dr. A. N. Sachithanandan
President, ITPI

PREFACE



In the meeting of the ITPI Council held on 25th October, 2008; Shri D. S. Meshram impressed upon the members that it is desirable to publish a volume covering the recommendations of the National Town and Country Planner's Congresses of the ITPI. As we know these congresses are held every year regularly and has been a major event, where most of the senior and junior members of the ITPI from public and private sectors participate and interact in addition to educationalists and researchers to discuss and deliberate on topics and themes of regional, national and international importance.

Needless to underscore that during annual congresses technical papers are presented, deliberated and discussed thread bare and conclusions leading to recommendations are evolved, which are not only sent to the members of ITPI but also to other important stakeholders of urban planning and development. Each annual congress is addressed by dignitaries comprising of at times Prime Minister; Deputy Prime Minister; Ministers of Urban Development, Rural Development, Tourism and Industries from Central Government; and also Chief Ministers; Ministers of State Governments; and Governors. In fact in these seminars, the ongoing schemes and prevalent policies and plans of Central and State Governments concerning urban and regional planning and development are discussed. These are historical events in the field of town and country planning. It would not be out of context to mention that the history of town and country planning in India hinges around these conferences. It would not be an exaggeration to say that the history of Institute of Town Planners, India in fact is the history of urban development and planning of post independent India.

Agreeing to the proposal, the Council members desired that the work should be assigned to a senior member who is aware of all these developments. In spite of the best efforts, no senior member came forward to accept the task. After a long wait, Prof. Dr. A. N. Sachithandandan, President ITPI and I requested Prof. Dr. D. S. Meshram to take up the assignment. Knowing the huge work involved, requiring laborious and pain taking efforts, he accepted the task reluctantly. The President ITPI also requested him in professional interest to add few events, which are of national and international importance that took place in concert with the congresses like conference of EAROPH, CAP, etc.

It is important to know that the foundation ceremony of the Institute of Town Planner's, India was attended by Shri V. N. Gadgil, Honourable Union Minister of Works, Production and Supply on 28th January, 1952; in which a well-known British architect and planner Max Lock participated. During the same year on 23rd May, 1952; the 1st Town and Country Planner's Conference was organised which was inaugurated by Shri Gulzari Lal Nanda, Honourable Minister, Government of India, who requested the Institute to prepare a draft of town and country planning legislation. In this conference, Shri M. Fayazuddin was formally installed as the President of the ITPI. The Conference focused on the theme "Planning at Centre, in States and in New Towns". As a follow up of the conference the second Town and Country Planner's Conference was organised at Hyderabad on the theme "Town Planning Legislation", which was inaugurated by Dr. B. Ramakrishna Rao, Honourable Chief Minister of Hyderabad, who noted that on the recommendations of the ITPI, Ministry of Education, Government of India agreed to start School of Planning at Delhi. While on the recommendation of the Planning Commission, the draft prepared by the ITPI on "Model Town and Country Planning Legislation" will be discussed and finalized in this conference. However, after deliberations it was decided to revise the draft for which a small committee was set up for the finalization of the same. Shri Jawaharlal Nehru, the first Prime Minister of India; Sardar Swarn Singh, Union Minister for Works, Housing and Supply; and Sir M. Visvesvaraya renowned engineer-planner were elected as Honourary Fellow Members of the ITPI during this period.

The 3rd Conference was organised on the theme “Regional Planning and Multi-purpose Projects” at IIT, Kharagpur, which recommended that regions for the purpose of comprehensive planning should be of two types i.e. Metropolitan Regions and Natural Regions based on homogeneity of geographical and socio-economic factors. The 4th Conference addressed the issue of “Planning Standards, Land Use Planning and Controls”. Shri Jawaharlal Nehru, the Prime Minister of India in his message stated that “... the seminar will give a lead to our architects, which might help in developing better taste in architecture and a pride in developing our cities so as to make them look gracious centres of living”. The standards recommended by the conference for density, open spaces, social services, neighbourhoods, traffic and transportation, and housing were adopted by various states, development authorities and local bodies, subsequently.

The 5th NTCP Seminar deliberated the theme of “Village Planning and Development in India”, which was held at Chandigarh. In his address H. H. Raj Pramukh of Patiala; Sardar Pratap Singh Kairon, Honourable Chief Minister of Punjab; and His Excellency C. P. N. Singh, Honourable Governor of Punjab also addressed the delegates. The Sixth NTCP Seminar focused on the theme “Industry and Planning” and was held at Patna. The Seminar commented on the Second Five Year Plan, which envisaged location of certain large scale industries in the already congested and overcrowded metropolitan cities with large employment potentials. It was argued that these industries are bound to accelerate the inflow of large number of people to cities and create imbalances in the economy of these regions.

“Replanning and Redevelopment of Cities and Towns”, was the theme of the 7th Seminar, which was organised at Jaipur under the presidentship of Mr. Walter S. George, and was inaugurated by His Excellency Gurmukh Nihal Singh, Governor of Rajasthan. The President, ITPI; noted that there was a great deal of confusion in the minds of the public and in the minds of some of those who control us in the matters of town planning, and it is one of our duties to dispel this confusion. Only a few days ago an administrator said to him that no town planner seems to think alike, but each gives different advice. To that he replied “so do scientist and chiefs-of-staff of army and the list could run right through the list of professional men” give similar advice. The fact is that there is general agreement on principles but application of these principles will naturally vary as individuals vary. But there is no room in town planning for any decision on caprice. The Seminar noted that the “Model Town Planning Legislation” prepared by the Institute should be circulated to all the states by the Central Government. The Seminar also recommended TCPO to prepare a report on the methodology adopted for the preparation of Greater Delhi Master Plan for making available these experiences to local bodies. The 8th Seminar of the ITPI was held in Bombay (now Mumbai) on the theme “Planning of Metropolitan Cities”, which was inaugurated by Shri Y. B. Chauhan, Honourable Chief Minister of Maharashtra. In his address he pointed out that development plans for each town or city are the need of the time because in the absence of such plans, our towns and cities have suffered a great deal. The Seminar also recommended to Government of India for setting up Central Town and Country Planning Organisation, which was subsequently established by the Central Government, subsequently.

The 9th landmark Seminar on the topic “Role of Development Plans in Guiding the Future Growth of Cities” was held at Bangalore, which was inaugurated by Shri Jawaharlal Nehru, the first Prime Minister of India, on 15th September, 1960; who in his inaugural address very aptly said that “... even now there are not many trained town planners in India, and we have of course excellent engineers and we honour them, but it does not follow that a person who is an engineer, a very good engineer, is necessarily a town planner”. On this occasion the 100th birth anniversary of Bharat Ratna Mokshagundam Visvesvaraya was also celebrated. Technical sessions of the Seminar were formally opened by Shri B. D. Jatti, Honourable Chief Minister of Mysore. The seminar recommended that master plans be prepared for every fast growing towns. Accordingly, in the Third Five Year Plan, the scheme for preparation of master plans was introduced.

In the 10th Town and Country Planner's Seminar on the theme "Planning of Utilities, Services and Community Facilities and their Integration with Master Plans", Shri C. S. Chandrasekhara, President, ITPI; highlighted that the Third Five Year Plan recognised the importance of urban and regional planning by making specific allocations for preparation of master plans. The 11th Seminar was inaugurated by His Excellency Shri H. Y. Pataskar, Governor of Madhya Pradesh on the theme "Planning of Small and Medium Towns and Cities" at Bhopal. Shri C. S. Chandrasekhara, President, ITPI; underlined that the success we achieved in improving conditions in the big cities will always remain elusive as has been the experience of many western countries. However, it is in the small and medium size towns that we can concentrate our efforts and achieve sustainable results because situation there is not beyond our control and it would be possible to house population migrated from rural areas. Accordingly, the Seminar recommended to the government to consider planning and development of small and medium towns (communities with less than 100,000 population), which was subsequently included in the five year plans as "Integrated Development of Small and Medium Towns (IDSMT) Scheme".

The 12th Town and Country Planner's Seminar concentrated on the theme "Town Planning and Housing in relation to National Defence", in which not only planners but also administrators and defence personnel participated. The Seminar gave wide ranging recommendations on planning of cantonments, dispersal of industries, transportation and communication planning to serve the defence needs, besides civil defence measures and coordination of town planning and development. Shri G. Govindan Nair, President, ITPI; noted that when the Second World War was going on, England had a time to appoint a Commission to take advice on planning of cities and they also took a decision for the future regulation of towns. He further observed that during the last Chinese aggression our military found that communication in the north were very inadequate as there was only one road. No war can be fought with one road, and defence becomes very much difficult, and roads cannot be built over night.

The 13th Seminar on the theme "Industrialization and its Role in the Urban and Regional Development" was inaugurated by Shri Balwantrai Mehta, Honourable Chief Minister of Gujarat, who in his address mentioned that as economy expands it has direct impact on urban and rural concentration of population. Pressure of population in urban areas has thrown up problems of rise in land values, soaring rents, emergence of slums and depletion of overhead services. The Seminar also recommended that for location of industries whether dealing with basic goods or manufactured articles required national policy based on employment distribution, industrial decentralization and stable regional economy designed to hold back rural population from migrating towards metropolitan areas. The 14th Seminar on "Planning for Resource Regions, Urban Renewal and Development" was inaugurated by Shri N. Ramchandra Reddy, Honourable Minister of Revenue, Andhra Pradesh who emphasized the need for improvement and development schemes for any town should be a part of integrated master plan for that city. The Seminar recommended that India is passing through a period of transition from a purely agrarian economy to an agro-industrial economy, and in this period of transition there is a need to evolve broad principles for resource allocation, resource development, and resource utilization.

The 15th Seminar on "Planning of Ancient and Historic Towns" was inaugurated by Prof. Dr. A. N. Khosla, His Excellency Governor of Orissa, who in his address noted that advancement of science and technology in the field of medicine has brought about a steady decline in death rates, but birth rates on the other hand has not gone down. With the result there has been rapid rise of population. Shri Banamali Babu, Honourable Minister of Urban Development, Government of Orissa, noted that there has been lack of enthusiasm about town planning amongst the people due to mischievous propaganda, and obstructions created by vested interests and political persons. The Seminar recommended that in development plans special attention should be paid to older areas

of towns and cities, which have historical value, so that the sequence of history in architecture of buildings could be protected and preserved. The 16th NTCP Seminar on “Problems and Prospects of Metropolitan Areas, and their Future Role in the National Economy” was inaugurated by Shri Ajay Kumar Mukherjee, Honourable Chief Minister of West Bengal who stated that we pay too much attention to statistical trends, we have treated statistical predictions as if they were commands, we have treated the existing technological forces and institutional practices as if they were immortal. Unless we agree to depart from these, we will be defeating planning purposes. Shri Jehangir Kabir, Honourable Minister of Planning, Government of West Bengal stated that as it is not possible to control the size of a metropolis, metropolitan growth should be organised in a planned manner.

The 17th NTCP Seminar on “Planning and Development of National Capital” was inaugurated by Shri Morarji Desai, Honourable Deputy Prime Minister of India, who emphasized that towns are necessary but villages are also essential. He further mentioned that we do not want to turn the whole of India into cities and towns. Rural life if properly developed will be more attractive for the average man. Prof. T. J. Manickam, President, ITPI, said that urbanisation is inevitable and there are sufficient indications that urban population will increase tremendously in the next decade. Urbanisation is the only way by which we can provide population in rural areas with employment and minimum essential services at lower costs. The Seminar also recommended that DDA should be made planning and development agency for whole of the Union Territory of Delhi, which was subsequently agreed by Central Government. The Seminar also recommended that a regional plan for whole of Delhi Region should be prepared, which was subsequently followed up by establishing the National Capital Region Planning Board by Central Government. The 18th NTCP Seminar on “Rural-Urban Integration in Development Planning with special reference to Coastal Regions in India”, was inaugurated by His Excellency Shri Visvathan, Governor of Kerala, who in his inaugural address mentioned that government has not done anything in the direction of creating an impact of town planning in the public, which is a most essential factor for successful town and country planning in India. Shri N. S. Lamba, President ITPI, noted that while national attention was focused on family planning, the required attention has not been paid to town and country planning with the result that conditions are not favourable in towns nor in the countryside. The Seminar also recommended that the National Association of Planning Students should be created for providing forum for exchange of ideas and thoughts amongst the planning students of institutes recognised by the ITPI, which with the efforts of ITPI was subsequently culminated to establishment of the NOSPLAN.

The 19th Town and Country Planner’s Seminar on the theme “Planning for Tourism” was inaugurated by His Excellency Shri Bhagwan Sahai, Governor of Jammu and Kashmir who mentioned that planning has no meaning unless and until a plan is implemented. He also said that we always think in terms of foreign tourists in Srinagar. Some people also think that if these foreign tourists do not visit Kashmir, India; we will perhaps be left without work. But this kind of paradox does not exist in our life. He elaborated that tourists do not visit valley all the year round. When tourists are not there what will workers do? Shri B. D. Kambo, President ITPI, stated that allocation of funds for promotion of tourism and improvement of tourist destination areas are spent rather than invested in isolation, without much regard to overall framework of physical development. The Seminar also recommended that the development of tourism, should be treated as an industry at all levels and should be considered in the context of physical development plan. The Seminar also recommended development of tourist destination areas. Accordingly, the Ministry Tourism, Government of India and state governments assigned the work of preparation of development plans of important tourist centres to TCPO. The 20th NTCP Seminar on the theme “Development of Connaught Circus as Metropolitan City Centre of Delhi” was organised at New Delhi. In his inaugural address Shri I. K. Gujaral, Honourable Union Minister of State for Works and Housing called for an integrated approach to the development of Connaught Place Complex and to stop

piecemeal development which is taking place so that its unique character can be preserved. Due to untimely demise of Shri S. H. Godbole, President, ITPI; Shri B. G. Fernandes, Vice President, ITPI; delivered the presidential address. The conference recommended that FAR of 400 for Connaught Circus and its extensions needs to be reviewed so as to reduce the intensity of buildings in the metropolitan city centre. This was accepted by Central Government and FAR was reduced to 200. The Seminar also suggested that all development in the area comprising Connaught Place and environs should be frozen, till detailed studies of all aspects of development are undertaken. This was also adopted by Central Government and accordingly guidelines were issued for the LBZ.

The important theme of “Planning for the Next Decade 1974-84” was deliberated in the 21st NTCP Seminar at Shimla. Shri Ram Lal, Honourable Minister of Public Works and Town Planning noted that most people believe erroneously that they are getting nothing but suffering from town planning process. Their fears can be displaced by establishing tête-à-tête between planners and people. While Dr. Y. S. Parmar, Honourable Chief Minister of Himachal Pradesh in his valedictory address underlined that town and country planning is necessary if migration of village population is to be decreased, if not altogether stopped. The Seminar also recommended that “Area Planning Approach” should be followed, which was subsequently accepted by all concerned agencies. The 22nd NTCP Seminar focused on “Human Environment and National Development in the Context of Fifth Five Year Plan” and accordingly recommended that all natural resources, especially land, which is a very scarce resource, must be carefully planned to prevent its wasteful use and also to ensure that the ecological balance is not disturbed. The Seminar again recommended initiation of development of small and medium towns scheme in the five year plans. Accordingly, the Task Force was constituted by the government for this purpose. The Seminar also recommended to allow mixing of land uses, which latter culminated to “Mixed Landuse Policy”.

The 23rd NTCP Seminar on “Planning and Management of Steel and other Industrial Cities” held at Bokaro noted that large industrial projects act as foci of regional growth. It is therefore, essential to regard every major project as a nucleus for integrated development of the region. The impact of iron and steel industry should be considered at three levels i.e. national, regional and local. At national level iron and steel are the basic raw materials for the development of all kinds of industries. While at regional level iron and steel industry forms a base for the growth of industrial centres. At local level iron and steel industries have a varied and far reaching impact on environment. The 24th NTCP Seminar on “Human Settlements and Environmental Planning” held at Bombay was inaugurated by Shri S. B. Chavan, Honourable Chief Minister of Maharashtra, who highlighted that rapidly increasing urban population and its relative concentration in large cities and metropolitan centres has been one of the major reasons for serious deterioration in the quality of living conditions in urban areas. Due to untimely demise of Shri Bharpur Singh, President, ITPI; Shri J. P. Dube, Vice President, ITPI; delivered the presidential address. The Seminar recommended that policies for development of human settlements at national, state and regional level should be evolved. The 25th NTCP Seminar held at Bangalore focused on the theme “Action for Habitat 200 AD”. In his inaugural address Shri B. D. Jatti, Vice President of India, noted that in less than 30 years, a second India would be added to the present India in terms of population. The Seminar endorsed the views of United Nations Conference on Human Settlements held at Vancouver in 1976, which stated that “Population growth and rapid changes in the location of human activities proceed at such a space that by the end of century, we shall have to build another world on the top of the present one”.

The 26th NTCP Seminar was organised in conjunction with EAROPH International Inception Conference, which was inaugurated by Sikander Bakhat, Honourable Minister of Works and Housing, Government of India. He underlined that the growing population pressure poses serious

challenge to planners who have to find out new ways with limited resources and technological capabilities to deal with these problems and formulate alternative strategies for growth and development. The conference was attended by nearly 300 delegates coming from 11 countries, besides the representatives of UNEP, ILD, WHO and United Nations. Dr. C. V. Narasimhan, Under Secretary General, United Nations was concerned about how to bring back compassion into planning especially when we deal with the economically disadvantaged, and directed attention of the conference towards man in his totality, to evolve a living environment acceptable to the poorest and the humblest and at the same time preserve, protect and conserve environment.

The 27th NTCP Seminar on “Plan Implementation: Experience and Issues” held at Roorkee was inaugurated by Shri Ram Kinkar, Union Minister for Housing, Supply and Rehabilitation who lamented that master plans have remained on paper as “beautiful plans hung on the walls”, because they have not been implemented adequately. He then called attention of planners and stressed that while preparing long range plans, sufficient attention should be given to short range problems. Shri C. S. Gupte, in his presidential address highlighted that efforts at plan making has been negated due to poor achievements in the field of plan implementation. The 28th NTCP Seminar on “Settlement Planning and Development Actions for 1980's” was inaugurated by His Excellency Chandreshwar Prasad Narain Singh, Governor of Uttar Pradesh, who stated that urban problems and rural miseries were two faces of the same coin and therefore, their solutions lay in the integrated and concerted efforts both in urban and rural areas of the country. In development planning therefore, a balanced interaction between rural and urban sectors is very important. At central and state level there is a need to review and amend planning legislation in practice to meet the challenges of 1980's.

The 29th NTCP Seminar held at Gandhinagar on the theme “India's Urban Future: Role of Small and Medium Towns” was inaugurated by Shri Madhav Singh, Honourable Chief Minister of Gujarat, who stated that the thrust during the next decade has to be on checking the growth of metropolitan cities and bringing about an integrated development of small and medium towns, through provision of infrastructure and other facilities and thereby equipping them to act as growth and service centres for rural hinterlands. Shri Md. Usman Arif, Honourable Deputy Minister for Works and Housing, Government of India, mentioned that planners were concerned with noble task because they were not only planning for the present and future but also were helping to give concrete shape and meaning to the dreams and aspirations of our people. The Seminar also recommended that the “Urban Land Ceiling Act” should be reviewed and modified on the basis of experience already gained in its enforcement. The 30th NTCP Seminar on “Integrated Approach to the Planning and Development of Metropolitan Areas” was inaugurated by Shri Bishma Narain Singh, Honourable Union Minister, who mentioned that emerging trends indicate that the most significant increase in population has been in metropolitan areas. Therefore, we are aiming to give more attention in the Sixth Five Year Plan to small towns as growth centres of rural economy, which will also restrain the growth of big metropolitan areas. Shri J. P. Bhargava in his presidential address lamented that it has been wrongly projected that development plans were not dynamic. Most often it was not the resentment of the people who were against a plan, but opposition came from vested interests for who plan remained a hindrance.

The 31st NTCP Seminar on “Physical Planning Inputs and Planning Education for the New 20-Point Program” was inaugurated by Shri N. D. Tiwari, Honourable Union Minister for Industry, who mentioned that the New 20-Point Program is a comprehensive package of result oriented activities intended to provide accelerated thrust to our economic development and to uplift the quality of life of our people, particularly the vulnerable sections of the society. The Seminar also recommended to start Urban Mapping Scheme, which was subsequently initiated by Ministry of Urban Development,

Government of India. The Seminar recommended to initiate an undergraduate course in town and country planning of four years duration and suggested that the ITPI should work out a model curricula and syllabus for the consideration of the Union Ministry of Education. The Seminar was also of the opinion that reduction of present postgraduate program of town planning from 4 to 3 Semesters would defeat very purpose of training, planning being an interdisciplinary subject, it is not possible to cover total curriculum in three semesters. Subsequently the Ministry of Education, Government of India reversed their stand and made postgraduate planning degree course again of four semesters. The Seminar also recommended the establishment of the Urban Art Commissions at city and state levels, which was subsequently adopted by the various state governments. The 32nd NTCP Seminar on “Development and Environment” held at Mysore was inaugurated by His excellency Shri A. N. Banerjee, Governor of Karnataka, who in his address emphasized that physical planning has to take an overall view of the development bearing in mind the ecological and environmental aspects of planning of human settlements. The Seminar recommended that environment planning should be part and parcel of development planning and various land uses should be arranged to minimize air and water pollution and to promote home and work relationships. The Seminar also recommended that we should take up the “Environmental Improvement Programs” for *in situ* development of slums and squatter settlements, which later emerged as “Environmental Improvement of Urban Slums Scheme”. In addition for the purpose of making base maps available for planning purposes, the seminar again suggested ‘Urban Mapping Scheme’ should be taken up, which subsequently was accepted by government and Urban Mapping Scheme was initiated.

The 33rd NTCP Seminar was held at Trivandrum on the subject “Strategies for Development of Human Settlements in the Context of the Region”, Shri E. F. N. Ribeiro, in his presidential address pointed out that no conscious efforts have been made to work out a “Comprehensive Policy for Human Settlements” in India and there is no visible focus on the spatial aspects of planning in the national five year plans. The Seminar recommended that it is imperative to have a well-conceived policy of human settlements in which various sizes of settlements should be made to play a positive and effective role for promoting regional development. The 34th NTCP Seminar on “Development Management in Urban and Rural Areas” was inaugurated by His Excellency Prof. K. M. Chandy, Governor of Madhya Pradesh. He stressed the need for strong will for implementation of development plans. Shri Motilal Vohra, Honourable Chief Minister of Madhya Pradesh in his valedictory address emphasized the need for evolving development management techniques in improving quality of life in both urban and rural areas of the country. The Seminar also recommended to study the retrospect and prospect of master plans which ultimately culminated in organizing the national workshop by Ministry of Urban Development. Besides the Seminar recommended that the post of Chief Planner, TCPO and state government departments of town and country planning should be upgraded to the level of Joint Secretary, Urban Development. Accordingly, with the efforts of Shri D. S. Meshram, the post of the Chief Planner, TCPO was elevated to the level of Joint Secretary, Ministry of Urban Development, Government of India.

The 35th NTCP Seminar on the theme “Planning and Provision of Shelter for the Poor” held at Madras was inaugurated by Thru S. Thirunavukkarasu, Honourable Minister for Housing and Urban Development, Government of Tamil Nadu. In his address Prof. Dr. V. C. Kulandaswamy, Vice Chancellor, Anna University, Madras emphasized the need to give due share to professional planners and all the concerned departments and institutions should be headed by the qualified professional planners. Thiru K. A. Krishnasamy, Honourable Minister for Labour and Local Administration, Government of Tamil Nadu in his valedictory address pointed out that developments on peripheral areas beyond municipal boundaries are taking place to avoid municipal taxes, etc., which deprives

municipal bodies their legitimate revenue and compels local administration to extend services to such under developed residential and industrial areas. The Seminar also recommended drafting of the “Shelter Policy” for the nation and emphasised that “place to live should be the right of every citizen”, which later on was included in “National Habitat and Shelter Policy” of Government of India. The 36th NTCP Seminar on “Planning for Settlement and Shelter: Towards 21st Century” was inaugurated by Shri Bata Krushna Jena, Honourable Minister for Urban Development, Government of Orissa, who argued to lay foremost emphasis on spatial planning for development of human settlements and shelter within the bounds of available resources in the country as part of our preparation to enter into 21st century. While Shri Niranjan Patnaik, Honourable Minister for Industries, Science and Technology, Government of Orissa in his valedictory address advocated for a balanced development of our urban and rural areas.

In the 37th Congress on “Managing Development at National, State and Local Levels in the Context of 8th Plan”, Shri Dalbir Singh, Minister of State for Urban Development, Government of India described vices of present urban scenario where about one-fourth of urban population is concentrated in 12 metropolitan cities, and conditions of living are unhygienic, infrastructure is inadequate, besides acute shortage of housing. Shri D. S. Meshram, President ITPI, in this context emphasized the need for greater involvement of town planners who has the requisite education and training to evolve physical perspectives of development programs and to integrate economic, social and spatial development perspectives. The 38th Congress on the theme “Emerging Challenges in Spatial Planning with focus on Manpower, Research and Training” was organized at Roorkee, which was inaugurated by Shri Ajit Singh, Honourable Union Minister for Industries, who quoted that in United Kingdom there are 60 qualified planners per million population while in Australia, Canada, Nigeria and Sri Lanka there are 40, 35, 4 and 3 respectively, while in India it works out to 2.5 planners only. The Congress urged the Planning Commission to give due consideration to spatial planning by dovetailing investment and spatial plans and to involve professional urban and regional planners in the national spatio-economic development plans and further recommended to appoint of Urban and Regional Planner as full time member of the Planning Commission. Town and Country Planning Organisation at central level and Town and Country Planning Departments at state level should be headed by spatial planners with the status of Director General of CSIR as recommended by the National Commission on Urbanisation. To introduce the concept of core and elective subjects in the syllabus of planning education, which was followed by AICTE and schools of planning subsequently.

The 39th NTCP Congress held at Calcutta on the theme “Metropolitan Decentralization” was inaugurated by Shri Jyoti Basu, Honourable Chief Minister of West Bengal, who asserted that democratic decentralization was necessary and emphasized the need for political will to overcome development difficulties faced by metropolitan cities. He further emphasized that the Planning Commission should recognize Metro-Regional Planning as necessary component of development programs and provide necessary funds separately under central assistance to states. The Congress also recommended establishment of metropolitan region development authorities for all metro-regions which was subsequently followed by most of the states. The 40th Congress on the theme “Settlement Planning: Concepts and System” held at Pune was inaugurated by Shri Sushil Kumar Shinde, Honourable Minister for Urban Development, Government of Maharashtra. He pointed out that development always outpaced planning efforts. The planning process by virtue of the cumbersome legal provisions results in unforeseen developments which precede plan formulation, and this time-lag needs to be remedied. The Congress recommended that with a view to introducing dynamism and flexibility in spatial planning process and to integrate them with national economic plans, master plans should be prepared for short term duration i.e. 5-10 years within the framework of long term perspective plan for 20-25 years. The 41st NTCP Congress held at Goa focused on

the theme “Development and Management of Coastal Areas” which was inaugurated by Shri M. Arunachalam, Honourable Union Minister of State for Small Scale Industries. He highlighted that India has a coastal line of 7,500 km and two out of four mega cities of the country namely Bombay (now Mumbai) and Madras (now Chennai) are located on this belt. The Congress recommended that the “Coastal Management Plan” should become an integral part of the regional plan of a specific geographic area, city and spatial priority urban region and should cover all aspects relating to conservation of environment, tourism and other economic activities.

The 42nd Congress held at Coimbatore focused on the theme “Planning and Development of Hill Areas”. Shri D. S. Meshram in his presidential address noted that the hilly areas occupy 20 percent of the country’s geographical area and contain 10 percent of population but have been suffering from relentless onslaught of development. Accordingly, the Congress recommended the basic approach to hill area planning and development in order to arrest further damage to the fragile eco-systems and to promote sustainable socio-economic and spatial development. The 43rd Congress on “Emerging Dimensions of Regional Development Planning - District, Metropolitan, Urban Areas as Planning Unit” at Hyderabad was inaugurated by Shri N. T. Ramarao, Honourable Chief Minister of Andhra Pradesh who called upon planners and agencies concerned to address the need of mass transportation. Shri B. V. Mohan Reddy, Honourable Minister for Municipal Administration and Urban Development, Government of Andhra Pradesh said that physical planning was a complex task encompassing the disciplines like architecture, engineering, socio-economic, environmental and spatial aspects and all these needed to be explored for the benefit of masses. The Congress recommended that Member Secretary of District Planning Committees (DPC) and Metropolitan Planning Committees (MPC) should be qualified planners, who are better equipped in scrutinizing development plans and schemes. The Congress recommended that there is need to reorient Master Plan concept from rigid “once for all” approach to more dynamic approach. This was followed by Shri D. S. Meshram, President, ITPI; as he was Chief Planner of TCPO, which culminated in the organization of a national workshop on “Master Plan Approach: Efficacy and Alternatives” by Ministry of Urban Affairs and Employment, Government of India. As a follow up of the recommendation of the national workshop, on the persuasion of Shri D. S. Meshram, Chief Planner, TCPO, Ministry of Urban Affairs and Employment, Government of India, assigned the work of preparation of “Urban Development Plans Formulation and Implementation (UDPFI) Guidelines” to the ITPI.

The 44th Congress on “Planning for Rural Development” was inaugurated by Shri R. K. Dhawan, Honourable Minister of State for Urban Affairs and Employments, Government of India who highlighted that it is high time to plan rural areas so as to discourage the people from rushing to large cities. Shri H. R. Suri in his presidential address stated that 73rd and 74th Constitution Amendments are positive steps in devolving power at the grassroots level to enable local governments both in urban and rural areas to plan for themselves and to participate in decision making processes. The Congress also recommended adoption of regional planning approach for achieving an efficient rural-urban continuum. The 45th Congress held at Trivandrum, on the theme “Planning and Development of State Capitals” recommended that all state capitals should be treated as “special cities” and special funds be allocated for their planning and development. Besides for effective development and management of capital cities, there was a need to evolve “performance indicators” which should be constantly monitored with the help of modern information technology.

The 46th Congress held at Mysore on the theme “Urban and Regional Planning since Independence - Retrospect and Prospect” was inaugurated by Shri Siddaramaiah, Honourable Deputy Chief Minister, Government of Karnataka who in his inaugural address highlighted the role played by professional planners in making cities and towns functionally efficient. He further mentioned that policies and

programs should be farsighted and quoted the example of Bangalore, which induced growth in the initial years was now experiencing excessive growth. The Congress urged the Ministry of Urban Development, Government of India to take up the matter with all state governments to adopt the Urban Development Plan Formulation and Implementation Guidelines prepared by the ITPI at the behest of MoUD during August 1996. Ministry of Urban Development was also requested to initiate action for formulation of separate Act for “Land Acquisition and Assembly of Land in Urban Areas”. The Congress also requested the Ministry of Urban Development to ask state governments and line departments to change their recruitment rules for inclusion of Bachelor of Planning degree as eligible qualification for planning jobs. The 47th Congress on the theme “Urban Infrastructure Development” was organised at Bhubaneswar, which was inaugurated by Shri Jagannath Rout, Honourable Minister of Urban Development, Government of Orissa, who noted that in view of population increase there is a need to upgrade and augment urban infrastructure. However, government alone may not be in position to share this responsibility. Therefore, involvement of the private sector is eminent. Shri M. S. Belekar, Vice President delivered the presidential address as Shri E. F. N. Ribeiro, President, ITPI; could not make it to attend the Congress. He underlined that infrastructure was generally treated as welfare service and cost recovery was not considered as an important aspect due to which it was not possible to provide and upgrade desired level of services, and suggested that, accordingly, this aspect needs to be addressed in right earnest.

In the 48th NTCP Congress on the theme “Urban Development Planning: Challenges in the Next Millennium” was organized at Jaipur. The Congress recommended that in view of urban population explosion, fast economic and political changes, information technology revolution, changing urban structure and urban society, there is a need for a paradigm shift in development planning approaches. Instead of rigid regulatory mechanisms, it should be development oriented and participatory in nature, as suggested in the UDPFI Guidelines. The Congress recommended to revive the old system of mixed land use planning, which was accepted later on by all stakeholders of urban development. The Congress also recommended to constitute Heritage Conservation committee for Jaipur. The 49th Congress was held at Hyderabad on the theme “Information Technology for Urban and Regional Planning in New Millennium”, where Shri D. S. Meshram, in his presidential address stated that the success of plan formulation is very much dependent on authentic and reliable data and up to date information on spatial aspects. It comprises aerial photography, satellite imageries, communication system, GIS, GPS, computer based data processing and analysis packages which will be helpful not only in plan preparation but also in plan implementation. The Congress recommended that Urban and Regional Information System (URIS) Cells should be set up in all town and country planning departments of the states, and in the light of the decision of Ministry of Urban Development and Poverty Alleviation, Government of India, to locate National Urban Observatory (NUO) at TCPO, it would be advisable to locate State Level Urban Observatories at town planning department in the states. The Congress also recommended adoption of smart and intelligent systems for managing civic services.

In the 50th Congress held at Nashik on the theme “Implementation of Development Plan for Good Governance”, Shri A. R. Patharkar in his presidential address highlighted to follow a planning process suggested in the UDPFI Guidelines prepared by the ITPI at the behest of Ministry of Urban Development, Government of India, and urged all state governments to adopt the same for making planning processes more participatory, transparent and effective. In the 51st Congress held at Chandigarh on “Urban and Regional Planning Reforms” Shri D. S. Meshram in his presidential address noted that spatial planning for the first time has been given constitutional recognition under the 74th Constitution Amendment Act, which calls for structural changes in plan

preparation, implementation and enforcement processes. The Congress recommended that as per national workshop organised by Union Ministry of Urban Development, there is no substitute to land use plan in our country. Therefore, there is a need to develop realistic, transparent, effective, and user friendly development plans backed by appropriate institutional mechanisms for implementation along with a set of simplified and comprehensive development promotion regulations. The Congress also recommended creating a separate All India Board for Town and Country Planning Education in AICTE, which was subsequently established by the AICTE. Congress also impressed on all the planning schools to adopt a common nomenclature for undergraduate and postgraduate courses in planning. It also recommended creating separate Council of Town and Country Planning by the Act of Parliament. Accordingly, Ministry of Urban Development, Government of India, desired TCPO to prepare a draft bill for the same.

The 52nd Congress on “Development of Hill Capitals: Shimla Vision-2005” was inaugurated by Major Vijai Singh Monkotia, Honourable Minister for Tourism and Civil Aviation, Government of Himachal Pradesh, who said that heavy influx of rural population to Shimla in search of job opportunities has created strains on the already overburdened infrastructure and large scale construction, building and development activities without due consideration to fragile and sensitive ecosystems and its past built heritage, etc. This has done irreparable damage to Shimla. Shri Virbhadra Singh, Honourable Chief Minister of Himachal Pradesh in his valedictory address mentioned that hill areas were environmentally sensitive and ecologically fragile with extremely low level of tolerance for extreme interventions by human beings. Forces of urban development caused irreversible environmental damage to these areas, and this fact needed to be recognised and respected while planning for hill areas. The 53rd Congress held at Indore on the theme “Plan Implementation and Enforcement: Innovative Mechanisms and Techniques” was inaugurated by Shri Jayant Kumar Malaiya, Honourable Minister of Urban Administration and Development, Government of Madhya Pradesh, who noted that development plans do not get implemented due to non - availability of lower order plans such as zonal plans, besides non-involvement of public in the plan formation and implementation process; non - existence of horizontal and vertical coordination mechanisms among various departments in addition to resource crunch. The Congress recommended that implementation instruments being followed in Maharashtra, Gujarat. like town planning schemes (TPS), transfer of development rights (TDR), accommodation reservation (AR), should be made simpler and transparent so that the same could be practiced in other states as well.

The 54th Congress on the theme “National Urban Renewal Mission: Spatial Planning Implications” held at Amritsar recommended that projects for funding under the Mission should emanate from master plan proposals. As solutions to the problems being faced by cities may not be found within the city, regional planning approach needed to be adopted. The 55th Congress on “Reforms in Town and Country Planning Legislation” was held at Kochi. Shri D. S. Meshram in his presidential address stated that prevailing legislation enacted by various state governments were drafted in early 1950s, and therefore, there is an urgent need to study the existing rules, regulations and laws and suitably change or modify them to accommodate new initiatives launched in the country in the wake of new found economic confidence. Shri M. Ramachandra, Secretary, Ministry of Urban Development, Government of India, said that the ITPI prepared UDPFI Guidelines in 1996, as a follow up of the 74th Constitution Amendment, at the instance of Ministry of Urban Development, Government of India, which included Model Urban and Regional Planning and Development Law, in the light of which state governments are expected to amend their laws. The Congress also recommended identification of projects for CDP funding under JnNURM should not be on standalone basis, but should emerge from the unbundling of projects from proposals of master plans, which are statutory documents. Legislative reforms both mandatory and optional under JnNURM should take the cognizance of UDPFI Guidelines and should incorporate its provisions.

The model Recruitment Rules prepared by the ITPI for town and country planners needed to be adopted by all the concern agencies. The Congress again recommended drafting of Town Planning Bill to streamline the Trade of Town Planning Professional Service under WTO-GAT.

The 56th Congress held at Kolkata on the theme “Planning and Development of Peri- Urban Areas” was inaugurated by Shri Ashok Bhattacharya, Honourable Minister of Municipal Affairs and Urban Development Department, Government of West Bengal. He stressed that comprehensive development plan must be prepared to meet long terms demands of developing and growing cities so as to promote integration between economic and social development focusing on population, social security and social welfare. Shri Gautam Dev, Honourable Minister for Housing and Public Health Engineering, Government of West of Bengal in his valedictory address called on the planners community not to consider peri-urban areas as a constraint to planning and development but plan for them in advance. The 57th Congress on the theme “The District Regional Development Plan”, held at Goa was inaugurated by His Excellency Dr. S. S. Sidhu, Governor of Goa, who stated that earlier district a basic unit of administration was primarily created to maintain law and order, to collect land revenues and for development and maintenance of basic civic services. While in post-independence period, *Zilla Parishads* were created for devolution of plan funds through districts. Shri D. S. Meshram, in his presidential address stated that in India planning in general, and district and regional planning in particular have radically changed after 74th Constitution Amendment Act (CAA) which particularly prescribed institutional framework, formation of DPCs and MPCs for preparation and implementation of district and metropolitan regional plans. The Congress recommended that district plans should reconcile and accommodate local needs by taking into consideration state vision and national priorities within the framework of 74th CAA.

The 58th Congress held at Nagpur focused on the theme “Inclusive Planning for Empowering Urban Poor”, and the same was inaugurated by Dr. Nitin Raut, Honourable Minister of Government of Maharashtra, who was of the opinion that as urban planning provides special dimension to economic and social development, it is necessary that it becomes more inclusive, localized, participatory and pro-poor. Shri D. S. Meshram, President ITPI, stated that majority of poor continued to live in slums and squatters having inadequate basic services and insecure land tenure, but their contribution to economic development of the city was enormous. Leaving poor without basic services was a significant planning issue, and therefore, planning needs to be inclusive. The 59th Congress on the theme “Land as Resource for Urban Development” was inaugurated by Shri Bhupinder Singh Hooda, Chief Minister of Haryana, at Panchkula who commented that Haryana was a pioneering state in implementing public private partnership model for urban development. He also underlined that urbanization and industrialization were essential for the development of our economy, but at the same time the interests of land owners and agriculturists were also required to be protected so as to achieve balance between the two. The Congress noted that with rapid urban population growth in India there would be an increased demand for land which required innovative approaches for its judicious use. Therefore, land development and disposal policies needed to be reviewed in the light of environmental sustainability, climate change, energy consumption and inclusive planning and development objectives.


The 60th Congress held at Mysore focused on the theme “Planning and Development, 2025: Challenges and Reforms” was inaugurated by His Excellency Governor of Karnataka, Dr. Hans Raj Bhardwaj, who contended that population was increasing as people from rural areas were migrating to large towns. He also lamented that non-implementation of master plans played a major role in limiting access to housing and infrastructure to the poor people. The Congress recommended that to meet the emerging urbanization needs by 2025, challenges needed to be viewed as opportunities for which urban and

regional planning should complement such prospects in dynamic, transparent, participatory, pro-active and sustainable manner. The Ministry of Urban Development, Government of India, was requested to regulate urban and regional planning profession through Town Planners Act and to create Council of Town Planner's as recommended by the ITPI, earlier and also suggested that adequate representation be given to the ITPI Office Bearers. The 61st Congress on the theme "Cities in Transition" held at Ahmadabad was inaugurated by Ms. Anandiben Patel, Honourable Minister of Urban Development and Housing, Government of Gujarat who stated that State Government of Gujarat in a joint venture with Gujarat International Finance-Tech (GIFT), was developing a city which would become a smart and intelligent, welcoming global footprints. Prof. Dr. D. S. Meshram in his presidential address highlighted the role of cities as prime settlements within the national context of emerging rural-urban continuum which was taking place largely along transport corridors and was missing from the thrust areas of national and state vision and development agenda. Planners therefore, needed to take a critical look at the situation so as to provide holistic framework at regional, settlement and local area levels.

The 62nd Congress held at Pune on the theme "Urban Renewal, Redevelopment and Regeneration: Challenges and Options" was inaugurated by Shri Rajesh Tope, Honourable Minister for Higher and Technical Education, Government of Maharashtra, who was of the opinion that land was a scarce and limited commodity and could not be reproduced. Therefore, the optimum utilization of land needed to be ensured but not at the cost of comprising quality of life of people. He also flagged the issue of non - availability of town planners in most of the local bodies in Maharashtra and planning jobs were being performed by unqualified persons. He highlighted the need for establishing a school of planning in Maharashtra for which land could be made available by Government of Maharashtra, and the school could cater not only to the students from Maharashtra, but also to the whole Western Zone. The 63rd Congress held at Chennai on the theme "High Growth Inclusive Settlements" was inaugurated by Thiru R. Vaithilingam, Honourable Minister for Housing and Urban Development, Government of Tamil Nadu, who was of the opinion that sustainability of the global environment and human life would not be achieved unless rural and urban areas were made economically vibrant, environmentally sound and provision of basic services to all sections of society were ensured. His Excellency Governor of Tamil Nadu Dr. K. Rossaih noted that planning and development would be successful only when effective mechanisms for evaluation and monitoring were made integral part of the system. The Congress recommended that comprehensive urban and regional planning approach was needed to make fast growing cities inclusive so that they could provide good quality of life to all, particularly urban poor living below poverty line. For success of development of Smart Cities Scheme as conceived by Government of India there is a need to make planning process also smart through induction of state of the art digital planning, spatial data infrastructure, and public participation.

This volume prepared by Prof. Dr. D. S. Meshram from the proceedings and recommendations of the ITPI conferences, seminars and congresses since the inception of Institute of Town Planners, India in 1951, is a commendable job and would go a long way in encouraging young planners to participate, discuss and deliberate planning issues at national platforms. Through the organization of a town and country planning congress annually the objectives of the ITPI are to promote town and country planning profession and to advance town and country planning education, beside to encourage young planners to actively participate in conferences and workshops. I am thankful to Dr. D. S. Meshram for accepting the request of the ITPI for the preparation of this document.

September, 2015


Prof. Dr. Najamuddin
Secretary General, ITPI

ACKNOWLEDGEMENTS



After assuming the charge of elected President of the Institute of Town Planner, India during the year 1987-1988, I thought it would be interesting to know about the past presidents of the ITPI. It would be beneficial to the existing members of the ITPI to know about their towering personalities, their qualifications, their selfless services and sincere interest in the activities of the ITPI, their professional achievements and contributions to the town and country planning profession, and education. It was astonishing to know that just within the span of 60 years of establishment of the ITPI, it was not possible to trace information about the first President of the ITPI, Padmashri M. Fayazuddin who was Chief Town Planner of Hyderabad. It is not that relevant information was not available, yes it was available, but was confined in files and needed to be unearthed. Some of these files got destroyed in shifting of the ITPI office from one building to the other and from one floor to the other, besides flooding of basement of the ITPI due to heavy rains, where these files were staked. Even the format of the application form for getting Associate and Fellow membership of the ITPI was not elaborate, even there was no column for date of birth, what to talk of their photographs, etc. Knowing the situation well, recently efforts were made to elaborate the format and members were requested to attach even a copy of their photograph.

As I was working in the TCPO and incharge of important schemes like Integrated Development of Small and Medium Towns Scheme, Urban Mapping Scheme, Mega City Scheme, etc., in addition to other projects apart from to attend the important work of the ITPI like cases related to MCD, L&DO, Jal Board, etc., it was not possible for me to devote much time for documentation of the ITPI activities. Subsequently I made it a point to include comprehensive information about the Past Presidents of the ITPI in our Newsletter under the title “Know Your Past President”. This made it possible for us to dig out relevant information including photographs of the Past Presidents of the ITPI. We also secured information by contacting relatives and contemporary friends and colleagues of the past presidents. In the year 2008, I could convince the ITPI Council members about the need of compiling all relevant information about the Past Presidents and publish it in the form of a document titled as “Leading Lights of ITPI: Their Mission and Profession over the 60 Years”, for which I approached one of my colleague from the TCPO, Shri Abdul Qaiyum to write this column regularly and also requested him to compile the same in the form of one document. He in spite of his bad health accepted this responsibility and completed the job commendably.

The ITPI also realized that annual seminars, conferences and congresses are being conducted since it's inception regularly on important themes which were also addressed by Ministers of Government of India as well as state governments. Some of the recommendations were also taken seriously by government and important schemes like “Integrated Development of Small and Medium Towns”, “Urban Mapping”, etc.; got initiated because of our advocacy through these events. In addition the ITPI was also responsible for organizing conferences and other important events in collaboration with international institutes like the Commonwealth Association of Planner's, and Eastern Regional Organization of Planning and Housing. It became apparent that information on these events was not traceable. Therefore, I requested the ITPI Council to seriously consider compiling all recommendations of seminars, conferences and congresses of the ITPI. Agreeing to the suggestion, a decision was taken in a meeting held on 25th October, 2008 to assign the task to some senior member of the ITPI who is familiar with these developments. However, after a long wait nobody came forward. Therefore Prof. Dr. A. N. Sachithanandan, President ITPI, and Prof. Dr. Najamuddin, Secretary General ITPI requested me to take up the

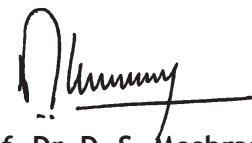
assignment. This assignment involved a lot of hard work of not only collecting the information from primary sources but it also required compilation and editing. All this was time consuming and tiring. I reluctantly agreed to do the job in the larger interest of the planning profession.

When I started working, it was realised that recommendations of congresses were reported sometimes in ITPI Journal, sometimes in ITPI Newsletters, sometimes in separate mimeographs, etc. But copies of the some of these publications were not available in the ITPI library. So I have to approach the SPA New Delhi library, and the TCPO library. In fact the journey for searching and locating information in journals and newsletters started from Delhi through to Jaipur, Lucknow, Bhopal, Bengaluru, Chennai, Amritsar, Kharagpur and other places, whenever I visited these towns. I also called on the living past Presidents of the ITPI; some of them instantly responded but some of them could not respond, at all. I also contacted senior members located in various Regional Chapters of the ITPI for locating copies of journals and newsletters of ITPI, as copies of the ITPI Journal from 1970-1980 were not available, at ITPI library in New Delhi. However, with great difficulty information was gathered, compiled and edited.

As the format of reporting in the Journals and Newsletters was not identical, there was no continuity in the reporting of proceedings and recommendations of congresses. Besides, it was my intention not to mutilate originality of speeches of Chief Guests who also happened to be honourable Prime Minister of India, Deputy Prime Minister of India, Governors of States and Chief Ministers in addition to Ministers of Central Government, state governments and other dignitaries. It was also realised that it is not possible to report the whole text of speeches of Chief Guests, and Presidents of ITPI to avoid making this volume unwieldy. Therefore, only important points made by them relevant to the theme of the Congress and town planning profession and education have been recorded. Accordingly, to avoid duplication in reporting the issues covered through recommendations, a very brief outline of the text of speeches of Chief Guests and Presidents of the ITPI are given.

I am thankful to the librarians of SPA New Delhi, TCPO New Delhi, and ITPI New Delhi for allowing me to refer to documents available in their libraries. I am also thankful to the presidents of the ITPI who gave me abstracts of their speeches like Shri A. R. Patharkar. I also would like to express my sincere thanks to senior members of the ITPI, who in spite of their busy schedule helped me in locating information, notable among them are Shri Pradeep Kapoor; Dr. R. K. Uddyan; Prof. G. K. Johari; and Prof. Dr. Ashok Kumar. I express my deep gratitude to Prof. Dr. A. N. Sachithanandan, President ITPI, for writing the foreword and also to Prof. Dr. Najamuddin, Secretary General ITPI, for writing the preface after going through the whole document, which in fact has emerged in the form of an executive summary. It is also important to mention that Prof. Dr. Najamuddin has also picked up certain recommendations among others, which were accepted by concerned agencies and on the basis of which some schemes like “Integrated Development of Small and Medium Towns Scheme” and “Urban Mapping Scheme”, etc., were initiated. I thank both the President and the Secretary General of ITPI for reposing faith in me and giving me the opportunity to serve the Institute and it's members for publication of this Volume. It is hoped that this Volume covers all relevant and important information, which would be useful to all members of the ITPI, specifically those involved in the profession, education and research, besides the future generations of students.

September, 2015



Prof. Dr. D. S. Meshram
President Emeritus, ITPI

ORIGIN AND ESTABLISHMENT OF INSTITUTE OF TOWN PLANNER'S, INDIA

Event : Origin and Establishment
Date : 28th January, 1952
Venue : New Delhi



The Institute of Town Planner's, India, owes its origin to a small group of town planners who came together in Delhi, in 1947 and decided to set up a "Professional Town Planning Institute" on the lines similar to the "Town Planning Institute, London". The number of planners which then did not exceed six, was too small for a registered society to be set up and, therefore, the enthusiastic group formed itself into an "Indian Board of Town Planner's" and started working towards a fully organized professional Institute. After three years of continuous effort, the members of the "Indian Board of Town Planner's" who then numbered about a dozen resolved on setting up a registered Professional Institute under the Indian Companies Act, 1913, and accordingly the "Institute of Town Planner's, India", came into existence on the 28th January, 1952 and was duly registered, as a charitable Institute.

Since then, the Institute has been pursuing its objectives with the full support and voluntary services of its members, and has been able to attain a status comparable to other similar professional institutes in India.

The achievements of the Institute during this period have been many and varied. The Institute has been responsible for preparing the Draft Planning Legislation for enactment at the state level. In cooperation with the Ministry of Education, Government of India, it has endeavoured to set up a School of Planning. The Institute has come gradually to be accepted as a consultant body in matters relating to town planning and housing. The first examination in town planning was held under the auspices of the Institute in the academic year, 1952.

The Institute of Town Planner's, India, was inaugurated formally on 28th January, 1952 by Shri V. N. Gadgil, the Honourable Union Minister for Work, Production, and Supply.

Shri Gadgil, while inaugurating the Institute stated that the problems of town planning in India are complex. For the last 100 years or so, industries had sprung up at places where their existence from the point of view of cost of production, could not be justified. It had become impossible for the industries to be moved to other parts of the country and hoped that at least in future, they could take care not to repeat this mistake. Shri Gadgil added that town planning had very great importance in India, which was on her way to industrialization. The study of the subject would help in expanding old towns and developing new ones and also would be able to indicate as to where new industries should be located. The Indian Town Planner's, he emphasized, must prepare blue prints for good and healthy towns to suit the conditions of the Indian people and these towns, he mentioned, must reflect every aspect of human life.

While concluding his address, Shri Gadgil assured the Institute that the Government of India would do everything possible to encourage the work of town planning and enable the architects and town planners to regain for India her glorious position in the field of planning.

Mr. Max Lock a well known British Architect and Planner, who addressed the participants on this occasion, stated that over thirty years ago, two outstanding men were planning towns in

India. Sir Edwin Lutyens, with his great project for the capital at New Delhi, and Sir Patrick Geddes, with his numerous reports for the rehabilitation of old cities. There could hardly be a greater contrast between two great minds at work on the same subject and on the same soil. Lutyens at New Delhi crystallized the imperial idea of a capital city. To the classical traditions of Versailles and Washington, he added his own brilliant conception fusing English classicism to the versatile beauty of the great Moghal tradition. Architecturally, this was a bringing together of two Empires, and as a mighty emblem of power, it was undoubtedly a success. But was it a city, in the sense that it was a community of individuals? Built primarily for the governors and their civil servants, for the princes and their retinues, it was not really concerned with the conditions of the generality of people of Delhi, who, remained crowded within the labyrinth of the historic walled city of old Delhi. Geddes, on the other hand, had an understanding and knowledge of man and nature that forbade a purely aesthetic or material solution to a town plan. He applied his artistic and universal mind to "Old Delhi", one of the innumerable neglected cities, and to the people who lived within them. He saw these cities as living organisms, still functioning and never the less decaying and retaining doggedly that ancient intimate beauty and vitality which unbridled land speculation and lapses in effective local government could not extinguish. He condemned the ruthlessness of the municipal engineers of his time - "sanitarians", as he called them for rushing into town planning and sawing through the town with straight thoroughfares, sweeping all before them regardless of consequence.

Geddes plans started, not with the drawing board, but with the individuals, and with the family groups and craft communities. His main concern was not with architectural vistas nor with current engineering conventions, but was directed towards meeting primary human

needs. His approach was not that of the architect, but as a historian, as a naturalist, as a sociologist, he liked to regard himself as a "civic surgeon". This was, as it happened, in the true Indian tradition of the ancient *Shastras*, the early sciences of planning, recorded in astonishing completeness and detail as long ago as the 4th Century B.C. Of these writings, Geddes exclaimed "As an evidence of planned, organized and orderly life of all people in village, town and alike - what better test and proof of true and city genuine civilization!"

Geddes insisted, like the ancients before him, on systematic study of the place, on survey before planning, on diagnosis before cure. His treatment for the maladjustments of towns was not that of drastic operation, but rather of gentle tweaks and corrections of the existing plan. In replanning a town, he first set to work to cut out the decay, leaving the sound buildings. By this he sought to retain the intimacy and shade of narrow streets. Where ever possible, he enlarged the small squares and planted trees for shade in them. His communities remained un-violated by the possible gash of traffic routes. The large town pond, or tank as it is called, indispensable in the Indian heat, was cleansed and purified and the fish and plants were re-enabled to function against the malarial mosquito. This was the naturalist's simple counter to the "sanitarians", who, wherever possible, destroyed the tanks and filled them up at great cost both to the public purse and to the people's comfort, Geddes called his way of working the "conservative surgery", claiming to reduce the costs tenfold.

How do the planners and builders of the physical environment fit into this picture? Do they, like Lutyens, seek to impose their plan from above and from outside, or to evolve them, as Geddes did, from within?

Narrating the story of his visit to various towns in India Mr. Max Lock stated that he

has begun to think of Geddes' scepticism of the work of Europeans influencing all - the European educated Indians. The trouble is, he has said, that, "with this new European pattern of life in mind, we tend to introduce in India not only our Western conception of a home, containing the family reduced to its simplest expression, the nuclear family but also the complete independence of this home from all others". How this? Geddes continues, "from the traditional Indian household, each of which contains many families grouped around the old grand-parents". Though, to the superficial European eye, this may often seem "mere overcrowding, and though over-crowding does often arise, yet we must not forget that, to the Indian, our Western system seems little different from utter homelessness".

Fascinating but perhaps more precarious ventures in town building are the new capital cities. Such a city is the brand new Chandigarh, the new capital of Punjab, building has only just commenced there. The architects - Fry and Drew from England, Corbusier and Jeanneret from France, and their team of Indian architects and engineers who, as pioneers, live in tents on the site are working to a broad and very simple grid-iron plan. From the preliminary sketches, the climax of the scheme - the tall government buildings set against the background of the distant Himalayas and bounded by a splendid sweep of the river this promises an essay in contemporary civic design of great distinction. Within the broad framework of the roads communities are to be developed. Here, perhaps, is a golden opportunity to reconcile the practice of East and West, to unite the demands of climate which do not change and those of family life which change with their own dynamics. The town's highways flow in spaces remaining free between the housing groups - those groups facing inwards away from the main thoroughfares and towards small squares or narrow greens under the shade of trees where people can sit.

Now one hesitates to criticize the courageous adventures in building that are manifest everywhere in India because one has been all the time impressed with the enthusiasm and the vitality of the pioneering spirit behind it all; at the great burdens of responsibility placed upon young shoulders; at the technical resourcefulness and careful eye to costs. They labour under really difficult handicaps, for there is hardly more than one qualified town planner for every ten million of the population, whereas we in England have possibly one for every twenty or thirty thousand. There are no schools giving a comprehensive training on the subject. Up-to-date town ordnance maps - the essential basis of any work in this field, hardly exist. The absence of comprehensive town planning legislation allows the speculator too full a rein, though the city Improvement Trusts have done much to counteract this influence. So today the enlightened teaching of Geddes is only a dim memory, and many of his reports lie unread among the municipal archives. The quick solution, the short cut, the conventional, mechanical approach seems to be the rule that is usually followed.

So India's ancient tradition of the careful empirical and diagnostic study of town life has yet to be recorded amidst the needs and perceptions of today. For this to happen, the state capitals and universities would need to establish Schools of Planning and run them well with due facilities. There should be centres of research both for the study of survey techniques in the replanning of the old neighbourhoods, and for the discovery of right standards of design in new communities. The gigantic task of bringing town ordnance maps up-to-date requires to be taken up at once. Above all a "Comprehensive Town Planning Act" is needed, accompanied by strong reinforcements of artists and technicians trained in all the civic arts and sciences to come to the aid of those already in the field, he said.

1st TOWN AND COUNTRY PLANNER'S CONFERENCE

Theme : Planning at Centre, in States, and in New Towns
Date : 23rd - 26th May, 1952
Venue : New Delhi
President : Shri M. Fayazuddin



After the establishment of the Institute on 28th January, 1952; the 1st Town and Country Planner's Conference was held on the theme "Planning at Centre, in States, and in New Towns" at Delhi on 23rd - 26th May, 1952; which was inaugurated by Honourable Union Minister for Planning, Shri Gulzari Lal Nanda, who in his inaugural address, stated that the members of the Institute of Town Planner's, India, should devote themselves to a very serious study of town planning problems at the local, state and Central Government levels and must come out with recommendations, on which Central Government could take action to further the aims and objectives of the Institute. He specifically emphasized that the Institute of Town Planner's, India; must prepare a Draft Planning Legislation which would be able to provide a basis for the Central Government for directing the town planning activities at the state and local levels and also to take legislative action as may be necessary to further the interests of good planning in the country.

Shri M. Fayazuddin, who was installed as President, of the Institute in his address stated that millions of men, women and children have been uprooted from their ancestral hearth and home as a result of partition. There is frustration in their hearts. What are we doing for their rehabilitation and planned return to a healthy useful life? We have upwards of seven hundred thousand villages and thousands of towns and cities in this great land of ours, but the majority of our towns are growing in such a haphazard way as to deprive their inhabitants of the essentials of a full and happy life. By over-attracting industry and tolerating an

excessive and unregulated inflow of population, urban life itself is becoming a menace.

In the interest both of agriculture and health, is it not important that such lands should be jealously preserved against the inroads of construction? All this will now have to be regulated by systematic planning. What is required is a plan that would put the urban land to the most productive and rational use in an equation between the three competitors - industry, housing and agriculture. We should have a plan for every city, town and village of our country, and which should ensure that every square foot of land is utilized appropriately with full regard to health, convenience, economy and in national interest. In all future development, or for the developments, whether for the creation of new towns or for the development of existing towns, expansion for the next 30 to 40 years should be borne in mind. The plan should allow for anticipated increase of population and expansion of industries. The ultimate size of the town, therefore, should be defined in the early stages of its development and planned provision made for future expansion. This general framework must itself fit into the local, regional and the national plans, the latter to encompass all regional and local plans.

The disintegration of the Moghal Empire and the rise of semi-independent states gave a set-back to the founding of cities and the development of those that then existed. The latter half of the 18th century, which was a period of general insecurity, was responsible for the beginning of overcrowding and disfigurement of towns and cities. The subsequent period of internal peace and safety also saw

explanation, forcing its way beyond the city walls to sub-urban regions and absorbing the best arable land of the area, thereby depriving the towns of their home-grown food. Besides, some of these open lands, lying within easy reach of the town folks were invaluable for healthy recreation and for purifying the atmosphere of the town. Nothing is sadder than to see the land around a town, once rich and fertile, or wide and open, now built over for miles by factories and little dwellings or huts.

Matters which must clearly be decided on national basis include the distribution of population and the location of industry as between the regions; general policy regarding development of main railways; trunk roads; development of fuel and power resources; national parks and green belt reservations, and the general policy regarding satellite towns which may develop under national projects. In determining these matters of national interests, the Central Government must lay down the administrative framework within which planning at all levels is to take place. It must also decide the methods by which the necessary resources of finance, and material are to be made available for carrying out the public developments called for in the plans. This is a task of great complexity and magnitude. It involves adjusting the relationship not only between the centre and the states and the states *inter se*, but between various government departments responsible for matters like agriculture, transport, housing, commerce and industry, whose action and execution would closely affect planning.

Nearly everyone in the planning movement agreed that regional planning is of the utmost importance. It is indeed the indispensable bridge which spans the gap between national and local planning. Without it, real planning cannot be done and certain things cannot be accomplished satisfactorily. The need for regional planning and for the movement towards regionalism, with all its wide implications, arises from the fact that improvements in

transport and communications have made the boundaries of our local bodies obsolete. Economic and social activities are no longer contained within the limited areas which serve in a most imperfect way the purposes of so-called local government. Towards the end of the 19th century, the balance of preference in the population shifted from the country to the towns. The preference for the country became a mere tradition and there has been a marked increase in the number of town dwellers in the last fifty years. Facilities of employments, education and medical relief were mainly responsible for attracting people from the country to towns. The inevitable result was congestion in the urban areas. During the period between the two World Wars, the situation grew worse. The speedy development of industries brought with it a growth of millions of houses and factories within and around the important towns and cities of India, like Ahmedabad, Bombay, Calcutta and Kanpur and there was, generally speaking, no governing plan for this development.

A large majority of the citizens of our industrial towns live in dark rooms, breathe foul air and share cramped surroundings, which often result in irreparable damage to the health, and the mind. The overcrowding is most dense in the gigantic lodging houses or *chawl* in which a large percentage of the population lives. A single *chawl*, five to seven storeys high with its steep narrow stairs leading to a long dark passage, may contain from five hundred to a thousand inhabitants. Every known rule of sanitation is disregarded in these houses which have the largest population to a square mile of any city of the world.

He reminded of the words of the eminent town planner and chief administrator of Jamshedpur, late Shri Kagal who said, "It cannot be seriously suggested that Improvement Trusts have made an attempt even to touch the fringe of the town and country planning. All that the majority of Improvement Trusts do is to make available, for middle class people, building plots in the

outlying areas on a more or less commercial basis, often without regard to the elementary principles of town planning. The extensions are left to the tender mercies of the very local authorities whose sins of omission and commission makes the establishment of the Trust necessary. Thus, starts the beginning of the end of even the piecemeal development, and the whole locality in a few years lapses to a stage of dispersed slums." This is not surprising as even today many Improvement Trusts and Municipal Corporations of big cities exist without any qualified architect or town planner on their staff. There are only 250 architects in India, less than one for every million of the population. As far the qualified town planners, the number is scarcely one seventh of the architects and far too small to deal with problems of the magnitude which face us in connection with town planning throughout the length and breadth of the country. It is necessary that just as governments make special arrangements for researches in medicines, science, technology and engineering, they should develop studies and research in town planning and get more and more men trained in the subject and utilize them. It would thus, be desirable if our universities start post-graduate courses in town planning. As a matter of fact, ITPI should welcome a well-organized school of town planning and research. It is gratifying that government is keen on starting schools of architecture in a few important centres. Why should not similar arrangements be made for the establishment of town planning schools in the country? A human and popular approach - popular in the best sense of the term - to the various problems and difficulties is what is required if we are to succeed. Factual surveys and research should be the basis of all planning. The formula "Man - Place - Work" affords the key to the social analysis and proves equally serviceable for planning at all levels.

In his address Mr. Walter George, put forward a suggestion for a pilot legislative measure to be

introduced in Delhi state so that it's working would provide valuable guidance with regard to such legislation being enforced in other parts of the country. He urged that immediate control of land use should be established, so that indiscriminate development of new *nagars* and suburbs all round Delhi blocking essential lung spaces for the congested part of Delhi could be controlled.

Planning at the Centre: A short resume of planning work done in the centre was presented by Shri S. K. Joglekar, Chief Architect and Town Planner, CPWD, and was followed by a very interesting discussion on centre's policy with regard to town planning work being done in the country.

Planning in the States: Shri V. N. Prasad, Architect Government of Bihar, presented some planning problems which the Bihar state was facing and specifically mentioned the necessity for regional planning to be adopted in areas where large-scale developments such as the Damodar Valley Project, etc., were coming up. Discussions on planning in the states revealed that many states were faced with shortage of planning personnel, lack of data for planning, inadequate staff and lack of consultant service.

Planning in New Towns : Ms Jane B. Drew, Senior Architect, Government of Punjab, Chandigarh, presented the work that was being done in Chandigarh and explained the principles on which the new town is being developed. She stated that apart from planning there are two other important considerations, the one is design in it's most three dimensional sense, the other is the time factor.

What kind of habitat will man have? The work place and home are now owing to barriers in our minds thought of as quite different so far as our responsibility for beauty is concerned. The one is mostly thought of as a human biological shelter and the other as money making place and, therefore, a place where our sen-

sibility so far as beauty is concerned need not be important. This view is responsible for much ugliness; to achieve order and beauty we must be ever guided by inner principles and one of these principles must be for the element of time to be important so far as function is concerned but otherwise of minor account. Expediency is an enemy and so is value in its monetary sense. Some of the most beautiful and serviceable materials of a country, are energy and art, brick and stone, white wash and greenery are not in a way valuable. A designer will think of his country in terms of these and make his spatial arrangements. He will never think as a paper pattern but as a four dimensional designer thinking in terms of time - time taken by creation and decay and the liability of upkeep. He will not think of a town as a complete unchanging object but one in which buildings have a life span like humans and we will always bear this in mind, she said.

The good use of the earth is the first need of man. The use of land specially for a purpose so that human life is both easier and more significant. The second of these factors implies conception. Without conception, the vision is a diagram to the drawing. Most towns now a days are only planned to this diagram stage, the designer does not present models to his clients showing aesthetic design, but plans where the road plan is almost equivalent in importance to the volume design of the building if not more so.

She further stated that as she thinks of planned towns, she often thinks how it is the long experiences which are wrong. The focal points of streets, the volumes of streets, if these big experiences were four dimensionally conceived in town, designs would be more likely to be right. The walker's and motorist's reactions would be considered and all buildings would not be designed for intense contemplation, there is a time and place for dramatic design. It should be a quiet background to thought and feeling. It should make man's mind at peace as an inner happiness that all

is well. She believed that design affects the mind. The regimented symmetrical designs of the Romans or Moghals or even some of the British work are symbols of domination. The Greek asymmetrical and order designs leave the mind freer to develop.

She thought it is a new idea to design not a static and absolute composition where nothing can be altered as for instance the Taj Mahal but a design which is flexible but controlled enough to be adapted and remain perfect - absolute design is required at times for such buildings which like soloists in an orchestral piece have a special message; such buildings required setting, they are not of a passer by type as in a street run; they are for the major moments of life; all movement are not major, in life and in towns only certain moments are all important. A county should be a series of experiences which are coherent and related through the narrow street into the big square. The trouble for instance about New Delhi is that it is not thought of as a social unit only as a private owners paradise at home. His servants who do not drive about in large cars are not thought of as important human souls. She can think of a design where different kinds of human lives are separately designed for; each being considered as separately important - child and grown up, rich and poor. The designer's task is by his art to produce unity from discordant needs. In Chandigarh, we have seven different kinds of roads, pedestrian, bicycle, slow circulation, mixed traffic, fast inter - town and this attitude of distilling a need not giving a rough answer is right for the whole county. She further stated that designs should be the result of individuals cooperating to a theme rather than an imposition; but some unification is essential especially in those parts of counties where significant experience is required.

After discussions / deliberations the Conference recommended that ITPI should prepare the draft for "Town and Country Planning Legislation", for discussion in the next Seminar.

2nd TOWN AND COUNTRY PLANNER'S CONFERENCE

Theme : Town Planning Legislation
Date : 2nd - 4th September, 1953
Venue : Hyderabad
President : Shri M. Fayazuddin



The 2nd National Towns and Country Planner's Conference was held at Hyderabad during 2nd - 4th September, 1953 on the theme "Town Planning Legislation", because the ongoing urban development activities both planned and unplanned, taking place in the country brought about the realization of the urgency of a "Comprehensive Town Planning Legislation" at the state and local levels. Accordingly, following the expressed desire of the Union Minister for Planning, the Institute of Town Planner's, India set up a sub-committee to prepare a draft planning legislation. The draft planning legislation prepared by the sub-committee was considered in this Conference.

Inaugurating the Conference, Dr. B. Ramakrishna Rao, Honourable Chief Minister of Hyderabad mentioned that modern methods of town and village planning, today had proved costly and that planner would do well to direct their attention to the aspect of decreasing the cost of the plans to suit the economic conditions of the country. He further stated that town planning was as old as the ages, when man first lived a nomadic life and tried to settle in villages and towns. They had advanced far today and every activity of society in the present age had to be planned. In the Five Year Plan too, sufficient importance had been given to town planning though some might not be satisfied with the extent of importance given to it.

The country was economically poor and today if town planning was to be successful it must conform itself to the economic standards of the country. Experts, architects and engineers had of course attained proficiency and technical knowledge. In their own city of

Hyderabad, it was recognised that its artistic beauty was entirely due to the care and skill with which it had been planned by its town planners, foremost of them being the President, ITPI himself. But when they thought of planning of rural areas there was some point in what the critic had made out against town planning. Modern methods were indeed very costly. What might be technically very good need not necessarily be practicable. As one who had something to do with the day-to-day administration of the state, the Chief Minister added that he would draw the attention of the technical people to the question of decreasing the cost of building. It was only then they could expect plans to be successful.

So far as technical education in the field of town planning is concerned, Dr. B. Ramakrishna Rao was glad to learn that the Government of India had decided to accept the recommendations of the Institute of Town Planners, India to start a school of town and regional planning in Delhi and to undertake Town planning legislation. He hoped that legislation would provide a check on construction of houses. In his own experience in the state he had found that inspite of restrictions imposed by the department, even in localities where well to do people live, houses had been built transgressing all limitations which was not creditable at all. Legislation should impose greater limitation on the liberty of the house builder if town planning was to succeed. There ought to be also some sort of awakening of social conscience in that regard. People must begin to realize that planning of towns and cities should make for beauty, art and utility.

Referring to the development of community projects, the Chief Minister observed that a beginning of village planning might be made in these areas. There was scope for implementing the plan provided the cost is not much and the development departments of the state are not asked to contribute, and the size of the plan itself was not swelled.

With regard to the complaint of the President, ITPI that the state government had made retrenchment in the town planning department, to which Chief Minister stated that they had not followed the recommendations of the Gorwala Economy Committee fully on the subject. They had taken their own decisions on them in consultation with the Director of Town Planning who is also the President of ITPI. The Chief Minister added that the Hyderabad was the first state to transfer housing and planning to local government department on the recommendations made by the Government of India. He further added that the present Five Year Plan would be followed by another Five Year Plan which will also give much importance to town planning. There is thus, immense scope for excellent work to be done by town planners.

Shri M. Fayazuddin, President, ITPI in his presidential address expressed that special attention should be paid to town and country planning by creating a separate ministry, for both in the state and in the centre. He added that the Government of India had taken a right step by centralising housing under one ministry, but even that would not bridge the gulf between housing and town planning. The President, ITPI felt that housing and town planning must be under a single administrative control.

Shri Fayazuddin added that considering the acute shortage of town planners in the country, the Union Ministry of Education had sanctioned a School of Town and Regional Planning to be started in Delhi. The recommendations of the All-India Council for Technical Education to

establish such schools at the enterprise of the Institute of Town Planner's, India, had been accepted by the Ministry of Education. As suggested by the Planning Commission, the Institute had drafted a "Model Legislation for Town and Country Planning" for the country which is being finalized in this Conference, itself.

The President was gratified that all country and town planners were playing their part towards achieving the goal of economic prosperity under the Five Year Plan. All the same it was a pity that in certain states, the importance of town planning had not been realised and the authorities continued to look upon it as a financial burden. That was a short sighted policy because any ill conceived development would ultimately lead to tremendous loss of both money and life in the long run. Posterity would not forgive them if they left the growth of their town to blind economic forces and uncontrolled sprawl of existing "conurbation". It was however, encouraging to learn that the Municipal Corporations of Delhi, Bombay, Ahmedabad, Lucknow and Kanpur had started in right earnest the execution of master plans in their respective jurisdictions, and state governments had generously allotted grants for the survey and planning. The Hyderabad Municipal Corporation had lately passed a resolution to that effect and he hoped the state government would sanction sufficient grant for the purpose.

With reference to Hyderabad, the President, ITPI mentioned that Hyderabad, the premier state of India has 140 towns with a population of 5,000 and over, and 22,457 villages distributed into 16 districts and 104 *taluk* head quarter towns. There are 38 municipalities and 118 town committees at present controlling the municipal administration under elected bodies. The total population of the state is 1,86,55,108 of which 1/6 is urban. The gradual increase of the urban population is mainly due to the facilities of employment, education and medical aid available in the towns. This has given a tremendous set back to the agricultural

activities of the state. As a result Hyderabad, the capital city of the state, and other important towns in the districts, became victims of cancerous development, thereby encroaching over the most fertile lands and gardens of the suburban areas. This has happened in almost all the places, particularly where industries were established without any regard to the general structure of the town.

While the city of Hyderabad with a population of 10,85,722 is the 5th largest city of India. With its picturesque surroundings, undulating hills and plenty of tanks, it is one of the prettiest cities of India. The old city was constructed by the Kutub Shahi Kings in 16th Century on a definite layout with Charminar as the central land-mark. In 1908 practically three fourth of the city was wiped out by the floods of the river Musi which passes through its centre. This was in a way a blessing similar to the Great Fire of London, and government took the opportunity of rebuilding the city on modern lines. Sir Visveswar Iyyar, the well known Engineer - Planner, was invited by the government; to give his proposals for protection against floods and the improvement of the city. His scheme was mostly devoted towards improving the communications and drainage system. He, however, very thoughtfully recommended to the government to prepare a comprehensive master plan for the entire city, including its future expansion. Unfortunately, his recommendations were not given effect and instead, the City Improvement Board was established to deal with the problems of flood stricken areas and construction of houses for the homeless families. As a result, in a period of 30 to 40 years, a new city came into being without a governing plan. A bold outline plan suggesting the features of a Master plan was, however, proposed by the town planning department in 1944 and was practically approved by the government, but owing to change of administration it never came through. It is encouraging to learn that the municipal corpora-

tion has lately passed a resolution emphasizing the need of a master plan; and it is hoped that government takes necessary steps.

Meanwhile, the district towns were left at the mercy of chance development. The situation, however, was not allowed to continue further. The Government of Hyderabad, after careful consideration, created the town planning department under local government, in the year 1936, to advise only the district municipalities and local bodies in developing their areas on healthy lines. While the planning activities of the city of Hyderabad were left in the hands of the City Improvement Board.

Later, it was felt that without a town planning act, it was not possible for the municipalities to safeguard the general interest and to control the haphazard development carried out by selfish landlords who were always ready to develop their lands to their maximum profit without any regard to the general welfare of the town. The Government of Hyderabad was wise enough to take prompt action in introducing the "Sanitary Powers A' in" (Local Act for the state) which received the state government's sanction in 1942. This embodies the provisions of the most modern town planning legislation in India, and the wide rule-making powers, under Chapter X gives it a great elasticity which should be most valuable as enabling to revise planning practice in the light of local experience without constant recourse to the legislation. The necessity imposed by government of having to consult the town planning department in all matters of improvement, expansion and formation of new villages, etc., the work of development in the district towns was going on very scientifically under the full technical guidance of the town planning department. The above period was extremely favourable for town planning activities, and it was mostly due to the reason that the then Minister in charge was in full support of the policy and there was a keen competition among the district authorities to do everything

possible for the improvement of the areas within their respective jurisdiction. It is a pity that with the coming in of the elected bodies in power and the change of portfolios of town and country planning from one Ministry to another, the town planning schemes prepared in the past received no encouragement.

The introduction of the adequate legislation, and the useful work carried out so far, is however responsible for laying a good foundation for the future of town and country planning activities in the state. The local bodies in cooperation with the industrialists and the general public, got themselves busy in preparing town planning schemes for their respective jurisdictions, and so far many towns such as Warangal, Gulbarga, Aurangabad, Raichur, Parbhani, Bidar, Nanded and Nizamabad were prepared and received the sanction of the government. These master plans have been prepared after a careful fact-finding survey, normally undertaken by a group of active citizens, often mostly volunteers, in cooperation with "Meer Mohallas" or Municipal Councilors, and inspired by the staff of the town planning department. These parties contact hundreds of their fellow citizens, what changes and improvement they desire most and so on. The survey includes topography, land use, communications, industry, population, housing, education and public health problems.

As a result of this procedure, a good and comprehensive plan for the town, backed by the consent and good will of the people, is available. The blue prints of the scheme are then sent to the department of commerce and industries and public health for their advice and approval, and finally placed before the municipal board, after which it is sent for the sanction of the government.

Before the execution of the plan, it is generally made clear to the people that the plan thus, prepared is simply a guiding program for the future, and does not necessarily in-

volve the local body concerned in immediate expenditure on works, and that its main object is to see that each development, if and when it takes place, is in accordance with the plan to secure for the future welfare and prosperity of the town and its people. This has helped immensely in avoiding doubt even among administrators, financiers, industrialists, landlords and the general public who fear and resent planning as much as they fear and resent surgical operation and consider it an immediate financial burden. This was solved to a great extent by preparing a program of works, indicating order of priority with due consideration to the urgency and financial aspect of the scheme chalked out carefully, without losing any opportunity in carrying out the scheme, however, small it may be towards helping the completion of the master plan.

Financial aid in the shape of grant, a loans is now and then given to the local bodies by the government after examining the urgency and importance of the schemes on individual merits. The loans are usually recovered in instalments after realizing the money from the sale of plots and betterment charges. It is gratifying to see that Government of India has generously volunteered to help financially in housing the industrial workers of the country and also in solving the slum clearances problem. Consequently, Hyderabad state is taking full advantage of it and already many schemes are being prepared by the department. It is interesting to note that these schemes are treated as a part and parcel of town planning schemes of the respective areas and not allowed to grow in piecemeal.

He urged the delegates, that after considerable experience in local government administration, the Government of Hyderabad long ago decided to place town planning under the local government as an independent unit, which has proved very successful in carrying on city, town and village planning activities without any difficulties whatsoever and to adopt the same. Considering the importance of housing, the state government has taken another wise

step by including housing under the Ministry of Town and Country Planning and local government similar to the one, in Great Britain. This has undoubtedly solved to a great extent the problem of coordinated and speedy production of houses and has secured consistency and continuity in framing and execution of a national policy with respect to the use of land, development of industries and housing. But in other Indian states things are apparently not so encouraging. This has given a great setback to the problems of town and country planning and housing, throughout the country. As a result the haphazard growth of our big cities and towns is going from bad to worse, but to speak of our hundreds of thousands of villages. It is strange enough to learn that even today town planning in a few states is part and parcel of unconcerned departments, such as public health and public works and it is more surprising to know that in a place where town planning is under public works department an irrigation engineer is controlling the town planning department.

The exhibition organized in conjunction with the Conference depicted for the first time the town and country planning activities in the different states and cities. The Conference and the exhibition, received the attention of town and country planning activities at the national level, as well.

RECOMMENDATIONS

The Conference noted that the second Five Year Plan (1956 - 61) also emphasized to enact the town and country planning legislation by

all the states and observed that, the prevailing town planning legislation in the country that were in force prior to the Independence and even after Independence had thrown the entire burden of town improvement and town development on the elected autonomous local bodies consisting of representatives elected by the public. Certain legislations like town planning acts were in existence in many states of the country for over 25 years.

Planners will have to find out whether the local autonomous bodies which were vested with vast powers fulfilled their obligations to the tax payers by carrying out substantial town improvement and town development schemes. The conference felt that the answer is “no”.

It is not clear whether the failure is on the part of the local bodies due to the defective legislation or due to the negligence on their part. Irrespective of their merits and urgency with no regard to the technical opinion.

Town planning schemes were generally carried out only in the areas represented by members belonging to majority party of any local body.

Accordingly, the Conference recommends:

- To reviewing the policies reflected in the draft “Model Legislation for Town and Country Planning”, and accordingly decided to incorporate certain additional features in a revised draft, for which a small Committee under Shri M. Fayazuddin as (Chairman) was set up.

3rd TOWN AND COUNTRY PLANNER’S CONFERENCE

Theme	: Regional Planning and Multipurpose Projects
Year	: 4th - 9th October, 1954
Venue	: Kharagpur (West Bengal)
President	: Shri S. K. Joglekar



The 3rd Town and Country Planner’s Conference, the then known as Autumn Planning

School was held at Indian Institute of Technology, Kharagpur during 4th - 9th October,

1954; on the theme “Regional Planning and Multi - purpose Projects”.

The conference was inaugurated by Dr. Sen Gupta, Director, Indian Institute of Technology, Kharagpur who commented specifically on the many points touched by the President, ITPI and then graphically described the achievements and aspirations of Indian Institute of Technology Kharagpur. He also mentioned that the Town Planning Exhibition organised by the Department of Architecture and Regional Planning of IIT, presented some useful and informative material from abroad together with work of students from Bengal Engineering College, Sibpur.

In his presidential address Shri S. K. Joglekar, President, ITPI stated that the measure of success achieved by the Institute is amply proved by the fact that a model Bill in Town and Country Planning has been drafted by ITPI on the request of Planning Commission and on the recommendation of ITPI, Ministry of Education started School of Planning.

In the scheme of things, it appears that there is hardly an objective which directly or indirectly is not related to the use of land. If this fact is recognized, then the importance of physical planning becomes glaringly apparent. The most primitive human activity is in the constant struggle to live in a shelter and make a living. Between these two, we can safely interpolate a thousands of other activities to increase the struggle and out of this struggle the society has helplessly coined the expression “survival of fittest”. This expression itself is a negation of progress and denial of human rights. Amongst rights, there can be no greater one than that of full employment and security of life. No longer can an individual be left to struggle and to exist but to survive and live a fuller life in an organized social order. This makes a demand on those who control the schemes of things and it is to them to lay a greater emphasis on physical planning and full employment.

For fuller employment, two of the most important things which are interlinked and interdependent are full utilization of manpower resources and it's potentialities, and full utilization of land resources and it's potentialities. Progress of civilization in fact rests upon the degree of cooperation and coordination of the two and any calamity like over production or under production merely denotes the state of mis-management. There is no nation or a country in this small planet of ours which is not involved in one way or another in this twofold aspect. The very fact that the various organizations of the United Nations periodically meet in different parts of the world to investigate, collect and collate information on human welfare goes to prove that the problems of mankind are identical all over the world. We in India are, therefore, not exception and various investigations carried out both by Indian and Foreign Missions point out to the same malady. It is either over production; or under production; under developed or over developed.

Leaving aside, of course, the total world problems of production and distribution, we in India alone face the same problems. We who are inclined to lay greater emphasis on agriculture in view of our various hydel-cum-irrigation projects, are likely to face the problem of agriculture over production much sooner than we might anticipate unless the proper balance between agriculture and industry is established at right time and at right place.

As regards right time, the time has already come when irrigated land all over India will have produced food far in excess of our requirements. This raises the problems of proper distribution; proper storage; and stabilization of prices.

Proper distribution demands efficient system of communication of all kinds regardless of physical, geographical or political obstacles. This alone means planning of communication and opening up deficit and derelict areas.

Problem of storage is linked up with that of communication and cannot be and should not be treated separately. Stabilization of prices is a governmental matter and a political issue. However, as it vitally concerns the problems of land use, mishap in this direction will either affect man or his land or both.

A proper method to ensure agricultural land use is to establish coordination between food crop production and cash crop production and stabilization of prices which should be balanced in the production of these two. This two-fold agricultural land use demands planning on a scale never before attempted nor coordinated. This does not mean or imply that there are no agricultural planners and experts who do not need to be told about this malady. The problem is one of coordination of activities on an overall basis.

The two fold use of water for agricultural production and inland water transport has been accepted in other countries but so far as India is concerned the possibility of the latter remains yet to be investigated.

Today we are holding this conference not very far from a region which is subject to ravages of nature of magnitude which can find no parallel in other parts of the world. The floods, earthquakes and famines are a features and a phenomenon to which we take readily as if god-sent. Not only this, we blame nature even for sending and creating such disasters not realizing to what extent humanity could be held responsible either directly or indirectly creating this situation.

On the national level, the government must control the use of land and direct the growth of basic industries in special areas, and for choosing special areas an intensive regional planning must immediately be taken in hand, for all our river valley projects. Even amongst river valley projects, the areas that demand immediate attention by virtue of their industrial potentialities in the Damodar Valley Project.

With regards to industrial location, the *mandi* centres as envisaged in the schemes of community projects are likely to play an important part. Some *mandi* centres, if not all, could be chosen after a careful and thorough diagnosis of a given area and after assessing the industrial needs both as regards labours and raw material, such *mandi* centres could be planned to become both production and marketing centre. To ensure fuller employment, a comprehensive assessment of consumer goods along with the possibility of it's production at several well chosen appropriate places is necessary.

The decentralized production of essential consumer goods almost at the door step of the consumer will reduce the overhead charges like transport, freight, middle-man's commission, etc. Speaking about middle man's commission, an peculiar feature of our money market is that people are mostly interested in distributing trades and the incentive for production is notoriously lacking. This is because trading in goods ensures quick and ready returns even though the competition is hard and the struggle is bitter. The consequences are that no amount of persuasion or temptations can even convert commercial capitals into industrial capital and as long as people with small capital remain content with low rate of bank interest, only government machinery can step in to float national loans.

Large scale industrialization whether of basic industries or small scale industries demands a wider outlook on national / regional level and thus, national planning and regional planning become important. It must take first cognizance of "immediate needs of the people" which must immediately reach to the people. This alone, if not anything else, will be the criterion of industrialization, because it will mean that the proposed production centres must be as near as possible to the consumer's market.

Normally, an industrialist is reluctant to start of his own industry anywhere, unless he is

assured of a market, labour, banking facilities, etc. It is particularly in respect of labour housing that an industrialist shirks and is reluctant to invest any money in avenues which increases the overheads. In this respect, the government can rightly step in and come to his aid as they are doing now as regards to the scheme of industrial housing all over India. But this again is a one-sided approach and it does not take into account the overall aspect of industrial location.

Trading estates are simply industrial sites and fall into two groups (i) estates which provide actual standard factory building and community facilities, and (ii) industrial sites which are tracts of plains considered suitable for factory development and where no community facilities are provided and where buildings usually have to be provided by the industrialist. These can be sub-divided again as (a) estates operated on normal commercial lines by joint stock companies, or privately owned, like Tatanagar, Batanagar, etc; (b) estate developed in connection with town planning schemes, such as Faridabad, Kandla, etc; and (c) estates sponsored by the government as part of the special Areas rehabilitation programming i.e., Cindri, Dhanbad, etc.

There are actually great many varieties of trading estates operating both in the private sector and government sponsored in Britain today, and we have a lot to learn from all of them.

The type that appeals most is the government sponsored estates, because only a national guidance can channelize and regulate the growth of industry in India as otherwise only haphazard growth and slip shot development will take place. It is in this aspect that the Planning Commission and the community development projects have come nearer to the goal of self-sufficiency. Self-sufficiency as regards food being achieved, now it become necessary to explore other avenues of achiev-

ing self-sufficiency, that is the production of consumer goods.

There are two ways of solving this problem, first, is to create a basic industry and build a town around it; and secondly, to chose existing towns and build industrial trading estates, and hire them out, to industrialists. In the first category it will be for the government to start the basic industry and then hand it over to a co-operative or somebody. Government participation will naturally ensure both production as well as consumption. In the second category, the governmental participation in developing well chosen Industrial trading estates will help the industrialist to divert the capital in actual channel of production and reduce his over-heads. Similarly, co-operative production and co-operating marketing facilities should also be encouraged.

He than suggested to carryout an up-to-date physical survey of the entire country indicating the present land use and land resources. A comprehensive and definite land use policy must be chalked out for the whole country regardless of the physical, geographical and political boundaries and irrespective of the states overlap. Even while the overall land policy is being chalked out, an immediate and stricter control must be exercised over lands which come under catchment areas of forest belts, river valleys basins and coal and other mineral bearing zones. Arising out of the overall land policy, the creation of Central and Provincial Land Board is an immediate necessity. Naturally, while it takes due cognisance of our contribution with regard to land tenure it must begin to assess and assert rightful location of industries both basic and consumer types. A comprehensive socio-economic survey covering the entire country must be conducted to investigate the present employment problems, the investment tendency, availability of capital, etc. Perhaps a new method of implementing schemes, both administratively and financially, must be found out he opined.

RECOMMENDATIONS

Regional Planning:

- The Conference recommended that regions for the purposes of comprehensive planning should be of two types; namely (i) metropolitan Regions covering one or more inter-related conurbations whose influence could be determined by their demographic structure and trade and industrial relations, and (ii) non-metropolitan regions i.e., the natural regions based upon the greatest homogeneity of geophysical and socio-economic factors. Among these would be included river shed areas as well as important plateaus of special significance in the national context.
- Planning Commission to consider setting up, the respective regions a machinery for collecting specified material (information) which is actually not covered by any of the government or quasi-government technical departments. Such machineries, however, would have an advisory function and would have the cooperation and support of the authorities operating in the area including the Union Government, the state governments and other specialized agencies such as the Damodar Valley Corporation, Bhakra Nangal Authority; etc.
- Every River Valley Project Authority should establish a regional studies department within its organization which would evaluate not only the natural resources of the area, but also other geophysical and socio-economic factors likely to be affected by the construction program.

Building Bye-Laws as a Planning Tool:

- Indian Standard Institute should consider drafting a guide for the local municipal bodies with regard to the qualifications which the registered architect or engineer should have, and also endorsed the view that a

properly qualified architect or engineer who is registered with municipality should only supervise the buildings. In this direction the Indian Institute of Architects and the Institution of Engineers, India, the two professional institutions should work out ways and means for providing the necessary professional assistance to local authorities in getting plans submitted to them duly signed by properly qualified personnel.

- Architecture department of state governments should assist the small local bodies which have no staff for scrutinizing the Plans.
- It was agreed that the publications of housing manual and other guides by competent bodies was most desirable.
- On the question of architectural control which was discussed at length, it was felt that the architectural control as such could only be exercised in certain limited areas to be defined by the local authorities. The Conference also felt that the street furniture such as electric lamp stands, telephone lines, telegraph lines, hoarding, etc., should be suitably controlled by the clauses in the Building Bye-Laws.

Traffic Planning, Design and Layout:

- Detailed survey be carried out before preparing a layout plan, and also to ensure that there is smooth surface throughout the width of the road, besides provision of adequate footpath and also to ensure the efficiency of road for smooth movement of traffic.
- Human elements be given primary considerations in addition to pedestrian traffic, while preparing the road plan and improvement schemes.
- Institute of Town Planner's, India should prepare a manual of typical road patterns in neighbourhood planning for guidance to the local authority after considering

the various suggestions made during the discussion.

- The Conference was of the view that the local authority concerned while considering a road improvement scheme, should not consider the same in isolation, but should study it as a part of over all town road pattern as a whole.
- In residential area, where there is likely hood to generate vehicular traffic, the width of the roads, other than service roads should be 40 feet minimum.

- In case of new proposals, a bye-pass should be provided, but it should be ensured that through roads should not pass through villages. In case of existing roads, it should be studied whether a bye-pass could be provided for a through road passing through a village.
- Traffic regulations should receive serious consideration while preparing a new road pattern, and reflectorized signs should be introduced as far as possible along the roads.

4th TOWN AND COUNTRY PLANNER'S CONFERENCE

Theme	: Planning Standards, Land Use Planning, and Control
Date	: 22nd - 24th October, 1955
Venue	: Lucknow
President	: Prof. T . J. Manickam



The 4th Town and County Planner's Conference, was held at Lucknow during 22nd - 24th October, 1955, to discuss two subjects, namely "Planning Standards" and "Land Use Planning and Control".

His Excellency Shri K. M. Munshi, Governor of Uttar Pradesh in his address stated that he has seen several towns of India sprawling out utter ugliness, their lanes stinking and their slums making the life of men, women and children wretched beyond description. Kanpur is one of the ugliest town in existence. Several other towns are also without drainage system having open drains with filth deposited, day after day, emitting stench, and expressed his sympathy with planners. However, in several parts of India the PWD camps looks upon him as an enemy. Even some governments look upon planner as a kind of white elephant.

Governments by far and large in India have become conscious of planning so far as large cities are concerned; but it is not a mere question of cities; not a question of the richer parts of a town, it is a question of all towns.

The greatest stumbling block, in spite of all the god intentions of governments, is financial stringency and lack of public conscience in this matter. The governments have to resist public opinion even in condemning or removing the worst slums or the filthiest lands in a town.

We must realize that a town or village cannot be planned now for extraneous consideration like security or the needs of the rich or the convenience of industries. A town and village, therefore, must be planned, not for the coming ten years, but for the coming fifty years.

Shri Hafiz Mohammad Ibrahim, Honourable Minister for Finance, Power, Forest and Co-operation to the Government of Uttar Pradesh, in his address observed, that town planning is an art which is not new to India. Our ancient towns were planned according to the then requirements. This is amply revealed by the excavations which have been carried out at various places by the Archaeological Department. The principles involved in town planning change with times and requirements of the people. Things which were considered sound in the

Messages

I send my good wishes to the Planning Seminar organised in Lucknow by the Institute of Town Planner's of India. The more I see our major cities and towns, the more I realise how important it is to plan them properly. We talk about town planning but there is seldom any real attempt at building the city beautiful. I think that there should be a plan for every major and minor city giving some idea of what it should be twenty or thirty years hence. If this plan is kept in view, then it will be possible to prevent developments and constructions which not only are undesirable but are likely to come in the way of future growth.

Our roads are usually much too narrow. Often extensions of a town are built without adequate arrangements for drainage or water-supply or lighting. It is somehow expected that all these things will follow. As a matter of fact, these amenities should precede the building of houses.

We have to think more and more in terms of relatively small houses. The days of the big bungalow are passed or will pass soon, and few will be able to afford such large houses. Public buildings, of course, have necessarily to be big. There is no reason why they should not be attractive in addition to being utilitarian. In these public buildings, I think our artists and sculptors should be encouraged to put in some of their work.

We are the inheritors in India of a bad tradition in regard to building. This tradition grew up during the last two hundred years or so under British rule which produced quite extraordinarily unattractive houses. We have thus to develop again a sense of beauty in regard to architecture. Beauty does not necessarily mean expense or ornateness. Indeed, there is too much attempt at this ornateness by some of those who can afford it. The result is not at all happy or pleasing.

I do not know what the Planning Seminar will consider but I hope they will give a lead to our architects so that they might help in developing better taste in architecture and a pride in developing our cities so as to make them not only good to look at but gracious centres of living.

22nd. October, 1955.

Jawaharlal Nehru
Prime Minister of India

past would perhaps be considered inadvisable by the town planners of today; for instance in olden days the palace of the king was kept as the focal point in planning, whereas today it is the requirements of the people which are kept uppermost in the minds of a planners.

During the course of the next five years, the town planners of this country needs to prepare the master plans of all important towns, so that the local authorities may be able to get proper guidance in the matters of their development, although a meagre amount has been set apart for housing in the Second Five Year Plan, yet this can be utilized in a proper

way according to the requirements of each city, he mentioned.

He further stated that master plans of a city or regional plan of an area is not expected to be executed in a short time, but if we have these plans ready from now we will be able to have all developments, how so ever small they may be, on proper lines.

Prof. T. J. Manickam, President, ITPI in his address drew the attention to the resolution of the Housing Ministers Conference held in Simla which reads "This Conference recognises that in it's direct effect on both physical and social wel-

fare, the home and community environment is a vital factor in the level of living. In view of the grave housing situation in the country, there is need to integrate all housing activity to all-round and planned improvement of the environment and other socio-economic activities. This can be brought about by urgent attention to physical planning of towns as well as regions. In order to give effect to this, suitable legislation may be undertaken and suitable organisation both at the Centre as well as in the states may be set up. It would be desirable to have master plans and development plans prepared on a phased basis for individual towns, cities as well as villages to provide for zoning of land, control of ribbon development, location of industries in areas considered suitable, of slums carrying out of civic and diagnostic surveys and preparation of master plans. In order to deal with this effectively, it is essential that necessary legislation be undertaken by the states, in line with the draft already prepared by the Institute of Town Planner's, India. This draft, after being suitably scrutinized by the legal experts of the Central Government, be circulated as a model for the consideration of the state governments. It is realized that local bodies and state governments would not be in a position to finance the survey and implementation of the proposed master plans without some assistance from the Central Government. He therefore, suggested that such assistance may be given by the Central Government on the basis of individual requirements.

He further underlined that the progress in town and country planning will be limited to a considerable extent by the availability of suitably trained technical personnel. The Central Education Ministry has already established two institutions, one at Kharagpur and the other at Delhi for the purpose of giving special training in town planning. But these efforts are entirely inadequate to the requirements and therefore, he recommended that the All India Council of Technical Education be requested to expand facilities for such education, if possible, on a regional basis.

He also suggested creation of a Central Ministry of Town and Country Planning having administrative set-up dealing with policy matters affecting the planning system such as development plans, development control, etc. The technical set-up should consist of central and regional organisations, with planning staff, research staff, housing and planning inspectorate and estate staff responsible to advise for estate development and management. The regional planning organisations should propose the regional plans after consulting the state planning authorities, leading economists, sociologists, public health engineers and industrialists of that region.

Reviewing briefly existing organisation in town and country planning, he mentioned that at the centre, housing is mixed up with works and supply. The national housing policy is partly guided by the Planning Commission. In the Central Government there is no single qualified town planner entirely devoted to town planning. The post which existed before is now amalgamated with the post of the Chief Architect in the Public Works Department, thus practically rendering the post ineffective for both planning and architecture. The post unfortunately is a subordinate post under the control of a Chief Engineer. The result is obvious. In the states except for Hyderabad, Uttar Pradesh and Madras all planning is done by the Public Works Department with equally unfortunate results.

For those engaged in town and country planning but who have not had the benefit of regular training in planning techniques, the Institute is conducting examinations regularly, for these examinations the candidates will be required to submit testimonies of study in planning design, a thesis on a practical planning problem, etc. The Institute seeks the co-operation of all states government to make use of this facility by encouraging their planning personnel to appear for these examinations, if it is not possible to depute them for the regular courses of study at one of the established schools of planning in the country.

RECOMMENDATIONS

Density, Open Spaces and Social Services:

- In planning or replanning our cities, towns and villages, planning standards are essential. But, since the standards vary according to the climatic, social and economic conditions of a region, uniform standards for the whole country cannot be prescribed. The planning standards have to be evolved on a regional basis.
- Regional data on the existing land use pattern of our cities, towns and villages have to be collected and research carried out in order to make our planning standards realistic and cognizant of the socio-economic trends in the country as a whole.
- Until the regional planning standards, are evolved it will be useful to adopt a few workable standards of a general nature based on our experience as well as on the experience gained in other progressive countries so as to enable the planners to continue their work and check further deterioration and unhealthy growth of our cities, towns and villages. However, in view of the high rate of increase of the country's population both urban and rural and its consequent pressure on the land, as far as possible high density development should be encouraged to preserve our valuable agricultural land in the interest of the nation.
- In planning an urban environment in cities, towns and villages, it has been commonly noticed that adequate community services and facilities are not provided as a result of which slum conditions develop in our towns and cities. It is, therefore, recommended that standards for adequate community services to the people should be evolved in consultation with the social scientists to enable the planners to make the necessary provisions in their plans for the welfare of the communities.

Road, Utilities and Services:

- In the matter of fixation of standards for roads, utilities and services, there is a need for a great deal of research study of the traffic problems confronted in various regions of our country. It is, therefore, recommended that the Central Road Research Institute, Delhi, should be requested to undertake such study in respect of road services and traffic with reference to urban areas and that the standards in respect of highways should be adopted according to the recommendations of the Indian Road Congress, in order to enable movement of animal driven and mechanically propelled vehicles with reasonable speed, comfort and safety.
- Urban roads shall be classified according to traffic movement as given below:
 - 0 Arterial roads shall mean all roads passing within the city limits and linking the state or national highway system with limited access, including ring roads, by-pass roads, etc.;
 - 0 Major roads shall mean all those roads within the city which connect important localities, for carrying heavy mixed traffic;
 - 0 Minor roads shall mean all roads collecting traffic from different parts of the town and linking with one another and / or with the major roads;
 - 0 Streets shall mean all roads which cater to the internal communication of a local area which may be residential, commercial, or industrial;
 - 0 Pathways shall mean all access ways intended to give access to individual premises where vehicular traffic is forbidden. Such pathways shall not exceed 200 ft in length from the nearest street;
 - 0 The Conference also recommended the standards for the different classes of urban roads; and also recommended

the widths and other specifications. In addition in the case of 32 ft wide streets, the maximum width of carriage way i.e. between kerb to kerb shall be not less than 20 ft with a minimum paved width of 12 ft.

Land Use Planning, Regulation and Control:

- Conservation of land in the country has become a matter of immediate concern in view of the many projected developments in the five year plan and the necessity to provide for future increases of population. Future allocation of land between competitive uses should be based upon a land use planning policy, formulated with a view to achieving an adequate balance between the different uses in the national interest. To this end, the setting up of a suitable planning machinery at all levels is urgent and imminent.
- Immediate steps, therefore, shall be taken up by each state to set up an independent town planning organization / department, unless one exists already, to direct and guide the preparation of regional development plans and comprehensive town development plans.
- At the centre, a town and country planning and housing organization should be set up, preferably under the Planning Commission, to coordinate the regional and town development plans prepared by the regional authorities, the states and the local bodies with particular reference to housing, health, industrial development, transport and communications.
- Pending the passing of the legislation suggested by ITPI and the preparation of development plans there under, and in the case of existing acts not making due provisions for zoning, every state government should immediately pass zoning regulations and zoning plans. The zoning plan shall include:
 - o Main lines of communications;

- o Open spaces and parks; and
- o Land uses particularly related to industries

Land Acquisition and Development in Relation to Housing and Slum Clearance:

Every scheme of land development for any building purpose through public or private sector should fit in a pre-conceived general development plan of the town. Because, it was noted that except for a few states and some principal cities, urban areas are not equipped with the requisite legislation and administrative and technical machinery. Besides, a solution of the problem of houses for the masses is not possible without a much more positive activity on land development in the public sector and this establishes the immediate need for an administrative and technical machinery for all areas at the local level. This task should, therefore, receive the highest consideration. Accordingly, the seminar recommended that:

Compensation:

- The payment of compensation for vacant land acquired should be on the basis of “existing use value”. In making this recommendation the Conference feels that a landowner is not entitled to the “unearned increment” i.e. the difference between the potential and the existing use values which has accrued merely by the expansion of the town.
- The payment of compensation for properties in slum areas “declared for clearance” should be governed by:
 - o Compensation for land should be one and a half times the annual rateable value of the premises; and
 - o Compensation in respect of structures which on the basis of laid down standards are declared unfit for human habitation should be limited to the value of debris less the cost of demolition and removal, and

compensation in respect of other structures not declared unfit for human habitation should be six times the annual rateable value of the premises.

Location of Rehousing:

- Rehousing of all the slum dwellers at the same site is generally impracticable and also involves phasing and coordination of clearance and rehousing operations which obviously necessitate a very gradual and slow procedure. Besides, the task of redevelopment of a cleared site on more hygienic standards and provision of alternative housing accommodation are propositions of financial deficit.
- In the case of cleared sties in centrally situated areas the only conceivable way to reduce this deficit is to redevelop such site for a better and more profitable use. The Conference feels that slum dwellers in urban areas are not comprised of as many workers tied to a fixed place of work as is generally thought of; a large number of them are casual labourers, *rikshaw* pullers, hawkers and petty tradesmen in whose case shifting of the place of residence may not be so difficult. Where, however, the slum dweller is tied to a fixed place of work and the number of such slum dwellers is large it is only pertinent that the employer be compelled to provide for alternative housing accommodation elsewhere and also where ever necessary, provide special transport facilities for his labour for journey to and fro the place of work. If the journey to work involves considerable time and expense such existing industry should be persuaded to move out to new properly planned industrial areas where housing facilities at a reasonable distance and cost are possible to be provided.

Economy in Land Development:

- While economy in land development is dependent on the minimum standards of

roads, open spaces, services and densities of development in dealing with land development for slum clearance and rehousing the Conference recommends that:

- 0 Consistent with climatic conditions the possibility of achieving net economy through vertical development should be examined; and
- 0 The priority in the need of services be considered as below:
 - Water supply, drainage and *kutcha* dressed up roads;
 - *Pucca* roads, and
 - Street lighting.

Regulation and Control:

- The rise in land values should be checked by:
 - 0 The public authority acquiring land in bulk, well in advance and releasing it in the form of developed plots from time to time, should counteract any apparent tendency in the rise of land values;
 - 0 Sale of land through the public sector should be invariably on leasehold basis and not freehold, so that after a reasonable period any increment in land value comes back to the public authority;
 - 0 The system of sale of building plots by open auction prevalent in some Improvement Trusts should be discontinued forthwith and plots be disposed of on a reserved price with minimum scope for speculation;
 - 0 Transfer of property leased to one party shall be permitted on the basis of a transaction having no element of profit and only with the permission of the authority concerned;
 - 0 Extent of accommodation on building plots should be strictly controlled through restrictions on number of storeys and site coverage; and

- o Normally one plot should be allotted to one person or a family.
- Legislation should prohibit the sub-division and sale of any urban land except on the basis of a planned scheme and should stipulate the deposit of the estimated cost of development of the land by its owner before the layout plan or any building

application is sanctioned. To ensure restriction does not impede the progress of land development in the private sector, facility of loans under the low cost housing scheme should under suitable conditions and circumstances be extended to land owners by the central and state governments.

5th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme	: Village Planning and Development in India
Date	: 8th - 14th October, 1956
Venue	: Chandigarh
President	: Prof. V. N. Prasad



The 5th Town and Country Planner's Seminar was organized during 8th - 14th October, 1956, at Chandigarh on "Village Planning and Development in India".

In his inaugural address Maharaja Yadevendra Singh, Rajpramukh of Patiala referring to the figures quoted by President, ITPI stated that everyone of us, whether he be an engineer, a doctor, or an administrator, or a layman should appreciate the magnitude of the problem, and develop the will and determination to surmount any difficulties that come in the way of the building up of our country. We have great problems before us, and enormous projects are going on in this country, one of which is this very bold project of Chandigarh. He further stated that we have to develop not only one Chandigarh but many more properly laid out towns and properly planned buildings.

He further mentioned that enough stress has not been laid on the planning of the rural areas. We see to day an enormous movement of the ruralites to urban homes. We have got to investigate further how we can prevent that multitude going over to the towns? Industry undoubtedly brings in humanity in large numbers, but it has to be so planned that industry

does not develop in any one area alone, and a large part of the country can take part in that industrial development. We have to see that village life which has indeed greatly improved in the community project areas be further improved, not merely in the form of greater production, agricultural or otherwise, or improvement in the handicrafts, but that it also helps to make village life worth living, and acts as an incentive to the villagers in their own zone to remain there.

In his presidential address Prof. V. N. Prasad, President ITPI, stated that land is the meeting ground of all the schemes for physical reconstruction and the success of our plans for socio-economic advancement, whether through augmentation of agricultural production or through exploitation of natural resources and industrialization, lies in a correct assessment of the impact of such schemes on land.

In the Second Five Year Plan no more than casual attention in terms of financial allotment has been given to slum clearance and town planning work. Slum clearance and town planning work for all practical purpose has been left to the meagre re-sources, both financial and technical, to Improvement Trusts and Municipalities.

The fundamental questions are: (i) Whether it is a governmental responsibility to provide houses to the people; (ii) If government have to have a share in the responsibility to what extent it would be? If the answer to the first question is in the negative, the second question vanishes and there may be no problem before us. But facts are otherwise.

There is a growing tendency towards assigning to government the full responsibility of food, clothing and shelter for the people. Many of the developed countries have, assumed such responsibilities entirely in regard to the low income group. Even in such countries, it is to be doubted whether it has been yet possible to find a lasting solution, satisfying all parties concerned, for the housing problem as well as for the ever sliding criterion by which areas are launched as slums from time to time.

The community projects started in our country are essentially an attempt to revive the principle of local self-help for the economic advancement in our country. It is realized that without mobilizing the local human potentials towards helping themselves, no tangible solution could be found for meeting the various national problems. There are several items, like - land, securities for loans, etc., which are beyond the capacity of the local communities. In such cases the government has to come in and as far as the community projects administration's policy is understood to be, government aid comes in only where people help themselves. This, to the planners mind is an ideal policy. The ideal of a social planner is a government which governs least; in other words, the planner should aim at a social set up where the different communities which constitute society are able to manage their own affairs among themselves.

A great bulk of the funds available for development projects, particularly in urban areas will have to be spent on acquisition costs. It is to be examined whether there is much of social

justice in spending out of community funds to enrich any individual member of the community for an item that is to be executed for the benefit of the community. The task ahead all of us is a grave one and is three fold: (i) to educate the people at large towards the appreciation of the features of an ideal town and country life; (ii) to effect necessary enabling legislation for exercising the maximum economy of land and also for achieving the desirable coordination at the centre and state level, between the various departments connected with economic, social and physical reconstruction; and (iii) to train physical planners who will be needed in large numbers to offer assistance and advice to the various projects.

RECOMMENDATIONS

Village Planning and Redevelopment:

- For proper planning and development of the village, it is necessary to provide space for community facilities; rehabilitation of such people who are displaced from the village in the process of it's improvements; and future expansion of the village. This area should be left with village during the consolidation of holdings. In such cases, where the consolidation work has already been completed and sufficient land has not been left for the above purpose, the required land should be acquired. If necessary, a suitable legislation should be enacted for this purpose. In providing land for village improvement and expansion, care should be taken not to take good agricultural land for housing or other non-agricultural purposes.
- In village planning the problems faced by the planners are those of improving an existing village and of laying out an entirely new village. In either case, it needs to ensure that:
 - o The village should be away from the through traffic roads. It is desirable to have a depth of unbuilt land about 500 ft between the two; and

- o The approach road to the village should be an all weather road, which should not be less than 40 ft in width.
- The size of village will depend upon a number of factors. The standards are recommended for an average village consisting of 100 houses. For hilly tracks these standards may have to be varied depending upon local conditions:
 - o **Roads:** The internal circulation roads shall not be less than 30 ft in width and should preferably be *pacca*. Roads of smaller length serving only a few houses could be of lesser width, but no road should be less than 20 ft in width. If these roads cannot be *pacca*, they should be well formed and properly drained;
 - o **Back Lanes:** It may be necessary to provide back lanes in villages so that drainage of sullage from the houses could be ensured and there is a separate access for the cattle to come and go from the house. The minimum width of this land should be 15 ft;
 - o **Size of Plot:** For proper living a village house should have at least 10 ft of open space in the front, a courtyard with a kitchen garden, separate cattle yard and shed, where community cattle sheds have not been provided, place for dumping refuse, etc. The minimum size of plot in a village should preferably be not less than 200 sq yds;
 - o **Open Spaces:** There should be a multi-purpose open space in the village of about 2 acres in size; and subsidiary open spaces should be provided suitably in the villages and as far as practicable, houses may be grouped around these spaces;
 - o **Community Buildings:** A village should be provided with *panchayat ghar*; primary school; health / community centre; and village shop (including a cooperative store). Where considered necessary a multi purpose building can be constructed to serve the needs. And in bigger villages provision for space for weekly market, cart stand, and secondary school should be made on the periphery of the village.
- o **Water Supply:** There should be arrangements for clean and wholesome water supply in every village and Planning Commission's scheme of Rural Water Supply should be extended to every village;
- o **Drainage:** *Pacca* drains should as far as possible be constructed to carry waste water from the house, where it is not possible, the water should be properly disposed off in a soak pit; and
- o **Storm Water Drains:** should be constructed along the main roads. These could be *kucha* if they are not to carry domestic waste.
- Rural housing does not merely imply the construction, reconstruction or remodeling of village homes but also the improvement of the village environment to ensure healthful community living. It involves:
 - o Replanning of the village site so as to provide the minimum of communications, drainage facilities, safe water supply and arrangements for disposal of village refuse and sullage through construction of proper drains, soak pits, latrines, and manure pits;
 - o Provision of community services in a planned neighbourhood such as community centre or *panchayat ghar*, school, children's park and play centre, a dispensary, etc.;
 - o Construction of suitably designed houses with necessary ventilation, lighting and other conveniences to ensure sanitary living according to rural requirements; and

- o To implement the above composite coordinated program and to make full use of the idle manpower in the village through an all-out aided self-help effort, it is necessary to prepare a whole village to under take improved housing combining with it the redevelopment of the village site.

Finance and Aided Self-Help:

- The improvements in village environment and the provisions of sanitary facilities and community services are being carried out at present under the Community Development Program in coordination with the various departments and funds are being made available for the same on an aided basis, out of the budgets for the self-help, NES and ID blocks local development works grants and departmental projects under the Second Five Year Plan. It is necessary that these funds should be spent to carry out works in accordance with the plan for the redevelopment of the village.
- Self-help is the essence of rural housing and should be fully mobilized to augment the resources available. Self-help should adopt:
 - o Contribution of voluntary labour for roads, lanes; and community work in accordance with the principles already adopted by the CPA, in any NES and ID blocks;
 - o Working of cooperative kilns and where possible contribution of labour for moulding of bricks by house-builders;
 - o Cooperative production of standard fittings such as doors, ventilators, windows and roofing equipment;
 - o Carting of materials;
 - o Direct contribution of labour in construction;
 - o Cash contributions; and

- o Contributions in the form of land for rehousing of persons affected by the redevelopment plan and for community services.

Slum Clearance and Redevelopment:

Slum Clearance Scheme:

- The Seminar noted that Slum Clearance Scheme of the Government of India is confined mainly to the provision of loans to state governments for the purpose of slum clearance and rehousing and stipulates certain conditions on which the loans / subsidies are to be given. It was strongly felt that when slum clearance is undertaken, even on a modest scale nothing should be done which would tend to create further slums.
- The Open Plot Scheme is merely a housing scheme for the very low income groups i.e. those who can only pay Rs.2/- or Rs.3/- per month as rent, and does not help to clear slums.
- Experience has shown that the minimum accommodation standards of 20 sq ft provided is extremely insufficient if proper houses which are not going to be future slums are to be built and the schemes as at present prepared provide for accommodation much higher than 220 sq ft. It is, therefore, recommended that the floor area standard should be increased to 300 sq ft leaving the detailed allocation of the areas for different purposes to the technical departments.
- The Seminar is of the strong view that these schemes should include provisions for slum improvement and slum prevention and therefore, recommends that instead of building one room tenements which will give rise only to future slums, improvements of existing houses which are capable of treatment should be undertaken. Improvements should be mainly with regard to the provision of essential physical services such as drinking water

supply, sanitation and drainage and provision of community facilities which are lacking for groups of such houses. The Conference recommends that a provision of Rs.1000 - 1500 per house be earmarked from the funds available for such improvements, depending on the area and extent of improvements required to be effected.

- Experience has shown that with the present standards laid down, the tenements cannot be constructed for less than Rs.3000/-. With the recommended increase in the area per tenement, cost should be:
 - o (a) Single storied or double storied tenements - Rs.3,200/-; and
 - o (b) Multi-storied tenements (in Bombay and Calcutta only) - Rs.5,500/-

The figure for cities over 3 lakh of population should be accordingly increased to - Rs.3,400/- and Rs.6,250/- for (a) and (b) above respectively.
- For Slum prevention the Seminar recommends that in large cities it is essential to control the growth of cities, and reduce the size of existing cities by adopting a policy of dispersal of industries, houses, and population.
- Consider the location of residential and industrial areas as mixed areas as a major contributing factor to the rise of slums, and therefore, recommends a policy of developing separate zones for industrial and residential areas within easy reach of each other, or connected by cheap transport facilities.
- Considers it essential to create temporary community settlements to prevent the growth of slums created by squatters due to lack of enforcement of existing legislation.
- It is recommended that the authorities responsible for developing new townships should make adequate temporary arrangements with the minimum necessary

amenities for accommodating labour, commerce, and service industries who are invariably attracted during the construction stage and who may or may not merge in the economy of the town to be developed but do stay and are necessarily required for sufficiently long period. Such a growth if left to private initiative is likely to entrench itself and stay as slums. The arrangements made by the development authorities may take the shape of a camp town of adequate size suitably placed. The cost of these arrangements minus recoveries by way of rents and the value of the residue usable material should be included in the development cost of the project.

- The Seminar also recommends classification of all areas in a city to help the determination of priorities in planning a slum prevention program. Suggested types of areas are:
 - o Areas demarcated for demolition - to be provided with welfare services by private agencies;
 - o Developed areas inhabited by large urban low income groups which are in process of becoming slums. These areas need remodelling, planning and management; and
 - o Areas not requiring priority of treatment due to the presence of reasonable facilities and services.
- Personnel required for urban community organization, especially, promoting good house management, social education, and community welfare services, be trained.
- Pilot projects must be undertaken, financed by the Ministry of Housing of the Government of India, or Labour Ministry or Ministry of Social Welfare in the state, or department of social services or community organizations of Municipalities. The Pilot schemes could be organized in selected and manageable community areas, or properly developed housing

schemes. That must be under trained personnel to carry out systematic programs of housing management and community welfare.

Pilot Projects on Slum Clearance

- The Seminar recommended that the state government and local authorities should sponsor, in cooperation with the Central Government, several comprehensive pilot projects on slum clearance and redevelopment in different parts of the country.
- The finances for these pilot projects may be met from the provisions made in the Second Five Years Plan for slum clearance and housing, and provisions made by the Ministry of Health for improvements in water supply, sanitation and drainage. 10% of the total provisions made for slum clearance may be earmarked for this purpose.
- The areas chosen for the pilot projects should be sufficiently large to include all problems of slum clearance in that area and must afford the facility for scientific study and research into those problems.

6th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Industry and Planning
Date : 4th - 9th October, 1957
Venue : Patna
President : Shri M. Fayazuddin



The 6th Town and Country Planner's Seminar was held at Patna during 4th - 9th October, 1957 on the theme "Industry and Planning", which was inaugurated by Shri Birchand Patel, Honourable Minister for Food and Health, Government of Bihar who emphasized the need for proper priorities, adequate allocations, efficient coordination and conscious civic cooperation in all planning work.

Shri Maqbool Ahmed, Honourable Minister for Local Self Government, Housing and PWD Government of Bihar; in his address underlined the valuable efforts of the Institute to focus the attention of the public and governments on the specific planning problems such as industrial planning focusing on its several aspects. He referred to the extensive mineral resources of Bihar which produced 43.3 percent of the total minerals raised in India and the recent decision of the Central Government to locate a two million ton steel plant at Bokharo, a heavy machine plant at Ranchi, an oil refinery at Barauni and several other minor industries. In addition to

these, the Bihar Government was proposing to set up a porcelain factory for manufacturing high tension insulators and a spun silk mill, two sugar factories and two jute bailing plants. There were also a number of expansions contemplated by private industries on a very large scale. All these activities, Shri Maqbool Ahmed stressed for a coordinated development under balanced program of guided growth based on the proper evaluation of the impact of various developments in the several fields.

Shri M. Fayazuddin, President of the Institute in his address mentioned that the Second Five Year Plan puts foremost importance among its objectives for creation of new employment by way of gainful occupation or jobs for 11 million persons in the country and proposes vast industrial developments as a mean to achieve substantial increase in employment. Industrial planning, therefore, occupies today, the most predominant part of our national development activities.

Recently, new methods have been developed which make it possible to move to new lo-

cations the industries which hitherto were supposed to be immovable; the chief among these developments are the coming of the electric furnace and the final triumph of the electric motor which gives individual drive to each machine. Hardly less important has been the key developments in plastics, aluminium and magnesium, in heat treatment and radio frequency heating, and in the newer alloys of the older metals. Industry can directly affect its physical environment, unfavourably by neglect of some of the major factors such as the disposal of waste materials whether solid, liquid or gas, which may be either harmful or disfiguring to the surroundings, secondly, by the creation of noise, thirdly by unnecessary ugliness. Modern technique, and cooperation from within the factory with the local body, can render all this either unnecessary or harmless. He recollected the discussions about the problem of industrial development in India which cannot have a more suitable introduction to it than the observations made by Sir William Beveridge in the B.B.C. series many years ago on "India and the Four Freedoms". Sir William says "In so far as India has some industry, and is going to have some more, I should say that India has great opportunity of developing its industry in such a way, as to avoid some of the mistakes that we have made, some of the by-products of industrialization. That is to get its industry properly distributed, so as to avoid the dreadful sprawling towns that we have in this country and the United States and in other countries. She (India) could, but I don't know whether she will, because no country likes very much to learn from another. What I object to is that in this country instead of moving goods we move human beings as strap hangers in suburban trains, miles and miles and miles every day. If, for instance, we were making Britain as a new Industrial country, I would not allow any factory to be put up anywhere without previous plan as to where people were going to live who work there".

Sir William Beveridge is perfectly right. All our Industrial towns are victims of these evils. The modern facilities for cheap and rapid transport have so extended the radius of accessibility that building development is becoming more diffused. Such decentralization is inevitable, but if it is carried out in an orderly manner, with proper regard to the development of future neighbourhoods, it should be encouraged as the best and most logical means of avoiding the manifest disadvantages of over-concentration from which the majority of our big towns suffer.

What demands our immediate attention is the relation which must be established between the town as a whole and its environment of the surrounding country. In our time, with its alarming increase of population spreading chaotically over the whole country, things cannot be left any longer to chance. The country side must be protected against uncontrolled expansion of our cities. Human happiness gains nothing at all from the unlimited growth of our cities. It is high time for us town planners to think not only of the expansion of towns, but also of their restriction. The advantages of concentration have their limits from every point of view and in every field: why should not the same thing apply to town planning?

The town planning legislation as prevails today in most of the states of this country are the legacy left behind by British administration. The town planning legislations that were brought into effect prior to the independence days and even after independence have thrown the entire burden of town improvement and town developments on the elected autonomous local bodies consisting of representatives elected by the public. Certain legislations like town planning acts are in existence in many states of the country for over 25 years. Now we will have to find out whether the local autonomous bodies which are required to carry out the substantial town improvement and town development schemes are successful?. The answer is no. It is not

possible to know whether the failure on the part of the local bodies is due to the defective legislation or due to the negligence on their part. Irrespective of their merits and urgency with no regard to the technical opinion, town planning schemes are generally carried out only in the areas represented by members belonging to majority party of local body.

He also pointed out that there are many instances of political influences which have been observed for giving priority in the matter of execution of many essential town planning schemes. There are also instances wherein some of the elected members of the local bodies have indulged in unsocial acts like making the constructions unauthorizedly and developing the land quite contrary to the principles of town planning without prior sanction of the authorities. Due to this kind of nepotism and unsocial attitude of the elected members of the local bodies so far nothing substantial has been contributed towards the improvement of the towns inspite of the statutory powers made available to them for regulating the developments according to the principles of town planning.

A good town plan should be made in harmony with the town's character. A plan without character is not a plan at all. It is the town planner's task to express this character very clearly. A town's beauty is not accidental, is not the outcome of chances; it is based on precise and well-timed repetition and variation. To achieve this a good town plan must contain the necessary instructions, not only for two dimension - a plan, but in three dimensions.

It is also gratifying to note that arrangements have been almost completed for mutual recognition of membership between the Institute of Town Planner's and the Town Planning Institute, London. The Institute as the body representing the entire town planning profession in the country will be able to serve not only it's members but also those of the same profession outside the

country, once it's membership is recognized by other town planning institutes like the Town Planning Institute, London which have been established over a much longer period of time, he mentioned.

RECOMMENDATIONS

Industry and Planning:

- To provide a basis for the formulation of broad policy and program for industrial development the state town planning department in each state should undertake urgently a study of the location and expansion of industries contemplated in the Second Five Year Plan with particular reference to planning of towns and cities in the state and the effect which the contemplated industrial development will have on the towns, villages and cities.
- In the case of states which do not as yet have town planning departments, the state governments should enlist the services of a town planner to undertake such a study.

River Valley Regions and Industrial Development:

- There is immediate need for an all around development of the river valley regions, such development include besides development of irrigation, power generation and flood control, planned development of industries, facilities for commerce and planned development and improvement of urban and rural communities.
- The present functions of the River Valley Project Authorities are limited, by and large, to the development of irrigation, power generation, flood control and navigation and, therefore, other equally important aspects are not being given adequate attention. Therefore, the Seminar recommended the Central Water and Power Commission should be specifically entrusted with the responsibility of planning in conjunction with the various exist-

ing and development agencies operating in the region for:

- 0 Industrial development in the region affected by each river valley project;
- 0 Community development and improvement; and
- 0 Such other aspects which promote the comprehensive development of the valley.

Implications of the Location of Heavy Industries in the Surrounding Areas:

- The the Second Five Year Plan, among other things, has recommended the location of certain basic and heavy industries in certain parts of the country. This is likely to have far reaching influence on the surrounding countryside and unless the overall growth is planned, the location of these industries may tend to upset the economy of the rural areas as well as agricultural production.
- The state governments, therefore, should undertake studies and investigate the impact of the new sources of employment created by the location of these heavy industries in places such as Bhilai and Rourkela on the surrounding areas with specific reference to the movement of the population, migration to the urban areas, mode of transport, agricultural production and the expected changes in the social and economic structure of the regions.

Location of Industries in Metropolitan Areas:

- The Second Five Year Plan envisages location of certain large scale industries in the already congested and over crowded metropolitan areas like - Bombay, Calcutta, Delhi and Kanpur, while there is a little planning control on the location of such industries in the private sector. The location of large industries with big employment potential is bound to accelerate the inflow of a large number of people to these highly crowded concentrations and

create imbalance in the economy of these regions.

- Government, therefore, should ensure the preparation of comprehensive regional plan for the metropolitan regions after detailed study of the social, economic, and demographic characteristics. Only comprehensive regional planning could ensure the proper location of land and distribution of employment opportunities within the given region and to some extent control the rapid and haphazard growth of the cities.
- In the case of Delhi, since Delhi metropolitan area extends to the adjoining states of Punjab and Uttar Pradesh, the Seminar recommends that a tri-State Planning Committee be set up by the Government of India to study the regional problems with the help of the existing planning agencies in the three states.
- The pilot case studies of city regions such as Greater Calcutta and Greater Bombay be sponsored by the Central Government to study industrial and commercial development in relation to the comprehensive planning of these regions.

Development of New Industrial Towns:

- In setting up new industrial towns, the surrounding villages and towns should be adopted and improved specifically for housing part of the industrial population now being planned in the new townships. The neighbouring villages are bound to be affected by the growth of the new cities in their close proximity and if accorded better services and facilities, these villages could prosper as healthy, progressive, and self-contained communities close to the proposed new towns.

Industrial Growth in Metropolitan Areas:

- The immediate action should be taken to check further growth of industries in already over-grown metropolitan cities. This could be done amongst other methods:

- o By restricting, as far as possible, the setting up of new large scale industries in the metropolitan regions;
- o By developing industries in existing small towns situated around the metropolis; and / or
- o By establishing new industrial satellite towns at suitable distances from the metropolitan regions.
- The satellite towns should be so located and designed that they would be able to absorb such industries which may have to be moved from the parent city at a latter date.

Development of Trading Estates:

- Establishing new satellites is a long term process but as an immediate measure, the trading estates should be set up in under developed towns to attract industries moving into these towns.

Single Industry Towns:

- As far as setting up of single industry towns be discouraged. Where expediency does not permit, an attempt should be made at the earliest opportunity to attract to the towns other industries of diverse character in order to ensure a broad-based economy.

Size of Industrial Towns:

- The Seminar recommended that the minimum size of an industrial town should in each case be decided with due consideration for the fact that below a certain size, a town is incapable of maintaining economically necessary amenities like health care, education, entertainment, etc., and also lacks the urban community feeling. Care should, however, be taken to see that the towns should be limited to a size where primary relations between individuals are not lost.
- However, it is not appropriate to suggest any optimum size for a town in the absence

of any research done in this connection so far, with regard to Indian conditions.

Regulation of Industries in Towns:

- Framing of definite planning standards for industrial buildings may not be possible in view of the great variation in the requirements of different industries and the rapidly changing techniques of manufacturing. The Seminar, therefore, recommends that suitable regulations with regard to site coverage and prevention of mixed land-use on industrial sites should, however, be enforced by all local authorities.

Industrial Town Management:

- The present practice of the management of the factory town by the employer has certain inherent drawbacks which tend to hamper growth of civic sense amongst the inhabitants. The Seminar suggested that this situation can be remedied if it's civic administration and further expansion on planned lines is placed in the hands of a suitably constituted civic authority.

Integration of Industrial Housing:

- The Seminar recommended that industrial housing should not be erected in isolated patches but should as far as possible be integrated with other housing in the area according to a well conceived plan for residential development. Further, industrial housing should be erected as far as possible under the aegis of a local housing authority where it exists so that mobility of labour and facility to move to better standards of housing are assured.

Community Facilities in Industrial Housing:

- In order to ensure that essential facilities such as schools, parks, playgrounds, shops, community centres, etc.; are provided in all schemes for subsidized housing, the original project estimate should include cost of provision of these facilities also

and that the Central Government should advance loans for the provision of these community facilities in addition to the loan for the construction of the houses; the Central Government may not, however, subsidize the provision of these facilities.

Financing of Industrial Housing Schemes:

- In addition to the present systems of financing housing schemes adopted by the Central Government, it is recommended that schemes such as mortgage insurance as tried successfully by the Housing and Home Financing Agency, should be explored.

Social Organization:

- The town planners should work in close cooperation with sociologists in the plan-

ning and development of industrial towns with a view to evolving happy communities which provide full opportunities for the expression of individual and groups in multiple contexts and in various forms.

Association of the Community in Planning:

- The people should be associated with the planning, development and administration of the townships at all levels and stages, wherever possible, with a view to promoting local initiatives and responsibility.

Holiday Resorts:

- The holiday resorts for rest and recreation of the members of the community should be developed within easy reach.

7th TOWN AND COUNTRY PLANNER’S SEMINAR

Theme	: Replanning and Redevelopment of Cities and Towns
Year	: 16th - 19th October, 1958
Venue	: Jaipur
President	: Mr. Walter S. George



The 7th Town and Country Planner’s Seminar was held at Jaipur, during 16th - 19th October 1958 on the theme “Replanning and Redevelopment of Cities and Towns”; which was inaugurated by His Excellency Shri Gurmukh Nihal Singh, Governor of Rajasthan who noted that our cities have a tendency to sprawl out in a haphazard and ugly manner. There has also been a steady drift of the rural population to the towns due to economic and other factors. The villager when faced with unemployment and under-employment tries to see his living in the cities. Unfortunately, the rural areas do not provide much amenities and attractions that the cities provide. The villager in spite of the hardships and poor living conditions in the city that he has to put up with, finds city life less humdrum and more gainful.

The influx of the large number of our people after the partition of the country to big cities has further aggravated the housing problem. With the concentration of large scale industries in urban areas, this trek of villager for work to the cities is bound to continue. All this has presented a ticklish problem for our administrators and town planners, for even in some of the new towns the basic civic amenities are missing, and slums are growing up. It is therefore, ITPI consisting of experts should examine developing satellite townships and garden cities, with adequate transport and other facilities, to ease the over crowding in big cities. It is also important to prevent the springing up of new slums as haphazard and uncontrolled expansion of cities through feverish building activity is bound to prove uneconomical in the long run. The recent trend,

as in other advanced countries, that all big cities should have a master plan is therefore, to be greatly welcomed, because it is necessary to plan the growth of towns properly with adequate arrangements for amenities such as water supply, drainage, roads for modern traffic (including inter-linking roads) lighting, etc.

Mr. Walter George, President, ITPI in his presidential address noted that Jaipur is a perfect sample of how town planning changed and progressed, by comparing Jai Singh's city with the older city of Amber, built 700 or 800 years earlier, as a city of an older pattern build more for defence; the other is less concerned with defence, but planned for more civilized living.

In the beginning, the "Priest Kings" were the planners, but after a time, technicians emerged.

We speak of town planning as the work of a "team" and it very definitely is so. No one man can know all the "disciplines" that are now necessary to be appreciated by a town planner; the profession is so young that it is still felling it's way, and learning by practical experience, which is undoubtedly the best of all teachers.

The first step in any process of town planning is to record existing facts, and get together the necessary data. This is a fact-finding and analytical problem. The second is to consider both present and future needs which is also partly analytical but also involves imagination of a high order. The third is to take all the data so obtained and begin to plan, which involves putting lines on drawings. A hard line is far more definite than any work, as it is the beginning of hard physical fact and thus is an act of creation.

Who shall begin to put definite lines on paper? One man only can hold a pencil, not a group. During discussions within the group, each member will have given his own ideas relating to his own speciality and also some general agreement will have been reached on what

general lines each speciality shall be dealt with, but these have now got to be brought together in one balanced whole and the very first lines put on a plan will begin to crystallize that whole. This process needs to be begun by a smaller group. The administrator might be present, but the pencil should be held by the town planner, as he has a fuller picture of the whole, but is not specialized in any part, as a rule, though if he be also a practicing architect or engineer, he is better equipped. The engineer should be there, representing a whole group of specialized engineering services. The architect should also be there, for the final aim of the operation is buildings to live in and to work in, and the manner in which these physical facts will be dealt with, will decide whether the town will become a pleasant place in which to live and work. When these three have made a draft sufficient to form the basis for further general discussion, then the other disciplines should be called in gradually. The plan will take shape possibly through many revisions, until all are satisfied that the best possible and balanced result has been attained. There are bound to be many compromises. No one consideration can over-ride the rest, but the best possible over-all solution should be arrived at. There is no room for individual opinion. Nothing should be decided by caprice, but everything should be decided by justifiable reason touched by imagination and human feeling.

ITPI have drafted and also sent to the Government of India, a model town planning act, which might be applied to the whole of or any part or state of India, as without any legislation, town planners can do little.

A great deal of confusions, however, persists in the minds of the public and in the minds of some of those who control us, in the matter of town planning, and it is one of our duties to dispel that confusion. Only a few weeks ago, an administrator said to him that no two town planners seemed to think, alike, but

each gave different advice. To that, the reply should be “so do scientists and Chiefs-of-Staff, and the list could run right through the list of professional men”. The facts are that there is general agreement on principles, but their application will naturally vary as individuals vary. There is no room in town planning for any decision based on caprice. Everything should be decided by hard facts, and be capable of reasoned justification, but also the imaginative handling of the whole is necessary, as human nature demands that a man’s home and its surroundings must be pleasing, and there lies the difficulty. Tastes differ; so many men, as many opinions. A balance must be found in all that concerns town planning.

Planning should be for the people, not for the planners, and in order to obtain this, the interest of the people should be awakened and they should have a voice in the planning and control of their own neighbourhood. A city is a body made up of cells, and if any one of the cells are unhappy, the city cannot be wholly healthy.

Of course, some over-riding control is required as to keep the whole together, but that whole should consist of a series of cells or “neighbourhoods” each with its own smaller “Council”, administering its own areas under the higher supervision of the larger controlling body. Such bodies have to grow, and learn by growing, so the earlier a beginning is made, the better. The aim is declared; it is that of a social democratic state, and much of the essential machinery for this has yet to be created. A back-ground exists; *panchayats* are indigenous, and are being given increased powers in the rural areas. Do we not also need a parallel in the urban areas? Some form of community development seems essential. Cities are built up of a mass of smaller cells or communities, and unless we, as town planners can get to know the needs and desires of those communities, preferably direct from the people, we shall fail.

The past should be studied and built on, but copying and revival are fatal in town planning, as they are in architecture and language: these things grow, of their own life, derived from the people; we can help by guiding that growth forward, not backward.

Whatever survey is required for the development or redevelopment of a town or city should be wide enough to cover not only the city, but the whole of the area which surrounds and will be affected by it. Neither town nor country is separate; they should be considered as a whole.

The exhibition organized on this occasion was inaugurated by Shri Nathuram Mirdha, Honourable Minister for Public Works, Government of Rajasthan.

RECOMMENDATIONS

Basic Survey, Research and Analysis:

- The Institute may urge the Planning Commission to consult and associate town planners in the urban studies and surveys undertaken by the Commission with a view to correlating socio-economic aspects with physical features so that the data so collected and analysed would be available for the use of planners in the preparation of development schemes and master plans for various towns and cities.
- ITPI to prepare suitable proformas for land use, housing and socio-economic data with explanatory memoranda to be used for the surveys of blighted areas while undertaking redevelopment of such areas in towns and cities.

Census Data, Collection, Analysis and Publication:

- A study of regional trends and differences in rates of urbanization provides a sound basis to plan town and country and inter-town relations. Basic surveys of cities and their fringe areas and also all urban centres in our country are necessary to

understand fully the urban phenomena and the process of urbanization. It was realised that the available basic data on urbanism are not adequate and much time is lost in collecting basic data. Moreover, data on cities and towns in our country are scattered. The Seminar, therefore, recommends to the Census Commissioner of India:

- o In the 1961 census, a new question be asked on migration in order to collect data on rural, urban and inter-urban migration;
- o In the cities, basic data about housing (like number of dwellings in each floor, habitable rooms in each floor, type of structure, etc.) be collected on a sample basis;
- o Data about the economic characteristics of the population and also about the migrant population be presented by age and sex wise;
- o Separate City Census Handbooks on the lines on District Census Handbooks of 1951 be published containing:
 - Map of the city showing its different census wards, boundaries and main streets, and
 - The area, population and other census data for each ward.
- o A Census Manual be prepared giving the concepts and the definitions used and the tabulation scheme adopted in the census; and
- o A separate volume be preferably prepared giving census data for only the towns and cities in India.

Circulation and Movement of Traffic:

- The central and state governments should set up full City Traffic Engineering Units in all major cities to co-ordinate traffic planning, engineering and administrative measures.

- Adoption of uniform traffic signs and signals prepared by the United Nations Organization be accepted.
- Redevelopment of cities and towns should give important consideration to cycle traffic and plan express cycle tracks thus, alleviating traffic congestion.
- Redevelopment of cities and towns should give important consideration to the design of inter-sections suited to mixed traffic conditions by such devices as channelization, pedestrian crossings, storage lanes, etc.
- Parking provision for fast and slow moving vehicles should be made based on a standard of net carpet floor space to parking area requirements. Such a standard should be set for major cities after adequate parking survey to determine the needs.
- Municipal corporations and municipalities should be urged to regulate road side fixtures like street lighting, street furniture, road side advertisements, for safe and efficient movement of traffic.
- City enforcement authorities may be urged to intensify their action against encroachment and obstruction by hawkers, vendors and cattle, with special reference to major roads.

Implementation of Replanning and Redevelopment Programs:

- Replanning, redevelopment and rehousing programs are not only essential requirements of our fast growing towns but a precondition for the stabilization and development of our urban economy. Housing and employment centres in healthy surroundings are a basic need and should be recognized as an important obligation of a welfare state. This assumption should govern the policy of the state and Union Governments in matters of finance, administration and legislation.

- Redevelopment of internal areas apart from being a financially deficit proposition, involves displacement of population. It is also necessary to take steps to meet the requirements of a fast growing urban economy to prevent further deterioration in the central areas of the city. Replanning and redevelopment schemes can, therefore, proceed only side by side with controlled expansion according to the master plan or development plan, which should provide for a coordinated pattern of internal replanning by stages linked up with program of outer expansion.
- The preparation of the master plan and its integration with the replanning and redevelopment of internal areas no doubt requires high technical skill but also calls for the continued association of the people. The responsibility for planning, development or redevelopment and its implementation must, therefore, rest with a statutory local authority designated for the purpose by the state government. It is essential that such an authority should have a strong administrative and technical set up.
- The plans should be drawn under the general guidance of the state planning organization. The latter should also be entrusted with the preparation of plans for the local authorities which may not be equipped with requisite technical staff. The state planning organization should also co-ordinate plans of adjoining local areas and also deal with matters arising out of local plans in relation to state or Centre Government establishments situated in the area.
- It has been recognized by the Local Finance Enquiry Committee and other committees and commissions that the resources at the disposal of local bodies are utterly inadequate for implementation of schemes of slum clearance or replanning and redevelopment of internal areas and these should be suitably augmented. This may be undertaken in the following manner:
 - o Taxes at present accruing to the state and central budgets but having local character and involving a burden on local services should be allocated to local authorities wholly e.g. as in the case of entertainment tax or by a partial grant e.g. as in the case of sales tax or a tax on capital gains of a property;
 - o Imposition by local bodies of such taxes as have not so far been exploited although they may lie in the local sphere such as drainage tax, and advertisement tax or a tax on trades, and professions;
 - o Imposition of railway passengers tax and making the income available to the local authorities concerned; and
 - o Grant of subvention by the centre or state governments in lieu of municipal taxation on their properties equivalent to the taxes levied by them on private properties.
- Loan assistance as a long term basis should be made available to the local authority for financing redevelopment projects.
- In view of the increasing needs of the local authorities a periodic reassessment of their financial requirements is essential. It is, therefore, suggested that a local finance committee be set up at regular and specified intervals to examine the changing financial needs and relationships.
- To safeguard against the neglect of long term projects of redevelopment and to enable the local authority to meet any deficits on the execution of such schemes a development or improvement fund for each city should be created and placed at the disposal of local authority respon-

sible for implementation. This fund may consist of:

- o Betterment charges;
 - o Duty on transfer of property in the local area;
 - o Receipts from passenger tax;
 - o Statutory municipal contribution at a specific reasonable percentage of the annual assessed rental value or of the gross revenues of the local body; and
 - o Receipts from entertainment, electricity and other taxes allocated by the state governments.
- Most states are without a town planning law. This should be enacted without delay to provide a statutory basis for the city development plans giving adequate powers to the local authority not only for regulating future changes in land use but also for removal of existing non-conforming uses. State planning law should also provide specially for statutory fixation of compensation of slum properties. The model town planning legislation prepared by the Institute of Town Planner's, India has been circulated to all the states through the Government of India and this could be conveniently adopted with such adjustments as may be necessary to suit local needs and circumstances.
 - Control over erection, re-erection and material alteration of buildings through regulations is an important instrument for the improvement of central areas. Building regulation should be brought in line with present day requirements particularly with reference to central areas and strictly enforced. In this context attention is drawn to the Indian Standards Code of Building Bye laws which has been published by the Indian Standards Institution and this code is recommended to the local bodies for consideration and adoption with suitable adjustments.

Development Plans and Redevelopment Schemes:

- Replanning or redevelopment of towns and cities involves very detailed survey in regard to economic, social and physical facts and the changing trends of these factors. Such surveys will require qualified personnel, adequate time and arduous, patient and intensive work on the part of the planners. This means that it will not be possible to hurry replanning and redevelopment of the towns without overlooking many important factors which may later tend to defeat the very purpose of planning.
- The methodology that is being adopted by the Town Planning Organization in Delhi in tackling the Greater Delhi Plan should be of great interest and value to other cities and towns in India, in evolving methods for similar surveys which they will carry out and the analysis that they would undertake. It would, therefore, be desirable if the methodology adopted by the Town Planning Organization of the Ministry of Health could be prepared as short report and made available to all the local bodies through the courtesy of the Institute of Town Planner's, India.
- Part of the implementation of master plans, if not the whole, can be carried without waiting for the legislative authority, through persuasion, agreement and civic participation.
- The replanning of towns and cities have to take note of the influence areas of town, and where these influence areas extend to more than one state, the necessity for establishing a coordinating body between the planning authorities of the two or three states will be necessary. Such coordinating planning body must ensure continuity in planning programs and planning actions.

8th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Planning of Metropolitan Cities
Year : 19th - 22nd October, 1959
Venue : Bombay (Mumbai)
President : Shri S. K. Joaglekar



The 8th Town and Country Planner's Seminar held on 22nd - October, 1959, on "Planning for Metropolitan Cities" at Bombay was inaugurated by Shri Y. B. Chavan, Honourable Chief Minister of Bombay, on 19th October, 1959. While inaugurating the seminar Shri Chavan pointed out that the preparation of development plan for each town or city is the need of the time. In the absence of such plans, our towns and cities have suffered a great deal. During the years of War and thereafter, there has been a large-scale drift of population from rural areas to towns and cities due to various factors, this drift still continues. The result is that there is overcrowding in the bigger towns and cities and a number of slums have been created. The problem is not peculiar to this state, but exists in all the large urban centres in the country. This national problem needs immediate attention and requires remedial measures.

A town is a place for urban living wherein the inhabitants should be able to lead not merely a useful, social and collective life, but also a happy and healthy individual life. This conception, to my mind, is very important, he said. The town-planner, however, is concerned mainly with the creation of physical shape and pattern necessary for such living. What then are the factors concerning the physical arrangement of the town that must be considered if we are to build good towns in future or to improve the existing ones? To lead a satisfactory life, the individual needs healthy and pleasant living conditions in and around his home. He also needs facilities for education, recreation and social life outside the home. Further, if he is to enjoy these facilities, they must be provided in such relation to

the place where he lives that he can use them without undue expenditure of energy, time or money. For the same reasons his home needs to be sufficiently near to his place of work.

In planning we must also take the economic aspect of town planning into consideration, so as to make the development plans realistic and capable of implementation by the local authorities whose finances are generally limited. What is even more important is that steps should be taken to ensure the requisite degree of cooperation between the different agencies involved i.e. government departments, local authorities, public utilities, department, etc. A comprehensive piece of positively good planning may be wrecked by a piecemeal or isolationist approach or by lack of coordination between the various agencies.

Shri S. K. Joaglekar, President, ITPI in his address highlighted that there is an urgent and immediate need for a coherent "National Physical Planning Policy" to be formulated and pursued. The vital role of town and country planning has come to be recognised rather late and a great deal of damage has been already caused in the land-use pattern by the various developmental activities. We shall not be too late if we start now. We, technicians are caught in the wake of unprecedented hurry as a result of political pressure and we must take care of that, because we are starting late, we should not rush too headlong.

It is most fortunate that the Government of India has set up the Central Regional and Urban Planning Organisation (CRUPO). It is the job of this agency to take the lead and with

the help of the profession and work as quickly as possible towards the establishment of a coherent national physical planning policy.

Let us look out for the citizen who has a genuine civic sense, who is prepared to honour our cycle tracks, carriage-ways and foot ways. Let us look out for a citizen who has the political integrity to recognize the genuine need of slum clearance and not use city planning as a tool of political intrigue. Let us be, yet humble enough to recognize the need of housing of the humblest.

Citizen participation in a city plan is something to be devoutly aimed at and not ignored as something secondary. Nevertheless a good citizen is made and not born. And to make a good citizen, the idea of civic sense has got to be infused and inculcated at the basic education stage. In fact a general sense of awareness about town planning should be created in the entire educational system by introducing certain lectures and subjects on road safety, environmental hygiene, etc.

The Third Five Year Plan will hopefully make ample provisions for major and minor multi-purpose projects. This will normally include suitable provision for setting up townships, factories, etc. But what would appear to be lacking is the coordinated and coherent approach.

Any consultation on town planning matters should not be considered financially as superfluous or supercilious, but vital and fundamental, because planning fundamentally aims at, money rightly spent for right purposes at the right time and at the right locations.

Administratively it has been time and again emphasized that all aspects of town and country planning should be under the control of one department and preferably under one ministry. The fact is that town planning is encompassing total activity and that there is hardly any ministry or department which is not one way or the other involved in the

location, sanction or implementation of any scheme. Planning, therefore, has to pursue the line of least resistance without hurting the feeling of a senior colleague or a junior partner in the government.

The other problem pertains to metropolitan areas like Bombay, Calcutta, Madras, Delhi, etc. Have our present metropolitan areas reached a saturation point or must we consider them as ever growing entities? Calcutta today presents a spectacle of an urban tragedy awaiting a dramatic anti-climax.

There should be a virtual ban on the expansion of industrial capacity in the major metropolitan areas of Calcutta, Bombay, Kanpur, etc.; where industrialization has already reached a saturation point. A more positive measure would be to encourage the industrially underdeveloped states to set up areas for industrial development.

Shri Y. B. Chavan also inaugurated, the town and country planning exhibition organized on this occasion.

RECOMMENDATIONS

Methodology in the preparation of Development Plans:

- A well balanced development plan for a city, town or a village should be based on accurate data. This data in turn depends on the methodology adopted in collecting the basic and subsidiary data in the quickest, easiest and most rational way.
- The scope of each survey undertaken will naturally vary according to the nature of the problem which a particular urban or rural area faces. Nevertheless, surveys carried out must be comprehensive in their approach.
- The most accurate source of information that has been helpful so far for the planning in the country has been the Census figures which are made available once in 10 years. Added to these are a number of agencies

which have been collecting information and have found very useful, such as the National Sample Surveys, Research Program Committee of the Planning Commission, National Council of Applied Economic Research, etc. Thus, there is an urgent need for systematic channelisation in the collection and analysis of this data by permanent agencies both at centre and in the states. There should be close collaboration between these agencies so that information would be readily available to the planner for preparing the development plans. The survey maps for most towns and cities are outdated, they should be brought up-to-date as soon as possible.

- For a methodical collection of data a well trained staff is necessary familiar with the fields of activity, prominent among them being an engineer, a sociologist, an economist, a valuation expert, a traffic expert and a town planner. These groups should not function on an adhoc basis for a few particular cities. On the contrary they should form a permanent part of the state planning department. Therefore, it is important that permanent organization exclusively charged with the task of collecting data helpful for regional planning as well as for planning of urban and rural areas should continually be working as a part of the state planning department.
- In spite of the best efforts, usually information needed by the planners is not readily available; if available, not in a complete and comprehensive manner. Sometimes, even the state departments who as a matter of routine should maintain statistical data are not able to do so.
- There is a need for enlarging the scope of development plans in the context of the regions in which the cities are situated.
- While locating industries it's effect on the physical environment should be taken into consideration.

- Decongestion of existing cities including the decentralization of industries, as well as dispersal of population with a view to creating socially satisfying environment for the people living in and around the cities be considered.
- There is a need for adopting a national policy of building new towns relating them to the resources of the region and for encouraging coordination among them on a regional basis.
- The planning norms and standards suggested in the various development plans are so diverse that it precludes the possibility of establishing definite standards which may be applicable to all communities. Standards have to be evolved after a thorough study of the needs of the people, and the available resources within the area to be planned, for land use requirements thorough investigation bearing in mind the diversity of conditions prevailing in different cities and regions in India.

Implementation of the Plan:

- The preparation of a development plan is a specialized job and it should be handled by a competent body having the necessary experience and technical personnel. It is desirable that the preparation of development plan should be entrusted to a regional or a state town planning organization which should work in close collaboration with the local authority.
- The enforcement and implementation of the plan has to be carried out by an Improvement Trust where it exists or by the local municipal authority concerned. It is, however, necessary to provide for higher regulation and control to ensure the proper implementation of the plan in view of the fact that the local bodies suffer from certain weaknesses inherent in their constitutional set-up. This control may be

exercised by the regional or the state town planning organization department.

- The regional or state town planning organization should ensure coordination and integration of the different activities relating to industry, education and other works undertaken by the various departments within the framework of the development plan. It will also be necessary to set up town and country planning organization at the national level to coordinate various schemes of the different departments at centre and the state levels so as to relate them to the requirements of the city plan.

Financing:

- It is an admitted fact that the resources of local authorities are generally inadequate for carrying out various capital works essential for the execution of the development plan and often remain unimplemented or their implementation is inordinately delayed for lack of finance.
- The financial liabilities of a local authority may be related to:
 - o The maintenance and improvement of existing municipal services;
 - o Extension of existing services to the newly developed areas, and
 - o The provision of new services to the whole town.
- The cost of maintenance of existing services should be met from local taxation, the capital expenditure involved in extension of existing services and provision of new ones has to be provided by a system of loans and subsidies.
- The self-financing projects may be met by long-term loans to the local authorities, grants-in-aid should be provided for development projects which cannot repay for themselves.
- It has become increasingly difficult to exploit new sources of revenue. It is, therefore, recommended that the financial resources of local authority should be supplemented by:
 - o Transferring certain specific sources or revenue to the local authority as recommended by the Local Finance Enquiry Committee and Taxation Enquiry Commission;
 - o Sharing the costs of development by the central and state government; and
 - o Providing long term loans on easy terms particularly for financing major projects of arterial roads, extension of water supply and laying of trunk water supply and sewage mains for the completion of at least the broad framework of the development plan.
- Suitable town planning legislation needs to be provided for the control and regulation of development in conformity with the development plan of a town, and no compensation should be payable for refusal of permission by the local authority to carry out development or to change an existing use contrary to the development plan.
- In any detailed town planning and development scheme the properties left out of acquisition within the scheme area or lying within a specified distance of the scheme boundaries should be subject to the payment of proportionate development charges for the improvements proposed to be carried out and services provided or extended. The development authority should be entitled to levy a betterment charge arising out of the appreciation in value due to change of use provided for under the scheme. It is, however, suggested that the owner, whose property is subjected to such development or betterment charges should be allowed, a proportionate increase in the old rents payable by the tenants of such property

in the event of the benefits being passed on to the tenants.

Housing in the Development Plan:

- At the policy making level i.e. in the Central Government and in the state governments, it would be advantageous to set up separate Departments or Ministries of Housing and Town and Country Planning. At the local level of execution, it would be advisable to set up a coordinating machinery which will provide for continuous usual consultations between the different local authorities and agencies operating in their respective sectors of civic life in that city.
- One of the limiting factor of house building activity in most cities at present is the inadequacy of ready developed land, therefore, all town authorities should take measures for providing developed building sites in advance of house building activity and as an incentive to such activity.

Zoning Laws and other Legal Tools:

- The preparation of physical plan of a town is useless unless these plans are implemented. Provision of means of implementation and also the legal tools which are an essential pre-requisite both to the preparation of a plan and to its implementation. The Seminar was in favour of acquisition whenever a public purpose demands it, it is convinced that even when land is not acquired but remains in private hands, there must be an explicit or a tacit recognition of the fact that such rights of private ownership are to be regulated by the needs of public convenience, national economy, and beauty and subordinate to the requirements of public welfare. Article 15 (1) (f) and (5) of the Constitution definitely lays down private rights of property are to be subjected to reasonable restrictions in the interest of the general public.

- The Seminar also recommended Union Government to come forward and appoint a high level committee or commission to go into all the aspects of the question and frame a Model Bill which may be circulated among the states who have not already passed such law, for their adoption with or without modifications as they think fit. There are three advantages for the step suggested:
 - o It will secure a certain basic uniformity in the laws of the different states even when there is variation in details;
 - o It will enable consideration of the difficult constitutional points involved to which reference has been made above at the highest possible level; and
 - o It will also tend to ensure better co-ordination between the centre and the states and minimize the changes of conflict.
- One major enactment must be a Town and Country Planning Act which must provide, *inter alia*, for the agency which should prepare the preliminary plan, publish it and hear objections and prepare a report for the consideration of the ultimate authority whose approval would make the overall plan final and conclusive. In the opinion of Seminar that agency should be a state appointed body of experts, while the final approval should be entrusted to a high level tribunal (not necessarily consisting of judicial officer) so as to ensure that planning is insulated from politics. It should also provide for a control of land use and buildings, designation of lands, i.e. reserving them to different kinds of uses, ensuring how non-conforming uses may be gradually culminated and making it obligatory that all future developments of lands should follow the prescribed pattern with only such an amount of flexibility in its enforcement as may meet hard cases without doing substantial alternation of the pattern. The act should also provide

for periodical review of master plans in order that they may adjust themselves to changes that have occurred through efflux of time.

- The existing law embodied in the Land Acquisition Act of 1894, should be reexamined in order to enlarge the definition of “public purpose”, if necessary, and to

ensure that acquisition is expected that compensation while being not unreasonable is not so prohibitive as to frustrate all attempts of rational physical planning, and that there may be deferred payment or payment spread over a number of years in order to ease the burden on the planning or the executing authority.

9th TOWN AND COUNTRY PLANNER’S SEMINAR

Theme	: Role of Development Plans in Guiding the Future Growth of Cities and Towns
Date	: 15th - 18th September, 1960
Venue	: Bangalore (Now Bengaluru)
President	: Prof. T. J. Manickam



The Ninth Annual Town and Country Planner’s Seminar held on 15th - 18th September 1960, at Bangalore was all the more memorable as it coincided with the 100th birth-day celebrations of the great engineer - statesman and fellow of the Institute, Dr. M. Visvesvaraya. Members of the Institute of Towns Planner’s, India. Planning Officials from all over the country hastened to pay their homage to this beloved national personality who symbolises all that planning means and achieves. The Institute on that occasion expressed it’s appreciation by presenting an address felicitating Dr. M. Visvesvaraya on his successfully completing a 100 year of selfless and devoted life in the interests of the nation.

Shri Jawaharlal Nehru, Honourable Prime Minister of India, in his inaugural address on 15th September 1960, stated that town planning in India is really not a new kind of activity and yet it is only recently, and any measure of wide attention has been given to it. Ofcourse, there has been town planning here in cities from ancient times. Perhaps, one of the most notable instances of town planning in India, is the city of Jaipur when some 200 years ago, Raja Jai Singh planned the city after taking the trouble to send his people all over Europe to have a look at the cities of Europe and bring their plans.

In spite of all this fact, it is fairly recently that some marked attention has been paid in the states, barring some individuals interested here and there, to town planning. Even now there are not many trained town planners in India. We have of course excellent engineers and we honour them; but it does not follow that a person who is an engineer, a very good engineer, is necessarily a town planner. He remarked that in the centre, we should continue to have a permanent planning organisation. We have since built up such an organisation of a high order for the city of Delhi. Some such organisation might well continue there, not only for Delhi but also to give advice for any part or any city in India. There should also be regional planning organisations in state or otherwise, but the centre should make itself responsible for these for a variety of reasons. The centre should ofcourse be intimately associated and if they have a Central Planning Organisation, it should continue, naturally it’s help will be available to any region. But the state governments should build up their own regional organisation.

That experience has been gathered by some of our young planners in Delhi in the past five to

six years. It would be a pity to break up that organisation and would therefore, continue and be available for consultation for work in any part of India. In addition to this, there might well be regional organisations which have to be built up, and said that the demand for organised planning will grow in India.

City and town planning and in a sense general planning for a country's growth-industrial or otherwise, is now a concept well recognised all over India. In our National Planning Commission's Five-Year Plans are recognised, although the full significance of planning is not always understood or appreciated. It is not merely making a list of things to be done, making a list of factories to be put up, dams to be put up or other things of that type. It is an integrated process of the nation's development and not one-sided, not even in regard to town planning. There is not enough realization of its importance in our premier authorities in states, town and municipalities and the rest. Some people are interested vaguely but they do not realize the very great importance. Many of them may think that town planning is a good thing but rather an expensive luxury and, therefore, cannot afford it, but this is not true. Indeed, real planning should not be expensive. It may be economical indeed. But certainly in terms of human welfare it is not at all expensive. It is by far the most economical thing you can do.

Proper planning of cities, proper and spacious places to live in, open places and all that, would go a long way to create a healthy atmosphere for living, which is of greatest importance. In the case of a factory, we talk of production or to increase our production. True, that is of basic importance. But production depends not only on the training you give to an individual but also on the environment in which he works and lives. This is of great importance. It is a fact and it has been definitely proved where the environment becomes better, the work becomes better, production becomes better. So we see economically it is

a paying proposition for an industrialist or for a state to provide that environment and those amenities which on the lowest, plan produce better work and lead to greater production.

Prime Minister also mentioned that Bangalore is his favourite city and a very charming city, comprising of many things - industries, scientific Institutions and gracious buildings, more important not palace or even institutions, but flowers and noble trees. It angers much when people cutting down old trees. This sense of growing trees should be developed in India. Planners should develop, a very strong scientific or biological concept in the mind of men for space, gardens, trees, flowers and the like.

In our rapidly developing and changing India, we should pay enough attention to urban and rural planning. The fact remains that a very large proportion of our population lives in the villages and it is to the extent that we better the village, that we help this 70 to 80 per cent of our population. It is very important to stop the drift from the village to the town. You cannot do that by telling people not to do it, because the town is more attractive; it affords more conveniences and opportunities. Therefore, we have to take the amenities, some of the simpler ones, and the opportunities to the village, to make it a worthwhile place to live in. Small towns are at the present moment rather in a bad way. Between village and big towns they tend to disappear. In Western Countries more especially in highly developed communities, they have a very special problem of the disappearance of small towns. Villagers within say 100 miles of the big city, even though they live in the countryside, look to the city. It is not easy for a town planner to develop villages; for one thing rural development requires rural electricity, and other services. First of all, the local people in the village should be infused to participate and feel that they are building something for themselves. It is not possible in any major work, whatever it may be, for you to impose from above by governmental means.

Whenever you do something which concerns millions of people, the millions must come into the picture and do it, no doubt with guidance from others. One of the major objectives of the community development movement has been to create this urge for self-development, with the help given. Secondly, it is important that the type of work and improvement that we do should bear some relation to the conditions we have in those rural areas. One can not be good planner suggesting something which is to be imported from long distances. He must use local materials. We should think of providing local materials in a modern way. Local materials, does not mean we should build mud huts, but we should use local materials in a new way with new processes which can easily make them cheap and relatively attractive. Attaching importance to attractiveness, he said with some diffidence our artistic tastes have deteriorated terribly. More especially our middle class, the kind of community, have got deplorable taste. It is very bad. Some of the moneyed people think that money is a test for art and beauty, which of course it is not. It is normally the reverse of it. Now we should develop artistic taste again, because even now our village people or village women have an artistic and aesthetic sense in their clothing and in the colours they use, they blend well; not the middle class people. Some of them have ambitions to copy something in London or Paris or New York, which is very beautiful in New York, London or Paris, but when transported to India does not fit in at all even from the point of view of being beautiful. It is the middle class who have lost it and we should get it back again. In all these matters lack of artistry, lack of aesthetic sense inevitably leads to a measure of vulgarity, which is bad of course. All these theories are relevant to town planning because it is not merely a house, it is a home; it should be a home; it should be a reflection of the personality of the man and man is conditioned by his house and the house is conditioned by the man. A simple hut, even the mud hut of a peasant, may be of artistic

creation and the big palace may not be, as it often is not.

We have the problem of growing population and vast numbers of people live in cities. Old bungalow type of residence is likely to become more and more difficult, take Delhi for instance. Ofcourse, we have to think much more in terms of public transport. You hear today that we are trying to develop a cheap car. That will turn out to be a good thing. What is more necessary is the cheap public transport. In Paris or London, everyone whatever his status travels by public transport. It is considered here an insult for a superior person to go in a bus; not so in London or in Paris; everybody travels either by underground train or by bus, that should be the case.

What about the growth of population? This type of bungalow life will become more and more difficult, whether you are at Delhi or elsewhere. Apartments, flats or whatever you call them are more or less self-contained, comfortable to live in with no great need for servants. Servants are getting frightfully expensive. It is very good that servants become more and more expensive. We shall learn to do things ourselves. We are thinking more and more in terms of apartments comfortable self-contained apartment which a husband and wife can run easily without servants. Now the apartment requires good planning. If there is space for a house, you want space for the community. We want parks and spaces for these people who live in closed up apartments so parks and open spaces become very essential. Another thing even in all old cities our roads are very narrow and traffic becomes congested. In London, Paris and Rome it is hardly possible to move. There is so much as everybody has got a car. Our roads are narrow and when we build new roads, we forget the fact that we live in a age of swift transport by automobile and the rest. In Bombay, good roads generally speaking are not broad enough. But in the outskirts of

Bombay, if the corporation builds a narrow road, 10 years later major houses are built up and it becomes the centre of the city. Then the road is too narrow and they cannot knock down the house. In fact it is very difficult for the planner, therefore, you should plan ahead.

Planning means perspective planning, looking 20 to 30 years ahead. Every municipality and corporation should build wide roads. In fact, space must be left for expansion, which is most important. You will look ahead and that you will help in producing an atmosphere in India which will understand town planning which ultimately require the services of more and more town planners. Agreeing to the reference of President, ITPI to the steel towns of Durgapur, Bhilai and Rourkela, he said it is important that whenever any large undertaking is put up especially one which involves housing, town planners should be associated.

After the inauguration the Prime Minister opened the exhibition on town and country planning, which presented a cross-section of town planning and housing activities taking place in the country in the different states, different towns and cities.

In his address Shri N. Madhava Rao, Ex-Dewan of Mysore mentioned that the days are long past when a civil engineer, with the aid of his office draughtsman, could take up the preparation of plans for city improvement in his stride and any municipal or government authority was considered competent not only to vet these plans but to re-orient them according to their tastes and ideas. Town planning is now recognised as an expert business which, along with engineering and architectural techniques, calls for a specialised study of the varied needs, immediate and future, of modern communities.

The rapid deterioration of towns during recent years has awakened the public to the urgency of measures for promoting orderly development of urban areas. The circumstances seem, therefore, to be favourable for fresh and systematic

effort in this direction. In some states substantial progress appears to have been made in preparing and executing town planning schemes. But in others no effective steps have been taken. With the assistance which the Central Government are proposing to give, it is to be hoped that no further time will be lost in preparing master plans for all big towns and cities. Without such plans, town improvement and housing effort would lack perspective and coherence.

Prof. T. J. Manickam, President, ITPI in his presidential address stated that during the First Five Year Plan there were some significant development in the field of physical planning. The major activity in planning was brought about by the Community Development Schemes and National Extension Program, in the rural areas. The community development schemes continued to play an important part in the redevelopment of rural areas during the Second Five Year Plan. The two towns constructed during the first Plan period were: Nilokheri and Faridabad both to rehabilitate the displaced persons from Pakistan. Nilokheri was established to serve as an educational-cum-training centre, whereas Faridabad was located to the south of Delhi as a self-supporting industrial community. Though these two towns cannot be considered as major town planning achievements, at least this could be said about them that they were experimental projects and much experience was gained by these projects. During the same period, the Capital Project of Chandigarh was envisaged and developed. This capital project, which offered a source of inspiration to many young architects and town planners, is even now a subject of inquiry and interest to the planners and architects all over the world.

During the Second Five Year Plan the most significant step in urban planning is the preparation of the Master Plan for Delhi. For the first time in the history of our country, modern technological process has been adopted to prepare a comprehensive development plan for the national capital of India. This has been prepared by a team of experts-both Indian as

well as foreign, on the whole, it is a creditable work, and it is our earnest hope that the Master Plan of Delhi will be adopted by the government for implementation. Mere preparation of master plans is not enough. They should be implemented; and to implement them, there should be a planning organisation.

The Third Five Year Plan again emphasises on industrialization. Due to industrialization, large scale urbanisation is considered inevitable. The main factor which draws rural population to urban centres is the hope of getting better employment, better conditions of living and amenities. Due to industrialization there will be a marked increase in urban population. This phenomenon of urban growth will pose a problem of providing adequate housing, services and community facilities, which in all the towns of India are already short of the desirable minimum standards.

He then suggested that a Committee of Assessment be appointed by the government to assess the experience of our town planning work in the past ten years and to recommend policies and programs for future activities for the coming ten to twenty years. For implementation of planning proposals satisfactorily, it would be necessary to enact planning legislation, to establish permanent Town Planning Organisations and also to employ capable and adequate number of sociologists to educate the public and to explain the development plans and their benefits to the citizens. He also insisted on the employment of a physical planner for all major schemes of development, to avoid expensive corrective operation later on.

The Technical Sessions were formally opened by Shri B. D. Jatti, Honourable Chief Minister of Mysore who underlined that people look to planners to improve their environments by providing proper housing conditions, good and clean roads, better sanitary facilities, safe and adequate water supply and civic amenities. He also pointed out that the intensity of the problems faced by cities and towns, are

becoming more and more serious and with rapid industrialization activities in the country, and needs to be addressed in right earnest.

RECOMMENDATIONS

Planning of Metropolitan Cities:

Seminar noted that the metropolitan cities are there and we have to accept them. Planning of metropolitan cities implies an attempt to find ways and means of improvement in the conditions of life created by the growth of the cities.

Transportation in Metropolitan Areas

- Providing parallel service roads, with limited or controlled access features, is considered necessary along national Highway By-passes and along arterial and sub-arterial roads, in order to ensure fast and easy movement of through traffic. The service roads should carry local traffic and provide access to the adjoining properties.
- Adequate land-widths should be reserved for roads particularly in areas where new roads are envisaged.
- "Parallel" development of Industrial areas along the main and arterial roads should be avoided as far as possible. An industrial area should have its own road system and the access from the main road should be restricted to two points per mile.
- Necessary legislation should be enacted with a view to give adequate powers to the Highway Authorities in charge of maintenance of roads in regard to the acquisition of land, removal of encroachment and proper control and regulation of the use of the road and land along the roads.
- It is necessary to regulate location of petrol pumps and where they come at one place in close series, they should have common access road.
- It is desirable to provide separate cycle tracks, where cycle traffic is very predominant.

- Where traffic volumes are likely to be very intense, flyovers and grade-separation devices may have to be considered. For all such measures, adequate land-widths will have to be reserved to meet future needs.
- It is essential to provide facilities for loading and unloading of lorries and trucks at specified places carefully selected in relation to location of business and commercial premises.
- With a view to reduce concentration of traffic during peak hours, staggering of business and office hours may be introduced, within suitable ranges, after duly taking into consideration the domestic requirements of employees, etc.
- Spaces for “parking” of vehicles should be adequately provided for.

Housing and Slum Clearance:

Prevention of Slums:

- As soon as possible a master plan for every fast-growing town should be prepared to guide the future development of the town. Pending preparation of the master plan, an interim general plan may be prepared to guide the immediate developments, taking place.
- Creation of new slums be prevented by preventing blight and obsolescence by acquisition and development of land on a large scale for housing schemes for various income-groups; and
- The existing Building Bye-Laws should be brought up to date, to provide at least minimum standards and to check sub-standard constructions.

Improvement of Slums:

- Existing slums should be improved by preparation of re-development schemes rather than by mass clearance;
- With a view to ensure unified and coordinated development of housing in metropolitan cities, it is desirable

to integrate new housing schemes with slum clearance schemes. It is further necessary to earmark an adequate number of dwellings in new housing developments for rehabilitation of slum dwellers.

Clearance of Slums:

- Where clearance of a slum area is necessary, alternate accommodation should be provided and the new sites should be selected as near to the work place as possible;
- Where the area to be cleared is a private property and the area is required for rehabilitating the slum dwellers for meeting the shortage of community facilities, legislation be enacted, accordingly.
- The Seminar also recommends that for speedy execution of Slum Clearance Schemes and avoiding delays, the Government of India to relax some of the rules so that the state governments may sanction schemes subject to a reasonable monetary limit and also to permit minor adjustments in the schemes, to suit local conditions, without affecting the conceptions of the schemes or violating the basic rules; and

Designation and Delineation of Metropolitan Areas:

- Many of the criteria that had been evolved in Western countries for designating metropolitan areas could not apply to Indian conditions, due to the factors like: high population density, pattern of distribution of urban centres, the level of economic prosperity of local areas, etc.
- Delineating of planning regions, should be based upon a study of “key” and “reflective” elements such as daily communication, social and cultural contacts, wholesale trade and service areas, degree of urbanization, economic interdependence, etc. It is, however, clear that no one set of factors can apply to all regions and the factors to be considered will have to be decided in each individual case.

Planning of Mysore State:

- A comprehensive town planning legislation be enacted in the state of Mysore, as early as possible.
- A metropolitan regional planning authority be constituted with representatives of the municipal corporation, the City Improvement Trust Board, the Housing Board, the Government of Mysore and some of the large industrial undertakings. The organization will have to employ qualified town planners who will be assisted by a team of experts in urban sociology, economics, urban geography, public administration, etc. This town planning team will carry out extensive surveys and studies and evolve a comprehensive plan for the Metropolitan Region of Bangalore.
- The local bodies like the City Improvement Trust Board, the Municipal Corporation and the Housing Board should have Town Planning Cells with qualified town planners, who could advise the local bodies on day-to-day planning and housing problems and also to implement the planning schemes within the frame work of the master plan.
- The planning problems of Bangalore cannot be solved by merely evolving a Master Plan for the Bangalore Metropolitan Region. A regional plan or plans for the state of Mysore should be evolved by the department of town planning with a view to bring about a rational distribution of industries and population.

10th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme	: Planning of Utilities, Services and Community Facilities and their Integration with Master Plan
Year	: 20th -23rd October, 1961
Venue	: Madras (Now Chennai)
President	: Shri C. S. Chandrasekhara



The 10th Town and Country Planner's Seminar held at Madras (now Chennai) during 20th - 23rd October, 1961 discussed the subject of "Planning of Utilities, Services and Community Facilities and their Integration with the Master Plan".

The Seminar was inaugurated by Dr. A. Lakshmana Swamy Mudaliar, Vice-Chancellor, University of Madras, on 20th October, 1961, who stated that it is not as if town planning was unknown in ancient days. In fact Sir Patrick Geddes who came here in the second decade of this century was struck by the remarkable foresight of the ancient people of Tamilnadu in the manner in which town planning was done and in the big temple cities - Conjeevaram and Madurai, town planning would appear to have reached the perfection in those days. In

recent times considerable thought has been given to the planning of new towns.

Although a great deal of attention was drawn to the necessity of proper planning in town and rural areas after the visit of Sir Patrick Geddes and his colleagues, not much headway was made. Even in the five year plans the subject has not attracted as much attention as it should have been. It is no doubt, true that in the First Five Year Plan it was recommended that there should be a national town and country planning act but this has not been seriously taken note of by the states. In this state of Madras, Town planning act was passed in 1920 where-in it was provided that every municipal council should prepare and submit for the sanction of the state government a town planning scheme covering the areas within the limits of the municipality.

If town planning is to be given the importance that it deserves, it can only be if those in authority will see to it that the town planner gets a free hand to exercise their judgment to plan as they feel proper. The development of satellite towns in and around, the dispersal of industries, the need for housing accommodation for the industrial workers, and therefore, the acquisition of large sites even before the industry is located, the necessity to see that proper water supply is ensured, that proper arrangement for drainage is made, that master plans providing for wide roads skirting round the city for through traffic are drawn; these and many other conditions are needed if hygienic and educational problems of the country are to be solved.

Shri C. S. Chandrasekhara, in his presidential addresses mentioned that Third Five Year Plan has recognised the importance of urban and regional planning and has made a specific financial allocation that will enable the state governments and the centre to initiate a comprehensive program for the development of our metropolitan cities, state capitals, port towns, industrial centres and rapidly growing regions. And further added that for an effective translation of the objectives of the plans and programs, it is necessary to translate these into their physical terms and study them on a regional level so that they could be inter-related, inter-woven and coordinated in respect of both time and space.

The regional plans, besides facilitating the drawing up of well coordinated development programs, may well be the basis for the drafting of the fourth and subsequent plans for economic development of this country.

Land, whether rural or urban, has received a large amount of attention during the last ten years. The emphasis on land utilization has varied from time to time. The land that is available is limited. As against 26.7 acres per capita in USSR, 23.6 acres in USA, 38.1 acres in Africa and 125.8 acres in Oceania, India has only 1.84 acres of land per capita and it is imperative that this

limited resource is put into its most profitable use for the country as a whole.

In order that the available land which is being subjected to strong pulls from various competitive uses can be worked into a pattern of optimum use yielding maximum benefits, there is urgent need to draw up a land budget. We may no longer be able to afford the garden city standards of 8-10 houses to an acre; this may have to be doubled or even tripled. Already radical solutions are being suggested the "motoropolis" - a city in which all vehicular traffic will move, as it were, at the first floor level or elevated roads, railways, etc., and the entire ground will be utilized for pedestrian use, for parks, playgrounds and recreation. The rate at which the automobile traffic is increasing leaves no doubt that the future city will be a sort of a "motoropolis" instead of a metropolis.

For the purpose of evolving a policy, we may consider the city in three parts. The first is the "built up area" which defines the present limits of the built-up parts of the city. In many cases this area will be located well within the municipal boundaries; in some cases it may extend beyond also. In this built-up area there may be some vacant plots also. The second part of the city is un-built land within the municipal limits. We may call this part "the urbanized area" meaning thereby that as the town has already extended its limits to those areas, the land there has been urbanized. The third part of the city is the land that is likely to be needed by the city for its expansion in the foreseeable future, say in the next twenty years worked out on the basis of densities, arrived at after a careful assessment of the need to conserve productive land.

An important problem which town and country planning faces to-day is the shortage of personnel. Town planning profession, as such is of recent origin in India. To date there are about one hundred qualified town planners in the country along with a large number of town planning officers, who have had varying degrees of experience in dealing with town

planning problems at the local level. Many of the qualified town planners are employed with government and only a very few, not more than ten, are engaged privately in professional work.

Town planning profession, unlike other professions, does not deal only with one or two disciplines. It is in fact highly specialized work in a multi-disciplinary field and takes into account the basic considerations of economics, sociology, geography, geology, administration, law and a number of other fields. Therefore, town planning cannot be placed on the same footing as architecture or engineering or medicine. A town planner has to combine within himself the skill of an administrator, the astuteness of a politician, the ability of a scientist, and the ingenuity of an engineer, and the breadth and vision of an architect. Further, unlike other technical and technological fields, town planning is not dissociated with administration.

In conjunction with this Seminar, an exhibition of "New towns in India and abroad" was organized to show the planning principles and techniques, which have been adopted in the design and layout of many new towns in India, such as Chandigarh, Rourkela, Bhilai, Durgapur, Chittaranjan; Neyveli and also some of the new towns being built such as Kitimat, Brazilia, Harlow, etc. The exhibition was inaugurated by Shri V. Munu Swami, the Mayor of Madras.

In his address in Plenary Session Shri C. Subramaniam, Honourable Minister for Finance, Government of Madras, called upon the town planners to approach the problem of town planning with an open mind and evolve plans for the Indian cities in a manner calculated to benefit the community as a whole rather than a few individuals or a group of people. Shri Subramaniam said that our country was on the threshold of industrialisation, which had introduced various problems, the most important of which was the urbanisation of the population. People in large numbers migrated

to urban areas from countryside in search of employment. Any plan of urban development should take note of this shift of rural population to urban areas and provide for it.

Smt. Lourdammal Simon, Minister for Local Administration, Government of Madras in her address emphasized the need for conserving land, and judiciously controlling its use by proper planning. She said town and country planning is a function and a science which had play an important role in the well-being of the mankind. She pointed out that the present towns which had grown in an old fashion, were not in a position to face the sudden industrial development as a result of the five year plans and the vast migration of population from rural areas. It was the town planner who was the appropriate authority to coordinate, correlate and functionally integrate the diverse schemes for all units by what was known as "the land-use planning". From this point of view, she said, the town planner had to perform not only the functions of an engineer, but also those of an architect, sociologist, historian, economist, statistician and an artist. She further added that India is in need of a large number of well-trained and efficient town planners. The School of Planning at Delhi and Kharagpur were not adequate to produce town planners in large number which was required. The Minister recommended to start a post-graduate course in town and country planning by the Madras University as well.

RECOMMENDATIONS

Problems, Policies and Program:

- Planning of public utilities and community facilities is not given normally the high priority it deserves, therefore, the public utilities and community facilities should be made an integral part of the master plan and its implementation.
- Adhoc or piecemeal provision of public utilities and community facilities, as is often done, is short-sighted and wasteful. All programs for provision of public

utilities and community facilities should be within the framework of a phased implementation of master plans.

- In planning for public utilities and community facilities, it is necessary to evolve and adopt reasonable standards conceived on a long-term basis and implement according to available resources.
- Financing of public utilities and community facilities should be considered as an integral part of implementation of master plan, which in its turn should form a part of the state and national economic plans, and allocations for the projects should be coordinated within the framework of the implementation program at state and local levels.

Problem of Transportation in Cities:

- Under the conditions prevailing in India, in order to solve the problems of journeys to work, “Mass Transportation” should be given preference.
- Attempts should be made to decrease the length and number of trips by good land-use planning to provide alternate routes and to diffuse the load in central areas by decentralizing centres of employment as a long-term measure.
- In case of existing centres of cities, where it is impossible to house the workers close to the place of work, the following measures are recommended to relieve congestions in the heart of the city:
 - o Staggering of working hours in industries, business and commercial establishments and government departments should be introduced after duly taking into consideration the requirements of employers and employees;
 - o Staggering of timings of educational institutions is also suggested giving due consideration to the age group of the pupils;
- o Where grade-separation is not possible, automatic mechanical controls should be installed; and
- o Cattles should be prohibited from urbanized areas and colonies, and should be established in urban-villages outside the urbanized areas.
- Shops should not be allowed to extend up to the edge of the pavement and the shoppers should not be allowed to indulge in shopping standing on the road or on the pavement. Encroachments including extension of shopping on road margins and pedestrians path should be strictly prohibited.
- To accommodate the peak-hour traffic, which is predominantly in one direction, on certain main arterial roads approaching cities, the lane widths for incoming and outgoing flows may be suitably apportioned depending on volume of traffic in each direction
- Parking facilities be invariably provided in all commercial and shopping centres after proper surveys. In godowns and warehousing areas; off-street loading and unloading as well as parking facilities should be provided.
- On street carrying large volume of traffic, pedestrian, sub-ways or over-bridges be constructed to provide for an uninterrupted flow of traffic.

Planning of Utilities, Services and Community Facilities:

- The planning of public utilities like water supply and drainage and services like electricity and gas should form an integral part of the master plan of a town. The proposals for these schemes should not be treated in an isolated manner. These services, as a rule, should be laid in accordance with the ultimate sections of roads as contemplated in the master plan proposals.

- Planning proposals for public utilities and services should be framed on a reasonably long-term basis, keeping in view the future requirements. However, the short-term plan should not in any way hinder the implementation of long-term plan later on.
- In the dual system of water supply - one for drinking and domestic consumption and the other for street washing, gardening, fire-fighting, flushing and other civic purposes there is every possibility of use of water intended for flushing, etc., being used for drinking purposes, resulting in spreading of water-borne diseases. Therefore, unless it is unavoidable, only one system should be planned. Where raw water is required to be used for street-washing and flushing, etc., it should be suitably treated before supply.
- The planning of sewerage system should always include proposals for proper treatment of effluent before the same is let out, in order to prevent pollution of sources of water supply, surface or underground.
- In order to facilitate implementation of master plan proposals within a reasonable cost, particularly acquisition of land required for various public utilities and services, it is necessary to peg-down the soaring land prices to the level prevailing at a suitable past date.
- The planning standards for community facilities or amenities in respect of health, education, recreation, etc., will have to be adopted keeping in view the local conditions which may differ from town to town. It is, therefore, not possible to prescribe uniform standards. However, general standards suggested by various authorities, including the Institute of Town Planner's, India should be kept in view.
- It is very essential to have a proper legislation to control land-use and development to conform to the proposals contemplated in the master plan. The state governments should be advised to enact suitable legislation for the purpose.
- Pending finalization of the master plans, necessary steps may be undertaken by the state governments to control physical development according to outline development plan.
- Some funds have been allocated in the Third Five Year Plan for the preparation of master plans. Many of the local authorities, particularly the smaller ones, are not able to undertake implementation of master plan proposals due to lack of finances. It is, therefore, essential that the Central Government and the state governments should give financial assistance to local authorities by way of grants and loans to enable them to undertake implementation of master plans.
- There is immediate need to make a proper and correct assessment of the needs of the people in regard to their water requirements, taking note of the future expansion contemplated in the master plan.
- While preparing master plan water supply, proposals taking into consideration requirements of the existing and deficient water supply system should be considered.
- The practice of making a part investigation is considered undesirable; every investigation must be comprehensive. Even if the immediate project is for a part supply only, it should be executed within the framework of the master plan.
- Many irrigation and hydro-electric projects have been executed. Several of these projects seem to have taken into consideration the requirements of domestic water supply. In all future irrigation and power projects, the need of urban water supply, that is likely to arise, should

be taken into account and suitably provided for.

- Practically, in all the cities and towns the growth of population has outstripped availability of water supply and drainage facilities, which has led to not only inadequate quantity of water available to the urban dwellers but also substantial volume of untreated sewage is being let into natural streams. There is also a lack of balance between water supply system and sewage disposal. This situation should be rectified as quickly as possible and an appropriate balance between the water supply and sewage disposal systems should be established.
- In the matter of transmission lines, more particularly the high tension transmission in urban areas, it is found that large extent of urban land is consumed. As far as possible overhead transmission lines for H.T. power should be eliminated in urban areas. In such areas transmission should be only through underground cables, so that valuable urban land may be conserved.
- Industrial fumes, effluent disposal, pollution of water sources and air-pollution still remain uncontrolled problems. With increasing industrialization, these could become a menace. Urgent steps are needed to legislate on the prohibition of pollution of all water sources caused by discharge of industrial effluents into them. Legislation should insist on a proper treat-

ment of the industrial effluents before it is discharged into any water bodies.

Planning for Recreation:

- Utmost effort should be made by the state government as well as the local authority to conserve the existing open space and to maintain them in an aesthetic manner to desirable standards.
- The state governments should also consider the adoption of statutory measures to achieve the above objectives on the line similar to those contained in the proposed Parks and Open Spaces Bill of Madras.
- Emphasizing the importance of the use of water-fronts, where ever available, for rest and recreation the water fronts in urban areas should be developed for non-commercial use and with a view to preserving and enhancing the natural landscape.
- As far as possible the recreational facilities should be located so as to be easily accessible and properly distributed to serve the entire community without creating serious traffic hazards.
- In industrial communities situated in isolated areas, particular attention should be paid to the provision of recreational facilities, such as playgrounds, gymnasias, swimming pools, institutes, etc.
- A network of state and national parks should be developed for recreation, and preservation of wild life, etc.

11th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Planning of Small and Medium Towns and Cities
Year : 9th - 12th October, 1962
Venue : Bhopal, M.P.
President : Shri C. S. Chandrasekhara



At the 11th Town and Country Planner's Seminar was organized on 9th - 12th October, 1962 at Bhopal on the theme "Planning of Small and

Medium Towns and Cities". In his inaugural addresses on 9th October, 1962; His Excellency Shri H. V. Pataskar, Governor of Madhya Pradesh

stated that the Second World War ushered in an era of large scale industrialization and urbanization and large scale nation-building programs which we have undertaken since Independence, have further emphasized this development. The result now is that most of our cities and towns are suffering from a haphazard growth. Ugly slums have sprung up around industrial areas constituting potential threats to the health and well-being of the community. These slums have given rise to new problems of law and order. No welfare state can ignore the sub-human conditions of existence in such areas. It is, therefore, necessary for us to plan our towns and cities so that we have cleaner and well spaced habitations provided with necessary civic amenities and facilities of communications with other parts of the town or city so that all these taken together form a well knit unit.

He then attracted attention to the trends of development indicated in recent Census figures, throwing warning in the present context that the trend towards urbanization has not only come to stay but is also very rapid. Economists, social thinkers and men in practical walks of life all urge that the pressure on land has to be reduced.

Proportionately smaller cities have not grown to unmanageable size. The result is that large concentrations of human beings take place. Slums and more slums are created and people live under sub-human conditions. The result is misery, unhappiness, general imbalance in life, political instability and all other attendant evils. Water supply system and the sanitation arrangements are strained beyond their capacities

If the numbers increase beyond the estimated calculations, these are bound to fail to the ultimate misery of the people. The situation could have been saved if instead of concentrating all our population in metropolitan centres we had sought dispersal of our industries, and had made conscious and deliberate attempts to

create new urban centres, probably we would not have come to the present stage. Too much concentration in any urban centres is definitely bad not only from the point of view of health and sanitation, but also from the point of political stability. Therefore, it will be an ideal thing if instead of making our present urban centres very much big and bloated to the point of bursting, we should locate our future urban centres at convenient distances from the main metropolitan centres and advise industrialists to get themselves established there.

Shri C. S. Chandrasekhara, in his presidential address stated that in our ancient towns where life was rich, simple and satisfying, we had artisans and craftsmen, and there were guilds of these workers. Production was neither organized nor mechanized to the extent which technology has brought about today. There was no need for concentration of thousands of workers in a small area. Alien rule followed by industrial revolution changed all these. In the absence of proper guidance in directing new forces of development, industries grew within the town without any order like carbuncles and around these accumulated the slums, insanitation and congestion in a hopeless muddle. It has become the job of the town planner to disentangle this mess, to restore whatever order is possible and direct further development so that some of those excellent values in our old towns is restored and life in the towns and the villages revitalized.

Town planning does not cover towns alone. The word town planning has come into use because the science was first applied to English towns. The French call it "Urbanism", which is more expressive of the vast scope of town planning, which covers town planning, city planning, metropolitan planning, regional planning and national physical planning. Town planning includes the planning of land uses, planning of houses, planning of transport and communications, planning of schools, health centres, hospitals, planning for recreation

and all that go to make the environment for living productive, pleasant and satisfying. It is unfortunate that often this broad concept of town planning is overlooked and the town planner is thought of as a man who plans streets, houses and a few civic buildings. Town planning to be effective and creative has to start with the village and cover the entire country. The planning dimensions increase as we go from village planning to city planning and to regional planning. At the metropolitan level, the town planner seeks to serve the interests of not only one community or one town but several communities, individually as well as in relation to one another and he utilizes the resources of the metropolitan area to the best advantage and optimum utilization by all the communities of that area.

After the commencement of the Third Five Year Plan, we have constantly heard of short-falls in many sectors of development such as industry, transport and communications, agriculture, housing, etc. Whatever be the causes, national or international for these short-falls, they have undoubtedly resulted in a setback in the pace of rapid progress which this developing nation is making. We, in the Institute, feel that unless a national physical plan is drawn up immediately, the physical short comings in inter-related sectors, capabilities or otherwise of the resources in terms of achieving planned targets and the optimum desirable pattern of physical development cannot be foreseen. It is, therefore, important that the national economic plan should, as soon as possible, be translated into its physical counterpart, state wise and region wise and this task be entrusted to town and country planners in the state and at the centre.

He then quoted the recommendations of a United Nations Expert Committee which met recently in New York. "Physical planning should be considered along with the economic and social planning as integral parts of national planning. Such integration should be carried

out at the national, regional and local levels to ensure coordination of plans and action".

The exhibition was also organized on this occasion which was inaugurated by Shri B. A. Mandloi, Honourable Chief Minister of Madhya Pradesh, who in his address said that the difficulties experienced by town planners should be done away, if necessary by amending the existing bye-laws and legislation. He expressed his fear that if such steps were not taken, the efforts of the town planners would prove futile. Continuing further, the Chief Minister said that planning was a continuous process and that a plan should be revised from time to time to keep it in consonance with changing conditions.

RECOMMENDATIONS

Role of Small and Medium Towns :

- The planning and development of small and medium sized towns (i.e., communities less than 1,00,000 population) should be considered in the context of the present trends of urbanization and industrialization in the country.
- The trends of urbanization indicate that in addition to the natural increase in population of 2.15 per cent per annum, the big cities are growing at a more rapid rate due to migration from rural areas and from small towns. This rate of growth of big cities has also shown a tendency to accelerate. These trends, therefore, may well lead to population explosions practically in all the big cities causing the conditions in these cities to become worse and worse.
- The small and medium sized towns have been generally neglected in the past and also in the five year plans. They have become, in the process devoid of adequate productive employment or other economic sustenance. They have little or no services and amenities and there has been marked deterioration in the physical conditions. Because of the gap between aspirations and

achievements, the more active and progressive elements of society in these small and medium sized towns have migrated to the big cities. Therefore, the small and medium sized towns are neither able to hold their population nor attract new population migrating to seek better conditions of living.

- In order to make the small and medium sized towns stable and attractive, it is necessary to inject into them new productive employment of diverse character, provide adequate utilities such as water-supply, drainage, transport, etc., community facilities such as schools, hospitals and shops and new cultural interests so that the people can develop a sense of belonging and a civic pride. Such a step would help to build an environment which will be more attractive to migrating population than what is offered by the big cities.

Economic Regeneration of Small and Medium Towns:

- The small and medium sized towns need to be provided with a greater share of industrial employment than has been possible hitherto and for this purpose, a reorientation of policies at the state and Central level regarding the location of new large scale, medium scale and small scale industries is necessary.
- On the side of agricultural and commercial development, the use of the small and medium size towns as effective centres of collection, distribution and marketing activities would create in them a broad based economy fortified by industrial employment that would be introduced, a new.

Housing in the Small and Medium Towns:

- To prevent haphazard growth of towns leading to the formation of slums, the local authorities should:
 - o Select suitable land and prepare layout plans for housing schemes, in con-

sultation with the state town planning department;

- o Control the present practice of unrestricted conversion of agricultural land by private individuals into residential and other urban uses;
- o Select areas for residential purposes as close to the existing built up areas as possible;
- o Fix standards for land sub-division and development for residential purposes and should see that all subdivision and development conforms to the prescribed standards; and
- o Control over registration of sale of land by private individuals, which greatly help to reduce land speculation activities.
- To provide houses to the majority of the persons who are in need of houses but whose income is low, the local authority may provide, residential plots to such persons at prices within their reach. The standards of development in such areas may be adjusted to the prices so fixed. Within each town, the development costs of such areas may be subsidized by sale, at higher prices, of commercial plots in the same area and of plots in other high priced locations.

Central Business District:

- Regional considerations bring to the fore the ecology of the town and it's market. In some places, the town is the market and the market is the town. Most markets are sensitive to traditional contacts and the shopping habits of the people. If the town has to preserve it's individuality, it should make it's market centre efficient and capable of serving the town and the region.
- The core can best be described as a place where the maximum number of people gather for work and recreation or amusement. In small cities the CBD is visited fre-

quently for almost all the daily shopping needs of the people. This is certainly true of the every small towns. Their centre is known as a “chowk” or a bazaar. For larger towns this core represents the greatest concentration of space and activities.

- The objectives of Redevelopment of CBD should be:
 - o Functional role of the CBD should be emphasized and the fundamental relationship in terms of social and economic activities between the CBD and the region as well as the CBD and the urban area should be maintained;
 - o The movement of persons and goods should be studied to establish a functional classification of existing and proposed roads;
 - o The demands of competing uses of land namely residential, business including light industries, institutional and others with a view to achieving satisfactory balance between them should be recognized. The degree of residential accommodation in the CBD may be limited to the retail shopping district and taken as accessory use, which may be specified in the zoning and buildings regulations specially applied to the CBD. Provision may also be made to shift non-conforming uses to a service centres outside the CBD. Weekly markets and wholesale markets may be shifted outside the bazaar as a pedestrian shopping precinct should be explored; and
 - o It is also necessary to recognize the redundant or the superfluous nature of some of the activities in the business district.
- The problems connected with enforcement and execution of plans were considered in the context of the independent traditional small and medium towns as well as those lying in the suburban regions of a metro-

politan area. The difficulties experienced are more or less similar, except that in the case of the latter, the planning of the small and medium sub-urban towns will have to be linked up with the metropolitan region as a whole.

- While planning legislation is already in existence in various forms in all states the main drawback is the failure of the local bodies to enforce them.
- It is generally found that local bodies are not properly equipped for the tasks of planning and enforcement. It is essential that the planning authority should also be the enforcing authority. The actual execution of plans will have to be carried out through special development corporations working in close cooperation with the planning authority on one hand and the local bodies on the other.
- In order to meet the serious dearth of technical personnel (which is all the more acute in respect of small and medium sized towns) diploma courses and short term courses should be organized by technical institutes and in service training by the state town planning departments or by deputation to other organizations. Wherever available the assistance of the organized institutions of architecture, town planning and engineering may be sought for surveys and preparation of development plans of nearby areas.
- The existing law procedures for land acquisition and determination of compensation are inadequate to meet the requirements of speedy implementation of development plans. Land Acquisition Act 1894, should suitably be amended either directly or by the various states, through town planning legislation. Special legislation is necessary in respect of slum clearance in particular and the different states are required to enact legislation on the lines of the Delhi Act for Slum Clearance and Improvement, if not done already. In order to ensure

proper implementation of the development plan at the appropriate time, it is necessary to have public ownership of land, as much in advance as possible. The land so acquired shall be given out only on a leasehold basis for prospective uses; where the land so acquired is agricultural, such land, during the time it is being developed, may be leased out on a yearly basis, for agricultural purposes.

- The financial resources available for the speedy execution of plans are far from being adequate. Some states have made provision for grants-in-aid / loans to local bodies towards implementation of their development plans. However, considering the cost involved, the provision in state plans is very inadequate. The Government of India, may, therefore, be required to allocate sufficient funds by way of subsidies and loans to the state governments for this purpose. The Seminar recommend the following sources and means to supplement the finance of development agencies:
 - o Loans from government under the Land Acquisition and Development Schemes, Industrial Housing Scheme, Slum Clearance Schemes and Low Income and Middle Income Group Housing Schemes of the Government of India;
 - o Loans for water supply and sewerage projects under the National Health and Sanitation Program;
 - o Loans from the market and from banks or from the Life Insurance Corporation to finance special urban development projects;
 - o Indirect financing for acquisition by negotiations for partial release of land to existing owners and providing for their participation in the development of land, as is being done by the U.P. Government in the case of Ghaziabad.
- Acquisition may also be financed by release of land on a planned basis in advance to intending purchasers on payment;
 - o Creation of a development fund to which may be credited the development charges, regional development and betterment tax on surrounding areas, receipts from specific sources such as passenger tax, transfer of property tax, entertainment tax, etc.; and allocation of a fixed percentage of receipts from property tax by local bodies;
 - o A revolving fund should be created for the execution of schemes by the development authority; and
 - o Implementation of the recommendations of the Local Finance Enquiry Committee and the Taxation Commission by the state governments and local bodies, be ensured.
- Social and physical planning must go hand in hand for a better and harmonious development of small and medium sized town, planners must keep an eye to the social structure of individual towns with respect to the locally felt social needs, motivations and aspirations of the people. Development plans should, therefore, take into consideration the specific characteristics of each group and not fit them into any general classification of towns as a whole, as done by the Census viz. “Administration” towns, “Railway” towns, etc.
- There is an urgent need for promoting community development in small and medium towns as an integral part of physical planning, with a view to improve life and living conditions in areas with maximum citizen participation on a self-help and mutual aid basis.
- The objective of such a program will be to promote social cohesion, civic

pride and civic consciousness and effect improvement through organized efforts of the community and assistance of the local administration. It is not only a method to meet the felt needs of the community but to achieve the fulfilment of community

ideals and aspirations. As regards the methods and techniques of such work, it can be evolved on the basis of the experience gained in similar projects in bigger towns and cities and the rural community development programs.

12th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Town Planning and Housing in Relation to National Defence
Year : 13th - 15th October, 1963
Venue : Guwahati, Assam
President : Shri G. Govindan Nair



The 12th Town and Country Planner's Seminar at Guwahati focused on the theme - "Town Planning and Housing in relation to National Emergency and Defence Needs", during 13th - 15th October, 1963.

Shri Kamakhya Prasad Tripathy, Honourable Minister for Industries and Town Planning, Government of Assam, in his inaugural address on 13th October 1963, admitted that India to a large extent has excluded urban development after independence and therefore, the rapid development which has been taking place has been unplanned and uncontrolled. Now the question is how can it be controlled? We have finished two plans and we are in the midst of the third plan, in which total amount provided for urban development is Rs. 1.5 crore, which is not even adequate for a small town, far less for a big town like Gauhati. When India become independent in 1947 we thought that the villages were neglected by the Britishers and so we gave all attention for the development of the villages with the result that urban development was neglected and, therefore, we have not been able to do justice to the towns.

We have already adopted town planning act in this state, but we have not been able to implement the legislation. The cooperation

between the people and the administration is essential so that it may be possible to implement the laws. No sooner Gauhati was declared a planned city, the cost of land shot high, therefore, we should look to our self not as individuals but as members of a nation and try to find out that is the ultimate good for the people; then only we will realize that the rules evolved are not for the detriment of the people but for the ultimate good.

Referring to the statement made by President ITPI, he stated that when the Second World War was going on, England had a time to appoint a Commission and take their advice and took a decision for the future regulation of the towns. Now during the last Chinese aggression, our military found that communications in the north were very inadequate as there was only one road. As you know, no war can be fought with one road economy and defence becomes very much difficult; a road can-not be built overnight. Therefore, we have to change our thoughts and determine what course should be taken.

While inaugurating the exhibition organized on this occasion Shri Mohindra Mohan Choudhury, Honourable Speaker, Legislative Assembly, Assam mentioned that till the

other day, practically speaking, in Assam there was no town. In 1931 the town of Gauhati had a population of hardly 30,000. The biggest town of Assam was the smallest town in India.

Shri C. Govindan Nair, President, ITPI in his presidential address stated that it is our faith, our science and our business as town and country planners to think in terms of the entire country and the entire nation and to plan and achieve in a coordinated manner, the physical well being, progress and happiness of all people. We must direct all our thoughts and energies and spare no effort at achieving a full measure of defence and security of the country.

Our country has, by and large, pursued a policy of peace, and love and friendship to all mankind, and in our efforts at attaining a state of peaceful coexistence with all nations, despite conflicting ideologies and differences in economic status, culture and heritage. We were well on the way to the successful fulfilment of our great and cherished aspirations in the Third Five Year Plan and our peaceful efforts at redevelopment and economic reconstruction were well on the forward march, when all of a sudden, we find ourselves threatened by invasion from China and a state of national emergency had to be declared. All our efforts should, perforce, be directed towards the strengthening, organizing and establishing, strong defence measures in the country to prevent any attempt at infiltration and invasion of our territory by an alien country.

Defence development programs have affected a large number of the plan programs of the Third Five Year Plan, including even the little program contained in the plan in respect of town and country planning. Allocations were made for the first time for town and country planning only in the

Third Five Year Plan. This was already small and was not satisfactory. But, we are also faced with the problems arising out of the reduction or slicing of even this very small and meagre program for physical planning, launched two years back, even before the program had a chance to establish a start. It is necessary for us to examine as to how far and to what extent, any reduction in planning efforts on the physical planning side of our country would be right? or would be in the future interests of the nation and particularly so, in the event of the national emergency.

It would be well to recall in this connection, the experiences of Britain in the matter of town and country planning in the context of a war and national emergency, during and before the Second World War and how that country extended a full measure of thought on the subject, even before the Second World War and during the war period? It was just before the Second World War broke out, that a Royal Commission sat down and reported on the location and distribution of industry and industrial populations, viz. Barlow Commission and its report, a report of unassailable merit, thought-provoking and highly practical. During the war, Britain was confronted by problems arising out of the inevitable scars of destruction and annihilation in every sector of its civic life.

The Barlow Report had demanded, immediate measures for comprehensive physical planning and replanning on a national and regional scale and also the redistribution of industry and of industrial populations, which was very much a town and country planning matter. The value and urgency of this Report came home with stunning reality, when the enemy started devastating the industries and industrial nerve centres of the country and rapid and very quick action had to be taken to decentralise in-

dustry, and the people who worked in the industries.

But, this was only one aspect of planning. Other investigations soon followed. Even in the wake of the war, two reports of the Scott Committee on Land use and utilization were published and the Report of the Uthwatt Committee on Betterment and Compensation also came out. Both these investigations had been recommended by the Barlow Report. Soon after these investigations were over, the new and all comprehensive Town and Country Planning Act of 1944 emerged. All these happened in the course of the war and indicated that town and country planning was a measure of vital importance even when the country was in a state of war and national emergency.

Many of our towns and cities would be vulnerable, no matter in which part of the country it lies. But, the most vulnerable of them would be the ones which are transportation centres, production centres or centres of specialized importance. Our towns abound in huts and inflammable building materials and are easy prey to fires. Most of our cities and towns have a high concentration of population in the built up areas and transportation and evacuational facilities would require to be organised. On the one side, namely, the civilian side, the problems in the course of any enemy attack would be extremely severe and ways and means have to be found out not merely as temporary expedients but also as long range measures of planning so that in the event of any kind of enemy action now or in the future, the towns and cities would be so organised and planned with a view to safeguard to the maximum extent possible the ravages that might be caused.

What should be the aspect of planning as between two sectors, viz. the defence sector and the civilian sector? Is there not a physical

need for coordinating the development of the two sectors *inter alia* is the basic fundamentals of physical planning policies? He emphasized that there is and there must be, very close liaison between the two sectors and that this coordination should be organised on a sound and permanent basis.

Shri Mehendra Mohan Chaudhary, Speaker Assam Legislative Assembly inaugurated the Exhibition organised on this occasion.

In the major concerns expressed during technical sessions Lt. Gen. Chakravarti, Secretary, Calcutta Metropolitan Planning Organisation, was of opinion that concentrated industries would be easier to protect against aerial attacks than dispersed one. He, therefore, advocated caution in putting too much emphasis on decentralization of industries and dispersal of industrial population.

Shri Gian Prakash, I.A.S., Chairman, Town and Country Planning Organisation, was of the opinion that only key and vital industries need be dispersed and not all the industries, irrespective of their relative sizes and importance, and highlighted the need for a greater coordination between civil and military planners. Though adequate importance should be given to the defence requirements, there was no need, he said, to overstress the defence requirements and development.

Lt. Col. Sen, Deputy Director, Survey of India, was of the opinion that civil and defence considerations should be integrated in planning. He stressed the importance of unique methods of collecting survey data before planning and made a plea that surveyors must be included in the team of experts who undertake the task of overall planning.

Regarding cantonments Major Gen. Harkirat Singh pointed out that many towns in India had developed around cantonments built

earlier. He quoted the instances of Ambala, Ferozepur, Meerut, Roorkee and Dehradun, etc. These cantonments had been designed fairly well and they had stood the test of time. During the Second World War further planning of cantonments was neglected as attention was focused on winning the war. Since the Chinese attack on India, a large expansion program had been taken up in Assam, West Bengal and other border states and new townships were being developed by the defence both for cantonments as well as for location of major defence industries. The Engineer-in-Chief stated that the Defence was handicapped in its work for lack of up-to-date survey maps for expediting the design and construction of cantonments, airports, border roads, etc. He also made a very useful suggestion that survey maps should indicate not only horizontal and vertical distances but also area analysis. He requested the town planners to see that good land was earmarked for cantonments and other defence requirements as large sums of money were being invested on building cantonments. If good, adequate and contiguous land was made available to the defence, the investment would be useful not only at present, but also in future and the cantonments would be our national assets.

RECOMMENDATIONS

Town Planning and Housing in Relation to National Emergency and Defence Needs:

- The development of an adequate network of transport and communications needs to be made to serve not only the immediate requirements of defence but also the long term economic development programs. Such regional development plans would attempt to coordinate and also indicate appropriate location for new industries, shifting of existing industries to new places to make them less vulnerable,

alignment of national highways, main railway lines and the communication network location of airports and heliports for both civilian and military traffic and also alternative sources for water supply, drainage and other essential utilities for large urban centres which would need to be protected, preserved, and enlarged, wherever possible.

- The drawing up of such regional development plans should be done in close consultations with the central and state town and country planning organizations, who will provide the necessary know-how in regard to preparation of the plans, and also guide the location of industries and other development projects while the plans are under preparation.
- As the requirements of defence are considered paramount in the short term programs, it is imperative that subject to security restrictions closest collaboration at the technical level should be established between the defence planning personnel and the central and state town and country planning organizations.
- A serious bottleneck in the expeditious preparation of regional development plans has been the non-availability of accurate, up-to-date and informative maps of the various areas in the country. The preparation of such maps by the Survey of India and the National Atlas Organization is at present too slow to be able to meet the needs of the present emergency. The Seminar, therefore, strongly felt that these organizations should be expanded considerably so that they may be able to take up the preparation of accurate survey plans and complete them as quickly as possible.

Planning of Cantonments:

- The planning of cantonments today has assumed a new significance in as much as the army that is stationed in these cantonments, unlike the army of the pre-independence era. The cantonments, and the civilian population that inevitably comes to live near the cantonments to serve them should be looked upon as a single entity and therefore, integrated planning of military and civil areas should be undertaken.
- Within the context of the present policy of the government to take the fullest advantage of the present urbanization trends to promote sound urban economy in the country, the location of the cantonments may be viewed as one more effort to establish properly planned new towns provided with adequate services and amenities having not only the defence personnel component but also the civilian component, both of them together supporting higher standards of urban amenities which may not be possible to be supported by either of them individually.
- The cantonments have in the past, and even today, invariably led to undesirable peripheral developments, which have contributed to the deterioration of the countryside and creation of slums. The integrated planning of cantonments along with the surrounding areas, taking into account the possible changes that would take place in the economy of the settlements in the influence zone of the cantonments, will prevent undesirable peripheral development to help the growth of healthy and economically sound urban centres, serving the defence needs.

Housing in the National Emergency:

- Some of the important aspects of housing that came to focus during national emer-

gency are the housing of the evacuated population, provision of housing for armed forces at short notice and reconstruction of houses and buildings damaged during the emergency.

- In all these cases, temporary constructions have been resorted to and these temporary constructions have varied from tents to mud structures, etc. Experience of the last war and the post-partition days have indicated that except for tents, temporary constructions have continued to remain where they are and have caused a lot of problems such as creation of sub-standard living conditions, high cost of maintenance, civic ugliness, etc.
- The Seminar feels that as far as possible the needs for temporary housing of people should be foreseen and provided for in the development plans for cities and towns by earmarking open areas provided with adequate services for this purposes so that in case of emergency, evacuated population or army personnel can be housed in tents for short periods.

Transportation and Communication Planning to Serve the Defence Needs:

- For fast and efficient communications essential for defence purposes it is necessary to have adequate network of roads providing alternative channels for transportation.
- Transportation for defence purposes, should be synthesized with the normal civilian needs. Wherever necessary the facilities for transport such as roads, railways airports, etc., should be built to the specifications meeting the needs of defence.
- It would be uneconomical to have different airports to meet the needs of civilian and military traffic separately. Only when the military traffic is of sufficient magni-

tude separate airports should be established for defence purposes. Where new airports are being planned, full account should be taken of the defence needs as also the implications of such airports for the growth of towns as a whole.

Dispersal of Industry:

The recommendations regarding dispersal of industries have been made by the Seminar taking into account the present emergency requirements as also the long-term strategic needs. The priorities of different centres and different areas under the scheme of dispersal should be worked out for each state on a regional basis having regard to the existing concentration of industries, their vulnerability, present availability of economic overheads in smaller towns and schemes for extending infrastructure facilities in such areas, and accordingly recommended:

- Dispersal of industries has been accepted as a major goal of national planning to reduce regional disparities to promote balanced development of the different parts of the country.
- It is also felt that the allocation of industries to the different areas should be made on a regional basis to remove the inter-regional deficiencies which exist at present.
- The services of the organizations such as the state town planning departments, planning schools, state directorates of economics and statistics, Indian Statistical Institute and other institutions may be utilized by the Defence Ministry in assessing the economic facilities and potentialities of smaller urban settlements particularly of the border states in the context of dispersal of defence oriented industries.
- Although no part of the country is safe from attack in view of advances in the development of thermonuclear weapons, it is still true that space is a very good defence against aerial attacks, as by increasing the distance between the two centres, their vulnerability as targets can be substantially diminished. However, except in the case of armament and ammunitions factories, the reallocation of many of the industries from existing centres may result in considerable loss of efficiency as the functioning of the industries is generally found to be highly integrated with the local urban economy. The Seminar, therefore, feels that the dispersal of industries from the strategic point of view may be limited to essential industries and more attention should be paid to the location and distribution of new industries of this category than to the relocation of existing industries from large urban centres.
- As regards the priority of different urban centres for receiving such industries the Seminar feels that while no hard and fast rules can be laid down in the matter, it is desirable to follow the pattern given below in the matter of dispersal of essential industries:
 - o Ammunition and armament factories should be generally located in the interior areas and in centres which have greater geographic security from aerial attacks due to their situation;
 - o The industrial centres to be developed should be generally at a minimum distance of 20 miles from each other so as not to form a common target of attack for a single operation;
 - o Generally, urban centres with a population exceeding two lakh should not be encouraged to have new units of industries in the essential category.

The medium and smaller towns in the population range of 50,000 to 1,00,000 should be preferred for the establishment of such industries provided they have the necessary economic over-heads and satisfy the minimum locational requirements for such industries;

- o The relocation of industries from congested cities should generally be made to satellite towns outside a radius of 20 miles of the city itself; and
- o Large scale undertakings in essential industries may be diverted to new areas because of their ability to function as self-contained units and thus help to establish new industrial footing at the places.

Civil Defence Measures and Coordination of Town Planning:

- The design of the structure and layout of the town should be in such a way, so as to have built-in protective devices against disastrous destruction of life and property from aerial attacks.
- The keeping in readiness of plans for quick and safe evacuation of the civilian population to reception towns if such contingency arises; and
- The application of measures to achieve these objectives will vary depending upon whether it is an existing city or a newly developed area or an area to be redeveloped.
- Evacuation schemes relating to congested urban centres should be prepared in advance and on a regional basis so that there is no confusion in evacuating people from threatened areas in a real emergency. The schemes should be prepared after studying the circulation pattern, modes of transportation and the alignment of possible evacuation areas with the receiving towns.
- In planning for community facilities in residential and non-residential areas of a city or town, the civil defence requirement should also be kept in view.
- While making physical changes to an existing town structure to implement civil defence measures particularly for the movement of goods and people, the short-term as well as long-term usefulness of such changes may be kept in view and this should be undertaken only with the help and advice of the town planners.
- In an emergency temporary structures are put up by various people and organizations. When such structures are put up in any town or region in an emergency, the town planning authority concerned should be consulted with a view to ensuring that the location of such constructions are fitted into the broad framework of the development plan if one is already available or where a development plan is in the making, suitable areas required for this purpose are incorporated in that plan.
- Town planning authorities should be closely associated while preparing civil defence schemes particularly in regard to reception centres for evacuated population and location and planning of various civil defence measures such as fire-stations, traffic circulation in the emergency, camouflaging of utility plans, etc.
- In planning of utilities for urban areas provision should be made so that if one area is damaged and the service lines in that area are out of order, the remaining areas do not get adversely affected.

13th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Industrialisation and it's Role in Urban and Regional Development
Date : 17th - 21st October, 1964
Venue : Ahmedabad
President : Shri J. K. Chowdhury



The 13th Town and Country Planner's Seminar was held during 17th - 21st October, 1964 in Ahmedabad on the theme "Industrialization and it's Role in Urban and Regional Development".

In his inaugural address Shri Balwantrai Mehta, Honourable Chief Minister of Gujarat, stated that, this year Gujarat celebrated the 5th anniversary of the Town Planning and Valuation Department of the state, because the nucleus of the department was created in 1914 and the first legislation of it's kind in India in the form of Town Planning Act of 1915 was also enacted.

As the national economy becomes more integrated, the economic, social and political importance of towns increases. The towns that had grown as a result of historical process, have attracted new industries and trades. The pressure of population in these areas has thrown up the problems of rise in land values, soaring rentals, emergence of slums and depletion of overhead services.

We have seen the trials and errors which the town and the country planners in other countries of the world had to undergo. We can draw on their experience and utilize their developed methodology. Much, however, remains to be done even for the preparatory stages for devising land use plans, for demarcation of regions in the country, and in the country within the states, exhaustive data still need to be collected of the present land use pattern and of the present production pattern in agriculture and industry. We also look upon planners to indicate the manner in which and the extent to which transport and

other facilities require to be provided and the manner in which it can economically be done.

As correctly mentioned by President ITPI the community development projects have formed the basis of the democratic decentralization of administration through the establishment of *Taluka* and District *Panchayats*. These institutions are assigned the vital role of ensuring greater involvement of the people through a higher sense of awareness brought about by direct contact with the problems of the population.

Shri J. K. Chowdhury in his presidential address stated that we are now on the eve of the formulation of the Fourth Five Year Plan. If we look back and think what we have really achieved in our previous plan periods in the fields of Community Development Program, Rural and Urban Housing Programs, Slum Clearance and Urban Renewal Programs, we find that we have progressed very little. The crux of the problem for slow progress and even failure of the Community Development Program in many areas does not lie in it's concept but perhaps because of it's aims and objectives not being identified with those of the town and country planning. Community development forms a part of town and country planning and cannot be isolated from it just as the finger cannot be isolated from the hand. They are inseparable.

It is a fallacy that India has plenty of land. This illusion must be removed from the minds of all our people. Once we realize our land position, it will not be difficult for the government to introduce the necessary legislation for judicious control and development of our land.

The history of development of town and country planning in Britain is an illuminating example for all planners. The British realized that physical planning and economic planning are inseparable. They must go hand in hand, as one is an integral part of the other. It is utterly meaningless to prepare a physical plan without considering the economic and social aspects of the community. Similarly, it is equally fruitless to prepare an economic development plan without considering its effects on physical development.

A heavily populated country like India where planning is a vital necessity, we have until now only three planning schools which train about 20 to 25 town planners in the country annually. This only goes to prove that planning education in the country has been sadly neglected. There are about 140 town planners in the country; out of whom majority work with government planning departments. A few who are in private practice as consultants are not even fully occupied with planning work. If proper incentive is not given to the private town planners to utilize their planning experience, it will be difficult for the government to attract people of high calibre to enter the profession of planning.

While inaugurating an exhibition on "Planning for Industrial Development" His Excellency Shri Mehdi Nawaz Jung, Governor of Gujarat mentioned that in India we are making many efforts to make our people comfortable not only in cities but also in the villages. The village life presents us a very difficult problem because of the way in which the villagers live, their housing conditions, their shortcomings, the lack of ventilation, lack of light, lack of sanitation and difficulties in having various arrangements among other things. All that make the village life very gloomy and dark. This should engage the attention of our town planners who should consider themselves as village planners. There are some very, very good town planners and there are many plans, how and when they will take shape?

and how much money would be required to implement them? and how estimates would be prepared to find funds for it is a serious problem in view of our financial difficulties all over the country? But the town planners advice is very valuable because any thing that has to be planned should be done in good faith.

RECOMMENDATIONS

Industrial Development Perspective 1960 - 75:

Large scale industries which include basic industries like steel, coal, aluminium, cement and basic chemicals are strongly linked to raw material sources as well as availability of industrial over-heads such as power, transport, water supply, etc. The location of such large industries is, therefore, tied up to definite areas within the Indian continent, however, within these areas or regions, these industries would have to be fitted appropriately in the regional context. In the case of large industries, which are market oriented and seek favourable industrial development conditions, i.e., manufacture of bicycles and sewing machines, they have tended to concentrate so far in and around the metropolitan cities. The close affinity between these large industries and the metropolitan cities is not only due to the attraction which the large cities hold forth but more seriously to the lack of opportunities for them to develop elsewhere. Consumer goods industries which are very much market oriented and sensitive to demand and supply fluctuations should be considered as an important part of the industrial infrastructure of small and medium size towns, where adequate industrial overheads could be created.

- Agriculture based and agriculture oriented industries should be treated as an essential part of the rural industrial infrastructure and the most important sources of non-agricultural employment in rural areas which will help effectively to hold back the rural

population from migration towards metropolitan centres or large cities.

Policy of Industrial Decentralization:

The basic objectives of a rational Industrial Location Policy, which includes balanced development of different parts of the country, promotion of rural-urban integration and economy in investment on socio-economic over-heads, can be achieved only by a policy of decentralization of industries. The basic ingredients of such a decentralization policy could be:

- New industries should not be encouraged in urban concentrations with a population of more than 5,00,000, if in the concentrations, the industrial component of the working force is 40% or more (This should not, however, envisage any restriction on the normal expansion of industrial plants already located in these centres or on the establishment of industries, particularly in the export lines which have a decisive locational advantage therein. It must be, however, ensured in such cases that new industrialization is not on a scale to encourage fresh migration into these cities);
- The medium towns and smaller cities in the population group of 50,000 to 2,00,000 may be encouraged in every possible way to receive industries. In making a selection of the towns out of this group, the towns which are already showing good growth potential and which help to achieve more even spread of industrial employment regionally, be encouraged. Towns in the population range of 2,00,000 to 5,00,000 may be favoured for locating industries provided their projected industrial component for a population of 5.00 lakh does not go substantially beyond 40%;
- Heavy industries which are not tied to sources of raw material, fuel, etc., may be used as means of developing new in-

dustrial centres to bring about balanced regional development.

- Small towns in the population range of 20,000 to 50,000 and below, which can function as focal-point of development of the surrounding rural areas should receive their due share of attention and the industrial development of these towns may be geared to providing manufacturing capacity for the processing of the agricultural products and manufacture of consumer goods to meet the local consumption needs (to the extent feasible), in addition to industries ancillary to large scale manufacturing and service industries.
- For dispersed rural communities, the concept of the rural neighbourhood units consisting of a big central village with a village cluster should be used for a progressive recognition of the rural sector, based on greater specialization of small and medium sized villages in agricultural activities and development of the larger, central villages as service centres through injection of industries and expansion of known agricultural activities.

State Industrial Development Plans and Patterns of Industrial Development:

- Seminar is of the view that in making a selection of "growth points", an inventory of infrastructure facilities, social overheads, existing industries and human material resources of the urban centres should be undertaken on a state-wide basis to assess the suitability of the selected centres for receiving different types of industries.
- The several alternatives for developing new industrial patterns like the satellite towns, the new towns, the linear industrial expansion, etc., each, have either merits and demerits and the suitability of any one pattern for a given situation will largely depend upon the socio-economic and physical conditions of each.

Industrial Estates:

- Industrial estates, as a tool for expanding, strengthening and locating small and medium scale industries has a unique role to play in the economic and social development of the country. It provides a useful means for organizing land uses economically for industrial development. Indiscriminate location of industrial estates without relating them to existing settlements will defeat their purpose. The recommendations of the fourth conference of the State Ministers for Town and Country Planning recommended that “Industrial estates should be treated as an integral part of an area development and located appropriately in consultation with state town planning department”, which should be implement in right earnest.

Industrial Location and Development within Urban Areas:

- Location of industries in urban areas has to take into consideration performance criteria of each industry and it's compatibility to the other industries in the urban zone. Organized industrial districts should be demarcated where industries of various types could be located in close relationship and proximity to the residential areas.
- Industrial zoning should be positive in character based on performance criteria and not merely prohibitive or negative in operation.
- In metropolitan cities, there are usually large number of small and medium scale industries which are non-conforming but of non-obnoxious or non-nuisance character which may be considered on a basis different to those applying to large or organized industries. Such small industries may be located in central areas, close to residential areas, but outside the residential zones in “Flatted Factories”.

Amendment of Industries (Development and Regulation) Act, 1951:

- The industries (Development and Regulation) Act, 1951, no doubt, provides for some measure of control over the location of “scheduled” industries, as no new undertaking can be established except in accordance with the licence issued on it's behalf by the Licensing Committee set up under the Act. However, in making their recommendation on the actual location of the industry, committee is influenced more by considerations of operational efficiency than of proper distribution and location of industries. It is very necessary that the Licensing Committee should be strengthened by the inclusion of a representative of the Town and Country Planning Organization, Government of India.
- All public sector undertakings are at present outside the scope of the Act. Since such undertakings generally belong to the category of major industries, they make significant impact on urban and regional development, therefore, public sector industries should also be brought within it's scope.
- The department of industries, in the state government, concerned with industries has to play a much greater and responsible role than ever before in the development of industries in the state. Each state must set up a “State Board of Trade” more or less on the lines of the “Board of Trade” in England, making it responsible for industrial planning and location so that industrial development can take a firm footing and this “State Board of Trade” must work very closely in all matters relating to industrial planning, location and development.

Industrial Townships:

- The structure and form of industrial townships will have to depend upon the type and size of industries, their requirements

and performance, the extent and physical characteristics of the site, availability and requirements of economic overheads and urban infrastructures, requirements of power, transport and labour, etc.

- Industrial townships cannot be planned and built in isolation. Their location, design and construction should be undertaken within broader framework of a comprehensive regional development plan, keeping in view the potentialities and requirements of the entire region;
- Most of the new industrial townships that are being developed are situated in the vicinity of small existing settlements. Care should be exercised in such cases to regulate the development of existing settlements and to integrate them, as far as possible, with the new industrial township in a comprehensive manner.
- Due to the inability to anticipate in the initial stages the probable expansion of the industries in the future, many of the industrial townships that have been built during the past few years are already facing the problems of inadequate utilities, services and community facilities. It is, therefore, recommended that the expansion in industries which is likely to occur within the next twenty years period be visualized in the initial stages of the project and suitable provision be made in the design and construction of townships.
- Duplication in the provision of public utilities and municipal services by different industrial organizations within the same township should be avoided.
- To conserve valuable agricultural land, it is necessary to build industrial townships in a compact manner and existing tendency of indiscriminate land use planning in some of the new townships should be discouraged.
- In the existing industrial townships, it is necessary to enforce peripheral control strictly with a view to ensure planned

and orderly development of the industrial townships and their environs.

Industrial Housing:

- Industrial housing has come to play a vital part in the successful establishment of industries, because of the attraction it holds forth to able technicians to some of those industries which offer housing as an amenity, specially in the circumstances of present day housing shortage in all urban areas. Therefore, industries both in the private and public sectors should provide houses for the staff who are essential for maintaining production.
- To house those industrial workers who are not covered in the Employer's Housing Scheme, institutional housing should be built with the help of central and state governments and local authorities on a cooperative basis.
- Industry and housing should not be allowed to come up on the same site as this would lead to a chaotic mix-up of industrial plants and employee houses and it would be impossible to bring industrial housing within organized neighbourhoods. Only the most essential staff for each industry should be allowed to live on the plant site.
- Allotment of land for industries and housing should be made separately in the industrial zone and residential zone, keeping a desirable distance between the plant and the housing areas where the workers will live.
- Industrialists should not be allotted land for industries in excess of their requirements for the plants and their normal expansion, with a view to discouraging use of land for industrial plant for housing purposes.
- Where industrialists are required to provide housing for their workers and they are not in a position to do so, they should subsidize the worker so that the rent of the housing accommodation to which he

is entitled to, does not exceed 10% of his salary.

Shifting of non-conforming industrial uses:

- For shifting of non-conforming industrial uses involving economic and social problems, the industrial units are, reluctant to shift from their present sites. In fact, some of the industrial units may be serving the needs of the areas in which they are situated, although they may be non-conforming according to zoning practices.
- Technological advances have made it possible for industries to improve their performance characteristics and with the improvement of performance characteristics the compatibility or otherwise of an industry in a certain location would need to be reconsidered. Such performance characteristics will not only take into consideration noise, smoke, dust, effluent, etc., but also size of industry and its compatibility with any particular environment, residential or commercial.
- The non-conforming industries may be grouped according to the quality of their performance characteristics into the following three categories:

- o Non-conforming industrial uses, which are and are likely to retain their performance characteristics which are incompatible with prescribed uses in the area where they are presently located;
 - o Industrial units which are now incompatible but which can improve their performance characteristics, in the near future by technological improvements; and
 - o Industrial units which are, even as they are, to a large extent compatible in their performance standards to the prescribed uses in the zone where they are located.
- Attractive incentives may be provided in shifting non-conforming industrial uses which are required to be removed from their present places such as land required for relocation of such industries and allied uses may be acquired and developed in advance.
 - Strict legal measures for shifting of industries reluctant to move even after provision of necessary incentives, may be provided for.

14th TOWN AND COUNTRY PLANNER’S SEMINAR

Theme	: Planning for Resource Regions, Urban Renewal and Development Control
Year	: 27th - 31st December, 1965 - 1966
Venue	: Hyderabad
President	: Shri J. K. Chowdhury



The 14th Town and Country Planner’s Seminar was held at Hyderabad during 27th - 31st December 1965, on the theme “Planning for Resource Regions, Urban Renewal and Development Control”.

Shri N. Ramachandra Reddy, Honourable Minister of Revenue, Andhra Pradesh in his inaugural address stated that in the Andhra

Pradesh region which formed part of the erstwhile Madras State, municipalities were constituted as early as 1865 under the Town Improvement Act of 1865, with district collectors as presidents. It is significant to note that the need of improvement of town necessitated the constitution of municipalities. In the beginning of the 20th century with the establishment of railways, expansion and

improvement in the various systems of the communication and the introduction of the machines in the manufacturing process of various industries contributed for the rapid urbanisation and growth of towns and cities in the country. The developments which thus resulted were in haphazard manner without any control. He also mentioned that earlier development schemes executed in some of the towns of Andhra Pradesh were based on the recommendations of Sir Patrick Geddes.

In the past, the preparation of development plans were based on the concept that the plan for urban areas must take into consideration the rural belt, surrounding the urban centres. But to-day with several schemes intended for developing our economy, it becomes necessary to conceive the development plan for any urban centre as part of the region which may be predominantly rural and which contribute to the economic development of the urban centres. Now the Government of Andhra Pradesh is seriously considering to enact a "Comprehensive Town and Country Planning Legislation" to provide adequate power to all local authorities in the state.

Land is static while the population depending upon land is a dynamic element, therefore, the labour force in the rural areas have become surplus and the surplus labour in search of the employment steadily migrate to the urban centres where the industries and other centres of employment are being concentrated. While the industries which do not find adequate and suitable land within urban areas and find the price of land within urban areas more costlier move out to the rural belt around urban centres.

Shri J. K. Chowdhury, President ITPI in his address stated that the most important problem facing us today is the rapidly increasing pressure of our population on physical resources, particularly on land. As town and country planners, we are primarily concerned with planning, development and control of land on

which all our activities for physical development, agricultural production, exploitation of natural resources, industrialization and recreational use have to be organized. Therefore, in reality town and country planning touches the very root of our social and economic structure and is an essential and inseparable part of our economic planning.

We have now reached a stage when the country has to introduce "Comprehensive Town and Country Planning Legislation" in all the states. The scope of town and country planning under this legislation goes far beyond the limits of what town-planning, commonly used to signify to the people a few years ago. Under this legislation it becomes obligatory on the part of every local authority to prepare a "Comprehensive Development Plan" for its own area. In the preparation of the plan it will be necessary to take into consideration not only the physical aspect of development but also the social and economic aspects of the area whether it be a town, district, group of districts or a region.

Our economists and administrators often do not see eye to eye with the town and country planners. They are inclined to think in terms of separating the "Physical Development Plan" from the "Economic Development Plan". This idea must be removed from the minds of all, as no physical development plan worth its name could be prepared without due weight-age to economic considerations and similarly no economic development plan could be comprehensive without its physical counterpart. It is therefore, essential that the "Comprehensive Development Plan" prepared under the town and country planning legislation should be a synthesis of the economic and the physical plans. Such a plan, is universally known as a "Master Plan".

Our cities big and small have been growing at a fast speed; but the growth is in the form of new suburbs or colonies along the fringes where land cost is comparatively

low. But inside the city we notice hardly any growth. On the contrary we find, important business and commercial centres and even residential areas close to these areas are suffering gradual decay due to over-congestion, traffic jams, obsolescence and blights. What is therefore, necessary is a new policy for “Urban Renewal” which will preserve the stability of the physical, economic and social structure of the city.

In conjunction with the Seminar an, exhibition on “Urban Development and Redevelopment” was inaugurated by N. Chenchurama Naidu, Honourable Minister of Municipal Administration, Government of Andhra Pradesh.

Smt. Radha Mistry, Honourable Minister for Tourism, Government of Andhra Pradesh, in her valedictory address highlighted that tourism is a major subject in our country and it's importance is growing. It is heartening that for the first time the planners and the various department of tourism have got together along with several other disciplines, which will go a long way in coordination of tourism activities.

She further mentioned that in this coordination, the role of the planner is extremely important, if our tourism plans are to be successful, besides the implementation has to be perfect and well coordinated.

RECOMMENDATIONS

Planning of Resource Regions:

- Developing countries like India are passing through a period of transition from a purely agrarian economy into an agro-industrial economy with the industrial sector playing a progressively dominant role, resources get more intensively exploited. In this period of transition some broad principles regarding resource allocation, resource development and resource utilization will need to be evolved. The basic criteria for evolving such principles can be:
 - o There should be maximization of the economic and social benefits resulting from resource utilization;
 - o There should be equitable distribution of such benefits; and
 - o The resource allocation for promoting economic development must aim at a regional balance in point of both time and space.
- In the application of these criteria to resource development programs, in addition to planning at the national level, planning at the sub-national, state and even sub-state level becomes necessary.
- The purpose of regional planning may be:
 - o To achieve and maintain an acceptable level of self-sufficiency in regard to basic economic needs;
 - o To aim at a balanced development of resources within the region; and
 - o To recognize the special capabilities and development needs of each region and to provide for them appropriately in the national and regional plans.
 - The division of the country into regions for the purpose of comprehensive planning of resource development and utilization would have to take note of the scale both in terms of spatial dimensions and time. Such regional delineation will also be necessarily on a hierarchical pattern, starting with a macro-region at the top and descending to a second order, third order, and fourth order regions.
 - It is, necessary that a set of planning regions is evolved which satisfy the needs of current planning programs and their likely future extensions to a great extent as possible and which over a period of 20 or 25 years can be reviewed and modified if found necessary.

- As all planning decisions, both at the plan preparation stage and the plan implementation stage, are taken at the administrative level, administrative divisions have to be as largely made use of as far as possible, in evolving planning regions. It is, however, realized that state boundaries and sometimes even district boundaries may not provide workable regional boundaries. Therefore, planning policies and programs may have to be evolved on the basis of regional boundaries which cut across state and even district boundaries; however, implementation of such programs would always have to be planned out on the basis of state boundaries, and then carried out.
- The divisions of the country into macro-regions can be done both on the basis of metropolitan regions and on the basis of resource regions.
- The Seminar emphasized the urgency for this work on regional delineation to be carried out expeditiously and recommends that the Planning Commission and the Central Town and Country Planning Organization may take suitable steps to set up appropriate study personnel for this purpose.
- The further division of macro - regions into lower order regions require detailed study of the methodology and factors affecting regional development, field surveys, and a study of specialties and special problems found in each macro - region.
- Where a region happens to be totally contained within a state, the legal backing for regional development plan and its implementation can be provided through a comprehensive planning law of that state. However, where a region happens to fall in more than one state, under the present constitutional autonomy of the states and the concurrent nature of the subject of planning, it is desirable that the preparation of the

regional development plan should be attempted through Joint Planning Consultative Committees, by collaboration, persuasion and acceptance rather than through force of law.

Urban Renewal:

- Revitalizing our aging and deteriorating cities and towns is one of the greatest challenges of our times. With the rapid growth of population, massive urbanization and increasing tempo of industrialization, the urban centres of India are bound to grow rapidly. Change is the order and nature of our society. Cities also have, therefore, to be continuously changed and reorganized.
- Urban renewal is a comprehensive task and it must develop as an integral part of urban and regional planning for the overall development of the town and country.
- Conservation, rehabilitation and redevelopment are essential and inter-related components of urban renewal. Conservation should essentially aim at maintaining the land and buildings in good state of repair; arresting deterioration by way of improvement to extend the useful life of existing structures and services; and revitalizing the deficient areas by augmenting the utilities, services and community facilities. In a developing country conservation of deficient areas should take precedence over wholesale redevelopment.
- Redevelopment should be resorted to in those areas where the blights, has progressed to such an extent that it can be revitalized only by total clearance and reconstruction.
- The scope of urban renewal should, however, be extended to include non-residential blights such as industrial and commercial, in addition to residential.
- Urban renewal should not be considered as merely a process of physical recon-

struction but also must have as one of its major objectives, the social reconstruction. Urban renewal should foster those social institutions which have given sustained satisfactions and bring about social cohesion in the community. In this task urban community development through voluntary organizations has a vital role to play.

- Urban renewal should also create an environment which has a visual order and is aesthetically satisfying.
- Many types of housing schemes, slum clearance schemes and town planning schemes have been taken up under the five year plans, in a piece-meal and uncoordinated manner, that the proliferation of the schemes has made their implementation complex and difficult. It is, therefore, recommended that all such schemes be integrated into a comprehensive and total program of urban development and redevelopment.
- In formulating urban renewal schemes, economic objectives such as strengthening the economic base of the city and augmenting the tax-base of the local body should be kept in view.
- In view of the enormous magnitude and complexity of the urban renewal problem it is suggested that instead of taking up too many renewal schemes, in numerous cities in a scattered manner, it is advisable to embark upon only a few well selected pilot projects, within the framework of the comprehensive development plans, and effectuate them so as to be of demonstrative and educational value.
- As far as possible, urban renewal programs should be self-supporting, rather than being heavily subsidized, except in case of those renewal areas which are inhabited predominantly by families having very low income.
- In those towns and cities, for which comprehensive development plans have been prepared, the areas which require renewal should be clearly designated and their redevelopment should be regulated so as to be in conformity with the provisions made in the development plan.
- Urban renewal programs should necessarily be worked out within the framework of a sound and unified urban land policy. Such a policy must aim at regulating the land values, simplifying the procedures of land acquisition and development so that urban renewal programs could be implemented expeditiously.
- The problems of renewal in central areas are distinct from those in other areas, in view of the mixed land uses, high land values, intensive development, acute traffic problems and so forth. It is, therefore, necessary to develop special techniques of renewal in central areas. Renewal of central areas, especially in major cities, should provide for intensification of land use by such means as increasing the percentage of non-residential and remunerative uses and higher floor-space indices.
- Taking into consideration the fact that there are broadly two types of urban centres namely large cities which have multiple authorities and medium and small size towns where a single authority is functioning, the Seminar recommends that it is advisable to entrust the implementation of urban renewal programs to the municipal corporations, in case of large cities. However, the municipal corporations should ensure that a high powered committee, representing all the interests concerned has the necessary mandatory powers to effectuate the programs. In such a Higher Powered Committee the town and country planner must be an ex-officio member, rather than being merely a technical adviser. In case of me-

dium and small size towns the municipal council or any other town planning authority which is already constituted should be entrusted with the implementation of urban renewal programs.

Development Control:

The seminar noted that development control is an essential and integral part of all development programs for the physical growth of urban and rural areas. The authority for development control is derived from a comprehensive planning legislation. The enactment of such a legislation or where one exists, the revision of the existing legislation to make it comprehensive should be taken by the state governments concerned as early as possible.

- The effect of development control like any other control, is restrictive and has a tendency to arrest the development of the area unless it is accompanied by positive action by the local planning authority concerned in making available adequate developed land to meet the immediate needs of the community including the provision of main lines of basic civic services like water supply, sewerages, roads and power.
- For the acquisition of land and provision of basic services it is imperative that adequate funds are made available at least in the case of growing urban centres.
- The financial and technical resources of local authorities in smaller towns may be inadequate to provide immediately the desired standard of main services. In such cases, the Seminar recommends that development should be allowed on planned basis and improvised arrangement for services like water supply and sewerage made on ad hoc basis to be replaced in due course by the regular arrangements.
- To achieve the necessary degree of development control, it is essential to adequately provide or strengthen the

enforcement machinery of the concerned authorities and remove procedural delays and impediments for its efficient functioning.

- For ensuring development control on a comprehensive basis, it is essential that all development agencies including government departments should observe planning discipline and for this purpose there should be complete coordination and cooperation between these agencies and the enforcement authority.

In the case of larger urban centres where the Development Plan envisages the decentralization of population by establishment of satellite or ring towns, government concerned should take effective steps to develop these towns and speedily effect the decentralization of the population in a coordinated way so that the difficulties in the enforcement of development control in the parent city are minimized as early as possible.

- The problem of development control is reduced to a great extent by large scale acquisition, development and leasing out of land by the state government or other public authorities and the Seminar strongly recommends that this should be adopted as a policy for the development of growing urban areas and establishment of new towns.
- In the case of new industrial townships, it has been observed that for want of comprehensive development plans, haphazard growth has taken place in the adjoining areas. The Seminar recommends that timely action should be taken by the competent authority well in advance to prepare development plans both for the township areas and the surrounding area under its likely influence and development control through an appropriate authority introduced from the initial stage, itself.

15th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Planning of Ancient and Historic Towns
Year : 24th - 30th October, 1966
Venue : Bhubaneswar
President : Shri P. C. Khanna



The 15th Town and Country Planner's Seminar held During 24th - 30th October, 1966; at Bhubaneswar focused on the theme "Planning of Ancient and Historic Towns".

Dr. A. N. Khosla, His Excellency, Governor of Orissa, in his inaugural address stated that in ancient India the towns centred around temples or other religious places, where people congregated for religious and other functions. Temple towns of South India, namely Puri, Bhubaneswar and Konark are good examples of such planning. Not much research, however, appears to have been done on the town planning at these places.

The growth of metropolitan cities and large towns and the rapid increase in population have given rise to a great deal of unplanned and haphazard growth, completely out of tune with the pattern and purity of earlier planning. The replanning of these towns, therefore, assumes urgency and special importance.

The Government of Orissa has already taken up the preparation of master plans for all the major towns and tourist centres of Orissa and has in view the comprehensive planning of other growing towns in the state.

With new emphasis on planned development, the concept of town and country planning has assumed new importance. Advancement of science and technology in the field of medicine has brought about a steady decline in the death rate. The birth rate, on the other hand, has not gone down, with the result that there has been a rapid rise of population. This has resulted in a rising demand for housing every where and a radical change in the concepts of human habi-

tations. Rapid industrialization has accelerated the growth of urbanization, further.

The exclusively agricultural economy of rural areas with its low living standards is responsible for the increasing exodus of rural populations to urban areas under the lure of better employment opportunities, higher wages and better overall amenities. This exodus has resulted in a growing pressure on housing in the urban areas. Because of the chronic shortage of housing in urban areas, slums have developed.

Unless conscious efforts are made to divert the people from agricultural to non-agricultural occupations, the benefits of planned development to the common man may fall short of expectations. In this context, it is important that the exclusively agricultural economy of rural areas must progressively be transformed into agro-industrial economy, and that all town and country planning should be undertaken in the framework of regional planning.

Planning law and administration are an essential prerequisite for checking sporadic and haphazard growth. The fringe areas in towns develop into slums with the influx of populations from rural areas. This trend must be arrested through the enforcement of town planning acts in coordination with the municipal acts and rules. It is the primary duty of the local bodies to see that all new constructions should conform to the approved development plans and that ribbon development along national and state highways is controlled. Periphery control legislation must be enforced with vigour. The Committee on Urban Land

Policy has recommended large-scale acquisition of land in and around urban areas to control haphazard and sporadic growth and to check the spiralling land prices.

In his address Shri Banamali Babu, Honourable Minister of Urban Development, Government, Orissa, mentioned that there has been lack of enthusiasm about town planning amongst the people due to mischievous propaganda, obstructions by vested interests and political persons besides lack of proper publicity. Some sections of town dwellers have an erroneous impression about the objectives of town planning. A few of them tend to think that town planning implies the un-necessary harassment to the residents and avoidable dislocation of normal life. Nothing could be farther from reality. There is no truth in the apprehension that town planning authorities are vested with arbitrary powers to acquire any site by paying nominal compensation to the owners or to demolish buildings at their sweet will or to upset the even tenor of the community's life just to please their ego. Civic bodies are reluctant to execute development plans for their poor resources but mostly due to lack of knowledge about the need of planning and want of civic consciousness.

Shri P. C. Khanna, Presidents, ITPI in presidential address stated that town and country planning is a branch of national planning, and deals with planning and development of land and with the design of man's physical environments. Through the successive five year plans, the country has made substantial advances in many field. A few new towns of varying texture and quality have also been established in the country to accommodate this expanding activity. Unfortunately, population too has made many advances. Urbanization is going on at a still faster pace. Much more increase in population, industrial development and urbanization is in the offing.

Even within the limited objective of preparation of plans, there is a serious bottle-neck.

The economic programs of the country are laid out in phases of Five years. Town and country planning needs to cover a much longer span. These plans have to be related to estimates of long term economic needs. No studies of economic potential of each area or region have so far been done.

Apparently, little or no work has been done in this connection at the state's level. The state planning departments each under a Planning Commissioner are busy functioning more like a clearance house for compiling and distributing of financial outlays. Planning therefore, seems to be more of an exercise on super budgeting. The economic planners and town and country planners needs to be given more effective role within these departments. Let country's five year programs be evolved and built out of long term of economic and physical plans to each area and region, no matter in how many phases of five years we may have to execute them. This pre planning and phasing, combined with pre-development in essential "base work" for programs like land and services, which will help in the speedy execution of various projects and in achieving the required targets.

Preparation of plan is one thing, their implementation is quite another. It is in the latter that we come to grips with stark realities. In the implementation of urban and regional plans, there are certain fundamental difficulties and they lack in public initiative and demand, positive approach, organisation, finances, control, and coordination.

There are many measures suggested from time to time regarding augmentation of resources. The Urban Land Policy Committee of Town Planning Ministers has strongly recommended various ways of mopping up the unearned increment. One of the main suggestions in this connection is to levy conversion tax for change of land use, i.e. a tax on the premium which accrues on land as a result of the permission granted for a more profitable use.

In conjunction with seminar an exhibition on “Ancient Historic and New Towns” was also organised, which was inaugurated by Shri N. Senapati, ICS.

RECOMMENDATIONS

Planning of Ancient and Historic Towns:

- The enumeration, documentation, mapping and write up of the history of our towns and places of special importance are inadequate. In order to make such information available a team of archaeologists, historians, architects and town planners should be created by the states. This team should urgently take measures to conduct the requisite surveys and provide the full information needed.
- The town planning organizations in the states should take up the work of preparation of development plans for towns of historical significance on a priority basis. Such plans should incorporate proposals regarding preservation, protection and setting up of such items of ancient, historic and cultural value including those of recent history.
- Where development plans have been or are being formulated for cities and towns the Seminar recommends that these plans be re-examined as and when the thematic map of ancient monuments becomes available. Special attention should be paid to the older areas of the towns and cities which abound in historical value so that the sequence of history in the architecture of buildings could be protected and preserved against any redevelopment or urban renewal program.

New Town Development in India: Past, Present and Future

Need for State Policy:

- The present phase of industrialization and other economic activities aimed at in the five year plans must inevitably result in tremendous urbanization. In the absence

of a concerted policy for urbanization, most of this growth will be in the existing towns and cities, adding to the congestion very much to their detriment. The obvious solution to this problem is a balanced distribution of population which to a very large extent, should be directed to new towns and to medium or small sized towns. It is, therefore, essential that at the state level:

- o A definite policy for the balanced distribution of industry should be evolved after a careful assessment of resources;
- o An urbanization plan based on such a policy should be adopted with special attention to new towns; and
- o Such a plan should determine the sizes of the new towns which will be adequate to create and sustain a satisfactory level of amenities and services in the context of the region so that the repercussions of new growth nodes on the surrounding areas are taken into account and new towns do not coalesce with metropolitan areas.

Diversified Economic Base:

- The new towns of the future should have a diversified economic base. This will not only promote the economic stability of any settlement but will also add variety of occupation to the society. A single industry town, however, large it may be, should not be encouraged. Even new towns built as capital cities should not remain as administrative centres only but should include industry to the extent necessary for a balanced society.

Planning Standards and Density:

- In country where urbanization has to proceed invariably at the cost of agricultural land, conservation and maximum utilization of land is of utmost importance. Low density development, apart from high costs, does not promote healthy or

economic urbanization. It is pertinent to note in this connection that cities in India have traditionally reflected intensive use of land and this explains to a large extent their successful functioning over a period of time, it is therefore pertinent that:

- o In future, new towns should be planned with substantially higher densities than at present. A suggestion was that a gross residential density of about 80 persons per acre on an average may be aimed at;
- o In the existing new towns where densities are very low, every effort should be made to introduce higher densities without detriment to requisite open spaces and other amenities; and
- o Suitable standards for amenities and services should be evolved.

Administration of New Towns:

- Since the success of a new town will be measured by the efficient maintenance of its services, it is necessary that suitable institutional arrangements are made for this purpose. Initially the New Town Development Authority should itself administer the town and maintain its services and when the stage is reached where these services can be self-sustaining, a suitable agency may be created representing the major functional and specialized interests.

Planning Law and its Administration:

- The existing planning legislations in various states, enacted from time to time, are inadequate for preparation of plans and for their proper enforcement and implementation. It is, therefore, necessary to ensure that the objectives and scope of the planning law is comprehensive so as to cover planning, implementation and enforcement of plans.
- The planning legislation should extend to the entire state. Where a planning region or area extends over two or more states,

in such cases composite legislation universally applicable to all the states should be enacted by the centre and if necessary, the constitution should be amended to achieve this objective.

- It is necessary that planning and development authorities at various levels namely state, regional (metropolitan), district and local should be constituted. The functions *inter se* of these various authorities should be clearly defined and the planning and development authority at all these levels should comprise of the Chief Executive Officials responsible for planning and development as well as representatives of the local important interests in their respective areas of jurisdiction.
- It should be the responsibility of the planning and development authorities to prepare the interim and comprehensive plans either by their own machinery or from the agency of the state town and country planning department, as the case may be.
- The “Model Town and Country Planning Act” recommended to state governments already contains provisions for the preparation of the plans and the various steps necessary for such preparation and approval. Some states have already enacted legislation on this behalf. It is considered that this legislation should be amplified and enlarged to empowering the planning and development authority to control the development of the planned area as well as enforcement of the planning standards and development controls.
- It was the consensus at the Seminar that enforcement of planning standards were generally lacking, resulting in unplanned and unauthorized development in most areas. It was, therefore, considered necessary to constitute an independent supervision and control machinery / authority, which should be empowered to issue directives, as necessary, to the authorities

- / agencies in charge of enforcement and control, with powers to carry out enforcement in case of failure by the enforcement authority concerned to act in accordance with the directives issued.
- As physical planning would be a failure unless it is coordinated with economic plans and as physical planning has to cover a longer period (minimum 20 years), it should take into account possible economic developments in the region or area during that period (20 years) and where the detailed five year plans for the economic well-being of a region or an area is prepared by the state or centre, it should always take into account the standards of developments envisaged in the physical planning of the region or area, so that due to the economic developments physical imbalances do not result.
 - For planning to be a successful and for it's acceptance by the common man as an instrument necessary and essential for his well-being, it should not only have adequate political backing at all levels but should also have mass public support. For this purpose, it is necessary that when the physical planning of a region or an area is contemplated; it should have the full co-operation of the various local authorities of the region or area.
 - If planning has to be accepted by all strata of society, care should be taken in drawing up of the redevelopment plans of existing cities, minimum disturbance to existing institutions, etc., is caused and where it is found necessary, say, as in the case of redevelopment of blighted areas or removal of noxious, hazardous or non-conforming industries, sufficient incentives, both financial and otherwise, should be given to ensure smooth movement of the population or transfer of the industry as the case may be, from the existing locations to the planned and prescribed locations.
 - As no planning can succeed until adequate finances are made available for the projected developments and as in the present condition of the country, it may not be possible either for the centre or the states to provide all the finances from their revenues for planning and development of a region or areas. Accordingly it is suggested that:
 - o For the preparation physical plans of an area, the expenditure should be borne by the public exchequer;
 - o For carrying out of development works in an urban area and areas contiguous thereto, an urban land tax at rates to be determined taking into account the local conditions (say 2.50% of the value of urban land only), which is used or useable for such remunerative purposes as residential, industrial, commercial, etc., should be levied. This tax should not only be levied on lands owned by private individuals but also on lands owned by state and central authorities. In the latter case, if legislation to levy the tax on government's land is not possible, the government concerned should make an equivalent contribution.
 - The amount of urban land tax or equivalent thereto thus, collected should be deposited in a separate account designated as "Urban Land Development Fund". The Fund should be used for expenditure on various development schemes prescribed in the comprehensive development plans within the controlled areas comprising the urban areas from which the tax is collected. From the amount available in the account at the close of any financial year, 50% should be allocated for expenditure on development in the succeeding years. Where the development is purely of non-remunerative nature, the expenditure should be treated as a grant-in-aid to the agency responsible for such development, and where the development is of a remu-

nerative nature, such as electric supply, water supply, etc., the amount should be advanced as a loan on terms and conditions to be prescribed.

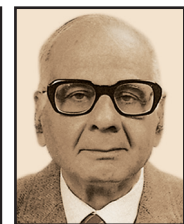
- Where it is necessary as in the case of large cities such as Delhi, Calcutta, Bombay, Madras, Kanpur, etc., to control development by public ownership of urban land and leasing it for specific uses, the legislation should provide:
 - o For acquisition of land for public purpose envisaged in the plan; and
 - o For pre-emption in favour of development authority where the private in-

dividual owning property in the urban areas sells the same after coming into force of the Act.

- The “Model Town Planning Act” envisaged another act for purposes of implementation of master plans. It is suggested that a comprehensive model law should be prepared for plan preparation, implementation and enforcement. The Town and Country Planning Organization of the Central Government may be requested to prepare this comprehensive model law for the guidance of states and others concerned.

16th TOWN AND COUNTRY PLANNER’S SEMINAR

Theme	: Problems and Prospects of Metropolitan Areas and their Future Role in the National Economy
Year	: 25th - 27th October, 1967
Venue	: Calcutta (Kolkata)
President	: Shri P. C. Khanna



The 16th Town and Country Planner’s Seminar was held during 25th - 27th October, 1967; at Calcutta, on the theme “Problems and Prospects of Metropolitan Areas and their future Role in the National Economy”.

While inaugurating the seminar Shri Ajoy Kumar Mukherjee, Honourable Chief Minister of West Bengal stated that, we are living in a changing world, but in the midst of certain unchanging problems. Intensified mechanization, accelerated locomotion, greater commodity turn-over have remained constant factors making our present day cities into places where machines thrive and men decay.

Every city perhaps originated as a citadel for a close community, in which men sought protection, religious and political association, economic opportunities and cultural stimulus.

Today more cities and towns can be spotted on the map of India than ever before, which is

an evidence of the massive effort being made since independence, at transforming what is a predominantly rural into a substantially industrial society. There has been rapid urbanisation, though not always wholesome. We have the problems of planning and guiding the growth of new industrial townships, avoiding the mistakes of the past, and of replanning the old cities to make them better and more stimulating places to live in. Unfortunately the latter, that is, the urban renewal program has not been an easy task as these have been encountering controversies, delays, inertia, financial difficulties and some times even just plain failures.

As experts / planners must have seen heaps of reports produced all over the world in which one thing is common that - most of the cities are of wrong types, in wrong places and for wrong purpose. They invariably present a picture of the magnitude of problems and enormity of mistakes. Even today, our planning agencies lack

clearly defined social objectives for instance, while one agency would like to reduce air pollution the other, at the same time would be evolving means of bringing in larger and faster motor vehicles thus, adding more poison to the atmosphere. Then we pay too much attention to statistical trends and probabilities, and not enough to fresh ideas and possibilities, except in the way of mechanical innovations. We have treated statistical predictions as if they were commands. We have treated the existing technological forces and institutional practices as if they were immortal. Unless we agree to depart from these and open up fresh and vigorous prospects for controlling these forces, we will be strangling and defeating all planning. Secondly, instead of carrying metropolitan concentration further we should utilize new technical facilities and old human values for diffusion and for building many new urban centres into areas of a large regional complexes. That will restore the balance between town and country. We must remember that cities and countries are one and not separable.

He further stated that in spite of industrialization India will continue to have a large agricultural base and planning for urbanization has to be closely related to the planning and development of the rural areas which after all constitute the supporting system for the urban areas. Secondly, in a vast and complex country like India where there are significant differences in the location of natural resources, industrial traditions, skills, opportunities etc., the dangers of over-centralized planning are apparent. While some kind of national planning is essential to ensure cohesiveness and continuity of purpose in the development of the country as a whole, it would be grossly unrealistic to ignore the very pertinent differences between the regions.

He then mentioned that financial resources available to the states are far too inadequate to generate or sustain such industrialization though, in the ultimate analysis it is the state government's that have to tackle the spatial and

human implications and be actively involved in the management of the plans. Since the formulation of a plan and its implementation have to go together it is necessary to adopt a planning process in which the state governments can participate more effectively; it is obvious that the financial competence of the states will also have to be much more than it is now.

In his welcome address Shri Jehangir Kabir, Honourable Minister of Planning and Development, Government of West Bengal stated that the spread of industrialization, and the high densities of population in the rural and urban areas alike, render the subject of town and country planning especially significant to West Bengal.

As a person responsible for planning and development in West Bengal State, Shri Jehangir mentioned that in the coming years, at least the crucial parts of the Calcutta; plans are required to be implemented. Failure to do so would render the final breakdown of this metropolis. Inevitable word of Prof. Colin Buchanan and other international experts who visited this city at the beginning of this year, "if such a breakdown were to take place, it would be a disaster, a confession of failure at the first major confrontation, of mankind's ability to organize the vast rapidly growing urban consentanity seems inevitably destined". There could be no more sombre-warning to those engaged in the town planning profession than this.

In his presidential address Shri P. C. Khanna, stated that towns and town planning are nothing new. In every civilization, they were built or grew according to prevalent needs and concepts. Only their scale was smaller and the technology being different. Cities and towns are in fact the seats of a major and important part of national activities. It is, in this context, therefore, that we need to consider the importance of their status and role. The new role of city and city governments, needs to take into account a very strong and effective regional

approach towards the distribution and direction of increasing population and urbanisation. This is no more a local problem. It calls for a national program of well thought-out regional plans, defining at least the geographical location of future receptive centres and their development as new towns. It calls for a clear and firm policy towards the location and siting of large-scale industry. The more pertinent and relevant question, is a choice between the “planned” and the “unplanned”. Development of new towns, especially the part relating to land and services with which alone the public sector will be mostly concerned, if prudently handled and phased, is not only an economic, but a highly remunerative proposition. It is not the individual, but the towns which create their own land values and ultimately transform themselves into valuable assets.

Our ‘Urban Land Policy’ is still in a thinking stage. The much discussed proposal of mopping up of unearned increment in urban land, by levy of conversion tax or cess, needs a big push from the centre before the state will be in a mood to cash upon it. It appears as if our plans are more concerned with the quantity of financial “Outlays” rather than with “Layouts”. Coordination at the state level seems to be more an exercise in the compilation and distribution of such outlays. Let the country’s five year programs be evolved and built out of the long-term economic and physical plans of each area or region no matter in how many phases of five years we have to execute them.

The subject of town and country planning does not find any specific mention in our Constitution. It is however a state subject by virtue of state powers on the subject of “Land”. There is always resistance to any radical changes. Take for example the case of enactment of “Comprehensive Legislation on Town and Country Planning”. In most of the states, this has somehow been pending since long or, except on minor points, has been ineffective where it just happened to be pushed through.

While inaugurating exhibition organized on this occasion Shri Jyoti Basu, Honourable Deputy Chief Minister of West Bengal stated that since a metropolis generates so much wealth, it’s development should be self-financed. But the present system of financial and other arrangements in the country are such that most of the taxation on this wealth is appropriated by the centre. Where the proceeds are distributed among the states, such distribution is on grounds other than metropolitan development. The state government is therefore, left to finance metropolitan development from among it’s own, meagre sectoral allocations. For the developing countries in particular there may not be an alternative but to add further industry and investment to the metropolis for the reason that it has already a considerable investment in transport, trade, education and other institutional facilities which are a strong attraction and which should be fully utilized. The success of the planners in finding solutions to metropolitan problems will directly depend on this understanding; to the extent they do not, they will fail.

RECOMMENDATIONS

Metropolitan Area, Problems and Prospects, and their Future Role in National Economy:

- It is not possible to control the size of a metropolis. The form of metropolitan growth should be organized on a planned basis. The commercial establishments and offices should be located in the outlying areas to relieve congestion and to reduce the time and distance of trips to work.
- Most metropolitan areas have a number of local and state authorities with overlapping jurisdictions and conflicting interests. In the interest of better management a reduction in the number of local bodies is desirable and if possible, the establishment of a single metropolitan authority with powers to prepare and implement the development plan of the metropolitan area is favoured. Where local authorities

are found to be capable of implementing the schemes, the metropolitan authority could be responsible for capital budgeting providing finance, coordination, preparation of the development plan and over all supervision of implementation.

- Metropolitan development should be made self-financing. The distribution of central financial resources should take into consideration metropolitan development as one of the criteria in fixing the state's share of the centre's resources.
- In view of the shortage of technical personnel in the country, the technical skill and research facilities available in the universities and planning schools in the country should be mobilized.
- There is a great need for coordination of research activities, documentation and proper dissemination of knowledge and experience in the field. Utilization of private consultants and specialists for preparation of development plans would further augment the personnel resources in the country.

Comprehensive Regional Planning in its relation to National Economic Planning:

- National economic development and regional economic development are not only inter-related but also inter-dependent. While the national objective is to maximize the rate of economic progress such maximization, considered over a stretch of time, may not be possible unless the rate of economic progress in the different regions is also maximized. While some degree of income disparity will exist because of differences in factors like endowments, traditional skills, etc., the objective should always be to make the maximum possible utilization of the resources and opportunities available in each region in the context of a coordinated approach for national economic development. This way alone the rate of the nation's economic

progress is maximized along with the maximum possible growth of each region.

- The various types of planning activities currently going on at different levels of the state government which though valuable by themselves, largely lack in coordination and effectiveness. For the purpose of ensuring a coordinated approach to planning problems and achieving the necessary amount of political and administrative sanction behind the plans that are prepared, a state planning machinery with multi-disciplinary technical experts including economists, sociologists and physical planners will need to be set up, for appraisal of resources for planning in the various sectors and regions of the state; determination of the sectoral allocation and fixing up of priorities; and evaluation of planning activities that are going on in the state.
- The Seminar agreed that the implementation of the plans will necessarily have to be done by the respective departments of the state governments.
- The Seminar feels that, while, in some selected areas in the country developmental activity is going on involving heavy capital investment, the spread effects of such investments are meagre, leading to a sharp income-disparity between adjacent areas and the growth of a colonial type of economy within the nation.
- The Seminar also feels it necessary to focus attention on the emerging pattern of urban settlements in this country as a concomitant of industrial and commercial development that is going on.

Metropolitan Traffic and Transportation Planning:

- Due to growth in area and population future traffic volumes and demands for transport facilities were likely to increase phenomenally in metropolitan cities, therefore, the problems of traffic and

transportation should be tackled in a comprehensive manner before the situation becomes critical with the increasing tempo of urbanization. The Seminar observed that in several metropolitan areas, notably Delhi, Poona, Bangalore and Kanpur, nearly 75% of the trips to work were being performed by bicycles. However, no attention had been paid to safe and efficient movement of the cyclists. It was, therefore, suggested that express cycle-tracks connecting major work-centres with residential areas be laid out.

- Traffic problems of metropolitan cities are becoming most acute and intense in their central areas, therefore, the nature of the central areas such as land use structure, density pattern, land value changes, etc., had to be thoroughly understood, before feasible solutions could be proposed.
- Regarding mass transportation in the major cities; the Seminar emphasized that a comprehensive approach to this problem is necessary, instead of piecemeal and local improvements.
- Transport Undertakings in the public sector in most of the metropolitan areas were operating under loss. This situation called for improving operational efficiencies and granting public subsidies, if necessary. personalized vehicular trips should be discouraged as much as possible by providing economical and efficient mass transit facilities, so that the passenger trips by private vehicles could be substantially reduced.
- The roads and streets could no longer be considered as channels of movement only; they were also channels of visual communication and social cohesion. They should, therefore, be treated as design elements and traffic and transportation planning should be conceived as a comprehensive task in the redesign of the physical structure of cities and regions.
- It is, necessary to prepare and implement short-range plans, which could later be fitted into the comprehensive program, to alleviate the immediate problems and arrest further deterioration of the transport system.
- Modern techniques of survey and analysis should be applied to assess the present travel demands and the degree of their utilization and to project the probable requirements in the foreseeable future, keeping in view the anticipated changes in the land use pattern, travel characteristics and urban growth.
- The Seminar noted with concern that at present there was a serious shortage of trained and experienced personnel for the preparation and effectuation of traffic and transportation plans and programs. It is therefore, recommended that facilities for education and training in traffic and transportation planning be instituted and developed, at the post graduate level, in selected schools of town and country planning, universities, town planning organizations, and road research institutes.

Financing of Urban Development:

- Since the present resources of most of local bodies in India barely cover their normal expenses, there is great need to explore new sources of local revenue. In this context the Seminar recommended that property tax being the most important single source of local revenues, efforts must be made to increase it's productivity.
- Every city attracts large numbers of daily or seasonal visitors. Since these people form a regular addition to the city's population, municipal authorities have to provide some basic services like water, sanitation and conservancy for them. Therefore, some payment from this floating population such as a tax on railway and bus tickets on long-distance journeys, pilgrim taxes in cities attracting

pilgrims and employment tax, needs to be explored. The Seminar concluded that an employment tax on all employers in the city would serve not only this purpose but also remove the anomalies.

- When agricultural land in urban areas is converted to non-agricultural uses, local bodies should collect a charge from the owner, although Union Government has recommended that states collect an urban land tax to augment their resources and to mop up unearned increments in land values.

Urban Land Development and Management:

The Seminar noted the fact that the concept of “developed urban land” has been interpreted by different agencies in the different states in different ways, beside the laws relating to urban development do not clearly indicate what developed urban land is? The Seminar also took note of the category of “semi-developed land” which the Delhi Development Authority were allowing to be built upon. Accordingly, the seminar recommended that:

- In the context of rapid urbanization which most cities and towns are experiencing in India the anticipated substantial increase in the urban population in the next 20 years and the need to make up for current shortages in housing, amenities, services, etc., there is urgent need to speed up the rate at which land is being developed for urban purposes within the urbanizable limits determined for each city.
- There is need to have a clear conception in regard to the developed urban land in terms of the actual services provided to it and this conception should apply equally to governmental as well as non-governmental operations.
- The minimum services that should be provided to any land before an urban development can be permitted are - an all weather access road to each plot, and protected water supply through a municipal pipe system or other

satisfactory means. And in the case of industrial area a satisfactory means of disposal of industrial wastes. However, before such development can be allowed to be occupied and used it should be fully developed and full development should include:

- o All-weather access roads suitably paved;
 - o Protected drinking water supply;
 - o Storm water drainage;
 - o Underground sewerage, if not possible an efficient system of disposal of waste water through septic tank or other means and disposal of Industrial wastes in a satisfactory manner;
 - o Street lighting;
 - o Reservation of land for open spaces, schools, shops and other amenities, and
 - o Plantation of trees along the roads and in public open spaces.
- Many state governments were insisting upon the private colonizer depositing with the local body a certain percentage of the cost of full development before the site was approved for being disposed off for development and that these local bodies permitted occupation only when the private colonizer had fully developed the colony or deposited with the local body the full amount of the cost of the services to be provided. Therefore, as far as possible only fully developed land should be allowed for occupation so as to minimize health hazards and to ensure optimum environmental living standards.

Standards of Urban Development:

- It was felt that the minimum standards for living as well as breathing should be the same whether it is for new development or for redevelopment. There could be some variation in these minimum standards on grounds of climatic considerations but

so far as functional requirements were concerned, these have to be adhered to strictly all over India.

- The minimum standards, however, do not create a satisfactory environment from the social and psychological points of view. It will be necessary to aim at a desirable level of standard of services and amenities and this desirable level may vary from city to city taking note of the needs, the capabilities, the resources and the cost economics.

Land Assembly for Urban Development:

The Seminar taking note of the experience of both public and private agencies in regard to assembling land for urban development, and recognizing the limitations which the recent amendments to the land acquisition act will place on public agencies in undertaking bulk acquisition and development schemes, recommends that:

- Efforts should be made to harness the efforts of cooperative institutions and private developers in assembling land and making it available for urban development within the framework of development plans of the area. This can be done by

providing certain incentives to the private developers to undertake the operations.

- The scheme of reconstitution of plots which has achieved great success in both Maharashtra and Madras and which does not involve actual acquisition or payment of compensation, except for land for roads and open spaces be practiced by other states as well.
- The Seminar recommended that state governments may take steps to enact a uniform law for the promotion of planned urban land development.

Basic Development Plan for Calcutta:

- Citizens participation in successful implementation of the schemes be explored to fullest extent.
- Mobilize the technical expertise available in the country, in addition to the advice of the foreign agencies.
- Coordinate overall development of Calcutta, Asansol, Durgapur and Siliguri.
- Improvement of the slum areas, not by reconstruction or redevelopment but by conservation and improvement by providing basic utilities, services and facilities.

17th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme	: Planning and Development of National Capital
Year	: 20th - 30th October, 1968
Venue	: New Delhi
President	: Prof. T. J. Manickam



The 17th Town and Country Planner's Seminar was organized in New Delhi during 28th - 30th October 1968 to discuss on "Planning and Development of National Capital".

Shri Morarji Desai, Honourable Deputy Prime Minister of India, in his inaugural address mentioned that "Towns are necessary but villages are also essential. Planning should be such that man should advance materially

and spiritually". He appealed to the town and country planners to pay adequate attention to the development of the villages, which aspect he felt had hitherto been neglected.

In laying stress on rural development Shri Desai mentioned that "he has no doubt if our villages become much better and have facilities like sanitation, roads, educational institutions and de-centralised industries, the

exodus that is taking place to the cities can be reverted back in the future. We do not want to turn the whole of India into cities and towns. Rural life, if properly developed, will be more attractive for the average man”.

Referring to the development of Delhi, Shri Desai said that it was regulated by the master plan which had been in operation for the past few years. During this period, the population had increased many fold. There had been delays in implementing the plan and this needed study by experts as delay sometimes resulted in unhealthy growth. He cautioned planners against grandiose schemes which consumed a lot of money. He said, “Art does not consist in simply spending money but in utilizing it judiciously. Simplicity gives more charm than any ornamentation. We must imbibe the best from everyone. Before giving importance to our own art, it can be enriched by taking the best from the world but sometimes we are carried away by outside appearances or what is considered as fashion. Ours is a culture of unity in diversity and this is one thing which is more veritable. Everything cannot be cast in one pattern. There must be variety in different forms of architecture and planning in the country. It must also be seen that the plans are congenial to local conditions”. He further underlined that he was totally opposed to the vertical growth of the capital, as skyscrapers were nothing but an imitation of buildings elsewhere and an exhibition of wealth.

Shri Desai concluded his inaugural address by saying, “Whatever is done should be done with a view to seeing that man and human society derive maximum benefits which do not mainly lie in material development but also in the development of man as a human being. If this is not done, we will end in the destruction of human society”.

In his welcome address Shri Vijay Kumar Malhotra, Chief Executive Councillor Delhi Administration stated that the preparation of a statutory master plan for Delhi exercise was

the first in the country to have a comprehensive urban development plan with metropolitan and regional proposals. Work on the plan was initiated in 1955. The Delhi Development (Provisional) Authority and the Town Planning Organisation was set up to advise on all matters relating to the planning of the national capital. They produced the Interim General Plan in 1956. This interim plan was intended to provide an outline for planned development until the comprehensive long range plan could be prepared. In December 1957, the Delhi Development Authority was formed under an Act of Parliament. The act required the authority to carry out a civic survey and prepare a master plan for Delhi. This plan was prepared by the Town Planning Organisation on behalf of the authority and released by the authority for public objections in July 1960. A specially constituted Board for Hearing and examining objections to the draft plan submitted its report to the authority in March 1961 and finally in September 1962, the Plan received the approval of the Central Government and became a statutory document projected up to 1981. Implementation of this plan was left to the various implementing bodies-the Delhi Development Authority, the Municipal Corporation of Delhi, the New Delhi Municipal Committee, the Central Public Works Department, the Ministry of Transport and other government departments and statutory undertakings concerned. Enforcement of provisions of this plan was, however, the overall responsibility of the Delhi Development Authority.

Today after nearly six years of its implementation this plan provides considerable experience to the implementing agencies. The shortfalls of the plan, the practical difficulties confronted in the implementation, all these provide a good basis for discussion and deliberation. To provide a balanced development of the area, several ring towns were to be developed not only to deflect the population that would otherwise come into Delhi and jeopardize the planned growth of

the capital, but also to help these towns grow in a planned way.

The abnormal growth of Delhi has posed many other major problems also. There has been haphazard development of industry. Traffic arteries leading from Delhi have become congested. There is speculation in land for residential purpose. Unfortunately, the growth of the towns and of the region which are in the shadow of this metropolis have been rather slow. Is the present trend of growth satisfactory from the point of view of balanced development of the region? Will it help in providing wider employment opportunities and higher incomes, healthy environment and integrated development? Will it lead to maximizing output in keeping with economic and social goals of the nation? Apparently the answers to these questions are in the negative. But, then, can the present trends be reversed? Decisions at the highest level are required here and these decisions must also be politically, economically and socially acceptable.

In his presidential address Prof. T. J. Manickam, President ITPI; stated that it may be worthwhile to recall that when the Ministry of Health wanted to take up the question of preparation of Master Plan of Delhi they approached the Institute of Town Planner's for advice and we took great pleasure in formulating the early policy and establish the Town Planning Organisation. Late Walter George, one of the three consultants, who spent considerable time in advising the project, knew everything that ought to be known about Delhi on account of his intimate knowledge, he stressed the need for legislative measure to be introduced in Delhi State and also urged for immediate control of land use so that indiscriminate development of new *nagars* and suburbs all round Delhi, blocking essential lung spaces for the congested parts of Delhi, could be controlled. Lutyens and his planners contributed in urban design as well as planning of New Delhi and this tradition that has been set by them should not be lost sight of in planning the capital.

The problems of the capital are not very different from the problems of other metropolitan towns which are growing in size and in number all over the country. Urban planning has not received its due share in the previous plans. We accept that the majority of our population still in the rural areas and a great deal has to be done for the improvement of the rural areas. However, if one examines carefully, the real problem spots are the urban areas. Urbanisation is inevitable and there are sufficient indications that urban population will increase tremendously in the next decade. Urbanisation is the only way by which we can provide the population in the rural areas with employment and minimum essential services at lowest cost.

At present a planner occupies a subordinate position. Unfortunately, we seem to have inherited all the bad traits of British Administration, fit for colonial rule and have not progressed. Still our administrators act as autocrats and all the technical people are working in a subordinate capacity. We always look to other countries for expert advice where the technical experts are in an advantageous position and are guiding their countries policies in their fields. We are recognised as technical experts only when we go to other countries but not in our own. The Civil Service domination in technical bodies is not good for our future progress. Most of the town planners are feeling frustrated and isolated. This is very true in an educational and research organisations also.

An international exhibition depicting planning and development of the national capitals in the different parts of the world was inaugurated by His Excellency Dr. A. N. Jha, Lt. Governor of Delhi.

RECOMMENDATIONS

Planning and Development of National Capital:

Housing in the National Capital:

- It is necessary to have a comprehensive housing policy identifying clearly the hous-

ing needs, and give precise guidelines for undertaking actual programs of housing.

- The urgent sectors of housing consisted mainly of low-income group housing, the squatters rehousing, slum clearance and rehousing, and the middle income group housing. The present approach to housing in the national capital did not indicate that these vital sectors had been given proper recognition as evident from the actual housing program undertaken to-date. Adequate proportion of the land so far acquired and developed had not been made available for house building in the low income sectors. Therefore, there was need for the housing policy to be integrated with the land acquisition and development policy.
- The overall solution to the housing problem lies both in creating as many units of new housing as possible through the urban expansion programs as well as the units that could be created as part of the urban renewal programs. A major part of the old city of Delhi has been declared as slum requiring clearance in some cases and improvement in the other. Any attempt at clearance or improvement is, however, faced with the problem of acquisition. Since it is almost impossible for the authorities to take up the acquisition of all slum areas for purposes of clearance and rebuilding at the high cost therefore, as far as possible private participation must be brought into the clearance and rehousing programs.
- As the present high densities in the walled city of Delhi would need to be relieved, a certain amount of shifting of the population to other areas is unavoidable. The relocation of the families from the slum areas and also the provision of alternative housing for the *Jhuggi* dwellers should be made and integral part of the policy of relocations of the industrial activities in the newly developed areas in Delhi.
- The extent of slum areas in Delhi being so large and the resources for clearance being so limited, therefore, as far as possible areas should be preserved by measures of conservation so as to preserve existing housing stock and prevent further deterioration.
- The present *Jhuggi* rehousing program is defective firstly, regarding the location of the *Jhuggi* rehousing areas in isolated pockets without any established economic activities nearby and secondly, the revised program of the 25 sq yards plots allotted on a temporary basis, is too inadequate.
- The Seminar is of the opinion that although lower standards have to be accepted for the rehousing of this category of people it should be considered only as a temporary expedient and further improvement of this scheme should be planned.
- Though the master plan indicated zonalization of economic activities, this had not been pursued vigorously and all new housing programs under the urban expansion scheme should incorporate slum clearance and rehousing including the *Jhuggi* and *Jhompri* rehousing scheme. *Jhuggi* rehousing should not be considered in isolation from the rest of the housing and henceforth *Jhuggi* rehousing should be distributed and appropriately incorporated within the overall housing programs.
- There are many agencies who are responsible for large scale housing program in the national capital and an effective coordination of the housing programs of each of these agencies are very necessary to ensure equitable distribution of housing in the various areas in the national capital both from the point of view of integration as well as the optimum utilization of the resources, and at the same time reducing

the differentials in the standards adopted in public and private housing.

Planning Administration at the National Capital:

- Where centre-states relationships and inter-state matters are involved, past experience and present political climate indicate that any program for development, either long-term or short-term can be achieved effectively, only through the collaboration and cooperation between the states and the centre.
- Once the High Powered Board has accepted the regional plan, each constituent state should endeavour to adopt this plan for the area of the national capital region lying in that state under the respective state planning and development laws.
- The implementation of the plan, and the enforcement and control over development as well as execution of schemes, has to be necessarily undertaken by the concerned state and local agencies existing or to be set up in the national capital region.
- Sufficient resources would have to be made available by the High Powered Board to state governments and the local agencies for executing schemes in accordance with the plan. It would be unrealistic to accept that the constituent state governments would invest in the area of the national capital region funds more than what they would have normally invested according to their development pattern evolved at the respective state level. Therefore, investment beyond this level which the development of the national capital region would definitely need, would have to come from the centre.
- The coordination of programs both in terms of time and space should be the responsibility of the High Powered Board and the Advisory Committee set up by it.
- The essence of coordination will lie in the High Powered Board establishing

a permanent evaluating and reporting agency to evaluate the programs taking place in the national capital region and reporting to the Advisory Committee the impacts of these programs, their successes as well as their shortcomings.

- Whatever be the administrative and legislative set up at the union territory level, there was an established need for an overall planning and development authority whose main functions should be:
 - o To prepare a plan and a program for the comprehensive development of the union territory of Delhi in all its aspects and to see that this plan and the programs were implemented fully either by itself or through existing local agencies. The responsibility for the enforcement of the plan will have to be that of the planning and development agency; and
 - o In regard to actual developmental work there were already several agencies who were operating at the Delhi and at state level certain essential services such as water supply, electric power and transport. The planning and development authority would have to see that the plans and programs of these various agencies were fully coordinated and augmented wherever needed.
- The DDA should be made the Delhi planning and development authority, for the entire union territory, the developmental functions being delegated by DDA to the extent necessary to the various agencies already operating or that may be set up hereafter.

National Capital Region and Surrounding Towns:

- The regional shifts of population owing to migration and simultaneous urbanisation taking place in the country calls for a “National Policy on Urbanisation and

for geographical location of employment opportunities particularly in regard to location of industry. Such a policy should be followed by a program of regional planning and development initiated at the national level.

- Despite heavy financial outlays provided for the promotion and establishment of industry, little regard seems to have been paid in regard to the regional and geographical location of industry in any planned manner. Seminar, therefore, recommends the setting up of a high level committee to go into this problem.
- It is imperative to have a regional plan for this area not only because Delhi is a national capital but also because it is typical of the problem of the areas of all such urban complexes.
- Delhi is unduly patronized or burdened with a number of functions which necessarily need not come within such a city. A part from governmental activity, since independence it is the unchallenged centre of trade and commerce and an outlet for export and import for the whole of north-west India. It is a focal point of transportation by rail and road. This brings heavy physical impact within the city. A bold program for reorientation of lines of transport and of railways could particularly help to relieve the city of this patronage and burden.
- Despite the measures aimed to limit the growth of population in Delhi, sizeable manufacturing industry has been attracted to be located within the urban area as well as within the metropolitan ring towns. The Seminar recommends a rethinking and re-orientation of the Industrial Policy which should be firmly enforced and facilitated by providing suitable incentive at alternative growth points.
- Some of the areas in the national capital region suffer from serious limitations of water supply and floodability due to ge-

ographical considerations, the Seminar, therefore, recommends that projects for such basic needs as water supply and floodability should receive immediate priority in the central and state plans.

- With regard to village and rural areas, the Seminar is of the view that change to urban economy implies a gradual shift to urban vocations. This should not, however, take place by impoverishment of rural development and increase of disparity between urban and rural living standards. The Seminar, therefore, recommends that the physical plan for the national capital region should plan for the various grades of rural settlements such as primary villages, central villages and market towns and supplement their economic base through location of small agro-based industries and by the provision of necessary social and physical infrastructures.
- To achieve the desired objectives of comprehensive development of the region, it is necessary to conceive a bold and effective financing policy and framework. A number of development programs and schemes within the region could be executed on a self-generating basis but they will need sizeable initial finances in the form of revolving funds.

Image of the National Capital:

- A review of the physical development plan prepared in 1959 be undertaken immediately by the Town and Country Planning Organization.
- Concerted efforts be made to narrow down the environmental gaps amongst the three distinct areas of Delhi, namely the walled city, Lutyens New Delhi and the post Independence Delhi.
- “Specific Environmental Areas” like Central Vista, Connaught Place, Red Fort - Jama Masjid Area, Chandni Chowk Complex, Qutab, River Front, Tughlakbad

and many other areas which form distinct land marks of Delhi and add to the total image should be clearly identified and steps be taken not only to preserve their character but also to enhance their values with proper articulation.

- An “Urban form in totality” for the whole city be developed as a first step so that development plan in a unified and comprehensive manner be prepared for the “Specific Environmental Areas” in order to give a distinct urban entity to the city of Delhi. In doing so the perceptual form of the “National Capital” in the context of the region should not be over-looked.

- A Commission of Experts, consisting of persons involved in the visual aspects of the entire country, be appointed immediately to render advice on, a continuing basis to the planning and implementing organizations on all matters relating to urban design for the national capital both for the total framework as well as for specific environmental areas.
- Careful attention be paid to landscaping, street furniture and general beautification of the capital. Architects and town planners specialized in these fields should be invited to advise the authorities on these matters including the design of important buildings and traffic islands.

18th TOWN AND COUNTRY PLANNER’S SEMINAR

Theme : Rural - Urban Integration in Development Planning with Special Reference to Coastal Regions in India
Year : 17th - 23rd November, 1969
Venue : Trivandrum (Thiruvananthapuram)
President : Shri N. S. Lamba



The 18th Town and Country Planner’s Seminar, held at Trivandrum (now Thiruvananthapuram) during 17th - 23rd November, 1969; on “Rural-Urban Integration in Development Planning with special reference to Coastal Regions in India”; was inaugurated by His Excellency Shri V. Viswanathan, Governor of Kerala, who in his inaugural address stated that the government have not done anything in the direction of creating a impact of town planning in the public which is the most essential factor for successful town and country planning in our country. The town planners, most of whom specialized engineers and architects have more or less created a purely technical approach to this subject forgetting it's possible reactions on public mind. In a vast country like ours making a colossal experiment with democracy, every piece of legislation and act of government necessarily have to be democratic in it's nature. Cities in India as in any other country in

the world have been built by former rulers and *Maharajas* in a manner consistent with their own concepts and imagination. It is true that in India in many states there were enlightened *Maharajas* and *Nawabs* with fertile imagination who built cities giving emphasis to their ornamental value and not for the maximum benefit of the people. It was possible then because the authority of the kings were not challenged and they were responsible to none. The result was the convenience and comfort of the common man never figured in their minds when they embarked on a campaign of city or capital building. It is a sad thing to remember now that the present day architects and town planners were so much impressed by the past that they show natural diffidence to depart from a set pattern of city building that existed in the past. But, to-day, when people’s representatives are in power every scheme of town planning has to be decided on it's merits

how far it would serve the convenience and comfort of the people? In short the guideline of to-day is the maximum benefit to the maximum number of people. Every available piece of land has to be used for the maximum good of the maximum number of people and not for the maximum good of the minimum number.

Although every attempt is being made to convince the slum dwellers about the advantages of shifting them to other areas where they could be housed in planned tenements under healthy and sanitary conditions, none of the schemes could be put through. The pattern of central financial assistance is so rigid and inflexible that it does not suit the requirements in our state.

Land acquisition is an inseparable part of any town planning scheme. No town planning scheme can be prepared without acquisition of land and its subsequent development. In state of Kerala where the density of population is so high, land acquisition poses very difficult problems. Land acquisition even after complying with the set legal formalities becomes a time-consuming process and it is easy for anyone to oppose land acquisition and cause inordinate delay through the machinery of the law-courts.

In Kerala, in city corporation, most of the development schemes met with failure both because of the lack of cooperation from the people and for want of adequate powers for the enforcement authorities like the local self government bodies. New legislations are necessary to fortify the acts of the local self government bodies by law when they set out for the implementation of the development schemes.

Shri N. S. Lamba in his presidential address stated that it is rather unfortunate that while other countries have been running the race for scientific advancement, India has in the last 20 years been involved in two very serious problems i.e. population explosion and urban degeneration. While national attention was focused on the

former in the form of family planning drive, the required attention has not been paid to the subject of town and country planning, with the result that conditions are neither favourable in towns nor in the countryside thus, calling immediate attention to solve both.

City is not only the highest political entity, and an arena of all human ambitions, but a centre of civilization. Towns and cities may vary in size, texture and may have different kind of environment but one essential meaning of any city is to represent "urban living" where all surroundings are man made. But unfortunately the "city" of to-day represents squalor, slum, stink, social injustice, stuffiness, suicides, sins, stealing and so on. In spite of this degeneration of the city, there is a big drift of population into cities mainly from rural areas. Everyone feels that it is his democratic right as a free citizen to choose where to live.

Unfortunately, when the five year plans and later annual plans are administered at the state level through the Planning Commissions, it is more of an exercise on economic planning or distribution of financial outlays with the result that economic planning and physical planning are not coordinated. Such a policy or approach will not only be a positive approach and will attract public initiative and help to meet the present day demand. Making land available on planned basis whether on the periphery of existing town or completely new towns well fitted in the urban-rural set up with all basic services will be far more successful, less annoying to those sitting pretty with deep vested interests and strung with ticklish problems in congested parts of the city. In fact, if properly organised, this system could bring huge revenues and profits to the developing authority or the local authority responsible for it and make them financially more sound.

The town planning subject being new in India it was not attracting sufficient number of people to enter this profession by obtaining post-graduate qualifications. It was in this

context that a Committee of Ministers was appointed to go over the question of shortage of town planners and find solutions and to attract the talents in this profession. The Report addresses shortage of planners and how it may be met by opening new schools or augmenting the existing ones, creating well staffed and stable organisations, in every state and provide various incentives and confidence to those who join the profession. It is a matter of regret that while opening of new schools and augmenting the existing schools to produce more town planners in India has been initiated, the other recommendations of this report have been treated in a routine manner like government circulars and has either been filed or is not being fully implemented in a number of states. Unless immediate action is taken it is feared that the post graduate town planners coming out of the various schools in India recently set up, may face unemployment like the engineers, and other technicians while the departments and organisations having provision for them continue to be filled by intruders in the profession or persons with unrecognized qualifications in town planning. One of the other big hurdles to the employment of qualified town planners has been the provincial languages. As the town planning schools do not exist in every state, it is not possible for the town planners to learn 17 languages of India. It is felt this provision ought to be relaxed in this highly specialized profession.

In his welcome address Shri Avukaderkutty Naha, Honourable Minister for Local Self government, Kerala stated that Kerala is a narrow state and faces the Arabian Sea on its entire western boundary. We have all our major urban centres located on the sea shore and this is a unique feature in the settlement pattern of this state.

He further stated that the town planning department was formed in Kerala in 1957, drafted town planning schemes and in a limited way for implementing the provisions

thereof. Regional Plans for Trivandrum, Cochin and Calicut are in the final stages. Master Plans for sixteen urban centres have also been completed including those coming within the above three regions. The department has also statutory control over the location of Industries. We have three town planning acts for the state; a unified Town and Country Planning Bill is under consideration.

An exhibition on "Port Towns and Water front Development" organized in conjunction with the Seminar was declared open by Shri C. Achutha Menon, Honourable Chief Minister of Kerala.

RECOMMENDATIONS

Rural - Urban Integration with Special Reference to Coastal Regions:

- The Seminar was of the opinion that the rural-urban integration can best be attained by having a comprehensive plan for the physical, social, and economic development of an area comprising of:
 - o A district or combination of districts;
 - o A metropolitan and other regions;
 - o A state as a whole; and
 - o Inter-state areas as may be needed. Such a plan would obviously take into consideration the needs of all sections of the population of the area and also provide opportunities for wide public publication. It would also integrate local, rural and urban planning and provide the necessary spatial dimension to economic and sectoral planning.
- Plan formulation and implementation, calls for radical review of the present system of local and district government administration in favour of a united authority which could be charged with the formulation of the plans. These plans, could, however, be left to be implemented through the existing or new local authorities under the overall control of the contemplated unified authority. Such plans, to being with,

may need only outline development plans so that programs of most immediate and strategic importance could be undertaken without further delay and ensure that the immediate benefits of such plans help to create the necessary goodwill in favour of the plans. It is, therefore, recommended that in pursuance of the problems of these areas regional plans, five year development programs be prepared integrating physical needs with available fiscal resources.

- For purposes of financing the projects, the Seminar further recommends the need for the augmentation and mobilization of additional resources at the local level and integrating the same under sectoral allocations from within or outside plan provisions.

Port Towns - Problems and Prospects:

- The classification of ports and their locations should be related to the functional requirement and the potentiality of the hinterland. This in turn will determine the configuration of port town.
- The location of the new or the expansion of the existing port as well as port towns either on a regional or local basis should inter-alia consider the - soil, wind velocity and direction, surface drainage, physical constrains and land availability.
- In future the shift of population to coastal areas is likely to take place for many reason. While the push factors of inland will mainly be the depleting land resources and drought. The pull factors of the coast will throw the possibilities of utilizing the marine resources remaining at present largely untapped and establishment of alternate transport routes. Consequently, the contemplated “Green Revolution” is likely to be followed by a “Blue Revolution”.
- To relieve the traffic congestion of major ports, particularly located in the metropolitan cities, it is proposed to build ancillary ports. The building of new ancillary port town may be desirable to relieve the congestion of transport routes linked to metropolitan cities and to decongest the population from the metropolitan region.
- Often, the development of the port and the port towns has been constrained as the development like the transport routes, etc., has not taken place simultaneously.
- While the port provides the initial economic stimuli to the urban growth, unplanned and cancerous urban growth engulfs the former creating major problems for the working and expansion of the port itself. The sporadic growth of port oriented industries and unregulated ribbon development along the transport routes further adds to the chaos. In some cases, the requirements of the ports so predominate that a balanced urban growth is jeopardized. In this context, the planned development of the port as homogeneous entity warrants the development of the port, port town and the hinterland in an integrated manner. The integration can be achieved by the proper organization of the land uses with emphasis on uses related to port.
- The integrated development of the port and the port town requires common primary infrastructure like water supply, sewerage and drainage, etc., as well as secondary infrastructure like housing, educational, community facilities, etc. But due to the multiplicity of local bodies, it has not always been possible to achieve such common infrastructure resulting in uneconomical development. Such an integrated development warrants the coordinated approach and pooling up of finances by various agencies participating in a phased program.
- The eccentric modality of a port requires that the regional transport routes should extend up to the shore line for effective and efficient functioning of the port. The planning for the development of coastal

metropolises dictates that the transport routes should have easy accessibility to the port area.

- One of the major problems of a port town is beach erosion. The reclamation of low lying areas has to be counter-balanced by the need for replenishing of the shore line by sand degraded from the approach channel thus avoiding costly protective works to safeguard the beach.
- With a view to avoid land speculation and spiraling land values in the port town and environs, a bold land acquisition policy should be formulated which takes into account the immediate and future needs.

Rural - Urban Community Pattern in Coastal Regions

- The development of community pattern in the coastal areas is different in different sections of the coast influenced by one or more of the following factor:
 - o Trends of development in urban rural community while in the case of Kerala the coastal belt has developed it's own singular community pattern, in the case of coastal Gujarat, it is an integral part of the south Gujarat region geographically and economically and, therefore, the communities both rural and urban form part of the regional system;
 - o In the case of West Bengal, Calcutta's influence has created a unique pattern of a very large city with small towns and big around it. Similarly the absence of any rational pattern of community in Konkan can be attributed to the powerful influence and pull of Bombay;
 - o In Kerala the coast has been the life of the economy in providing for fishing, co-coanut plantations, rice cultivation, coir industry and a number of other occupations. In comparison the

coastal areas of Tamilnadu and Andhra Pradesh are mainly agricultural and the influence of the coast has been secondary;

- o In both West Bengal and Kerala, the population density is high; the patterns of community are, however, the opposite. In West Bengal there is the premier metropolitan city surrounded by a number of small towns and still smaller villages. In Kerala the number of cities are is only four but there are a large number of medium size towns and large size villages, and a regional hierarchy amongst these is yet to develop although local hierarchy exists; and
- o Poorly developed transport facilities have been a serious handicap for the development of a rational rural - urban community pattern and, therefore, the economy. Konkan coast is a good illustration of this situation.
- The differences in the urban and rural social structure were much less pronounced in the Coastal belt of Kerala than in other case. This distinction was very sharp in the case of West Bengal and Konkan. Signs of bridging the rural and urban structure could be seen in the Tamilnadu coastal plains, possibly due to the rural electrification; village transport and intensive agricultural development programs.

Future Development Patterns:

The Seminar was of the view that the development of a satisfactory future pattern of rural-urban communities will depend upon the following:

- The preparation and follow up of area-wise integrated plans on the basis of a systems approach with an intermittent functional and formal hierarchy starting from the basic settlement of a village and

it's surrounding area to bigger and bigger population and area units.

- Minimisation of urban-rural differentials in basic living standards brought about through a program of rural electrification, complementary industrial structure, and a large number of small growth centres or nodes located suitably within a regional framework.
- Fusion of the two systems of urban settlements one based on agriculture and other on manufacturing at various levels, would be advisable.
- Building up of a social structure which will enable cross fertilization of social aspirations and activities of both urban and rural population.
- Identification of the rural population within the integrated area with the urban settlement and vice-versa.
- Institutional measures encompassing administrative, legal fiscal and other functions.

Design of Water Front Development:

- To prevent erosion of land, engineering operations to stabilize embankments in waterlogged areas - general flood control measures, are required.
- The actual elements of design would depend on the nature of the water body as to whether it permits navigation or otherwise.
- The specific land use on any water front would be dictated by the type of urban development on the banks of the water body and physical possibilities of the water body to utilize the same for the purposes of commercial, industrial, port facilities, defence requirements, community facilities, recreational use and exploitation for tourism. The Seminar also felt that by and large, in existing urban settlements, advantage of existing water bodies either in the

shape of seashore, river banks, lake banks, etc.; had not only been exploited but very badly neglected. It is, therefore, strongly recommended that maximum advantage of the presence of water bodies should be taken for the benefits of the community.

- Any development of water front should form a part of the comprehensive development plan. This will ensure easy access to the water-front from within the hinterland so as to be of maximum benefit for the entire community.
- Effective measures should be taken to administratively control the development all along the water front according to a comprehensive plan which may also include architectural and aesthetic considerations.
- Any development on the water-front should be economically viable as far as possibilities of generating financial resources by way of attracting tourists, by encouraging entrepreneurs in the field of commercial, industrial and recreational operations.
- For this purpose, regional planning authorities must be created for every region that is notified or declared for planning purpose.

Job opportunities for Town Planners:

- The Town and Country Planning Organisation (TCPO), besides advising the Central Government on policy matters in town planning, also undertakes town planning work for certain areas and also renders expert advice to the state town planning departments. It is necessary that the activities of TCPO penetrate into the country. For this purpose it is recommended that the Ministry of Works, Housing and Urban Development should establish regional offices of TCPO in north, east, south, west and in the centre of the country. This will

make on the spot expert town planning advise available to the states which will need them and will also enable the TCPO to appreciate the planning problems and difficulties of the state governments and local bodies in different parts of the country.

- A town planning research institute should be established either independently or as part of building research institute or the road research institute and preferably attached to the School of Planning and Architecture, New Delhi.
- The Central Public Works Department is responsible for large scale building and housing projects throughout the country. That department should therefore, have a town planning wing headed by a Chief Town Planner.
- Similarly, the Defence Ministry has also large cantonment areas under it. The Military Engineering Service has established a sizeable architectural section in recent years. A separate town planning department under Military Engineering Service is necessary with subordinate offices at Command Headquarters. The cantonment areas, like the rest of the cities, are continuously developing. It is necessary to coordinate their development plans with those of the respective cities. Only a well organised independent department can discharge this responsibility efficiently.
- The Indian Railways are another huge organisation with railway colonies spread all over the country. In all important cities the railway colonies form an important constituent of the city structure. The development of railway colonies has to be integrated with master plan of all respective cities. The Indian Railways should therefore have an independent town planning department like that of the railway architects with sub-offices at zonal levels.

- Town planning should receive the same importance like other branches of district administration such as revenue, police, PWD, health, education, etc.
- Town planning is ultimately the responsibility of the local bodies. The municipal acts make it obligatory for the local bodies to engage staff for PWD, health, education, etc. Town Planning is also at least as important and therefore all municipalities should have a qualified town planner under their establishment equal in status of the municipal engineer, and should have necessary subordinate staff, also.

Planning Students Community:

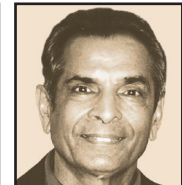
- The seminar took note of the fact that out of the five graduate training courses in town and country planning, available in India one is not recognised by the Institute of Town Planner's (India) and one leads to an award of a diploma whereas the rest of the three are degree courses, these disparities lead to difficulties in finding employment for the students graduating from the institutions where the course is either not recognised or only a diploma is awarded. Therefore, all post graduate courses in town and country planning should be reorganized after making necessary changes in the courses of studies and disparities between diplomas and degree awarded by different institutions should be removed.
- The post graduate students of town and country planning do not have at present any national association of students like National Association of Students of Architecture and other student's associations. It was felt that such an association is necessary to foster intimate contact between the students of various planning institutions and assist in the coordination of activities of the Institute of Town Planner's, India and planning student's community for the promotion of academic and professional interests of the planning

students. Such an association could also arrange an annual seminar along with the Annual Town and Country Planning Seminar of ITPI for providing a forum for exchange of ideas amongst the student

delegates. The Institute of Town Planner's, India should initiate measures to form a National Association of Students of Planning and should include student's seminar in it's program of annual seminars.

19th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme	: Planning for Tourism
Year	: 2nd - 8th November, 1974
Venue	: Srinagar
President	: Shri B. D. Kambo



The 19th Town and Country Planner's Seminar held at Srinagar, during 2nd - 8th November 1974 discussed the theme - "Planning for Tourism", which was inaugurated by his Excellency Shri Bhagwan Sahai, Governor of Jammu and Kashmir, who mentioned that the development of a town or the establishment of a new town is not merely a matter of common sense but of applying principles based on organised knowledge to hundreds of problems allied to a city. One has to forecast more or less the life of a city over a period of years with all it's multitudinous activities and organize the city in such a way that it may be functional and nice and easy to live in. Taking the example of Delhi, to which he was associated, Shri Sahai stated that the planners produce the plan, first of all needs to get the plan accepted by public because it touches important aspects of their life. The plan involves changes of occupation and involved vital changes of areas where property grown values had to be retrieved. Planner had to get over those difficulties and the plan thus required a lot of changes before being accepted by the public. When that process was accepted it is required to get the plan approved by the Government of India. Then the most difficult part of it was to provide the financial basis which could provide funds to meet the liability over a period of 20 years. In the beginning it looked rather like a dream. It was necessary to provide the basis by which the plan could be implemented. As a first step, it was proposed to

give land on 99 years lease with the proviso that whenever the land changed ownership, half of the value of the land was handed over to the public body. Then the question of ownership was initiated for community purposes at the expenses of the people who bought developed land. Many people were sceptical especially when it was said that the plan could be financed by a "Revolving Fund" of Rs. 5.00 to Rs. 10.00 crore, but the development is taking place now. The financial provisions are there, numerous colonies have now developed, lots of areas have been cleared and the progress has been very rapid. It is now able to absorb a large number of people every year.

Planner had to encounter great difficulties which threatened further progress of Delhi Plan. We had also provided for regional planning so as to absorb in satellite towns, the surplus population that moves to Delhi and also for the development right upto Meerut in regard to development of agriculture and horticulture. Unfortunately we could not pass the regional legislation in time.

Agreeing to President, ITPI; he mentioned that planning has no meaning unless and until a plan is translated into physical terms. However, in Delhi it was necessary to make the plan as rigid as possible through parliamentary sanction because you were facing vested interests but rigidity is not always necessary.

He further stated that Kashmir as a valley abounds in natural beauty. Here you will find a rare combination of climate and physical features. It has got very high mountains, springs and tall alpine trees. It has lakes scattered all over the state. Lakes are even available at an altitude of 14,000 ft.

Think of tourists to Shrinagar, we always think in terms of the foreign tourist and then grand calculations are made, saying that there has been explosion of tourism in the world. Then it is quoted that Spain in the last year earned so many thousands of dollars of foreign exchange, and so many had visited Yugoslavia. Then there is a simple question that if all these people had come to India, we would have no problem of foreign exchange at all. It is also thought by some people that if these foreign tourists do not visit India we will perhaps be left without work. But this kind of paradox does not exist in our life. Let us not build our hopes either for earning foreign exchange or for general promotion of economic wealth merely on tourism, because that is not going to happen. Tourists do not visit our valley all the year round. When the tourists are not there, what will the workers do? Seasonal variation is a very important factor. He then called attention of delegates to consider this aspect from the angle of domestic tourists.

In his presidential address Shri B. Kambo, President, ITPI stated that hitherto tourism has been treated as a promotional activity both at the national as well as the state levels. Every year central and state governments allocate funds for promotion of tourism and improvement of tourist destination areas. These funds are allocated sector wise and are unfortunately spent rather than invested in isolation without much regard to the overall framework of physical development for the tourist destination areas. Tourism has been recognised all over the world as an industry for gainful investment. This also brings in the country substantial foreign exchange. It is necessary that this important

factor is properly appreciated, given adequate recognition and our promotional aspect of tourism is supplemental by developmental policies, programs and plans. Provision of tourist facilities in our cities and towns must be considered in the context of their overall development plans. It is essential that those concerned with promotion and development of tourism make use of these plans and make their investment on tourist infrastructure in order to make it part of the long range development plans. Developments carried out in isolation will not only prove costly but may sometimes become in fractious.

Just as the subject of tourism cannot be treated and dealt with in isolation from physical planning, similarly, physical planning cannot be separated from planning in totality or “national planning”. Ever since Independence, “planned economy” has been the policy of the union and state governments. We have already completed three five year plans and three annual plans. Our Fourth Five Year Plan began in April 1969. These three five year plans placed emphasis on the development of agriculture and industry in a planned manner. The Fourth Five Year Plan involves a much larger investment on “development and construction”. Physical planners all over the country are very much concerned with this investment and the manner in which it is spent through the various sectors of the economy. Physical planning give visual expression to all economic planning. Thus, it cannot be divorced from economic planning at any stage. Good fiscal programs, however, do not always result in good physical developments.

It is paradoxical that national planners view physical planning, city or urban development as “social service” and not as “investment in production”. Physical planning is directly concerned with increase in production and the improvement of urban environment so that one can have better home to live, has adequate open space to breathe and raise his

family and is gainfully employed. We believe that physical planning has to be treated as an investment in production and all economic programs of the national planning must be fully integrated with physical plans if we have to ensure maximum return out of every rupee spent on “development and construction”.

Our cities and urban areas are growing. They are also decaying. Although our country is largely rural, our urban population is growing faster and it is expected to double in the next twenty years. Where are these additional one hundred million people going to live, work, play and move about? The cities are already burdened with traffic jams, slums, squalor, inadequate housing and what not. It is as much a concern of the national planners, as that of the physical planners, where these additional urban people will be inhabited? No doubt, some small towns will grow big and large rural centres will become towns by sheer economic forces but most of this load will undoubtedly fall on the existing metropolitan areas. Immediate attention is, therefore, warranted to consider this massive problem in its totality and start finding ways and means right now to tackle it effectively.

Although most of the state governments at present have physical planning organisations at the state level, these are in effect engaged in local planning activities in preparing development plans for towns and cities within their states. It is necessary that planning for cities and towns is also undertaken by the local bodies. This will have two fold advantages. It will help to associate more effectively the leaders and people of the area in the plan making process for whom the development plans are being prepared, a factor which is vital to the success of any plan. It will also create more job opportunities for the placement of physical planners and their working more closely with the local bodies who will eventually be responsible for implementing the development plans.

Strengthening and establishing effective town planning organisations at state, district and local level means more physical planners. This automatically leads us to education of planners and training facilities available for them in the country. He further stressed upon the need for effective liaison between the planning schools and the planning organisations. It has often been expressed by the practicing planners that curricula in the planning schools is rather too academic and students during the two years of their education are not adequately exposed to the practical aspects that they are to face after their education. The present arrangement in some planning schools of having visiting lecturers for selected hours is, perhaps, not very satisfactory. A more tangible and effective exchange program is called for.

There was a time when Indian planning know-how had not come of age and authorities felt necessary to request foreign expertise to handle professional jobs in India. This is an old story now and physical planners in India are fully competent to handle and undertake any assignment. In fact, we are now in a position to help other developing countries in this regard. Our colleagues are working in West Asia, Africa and other parts of the world under the aegis of International Organisations. It is paradoxical that some authorities still consider the necessity of requesting foreign countries to make available their experts for handling planning jobs in this country.

RECOMMENDATIONS

Planning for Tourism:

Then Seminar noted that the planning for tourism involves a very close and effective liaison between the activities of the several government departments and private agencies. Tourism has not yet been recognized as an important economic activity both at the national and state levels. With increasing participation and the share of the developing countries in the rapidly growing world tourism as an industry, it is essential that

the development of tourism in our country is also recognized as an important integrated part of the national and state plans instead of treating as merely a promotional activity, it should be supplemented by developmental policies and programs.

- Tourism development policy has to be based on not merely achieving the economic objectives of earning foreign exchange, increasing employment opportunities, developing and strengthening other related activities, producing and supplying good and services but it has also to be based on achieving the social and physical planning objectives.
- Social objectives should include fostering of international understanding and solidarity, stimulation of social change with interests, safeguards against friction and conflict, promotion of national integration and preservation and emphasis on national and indigenous incentives. These objectives further aim at a phased program for the development and promotion of domestic tourist potential in addition to the priorities given to the development of tourism from the point of view of attracting foreign tourists. In order to achieve these objectives, it is also necessary to inculcate a general awareness about the importance of tourism among the local people of the area for their effective participation. It is only through such awareness and consequent participation that tourism both at the national as well as local level will become effective and meaningful.
- To achieve the physical planning objectives, such policies and programs should be based on overall physical development plans for regional and urban areas. It is, therefore, necessary that development of tourism as an industry at all levels is considered in the context of physical development plan.

- The development of tourist destination areas is an important aspect of planning for tourism. It is recognized that, so far, both the central and state governments have concentrated their efforts mainly on the promotional aspects of tourism rather than on the development of tourist destination areas. It was felt that both the promotional and developmental aspects should be considered simultaneously. It is, therefore, necessary that the tourist destination areas should be identified and explored at national, state and local levels by the concerned physical planning organizations in collaboration with the departments of tourism and their allied bodies at the central and state levels. The planning of tourist destination areas should be integrated with the physical plans undertaken by the state governments and the local bodies. While developing the tourist destination areas, priority should be given to specific areas of tourist interest and available infrastructure. The facilities provided at the tourist destination areas should cater to the needs of all categories and home tourist of all income groups.

Development of Infrastructure:

- Proper development of domestic tourism will itself act as infrastructure for international tourism, especially at those tourist centres which attract foreign tourists. For instance, the publication of attractive tourist literature for foreign tourists alone will not be economical unless their use by domestic tourists is also fully exploited. Besides, the organization of domestic tourism as an integral part of total tourism planning will make it possible to extend the benefits conferred by tourism on the population during some parts of the off-season periods. Therefore, the development of infrastructure for tourism must start with an assessment of the needs for domestic tourism and plans for meeting these needs in a systematic manner.

- Essential infrastructure like safe water supply, sanitation, electricity, accommodation with boarding facilities, etc., are required at every tourist destination areas. The provision of these will act as a catalytic nucleus for generating related activities by private individuals and organizations.
- The provision of supplementary infrastructure should take note of the following aspects:
 - o Main foci of interest of tourism and the extent to which supplementary infrastructure need to be developed in order to exploit fully the main foci of interest;
 - o In urban centres of tourist interest, the infrastructure that is provided will be supplemental in character;
 - o Clearance of unsightly ruins, rehabilitation of economically depressed people, revival of latent talents or inherited skills and crafts should be treated as part of development of infrastructure for tourism; and
 - o Educational programs and orientation courses should be organized at all tourist centres for individuals, families, and organizations to enable them in developing the right attitude towards tourists, both domestic and foreign.
- To consider the development of tourist infrastructure in the context of physical planning, the following aspects needs special attention:
 - o Tourist circuits should be identified in each state and region jointly by the town planning and tourist departments;
 - o Market surveys should be undertaken by the state tourist departments to estimate the extent of tourist traffic over a period of five to ten years and the facilities required for meeting the needs of that traffic;
 - o Town planning departments should dovetail these requirements into overall plans for tourist destination areas. This should be supplemented by a detailed program for implementation; and
 - o The plans prepared should be implemented under the broad supervision of a Technical Implementation Committee.

Financing Infrastructure Development:

- Present budgeting methods for development of tourist facilities are piece-meal and unrelated to one another. This should be remedied at the state level by making a total budget provision for tourist infrastructure development, according to an overall plan for tourist destination areas. An appropriate part of this budget provision must be made available to the concerned executing departments.
- Loans and credit facilities may be provided to entrepreneurs to develop supplementary infrastructure meeting minimum standards approved by the Technical Implementation Committee.
- Private, semi-public and voluntary organizations should be given every encouragement and assistance to build up tourist infrastructure.

Management and Policy Making Bodies:

- As a pre-requisite to the development and promotion of tourism in a planned manner, the following aspects assumes importance:
 - o At the state level, a Tourism Advisory Board or like organization, under the Chairmanship of the Minister for Tourism and comprising of representatives of concerned state departments including the Chief Town Planner, regional authorities like railways, Central Government representatives and specialists in diverse fields may be set up to guide the development of tourism within each state;

- o At the inter-state level, plans and programs for the development of tourist destination areas should be coordinated through the help of the Regional Tourist Advisory Board; and
- o In addition to the Tourism Advisory Board, a Technical Implementation Committee comprising Director of Tourism, Chief Engineer (Buildings and Roads), Chief Engineer (Public Health), Chief Town Planner, Chief Architect, Director of Parks and Projects in charge in the case of large multipurpose projects should be set up with the Chief Secretary as Chairman to provide

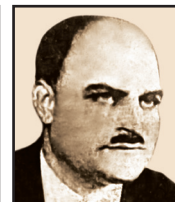
guidance in the development of the tourist centres and to coordinate the work of the tourist centres and to coordinate the work of the concerned executing departments.

Post-Tourism Travel Follow-Up:

- An essential aspect of developing tourism is the organization of feed back information and following it up by remedying, improving and enhancing the facilities and attraction of tourist travel. This post-tourism travel follow-up should be organized more effectively by the departments of tourism.

20th TOWN AND COUNTRY PLANNER’S SEMINAR

Theme	: Development of Connaught Circus as Metropolitan City Centre of Delhi
Year	: 4th - 6th September, 1971
Venue	: New Delhi
President	: Shri S. H. Godbole
Vice - President	: Shri B. G. Fernandes



Shri S. H. Godbole, President
Expired on 8-2-1971



Shri B. G. Fernandes
Vice President

The 20th Town and Country Planner’s Seminar held during 4th - 6th September 1971, focused on “Development of Connaught Circus as the Metropolitan City Centre of Delhi” in Vigyan Bhavan at Delhi.

In his inaugural address Shri I. K. Gujral, Honourable Union Minister for State for Works and Housing, called for an integrated approach to the development of the Connaught Place Complex and to preserve it’s unique character. He also mentioned that piecemeal development is taking place in Connaught Circus. Sky-scrappers had sprouted like mushrooms with no thought for the total effect they created, and expressed doubts about the advisability of constructing so many high buildings in and around Connaught Place as these had brought many problems in their wake.

Referring to the problems created by this intensive development, Shri Gujral stated that the major one was that skyscrapers had resulted in a heavier traffic flow into a restrict-

ed area. This in turn had created a parking problem and he had his doubts if the parking areas created in the basement of skyscrapers were being used for this purpose.

Shri Gujral deplored the serious effect that intensive construction was having on the ecological aspects namely - growth of trees and landscaping in this area which were not only being dwarfed by the tall buildings, but would probably die out as there was inadequate space and basements were being constructed on the plots to provide for parking. He referred to the Central Park in Connaught Place which was originally conceived as a garden city centre and a sanctuary for pedestrians, but today it had become a major hazard. Shri Gujral stressed the timeliness and the importance of conducting an in-depth micro-study of Connaught Place to understand the original Lutyen’s concept of Connaught Place as a complementary link to Chandni Chowk rather has now out-dated.

His Excellency Dr. Aditya Nath Jha, Lt. Governor, Delhi who chaired the inaugural session stressed the value and importance of periodic examination of the development programs concerning Delhi, specially in the present circumstances of limited resources that were available to the Delhi Administration, which had to be utilized to achieve maximum benefits. Dr. Jha outlined the many efforts that had been made by the Delhi Development Authority and the Delhi Administration in studying the various problems of Connaught Circus, specially the traffic and parking problems and the extensive studies that had been conducted by the Central Road Research Institute at the instance of the Delhi Administration and which had revealed suitable solutions for taking care of these problems.

Due to untimely demise of Shri S. H. Godbole, President ITPI; Shri B. G. Farnandes, Vice-President of ITPI, delivered the presidential addresses, stating that the master plan for Delhi and the zonal development plans pertaining to Connaught Circus envisaged the development of Connaught Circus and its extension as the metropolitan city centre of the national capital. The emergence of multistoreyed buildings along Barakhamba Road, Curzon Road and in the vicinity, improvements undertaken to facilitate better traffic flow in the Connaught Circus area, the provision of recreational amenities, all form part of this development and provide indications to the future form and functions of the metropolitan centre.

This is the time to take note of the experiences of the last ten years and to consider whether the emerging shape and structure of the Connaught Circus reflected satisfactorily, the aspirations of the people of Delhi and the role of the metropolitan centre of the national capital of India, a city of international importance.

RECOMMENDATIONS

Development of Connaught Circus

- The metropolitan city centre must be a living area and not a dead city and in or-

der to give it a "soul", activities and uses relating to retail commercial, recreation and entertainment, and related businesses, should be appropriately located and organized so as to cover the major part of the day. Such activities should serve the interests of all sections of the society.

- The boundaries of the metropolitan city centre as defined in the master plan need to be considered in relation to the surrounding areas like Central Vista, Jawaharlal Nehru Marg and Tilak Marg, etc.
- The total working force in the metropolitan city centre should not be allowed to exceed the figure given in the Delhi Master Plan with adjustments for the increase in the population to 52.5 lakh in 1981.
- The floor areas ratio of 400 presently fixed for the Connaught Circus and its extension would need to be reviewed in the light of consensus to reduce the intensity of building in the metropolitan city centre.
- The question of how the present metropolitan city centre can be de-densified in order to provide greater functional efficiency and aesthetic satisfaction, better environmental qualities and to eliminate problems of traffic congestion should be examined urgently?
- A well coordinated urban design for the metropolitan centre in its totality must be prepared urgently and this should take note of the economic, social and cultural role which the metropolitan city centre should play as an area of national importance and international interest.
- The construction of buildings in the metropolitan city centre specially the high rise buildings should be stayed for a period of six months and within this period clear directions should be made available in regard to revised FAR and the pattern of de-densification of the metropolitan city centre.

- The construction of sub CBD's, district centres, and community centres in the several parts of Delhi must be taken up as a high priority in order to facilitate diffusion of uses presently in the Connaught Place to these centres and also to arrest proliferation of office buildings and commercial uses in residential areas along Ring Road, Sardar Patel Road, etc.
- Redevelopment of government owned lands with the Lady Harding Hospital and Railways along the Outer Circle should be considered to balance the intensity of construction proceeding in other directions and at the same time the government may benefit from the high demand for activity space in the metropolitan city centre.
- The present pattern of land use for the metropolitan city centre which had not clearly earmarked the retail commercial in relation to movement of vehicles and pedestrians should be worked out in greater detail making possible better traffic planning and space organization.

“Dimension, Scale, Desirable and Feasible Form in Space”

- The entire structure of the city centre proposals as laid down by the master plan in terms of areas, functions, location, density, traffic movement, etc., for the Connaught Place and its extension areas should be re-examined, with the view to bring such areas as would, with appropriate development, make the present Connaught Place with its new extensions all around suitable for comprehensive urban design.
- A comprehensive urban design proposal should be prepared for the entire revised area.
- The unique qualities of Connaught Place must be preserved and all development proposed in and around this area shall be such as would not spoil the characteristics of this central core area. This shall be embodied in the comprehensive urban design to be prepared for the entire city centre.
- The floor area ratio should be re-examined to work out the appropriate ratio which will enable lessening of the intensity of buildings than at present. Revision of FAR should be on the basis of urban design considerations and not on land value considerations.
- All development by all agencies in the area comprising Connaught Place and environs should be frozen forthwith till detailed studies of all aspects of development are undertaken and a comprehensive urban design for the entire area is prepared.
- Auctioning of plots for hotels and cinemas by government in and around the metropolitan city centre should be kept in abeyance until the comprehensive plan becomes available.
- In order that the freezing of all development shall be only for a specific and short period of six months, all efforts should be made to prepare the comprehensive urban design for the entire area as quickly as possible for which purpose provision should be made to establish a competent and strong inter-disciplinary design team.
- The question of acquisition of all areas according to the recently constructed high rise buildings for enabling an integrated development for the city centre as a whole should be examined.
- Since large areas in the city centre are earmarked for redevelopment which are frozen and where no construction of alternations are permitted, such maintenance work as a needed for maintaining health and hygiene in these areas must be permitted.
- Proper maintenance and use of buildings in Connaught Place that are to be preserved and the landscaped around them should be enforced.

Vehicular and Pedestrian Traffic in the Connaught Circus Area.

The Seminar noted that a very high volume of extraneous traffic passes through the Connaught Circus and adds to the congestion. Diversion of extraneous traffic requires urgent consideration. The parking requirement in the zonal development has been worked out without taking into account the need of the casual parkers. The increase in vehicular population in Delhi and changing travel characteristics needs revision of parking standard for different uses. There was an apprehension that the private parking facilities developed by the private developers are being used for different uses. The need for municipalization of all the parking was considered desirable. It was felt that the enforcement by traffic police is not effective in the area. To achieve the enhancement of the safety and freedom of movement of the pedestrians, emphasis should be given to intensify traffic education programs.

- The inner circle because of its characteristics of retail shopping and entertainment and recreation facilities should provide for a vehicular conflict free pedestrian circulation. There are multiple agencies engaged in traffic and transportation works. As a consequence, the desired results have not been achieved for want of coordination. A unified traffic and transportation authority for Delhi was felt necessary. The construction of subways, in Connaught Place should be kept in abeyance till an appropriate comprehensive traffic plan is prepared for the area.
- The traffic planning objectives for the area in integration and coordination with the total development objectives and plans should be clearly defined, in respect of:
 - o Diversion of extraneous traffic;
 - o Accessibility for the local traffic;
 - o Integration of public transport facilities;
 - o Areas of emphasis for pedestrian and vehicular circulation; and
 - o Integration with the urban uses and spaces so as to make it an integral part of urban design.
- A comprehensive transportation plan for the area duly integrated with the total development plan for the area should be prepared.
- Continued stress on planning for vehicular movement could not solve the traffic problem and as such highest priority for planning and developing the mass transportation system should be given.
- The bye pass grid system as suggested in the master plan should be examined and its implementation given priority.
- Parking problems within the area are acute and would continue to increase and as such maximum utilization of available parking areas are to be made.
- Strict enforcement for utilization of private parking areas for parking only should be made. Feasibility of municipalization of parking areas should be examined.
- The “parking plan” should be prepared including a parking price policy for parking metres, multi-storied off-street parking facilities, etc.
- The “inner circle area” should be completely pedestrianized with appropriate landscaping in phases.
- A Unified Traffic and Transportation Planning Authority be formed for Metropolitan Delhi for planning and development of transportation system in coordination with development plan.
- The alternate schemes for circulation for Connaught Circus should be examined urgently and implementation carried out in suitable phases.
- Traffic education program should be given emphasis to inculcate road sense and discipline amongst the road users.

- Traffic and transportation plans under preparation or finalized for the areas require review in the light of the comprehensive development plan to be prepared.

Administrative, Technical and Fiscal Measures

- A unified, continuing and broad based authority be established to coordinate, direct and implement the development of the city centre within the framework of the comprehensive redevelopment plan, with emphasis on:
 - o Prepare the comprehensive development plan for the city centre with it's technical set up and to have this examined by a panel of advisers drawn from the best expertise available in the country;
 - o Provide guidance and direction on stages by which the city centre should be developed on the basis of priorities;
 - o Prepare a capital budget program to guide in the allocation of funds for various services and facilities, and provide time phasing for their development; and
 - o Creation of a separate fund by pooling the resources available from Land and Development Office (L&DO) and other authorities, realized by them in the process of the redevelopment of the city centre, which can be placed at

the disposal of the unified authority for implementation of the plan.

- The development of the metropolitan city centre be undertaken in one of the following manner:
 - o Compulsory acquisition of all the land and buildings in the area by government and auctioning of the plots for development in accordance with the overall frame. This will enable the government to mop up unearned increments and to utilize it not only for the development of the area but also to supplement infrastructural facilities in the centre as a whole; or
 - o If the above alternative is not feasible, because of high rise buildings that have already come up, then preparation and enforcement of a redevelopment scheme pooling the different properties together and asking the owners to develop the properties in accordance with the plan and also sharing the expenditure on provision of services. Under this scheme, space allocation and not land allocation should be used as the criteria, and the owners has to pay conversion fee and other charges as before.
- The Building Bye laws should be revised taking into account the needs of the comprehensive urban design and it's effective implementation.

21st TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Planning for the Next Decade, 1974 - 1984
Year : 27th December 1972 - 2nd January 1973
Venue : Shimla
President : Shri H. K. Mewada



The 21st Town and Country Planner's Seminar on the theme "Planning for the Next Decade 1974-84", held at Shimla on 27th December, 1972; to 2nd January 1973.

In his inaugural address Shri Ram Lal, Honourable Minister of Public Works and Town Planning, Himachal Pradesh, mentioned that the concept of town and country planning is

not a new one. Many changes have, however, taken place in thinking about it, but the changes, are only of degrees and represent a transition expected and has remained more or less the same, however, the problems which the town and country planning proposes to solve have multiplied rather fast. The growing population and the consequent over-crowding coupled with the spirit of the “grab” has made our cities and towns not only ugly but else spiritless. There is always a personality and a spirit about the towns and cities, but with the loss of values of all sorts, old and new, these habitats are becoming shapeless monsters.

These problems have been analysed and tasks identified day in and day out, but we are nowhere near any solution. Much ink has been utilized in writing papers, articles and reports, on the needs and ideas of town planning but the pace of planning and of implementation is too slow leaving us no better than we were a few years ago. Sometimes it is said that skilled planning personnel is not available, and it is suggested that plans are not timely implemented due to paucity of funds, inadequacy of legislation, non-cooperation by public, etc. But mostly the delay is due to other causes and these are human factors. The main problem is to establish a bond of understanding between the town planners and the people.

So far people in most places believe, mostly erroneously, that they are getting nothing but suffering from town planning. Their fears have to be dispelled. It is in this respect a tete-a-tete to be established between the planners and people. This can only be done if our towns represent our rich cultural heritage and become socially desirable and economic in construction. Above all, our planners should ensure that minimum number of people would be disturbed and that too as less as possible while old towns are planned and new towns are built.

In Himachal, we have a number of small towns ideally suited for development as tourist resorts for growing needs of the local people.

With a view to beautifying these towns and to creating possibilities of increased and diversified socio-economic activities therein, we are highly anxious for evolving a suitable and economically feasible hill planning concept.

Our major urban centres are located on hill tops or in narrow valleys. The pertinent problem, therefore, is of economizing on scarce and costly land. Moreover, the preservation of forests and greenery, which are highly important factors for the attraction and beauty of hills, makes the problem all the more difficult. In these peculiar conditions, it is not an easy task to locate suitable and developable patches of land in the suburbs of the town for their future growth.

Ever since Shimla has become the capital of Himachal Pradesh the emphasis on planning has changed. We need the town to serve the requirements of both summer and winter months. The town was originally planned to provide escape from the heat of the plains to the privileged classes and the requirements were limited to this extent. No scope was kept for future extension of the town and services. We are suffering from these handicaps and are trying to solve all these problems in a planned manner.

In his presidential address Shri H. K. Mewada, President ITPI, stated that in the context of a fast changing world, long term planning is not a luxury but a compelling necessity for developing countries. The process of development is a continuous and dynamic one, in which priorities and objectives for each decade have to be necessarily linked with a long term perspective. Without such advance planning in the contest of a larger perspective, it is indeed difficult to take decisions with confidence and certainty. Haphazard and piecemeal planning without a proper vision of the future is likely to prove wrong, costly and abortive.

In an under-developed economy, there are innumerable conflicts arising out of inter-personal, inter-sectoral and inter-regional differences which could be resolved only in terms of a long

term plan with the overall objectives of national unity and national development. In absence of such long term planning on a comprehensive basis, regional disparities and distortions are bound to arise in course of time leading to social, economic and political imbalances and pressures.

The country as a whole or the state, may be divided into functional or territorial regions designating them as planning regions and requiring special attention and detailed study. Every such planning region with its varying degrees of socio-economic characteristics, may become too large a unit for the formulation and adoption of a uniform program for the entire area. Rational break down of the planning regions into manageable planning areas on the basis of agreed upon criteria becomes, therefore, one of the important tasks of regional planning.

It is therefore, quite obvious that the regional plans will become a composite mosaic for the state and national plans; planning areas like the metropolitan cities may be created for specific planning purposes. The various "Regional" and "Area" Plans can then be fitted into a composite whole in a complementary and systematic manner into a broad state wide plan frame. Such a plan will eventually indicate a broad spatial pattern in qualitative and quantitative terms, an outline for the optimum development of socio-economic activity in the state and suggest ways and means in temporal sequences for plan implementation.

One of the major gaps in the town planning set-up in the country, thus, is the inadequacy of a suitable machinery at the state level to evolve well integrated economic and physical Development plans for the state. Organizing and utilizing the state town planning departments to undertake comprehensive regional planning work, would be an answer to this inadequacy.

The creation of appropriate planning machinery for state, regional, metropolitan and urban planning calls for comprehensive planning legislation providing for such planning and its

implementation, as well as a unified statutory framework for the creation of development authorities in such areas as may be designated by the state government from time to time. This comprehensive legislation will be a tool in implementation of the various plans and without which these plans are likely to remain as sacred paintings on the walls.

In his valedictory address Dr. Y. S. Parmar, Honourable Chief Minister, Himachal Pradesh, mentioned that town and country planning have to be complementary if imbalances and the resultant de-population of villages are to be decreased if not altogether stopped. The rapid migration of rural population to urban areas has created the problem of congestion and unplanned growth in the cities. Besides the lure of the cities in general, and the availability of modern amenities, educational facilities and opportunities of employment in particular, are some of the reasons for exodus from rural areas to towns and cities. Therefore, there is a need to co-relate the planning of towns and country side in such a manner so as to provide urban facilities like modern amenities and employment opportunities in rural areas and healthy village environs like open spaces in the cities. Only this can provide the necessary balance in development of rural and urban areas thus obviating the unnecessary migration which is denuding the villages of our youthful talent.

RECOMMENDATIONS

Planning Policy and Programs:

- All states should take up formulation of regional plans combining the sectoral and spatial aspects of planning.
- A hierarchy of settlements should be established so that it will be possible to identify nodes of development.
- Steps should be taken to bring down the growth rate of metropolitan cities and if possible to reduce their size by developing medium size towns. To this end it is essential that each state should spell out

an urban development policy in specific terms. Such an urban development policy should among other things spell out:

- o Identification of the growth centres and growth points that should be taken up for development;
- o The pattern and development of urban settlements;
- o An urban land policy directed towards socialization of urban land with the objective of increasing the supply of urban land at the right time and place, bringing about greater measure of distributional equity and mopping up unearned increments in land value. Such policy may be introduced through a combination of total acquisition of urban land, conversion of freehold rights in land into leasehold, and nationalizing developmental rights in urban land;
- o A comprehensive legislation on planning giving statutory recognition to all levels of physical planning be enacted;
- o Special steps should be taken to build up systematic data banks at the state level to help in planning;
- o The planning machinery at the state and centre should be strengthened to cope up with the new responsibilities of regional and district level planning; such strengthening and expansion should seek to establish over a period of time uniformity in the structure of organizational set up at the state and district level; and
- o The Central Government should make available full financial assistance for regional planning and district planning to all the state governments and other agencies.

Transport, Communication and Service

Transportation:

- With the massive urbanization in store for the decades to come, “Public Transport

Policy” should be formulated at national, regional and local levels and the suitability of the kind of systems be evaluated in terms of both direct and indirect social benefits that will accrue and the implied costs;

- To boost socio-economic activities in the rural areas efficient communication linkages be established between villages and small towns;
- Transportation planning should invariably form a part of total land use and communication system;

Services:

- Potable water, utilities, and services being the most vital components of any desired development, and under the provision of the same being beyond the capacities of the local bodies, establishment of overall institutional authorities possessing wide legal and financial powers, supported by the Central Government be explored;
- The maintenance and operation of water supply, power, sewerage disposal, etc., however, could be entrusted to local bodies;

Training and Administration:

- For urban complexes with an agglomeration of several urban centres, the viability of composite authorities for the management of both communications and services should be explored;
- The central core of the State Plan will certainly be the state subjects and joint subjects, but it should also have suggestions relating to the remaining subjects, because no subject (or sector) can be planned in isolation from the other sector. That is why the centre will be required to suggest some overall targets as well as the strategy for achieving the same for action as a whole as well as the details regarding the sectors which fall in its domain.
- In the process of interaction between the centre and the states, will emerge the need for inter-state coordination for

successfully taking some geo-physical constraints effecting more than one state. For tackling these specific macro-regional problems, there will have to be appropriate “Regional Planning Organization” at the centre as an integral part of the National Planning Commission.

- There will have to be interaction between the districts on the one hand, and the state to which these districts belong to, on the other. This will lead to the formation of:
 - o A district plan;
 - o A meso-regional plan covering more than one district for tackling some specific problems; and
 - o The state plan. All these three tiers must have their plans translated into physical terms. In all these three tiers there must be groups of planners representing the different aspects for preparing the plan.
- The central core of the district plan for most of the districts (i.e. excluding those which constitute the metropolitan region) will have to be in present decade, plan for the development of primary sector i.e. agriculture, animal production, pisciculture, etc. These will necessitate a basic reorientation in the task of planners both in its environmental aspects as well as in its socio-economic structural aspect.
- It is imperative that all the planning disciplines should get involved, in the state level, in the State Planning Boards with which should be integrated:
 - o The existing state organization now responsible for inter-sectoral coordination such as development department, and
 - o The existing or proposed organization for inter-spatial interaction (such as Regional Planning Organization within each state).

Planning for Integrated Area Development:

- The states are, still following the same sectoral approach in the planning process which needs to be replaced by “Integrated Area Development Approach”. Uptil now districts were recommended as units for planning which are not always viable planning units. For the area approach it is necessary to define “Planning Areas” at regional, sub-regional and block levels. Area planning in this hierarchy would be a very specialized and complex task. It is also necessary that micro level planning receives guidelines from national and state levels and the whole planning process is unified or integrated at various levels.
- The national, state and local level planning today is not effectively integrated and sectoral approach is followed generally. Though the Institutional framework for the area approach needs to be introduced, it may take some time to reorient the whole machinery of planning. The “Areas” would have different connotations at different levels of planning and the boundaries for planning purposes might keep on changing. It is very necessary, therefore, that the change is introduced gradually.
- Since it may take some time to adopt area planning for the whole country and convince the authorities about the effectiveness of the approach, we may have to adopt a selective approach. The state town planning departments may select some “areas” and efforts, followed by fast developing or special purpose of resource potential areas. The ultimate aim should of course to cover all the levels of planning - the national, state, regional and sub-regional, by such a system.
- The agencies to be created for Integrated ‘Area Planning’ should make use of other specialized agencies rather than attempt to do all aspects of the work themselves.
- Ecological and environmental aspect cannot be neglected in the area development pro-

grams. It is necessary to conserve efficient drainage systems and protect natural flora and fauna as far as possible. It is necessary to build up an Institutional set up at national, regional and local levels to see that contemplated developments do not upset the ecological order without, of course, unduly affecting the process of growth.

- The present planning and allied institutions may provide the technical personnel with the necessary background and they could be given requisite orientation for the area approach.
- The integrated area development planning approach should be immediately introduced in the planning efforts in the country. Gradually this should replace the present sectoral planning.
- Necessary provision of funds be made in the coming plan budgets for this purpose.

Planning for Hill Towns

- Planning of hill towns cannot be undertaken in isolation from the regional context. Identification of the areas for conservation and preparation of an inventory of developable area and areas of natural resources, natural endowments and national heritage at the regional level is necessary. It is necessary to determine functionally, the category of the town to be planned, such as administrative towns, tourist centres, marketing centres, etc.
- Taking into consideration the specific and particular nature of terrain of hill towns, the non-availability of developable land in big chunks for hill areas multi-nucleated towns are recommended with each nucleus planned as self-contained unit for its different daily needs. Such nuclei should be connected with each other with quick and easy access. These nuclei should preferably be planned at pedestrian scale because of the nature of terrain and the lay of the land.
- The planning for hill towns should take into consideration the peak population and not the resident population. The provision of community facilities should also be based on this peak population.
- The transportation pattern should be planned at the regional level taking into consideration the resources of the regions and its potential tourist development. The intra-city transportation pattern should be related to the regional pattern.
- Because of the hilly terrain the cost of development in hill towns is much more compared to the towns in the plains. It is, therefore, recommended that the Central Government and the Planning Commission should take into consideration the particular needs of hill towns and make them eligible for central allocation, etc.
- The spatial and specific requirement of the hill towns necessitates nationalization and optimization of norms and standards for community facilities. Multipurpose use of some of the facilities to optimize their utility is recommended.
- Uptil now the attention paid by the state governments and the Central Government to the economic and physical development of the hill areas had been negligible. This apathy needs to be taken off.
- In planning and development of hill areas, special care should be taken to preserve and protect the scenic and natural beauty of the hill areas.
- Difficulties have been experienced in planning hill towns with regard to the availability of the physical base maps to fairly detailed scales. Efforts will have to be made at the state and central levels to expedite the preparation of survey plans.
- The central laboratories and research institutes should engage themselves in finding out new indigenous materials for construction purposes, particularly for the hill areas.

INAUGURAL CONFERENCE OF COMMONWEALTH ASSOCIATION OF PLANNER'S

Theme : Professional Practice, Planning Education, Regional Collaboration, and Planning in the Developing Countries
Year : 12th - 17th March 1973
Venue : New Delhi
President : Shri H. K. Mewada



The Inaugural Conference of Commonwealth Association of Planner's, was hosted by Institute of Town Planner's, India at New Delhi during 12th - 17th March, 1973; which focused on "Professional Practice, Planning Education, Regional Collaboration, and Planning in the Developing Countries".

Shri Bhola Paswan Shastri, Honourable Minister of Works, Housing and Urban Development, Government of India while inaugurating the Conference stated that the common bonds that tie Commonwealth countries together should be used for mutual exchange of experiences with a view to developing each one of these countries as fast as possible. Problems in the developing member countries of the Commonwealth are of a different character from those of the developed countries, but the aim and object of both is the economic and social well-being of their citizens. Planning should, therefore, aim at optimum utilisation, of available resources and equitable distribution of the fruits of development. In India we are aiming to build a society where growth is accompanied with social justice. No doubt, the problems are gigantic and where even basic minimum needs are not fulfilled for a large section of the population, our planning will have to be very different from that adopted in countries which have reached an advanced stage of economic growths.

Town planning is only one facet of total planning. From town and physical planning we have moved to the concept of regional planning and development. Cities have, from times immemorial, been the centres of growth, culture, education and functioned as instruments of change. But these cannot be divorced from

the requirements of rural areas. In, particular, when the national wealth consists of fulfilling a basic primary need, like food production combined with industrial growth, there should be a balance between the rural and urban areas so that one is complementary and supplementary to the other. Any development of the cities at the cost of the rural areas will create an undesirable imbalance.

Planning is no longer the work of any one discipline; planning is an inter-disciplinary work. It is also team work, therefore, there is need to appreciate and understand the viewpoints of other disciplines and also make those disciplines appreciate your view-point. Team work alone, can give good results.

In all planning one must remember that you are planning for human beings and for their welfare; the, ultimate beneficiary of all. You should, therefore, appreciate his needs before you try to force, anything on him and understanding by the common citizen of your intricate and complicated plans will make such plans more acceptable to him. Therefore, while from the technical angle your plans may be of a high quality, they should also be so presented that the common man could understand it's impact on his daily life. Planners should, therefore, talk his language and make him a willing participant in the implementation of the plans.

Mr. Arthur Ling, President of the Commonwealth Association of Planner's, in his address stated that this is the birthday of the Commonwealth Association of Planner's, but, of course, as with all birthdays, there is a previous history.

The planning profession is not so long established as the professions like those of medicine or architecture but the demands on it have increased so rapidly during the last quarter of a century that, the need for a means whereby planners from different countries can effect an interchange of professional experience and knowledge has become urgent. We have much to learn from each other.

Simultaneously with the demand for effective planning and adequate personnel to make this possible, the nature of planning itself has been undergoing a fundamental change. From an art and science of town planning, originally mainly the concern of architects, engineers and surveyors, who wished to see larger scale integrated solutions to the design problems in which they were involved, rather than a tangle of separate contributions, the base of planning has broadened immensely so that it now rightly extends far beyond the physical, to the social and economic, even to political planning at the other end of the spectrum. It now embraces the environment as a whole, and has implications far beyond the imagination of the original pioneers. They, started by describing it as town planning. Now it recognises no geographical limitations; it takes place or should take place at all levels - local, regional, national and we can see that eventually it must extend to continental and international levels. Moreover it now refers to the whole ecology embracing life in all forms and calls for a comprehensive understanding of the balance of nature, which, until recently, we have tended to ignore, so intent have we been on pursuing, on farm as well as in factory, the material prizes of industrialisation based on new technologies which have not necessarily been tested by social standards. Pollution is now a universally understood word and, whereas the so-called advanced or developed countries were regarded as leading the way in town and country planning, they now have to face the criticism that they may be amongst the worst

offenders in the extensive and increasing pollution that has taken place in the world, on land, in the sea, and in the air, so much so that one begins to question whether the experience of the developed countries should be an example or a warning to those countries that have not yet taken the path of industrialisation or are only a short way along it.

In this changing situation a reassessment of the aims of planning is urgently required, and one of the roles of the Commonwealth Association of Planner's will be to provide a forum for planners from many different countries to debate the purposes and processes of planning, and the implications for education and research.

A Commonwealth basis of an association has several advantages. It cuts across most divisions of race, creed, politics and economic levels of development. We all share a common language, our professional background is similar, many of us have received our education in Commonwealth Schools of Planning, we have, in fact, no difficulty in communicating immediately with each other.

As you know many planners throughout the Commonwealth have in the past been educated in British Schools of Planning, and the Royal Town Planning Institute has had branches in many Commonwealth countries. Gradually these countries have established their own independent institutions, but, many countries in the Commonwealth still remain without a national organisation of any kind, and in some cases the resources to establish one are lacking. One of the aims of the Association will be, by sharing resources, to enable these countries to develop their professional organisation, or at least until they are ready to do so, to share in the planning professional life of the Commonwealth as a whole. This means that we need to encourage activities on a basis that will allow planners from different Commonwealth countries to meet with the maximum convenience and the minimum cost.

The main purpose of planning is to ensure that people's environment, both physical and social, is improved to the maximum within the limitations of the economic resources of a country, according to an orderly program of development. Without a well-established planning system, resources can so easily be wasted and people's needs and ambitions remain unsatisfied. On the other hand we have to avoid the development of a bureaucratic system which itself retards the progress of planning. We can use extensive resources in developing systems, alternative models, controls and monitoring processes which slow down the essential job of creating a new environment, particularly when there are not enough planners to go round. In the United Kingdom we are fortunate in having 3,800 qualified planners for a population of 58 million. In India you have 380 one tenth that number, for a population ten times as great. That is to say, in the United Kingdom, in relation to population numbers, there are 100 times as many planners than there are in India. In these differing circumstances it is inevitable and necessary that planning techniques and the ways in which trained personnel and technicians are used must vary substantially. The uneven state of development in planning throughout the Commonwealth is, in itself a challenge to planners to consider how they can share more equitably the resources of their profession.

There is no doubt that planning is needed but for it to be effective many things have yet to be achieved. But whatever the difficulties we can assume, we are united in our determination to make the most of unprecedented opportunities to improve the social and physical environment of our countries. We face the same challenge that confronts you and we intend to meet it with enthusiasm and energy.

In his address Shri H. K. Mewada, President, Institute of Town Planner's, India, stated that the post-independence period in India has been marked by rapid urbanization. Initially, the urban expansion had been caused by the

partition of the country as most of the refugees from Pakistan came and settled down in urban centres. Consequent to the implementation of five year plans, the economic and industrial activities became concentrated in urban areas and brought more population to the towns and cities. The trend has just set in and is likely to continue for a few more decades to come. The task for the present generation of planners, therefore, is challenging and their work will be judged by future generations of planners and their judgment will depend upon how the present generation faces the task.

Some of the advanced countries of the Commonwealth have passed through the state of urbanisation through which India is passing now. The industrial revolution in United Kingdom for instance brought similar problems to that country. Town planning had not come to be recognised as a very important subject then. In this respect we are fortunate in India, in having an awareness of the importance of town planning. Both at the centre and at the state levels, fairly well organised town planning departments have been established. Since Independence a good number of town planning schools have also been set up in different parts of the country to make available the required number of town planners.

In order to face the large increase in urban population, comprehensive planning on a regional basis has to be resorted to, in right earnest. If this is not done, this growth trend will aggravate the socio-economic problems and regional development imbalances. Urban development as an integrated approach has not received due consideration in the country's five year plans. The Third Five Year Plan recommended that detail plans be prepared for regional development and it placed the responsibility for preparing such plans with the state governments. The Fourth Five Year Plan envisaged maximum utilization of physical, social and economic potentials which already exist and which are likely to be created with

available resources within the country. The country is now on the threshold of formulating the Fifth Five Year Plan.

Almost all the states in India have by now fairly well organised town planning departments and town planning laws. Under town planning acts, the prime responsibility for framing and implementing the development plans is with the local authorities. These have generally been not very enthusiastic about the responsibility. The development plans are mostly prepared by the state town planning departments, and left to the local authorities for their implementation. Unless the development plans are followed by framing of zonal plans, or town planning schemes, the desired purpose is not served. It is admitted that, though we are quite active in framing development plans their implementation is half-hearted.

The Conference was participated by the delegates from Australia, Bangladesh, Canada, Ghana, Fiji, Hong Kong, India, Kenya, Malaysia, New Zealand, Nigeria, Singapore, Tanzania, United Kingdom and Zambia, together with the six Regional Representatives.

RECOMMENDATIONS

Professional Practice

- The planning practice has been substantially advanced through a greater understanding of planning and a growing awareness in communities of the need for planned development based on adequate consideration of environment and conservation within an overall social and economic context.
- It is essential that planning should continue to recognise the supremacy of human needs against technological considerations.
- Planning is required at all levels of development activity i.e. at national, regional and local levels, but our societies are changing rapidly and new circumstances

require the planning profession to examine its present role as a matter of urgency.

- It is necessary to determine whether or not planning is sufficiently defined in the context of modern problems and situations and then to come to a proper understanding of the role of planning by:
 - 0 Identifying more positive planning objectives, and
 - 0 Laying down rigorous priorities for such objectives.
- To achieve the desired acceptance of planning in communities, there is a need for a better quality and greater efficiency of professional practice. If this is not achieved it can be expected that other professionals will press their claim to replace planners. CAP, therefore, considers that professional practice should be tested in terms of basic principles which, in turn, should be expressed in terms of the various categories of professional practice.

Planning Education

- There is a great shortage of planners especially in the developing countries of the Commonwealth;
- Facilities, available for training planners and supporting staff in these countries are inadequate;
- The movement (or interchangeability) of planners is impeded by the requirements for recognition and practice in different countries;
- Free movement of planners could be facilitated by the availability of a common basis for evaluating or assessing planning courses offered in countries within the Commonwealth;
- Formal education appears to be the sole mode of entry into the profession in developing countries;
- There is a need for a crash program to meet the immediate demand as well as a long range program to meet future demands.

- The future development of planning practice depends on planners being available in sufficient numbers. CAP's objectives must, therefore, be to:
 - 0 Promote the establishment of new facilities especially in developing countries to train more planners;
 - 0 Encourage free movement of planners within the Commonwealth; and
 - 0 Promote reciprocity of qualifications.
- CAP should encourage the training of future planning educators.
- To facilitate movement of planners (as well as interchange of staff and students) within the Commonwealth, CAP should formulate guide-lines for the establishment of courses taking into consideration local conditions. This will also lead to reciprocity.
- The interchange of staff and students should be deliberately fostered.
- Planning schools should evolve an arrangement which makes it possible for lecturers and professors to go into practice and practitioners to go into teaching for certain period.
- CAP should promote regional collaboration in research activities and establish a centre for the distribution of information on all completed and on-going research.

Government Machinery for Planning

- The planning profession is concerned with all forms of human activity expressed in terms of the use and development of land. It provides the physical frame-work within which all forms of economic and social development take place.
- The contribution which physical planning can make to orderly and coordinated development is not yet recognised by governments. Consequently, the profession rarely has sufficient effect on the formulation of national development policies, it's activities usually being confined to regional and local levels.
- The profession must be able to describe and demonstrate the value of the service it is able to offer and must make greater attempts to persuade governments to recognise, accept and make use of this service. To be effective, the service must cover all aspects of the development process, from participation in the formulation of a national development policy to the detailed application of such a policy through the medium of physical development plans at all scales from the regional down to the local level. This is only adequate if the three essential and complementary aspects of development - the social, economic and physical are considered together from the very beginning.
- Where professional planning resources are limited, they should not be dissipated serving scattered local initiative and interests, but concentrated at the national level, advising on and helping to provide a national framework for development, at the same time assisting with the preparation of essential regional and local plans until such time as increasing numbers of professional staff make possible the setting up of regional and local planning offices responsible for the preparation of their own development plans.
- Ultimately planning by governments is judged by people by what they experience on the ground - whether they have adequate houses, water supply, social facilities, local transport, etc. The strategy at national and regional levels must, therefore, be directed towards the satisfaction of human needs by the creation of an environment of the highest quality consistent with resources. Planning at the local level is the final test of the success of the whole planning operation.

Planning in the Developing Countries

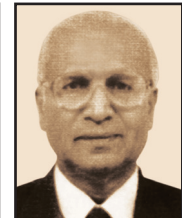
- In most of the developing countries of the Commonwealth, unlike economic or financial planning, physical or spatial planning has still to be recognised as an equally important function in the overall planning structure.
- CAP considers that physical planning should be integrated with economic or financial planning at all levels of government administration, in order to arrive at optimum solutions.
- Governments should avail from It's planning organisation or organisations appropriate alternative and flexible appraisals as part of the top-level decision making process.
- Participation by professional planners in the implementation of development plans

is vital at all levels so that what starts at the top as an economic policy finds its ultimate expression in well planned and serviced community developments coordinated within a regional framework of roads, water supply, power, social services etc.; that ensures the maximum results from limited resources.

- CAP recognises that urban growth is inevitable, but is concerned over the high rate of urbanisation in large cities where the quality of life is being impoverished and considers that developing countries in particular, should urgently evolve national policies on urbanisation directed towards a balanced distribution of population among the agricultural and rural sectors and the villages, towns and cities.

22nd TOWN AND COUNTRY PLANNER'S SEMINAR

Theme	: Human Environment and National Development in Context of Fifth Five Year Plan
Year	: 17th - 20th June, 1974
Venue	: Bhopal
President	: Shri K. S. Rame Gowda



The 22nd Town and Country Planner's Seminar held during 17th - 20th June, 1974; at Bhopal, discussed the theme "Human Environment and National Development in context of Fifth Five Year Plan".

Shri P. C. Sethi, Honourable Chief Minister, Madhya Pradesh, in his inaugural address under lined that our towns and cities have become overcrowded and there is acute shortage of houses with the result that people are forced to live in sub-standard houses unfit for human habitation. Quality of human life in our towns and villages has gone down. Particularly slums in our towns and cities are posing a great problem, on account of limitations of finances, shortage of building material and developed land, etc., we will not be able

to clear these slums and provide new houses to the slum dwellers within a short time. However, at least we shall be able to provide them the basic amenities of life e.g. the light, water tap, the road, sewage, sanitation and necessary things which keep their life going.

So for as Madhya Pradesh is concerned he mentioned that we have recently enacted a Slum Clearance Act, and now there is another act which is under consideration, relating to apartments. This will facilitate the individual ownership of the apartment that is available in cities and people would be able to take possession in the same building at various places at different levels.

Shri K. S. Rame Gowda in his presidential address stated that though the percentage

of urban population in India is only 20% of the total population, the massive increase in population in our rural areas has led to the deterioration of the conditions of the human environment. The urban centres have to provide most of the infrastructure facilities for the rural surroundings, as well. Since, the emphasis of the five year plans has been on agriculture, irrigation, power and industry, sufficient allocation is not found for improving the urban and rural settlements.

The insignificant outlay on urban development, as it is, has no clear strategy nor is it adequate for evolving any such strategy. Apparently, the urban development programs are to be prepared by the state departments and they are to include all types of development starting from town expansion to urban redevelopment, urban renewal, remunerative schemes and a substantial program of land acquisition. Rs. 71.00 crore are provided for urban development for all states and union territories. It is understood that the provision of Rs. 105.47 crore for the environmental improvement in slum areas is mainly to go to metropolitan cities. Thus, the remaining 131 class - I towns, 198 class - II towns and 617 class - III towns have to make with Rs. 71.00 crore. This can only result in a wasteful and scattering of these resources, purely based on political pressures and very little be achieved in regard to the objectives. This will totally discourage and destroy the large efforts that are being made in regard to urban development by the various states and local bodies.

Realising that the town and country planning has to be taught as a specialized course of study, the Government of India established the School of Planning and Architecture in New Delhi. Later, other institutes, like Indian Institute of Technology, Kharagpur; School of Architecture and Planning, University of Madras; Gurunanak Dev University, Amritsar; CEPT at Ahmedabad, etc., have started Post graduate training in town planning. It is observed that town and country planning education is impart-

ed by different institutes of studies, at various faculties of universities. In Madras the faculty of architecture is running a course in town and country planning, in Poona the faculty of engineering is running such a course. In some of the other universities, different faculties are running town planning courses. This leads to confusion and different standards of training to the town and country planners in the country.

He appealed to the town planners, architects and engineers in the country, not to get desperate due to the fact that they are "on the tap and not on the top". Time is fast approaching when they will be required to take more responsibilities since the generalists and other professionals; cannot cope with the nation building activity. The community of scientists and technologists should come together and work out alternative strategies to the traditional "National Economic Plans" to take the country out of the existing crisis and confusion so far as development programs are concerned. The town and country planners who are trained for this art should take more interest and help in national planning and development.

While inaugurating an exhibition organized on this occasion Shri Chandra Pratap Tiwari, Honourable Minister for Planning, Madhya Pradesh, said that the improvement in living standard of the urban population was essential, but not at the cost of rural folk. Further, he exerted town planning should concentrate more on country planning to mitigate the suffering of the majority of the rural population.

The Seminar was addressed by Shri Arjun Singh, Honourable Minister of Education and also by Shri M. N. Buch, Commissioner, Town and Country Planning, Government of Madhya Pradesh.

RECOMMENDATIONS

Environmental Aspects at the Macro Level:

- All natural resources including especially land, which is a very scarce resource, must be carefully planned to prevent their

wasteful consumption and also ensure that the ecological balance is not disturbed by their depletion or by their fouling.

- The dichotomic approach to development and human environment, as if these are two distinct aspects should be given up, since national development must essentially be directed towards human betterment as it's primary goal.
- Spatial planning at the regional level should advantageously propose development of environmental corridors which could provide for recreational uses, enhancement of the scenic beauty of water bodies and other natural features and protection of the flora and fauna of the region.
- The conflict between development goals and environment quality is not unavoidable as the integrated way with development programs and does not have to be left to adventitious circumstances.
- While plans can be drawn up for optimum utilization of land, it is also important that they are implemented for which adequate finance and public participation in the planning process, is called for.
- Planners must concern themselves with the problems of total environment and not restrict themselves to human environment in settlements.

Environmental Aspects at Settlement Level

- The earlier strategy of subsidized housing has not and will not work as it is not possible to subsidize 90 percent of the population to run the income generated from amongst the remaining 10 percent. Housing for the poor, therefore, would have to be largely through the efforts of the lower income groups with the assistance of public agencies.
- The vast magnitude of the housing deficiency in the country rules out any possibility of a package program of fully built houses. Instead of that emphasis should be laid on

providing site and services, shelter and services, and low rental housing programs.

- In planning house units for the very poor, needs be treated only as shelters and not as place for all of human activities required for day to day living.
- The problem of housing and environmental improvement cannot be viewed in an isolated manner in the context of a single town or a single group of settlement. In view of the mobility made possible due to improved transport we are faced with a massive influx of population into our big towns and cities from the rural hinterlands. Until and unless this process of influx is arrested by creating suitable job opportunities and housing in the intermediate levels of settlements, the big cities, which are already on the verge of collapse, will be completely ruined.
- Considering human environment as an essential input for all developments, it was felt that every effort should be made to preserve the natural areas of the country and a plan should be drawn up for integrated management of these areas to improve the environmental quality of the human habitat.
- The dangers of pollution of the human environment due to rapid industrialization (also automobiles) was viewed with great alarm. It was felt that environmental pollutions must be minimized and controlled by enforcing legislations.

Economic and Physical Regeneration of Medium and Small Towns

Size of Small and Medium Size Towns:

- The Seminar felt that population up to 3,00,000 should be covered under the head "medium and small towns". These towns will grow depending upon the rate of growth and opportunities for development and an upper limit to the population would be more relevant than a specific population figure as such.

Place of Small and Medium Size Town in the Structure of National Development:

- The medium and small towns will play a vital role in the agricultural areas as market centres and service towns as also small industrial centres where industrial development is possible and these towns will develop forward and backward linkages promoting the development of the area around them actively. It would be vital for these centres to function actively as integral parts of the economy of the regions in which they are located.
- These towns can be very useful centres to which the migrating rural population can be attracted, provided employment opportunities are created in them. This may ultimately help in stopping the excessive migration that is taking place towards large cities and metropolitan centres in the country.

Fifth Five Year Plan Provisions:

- The Seminar took note of the provisions made in the draft Fifth Five Year Plan for urban development and was concerned, that although the plan had recognized that it was important to promote the development of smaller towns and new urban centres to ease the pressure of increasing urbanization, in the actual programs, this problem has been left largely to the state governments. The Seminar was of the view that this lop-sided emphasis on metropolitan development would not produce any beneficial results. Therefore, in finalizing the Fifth Five Year Plan much greater and larger emphasis should be given for the development of medium and small size towns. This, however, does not mean that the development of metropolitan cities should be altogether neglected.

Selection of Medium and Small Towns:

- In the size range identified by the Seminar, it is obvious that there would be a

large number of towns and it would not be possible nor desirable to undertake improvement of all these towns. Therefore, the towns should be selected on the basis of certain specific factors like:

- o Rapid growth of population and activities;
- o Growth potential of the town as a market town, a service town, an industrial town or other special purpose town;
- o Good industrial potentials;
- o Ability of the town to serve its hinterland effectively and to establish backward and forward linkages;
- o Towns where public sector undertakings are already functioning or proposed to be set up by the centre as well as the state;
- o Existing and new cantonment towns which are well located from the point of view of serving the area around them;
- o Transport and communication linkages with the area around them as well as with larger urban centres; and
- o Availability of infrastructural resources such as water, power, etc.

Program of Revitalization of the Towns:

- In order that the selected urban centres become effective growth centres in the areas where they are located, following measures for revitalizing them both economically and physically, should be undertaken:
 - o Infrastructure facilities available should be enlarged so as to make it possible for new activities to be located in them and where there are deficiencies they should be made up.
 - o Amenities and facilities such as college, higher secondary schools and technical and specialized schools as well as hospitals, medical centres, recreation facilities, stadiums and play

- grounds, community halls, cinemas and theatres should be developed;
- o A good commercial area which could accommodate ware-housing, whole-sale trade and retail shopping, should be provided;
 - o An industrial area and an industrial estate preferably with a small industries service institute so as to attract industries to come to that area should be established;
 - o The strengthening of the local administration be undertaken by providing managerial and technical assistance through state help so that the management of the town and its development can be immediately attended to. It is suggested in this context that the small size of these towns may not allow them to have separately an engineer, an architect, and a town planner. Therefore, engineers, architects or town planners may be appointed as Chief Executive officers to manage the town and to develop it;
 - o The state government should provide sufficient incentives for these towns to attract industrial as well as commercial activities and must encourage the entrepreneur to come into these towns; and
 - o In order to stabilize the population in the smaller settlements around these selected medium towns, regional infrastructure may be planned and provided.

Housing and Environmental Needs of the Poor

- Improvement in housing should be viewed as an essential input to economic development, and, therefore, housing should assume higher priority in Plan allocations than hitherto given.
- In making allocations and investments, priorities be established by delineating

the acuteness of problems for the whole spectrum of communities starting from smallest settlement to the metropolis.

- The worst affected sections of the society should be given priority in the provision of basic housing services and improvement of environment in preference to individual dwelling.
- However, if new housing stock is to be created, quantity should have priority over quality. This will enable larger section of the society to benefit.
- Efforts should be directed to tap private investment both for provision of houses and housing services in general and for the lower section of the society where the need is most pressing.
- The self help technique should be mobilized to the maximum in the provision of housing and environmental improvements, because the manpower itself is the greatest resource available in India.
- The “Land Policy” should be rationalized to make it feasible for the willing individuals to lease land for putting up their own shelters.

Implementation of Development Program:

- In the rapidly developing urban areas there is multiplicity of planning and implementing authorities who are responsible for planning and implementation of development program. The Seminar recommends that whenever an urban development authority is constituted for an urban area, the elected bodies should also be represented on the development authority.
- One very big hurdle in the implementation of the development program relates to the acquisition of land. If the development authority concerned has to be an applicant before the Collector or Land Acquisition Officer for acquiring land, its effectiveness is seriously affected. As the process of acquisition itself takes abnormally long,

the time lag between the intention to acquire and actual possession of the land will be increased manifold. To overcome this difficulty the Seminar recommends that in the laws which constitute the development authorities, such authorities should have land acquisition collectors as an integral part of them.

- Financing of the development schemes present a big problem to the development authority. The relatively old Improvement Trusts and other similar development authorities which have been in force for a long time, have acquired sufficient resources of their own and they can finance the smaller development schemes themselves. New bodies in the line, however, are seriously handicapped for want of finances. Agencies like HUDCO, finance only big schemes and even when a big scheme is contemplated, the formalities to be observed before the loan is recommended are so numerous which needs to be streamlined.

Planning Legislation:

- All states must take immediate action to enact a “Comprehensive Planning Legislation” to facilitate preparation and implementation of a hierarchy of plans with regional plans for viable planning regions, development plans (master plans) for the urban centres and rural areas identified for the purpose in the regional plans, and area development plans for specified areas with high potential for development.
- With a view to assess the prevailing situation in the different states with regard to statutory provisions available for planning purposes and also to recommend the type of legislation which should be enacted by the states for the purpose of preparation and implementation of different development plans, a Committee be constituted by the Government of India comprising of (i) A member from the Institute of Town

Planner's, India; (ii) Town and Country Planning Organization, and (iii) A legal expert of the government. This Committee should examine all the enactments under which planning powers are obtained and suggest a comprehensive legislation for planning for the consideration of the state governments. It is considered that this will facilitate the state governments to up-date their legislation wherever possible and enact new legislation where necessary.

Development Authorities:

- The Seminar took note of the role of metropolitan or town development authorities vis-à-vis the town and country planning departments of the states and felt that wherever these development authorities were equipped with suitable technically trained personnel, they may be allowed to undertake both planning and development functions in respect of their areas. However, in the interest of securing proper coordination of planning activities within the policy frame evolved at the state level, the overall planning control should continue to vest with state planning departments, while detailed planning and implementation may vest with the development authorities.

Zoning:

- The present practice of land use zoning in urban areas was reviewed and the Seminar considered necessary to reorient the approach to zoning with a view to make it more flexible and acceptable without sacrificing any fundamental principles of planning. The Seminar recommends that the present zoning practices should be allowed for mixing of land uses at different levels and in different combinations without causing environmental hazards or environmental deterioration. Further, zoning should also include comprehensive use, intensity of building, and height zoning.

Development Plan for Indore Madhya Pradesh

- The Development Plan for Indore which had been published inviting public comment was presented before the Seminar. The Seminar took note of the new approach to the future development of Indore as a multinucleated city, and the provision of the new city centre which were to act in a complementary manner with the existing centre, for whose expansion and redevelopment, scope had been created by moving industries, and government offices out.
- The program for environmental improvement proposed in the plan on lines similar to the recommendations of the Seminar were noted. The Seminar expressed its appreciation of the approach and the proposals contained in the Indore Plan and hoped that the plan would be speedily implemented and that Indore will become a regional capital in Madhya Pradesh.

23rd TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Planning and Management of Steel and other Industrial Cities
Year : 27th - 31st December, 1974
Venue : Bokaro
President : Shri K. K. Kaplish



The 23rd Town and Country Planner's Seminar held at Bokaro during 27th - 31st December, 1974; discussed the subject of "Planning and Management of Steel and other Industrial Centres", with focus on "Management of Steel and other Industrial Cities"; "Economics of Establishment and Management of Industrial Townships"; "Role of Industrial Towns in the Regional Context"; "Social Profile of Steel and Industrial Towns - Present and Future"; and "Problems of Planning and Management of Steel Cities: Case Study of India's Largest Steel Complex - Bokaro".

Shri K. K. Kaplish, President, ITPI in his presidential address highlighted that prior to the inception of the First Five Year Plan, development of industries in India was mostly through private sector. There was, therefore, a tendency to locate these industries in and around existing big towns primarily due to the ready availability of services, labour and marketing facilities. With the entry of public sectors in the field, the policy of decentralization of industries for bringing about balanced development in regional content; with dispersal of

population is being encouraged. However, the Ministry of Home Affairs, Government of India in 1963, set up a Committee on Plan Projects, during the First and Second Five Year Plan as the construction cost was accounted for nearly half of the total out lay of the Plan, out of which sizeable portion was spent on the construction of factories, residential buildings and provision of community facilities, buildings, and amenities. An excessive capital out lay on townships has an adverse effect on the cost of production, therefore, the Ministry of Steel and Heavy Industries and the Planning Commission desired to study the existing townships to examine norms and standards for planning of future townships and expansion or existing township.

Due to extravagance in some cases in planning the authorities are now faced with shortage of land to meet their expansion needs and the problem of further acquisition of land is not only costly but also time consuming. There appeared to be a tendency on the part of some project authorities to acquire more land in the initial stage than was necessary in order

to play safe, where as in certain other cases, project authorities has given away some portion of land acquired by them and were subsequently facing shortage of land to meet now the needs of their expansion programs. The extent of community facilities and density standards varied from one industry to another.

Although, only a fifth of our country's population presently lives in urban areas, this forms a significant part of our society. A major shift of India's population from traditional rural and farming areas towards towns and cities is further expected which is necessary for promoting economic growth, modernisation and social change, and to relieve excessive pressure of rural population on agricultural land. A strong economic base in the form of heavy and basic Industries and efforts to give a fillip to the growth of related activities in the urban centres developed in selected parts of the country are thus very important. Planning and development of the urban centres acquire a crucial role in this process.

On the issue of planning and management of steel and others Industrial cities, Shri Kaplish highlighted the need for planning of new Steel towns on the background of the past experience of similar existing new towns, taking into consideration regional context, so that surrounding areas are also benefited by their developments. He also underlined need for integrated approach to planning of such cities as against single industry company townships,

RECOMMENDATIONS

Planning of Steel and other Industrial Cities:

- There should be proper coordination between the Industrial Location Policy, the National Urbanisation Policy and the urban development efforts in a state, so that the new town should form an integral part of the total urban structure of the region;
- There should be an integrated approach to planning. Planning should be done for the entire urban complex as a whole and

not for different townships for different industrial units.

- The town or city should be envisioned, not purely as a steel town / city or as an industrial town / city, but it should be planned as a viable urban centre with due considerations for the industrial base so that it does not become a mere company town.
- In view of the present circumstances and the general energy crisis in the world, an appropriate basic transport network should form a skeleton for any new town planned. The network should be adoptable, for introducing at a later stage a public transport or a mass-transit system.
- The length of journey to work should not be given undue importance in the absence of any alternative use of time and energy so concerned. Hence, a longer journey to work should be acceptable and may even facilitate development of existing settlements in an area, if they are linked with a suitable public transport system and, thus economising on investment in developing completely new physical and social infrastructure in a new town / city. This would make it possible to use these settlements as centres of growth.
- While the central business district for a new town / city would grow only gradually and in phases over a period of time to attain the characteristics of the city centre as per the city plan, care must be taken to amply provide spaces for diverse activities of all sections of the community.
- The planning standards should have re-look with the economic situation and circumstances and while formulating such standards the paying capacity of the people should also be taken into consideration.

Administrative and Financial Management:

- At the initial stage of establishment of a major steel industrial town, a planning and development authority should have to be constituted for the entire planning area

around the industry. This should have representation of the industry concerned, the community and the development departments of government and other semi-government bodies involved in development. This authority should have powers to control development in the entire planning area and should have the machinery to carry out the development schemes.

- When the area is developed to a viable size, a statutory committee for administering the area may have to be constituted which will have all the powers of a municipal body regarding taxation, licensing of trade and establishments, etc; but will initially consist of nominated members. In this committee, adequate representation should be given to the industry concerned for protecting and safe-guarding its interests.
- The property tax, professional tax, entertainment tax, service tax, etc; collected by such an authority would be of a sizeable measure adequate to maintain the urban services.
- The planning and development authority would continue to function even after the establishment of the township committee and they would be responsible for continued planning, implementation of development works and for controlling developments in the entire planning area.
- In the case of larger industrial complexes such as a steel town / city, the leading role in the administration of the larger urban complex should be initially played by the main industry and even after a regular planning and development authority or municipal authority is set up, the industry should continue to take a leading role in the administrative affairs of the town / city.

Economics of Establishment and Management of Industrial Towns

- The development of the Industrial town / city should not only be confined to the

provision of housing and amenities to the employees of the industrial undertakings but also cater to the needs of the service population which is necessary for the effective functioning of the town / city.

- The developments in the industrial town / city should aim at achieving a multiple employment structure through planned diversification of economic activity. In the context of the regional development, the industrial town / city should be conceived as a growth foci with a diversified economic base.
- The Seminar is of the view that economy in development of industrial town / city has two dimensions, one at the planning area levels and the other at the level of industrial town / city itself which forms part of the total urban complex.
- While formulating development schemes care should be taken to ensure that the schemes are self-financing and the investment should be so programmed as to ensure adequate returns. Private sector should also be involved through incentives in the development process.

Role of Industrial Towns in the Regional Context

- The existing steel and industrial towns / cities though initially envisaged as nuclei for development of a large region have not made the expected impact on their hinterland. They have merely become “islands of progress” insulated from the surrounding region. The Seminar recommends that preparation of the regional development plan for the entire region should be undertaken before setting up of steel and industrial towns / cities.
- First priority should be given by the industry in the resettlement of the displaced persons as far as possible in their present occupation elsewhere in the region or train them in advance for being absorbed in the jobs that may be created by the industry for the production and maintenance.

- For the purpose of rehabilitating of displaced persons and also for economic rejuvenation of the hinter land, a program of rural development of the surrounding regions be taken up in various fields viz., agriculture, village industry, poultry, fishery, etc.
- To maximise the benefits of the development of steel, and industrial towns / cities in their regions, the regional linkages with different viable settlements should be strengthened.
- The role of the industrial and steel towns depending upon their size and location should clearly be defined in the regional setting and all the social services like educational, medical, commercial, recreational and other facilities should be provided to the population living not only in these industrial towns but also in the regions.
- Many industrial towns, and particularly the steel towns, have been located in the interior areas and such locational advantages should be fully utilised to take urban infra-structure facilities to the interior and bridge the wide gulf between urban and rural areas on the one hand and between development and depressed regions on the other.
- Industrial towns / cities having air and water polluting industries have to be planned carefully taking into consideration the wind directions and the natural water pollution within the towns / cities and their environs.
- Public participation in the management of steel and other industrial towns should be fostered, for inculcating the spirit of civic consciousness and a sense of belonging.
- In order to achieve more desirable and satisfying social interaction, the Seminar recommends that the existing steel and Industrial town / city including its peripheral growth be planned and developed, as

a single, composite and balanced urban centre.

Problems of Planning and Management of Steel City: Bokaro

- As most of the steel plants will continue to grow to the ultimate production capacity to increase the production and to achieve the economy of scales, the strategy for expansion and development of such cities would have to be conceived by the steel plant authorities even in the beginning stages within the overall national planning policy frame and regional planning and programs. This is particularly important in the case of Bokaro Steel City, where the proposal for expansion to 10 million tonnes has been accepted in principle.
- The Seminar affirms the proposed diversification of the industrial base for Bokaro Steel City by encouraging the growth of other industries in its immediate vicinity. This will ensure diversified employment base such as trade, commerce and services.
- The urban pattern with distinct urban units to the east, west and south of the plant needs to be properly integrated.
- The Seminar noted that the developments around the steel city had not been controlled effectively. On account of this, place like Chas has grown in a haphazard manner giving rise to slums and unauthorised and unplanned developments causing adverse impact on the development of the steel city. The planning of the steel city, should, therefore, take into consideration Chas and all other areas up to the national highway to the east and the Ijri river to the south, as an integrated city, although this area may not be within the ownership of Bokaro Steel Limited.
- In order that planning and development control is effective, it may be desirable that the responsibility for the planning, development and control of the immediate periphery around Bokaro Steel City

should be vested in a statutory authority wherein the steel city Administration is adequately represented.

- In planning the steel city, the regional impact of the steel plant and the steel city should be fully taken into account, in its spatial and economic dimensions, and appropriate regional strategy should be formulated.
- Immediate action is necessary to improve the transport-network within the city and within the region in an integrated manner.
- It is important that the town which is to grow substantially should be conceived in a compact form at the first instance and expanded as the needs grows
- Specifically there is a felt need for the provision of exclusive cycle tracks with grade separation at major intersections and road crossings.
- For physical and economic rehabilitation, new villages will need to be built with adequate agricultural land on the periphery of the Bokaro Steel City so as to enable the tribal to continue the traditional way of life and activities.
- The Seminar while taking note of the measures envisaged by the steel city, to avoid environmental pollution, recommends that necessary steps be taken to

ensure ecological balance in the environs of Bokaro Steel City in view of the anticipated expansion.

- Due to the isolated location of Bokaro where workers cannot find accommodation elsewhere, it is essential to build housing for 100% employees or allow housing to come up through promotion in the private sector with the incentives such as developed land at concessional prices, etc.
- Appropriate areas in different sectors of the city should be earmarked for the service population who may be provided land on rental basis and allowed to put up their own construction under appropriate control and supervision. These areas can be gradually improved as the service population attains higher income.
- In so far as standards for community services and environmental standards are concerned, there should be no disparity between the high and the low income housing areas. The standards should be prescribed according to the prescribed densities envisaged for each sector.
- In view of the felt need for recreational and shopping facilities for various categories of people in the city, it is essential to develop and maintain the necessary recreational and shopping facilities even at a modest scale.

24th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme	: Human Settlements and Environmental Planning
Year	: 24th - 27th December, 1975
Venue	: Bombay (Mumbai)
President	: Bharpur Singh
Vice President	: Shri J. P. Dube



The 24th Town and Country Planner's Seminar on "Human Settlements and Environmental Planning" was held at Bombay (now Mumbai) during 24th - 27th December, 1975.

Shri S. B. Chavan, Honourable Chief Minister of Maharashtra in his inaugural address highlighted that environmental deterioration, especially in our urban settlements, which has

certainly acquired dimensions and we can no longer afford to neglect. Rapidly increasing urban population and its relative concentration in large cities and metropolitan centres has been one of the reasons for the serious deterioration in the quality of living conditions in urban areas.

It is curious paradox that even though only one-fifth of our population lives in the urban areas, our cities are over-urbanised in terms of service infrastructure and the employment opportunities. While such services / opportunities develop only gradually, the population goes on increasing largely due to the influx of people from the rural areas in search of a comparatively brighter future. The income level of the majority of them is so low that they cannot pay for housing and for urban facilities. Unfortunately, the municipal tax is also too weak to finance and maintain a satisfactory civic services. All these are factors which contribute to the progressive environmental deterioration and underscore the vital necessity of paying adequate attention to the environmental problems associated with urban growth. With the planning for economic growth, which naturally had an over-riding priority dawned the industrial age and industrialization ushered in its wake the process of rapid urbanisation. The brunts of this spurt of industrialization and urbanisation had to be borne by our towns and cities which were ill prepared to meet the new demands, physically, socially or culturally. Whatever industrialization took place was also mainly city-based and this left the rural areas progressively deficient in industrial employment opportunities which induced a flow of people from the rural to the urban areas. The rural emigrants suddenly found themselves in a strange atmosphere, and could not get absorbed in the urban way of life. Quite inevitably the problems of environment became more acute with rural attitudes trying to adjust in urban areas.

There are many things which need to be done to improve environmental quality of human

settlements. Take the case of industrial pollution for example - though fortunes have been made on industrial ventures in the cities precious little or nothing has been done to either control or eliminate the pollution of air and water. Apart from that there has been reluctance to shoulder the responsibility of properly housing the workers, therefore, slums have grown up in and around all industrial centres. The industries which prosper because of their city or metropolitan based locations should also contribute to the prosperity of the city and by their self disciplined behaviour avoid doing anything which would lead to any kind of pollution and also help in promoting the cause of housing the poor workers.

To avert the threat of total environmental pollution before it is too late, an intelligent and scientific, but at the same time pragmatic approach to the planning of human settlements is necessary. An inter-linking of special and economic planning is called for in this context for establishing a balanced urban-rural relationship. The planning process should aim at a balanced and integrated development of urban and rural areas. This is imperative for removal of regional disparities.

Due to untimely demise of Shri Bharpur Singh, President, ITPI, The presidential address was delivered read by Shri J. P. Dube, Vice President, ITPI, who clarified that the word "town planning" does not connote only planning of town. It is a term derived historically in the United Kingdom and has come to mean today not only planning of towns but planning of villages, planning of rural areas planning of metropolitan cities and planning of regions. In fact, all comprehensive physical planning is included in the term "Town Planning".

It is projected that assuming a reasonable measure of success in the family planning efforts, the population of India is likely to increase from the present 580 million to 950 million by the year 2001. Thus, in the next 25 years, 370 million more people will have to

be accommodated in India, which would be more than the total population of 361 million attained by the country in 1951 since the dawn of civilizations. Further, the total urban population in India which was 109 million in 1971 is likely to rise to 300 million by the turn of the century. Where and how this 370 million additional people are to be accommodated is a major challenge confronting our country? Which calls for evolving a comprehensive policy for human settlements and environmental planning for the future. For successful implementation, such a policy will entail planning not only in the social and economic spheres but physical planning at the national, regional and local levels with a long term perspective not attempted before and evolving of a rational system for their execution. Current policies, program's achievements would need to be re-evaluated so as to provide guidance for the future spatial distribution of population, employment and resource development, keeping in view the economic and social goals, compulsions and imperatives and the objectives regarding quality of life as a whole.

In present day concepts of urbanisation we are trying to deal with problems of urbanisation in a piece meal manner. We seem to get conscious of and alarmed by the urban process only when malady is at an advanced stage. And we then apply solutions which have no more than palliative effect - a few housing projects to take care of the urban poor, a few industrial areas to boost the economy of the city, augmentation of services, traffic improvement here and there, etc. This has been the approach of concerned agencies in implementation of whatever master plans have been prepared so far.

It is already recognised that mere allotment of land for the rural or urban poor is not the end to the housing difficulties of the beneficiaries.

He then underlined that the last conference of State Ministers for Housing and Urban De-

velopment held at Bhopal in October, 1975 has adopted Resolutions on National Urbanisation Policy, Regional Planning and other inter-related matters for integrated urban and regional development. Besides, Zakaria Committee had observed that "physical planning function, pervades all levels starting from the national level to local level which can be a metropolitan city or a small town or even a village and the rural area". The Committee had also made some other very important observations in regard to the physical planning like - to carry out the planning function, firstly there has to be an agency entrusted with the task of preparing the plan and enforcing it. Such an agency has to be necessarily at different levels, starting at the national level and coming down to the state and local levels. There may also be an agency at the inter-state level for regions comprising areas in more than one state; and secondly, these agencies should have the necessary legal status and powers to undertake the preparation of the plan and to implement the plans.

In this regard besides the resolution on National urbanisation policy and physical planning, various conferences have recommended and reiterated the need for enacting "Comprehensive Legislation on Regional and Town Planning" by all the states governments. For the guidance of state governments, the Government of India has prepared a "Model Regional and Town Planning Bill" providing for setting up of appropriate agencies or preparing the plans at regional and local levels and for their implementation. Some states have already enacted suitable legislations on the subject and others are in the process of doing so. In this context, Maharashtra state has remained in the forefront in the field of regional and town planning and was the first state in the country to enact "Comprehensive Regional and Town Planning Legislation".

Zakaria Committee had also observed that "the planning agency should have adequate competent personnel to carry out the task of

preparing the plan, processing the plan, and after approval enforcing the plan, working out details within the frame-work of the plan for the purpose of actual execution and subsequently to take note of the changing conditions in the planning area and to amend or to revise the plan as and when called for". It is well recognised that the physical planning is necessarily an inter-disciplinary exercise to which experts in various fields such as geography, economics, sociology, engineering, administration, finance, etc., have to make important contributions but formulations of the physical plans is primarily the responsibility of professional physical planners who are trained for this job and are able to comprehend the totality of the physical planning process involved and integrate the contributions made by various disciplines and formulate proposals for integrated spatial development.

Zakaria Committee had also made a very detailed assessment of the requirements of qualified physical planners in the country and had forecasted a requirement of 2100 physical planners by 1975. However, as against the projected requirement of 2100 physical planners, we do not have more than 600 to 700 planners in India including our corporate members and others who have yet not become members of this Institute. Zakaria Committee had recommended in 1966 that 250 planners should qualify annually to meet the needs. This has not been achieved. The total number of physical planners qualifying in India from recognised institutions each year is less than 100. This is too small a number to meet the requirements of the challenging task before us and we need to improve both the quality and quantity. However, it is an irony that even the small number of physical planners qualifying each year, have often to wait for quite sometime before they are able to get proper jobs. One of the reasons for this paradoxical situation is that many planning authorities have been employing unqualified persons even when qualified physical planners were

available. The reason for this may be traced to the old days when education in regional and town planning and allied fields was not available in India and various governments and other authorities has prescribed lower qualifications to man the jobs and the same set of rules are still in vogue in many states and public authorities.

He, urged the central and the state governments and other public authorities to suitably amend their rules of recruitment so that the services of the qualified physical planners, who have been trained at post-graduate level at a very great cost to the nation, may be fully and properly utilized.

RECOMMENDATIONS

Human Settlements and Environmental Planning:

- A policy for development of human settlements at the national, state and regional levels should be evolved. The policy should include:
 - o Suitable measures to protect environmental conditions, optimization of social and fiscal component of planning and distribution of population and the human activities in accordance with the same; and
 - o To evolve a suitable integrated system of network to ensure proper linkages between different settlements, give special attention to small and medium size towns and rural settlements to minimize social and economic problems as also the disparities and consequential impact on the environment.
- The role of urbanization with it's far reaching implications in the process of development was not still clearly realized. For achieving better economic and social conditions in the cities, it was suggested that programs for community development, land reforms, ceilings, vocational guidance and training should be under-

taken, so that the economic and social significance of the cities becomes relevant as a resource for the future developments:

- o There is a need to evolve new strategy for the development of human settlements;
- o The economic objective for employment, investment, production, consumption and distribution be re-riculated through the amenities and facilities and environmental conditions in the cities; and
- o The concept of the city and it's significance should be integrated with the overall development of settlement and the strategy for development should be so evolved as to integrate rural settlements with the cities.

Human Settlements:

- System study should be undertaken and the possibility of developing alternative national model for the human settlements should be explored. A suitable policy for optimizing the benefits of integrated development should be conceived and should be oriented to utilize the potential of large number of small and medium size settlements with due regard to their strategic location, economic and cultural characteristics and to share greater burden of the growth envisaged as a result of the planned development of the nation. It was particularly suggested that location of large industries by the public sector undertakings should be made with due care for the integrated development of the human settlements within the region as a whole.

Housing for the Poor:

- The Seminar emphasized the inter-linkage between the poor man's housing and the overall economic development policy for the country. It was also felt that a policy for resource utilization for the housing industry should be evolved taking into con-

sideration the aspects such as manpower, renewable and non-renewable resources both natural and man made, etc. Housing has to be regarded not as a product but as a process which has relevance to the economic conditions, to the productivity, consumption and distribution pattern and their influence on the settlement patterns. The present system of housing subsidy needs to be modified suitably taking cognizance of the available financial resources and providing compatible liability standards, achieving efficiency and cost reduction by suitably modifying the specifications, use of appropriate technology, etc. It was also stressed that the housing standards specially for the poor should conform to the value system, living styles and economic viability and relating it to the paying capacity of the community which is served.

Problems of Metropolises:

- The Seminar emphasized the importance of metropolises in the national economy, however, it was pointed out that the quality of living in such cities is deteriorating gradually. It was, therefore, recommended that attention should be paid to the problems of the metropolitan cities. Though the growth of the metropolises is inevitable, care has to be taken to see that the regional imbalances are not accentuated and long term policies have to be adopted so as to generate urban growth on inter-regional basis. Simultaneously short term measures should seek to improve the quality of living without hampering the growth rate. The question of size of the city as also the distances of new towns from the metropolitan cities were debated, but it was felt that there cannot be a general answer to such questions. It was, however, felt that instead of planning from inside out, it is necessary first to take a comprehensive view at the regional level, then at the city level and

then at the local level. The need for developing technique and technologies was emphasized to serve the common man on a mass basis, instead of assisting only the relatively well to do sections of the urban population. Working out a medium term program, adoption of proper information system, efficient harnessing of the resources, performance budgeting and appropriate fiscal systems to decide the priorities were also recommended. Greater degree of public participation was also stressed. The environmental pollution problems and need for a comprehensive thought to the metropolitan planning were also discussed. Need for suitable legislation abating and controlling the nuisance due to various types of pollutions was recommended.

Problems of Bombay:

- As regards the problems of Bombay Metropolis, the Seminar emphasized the need for removing imbalances in the distribution of work places and residential areas as also stressed the need for de-congestion of the southern part of the city. Possibility of shifting textile industry was also discussed. It was felt, however, that en-block shifting was unworkable due to the strong existing linkages of the industries and the possibility of commercial development replacing the textile mill areas which may worsen the situation.
- Policy for relocation of offices from south Bombay was also recommended. It was suggested that fiscal measures to control the growth of additional office jobs in south Bombay, coupled with incentives and inducements for relocation of offices in Bandra - Kurla Complex and New Bombay was strongly emphasized.
- It was also suggested that the state government could use the reclamation areas for rehabilitation of residents from the congested old localities of the city, but there was no agreement on the economics of the proposal.
- Traffic and Transportation requirements was also considered as a basic necessity like water supply and houses in the metropolitan areas.
- Measures to enlarge railway carriages capacities on the ghat sections of the railways was considered essential for the proper growth of city. It was also recommended for pedestrianisation of certain commercial areas as well as roads taken by commuters from the railway terminus to the workplaces.
- Availability of water transport to be investigated as a solution to the mass transportation problem.
- The need for revision of Development Plan of Bombay and the financial constraints in its implementation were noted and, therefore, it was recommended that more pragmatic considerations should prevail and size of the likely financial resources should be an important consideration in revising the plan.

Finance and Managements:

- The Seminar recommended that at least 20% (as a national level average) of the total budget should be reserved for urban areas. The restriction on the floating of debentures and open market borrowing under the state government guarantee, were considered to be too harsh for the urban areas.
- Creation of a lobby or pressing the claims of urban areas was also recommended.
- It was also recommended that a cess should be levied on all the establishments outside the municipal areas as they depend on the services provided in the municipal areas. This fund should be made available for financing the development programs of urban local bodies.
- The Seminar felt that the structure of the present local bodies needed to be modified and accordingly, it was recommended that involvement of functional expertise

in such bodies at the level of the local body or at least at the level of the special committees is necessary to take care of the developmental planning and improvement programs.

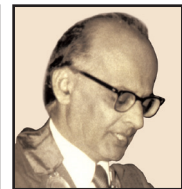
- Establishment of suitable development authorities for the large urban agglomerations for achieving coordinated planning and supervision of the work of various agencies was also recommended. It was suggested that 2 or 3 tier organization should be thought of. For the rest of the

urban and rural settlements a suitable authority at the district level was recommended so as to achieve integrated planning and development.

- It was recommended that since about 60% of the inhabitants are from the poorer sections of the society their role in the management of the settlement and financing urban development programs should be considered very important and suitable changes in the local administrative set up should be introduced.

25th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Action for Habitat - 2000 A.D.
Year : 19th - 22nd October, 1976
Venue : Bangalore
President : Prof. D. V. R. Rao



The 25th Town and Country Planner's Seminar, was held at Bangalore, during 19th - 22th October 1976. The subject - "Action for Habitat 2000 AD", discussed in June, 1976 at the Vancouver World Conference, was chosen as a theme for the Seminar.

In his inaugural address Shri B. D. Jatti, Honourable Vice-President of India stated that the population of India which was around 580 million is increasing at the rate of 2.48 percent per annum which means an addition of 13 million persons every year. On this basis, and allowing for the impact of the country's family planning efforts, the population of India is expected to reach 950 million by 2000 A.D. This means that in less than thirty years, since the last Census, there would be added in terms of population, a "second" India, as it has been so aptly described. The problem facing us today is "where and how such a large mass of humanity will find it's habitat?"

For a predominantly rural country like India, development planning has meaning only if it results in an improvement of living environ-

ment for the common masses who inhabit over half a million villages thought out the length and breadth of the country. Any planning and development of habitat should, therefore, be largely rural oriented.

It has been recognised that the quality of human settlement influence and shape the quality of human life itself. The level of development is also reflected in the human settlements, rural and urban. While the term development may connote one thing to developed countries, it connotes quite another thing to us who belong to the developing world. For the developed countries because they are already developed perhaps to the optimum level, further development may well connote environmental degradation. For us, on the other hand development is essential as the means to upgrade the human habitat by providing the necessities of decent existence.

In her address at the United Nations Conference on Human Environment at Stockholm, our Prime Minister explained the situation in these words: "The environmental problems of

developing countries are not the side-effects of excessive industrialization but reflect the inadequacy of development..... To us development is one of the primary means of improving the environment for living, or providing food, water, sanitation and shelter; of making the deserts green and the mountains habitable”.

It is high time that we evaluate our planning experience, as well as our achievements and failures with respect to our national objectives, more specifically, the objective of rural development. Perhaps the present policy of rural development planning which flows from highly centralized and sectoral planning approach and involves a multiplicity of implementing agencies at various administrative levels has to be replaced by an integrated approach.

It is obvious that the process of development is multifaceted. But two factors stand out with special prominence - people and land. These are basic and crucial to the development. The population problem has caused us much anxiety. It's growth has to be controlled and it's distribution regulated. It is a gratifying fact that we are going all out to reduce the growth of population over the next decade by means of a family planning drive in accordance with the “National Population Policy”. The target is to reduce the annual growth rate to 1.4% by 1984. The second factor to have control on land. Social control has been found necessary in order that this valuable resource may be put to optimum use for the benefit of the people, giving due weight for the poorer sections of the community.

Prof. D. V. R. Rao, President, ITPI in his presidential address on the occasion of Silver Jubilee stated that with the population of India growing to nearly 950 millions by 2000 A.D., from the size of 550 millions in 1971 the greatest challenge facing the country will be, next to food, the problem of improving the quality of life of people in the existing settlements

and also meeting the needs of the additional 400 millions in these settlements between now and the end of the century. Considering the magnitude of the problem, the United Nations Conference on Human Settlements (Vancouver 1976) observed that “Population growth and rapid changes in the location of human activities, proceed at such a pace that by the end of the century, we shall have to build another world on the top of the present one. If properly directed, this formidable task could mobilize untapped resources and turn into an unique opportunity for changing our man-made environment; this is the challenge of human settlements strategies”.

We have witnessed of national development through the successive five year plans and the corresponding growth and development of human settlements, it is time not only to take a look at the many achievements so far, but also to take a look at the future of the human settlements in the country in the context of the great challenges ahead.

In an assessment of the magnitude of the problems of human settlements, the United Nations Conference on Habitat identified the most pressing issues and in meeting this challenge, human settlements must be seen as an instrument and object of development. The goals of settlement policies are inseparable from the goals of every sector of social and economic life. The solutions to the problems of human settlements is therefore, to be conceived as an integral part of the economic and social development process of the community.

The challenge of the population growth to the extent of 960 millions by the turn of the century, of whom at least 300 millions are to be accommodated in the urban sector, poses a formidable task of meeting the basic minimum needs of this vast population.

Ever since planned development endeavour started in the country from the First Five

Year Plan onwards, rural development has always been in the fore-front of development policies. However, no significant improvement has been possible, primarily due to lack of scientific, technological, managerial and capital inputs, commensurate with the magnitude of the problem.

The Urban Land (Ceiling and Regulation) Act, 1976 will have profound influence on the development of human settlements as the objectives of this Act are: (i) to prevent concentration of urban property in the hands of a few persons and speculation and profiteering therein, (ii) to bring about socialization of urban land in urban agglomeration to serve the common good by ensuring its equitable distribution, (iii) to discourage construction of luxurious housing, leading to conspicuous consumption of scarce building materials and to ensure utilization of such materials, and (iv) to secure orderly urbanisation.

If the development authorities are to tackle the problems of growing cities, it is incumbent that they should have full-fledged planning organisations, which should be an inter-disciplinary set-up including planners, architects, sociologists, land economists, transportation specialists, public health specialists, etc., so that not only can a very efficient and rational development plan be prepared for the city and its environments, but the set-up can also help continually to monitor the progress of the development programs and evaluate performances so that an innovative and dynamic approach to development can be taken.

Town and country planning education has been only of recent origin, which started in the mid 1950's, with only two institutions, with which training in this field has been going on. Though we have now several more institutions devoted to training of town and country planners yet the nature of training and the facilities

available for this purpose vary from institution to institution.

Shri D. K. Naikar, Honourable, Union Minister for Municipal Administration in Plenary Session mentioned that the "Habitat Conference" provided a global view of human settlements condition and of the factors affecting the present and future development. They also contain information, analysis and conclusions. However, these United Nations reports present information in global, regional or sub-regional terms without attempting to deal comprehensively with conditions of a country-by-country basis. Therefore, United Nations Conference has requested all countries to start follow up actions on the major recommendations of the "Habitat Conference".

In order to have a comprehensive approach, the Government of India has recently launched "Integrated Urban Development Program" for major cities. The departments of town planning have prepared such plans for big cities, and this program, which is more comprehensive in nature than any one conceived earlier at government level, can be adopted for all human settlements for proper planning and development.

With the launching of the "Twenty Point Program" and taking up of projects to house the landless and house less people, both in rural and urban areas, certain modifications were inevitable in our sub-division regulations. A plot size which was considered to be too small in the earlier days was to be reduced still further, to house more number of families in a given area and at the same time taking care of environmental qualities.

Growth of human settlement depends on the natural increase of population i.e., births over deaths, and also on migration. It is difficult to forecast the element of migration in the total increase of population of any human settlement, as it depends on the job opportunities

and the urban facilities, which may attract such migration. The “push and pull” factors operating in our rural and urban areas are the main causes for rapid increase of population in certain urban centres and decrease or stagnation of growth in other areas. Accordingly, proper strategy needs to be worked out to divert the growth to potential areas and retard growth in areas where it is undesirable.

In his key note address Dr. A. Ramachandran, Secretary to Government of India, Department of Science and Technology, stated that the Habitat Conference sought three results - a universal declaration of principles; a list of specific recommendations for national action; and a plan for international cooperation. Discussions were held on various items in which each country participated intensely. The final recommendations have been referred to the General Assembly for adoption. And added that the word “Habitat” includes all life supporting system needed by “Man” for his development and the word “human settlements” covers various scales of human groupings from an isolated homestead to a megalopolis. Thus, habitat and human settlement put together cover a large spectrum of the multiplicity of human activities at various levels.

A city is a “static thing” in the sense of its physical being viz. houses, streets, buildings, etc. But a city also represents a “dynamic organism” in the form of human, social and economic activities like, living, working, education, recreating, purchasing and manufacturing. It is this dynamism of activities that fills in the static spaces (i.e. buildings, streets etc.) and gives the whole a “City Life”. To a “common man” a city represents various connotations, experiences, associations, etc. The basic concern to a common man in the city is the economy, and efficiency of its functional organism. The town planner has to perceive and organise this human experience in a manner that will satisfy the social, economic and human needs of a society.

On the basis of projections made for the year 2001 it is estimated that human settlements may be allowed to use only two per cent of the total land to keep a viable ecological balance. In the past decade, land under human settlements has increased from 1.2% in 1961 to 1.8% in 1971. As such a coherent policy for the proper management of land needs to be evolved.

Similarly, water is an important aspect of human settlements. The uneven distribution of water and the quality and quantity of water available have to be reviewed in the context of the population perspective. Management of water as a resource needs scientific thinking and requires technological measures for optimizing its use. It is important for the profession of town planners to consider ways and means of optimizing water availability, of recycling water in human settlements and of conserving under-ground and surface water from any pollution or evaporation loss.

Energy is another important consideration for planning human settlements. The efficient utilization of energy and its various mixes should be given special consideration in the choice of design and technologies to be adopted in human settlements. Non-conventional sources of energy like solar, geothermal, etc., and renewable sources like hydro and nuclear from which electricity can be generated may be considered as supplementary source of energy generation.

The government is at present considering an overall policy framework for human settlements which aims at (i) minimizing the existing differentials in the standard of living and services between rural and urban settlements, to make each equally attractive from the social, economic and environmental point of view; (ii) co-relating investment mechanism with environmental programs to arrive at criteria for location of human settlements;

and (iii) identifying criteria for appropriate distribution of a large population in a scientific manner for optimum utilization of existing resources.

At the national level the policy framework intends to identify a rational for the “Distribution of Population” within which regional and sub-regional policies for human settlements can be organised.

At the regional level or at the state level the policy framework deals with location of settlements. It is correlated to the existing mechanism of implementation, to the areas of priority for immediate action and to the concept of providing adequate flexibility for interaction, adaptability and adjustment. As such, the consideration that may govern action at the regional or state level may include (i) policy for land: for its consolidation, reclamation, appropriate distribution, ownership and tenure and for land use - such as agriculture, forests, extractive industries, major industries and for human settlements; (ii) coordinated policy for infrastructure - for transportation, communication, energy utilization inter-related with the distribution mechanisms; (iii) Integrated policy for services - like hygienic water supply, proper drainage, sewerage, etc., and for social services like education, health, recreation, etc.; and (iv) Policy for conservation of natural resources - cultural heritage and places of scenic beauty for protection of air, water and land from pollution.

At the local level, action needs to be taken at block development level for the rural areas and at municipal level for towns and cities. At the block development level, programs for development shall be structured as a part of the regional level policy. The structural plan shall outline policies, priority programs and institutional mechanism for implementation and feed back.

For urban areas, actions at the local level need to adopt the metropolitan regional planning approach as a part of the regional policy framework. We are familiar with metropolitan regional plans and the master plans for cities, however it has been felt that most of the master plans could not be implemented fully because they were advisory rather than mandatory in nature. Moreover, a number of agencies and government departments were created with over-lapping and at times conflicting powers and jurisdictions. The financial inadequacy at the local level and lack of appropriate land policy and town planning legislation in addition to ineffective enforcement mechanism have been responsible for their failure.

RECOMMENDATIONS

Action for Habitat 200 AD:

The Seminar noted that the United Nations took the most comprehensive view of the human settlements policies and strategies and made very elaborate recommendations for national action. In the context of our own deep interest in helping whatever way possible, in evolving the right strategies for the development of human settlements in the remaining period of this century (20th), so as to bring about some significant improvement in the quality of life of the people in these human settlements.

- In an assessment of the magnitude of the problems of human settlements, the Seminar observed that it could do no better than state, what the United Nations Conference on Habitat so succinctly stated as being the most pressing issues:
 - o Firstly, socio-economic, ecological environmental deterioration exemplified by inequalities in living conditions of the people, acute unemployment, illiteracy, disease and poverty, breakdown of social relationships and increasing

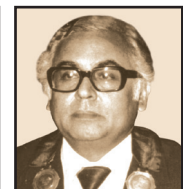
- degradation of life supporting resources of air, water and land;
- o Secondly, the population growth trends, which indicate almost a doubling of the population within the next 25 years, thereby more than doubling the need for food, shelter and other requirements of life;
- o Thirdly, uncontrolled urbanization and consequent conditions of overcrowding, pollution and deterioration in metropolitan regions; and
- o Fourthly, rural backwardness, which compels a large majority of the population to live at the lowest standards of living and contribute to uncontrolled urban growths.
- The Seminar emphasized, that considering the fact that we have now a basket of policies and programs covering population, agriculture, industrialization, resource development and mobilization together with specific programs of social development affecting the bulk of the disadvantaged population in the country, both rural and urban, a “Comprehensive Human Settlements Policy” should be evolved.
- We already have the experience of attempting macro-level planning in terms of larger regional development programs,

such as the river valley programs, rural area development programs, development of resource regions, etc., and seen their impact on settlement growth. We have also the experience of trying to meet, in some way, the minimum needs of settlements, such as provision for housing, health, education, community services and facilities. We have also been witnessing the marked changes that the massive rural development program is having on the rural scene. It is now necessary to move towards a comprehensive approach to the development of human settlements by integrating all policies and programs as an integral part of the national development programs for the next 25 years (say up to 2000 AD), for tackling the formidable task of meeting the minimum needs of the vast population within the resources that are going to be available for the purpose.

- The Seminar recommended that human settlements must be seen as an instrument and object of development.
- The goals of development policies are inseparable from the goals of every sector of social and economic life. The solutions to the problems of human settlements are, therefore, to be conceived as an integral part of the economic and social development process of the community.

26th TOWN AND COUNTRY PLANNER’S SEMINAR ORGANIZED IN CONJUNCTION WITH EAROPH, INTERNATIONAL CONFERENCE AND ITPI SILVER JUBILEE

Theme	: Towards a Humane Environment : Planning for Human Living
Year	: 19th - 25th February, 1978
Venue	: New Delhi
President	: Shri S. S. Shafi



The 26th Town and Country Planner’s, Seminar and Silver Jubilee International Conference of the ITPI held jointly with the Sixth Congress of EAROPH (Eastern Regional Organization for Planning and Hous-

ing) during 19th - 25th February, 1978 in Vigyan Bhavan, New Delhi, jointly discussed the theme “Towards a Humane Environment: Planning for Human Living” - with three sub-themes namely (i) Shelter and Environment,

(ii) Planning, Development and Delivery of Economic and Social Services, and (iii) Environmental Resources and their Management.

While inaugurating the conference Shri Sikander Bakhat, Union Minister of Works and Housing and Supply and Rehabilitation on 20th, February; 1978 highlighted the situation regarding "Shelter and Environment" in Asia and Far East is currently undergoing a major transformation, not because of industrialisation or urbanization, but due to the new values and a greater concern towards the quality of life. The growing population pressure poses serious challenge to the planners who have to find new ways with the limited resources and technological capability to deal with these problems and formulate alternative strategies for growth and development. The most important dimension is the delivery of services to the majority of our people at the end of various distribution systems. And, it is here that each and every nation in Asia and the Far East is looking forward to expert suggestions and guidance to help usher in a new era of balanced growth and development.

The Conference was attended by nearly 300 delegates coming from 11 countries which included Belgium, Hong Kong, Indonesia, Japan, Republic of Korea, Malaysia, Netherlands, Phillippines, Papua Mew Guinea, Thailand, United Kingdom, and Vietnam, etc. Delegates from outside India were about 70 and they brought with them first hand experiences of dealing with the problems of human settlements. Amongst the delegates were Tan Sri Ong Kee Hui, Honourable Minister for Science, Technology and Environment, Government of Malaysia, Mr. Stephen Tago, Honourable Minister for Environment and Conservation, Government of Papua New Guinea; and Dr. Won Zew, Chairman, Academy of National Planning, Republic of Korea. The Conference was also participated by representatives of UNEP, ILO, WHO and the United Nations.

In his key note address Shri C. V. Narasimhan, Under Secretary General, United Nations. Stressed the urgency to deal with the problems of human settlements by national governments and need to support fully the program on an inter-country basis at the regional and international levels. He appreciated the role of the NGOs like the EAROPH and ITPI in mobilising the governmental and non-governmental support for actions in the field of human settlements on the lines recommended by Vancouver United Nations Habitat Conference.

The EAROPH - VI Congress / ITPI Silver Jubilee Conference is concerned with how to bring back compassion into our planning, especially when we deal with the economically disadvantaged, countries? The Conference was equally concerned with the destructive side of man's actions, the mad rush to consume natural resources and in that process deteriorate his environment. Thus, the Conference directed it's attention towards man in his totality, to evolve a living environment acceptable to the poorest and the humblest and at the same time to the preservation, protection and conservation of the environment with all available scientific and technological resources and tools.

As part of EAROPH - IV Congress, the Institute of Town Planner's, India organized their Silver Jubilee HABITAT exhibition which portrayed very effectively the efforts being made in India in regard to planning, building and housing, specifically the low income house construction, planning and development of self-contained townships, prefabrication and advances in building material technology which was opened by His Excellency the Lt. Governor of Delhi on 21 February, 1978.

RECOMMENDATIONS

Shelter and Environment:

The Congress noted the distinctive demographic, natural and economic characteristics obtaining in the EAROPH region, which influences the growth and distribution of population, the

trends of urbanization, the living conditions and life styles in the rural and urban settlements in the different countries of the region.

While recognizing the basic needs, namely, food, shelter and clothing which are closely inter-linked to the environmental components such as water, air and land, the Congress identified the two distinct components, namely, the basic environment which is the "Natural" environment and the non-basic, which is created by man or modified by man to suit his needs. The man-made environment consists of (i) the physical infrastructure needed by the man to meet his shelter needs, and (ii) the cultural and social components to satisfy his social and emotional life.

- As the general concept of shelter would include the built environment, the natural environment and their inter-relationships, resource optimization and adaptability of resource exploitation processes are important parameters to reckon with in solving problems of shelter and its environment and its management on a practical plane.
- Inequitable population distribution leads towards a general struggle for equality and equity in settlements through migration, agglomeration and concentration and has contributed to the present day situations regarding shelter, its development and management problems. The investment required to improve the standards of facilities and services in the urban settlements need careful reorientation to bring about congenial living conditions in the settlements.
- To mobilize human resources to develop a choice amongst designs, technologies, and self-management. Towards this aspect a new concept of development may be considered in addition to the site and service programs being undertaken all over the world.
- Considering the social dynamism existing in the rural as well as urban settlements

there is need for innovative technology in providing shelter to the majority of the population.

- Rural-urban differentiation may be given up in preference to a new order of settlements based on area, size and functions and upgrading services and facilities step by step should be adopted in solving the problems of human settlements.
- Renewability, flexibility and adaptability in the housing programs for the existing and for the future population should be considered.

Shelter for the Economically Disadvantaged:

- Shelter and environment in fuse into each other and it is in such a fusion that we seek to establish the kind of values that help to build bridges between man's physical and his emotional life.
- Many of the urban poor had their origin in the rural areas from which they were driven largely by economic compulsions into the urban centre hopefully to seek a new life but usually ending up as a member of the ever growing squatter community.
- Shortage of housing, particularly cheap housing in the city has forced the urban poor to take matters into their hands and construct self-help housing on government land or on private land where the owners are absent or do not have the resources to look after their land
- To survive within the urban areas, the poor people have to live close to their sources of employment and the only way to do is to build any kind of shelter on any vacant land close to their work place.
- In the third world countries, there is no escaping the fact that the vast majority of the people, probably 70% to 80% or more, could be classified as among the poor and under privileged. This was true both in the urban as well as in the rural areas. In both cases there was a desperate need to provide shelter for the disadvantaged.

- In most other third world cities massive efforts were being made to provide shelter at different levels or to upgrade existing self-help settlements. These efforts had been extended into the rural areas as it was realized that the source of much of the urban problems of over-crowding and lack of shelter could be found in the rural areas, therefore, "four tier system" for housing programs and policies could be as follows:
 - o Households that can afford houses from their own resources and are not dependent on public institutions;
 - o Households that can afford houses in part from their own incomes which need to be made good by loans from institutions, such as banks, LIC, and housing boards;
 - o Households incapable of raising finances to meet their housing needs from their annual incomes, and depend upon assistance or loan from provident and gratuity funds in addition to the bank loans available at lower and differential rates of interest; and
 - o Households that can neither save the money, nor raise loans on the basis of their own credit-worthiness. These are dependent on massive assistance or out-right grants from external source (e.g. slum clearance programs), most often the government.
- Where authorities cannot undertake provision of basic shelter, they should make available land with or without services and allow the people to use their own initiative and efforts to provide self-help shelters for themselves;
- Where substandard shelters already exist and there appears no likelihood that the authorities would be able to replace them with anything better, efforts should be made to upgrade these settlements in physical terms as well as to provide basic social amenities;
- "Part housing" stage by stage construction of a house be recognised as a housing process for the economically disadvantaged sections of the population.
- Sites and services projects should not be planned to occupy exclusively one area but should instead be integrated in larger settlements with low cost housing so as to avoid creating a one class community and to provide opportunities to take advantage of cross subsidies for housing;
- Efforts to provide shelter for the disadvantaged should also be extended to the urban fringes in the form of fringe area alleviation schemes;
- Attention should be given to rural settlements whether they be in the form of existing villages or labour lines provided by employers with a view that these settlements be upgraded so as to neutralise any tendency for the people to seek vainly a better quality of life in the urban area.

Rural Housing and Environment:

The Conference recognised that the problems of rural housing and environment was colossal and full of complexities. It was also intimately inter-woven with the development of rural economy and land reform. The special features of rural life demanded that the problems of shelter and rural economy should be considered together and an integrated approach for the improvement of conditions in the rural areas should be adopted so as to reduce out-migration and to stabilise the rural economy.

- The village must be considered as an integral part of the total system of human settlements and an area development perspective should be adopted in all village planning and development efforts.
- Village on the fringe of big cities need special attention and should be treated as an integral part of the planning and development of the city region.

- Village settlements need to be grouped together to make more viable units for the provision of utility services and community facilities.
- Development / redevelopment plans for villages should emphasise the provision of adequate services and facilities.
- The housing program should include provision of gradual improvement in bad or substandard houses and the construction of new houses. It must also be borne in mind that local materials and improvised methods of construction essentially based on local techniques need to be adopted.
- Participation of local people and manpower of the beneficiaries needs to be utilised for promoting sense of participation and involvement and community consciousness as also to minimise cost.
- Village local bodies are not always suitably organised to undertake planning and development activities and a suitable organisational structure will have to be evolved to make this possible.
- The conference also recognized that in the planning, development and delivery of services, the dominant objective should be to serve the last man in the social queue as far as possible.
- A vast majority of people live in rural areas and the effect of rural poverty is often more severely felt because of the differentials in the rural-urban incomes as well as the gaps in public services and infrastructure. There are large migrations to the city areas, which are threatened with deteriorating environment and explosive social conditions.
- The target groups requiring special attention, are:
 - o The village settlements as well as small town communities; and
 - o The growing number of those in the informal or un-organized sectors that crowd the slums and shanty colonies in metropolitan areas.
- The strategies for development of rural areas should include:
 - o Measures to improve productivity, incomes and employment opportunities for the weaker groups;
 - o Provision of the needed infrastructure and public utilities to serve depressed areas and backward communities; and
 - o Greater investment in social services and free public goods, plugging the leakages in the delivery system to ensure the maximum transfer of benefits to the economically weaker sections.

Planning, Development and Delivery of Economic and Social Services

- The vast majority of people in the EAROPH countries are subjected to conditions of deprivation owing to:
 - o Slow growth of the Gross National Product (GNP) in the countries of the region;
 - o Gross inequalities between developed and under-developed economies internationally and between the different classes and rural-urban regions in each country as also between different localities and communities within a city; and
 - o Relatively low allocation of resources for public services and their failure to reach the disadvantaged groups which formed the vast majority of people in the third world countries.
- The strategies for improving income levels need to be interlinked with spatial planning for the location of employment opportunities in the depressed areas, creation of institutional facilities for credit and marketing as well as training and extension services for improving skills and production practices, and development of communication linkage on an area-wise basis.

- The present system of planning and distribution of public utilities such as water supply, sewerage and electricity tends towards benefiting the higher income groups and elite localities. These need to be countered by designing the distribution systems so as to reach both poor areas and the rich equally and to adopt a differential rate structure in keeping with the capacity to pay.
 - The planning of transport services should promote functional linkages between different levels of human settlements. It is also necessary to reorient spatial planning so as to minimize the need of travel and the distance between places of work and residence. Development of small and medium towns offers opportunities for minimizing costs as well as use of low level technologies. The development of water transport systems as a cheap mode of transport holds considerable potential.
 - Education and health services require to be planned and organized so as to reach the largest section of the disadvantaged groups.
 - The crucial bottleneck in the provision of housing for the masses is the relative scarcity of land and the delays and costs involved in its acquisition. Steps are needed to adopt land policies which lead to the increments in land values created by societal actions are ploughed back for taking care of the welfare of the community.
 - It was felt that public investment and government efforts alone were not adequate to meet the challenges and it was necessary to harness private enterprise as well as secure the participation of non-government agencies to mobilize local resources. Any program of implementation should also ensure people's participation.
 - There was a close relationship between physical planning and economic and social services. There should be an integrated approach between areas and the different types of human activities for that the quality of services could be maximized within the constraints, thus, ensuring transfer of benefits to the people.
 - It was felt that the norms and technology adopted in planning were far too much influenced by the affluent western standards and therefore it would be necessary to adopt appropriate technologies relevant to indigenous conditions and realistic standards for essential services and amenities as well as housing so as to place them within the reach of the relatively poor communities.
 - One of the constraints in the delivery of services was the absence of settlement planning corresponding to appropriate levels of services to be provided for the target areas. It would be necessary to regroup village settlement as well as small and medium towns to make them employment growth points as well as service centres. This will also require coordination and linking up both socio-economic and physical planning.
 - One of the impediments to planning and distribution of services was the weakness of local government which lack proper organisation and equipment and inadequate technical and financial support for undertaking development of infrastructure. Restructuring of the local government in relation to a system of human settlements may bring the desired results.
- Environmental Resources and their Management**
- The establishment of the standard of living depends on the social values and targets and this leads to a new approach in planning. A realistic standard of living has to be based on the linking of the goals with the resources.
 - To promote human welfare, a proper relationship between ecology and human living is essential. Although, there may be some conflict between each other through

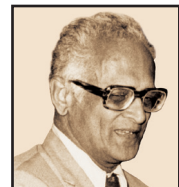
span of time, both of them lead to the same goal of improving human welfare in the long run. These factors of confrontations can be divided into four categories, in terms of health, equality, economy and provision of amenities.

- The Conference felt the necessity to access the environmental impact of human settlements, housing and the provision of infrastructure. It also felt that citizen participation, both at the planning and implementation stages, was necessary to make the program of environmental resources and their management successful.
- In regard to impact of development programs on environment the Conference felt that there has to be a certain balance amongst the development program leading to environmental stability and that a stage has been reached where economic, social and physical planning should be taken up together and not individually. It was also felt that management of resources should be the concern of both national planning and local planning. It was also necessary to mobilize resources and revolve them for the development of human settlements.

- Optimum utilization of resources to provide shelter and better environment to the community in developing countries was necessary and norms and standards for resource utilization as in the case of water, shelter and communication may be evolved.
- New developments affecting old cities and ancient monuments are to be planned carefully and proper programs for these are to be made with better management of land.
- Persons who degrade environment should be made to pay for the rectification programs and the beneficiaries should be made to pay towards the cost of benefit derived out of the environment program. Management of natural resources: renewable and non-renewable ought to be considered separately and appropriate strategy be evolved.
- Management of environmental resources involves both long range and short range programs. Therefore, "Environment Resource Budgeting" should be prepared and followed as in the case of financial budgeting in each country for each region and area.

27th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Plan Implementation : Experience and Issues
Date : 24th - 27th February, 1979
Venue : Roorkee
President : Shri C. S. Gupte



The 27th Town and Country Planner's Seminar was held in Roorkee during 24th - 27th February 1979, on the main theme "Plan Implementation: Experiences and Issues" with four sub-themes, namely "Legislative Framework and Controls"; "Planning Process and Decision Making"; "Implementation of Sectoral Program with emphasis on Monitoring, Reviewing and Feedback Techniques"; and "Research Development in the context of Plan Implementation".

In his Inaugural address Shri Ram Kinkar, Honourable Union Minister of State for Housing, Supply and Rehabilitation mentioned that India is a vast country of diverse cultures, life styles, topography and settlement. Even though we are basically a rural country with more than five lakh seventy-five thousand villages, we have also largest number of towns and cities but there is no conflict between towns and villages or cities and country side and that the

development has to take place simultaneously together. Cities cannot exist without villages and villages cannot prosper without services rendered by the cities. We must, therefore, attend equally to the problem of human settlements, be they rural or urban.

He further lamented that the master plans have remained on paper as “beautiful plans hung on the walls”, because these have not been implemented properly, therefore, it was not possible to guide the development along the desired lines or to control the growth of slums and squatter’s “colonies”. The complex task of urban development, unfortunately have been left untouched and uncovered. Even through master plans were supposed to cover all aspect and all the areas of a given town or a city, however, in practice only a very small part of the towns have actually benefited from these master plans. And very large areas particularly the poor man’s *mohallahs*, the *Harijan busties* and the minorities have been left more or less totally neglected. They have not received any benefits from these master plans. The result being hutments, shack, *jhuggi jhopris*, and squatter colonies have gone on proliferating and our people live there under very unhealthy conditions. Not only this, the old and traditional localities in our towns have been totally left out of any implementation and they continue to suffer, as all the funds and attention has been paid primarily towards the development of new areas invariably benefiting only the more privileged and the rich. In the mean time, the less privileged, lower middle classes the poor and the old traditional communities, have been turned into insanitary hovels full of filth and squalor.

It is not that our cities have not grown, they have, but most of the limited funds have been unfortunately used for the rich and the vested interests. The growth of towns has acquired, a grave importance because, the population of our country is likely to increase close to

ninety-five crore by the end of the twentieth century, and the present twenty per cent of our urban population may also rise to thirty to forty percent. This means the hundred and twenty million urban population may double or triple if movement to urban areas goes unabated. Now it is for the planners to help in the formulation of a feasible “National Urbanisation Policy”. The congestion in the big cities has to be avoided, and their haphazard growth checked. A sincere effort has to be made to extend improved facilities in smaller towns and cities to attract people to stay back. Conditions have to be created to divert the big industry to the areas outside the metropolitan cities, which will effectively help in distribution of wealth and also eliminate regional imbalances. Proper attention has to be paid to smaller and medium towns and small industries. The prevention of water and air pollution has been attempted through a bill before the Parliament and city-fathers all over the country have been strongly advised to move the non-conforming industries outside the main cities, with a view to improve human habitation. However, planning is one thing and it's implementation another. He then urged to all the implementation agencies all over the country to gear themselves to meet this challenge.

He also attracted the attention to the fact that our planning in the last twenty-five years has, unfortunately, not created enough employment and cheap modest housing for a very large majority of our people. It is time at least now to pay better attention in our planning as the eighty per cent of our population living in the urban areas which has so far been left out of the plans. It is in this regard that we have decided to utilize 80 to 85 per cent of our funds for the housing of Low Income Group (LPG) and economically backward people.

He called on the planners to explore why, our plans, even when so carefully prepared

have not been properly implemented? While long-range plans are essential as they guide the direction in which the development should take place, planning for short-range specially for smaller problems is no less important. Therefore, while preparing long-range plans, we must give sufficient attention even to the short-range problems, because only through these simple plans, we can hope to reach a large number of people. In this connection yet another important point is priorities of development, which also must be reworked and reordered to suit this changed direction of thinking.

He also emphasised the importance that our government attaches to the fresh ideas and the role of professional planners in the national planning effort. We only wish to emphasise that in your plans, the small man, the small village, the small town and the small industry must receive the attention it deserve.

Shri C.S. Gupte, in his presidential address emphasized that for the last two decades, we have discussed the process of plan preparation at different levels, starting from the top of the hierarchy at macro or regional level, right down to the micro that is settlement level. During this period quite a substantial number of plans for principal cities of the country have been completed. But the significance of the successful efforts at plan making has been neglected in a number of cases, due to poor achievements in the field of plan implementation.

Our country is basically rural in character and yet in absolute number we have third largest urban population in the world, and if present trends of drift are to continue, it is likely that this urban population would easily be tripled in the next two decades. He, therefore, placed special emphasis, on the necessity of "National Policy on Population Distribution" particularly its relationship between urban and rural settlements. He underlined that a limited action

was started by setting up of a task force to prepare a report on the development of small and medium towns. Within the stipulated time limit a comprehensive report was submitted to the Government of India, but has not yet been put to the test of implementation. Concerted efforts to introduce elements of deliberate change in the present day drift, pattern of population can only ensure the attainment of national goals of balance population distribution and harmonious relationship between rural and urban areas.

During the period of last two years, integrated rural development programs were discussed. Guidelines based on resource use based strategy, infrastructure development strategy, for agriculture and farm development program, strategy for diversification of economy, introduction of appropriate technology, service centre approach and integrated area development strategy have been drafted. These guidelines have been placed at the disposal of the state government and the implementation has been left to individual entrepreneurs. There are two major drawbacks in the scheme, one complete absence of spatial significance in relating the various strategies to the ground realities and the second, neglect to formulate the modalities of implementation program.

A number of plans have been prepared in different states at different levels of planning area. What is the status of these Plans? Do they have any legal sanctity? The status under which they have attained this status, are they adequate enough to enable meaningful implementation of these plans?

Development authorities are being set up all over the country for implementation of plans. Have we ever considered whether such full-fledged independent authorities are necessary in all the cases? In some cases an independent authority would be essential where as in some areas perhaps it may be adequate enough just to strengthen an existing authority, with addi-

tional legal powers and expertise? In some cases, merely an inter-agency coordination may be sufficient. No uniform structure is possible all over the country nor is it advisable. Implementing authority should be multifunctional and should be equipped for plan preparation, enforcement, coordination, implementation, review and feed back. The authority must have territorial jurisdiction over the entire planning areas. Lastly, the size of such an authority should be manageable conducive to quick decisions. It is encouraging to note that most of the states in the country have become conscious of the necessity of an independent and statutory development authority for plan implementation.

RECOMMENDATIONS

Plan Implementation - Experience and Issues:

- The development plans should be flexible enough to adjust the felt-needs of the society and it should be ensured that during implementation process authorities for development and implementation of the plans are minimum in number and facilitate the public in relation to development.
- There should be built-in mechanism in the plan with adjustment to socio-economic needs so that the modification does not require a long time to make the public restless. The aim of our planning must be oriented towards providing relief to the economically weaker section.
- While preparing the plan, its implementation and preparation should be considered as one exercise and these should not be treated as separate aspects and financial allocation and budgetary controls should become a part of the development plans so that difficulties at the time of implementation are minimized.
- The concept of area planning or even economic planning should have a time frame so as to be meaningful for implementation.
- The lack of physical dimension in rural planning and the importance of regional planning at district level was emphasized.
- Establishment of effective machinery at local and municipal levels for implementation of proposals was also emphasized.

Legislative Framework and Controls:

- The success of planning depends on its political and social acceptance, its effective reference to a time scale, and appropriate legislative support. The legislative tools in the context of land and development control provide the regulatory and development functions, accordingly:
 - o It is necessary to have a comprehensive legislation in all the states and to rationalize structural differences from one state to another. A tax legislation in one state may lead to court decision that may effect the working of laws in other states;
 - o The structure of current legislation is adequate to achieve the desired results;
 - o Special emphasis needs to be laid on programming, identification of financial resources, and coordination amongst the different agencies. Further the public must be taken into confidence by making the plans understandable to them and specially the benefits that are derived from them. Mobilization of public support against the increasing articulation is very necessary and urgent; and
 - o All planning projects must, as far as possible, be implemented by taking public into confidence, at the same time safeguarding the proposal against sabotage by vested interests.

Land Use Changes; Control and Development Monitoring:

- Land use change is a phenomenon which should be considered as part and parcel of development and growth. However, land uses change detrimental to society should be checked; at the same time land use change needed to safeguard and uphold the interest of the legislative framework should be implemented. For this purpose a review of current zoning regulations may be taken up by the Institute of Town Planner's, India, as soon as possible.
- The problems of a large number of agencies participating in development, most of them being guided by the revenue accrued from development, requires that the total process of development should be efficiently coordinated; development which are not congenial to public good should not be encouraged by accepting them even if they are sources of revenue. This needs self-discipline and coordination amongst the development agencies. Development control affects the low income and weaker sections of the society most adversely. The economically well-off sections of the society are able to manage to get over the difficulties. In all planning and development control the interest of the weaker sections of the society must be foreseen and safeguarded.
- The contemporary planning practice containing the various stages of goal formulation, studies and surveys, analysis of data, forecast of future requirements, design alternatives, chance of strategy and implementation including management should be strengthened with inbuilt review, monitoring and evaluation at each and every stage with necessary feedbacks into the system for improved performance tending towards the optimal gains, after a number of successive reviews.
- A well defined set of planning goals and objectives covering both spatial and time scales is a prerequisite of the planning process. This set of goals will be used as a bench mark for fulfilment of the critical effectiveness and equity.
- A felt needs and aspirations of the sub-groups of the society have to be taken care of in the formulation of plan objectives. The effective role of planner in this task will be that of an advocate or mediator between the public, administrators and the politicians.
- There is an immediate need for organizing an information system for planning purposes which will take care of collection processing, updating, storage and retrieval of information.
- In the analysis of data and in forecasting, the future requirements of the various quantitative and modelling techniques should be more effectively utilized.
- While preparing and implementing plans, the evaluation of the following characteristics be included:
 - o Conservation of economic, social and natural resources;
 - o Distributional effects and equity;
 - o Economic efficiency;
 - o Technological and fiscal feasibility;
 - o Flexibility to respond to changes;
 - o Levels of service of system performance; and
 - o Social interaction and diversity of opportunities.
- The public is not willing to wait for a long period for benefits of long range comprehensive planning, it may be necessary to attempt a steady transition from the incremental planning approach based on the immediate felt need to that of comprehensive planning approach for optimizing benefits.

- The evaluation process should go beyond the present project monitoring stage to performance evaluation of programs and organisation and impact analysis of programs with the use of suitable indicators.
- The existing planning education system has to be modified to include subjects on plan implementation, management and evaluation.

Implementation of Sectoral Program:

- The formulation of sectoral plans should include and give priority to the finance budgeting and performance budgeting. In some cases the program budgeting should be included even at the level of master plan, preparation.
- The project management which consists of project monitoring, reviewing and feedback should be considered while drafting the master plan or sectoral plan. This will enable them to identify the stages of implementation, bottlenecks in implementation and provide a smoother implementation process.
- The formulation of plans, implementations of plans and monitoring, reviewing and feedback should be a continuous process of all sectoral and master plan development programs. Any development plan at city level cannot be rigid and should be a time bound program and reviewed periodically.
- Planners role should include not only to formulation of plans but also monitoring, reviewing and the implementation programs. The agency responsible to prepare any sectoral program should create a Project Management Cell which should be responsible for monitoring, reviewing and feedback.
- The review and monitoring techniques should not be taken as enquiry to find faults with the personnel responsible for formulation and implementation of pro-

gram but to understand the bottlenecks in the implementation process. Such an understanding would remove the fear or doubt that may be created in the minds of planning agencies while creating a Project Management Cell.

- A systems approach should come as a culture so that the formulation and implementation of plans can go together hand in hand. For this purpose a manual or guide is required to be formulated. Systems manual brought out by several development authorities and Operation Research Group can form the basis to prepare the guidelines by the concerned implementing agencies.
- The planning and development agency should consider itself as a plan formulating and project program monitoring wing and not directly involve itself in execution of many projects. This will enable the Planning Wing to work objectively without involving in violating the plan during execution.

Research Development for Implementation:

- Planning being a continuous process, there is need for research development efforts to provide inputs to understand the development concerns in the country. The area for research should be carefully identified taking into consideration the type of planning education required for the purpose and the scientific and technological development taking place in the country.
- The Institute of Town Planner's, India should compliment the efforts of planning schools and other research institutions by identifying areas for research. Some of the areas which may be considered in this context are standard management, environmental concerns, energy systems, delivery systems for ensuring quality of life, and ecological implications of developmental planning, optimum feedback techniques.

28th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Settlement Planning and Development Actions for 80's
Year : 18th - 20th March 1980
Venue : Lucknow
President : Shri J. P. Dube



The 28th Town and Country Planner's Seminar was held on 18th - 20th March, 1980; at Lucknow, on the main theme "Settlement Planning and Development Action for the 80's".

His Excellency Chandreshwar Prasad Narain Singh, Governor of Uttar Pradesh in his inaugural address stated that settlement patterns are physical reflections of all major human endeavours. In contemporary era, however, the human settlements in India are characterized by their greatly increased size and scale. In the last decade, the net addition of people was more than a million persons per month or 13 million per year. In the rural scene nearly 11,000 new settlements, were added in the last decade i.e. almost a thousand settlements per year. An important component of urban growth has been the migration of population from rural to urban areas. Big cities like Calcutta, Bombay, Ahmedabad and Kanpur exerted stronger pull. There is a continuing population shift from smaller to larger settlements as well as shift in the occupational pattern of the population from primary to other sectors. The task of accommodating this unprecedented increase in the number of urban dwellers and improving their living standards poses a major challenge not only for urban development but for national development in general.

Urban problems and rural miseries are two faces of the same coin and therefore, their solution lies in the integrated and concerted efforts both in the urban and rural areas of the country. Urban and rural development is the corner-stone of the development strategy of a developing country because of its potentialities for the buildup of export and movement of goods. In development planning, therefore, a

balanced interaction between rural and urban sectors is very important.

The shortages of basic services and amenities like water, housing, problems of slums and squatters, traffic congestion and unhygienic conditions are ugly manifestations of the explosive growth of the metropolitan cities. Small and medium towns on the contrary, suffer from demographic and economic stagnation and in some cases also from population decline. Both the explosion as well as the stagnation are serious symptoms of urbanizational and economic maladies.

The concept of "growth centres" has been developed as a tool to assist economic development. The idea is to locate the existing and potential growth centres to assist development of the entire area. Such centres are envisaged to stem urban migration by opening up new opportunities at the growth centre's level. This entails detailed spatial planning to develop a "system of cities" or urban concentrations from the small towns to the metropolitan cities. This strategy has been vigorously pursued for the development of the back-ward or the "lagging" regions in several countries in the world.

The population is growing at an accelerating pace and the rate of growth is higher among the poor. The time to address vital issues is running out; what are the limits of this growth in terms of resources as well as human / environmental compatibility? Can growth be controlled and how? Is it possible for the majority of the people to attain minimum living standards? Can the "growth of poverty" be reversed?

The poor has most urgent need for: food, education, shelter, employment, etc. They have no choice but to create their own system

to survive and meet their daily needs which cannot wait. However, the poor, out of necessity, has been struggling creating conditions for their survival and improvements. Urban development is an economic activity and when urban development is envisaged, all the economic factors are generated. Hence, responsibility of town planners is onerous to usher and era of balanced planned growth.

In his welcome address Shri B. J. Khodaiji, Secretary Housing and Urban Development, Government of Uttar Pradesh, highlighted that, lack of understanding of the precise nature and function of town planning on the part of the public has precipitated an apathetic, if not an antagonistic attitude towards physical planning. It is essential, now more than ever before that this public apathy be replaced by the realization, that the one whom town planning most closely concerns is the citizen himself.

Today town planning has a far wider meaning. The conceptual approach to town planning is an application of intelligent forethought to the development of a town or a metropolis. It is an attempt to improve the physical form and organisation of the community and is based upon the changing physical, economic and social requirements and abilities of the community at large.

Examining the problems in Indian context, we can divide it into two parts i.e urban settlement problems; and rural settlement problems. Though the human settlement problems in urban and rural areas are entirely different from each other because of socio-economic factors, yet the two are very much interlinked and the solution for one cannot be achieved without the careful study of the other. Because socio-economic weave of the rural and urban areas is inseparable. In fact, it is very difficult to draw a clear line of demarcation between the urban and rural settlements except on the basis of availability of services, which is a changeable concept.

He further stressed that plans are of no value unless they are implemented, while implemen-

tation depends on the existence of a suitable organizational framework for planning and action as aspect of a single development process. The formulation of plans, the adoption of these plans through a series of related policy decisions, the assignment of administrative responsibilities for action, the assembly and allocation of resources, implementation according to phased and realistic programs, evaluation of progress achieved, planning review, all these are indispensable steps in continuous and systematic sequence of events, the process of implementing of plans is very weak in India. There is a complete apathy and a total lack of coordination among various agencies and institutions, consequently piecemeal and disjointed efforts lead to erratic, diffused and obscure development which escalates the costs.

Shri J. P. Dubey, President, ITPI in his presidential address stated that the existing picture of our urban areas becomes more dismal when we realize that by the turn of this century our urban areas are going to double their population and the pertinent question is the decade with it's luminous challenge also provides us with great opportunity for reorienting our actions and in remaking our planning and implementation efforts. The period may demand crash action in restructuring our settlement pattern, in optimizing energy consumption, in streamlining our institutional framework and, perhaps, in reshaping our life styles.

For any significant control over the growth of large cities, new emphasis has to be given for the preferential development of medium and small towns. Steps were initiated in this direction by the Central Government by setting up a Task Force. Some of the findings of Task Force are now being taken up for action by the state governments on priority basis. The centre has now initiated a program for 'Integrated Development for Small and Medium Towns'. Although a modest beginning has already been made, in order that real impact is felt of the program, significant increase in the financial allocations for this purpose is essential.

On the rural settlement's side, integrated rural development efforts have to be strengthened, to cover large areas, and bring within their ambit planning for the inter-relationships between the rural areas, and the small and medium towns, within their influence. In order to make the 'Integrated Rural Development Programs' meaningful, the state governments should be urged by the centre to follow its guidelines set for infrastructural development strategy, agricultural and farm development programs, introduction of appropriate technology, service centre approach and lastly Integrated Area Development Strategy. In totality the major areas of action mentioned above, is the need for formulation of national policies on urbanisation, human settlements, population distribution, settlement pattern and enunciation of progressive urban land policies. Efforts in this direction taken during the early 70's should be stepped up so that concrete policies emerge as guidelines for development during the 80's. Many of the development authorities newly formed are recruiting people with no spatial planning experience and expertise. Such a situation requires immediate attention by the concerned governments and development authorities.

In the last few years we have been setting up a large number of development authorities for implementation of plans. In many cases, such development authorities are in functional conflict with the town and country planning departments and other agencies responsible for development work. While such development authorities may be useful for some cities, in others, it may not be necessary to create a separate authority for the purpose. It may be adequate to strengthen the existing town and country planning departments with adequate legal powers, so that not only these can prepare plans but also enforce, coordinate, implement, monitor and review such plans for feed-back. However, wherever separate development authorities are needed, they should be multifunctional and they

should have territorial jurisdiction over the entire planning area or region.

His Excellency Chandreshwar Prasad Narain Singh, also inaugurated by exhibition organised on this occasion.

RECOMMENDATIONS

Settlement Planning and Development Action for 80's:

- Action for the formulation of a "National Urbanization Policy" and a "National Urban Land Policy" should be immediately taken up by the Central Government. The national urbanization policy should incorporate development of small and medium towns on a preferential basis and should give clear guidelines for resource allocation.
- Planning standards and norms in practice must be reviewed and reformulated to suit diverse conditions of development in the country. This task should be taken up at the central level by Town and Country Planning Organization in collaboration with the state governments, ISI and other such relevant agencies.
- For identification of specific action oriented programs for the 80's; assessment of experience of planning and development introspection during the last two decades is necessary. This assessment must point out areas of failures and suggest explicit action to reorient the plan making and plan implementation processes. The assessment also should focus on areas of concern for development on a priority basis. This action should preferably be taken up by the Institute of Town Planner's, India in consultation with necessary government organizations.
- Planning language must be made simple and specific so that it helps direct and effective communication between technocrats and the administrators and the common man.

- Action at the central and state levels should be immediately initiated to review and amend planning legislations in practice to meet the changing needs. Initiation of action in this context is recommended at the state level.

Approach to Urban and Rural Development:

- Development of human settlement must focus in all spatial development plans at all levels.
- Development planning must focus on means to solve problems of poorer sections of the society on a priority basis as related to employment, shelter and services.
- All development plans must have flexible perspective framework and must be synchronised with the state economic plans. Such development plans must identify projects on priority basis and incorporate effective means of implementation of the projects through action plans.
- Effective action must be taken by the Institute of Town Planner's, India and the apex organisations related to town and country planning at the centre and states to adequately project the role of spatial planners at all levels of development related to human settlements.
- The recently initiated Integrated Development of Small and Medium Towns (IDSMT) Scheme must be strengthened to cover large number of towns and the program must be integrated with the development plans and suggest explicit action to reorient the plan making and plan implementation processes. The assessment also should focus on areas of concern for development on a priority basis.

Systems approach to Spatial Planning:

- Formulation of simple systems methodology and techniques consistent with indigenous needs and resources.

- Review of existing planning approaches for a better interface of systems analysis with planning decision making and implementation.
- Identification of gaps in data base with specific reference to systems approach in spatial planning and necessary follow up action.

Development Planning and Management and Financing:

- Development planning should be based on regional economic analysis and it should be coordinated with investment planning.
- The development plans must be pragmatic based on socio-economic conditions and should take into consideration the limitations of resources and be consistent with minimum needs.
- For implementation of development plans, there should be a proper organisation for managing and coordinating the functions of various agencies responsible for development. The development authorities should have adequate powers to coordinate the development activities of all the agencies and to raise the resources as in the case of MMDA. In addition it should be vested with powers to take punitive action for the violations.
- The responsibilities and the functions of development authority vis-à-vis local authority should be specified so as to minimize the overlapping functions and conflicts. The authority during the process of development should be able to levy taxes or tax should be allowed to be apportioned between local authority and the development authority so that the services are well maintained.
- The costing, pricing and investment should form integral part of the development program. To minimize the cost of development and making land and houses available at reasonable price to the weaker

sections of the society, the standards of services and facilities should be realistic.

- Public participation in the plan formulation, programming and its implementation and evaluation should be considered to be imperative at all levels. To facilitate their participation through mass media should be explored.

Implementations of Ecological and Conservation Considerations:

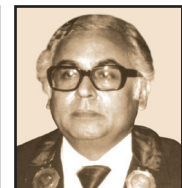
- Although in the constitution there is a provision under Article 48 (A) and 51 (A) to protect the environment and wild life and provide environmentally viable conditions, there is need for a proper legislative back up in town and country planning acts for appropriate urban and regional conservation. This would go long way in developing planning techniques in conserving our national endowments and national heritage which is essential for new pastures in settlement development.
- The environmental and ecological issues becoming critical in urban settlement developments, particularly due to current energy crisis, there is need to have new options for settlement development which would embrace all aspects of planning and development.
- With the development strides made in the construction techniques and noting the health hazards and ecological implications such as high energy costs for construction,

maintenance and development, there is a need to develop suitable and appropriate space standards for different eco-systems and climate regions by the concerned regional administrative authorities.

- From conservation point of view and from the current population growth trends, there is need for a new planning concept such as “Closer Development with Nature” rather than high points of concentration with far flung leisure and recreational facilities for settlement population.
- The ecological and conservation aspects being concerns of several disciplines and agencies responsible for development in the government machinery, there is a need to take stock of our natural endowments as it exists today and then identify environmental impact assessments thereon, before large projects and urban development and planning are taken up. For this purpose, the services of specialists team of experts in concerned fields should be obtained and be coordinated by town and country planning departments.
- All the agencies of the government concerned with all developmental aspects both national and state, defence and other agencies should be involved in the preservation and creation of more liveable environment not only in settlements but also in border areas and other sensitive areas.

29th TOWN AND COUNTRY PLANNER’S SEMINAR

Theme : India’s Urban Future - Role of Small and Medium Towns
Year : 12th - 15th January, 1981
Venue : Gandhinagar
President : Shri Sayed S. Shafi



The 29th Town and Country Planner’s Seminar was held in Gandhi Nagar during 12th - 15th January, 1981; on the main theme “India’s

Urban Future: Role of Small and Medium Towns” with sub-theme - (i) Social and Economic Potential of Urban Development; (ii)

Energy, Transportation and Urban Forms; (iii) Environmental Ecological and Aesthetics in Urban Settlement; and (iv) Programming and Management of Urban Development.

Shri Madhav Singh, Honourable Chief Minister of Gujarat in his inaugural address stated that during the previous decade of planning, our thoughts were mainly directed towards the issues, related to fast growing towns and metropolitan cities of the country, while insufficient attention was given to the growth of small and medium sized towns, which have a vital role to play, for promoting the balanced settlement pattern in the country as a whole.

Our country is very vast, and has different forms and sizes of settlements, comprising populations, ranging from 1/10th of a thousand to 7 millions, with varying physical, social and economic contents. The mosaic of these settlements both at the growth level and at the top, have posed alarming socio-economic and developmental problems. The common factor appears to be, the lack of coordinated efforts for controlling and directing the growth of human and other physical and economic resources, into a well defined and balanced settlement pattern. The present problems of settlements in India will have, therefore, to be looked at over a specified time horizon, thereby distributing all activities on the available land, among the large and medium and small settlements, and within a well conceived hinterland and regions.

The prospects, of two fold increase in the total urban population of the country, and the structural changes in the urbanisation pattern, which are likely to occur in the next decade, have many ramifications, and these have to be taken note of in the formulation of policies and programs, relating to housing, urban and regional planning in India.

Even after two decades of planned development, a large number of small and medium towns, and cities, remain practically undeveloped. The main issue, therefore, is how

to regenerate the economy of so many small and medium towns and cities? The dispersal of industries from the larger cities, with the support of various incentives, at central and state level, has so far failed to make any significant impact. The lack of development of the small and medium sized towns, does not attract entrepreneurs and industries, resulting in a weak economic base of these towns. Further, the prevailing constraints of resources, available for development have created greater problems in the development of small and medium size towns. Similarly, planned development of small and medium size towns and cities, is possible, if it is supported by adequate institutional and infrastructural base.

The thrust during the next decade, has to be on checking the growth of the metropolitan cities, and bringing about an integrated development of small and medium size towns. This is proposed to be achieved by laying greater emphasis on the provision of infrastructural and other facilities, and there by equipping them to act as growth and service centres, for rural hinterland. At the same time it is envisaged to give adequate support to the large cities, especially towards improving the condition of the urban poor, and raising the civic services up to acceptable levels.

Shri Md. Usman Arif, Honourable Deputy Minister for Works and Housing, Government of India in his address stated that planners are concerned with noble task of planning and development of our communities throughout the country, however, are facing the difficulty because, of the great uncertainties inherent in the dynamics of the situation when one is planning simultaneously for the present as also for the future. Noble, because you are helping to give concrete shape and meaning to the dreams and aspirations of our people in various regions of our country.

India contains the third largest urban population in the world; and it is also true that seldom do we realize this significant fact.

While we often discuss the problems of population explosion, rarely have we given some thought about the distribution of population in various areas and regions of our country; nor have we given enough thought as to the environmental impact that has caused by large scale migration from the rural areas to the urban. If in India we are going to have by the end of this century that is by year 2001, something like one-third of our people living in communities other than rural; then we must really think of the alternative possibilities of accommodating this vast multitude. Surely it would be less than wise to let them drift only to a handful of metropolitan cities. And it is in this context that the role of small and medium towns acquires a new significance.

As is well-knowns most of the people from rural areas do not migrate and leave their villages or small towns unless they are compelled to do so. It is therefore, all the more necessary to create job opportunities, as far as we can in a large number of our small and medium towns, because it has a vast potential to utilize the local resources and manpower. It does not involve any significant foreign exchange or expertise and yet its "multiplier effect" is very great.

Even in the nation's capital where no effort has been spared to ensure planned development according to the master plan, most of the benefits of investments have been, unfortunately, confined to certain areas and communities of the rich and the more well-to-do. Even though the Delhi Plan covered total union territory the fruits of planned development have yet to reach the urban poor and relatively the less privileged. He therefore, urged to ensure that planning and the implementation must cover this section of our population wherever it may be.

Shri Sayed S. Shafi, President ITPI in his presidential address stated that in the conventional wisdom, India is still predominantly agricultural with more than half-a-million

rural communities where 80 percent of it's population live. It is seldom appreciated that already one out of every five Indians lives in an urban area. The urban population of India is the third largest in the world. At the turn of the century by the year 2001, India will have at least one-third of it's anticipated population living in areas other than rural. One could visualize the anticipated transformation which will inevitably be brought forth by this qualitative change in the pattern of human settlements in our country. And yet there is not enough awareness about the serious implications this will have for the development and well-being for our people.

It is well-known that almost without exception, all of our major metropolitan centres suffer due to lack of basic public services; even water supply is a major problem in the cities of Bombay, Calcutta, Madras and Delhi. There are large areas within the metropolitan centres where protected municipal water system has not reached. Even in the nation's capital, Delhi which is comparatively better of than any other metropolitan centre, there are vast areas and stretches which remain without municipal water connections and sewerage. It has been estimated that households living in the blighted areas (slums and squatters settlements) range from one-fourth to nearly half of the total population. What is more, the housing shortage is increasing constantly and the urban transportation system has been strained to unbelievable limits. Inevitably this has led to the steady deterioration of the quality of life. Perhaps the worst sufferers of this syndrome are the central core areas of our metropolitan cities specially so when they also happen to be the traditional core of the metropolis.

In the perspective before us, one can discern a number of essential imperatives which must be taken into account in the formulation of appropriate policies to help shape the planning and design of our future communities. For instance, the intrinsic relationship between shelter and

activity through appropriate transport system must be given due recognition. Another aspect which, is not fully appreciated is the fact that urban development has a vast potential for generating productive employment: housing, building construction, and transportation together forming urban development spectrum have largest potential for creating purposeful employment. Not only this it has vast possibilities of harnessing the available manpower, local materials and creating in the process a very large number and variety of industries and services. Unfortunately the classical developmental economists do not yet recognize this phenomenon in these terms. In turn we the physical planners, have consistently reached against the lack of spatial dimension in all the national developmental effort; an exercise which has been the concern of the economic and social planners. However, the lack of spatial dimension, manifest so clearly in the environmental degradation, denudation of forests and erosion of land, has made people rethink about this vital concern.

In the great task facing us to design the environment and to give concrete form to our various communities, rural and urban, in diverse settings of India, the role of town and country planners is important. However, what needs to be pointed out is the position of the professionals in the present system and the attitude of establishment towards them. Professional planners in India have to work under severe handicaps and constraints. Very often they have to work under rules, regulations and service conditions which are not at all conducive to harnessing their creative talents. Indeed there are situations where new ideas and innovations are frowned upon. Very often they are placed in unenviable position under people who have little background and expertise or knowledge of the subject. Their interests, if any are fleeting; their association with the planners is like birds of passage. All this results in avoidable demoralization and

dissipation of creative energies and talents. Therefore, they need a better deal and environment where their creative talents can flourish and find meaning, for without this no progress can be sustained for the nation.

RECOMMENDATIONS

India's Urban Future: Role of Small and Medium Towns

- Commending efforts of Gujarat on developing an urban perspective with a view to achieve balanced regional development, it is recommended that such a comprehensive exercise is a must at national level as well as by all state governments to ensure balanced regional development which will help to reduce disparities in development.
- Admitting serious limitations of resources and other forms of constraints, more funds for revitalization and further development of urban areas should be made available on the basis of an overall frame and perspective which can be systematically monitored and revised; short term goals can be prescribed but envisaged in the context of national and regional plans. The five year and annual plans thus need to be integrated effectively with the settlement planning, only then could the protection of environment be assured.
- The role of small and medium towns vis-à-vis the growth of metropolitan centres and the rural hinterland needs further exploration. In this connection, high priority should be given to careful project formulations, programming financial allocation, administrative procedures besides improvement in the working of local bodies.
- The unchecked growth of metropolises and contribution made by public bodies to the same is an alarming situation therefore, concerned authorities need to take corrective steps.
- Depending upon the long and short term plans keeping in view the hierarchy of

settlement, and the development trends around each of these settlements, plans will have to be drawn and implemented so as to optimize physical, social and cultural services which would result in the desired redistribution of population.

- All planning and development efforts for human settlements have to be so made that the natural ecology and settlement ecology are harmoniously integrated and the symbiotic relationship between man and nature is restored and improved.
- This effort also needs to be made considering the urgent need for reduction of inter-personal disparities in income and assets both in rural and urban areas and improving the accessibility of EWS to basic amenities and services.
- Role of urban and regional information system, research and monitoring need to be strongly emphasized if planning and development as suggested is to be proceeded with towards more effective and desired results.
- On the basis of the future urbanization perspective and the need for planning and development activities, suitable changes need to be made in the educational pattern emphasizing vocationalization for redirecting the migration streams, changes also need to be introduced in the institutional set-up for planning and development activities and the sectoral approach adopted so far, if the desired effect of balanced development of all human settlements and particularly utilizing the urban development as a tool for fostering growth in the lagging regions is aimed at.

Social and Economic Potential of Urban Development:

- Urban development should be viewed as a process generating dynamic economic forces. A change in the attitude at the policy making and decision making levels is necessary to appreciate the value of

urban economy in the context of the total national economy. A national planning policy focusing on human settlement development may be evolved and consensus arrived at and on it's basis prospective development plans for all urban centres be prepared and implemented.

- The impact and influence of rural economy on urban economy should be carefully assessed. Each urban area will function as the nucleus of it's rural catchment area. Economic linkages between the two should be established.
- The performance of governmental agencies in solving the shelter and environment problems of the poor is far from satisfactory. It is felt that involvement of government agencies raises the expectation level of the economically weaker sections beyond their economic means. Furthermore, the overheads involved in agency participation get passed on to the poor. This should be avoided by greater participation of voluntary agencies in "Habitat" movement and more emphasis on aided self-help housing.
- Zoning regulations and building rules may be made more flexible without sacrificing the basic principles of planning, so as to enable the lower income and underprivileged sections to build humble houses and also to seek self-employment.
- Non-utilization and under-utilization of urban land and incongruous land uses should be prevented by suitable legislative and executive measures. The Urban Land Ceiling Act needs to be reviewed and modified on the basis of the experience already gained in it's enforcement.
- In urban design, conservation, including energy conservation, should be a major consideration. Innovative transportation systems, based on judicious use of land can be one of the methods of conservation.

- As the local bodies will play a significant role in the social economic development of small and medium towns, sufficient financial resources should be made available to them in the form of grants in aids.

Energy, Transportation and Urban Forms:

- The planning of small and medium size towns should be viewed in an integrated manner.
- The structure of urban areas should be evolved so as to minimize the demand for energy as reflected in the demand for transportation (emphasizing the role of mass transport) and activities.
- The activities should be analysed in detail for their energy requirements.
- Planning of towns should be done to optimize technology (in the form of alternative sources, conservation and use) and concept related to thresholds and structure (land use mix, compatibility criteria, etc.)

Environmental, Ecological, and Aesthetics in Urban Settlement:

- Necessity to identify ecological and environmental degradation at macro and micro levels was emphasized.
- Along with tangibles responsible for environmental degeneration, the intangibles needed to be identified for formulating action program. The action program should be directed at:
 - o Arresting the existing degradation;
 - o Retrieving the degraded areas; and
 - o Ensuring safeguards against degradation in future developments.
- Costs of effecting environmental and ecological programs should be worked out so as to be within the resource capacity.
- The site-and-service schemes and other urban development projects are being proposed while the environmental and ecological aspects are being neglected

in the guise of economy. It is, therefore, proposed that no compromise should be accepted in the desired parameters and standards based on accepted minimum human values in order to ensure that the present investments in the physical development of small and medium towns do not lead to creation of the planned / unplanned slums.

Programming and Management of Urban Development:

- Taking note of the increasing number of small and medium urban centres and their vital role to be performed as “Nodal Centres” for rural hinterland it is strongly felt that the provisions made in the draft Sixth Five Year Plan for urban development is quite inadequate and accordingly, recommends to the Planning Commission to substantially increase the allocation.
- The fragile financial resources of medium towns and their long neglect calls for more innovative approaches to their development at rapid rate to ensure stability coupled with sound economic base. Accordingly, it is recommended that the annual allocation for the development of small and medium towns should be substantially increased at the centre and the state levels, providing also for the subsidies to selective deserving towns.
- It is considered that selection of towns for assistance under Small and Medium Towns Development Scheme shall be based on planning studies and shall stem out of the program of overall development strategy under state and regional framework.
- In the selective development components made eligible for assistance under the small and medium towns scheme, it is noted that the same will not effectuate “meaningful integration”. It is recommended to include all the essential components also such as water supply, drainage system, etc., and shall be broad-based.

- It is recommended that the state governments may be advised to establish adequate machinery for execution and implementation of projects involving local bodies concerned.
- Scarce construction materials may also be allocated by the centre and the state governments to the IUDP projects on priority basis to ensure early completion of projects.
- For effective operational efficiency, there is need for continuous monitoring and evaluation and project implementation. This should be a central function while at state level department of town planning, with it's supporting staff be involved. The said staff required at the state level for project formulation, reviewing and monitoring shall form part of inbuilt grant component in IUDP Wing at the Ministry and TCPO also be strengthened to enable expeditious sanctioning and clearance of projects.
- It is recommended that the ceiling of Rs. 1,00,000/- may be raised in respect of hill towns in view of the topographical and transportation constraints.
- To enable continuous updating of data and urban information on small and medium towns, the "Urban Information Cells" shall be established at state planning departments with adequate hardware and software facilities with central grants.

30th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Integrated Approach to the Planning and Development of Metropolitan Areas
Year : 13th - 16th March, 1982
Venue : New Delhi
President : Shri J. P. Bhargava



The 30th Town and Country Planner's Seminar held at Vigyan Bhavan, New Delhi discussed the theme "Integrated Approach to the Planning and Development of Metropolitan Areas" during 13th - 16th March, 1982.

Shri Bishma Narain Singh, Honourable Union Minister in his address stated that, the 1981 Census, trends indicate, the most significant increase has been in the metropolitan areas and therefore, we are aiming to give more attention to small towns as growth centres for the rural economy which will also restrain the growth of the big metropolitan cities. In the Sixth Five Year Plan in spite of constraints in resources every effort is being made to channelize the funds in appropriate programs. Whether these funds be allocated in metropolitan areas, small and medium towns and even in rural areas and central villages or also the new 20-Point Economic Program has given further direction to

urban growth with stress on the urban poor in terms of shelters, facilities and access to lands.

With reference to Delhi, the capital of the country, he mentioned that the first-ever Comprehensive Plan for Delhi was enforced since 1962, which infact gave a impetus to physical planning all over our country. It clearly highlighted importance of statutory development plan as an essential framework for any operations. The Delhi Plan is now in it's 21st year of implementation, but the increase in population is far outstripping combined capabilities to cope with physical and social infrastructure and accordingly, the government is seriously considering formulation of a new perspective plan through implementable programs for the year 2001 in view.

An important aspect that would have to be considered in the urbanisation process is not to plan for our urban centres alone but regional framework

is essential. This is all the more true of Delhi where the metropolitan regional plan requires the active cooperation of neighbouring state of Haryana, Uttar Pradesh and Rajasthan. The aim is to restrain immigration to the capital and instead to spread the population over much wider areas called metropolitan region comprising of Delhi and “ring-towns” and also in the areas identified as “Counter magnets” in the national capital region.

Shri J. P. Bhargava, President ITPI in his presidential address stated that so far the human habitat in the country has not received desired attention of politicians and the policy makers. Development in a country like ours is an inevitable link with natural landscape, the question, before us is: How do we effectuate the change without destroying the basic resources? Besides the man and his habitat are taken care of, in a manner to promote prosperity and happiness and not misery and plight conditions. The environmental dimension in the national planning is one which we planners cannot afford to neglect. He then lamented that it has been wrongly projected that a development plan is a rigid plan. As long as development plan is conceived in terms of programs of development one need not be afraid of master plan proposals, and very often it is not the resentment from the people who are against the plan, but is from the vested interests for whom plan is a hindrance.

Most of the metropolitan development authorities in India had been established, more or less on the same broad objectives, i.e. to plan, to coordinate and to develop in order to give proper direction consistent with the long term perspectives. However, with few exceptions, they have failed to ensure development. The time is ripe to look back and review the whole planning process and development activities in our metropolises, including the organizational structure, the professional skills, the political and administrative aspects and local self government of these cities.

Honourable Deputy Minister of Works and Housing Government of India, Shri Brij Mohan Mohanty, also inaugurated the exhibition.

RECOMMENDATIONS

Integrated Approach to the Planning and Development of Metropolitan Areas:

- It was pointed out that the lack of appreciation of urban planning at the national plan level has directly led to the present-day problems of unabated metropolitan explosion besides neglect of smaller towns, as also unbalanced regional towns, and unbalanced regional development. The country being predominantly rural and the rural society undergoing transformation, it was felt necessary to understand the consequences of such a lop-sided urbanization pattern. It was emphasized that there is an urgent need of a “Spatial Planning Policy” at the national level within which the development of the metropolitan areas and their regions could be conceived.
- It was recommended that there is a need to develop an innovative approach to urban planning so that the people’s needs could be met more satisfactorily. The preparation of perspective plans / master plans was considered as an essential frame. The plan should be flexible and phased out in time sequence, and should have more emphasis on conservation of traditional areas.
- An important question which arose was whether decentralization as advocated in present metropolitan areas is feasible. Development in metropolitan cities needs to be given a top priority and all out efforts be made to develop smaller towns as alternative centres of future urban growth. Even at the extreme, there may be need for “planning for decline” instead of providing better facilities which encourages further growth in the metropolitan areas. This aspect needs an in-depth examination to devise a strategy for the future.
- A basic cause for most of the problems in metropolitan areas was indicated to be that the provisions of master plan are not strictly

followed, due to the limitations of the local bodies. It was felt necessary to find ways and means to augment the resources of the local bodies, and equip them for effective implementation of plan programs.

- The planning of metropolitan cities should be integrated with the overall metropolitan regional development plans to achieve the desired objectives.
- There is need for single unified authority for planning, coordination and monitoring of the implementation of urban development plans for each metropolitan areas. Such an authority should have adequate supervisory and coordinating powers to control budgeting, financing phasing and implementation of projects by the various functional agencies doing development work in the metropolitan area.
- It was felt that in the absence of statutory provisions for preparing regional development plans to ensure their implementation, it was difficult to achieve the desired results of planned development of metropolitan areas.
- It was felt that there was need for amendment in the present provisions of the Land Acquisition Act, 1894 specially with a view to ensure speedy acquisition of land to undertake social housing and other development schemes in a big way in metropolitan areas.

Institutional Framework and Regulations:

- The development agencies have to play significant roles in undertaking urban design exercises at all planning levels.
- The concept of urban form should be a part of the planning process as well as part of the preparation of development plans.
- Having recognized the need to establish an organization like the Urban Art Commission, the very nomenclature should reflect the function it has to discharge. Besides, a Co-ordination Committee at the state level should be set up to examine

the development proposals in sensitive areas - areas that have the monuments or significant areas with heritage character.

- The present emerging urban form, out of the existing building bye-laws and regulations is found to be unsatisfactory. It was felt that besides the actual design proposals for some of the sensitive areas, the building bye-laws and regulations should have the provision for flexibility so as to achieve satisfactory design solutions.

Shelter, Transport and Network:

- The size and growth rate of metropolitan cities will generate a very high demand for provision of infrastructure and service facilities.
- Provision and delivery of adequate and appropriate services, whether they be in the form of shelter, transportation or utilities forms the very foundation for ensuring public welfare. However, the magnitude and sensitivity of the task calls for a careful understanding of the problem and identification of meaningful plans and programs.
- Planning and delivery of services calls for an integrated approach and coordinated programming both at the inter-sectoral level and intra-sectoral aspects.
- The experience so far has indicted that the efforts have always been one of catching up with demands and in this task, with constraints on resources - financial, political and technical, it is imperative that programs are worked out and implemented to manage the demand.

Shelter:

- The concept of house building has gradually transformed to provision of shelter, thereby incorporating the changing value systems in providing this basic facility and appreciating the constraints operating on it.
- Efforts of public agencies in this sector should be directed towards provision of shelters to the under-privileged and

economically weaker sections of the community.

- While in the last few years the main thrust of public sector housing agencies has been to provide the needs of the economically weaker sections, there is considerable scope in fully and correctly appreciating the varying needs between this category itself and suitably restructuring the programs to meet these needs.
- An integrated program of “Slum-upgrading” and “sites and services” can help to ease the problem of shelter to a very large extent and also achieve an equitable balance to those in the lowest income group by retaining and improving the existing housing stock and providing basic infrastructure services.
- It is essential that both the programs of “Slum upgrading” and “Sites And Services” are executed simultaneously. The sites and services program should provide for continuing growth and their upward mobility as well as for meeting the back-log for effective demand reflected in the existing slum and squatter settlement. The slum - upgradation program will achieve and improve environmental conditions in these areas.
- The package of programs should include grant of tenure to the slum dwellers to make an impact on the general improvement in the living conditions of the poor strata of the population.
- In order to bring flexible impact in the living conditions of low income groups, replicability of shelter project is advocated to achieve economic efficiency and to provide resources on a scale, sufficient to meet the expansion in demand, differential pricing be advocated to achieve the objective for income distribution through minimum services to the poor.
- The provision of facilities should be based on improvable standards which could be in a guided manner. This calls for a revision

of a flexibility in the building bye-laws and development code.

- The zoning regulations should also be revised so as to enable and permit work activity within the shelter particularly of those in the low income groups. This would not only help in improving the economic capacity of the household but would also achieve another major objective in the related sector that of ensuring integration between the place of work and place of living.
- While the public intervention in this field should concentrate more on improving the needs of the weaker sections, the needs of the other higher level income groups can not and should not be forgotten.
- With the continuing increase of the metropolitan cities both in size and activities, provision and delivery and transport services will become increasingly important to ensure access to opportunities, particularly for the under-privileged groups of the city.

Transport:

- The conventional approach to transport planning has been constrained with bottleneck fix, and technological fix approach. However, the emerging social values and objectives call for redefinition of the objectives to make it more responsive towards the other goals such as environment, energy standards and equity.
- There is a need to adopt a multi-model approach in the planning of the transportation system of a metropolitan city. Within the city there are always differing needs of varying intensity for different types of transport services, which no single mode can effectively provide. The total system should be a package of the different systems each complementing and supplementing the other and performing as one integrated system.
- The conventional approach so far adopted has limited the choice between one or two systems. It is necessary that the planning

process is extended to consider the potential and prospects of all the systems, particularly intermediate systems of public transport, so that the final program will not only be within the resources capacity, but also would be able to integrate with the physical environment.

- Continuing relevance and importance of the concept of integration of land use and transport system to minimize transportation needs without impairing economic welfare is strongly reiterated.
- Transport System Management (TSM) is emerging as an effective instrument in meeting the travel demands at low costs, particularly in the short term period.

Networks:

- In the coming years, the magnitude of the demand for delivery of services will be of a very high order and calls for high skills, care and attention to deliver them in an optimum manner. Integrated planning and detailed programming should form the basis for carrying out this task and responsibility.
- Basic infrastructure like water and power require longer leads and are becoming expensive. They, therefore, constitute a definite constraint to growth. Thus, management of resource generation and distribution have to be carefully done so as to avoid overlapping of functions.
- Considering that at least half the metropolitan population would constitute the urban poor, it is necessary to consider the provision of infrastructure both physical and social at graded technology and differential standards ensuring the minimum development.
- For timely development of the network facilities availability of land at desired locations is an important requirement. It is recommended that advance planning is carried out to reserve the required extent of land so that the development programs are not hampered for want of land.

Urban Development Management (UDM):

- While the broad objectives of UDM are the same as those of urban development, namely to promote, protect and improve the conditions of human living in physical, economic, social and emotional terms and to bring about a harmonious relationship between man and nature, UDM has the responsibilities to see, that these objectives are achieved:
 - o As quickly as possible without disrupting the economic and social fabric of the existing society;
 - o At best in social and economic sectors;
 - o In an equitable way, specially in regard to the benefits to be derived by the weaker sections of the society; and
 - o Assuring ecological balance in effecting the development.
- Integrated urban development to be accomplished requires a multi-disciplinary team composed of economists, sociologists, urban designers, architects, engineers and planners. The bigger the job, the larger the disciplines involved and therefore, bigger the team. It is essential that the coordinating function in this team be carried out by the planner who should head the team and provide the necessary leadership. Because of his intimate acquaintance with several aspects of development and his capability to correlate them to achieve an integrated solution, the planner is the right person to head the team and to coordinate the various aspects of development.
- All planning and development authorities to constitute a team to manage urban development. However, to provide competent coordination leaders to these teams a pool of town planners willing to serve as coordinators, should be formed at state level and members of this pool be given specific training in management techniques.

- The Institute of Town Planner's, India may take up with Central Government the appointment of Commission to go into the questions of:
 - o Formation of an All India Cadre of Town and Country Planners; and
 - o Suitable organizational structure for planning and development authority and local authorities to take up urban development management.
- New techniques of development with emphasis to meet in bulk the needs of weaker sections of the society should be developed and as far as possible self-help procedures should be introduced to reduce investment by state on land acquisition.
- Urban development management should be structured so as to raise resources required for the purpose through:
 - o Using land as a resource;
 - o Revolving fund and self generated capital;
 - o Credit to the planning and development authorities from scheduled banks, and
 - o Institutional financing.
- UDM should mobilize the effort of private sector through appropriate incentives to speed up urban development within the framework of an overall plan.

Planning Education and Training for Project Formulation:

- To enable town and country planners to get actively involved in all aspects of professional activities, it is necessary that planning education should be oriented to impart more intensive knowledge in the field of socio-economic constraints and policies and more intensive training in the areas of coordination and development controls. Such involvement of the professionals will also strengthen to promote better performance and provide wider employment opportunities.
- Keeping in view that town and country planning is a developing subject, there is a need for continuing education and training. Employing agencies in the government / private sectors should ensure that such opportunities are made available to those in the field and refresher courses should be started in various planning institutions and organizations.
- In order to make profession of town and country planning more attractive and to provide necessary opportunities for those already engaged in allied disciplines, planning schools should consider the need for starting part time planning courses. In a parallel effort, the scheme Associateship Examination of ITPI should also be amended to accommodate such persons by providing exemptions in subjects they have already studied.

31st TOWN AND COUNTRY PLANNER'S SEMINAR

Theme	: Physical Planning Inputs and Planning Education for the New 20-Point Program
Year	: 11th - 14th May, 1983
Venue	: New Delhi
President	: Shri J. P. Bhargava



31st Town and Country Planner's Seminar discussed the theme "Physical Planning Inputs and Planning Education for the New 20 - Point Program", at Vigyan Bhavan New Delhi, during 11th - 14th May, 1983.

In his inaugural address Shri N. D. Tiwari, Honourable Union Minister for Industries mentioned that the new 20-Point Program is a comprehensive package of result-oriented activities intended to provide an accelerated

thrust to our economic development and to uplift the quality of life of our people, particularly of the vulnerable sections of our population.

In the 20-Point Program included are two or three specific activities which are closely related to the aspects of physical planning for provision of certain minimum essential facilities for the rural and urban population of our country. These include “improvements in the environment of slums, implementation of programs of house building for economically weaker sections and taking measures to arrest unwarranted increase in land prices, allotment of house sites to rural families and expansion of programs for construction assistance to them”, and “the supply of drinking water to all villages”. In all these activities, town and country planning organisations can make a very significant contribution.

Planning education and training has great significance in the direction of finding solutions to the national, regional and local problems. A comprehensive approach in planning education needs to deal not only with the regular courses but also with various types of orientation courses at various levels of education, i.e., under-graduation, graduation and post-graduation.

Shri J. P. Bhargava in his presidential address mentioned that, through constant endeavour of ITPI, National Planning Commission has now recognised the importance of the small and medium towns in the context of country’s future urbanisation. The integrated development of the small and medium towns cannot take place without a real integrated approach which can only be adopted by the town planners working as coordinators in close collaboration with the beneficiaries on one hand and the implementing agencies on the other.

“Town Planning” in the British terminology has been very aptly described as a profession

which has no set limits. It has an expanding core. “Town Planning” does not only connote planning of towns. It is a term derived historically in the United Kingdom and has come to mean today not only planning of towns but also planning effecting the structure of settlements like planning of villages, planning of rural areas, planning of metropolitan cities and planning of regions. In fact, all comprehensive physical planning is included in the term “Town Planning”. The Institute of Town Planner’s, India is, therefore, concerned with the subject of comprehensive physical planning and development in its broader sense and not merely with area planning and development of towns, scope includes the socio-economic component of development because all the social and economic activities must be translated into physical form.

Town planning is but one discipline covered by the term “planning”, which is applicable to all types of human activity, individual or social, with varying degree of application. Planning connotes different things in different contexts, depending on who is planning and for whom and to what end? In spite of the attempts made to bridge the gulf between economic and spatial planning it continues to carry a different import in the portals of the Planning Commission than what it is meant to emphasise in the town and country planning organisation.

Unfortunately the planner is usually considered as a catalyst for economic transformation rather than as an agent for the maximization where short-term results are more welcome to justify socio-economic program, the long-term benefits of planning accruing to the society in the form of balanced social development and retention of environmental values are relegated to lower priority. The planner should in fact be associated at the micro level from where the problems originate and at macro level where their solution can be carried out without unsettling the socio-economic balance of our rural society. The integrated de-

velopment of small and medium towns needs the deployment of planners at the local level.

The planner has been wrongly identified as an urban biased professional, primarily due to the concentration of planning jobs only at the central level. In fact the planner is as much concerned with the process of rural and community development as any other functionary at the local level, and is equally equipped to perform the task, if given his due place in the decision making process at rural and urban level.

In his valedictory address Shri R. N. Mirdha, Honourable Union Minister of State for Irrigation stated that physical planning inputs are very much relevant to the 20 - Point Program which concerns the poor-the underprivileged in our country, who are not only numerically vast but to whom we owe a lot and it is our duty to do something for them. There was originally 20-Point Program in 1975; now what we have is a revised 20 - Point Program with a sub-head which says about dry land farming, which is a poor man's sector. In irrigated areas there is some sort of affluence but the poor in our land mostly subsist from dry land farming because many of the land is dry land and it is a real challenge technologically and administratively to see that the dry land farm is made viable to increase the efficiency because inspite of our best effort for providing irrigation there would always be areas which would never be irrigated.

The Lt. Governor of Delhi, Shri Jagmohan and Shri Lathming Thanga, Honourable Minister of Finance and PWD, Government of Mizoram were the Chief Guests of the Workshop on "Planning and Development for the Under-Privileged Population and Informal Sector". Shri H. K. L Bhagat, Honourable Union Minister of State for Information and Broadcasting, Shri I. K. Gujaral, Shri Bhagwan Sahai and Shri Jagpravesh Chander, Chief Executive Councillor, Delhi were some of the other dignitaries who graced the Seminar.

RECOMMENDATIONS

Physical Planning Inputs for Twenty Point Program:

- The new 20 - Point Program is essentially geared for the urban and the rural poor. The habitat being planned for them and especially for the rural migrants coming to the urban areas should fully take into consideration their socio-economic needs and capabilities. It is imperative to adopt an incremental approach for improvement of habitat.
- The concept of the habitat should enable gradual and smooth transformation of the rural community into an industrially oriented urban community and should have a flexibility to cater to their life styles in different stages.
- It was emphasized that for the implementation of 20-Point Program a regional approach be adopted for tackling the problem of migrants. In this context the need to adopt a rational "Urban Land Policy" at the national level geared to socialisation of urban land and urbanisation and settlement has been emphasized time and again and is long overdue.
- The successful implementation of a development program requires political, administrative, legal and fiscal support and these should be fully ensured by the central and state government so that programs relating to the under-privileged are implemented in right earnest. In this context the town and country planning departments should be adequately strengthened for plan preparation, programming, project formulation, implementation, monitoring and evaluation.
- The planning process should be reoriented to enable more active public participation in the plan formulation and decision making process so that the plans are fully responsive to the needs and aspirations of the under privileged.

Planning and Development for the Under-Privileged Population and Informal Sector:

- There is a need to define the under-privileged population in precise terms.
- In view of the fact that there exists a technological gap between the cities and the rural areas, it is necessary to devise appropriate technology to generate jobs and to provide infrastructural facilities and shelter.
- While preparing the development plans for cities and towns adequate provision should be made to cater to the needs of the informal sector and the under-privileged who form the substantial part of the urban population.
- There is a need to devise special development control rules, planning standards and building bye-laws, to arrive at the desirable solution within the affordability limits of the target population.
- Effective participation of political representatives, voluntary organizations and the people themselves belonging to the informal sector, is imperative to aim at effective shelter solutions for the under-privileged.
- In order to achieve the significant equitable distribution of land, in the urban and rural areas, land laws and land use policies should be evolved so that the speculation of land becomes unprofitable.
- More of self-help in the shelter programs needs to be encouraged along with the possibility and growing house concepts.
- There is an imperative need for availing increased institutional finances (LIC, GIS, HUDCO, Bank, etc.) and channelization of public resources in devising and implementing shelter solution programs for the under-privileged and the informal sector.

Environmental Improvements in Slums and Squatter Settlements:

- The growth of slums and squatter settlements in urban areas, require in situ environmental improvement programs and high technology input, along with provision of basic needs and services.
- Bridging the communication gap between the authorities and the people residing in these settlements regarding the requirements, improvement programs, adequate provision for public conveniences, garbage and waste disposal systems should be initiated in these areas. Traffic and transportation network systems to link these areas to work place should be incorporated to ensure employment stability.
- To check the continuing migration of rural poor to the urban areas which ultimately results in the development of these settlements, there should be adequate regional and national planning programs to provide employment opportunities for the rural poor in their own settlements.
- Private sector participation in environmental improvement of these settlements should be explored. It could be for providing employment opportunities and resource funding for the development programs.
- To check the unabated growth of these settlements in the urban areas, appropriate legislative and panel measures could be devised so that trespassing or squatting on the public lands be minimized.
- People's participation in all environmental improvement programs has to be ensured. As part of people's participation, compulsory education and improvement of skills of the slum population be encouraged to improve their economic status.

Preservation of Cultural Heritage:

- Preservation of cultural heritage encompasses diversified areas like the urban

heritage, architectural heritage, archaeological, historical scenic and natural areas, and others. The primary need is to make the public aware of our cultural heritage and the need for their conservation not only for the posterity but to derive major inputs from our past scientific and technological aspects.

- To preserve the cultural heritage, there is need to modify town and country planning legislation to include the urban heritage areas, archaeological and historical buildings for such protection and conservation measures.
- A new institutional frame for conservation of cultural heritage areas be constituted in the shape of Urban Art Commissions at the state or city levels. They should be provided with adequate funding, expertise and staff to oversee preservation measures.
- Wherever possible conservation and preservation of such heritage areas should be integrated to the urban and tourism development plans.
- To encourage the private sector participation in such preservation, the creation of National Trusts in the private sector be encouraged.
- Wherever possible, architecturally or historically important buildings be put to appropriate use by providing planned development programs for the buildings and their adjoining areas by specifically zoned uses. Such measures could also be considered as energy saving devices in urban areas.

Environmental Improvements in Rural Settlements:

- The anomic poverty, backwardness, the scientific industrial technology inputs in the pace of rural development demand different approaches to environmental improvements in rural settlements. The competing pressures of agricultural development, energy

requirements, pollution loads, accessibility to basic human needs, are important factors to be taken in environmental improvements in these areas. New designs for water supply, sanitation and shelters may be considered as appropriate and relevant to the agro-climatic regions.

- The social, physical and behavioural aspects of development have their environmental implications. These may be assessed before a package of improvements are considered in the rural settlements.
- Improvement in water quality and sanitation goes a long way in enhancing the quality of life of the rural habitat. Improvement in sanitation and waste disposal system be ensured along with the rural water supply schemes. Recycling of agricultural wastes, animal wastes and social matters through community bio-gas plants be considered to improve sanitary conditions and also provide additional sources of energy in the settlements.
- Rural energy needs are mostly based on non-commercial fuels like fuel wood, vegetable and animal wastes, proper energy planning and development are therefore, the pre-requisites for environmental improvement in the rural areas. Planting of trees in all permanent fallow lands under public ownership be considered for energy plantations to supplement the energy needs of the rural settlements. Such a step would in the long run also contain soil erosion, heat and dust problems and desertification.
- Environmental planning and national use allocation of natural resources is the important task of environmental improvement in the rural settlements. Every use of land and fresh waters should therefore, be considered for its compatibility with other uses. Such a prudent management of natural resources would enhance the quality of life in the rural settlements.

- The enormity of rural development issues and their significance require a comprehensive approach to coordinate the different facets of development. The town and country planning expertise and inputs, therefore, be incorporated at block level and district level planning programs.

Aerial Photography and Remote Sensing Techniques in Planning:

- The remote sensed data in the form of aerial photos (preferably) on scale of 1:10,000 and satellite imagery (preferably on a scale of 1:250,000) are effective tools for urban and regional planning respectively.
- Low cost photo techniques need to be developed to counter the effect on the use of aerial photographs due to exorbitant cost involved in a country like ours.
- To make aware about the use of the techniques, the specialized institutions should carry out empirical studies / demonstration projects in close collaboration with the central and state town planning organizations.
- There is imperative need for training town and regional planners in photo-interpretation.
- Realizing that flying at present in most of the areas being done at the specific request of the user who has to bear the entire cost, the need was felt for organizing aerial photography periodically and establish photo library with equipment that could be used on payment under surveillance of the Survey of India.
- Concerted efforts to be made by TCPO, New Delhi, at appropriate levels of decision makers, to make available the aerial photographs to the user agencies; through urban Mapping Scheme.
- The central and state town planning organizations should create aerial photo-interpretation cells for settlement planning in every state.

Planning Education and Training:

- The seminar noted that the new 20-Point Program of the Prime Minister, reflects the will and determination of the government for socio-economic development of the country and has both direct and indirect impact on the built environment. The town planner is thus concerned with the totality of this program. In view of this, it has become necessary to recognize the varied role of the town planner in this national development effort.
- Referring to the recommendations of Dr. Zakaria Committee, appointed by the Conference of State Ministers of Town Planning in 1966, to assess the existing shortage of town planners, the future needs and their status within the governmental machinery, it was noted about 2,000 qualified town planners would be needed in the country by 1966, to achieve the desired objective. Against about 400 planners at that time, the present number is about 1,000 whereas 17 years have passed, Accordingly it is recommended:
 - 0 To take steps to enlarge education and training program in town planning at different levels namely Diploma level, Bachelor's Degree level, Master's Degree level, and Doctoral level.
 - 0 It is needed to immediately initiate Under-Graduate Program of four years degree in addition to the existing Master's Degree course in town planning.
 - 0 the ITPI to work out a model curricula and syllabus for the program for the consideration of the Ministry of Education, Government of India.
- Examining the concept of GATE i.e. a common entrance examination to post-graduate courses in engineering and technology, it was felt that syllabus for GATE was not quite appropriate for attracting the right kind of persons to planning discipline. Entry through a common examination like

GATE would not serve any useful purpose. The Institute of Town Planner's, India, should work out general guidelines in this direction so as to maintain the quality of planning education for the country as a whole.

- Considering the suggestions of the Union Ministry of Education for reduction of the present Post-Graduate Course in Planning from 4 to 3 semesters, it is felt that this will defeat the very purpose of training,

planners, planning being interdisciplinary it is not possible to cover the total curriculum in three semester including theses. As per the present program of education, architects, engineers and social scientists are brought at a common platform to be trained in urban and regional planning discipline. Hence, the necessity is of a 4 semester against 3 semester program for imparting post-graduate education in planning.

32nd TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Development and Environment
Year : 22nd - 24th May, 1984
Venue : Mysore
President : Shri J. P. Bhargava



The 32nd Town and Country Planner's Seminar on the theme "Development and Environment" was organized at Mysore, Karnataka during 22nd - 24th May 1984.

His Excellency Shri A. N. Banerjee, Governor of Karnataka, in his inaugural address emphasized that physical planners have to take an overall view of the development bearing in mind the ecological and environmental aspects for the planning of the human settlements. The character of settlements like Mysore city, with its special garden character, should be conserved. The various authorities and agencies, involved in developmental activities should coordinate their works for the creation and management of an acceptable and satisfying environment.

Shri J. P. Bhargava, President, ITPI, in his presidential address drew attention of the participants that India is going through a major transformation due to new values towards quality of life and emphasized that the physical planners should search, investigate and formulate alternate indigenous and innovative strategies and techniques to meet the gigantic problems

of human settlement, especially taking care of the under privileged section of the society.

The human aspirations and manifold activities in various diversified forms were on the increase, resulting in rapid developments both in urban and rural areas. In most of the cases, such developments had a direct impact on environment, although unintentional as the same was not perceived.

There is an imperative need to plan and develop human activities in a befitting manner leading to increased human welfare measures without adversely affecting the natural environment. The task is not only too vast but also complicated. It requires coordinated efforts of the government, non-government, voluntary agencies and individuals at various levels. The physical planners are deeply involved in development work and emphasized that they have to play a key role in the prevention and management of the environment.

Professor A. Laxmisagar, Honourable Minister for Law, Parliamentary Affairs, Housing and Public Grievances, Government of Karnataka,

in his valedictory address brought out the important objectives for management of urban sector. He stressed that planned urban development can be achieved by implementing “National Urban Policy” covering channelisation of public and private investments and location of industries. Encouraging development of small and medium towns, especially those which can act as growth centres, should be a focus. The towns, should build up productive linkages with rural areas. The IDSMT scheme in this direction has not been satisfactory due to several procedural handicaps.

Shri M. Chandrashekhar, Minister for Urban Development, Government of Karnataka, highlighted the importance of urban and regional planning in coordinating development and environment. He observed that the efforts made by the progressive and patriotic *Maharajas, Dewans* and the successive governments contributed a lot in developing Mysore as a beautiful garden city. To continue the proper development, he suggested that an “Unified Planning and Development Authority” may be more appropriate.

He further mentioned that the post-graduate course in urban and regional planning being conducted at the Institute of Development Studies, Mysore University may go a long way in fulfilling the development requirement of the Mysore city and the Karnataka state.

RECOMMENDATIONS

Physical Planning / Preparation of Master Plan:

- Environmental planning should be part and parcel of development planning.
- While planning, the various land uses should be arranged to minimize air and water pollution and to promote home and work relationship. These aspects need to be studied carefully with due consideration for minimum energy consumption.
- Locational aspects of industry be carefully considered viz: wind direction, topogra-

phy, preservation of plant life and effluent discharge. Natural scenic beauty is to be preserved. Low lying areas and floodable lands should be avoided or should be reclaimed before taking up any development.

- Slum improvement program be taken up in an integrated manner so that the funds available from the various sources could be utilized.
- Emphasis on production should be to meet the needs of rural poor and to up-grade their standard of living.
- Planned development should provide for development of “Nodal Centres” at least one in each C.D. Block and the emphasis should be on agro-industrial activities.
- Development of public conveniences and amenities and facilities like toilet, drinking water, etc.; should be made in detailed development plan. This should include proper location and design of garbage collection points.
- Development plan should provide adequate parking spaces in commercial as well as high rise residential buildings for the employees, residents as well as for the visitors.
- The development of rail and road terminal stations and vegetable markets should be carefully done to provide for proper circulation system segregating vehicular and pedestrian traffic. While designing, emphasis should be made on easy maintenance and cleaning of such areas.
- To give incentive for better maintenance and upkeep of buildings / areas, local bodies may constitute awards for well maintained areas / buildings / towns.
- Suitable legal measures be taken to prevent littering of public places, throwing of garbage on streets and public places. Deterrent punishment and fines be imposed on offenders.

- Unauthorised encroachments and use of streets / public areas for parking of trucks, vehicles, storage of materials, etc., should be made a punishable offence.
- Suitable measures should be taken by the state governments to create high level Task Forces for maintenance of public buildings.
- Adequate budgetary provisions should be made for up-keep of public buildings.
- Solid waste collection and disposal has to be mechanized wherever possible.

Development of Derelict Areas:

- Suitable legal measures should be taken so that the derelict areas abandoned after excavation of earth for brick kilns and mining are properly restored, land-scaped and developed. A suitable “cess” may be charged to the industries concerned.
- Areas for quarrying building materials such as sand, stone and earth should be clearly earmarked in the master / regional plan with specific recommendation to control quarrying and to make the land reusable for human activities.

Development of Public Parks and Open Spaces:

- Open spaces available in the town should be land-scaped in such a manner that it requires minimum maintenance and at the same time avoid encroachment of such lands by unauthorized squatters.

Advertisement Control:

- Proper provision should be made in the local bye-laws for prohibiting advertisement on walls, erection of hoardings near public places and buildings. Proper licensing for display of hoardings should be introduced.

Inbuilt Provisions for Environmental Planning in the Development of New Towns

- To ensure a balanced environment, safeguards are necessary to be taken at the planning, programming, construction and maintenance stages.

- To have a pleasing environment, it is necessary that the following factors are taken into consideration right at the planning stage:
 - o Provision of adequate green belts;
 - o Proper distribution of various land uses;
 - o Proper zoning and building regulations;
 - o Preservation of historical and other important buildings and areas of scenic beauty;
 - o Proper integration of land uses for housing; and
 - o Employment of the poorer sections of society including informal sector as an integral fabric of the community.
- To create a healthy development, likely impact of new town on the hinterland should be carefully studied and wherever necessary proper linkages be established.
- To house the poorer section of the society, floating population and the immigrants, proper provisions should be made to finance the projects.
- To prepare comprehensive development plans based on detailed surveys, (including aerial photographic studies) socio-economic studies, programming for implementation and monitoring of the projects, proper agency should be created.

Environmental Consideration for Small and Medium Towns

- Environmental improvement strategies for small and medium towns should be based on an integrated approach taking into consideration all aspects of human activities to improve the quality of their inhabitants.
- To tie up the environmental improvement of small and medium towns with the process of urbanization, dispersal at the national and state levels, the certain related towns having potential for accelerated

growth, should be earmarked for intensive investments for social and economic infrastructures.

- Small and medium towns, bearing special environmental characteristics, should be identified which require conservation and preservation of such characteristics in the process of the future growth.
- For an integrated approach for environmental development, it would be imperative to enlist priority areas for phased investment.
- The standards of infrastructure and public facilities for environmental upliftment should be commensurate with the capacity of the inhabitants to pay for such provisions, operation and maintenance.
- Proper subsidy for the weaker section of the society living in small and medium towns should form an integral part of the development process along with the outside help confined to short term and long term loans (to be integrated with the total habitation).
- To provide for timely and healthy growth of EWS, additional inputs be ensured for strengthening their economic base, consistent with the locational advantages.
- Most of the small and medium towns have sizeable vacant land which should be gainfully utilized for future development.
- To curb speculation in urban lands, appropriate legislation be enacted providing punitive taxation and subsequent takeover by the government.
- The master plan of small and medium towns wherever in existence be reviewed and rectified, if necessary, to ensure the proper and balanced growth keeping in view the environmental impact.

Environment in Metropolitan Settlements

- The national environment policy with regard to ecological and human settlement should focus on the issues:

- o Conserve and develop a safe, healthy, productive and aesthetically satisfying environment;
- o Upgrade, develop and manage rural and urban settlements to enhance the quality of life;
- o Plan development on sound ecological principles with environmental impact assessments incorporating appropriate environmental safeguards;
- o Promote environmental safety technologies, recycling of resources and utilization of wastes;
- o Preserve scenic landscapes, as well as historic and cultural monuments and their environs;
- o Promote environmental education at all levels and create public awareness; and
- o To check air pollution, the licensing policy should not permit industrial development in the already congested metropolitan cities.
- Maintenance / improvement of physical environment of metropolitan cities cannot be taken up in isolation. For a lasting solution, an integrated development of the region is necessary.
- Since boundaries of the metropolitan areas very often cut across the adjoining states, it is highly essential that urbanization should be directed on the basis of an “Urban Settlement Policy” at the national level. Selection of settlements for development around metropolitan centres should be carefully done with a view to achieve the kind of environment conceived for the metropolitan centres.
- While preparing master plans for the metropolitan centres the needs of informal sector must be adequately provided.
- Master plans should be flexible so as to adjust with the changing socio-economic needs of the migratory population and national policies.

- An integrated approach for providing shelter, job opportunities and training of the migrants from rural areas need to be worked out and provided for in the master plan so as to improve their living standards and quality of life.
- Taking into consideration the experience of the Delhi Urban Art Commission, it was felt necessary that such Commissions, if established in all the metropolitan cities, would help to promote a better visual and aesthetically satisfying urban environment.
- To preserve the architectural heritage, developments around monuments should be carried out in accordance with detailed redevelopment plans to harmonize the development around such areas.
- The cities are today very much disfigured due to haphazard and uncontrolled erection of hoardings. Even the beautifully planned areas are spoiled by such structures. The metropolitan cities should have proper legal control and proper machinery should be set up to scrutinize the proposals for erection of hoardings.
- It was felt that in metropolitan cities the parking lots for vehicles become an eyesore. Such parking lots need to be designed as semi-basement type of structures and there is need for proper landscaping so that such large parking lots are hidden from the view. Similarly the public convenience like toilets need to be provided in semi-basement type structures and suitably landscaped.
- Proposals for development of high rise buildings should be carefully scrutinized from functional as well as aesthetic point of view so that an overall pleasing environment is created.

Conservation, Preservation of Ancient Towns

- Urban conservation, *per se*, does not mean total preservation. It signifies possibility of

changes within a harmonious framework. This framework has to be established through “Planning”. Conservation of areas encompasses both the built-heritage and natural endowments. Thus, areas of scenic and outstanding natural beauty, which form the setting of a city also demands equal attention. “respect” of the past, “aspirations” of the future and “actions” of the present are all components of “environmental continuity”.

- Designation of areas to be conserved should be the part of the development plan exercise. Areas should be identified after careful study of the historic, architectural and environmental character.
- Buildings of historic and architectural importance and distinctive character should be identified and designated for architectural preservation.
- Conservation of areas should also indicate a group of buildings, though individually they may not be of extraordinary merit, but have a definite character as an ensemble.
- Areas of natural and scenic beauty in and around a town be conserved and be designated as conservation areas.
- Enabling provisions be incorporated in the existing town and country planning acts and other relevant legislations to achieve the above objectives.
- Restrictive measures by way of such legislation should be accompanied by positive incentives - financial and others, to the owners of the listed buildings.
- Sufficient funds should be provided by the government in addition to the resources of the Trusts, Boards, Corporations and Development Authorities, as the case may be, for proper maintenance of the natural and scenic beauty areas.
- “Land Use Policy” should be directed towards minimizing vehicular traffic around historical buildings

Environmental Planning Education for Town Planners

- A separate subject to be called “Environmental Planning Principles and analysis” be introduced in the urban and regional planning course in all recognized institutions and this be made part of the core subjects and hence essential for Post-graduate education in urban and regional planning. The present syllabus be suitably modified, if considered necessary, to incorporate this important subject.
- As and when an under-graduate course in urban and regional planning is instituted, two courses one titled “Environmental Planning Principles” and the second “Environmental Impact Analysis” should be included as part of the core courses in the under-graduate syllabus so that future generation of urban and regional planners is aware of the need to consider development policies, strategies and programs in the context of environment and correlate the two in the right perspective.
- Environmental Impact Analysis studies should also form part and parcel of the refresher course and in-service training programs, that are being currently considered to be introduced, for the benefit of all professionals.
- For the creation of balanced development and proper environment, various parameters like air, water, land, etc., should be taken into account.

Mysore City:

- Due to the rapid industrialization there is a danger that the garden character of Mysore city may be spoiled. Therefore, to preserve it's special character, the development should go in hand with the program of conservation, preservation and redevelopment, based on scientifically prepared detailed development plan.
- The rapid industrialization of Mysore city is going to change it's physio-socio-economic structure. To have proper and workable conditions and to guard the environment as a garden city, the development program should be formulated for the entire “Urban Region” based on an “Urban Settlement Policy” of the Karnataka state government.
- To keep the aesthetic quality of the garden city, proper green areas should be earmarked and developed, accordingly. Wherever necessary green and forest belts should be provided to have a more effective control of the environment of the city.
- Before it is too late, the state government should take decision for constituting an “Unified Planning and Development Authority” for the overall and balanced development of the city of Mysore and it's environs.
- Experts in the field of town planning from the Directorate of Town Planning, Government of Karnataka and outside should be engaged by the local authorities for the plan preparation, programming, implementation and monitoring of all development schemes.

33rd TOWN AND COUNTRY PLANNER’S SEMINAR

Theme	: Strategies for Development of Human Settlements in the Context of the Region
Year	: 13th - 15th May, 1985
Venue	: Trivandrum (Thiruvananthapuram)
President	: Shri E. F. N. Ribeiro



The 33rd Seminar of Town and Country Planner’s was organized at Trivandrum (now

Thiruvananthapuram) to discuss the theme of “Strategies for the Development of Human

Settlement in the context of the Region”, with sub - themes on the “Strategies for the Development of Human Settlement: National Scenario”; “Scenario at Region, State, and District levels”; and “Metropolitan Scenario”, during 13th - 15th May, 1985.

Shri K. Karunakaran, Chief Minister of Kerala, in his inaugural address stated that Kerala has the highest density associated with some unique characteristics like high literacy rate and small land holdings. The availability of agricultural land in the state is limited due to saline water and marshy land all over the coastal area and the presence of a hilly terrain in the eastern part of the state, in order to have enough food for the people in the state, it is absolutely necessary to conserve the good agricultural land so that the valuable agricultural land is not further depleted.

Kerala has rich potential for development of tourism as it has many scenic and natural resources and a cultural heritage. This positive aspect of development needs to be richly exploited to advantage, of the state.

In his address, Shri C. M. Sundaram, Minister for Local Administration, Kerala said that development should not be at the cost of environmental preservation, and should be carefully and intelligently planned. The success of settlement planning lies in the success of implementing the development plan provisions in time. Accordingly, to speed up the planning processes and the implementation of development plans, development authorities have been created for three major regions of the Kerala state and five other fast developing centres, he mentioned.

In his presidential address Shri E. F. N. Rieiro, President ITPI mentioned that spatial focus was not conspicuous in national five year plans, the reason for non-implementation of physical plans. The same was not properly and

adequately built into the economic plans at the national and state levels. Inflexibility and inadequacies of existing planning legislation was identified as one of the impediments for development of settlements. He, therefore, suggested that planning legislation should be revised and updated in response to emerging dimensions of planning.

The existing human settlements are facing the problem of overcrowding, high densities, inadequate water supply and sewerage disposal system, and other basic necessities of life, and lack of management, however, no conscious efforts have been made to workout a comprehensive policy for human settlements in India.

He further mentioned that strategies for the development of human settlements assumes paramount importance for integrated growth which calls for proper interaction of nearly 4000 urban centres and more than 5.76 lakh villages of different sizes. In this scenario never before has the need for regional strategies been more keenly felt.

This leads to the need for an integrated approach to the development of human settlements vis-a-vis policies on industrial and agricultural development, formulated at the national level.

The decision makers of the first few national five year plans did not visualise economic and environmental consequences of investments in public sector projects. He also underlined that there is a need to link planning and implementation at the level of settlements and the same can be achieved if project approach (incremental approach) is taken for organising the development of human settlements.

RECOMMENDATIONS

Strategies for Development of Human Settlements:

The Seminar noted that without a spatial dimension plan, an economic plan alone

cannot fulfil the desired objective of solving the multifarious problems of the states. The Seminar, therefore, strongly feels that the economic plan and the spatial development plan are inseparably related to each other, one complementing the other. There exists a State Planning Board in all states, but unfortunately the physical planners were not allowed to play an effective role in the formulation and implementation of a plan which can be a synthesis of both the socio-economic and physical plan; it is therefore recommended that:

- There is imperative need to have a well conceived “Policy of Human Settlements” in which various sizes of the settlements should be made to play a positive and effective role for promoting regional development, both at national and state levels.
- There is an urgent need to prepare physical development plans as counterparts to the national economic development plan, stating clearly the policy objectives and strategies for planning and development of settlements.
- The metropolitan centres should be recognized as pivotal to the regional development. However, it is important that they have to become planned and not to become unmanageable.
- Unrestrained growth of the metro - centres is likely to lead to shortage of the basic infrastructural facilities besides creating problems of environmental degradation and social tension.
- It is essential to dwell on perspective plans for environmental protection and conservation of natural and built environment during the process of formulation of metropolitan regional plans.
- In the context of development, utilization and conservation of resources in a region, the technique of a “strategic choice approach” should be adopted for management of resources in a planned manner.
- A comprehensive policy for the location, design and development of new towns, in consonance with the national development objectives should be evolved.
- The common problem noted in all the metropolitan cities is the absorption of population inside and also of the villages at the periphery. Appropriate plans for these settlements should be prepared to avoid their becoming fostering slums.
- In dealing with the periphery of the metropolitan towns, the non-development zones as proposed by the Bombay Metropolitan Development Authority be suitably adopted where ever feasible.
- In order to ensure planned development of the metropolis and it's region in a proper manner and sequence, the Seminar is of the opinion that appropriate land policy should be enunciated safeguarding the interests of the public and especially the weaker sections.
- As the various facilities and services e.g. transport, communication, water supply and power, etc., require different time perspectives thus, infrastructural plans should be prepared accordingly.
- In the planning of the metropolitan region, the problem of shelter for the urban poor assumes special importance, therefore, the land and shelter policy should be related to the affordability of the migrants and the urban poor. In the developing economy, incremental housing is the suitable solution.
- The zoning regulations of the metropolitan development authorities and the Building bye-laws of the local bodes should be coordinated and updated so that there are no conflicts and overlapping.

- The Seminar observes with deep concern that the planning function has been seriously undermined. Neither planning nor the planners have been given due importance.
- The metropolitan and regional development authorities should not only have a proper planning team but must have full-time Planning Member as member of the authority to ensure planning on a continuous and sustained manner to develop a system of programming, monitoring and evaluation of the implementation.
- There is a need to review and update the enabling legislation with a view to facilitating expeditious implementation of urban development and re-development plans.
- The town and country planning departments at the state level should take up the responsibility of formulating settlement policies suited to their own requirements within the overall framework of the national settlement policy.
- In the structure of town and country planning department at the state level, the head of the organization should be a qualified and experienced town and country planner.
- The department of town and country planning should be made responsible for the preparation of an integrated development plan and for this the state town planners should be made active members of the State Planning Board.
- A district / sub-district or combination of one, two or more districts may be taken as a basis for preparation of a development plan so that these come under the administrative boundaries for the convenience of formulation and implementation of the development plan. It is necessary that all such plans must be related to the overall state plan. In the preparation of the development plan, it is imperative that there should not be any differentiation in the thrust for development of rural and urban areas. They should be taken as one complementing to each other.
- The immediate attention must be given to the development of small and medium towns in the country to provide gainful employment to the unemployed rural and urban population and to prevent migratory trends to larger cities and metropolises. For generation of employment in small and medium towns the development of agro - based industries, village and even location of small and medium industries would have to be considered on top most priority.
- For ensuring environmental preservation and also avoiding land, water and air pollution, an environmental planning unit should be created in each state so that the environment and human settlement aspects are taken care in an effective and efficient manner. This unit should be dovetailed with the town and country planning department of state.
- The agricultural marketing centres play a vital role in the rural / urban development process. The agricultural marketing centres should be developed integrating it with the rural hinterland and a certain percentage of income from these marketing centres should be ploughed back for the development of market towns which have been neglected.

The Development of Human Settlement in Kerala:

The Seminar noted that urbanization and urban growth in Kerala has salient features like the

pattern of urbanization is unique and distinct; though the rate of growth of urban population is low its distribution is uneven; the level of urbanization is comparatively low; there are only six cities with population 1,00,000 and above in each and most of them are situated in the coastal districts; the land man ratio is extremely low, and the density of population is very high; the rural-urban differentiation is very fragile; there is no marked difference in the level of living in the large cities, small towns and rural centres; urban primacy which is acute in some of the states of India such as Maharashtra and West Bengal does not exist in Kerala. There is a heavy concentration of towns and cities along the coastal belt; while there are very few settlements in the mid-lands and highlands. Urban corridor formation along the road and rail road arteries in the coastal belt is gaining momentum. It is likely to develop into a conurbation in the near future. There is good potential for the development of tourism, both national and international; and the economy is essentially based on agriculture, however, commercial crops such as Copra, Pepper, Cloves, Cashew, Rubber and Tea play a significant role in the economy of the state. Kerala is not self-sufficient in rice, which is the staple food. Remittances from Keralites working abroad is an important source of finances. Taking note of these urbanization trends the Seminar suggested the following policies and programs to the Government of Kerala for its consideration.

- Large number of people living outside Kerala are expected to come back from the employment based abroad, this brings in a very unique demand for human settlements as there is a large existing population for whom there is already a scarcity for housing. It is, therefore, recommended to prepare a long term regional plan for the emerging settlement pattern in Kerala.
- The state, in the absence of any specific “Industrial Location and Urbanization Policy”, is creating several undesirable environmental problems, therefore, it is recommended that a spatial policy for industrial location and human settlement be formulated in an integrated manner for removing regional disparity.
- The availability of agricultural land in the state is limited due to saline water and marshy land all over the coastal areas, therefore, it is recommended to conserve the good agricultural land through strong legislative and enforcing mechanism, so that the valuable agricultural land is not further depleted.
- The town and country planning department of the state which is responsible for the preparation of regional plans should be represented on the State Planning Board and State Pollution Control Board, where various issues and policy matters are decided which have far reaching consequences on the human settlements.
- Kerala has rich potentials for development of tourism as it has many scenic and natural resources and cultural heritage. This positive aspect of development should be richly exploited to the advantage of the state. The town and country planning department should be made responsible to prepare a “Comprehensive Tourism Development Plan” integrated with regional plan in consultation with the State Tourism Corporation. This will open up tourism industry and also tremendous avenues for employment and resource generation for the state.
- It is necessary to prepare a physical development plan for the state as a counterpart to the economic development plan. It should be in harmony with the unique characteristics of urbanization and settlement pattern of Kerala.
- The Planning Board of Kerala must have a senior town and country planner on its Board to coordinate and integrate economic planning with physical planning.

- Secondary corridors of development running west to east and linking the six major cities with their respective hinterlands must be developed with a view to opening up the hinterlands in the mid-lands and the highland zones.
- A calculated number of growth centres identified by rational and scientific methods should be developed along the West-East Corridors of development.
- Physical plans for all the districts and *talukas* should be prepared in a phased manner. In this connection, the plans prepared for the Konkan Region and Sub-Regions may be useful for reference.
- To undertake these programs, in addition to the scheduled ones, it is necessary to strengthen the Directorate of Town Planning, Kerala in respect of the necessary infrastructure such as equipment, building space, reference library, for workshop making model, photo laboratory, maps, data bank, computerization of data, aerial photograph, etc.
- The “State Perspective Plan” should contain the guiding principles for a more balanced development and avoid further concentration in a few larger urban settlements and indicate suitable other locations considering North-South and East-West link with other parts of the country.
- Since the middle strip is now under pressure for development, care should be taken to evolve compact settlements pattern rather than sprawling type ribbon development to minimize investments in infrastructural services.
- New industrial areas, transport centres, market centres, tourist spots and institutional uses should be planned in such a way that other medium size settlements develop foci of growth.
- Some incentives should be given to attract the Gulf money into new and more productive sectors in other parts of the state to help avoid further concentration and reduce the imbalances.
- The region has strategic importance and defence establishments and cantonments which also need to be taken into consideration in the overall development perspective.
- In planning for tourism local characteristics should be highlighted and preservation should be emphasized while encouraging national and international tourism in towns, cities and coastal belts.
- Local character, local building material and local building techniques should be given due place and modern high rise buildings should be discouraged, in all development efforts should be to preserve the unique regional character.
- Forestry, fishery, horticulture are going to remain important sectors even in future and these have important ecological considerations which help maintain the character of the state, though it will also attract tourism which may have opposite effect on environment, a balance may have to be struck in utilitarian considerations and preservation of ecological disturbances.
- Hilltops, slopes, river valleys, creeks and coasts are all sensitive areas from this point of view and though flexibility is desirable, from the point of view of long term needs and environmental consideration somewhat stricter controls are absolutely essential. Necessary, legislation, therefore, may have to be introduced.
- In the development of human settlements the conventional techniques or methodologies are to be tempered to the ecological and environmental needs of the state. An eco-development approach is therefore, warranted and the state may consider forming an “Eco-Development Council” for overseeing all development issues and monitor these developments.

- Conservation of beaches and coastal areas should be given priority from consideration of fisheries and abatement of sea-corrosion issues. A spatial devel-

opment plan for the entire coastal belt be prepared identifying clearly areas for development, conservation and preservation;

34th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme	: Development Management in Urban and Rural Areas
Year	: 15th - 17th January, 1986
Venue	: Indore
President	: Prof. N. S. Saini



The 34th Annual Town and Country Planner's Seminar was organized at Indore from 15th - 17th January, 1986; on the main theme "Development Management in Urban and Rural Areas".

His Excellency, Prof. K. M. Chandy, Governor of Madhya Pradesh inaugurating the Seminar stressed on strong will for implementation of development plans. The shortage of financial resources can be overcome with bold decisions and innovative ideas for development works. The fallacy of finding solutions to urban development should be corrected with due emphasis on development management in rural areas. Adequate job opportunities to be created in villages, may be based on selected growth centres to check the increasing migration to cities. He indicated that it is not a right approach to find solution after creating problems, instead problems should be checked right in the initial stage.

In his presidential address, Prof. N. S. Saini, President of ITPI, mentioned that development management in urban and rural areas is related to the demand of present time. Under the current planning process more than 1000 master plans for various types of towns, cities and rural areas are prepared but most of these have failed to yield the desired results due to non-implementation. The quality of life is deteriorating in spite of efforts for its improvement. The government and non-government agencies are fully aware

of the situation and they are on the lookout for some appropriate process and techniques.

The dynamics of concentration and attraction are getting very strong in the emerging settlement pattern in the country. The four super metropolises are growing faster than other eight metropolises. The metropolitan areas are having higher population growth rate than cities and their number is also growing rapidly. This lopsided growth is at the cost of small and medium size towns and villages. New urban areas are appearing at a fast rate at nodal places.

The development of settlements in India has not been much related to the location of natural resources. The areas rich in resources are having very poor settlement pattern and level of urbanisation. This affects the initiation of production process and balanced development.

This fast changing pattern and structure of urban and rural settlements emphasises to have a "National Settlement Policy" and "State Settlement Policies". The question has been raised at many other forums of the Institute of Town Planner's, India, and other bodies. Some works has also been done in this direction by Town and Country Planning Organisation, New Delhi. Unfortunately, the Seventh Five Year Plan also has been on a conventional way. There is no mention of "Settlement Policy" neither in the "National Perspective Plan 2001" nor in the Seventh Five Year Plan.

Recognising the importance of small and medium towns which numbered 3029 (93.7% of urban settlements) accommodated 39.6% of urban population in 1981. Accordingly, the Government of India started Centrally Sponsored IDSMT Scheme in the Sixth Five Year Plan. The scheme is continued through Seventh Five Year Plan increasing the scope to cover cities up to 3 lakh population. During the Sixth Five Year Plan only 235 towns (7.8% of the category) were covered under the scheme. The Seventh Five Year Plan has made a reduced allocation of Rs.88 crore against the Sixth Five Year Plan allocation of Rs.96 crore which is very meagre for the purposes as compared to the need of continued projects and increased scope.

The Urban Development Sub-head needs to be given a status of sector itself as it is already accepted for Rural Development. The urban development programs should not be identified at national level like "Removal of Cattles in Calcutta", but these should be based on five categories of urban settlements, viz. (i) super - metropolitan areas; (ii) metropolitan areas; (iii) large cities (population 3 to 4 lakh); (iv) small and medium towns with cities up to 3 lakh population; and (v) rural growth centres.

Institute of Town Planner's, India, in 1985-86, has taken three major decisions with regard to the emerging needs in planning education - (i) a Model Curricula for teaching in the Planning Schools has been worked out and supplied to the concerned authorities. (ii) the ITPI Scheme of Associateship Examination is being revised and will be ready for use from the next year. and (iii) Based on the earlier recommendations of the Institute and rising demand, a curricula and detailed syllabi for "Bachelor of Technology in Planning" is nearly ready and with effect from academic year 1986-87.

So far, the physical planners has been working, in most of the cases, as planner and technical advisor to the, bureaucrats. This has led to three things: (a) planner has been away from implementation situations of his proposals;

(b) has been made responsible for all negative impacts without any chance to improve; and (c) has been used only to control development. After the poor results of development process in last 25 years of master plans era; time has come to to study retrospect and prospect of Master Plan process. The Institute is convinced that the planner has to work more as development promoter rather than a simple controller. He has to play a positive role in the development process. He should get involved in implementation for proper feed-back to planning. In fact, he should work as development manager where planning is one part. The national five year plans should create a cadre of town / city development managers. The town planner who has understanding of all the disciplines and possesses a very good coordination capacity by his basic training orientation course, be assigned this task.

He also brought into focus the appointment of a town planner as a Member of the Planning Commission so that at that level, the integration of physical development with academic and social development objectives is clearly seen and projected at the national and sub-national levels.

In addition he has also called for upgrading the post of Chief Planners of TCPO in the Ministry of Urban Development Union and at the town planning departments of States to the level of Secretary to the government heading urban and regional development department.

Creation of Town Planning Cells headed by town planners at the level of a Joint Secretary in the ministries dealing with industries, agriculture, forestry, environment, mining, power generation and transport, both in central and state governments, so as to continuously study the physical implications of sectoral development programs and devise locational policies in a time-space frame for their respective programs. They will interact with central and the state level town and country planning organisations / departments and provide requisite inputs to the latter for it's work.

He also opined that the Chief Executive Officers of the urban development authorities should be trained town planners with adequate supporting planning staff within the authority to undertake planning, execution and monitoring of development continuously. Beside at district and block levels a qualified planner must head the team as the Chief Coordinator with appropriate status and authority, he stated.

An exhibition on “Development Management in Urban and Rural Areas” was inaugurated by Shri Mahesh Joshi, Honourable Minister for Housing and Environment, Government of Madhya Pradesh, who stressed that the development work should have more emphasis on the needs of the poor.

At the valedictory function, the Honourable Chief Minister, Shri Motilal Vora, was Chief Guest, who emphasised that Madhya Pradesh is a state of small and medium towns where most of the recommendations can be very useful. He, being very pleased with the Institute activities and achievements, announced a grant of Rs. 1,00,000 from the Government of Madhya Pradesh to the Institute for construction of building of Bhopa Regional Chapter of ITPI.

Shri K. C. S. Acharya, Chief Secretary, Madhya Pradesh stressed the specific development needs of Madhya Pradesh, like reducing regional imbalances, identification of planning regions and sub - regions, checking the migration from tribal / rural areas and conservation of rich cultural and natural resources. It was pointed out that Madhya Pradesh, the largest state of India, with an urban base of 1.65 crore population has 4 city regions nearing a million mark. Urban settlements on the main transportation routes show signs of faster growth. The rest of the areas are facing problem of stagnancy, influences and conflicts in traditional culture and modern values and development. Organisationally and financially weak local bodies face problems of inadequate infrastructure amenities, traffic

bottlenecks, unauthorised colonies and slums; etc.

RECOMMENDATIONS

Development Management in Urban and Rural Areas:

- The problems of metropolitan and non-metropolitan areas are different but inseparable. The judicious development of a settlement system would benefit both metropolitan and non-metropolitan areas and thereby help in the planned development of the nation as a whole. Such a development should aim at the removal of poverty, more job opportunities, dispersal of population and industry, preservation and improvement of environment.
- The federal structure of our nation calls for a system in which national, state, regional and district level plans should be formulated in consonance with one another in hierarchical order wherein each higher order lends appropriate authority, financial resources and framework to the lower level. The release of funds for various development programs needs to be channelized through such super regional authorities which can decide the inter-se-priority of sectoral development taking into consideration physical and environmental facts and administrative problems.
- The present system of development management in it's dimensions, such as the organization structure, the financing pattern, the legal framework and the involvement of the people is not satisfactory. It, therefore, becomes necessary that an initiative should be taken at the level of the central and state governments to reorganize the same so as to meet the rising aspirations of the people.
- There is great need to evolve a “National Settlement Policy” and “National Land Use Policy”. A suitable industrial location policy in that framework be adopted whereby

no industry but service industries should be allowed in the metropolitan cities whereas a selective approach for permitting industries in 5 lakh plus cities, i.e. “would be metropolitan cities” should be adopted.

- Urban development should be recognized as a separate sector at the national and state level with appropriate allocation of funds. Delineation of territorial units, for orderly metropolitan development and development of regions be undertaken and accordingly reorganization of the territorial jurisdiction of existing and new agencies for management of these regions be considered on priority. The regional development authorities, both for metropolitan and non-metropolitan areas will have to have a different set up, depending upon local needs and characteristics and accordingly pick up priorities for developmental works, in respect of:
 - o Augmenting urban infrastructure such as water and power;
 - o Improving traffic and transportation system;
 - o Shelter programs especially slum up-gradation, site and services, etc.;
 - o Income supplementation and community development programs for urban poor; and
 - o Special needs for preservation and conservation and environmental protection.
- Acceptingly the complexity of urban functions in metro cities and inter-relationship between small and medium size towns that surround them, a 3-tier model for super metropolises, a 2-tier model for metropolises and single tier model for small, medium and large sized towns were suggested to be detailed to take care of management functions. The constitution of metropolitan councils was recommended as against the existing system of municipal corporations to govern these areas.
 - It has been a common realization that because of the concentration of metropolitan wealth in a few hands and because of the defective taxation policy, the local authorities have not been able to have sufficient resources to provide basic amenities to the masses. Therefore, it is imperative that the financial condition of metropolitan authorities should be reviewed and such resources may be created which ensure flow of finance to the metropolitan authorities so as to meet with the local needs.
 - Not only that funds available with local authorities are meagre, but control over the flow of investment by various agencies is also meagre, causing distorted priorities in channelizing the investment on developmental projects. It is, thus, imperative that the channelization of investment may be planned and regulated through a proper and adequate management structure in the metropolitan area.
 - New metropolitan development authorities may be created, however, only for policy making, fund releasing and effectively coordinating development after strengthening existing agencies like housing boards, traffic and transportation boards, infrastructure boards which would be responsible for implementation of the policies communicated by the metropolitan authorities. The existing development authorities should also be restructured accordingly.
 - Recognizing the role and status of urban poor, the informal sector and the slum dwellers in the metropolitan context, it was recommended to identify measures to ameliorate their conditions and make them pay for the services enjoyed by them.
 - Effective people’s participation was envisaged to make metro management a success in checking illegal growth and construction, change in land use and pavement encroachment, etc.

- Considering relationship between the industrial estate and individual unit, it was recommended that within the framework of the “National Industrial Policy”, the location of such estates should be away from the metro cities and those deriving benefits out of this sector do not put a burden on the infrastructure of metro cities.

Development Management in Non-Metropolitan Areas:

- A rapid rate of urbanization will cause the growth of urban settlements. This growth by and large will be accommodated in and around the periphery of existing settlements, as increase in urban population will inevitably cause a shift from primary to territorial activities thereby calling for an increase in the level of facilities and services in human settlements.
- Planning, development and management of non-metropolitan urban areas should be by grouping them into viable functional communities. Regional development authorities looking after the development and management of these areas should be headed by a qualified town and country planner. The plans for provision of facilities should be dovetailed with the five year plans of the centre and that of the states, to facilitate appropriate allocation. Priorities in the developmental works should also be chalked out properly so as to manage the growth of various settlements effectively.
- Standards for shelter, infrastructure and services should be compatible to local resources, evolutionary, realistic and sufficiently adaptable to local conditions. The informal sector development should also be taken into account in the efforts to provide shelter, infrastructure and services.
- The existing development, more often than not has been observed to be not in consonance with the master plans. To enhance the practicability of the master

plans, it was stressed that studies should be encouraged on the performance standards of urban function and land use. A master plan should not be an end in itself but it should contain action for 5 years and projects for one year.

- It was felt necessary to make use of low cost small format photography, aerial photography and satellite imageries for various types of surveys and analysis in non-metropolitan areas.
- It is recommended that an Information System for human settlements in each state be set up for monitoring development.
- The Seminar emphasized the need for conservation of natural resources and use of alternative non-depleteable resources for energy requirements of the growing population.

Issues in Urban / Rural Development and Management in Madhya Pradesh:

- A State settlement perspective plan needs to be prepared for reducing disparities and imbalances of development considering available natural resources.
- The Madhya Pradesh state should be divided into major city regions and other regions of suitable size taking into consideration the local characteristics and linkage potentials for development.
- Priority regions should be identified immediately with the setting up of regional development authorities for planning and development and to guide and supervise other existing agencies. Adequate funds should also be made available.
- The administrative jurisdiction of local units of various agencies needs to be adjusted to the boundaries of these regions for a more effective coordinated development.
- Special efforts should be made to guide migration streams to more desirable

locations by taking up projects like job generation, sites and services, improving communication network at regional and sub-regional levels and providing infrastructure.

- Planning of historic settlements, *adivasi* tracts and other special areas should be undertaken to encourage and preserve their culture, tourism in such a manner that their identity and character is not lost.

Policy regarding High Rise Development:

- It is recommended that high rise development may be encouraged for non-residential use zone (other than industrial), so that land is optimally utilized.

Building Bye-Laws:

- It is suggested that building bye-laws should be made flexible to accommodate the characteristics of different areas. Further, building bye-laws, development

regulations and zoning regulations should be formulated in an integrated manner for different size ranges of cities. These bye-laws should be written in simple language, given wide publicity, and reviewed from time to time.

Professional Services by Planning Authorities:

- Working conditions and pay scales of professionals employed in planning organizations should be revised and improved so that the job conditions become attractive. However, wherever necessary, consultants should work hand-in-hand with the professionals in the planning organizations.

Need for Greater Pedestrianisation:

- Emphasis should be given to further pedestrianisation in specific parts of cities so that national objectives of energy conservations and environmental improvement are adhered to.

35th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Planning and Provision of Shelter for the Poor
Year : 5th - 8th February, 1987
Venue : Madras (Chennai)
President : Prof. S. D. Raj



The 35th Seminar of Town and Country Planner's was held on 5th - 8th February, 1987; at Madras (now Chennai), on the theme "Planning and Provision of Shelter for the Poor". The Seminar focused on four sub - themes namely (i) "Land and its Management for Shelter"; (ii) "Low Cost Infrastructure and Urban Environment"; (iii) "Manpower Planning and Training"; and (iv) "Urbanization and Shelter Policy for Tamil Nadu".

Thiru S. Thirunavukkarasu, Honourable Minister for Housing and Urban Development, Government of Tamil Nadu in his inaugural address stressed that the theme of the Seminar is more appropriate especially in the context that the

United Nations has declared the year 1987 as the "International Year of Shelter for the Homeless" and stated that the Tamil Nadu state has been in the forefront in engaging itself to tackle the problems of shelter for the poor. He gave a brief account of the housing activities in Tamil Nadu besides slum clearance / slum improvement work. He outlined the earlier policy of the Government of Tamil Nadu for housing that "tap the rich and pat the poor" and stated that the restructured policy of giving greater emphasis in providing shelter to the economically weaker sections of society has a three pronged approach, i.e. (i) provision of developed sites and services ; (ii) in-situ improvement; and (iii) clearance and rehabilitation.

He also gave a brief account of the integrated development of 28 small and medium towns taken up under the centrally sponsored scheme of Government of India (IDSMT) for which he was of the opinion that an investment of about Rs. 20.00 crore could go into this project. He made it known about the two major urban development projects, under Madras Urban Development Project for the state capital, the first is nearing completing. These projects are funded by the state government and the World Bank who have the main objects of providing low cost solutions to urban problems of Madras in the sectors of shelter improvement, water supply and sewerage and transport.

The President, ITPI, Prof. S. D. Raj in his presidential address emphasized the urgent need to have a “National Settlement Policy” and “State Settlement Policy” for efficient response to the fast changing pattern and structure of urban and rural settlements in the context of national priorities for economic growth and social change in the society. He has also highlighted that there is no mention of a settlement policy either in the “National Perspective Plan-2001” or in the Seventh Five Year Plan, however, he added that Town and Country Planning Organisation, Ministry of Urban Development, Government of India and some of the state departments of town planning have done some work related to this theme. With the changing face of the planning activity from the passive control and coordination aspects to the more positive dynamic implementation and community development aspects, the role of the physical planner has undergone a major transformation and in the task ahead Prof. Raj said that the planners have to emerge as a “catalyst” and “agent of social change” by integrating and coordinating socio-economic programs with physical development to improve the quality of life of the people and especially of those who belong to the disadvantaged sections of the society. To devise rational and locational policies in

a time space frame and to respond to the fiscal implications of sectoral development program, Prof. Raj strongly pleaded that Town Planning Cells headed by town planners at the level of Joint Secretary, in the ministries dealing with urban development, agriculture, forestry, environment, mining, power generation, industries and transport are also necessary both at central and state levels. Besides as most of the urban development and urban community development activities are vested with urban development authorities; the Chief Executive Officers should be trained town planner with adequate subordinate planning staff. Again, at the district and block level also, he suggested, that qualified planner with proper status and authority will be most effective Chief Coordinator.

A place to live is the basic need like food and clothing and is the right of every citizen. The problem is gigantic in magnitude and cannot be tackled in a meaningful manner if housing activities are left to follow the past pattern of slow and unplanned growth. There is an urgent need for radical reorientation of all prevailing policies relating to housing. Provision of adequate finances liberal than hitherto, development of suitable land sites in urban areas, provision of house sites in rural areas, employing low cost house building technology, etc., are some of the most important aspects. Lack of planning and planned development of the cities and rural centres have also contributed to problems of chaotic and run away growth, environmental degradation, slums and extensive squatting on public land, shortage of basic services, poor transport and serious forms of social disorders. With virtually no employment, opportunities in the rural areas, people flock to the cities in search of employment, living in slums and on pavements holding the city to ransom, paralysing the already stretched infrastructural facilities of the city with the local authorities unable to provide for them. The approach in the face of the vastness of

the problem has been merely quantitative. Escalating land values and construction costs have pushed the poor and the middle classes to the periphery of the cities forcing them to commute long distances.

He further pointed out that country requires a comprehensive "Shelter Policy" at the national level with elaborations at the state and regional levels so that strategies could be evolved to direct activities towards substantially improving the shelter and neighbourhoods of the poor and disadvantaged by the year 2000 A.D. The most important areas that require attention, he emphasised, are shelter, services, construction, employment, legislation and regulation, management and finance, research and education training and information. He has also suggested the action oriented plans on these aspects and also the housing solutions to be adopted in both the formal and informal sectors should use non-conventional and trend setting approaches which would call for people oriented approach instead of agency oriented approach for most of the housing solutions.

While Dr. V. C. Kulandaiswamy, Vice Chancellor, Anna University, Madras, releasing the Souvenir said that the professional planners should be given their due share and all the professional departments / institutions should be headed by the professional planners.

Thiru K. A. Krishnasamy, Honourable Minister of Labour and Local Administration, Government of Tamil Nadu while giving the valedictory address emphatically stated that Tamil Nadu has reached at saturation stage in utilizing the resources endowed by nature and hence it has been left with no other choice but to depend on the human resources solely. Since the cultivable land in rural areas is limited and the only course open for the state is industrialization through which the available human resources could be effectively and optimally used. He said that urbanisation cannot be isolated from the industrialization and

therefore, the urbanisation strategy for Tamil Nadu should aim at strengthening the urban centres in terms of its utilities and services. Unless this is done the existing urban centres would not be in a position to absorb the population thrown out of the rural areas. He laid specific emphasis on the delivery of the two important urban services, namely - water supply and sewerage for which he said that Tamil Nadu has constituted separate boards and implementation is going on. However, because of the financial constraints due to inadequate funds, the desired targets could not be achieved.

On the subject of housing for the higher income group, he stated that the higher income group housing may be kept open to the individuals themselves, as there are many commercial organisations to look after them. On the other hand housing for the low and middle income groups, besides the economically weaker sections of the society (EWS), are the worst sufferers and requires special attention to be drawn and they have to form cooperatives to look after their housing requirements. Honourable Minister was happy to note that these cooperative movements in housing has taken a deep root in Tamil Nadu.

The Seminar was attended among others by Prof. Dr. Morris Juppenlatz, Director, ITC Netherlands and Mr. George Franklin, Secretary General of Commonwealth Association of Planner's.

RECOMMENDATIONS

Planning and Provision of Shelter for the Poor:

The Seminar observed that a place to live is the basic need like food and clothing and is the right of every citizen. However, there is shortage of housing in India as assessed in the beginning of the Seventh Five Year Plan, by the Planning Commission which indicated that there was a total shortage of 24.7 million including 18.8 million units in rural areas. It was

estimated that the additional requirements of housing units would be to the tune of 16.2 million units - 12.4 million in rural areas and 3.8 million in urban areas. Thus, the problem is of gigantic magnitude needs to be address in right earnest, and accordingly recommended that:

- There is a strong need for involvement of local governments, research institutions and voluntary agencies to search for simpler solutions in the shelter program for the poor with a periodical review of such policies and programs.
- The outlay in housing should be enhanced substantially in each five year plan and subsequently, in the state budgets.
- In rural housing emphasis should be given on using local materials and building construction techniques.
- Efforts should be made to encourage household savings for construction of houses by launching schemes such as “Home Saving Plan”, etc. Direct subsidies for construction of houses should be minimised and more indirect subsidies and cross - subsidies should be provided for the economically weaker sections of the society.
- Government / state taxation policy should aim at catering to the need of the urban poor. Sufficient funds from compulsory savings schemes should be made available exclusively for housing the poor including the immigrants.
- The IDSMT scheme needs to be encouraged both in physical and financial terms with the aim to cover all the towns falling in this category. The component of subsidy for the non-remunerative schemes should be introduced so as to percolate the benefits of the scheme, to EWS and LIG categories. Low cost sanitation program of IDSMT should be taken up on whole town basis with adequate subsidy.
- There is a need for providing employment centres for the poor population living in sub-standard areas to reduce the journey time to the place of work.
- There is a strong need to evolve a national policy for providing appropriate shelter for working women in urban / rural areas for their safe, secure, comfortable and financially acceptable place of living.
- The land being a scarce and marketable commodity, it's utilization should be maximized. However, at present government agencies are holding sizable chunks of land in the prime areas of the city which generally are not put to the optimum use / requirements. Such lands should be got released for the urban development purposes.
- All vacant / waste and undeveloped lands should be identified and strategy be worked out for their rational and optimum use.
- The sub-division of the land should be made rational and practical as it warrants the review of existing zoning, sub-division regulations and building bye-laws.
- For financing the housing programs, it is essential to involve the concept of cross-subsidy from non-residential developments and high income group housing to EWS category of houses. Local authorities in certain cases may be allowed to construct high income group houses to achieve the objective of cross subsidy.
- The cost of providing infrastructure like water supply and sewerage has grown very high and is restraining it's provisions. Adequate research needs to be undertaken for reducing the cost by developing alternate methods based on innovative techniques and use of local materials and know-how.
- Recycling of waste water needs to be encouraged by adopting appropriate and simple technology for the optimum use of this scare commodity.
- To reduce the investment cost of infrastructure in new schemes, it is necessary that the provision of infrastructure is tak-

en up in a phased manner and be closely related to planning and development process by resorting to effective management techniques.

- Maintenance of urban infrastructure needs to be an integral part of infrastructure development process.
- The requirement of trained personnel has to be assessed considering the activities of all local level development agencies.
- While basic and formal manpower training programs required to be imparted by the universities, engineering, architecture and planning schools, the informal and in-service short duration training programs need to be imparted jointly by above institutions along with local, national level institutes.
- For efficient implementation of the shelter scheme for the poor, training programs are to be focused upon (a) project implementation; (b) inter-agency coordination; (c) community participation; and (d) resource mobilization. The training programs should address the different groups involved in the delivery of shelter, namely:
 - o Housing policy planners;
 - o Project planning and design groups;
 - o Beneficiaries themselves; and
 - o Trainers who will train the different groups of the participants in the process.
- In order to generate public awareness in strengthening the community participation in all kinds of development activities and to ascertain the particular role that could effectively be played by the individuals in the shelter development, settlement upgrading and maintenance of the assets created, short term training programs are required to be designed and disseminated through mass media so that the poor slum dwellers are converted to conscious citizens and every citizen becomes an agent of development.

Urbanisation Policy for Tamil Nadu

The Seminar took strong note of the fact that the Government of India as early as in 1965, drafted the resolutions for a “National Urbanization Policy” and various state governments including the Tamil Nadu were also formulating state urbanization policies. There is an urgent need to evolve such a policy at the national and the state levels in view of the rapid urbanization taking place in the country.

- The urbanization policy should aim at planned development of human settlements, decentralization of urban growth and encouraging growth of towns based on regional approach.
- The relationship between the urban areas and the rural hinterland has to be clearly worked out keeping in view the prevailing conditions in Tamil Nadu.
- Physical planning and economic planning should be carried out together and dovetailed into the five year economic plans.
- The Seminar strongly recommends that coordination between planning authorities, development authorities and local authorities should be established for speedy implementation of urban and regional development plans.
- The Seminar appreciated the action taken by the Tamil Nadu Government, MMDA, the science and technology group and others in evolving a draft “State Urbanization Policy”. It is recommended that the policy should be adopted by the state government.
- In view of the rapid urbanization taking place in the Tamil Nadu, which is next only to Maharashtra, locational decisions regarding work centres and job creating units should be carefully worked out so that there is encouragement of both small and medium size centres, thereby reducing the mass scale migration to metropolitan centres like Madras, Madurai, Tiruchi, Coimbatore and Salem.

Shelter Policy for Tamil Nadu:

- The present policy of Tamil Nadu depend mostly on the house construction by public agencies, requires review so that private agencies and co-operative institutions and semi-government agencies are also actively involved in increasing the housing stock in Tamil Nadu - both in urban and rural areas.
- The HUDCO financial assistance offered through the housing agencies requires a fresh reconsideration, so that the private individuals also get financial assistance and build their houses on self-help basis on plots provided under sites and services scheme.
- Local materials which are being used by beneficiaries in Tamil Nadu need to be encouraged for building shelters, particularly in rural areas.
- Building bye-laws and specifications are required to be made simple for rural housing. The bye-laws applicable to the houses of the upper classes should not be applied to the shelters for the poor.
- Sites and Services Scheme should be taken on a massive scale in urban and rural areas of Tamil Nadu to provide for the poor within integrated neighbourhoods. High density development should be taken up where density of population and land values are very high.
- Massive housing programs both for urban and rural poor, as practiced in Kerala may be studied for application in Tamil Nadu.
- Infrastructure development should be taken up along with the shelter schemes. In slum areas, water supply can be made through wells.
- Environmental protection should carefully be considered while formulating housing programs both for urban and rural areas.
- The Seminar considered the massive 30 lakh shelter scheme to be launched by the Government of Tamil Nadu and also the Rs.500 crore urban development project, mainly for providing shelter in Madras, Coimbatore, Salem, Tiruchi and Madurai with World Bank assistance. It is recommended that these schemes be implemented as early as possible to ease the housing situation in the urban and rural areas of Tamil Nadu.

36th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : Planning for Settlement and Shelter - Towards 21st Century
Year : 6th - 9th January, 1988
Venue : Bhubaneswar
President : Shri D. S. Meshram



The 36th Annual of Town and Country Planner's Seminar on the theme "Planning for Settlement and Shelter towards 21st Century", was held at Bhubaneswar during 6th - 9th January, 1988.

The Chief Guest Shri Bata Krushna Jena, Honourable Minister of State for Urban Development, Orissa, in his inaugural address said that the achieving of a balanced development of settlements is a difficult task because of great uncertainties and complexities inherent

in the fast changing scenario of settlements but the task is noble as efforts are required to aim at giving concrete shape and meaning to the wishes and aspirations of the inhabitants of the settlements in raising their standard of living and providing comfort, security and pleasure without ill effects of pollution and environmental degradation.

He observed that the task of providing shelter particularly to the weaker sections of

society is not only difficult but complex also, citing the example of Orissa state where the urban population is hardly 12% as against the national average of 22%. He also lamented that pumping resources to only four national cities i.e. Delhi, Calcutta, Bombay and Madras should not be at the cost of other towns in the vicinity. He then highlighted the role of small and medium towns in the overall development of the state and mentioned that more towns of the Orissa state should be covered and higher financial assistance be made available under the centrally sponsored scheme of IDSMT

Shri Dalbir Singh, Honourable Chief Guest and Union Minister of State for Urban Development in his address said that shelter is one of the most basic needs of any human beings and to develop shelters in the planned settlements speaks of the urge for better living in an environment of brotherhood. In the developing nations with population growing fast and urbanization process getting beyond control and management, it is time to have a look in the entirety of the phenomenon. Here the demands and resources are very competitive and despite our best intentions, our resources fall short of our aspirations. He said tribal-area development has been given special treatment in the five year plans.

Planning for human settlements and shelter has received considerable attention during the recent economic development plans in India. Foremost emphasis has to be laid on the spatial planning for development of human settlements and shelter within the bounds of available resources in the country as part of our preparation to enter into 21st century.

It has been realized that diverse regional characteristics displayed by the typical settlement structures in various parts of our country need overall policy framework for future growth and development to interpret the typical characteristics and trends of urbanization as a basis for spatial organization of human set-

tlements of various sizes. The rapid process of urbanization in recent decades has brought certain serious problems. Therefore, a comprehensive policy on urbanization supported by policies on human settlements and shelter is the need of the hour in order to evolve future guidelines for the development of urban and rural settlements. Policies of Fourth and Fifth Five Year Plan recommended the program for development and environmental improvement of slums leading to provision of better shelter and other facilities. Integrated Urban Development Program (IUDP) was initiated in big cities with the purpose of increasing housing and other facilities. In the Sixth Five Year Plan, Integrated Development of Small and Medium Towns (IDSMT) Scheme started, keeping in view the whole gamut of settlements. Planning of settlements was not limited to urban areas only but rural areas were also given due attention.

Shri D. S. Meshram, President, Institute of Town Planner's, India, in his presidential address, appreciated the role of the dedicated members of the Institute who have acquired invaluable experience in promoting spatial planning as a viable means for development of our towns and cities. The numerous human settlements together with their respective natural setting have set up a unique laboratory for the spatial planners to try out their convictions and methodologies. He emphasized that the programs like IDSMT has created an opportunity for town planners to understand the intricacies of development management in general and project planning in particular in the Indian context.

It is heartening to note that the Central Government is keenly awaiting the report of National Commission on Urbanization to come out with "National Urbanization Policy" and "National Human Settlement Policy". With regard to the International Year for the Shelter for the Homeless (IYSH), 1987, the president pointed out that it is high time to deliberate

upon the various issues related to the task ahead and come out with specific sets of implementable recommendations, otherwise the pledges taken last years will pass into the folds of history as a bundle of pious rhetoric.

Shri Meshram further pointed out the concerns about the core areas in the metropolitan cities which are still throbbing and pulsating business centres, which face the ever-growing problems of tenancy and multiple ownership of building and property use and annihilation of traditional living areas and where little has been done by the physical planners to ameliorate the built environment. He called upon the schools of planning in the country to join hands with the planners in the field to identify such a methodology as it would be futile to deliberate on the policy options for planning of human settlements and shelters without concentrating on the contents of a viable methodology to achieve the desired results. He stated that the Task Force on Housing and Urban Development appointed by the Planning Commission had categorically recommended that planning of human settlements should be considered at regional and sub-regional levels to integrate the benefits of economic development. He suggested to concentrate and desired to identify more potent methods of integrating national level economic planning with micro-level settlement planning.

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ban and rural settlements. Policies of Fourth and Fifth Five Year Plans recommended the program for development and environmental improvement of slums leading to provision of better shelter and other facilities. Integrated Urban Development Program (IUDP) was initiated in big cities with the purpose of increasing housing and other facilities. In the Sixth Five Year Plan, Integrated Development of Small and Medium Towns (IDSMT) started, keeping in view the whole gamut of settlements. Planning of settlements was not limited to urban areas only but rural areas were also given due attention.

Town and country planning has acquired a new meaning in the context of third world countries in the recent past. The rapid growth of metropolitan cities in India and other developing countries has resulted into a lop-sided urbanisation pattern, where large cities are growing at a rate between 5.4 per cent per annum and 7.1 per cent per annum while the urban centres of lower order are growing at the rate of about 3 per cent per annum. In order to reorient this trend of city ward migration Central Government in India through its Ministry of Urban Development has taken up the scheme of encouraging the integrated development of small and medium towns in India since the beginning of Sixth Five Year Plan period. This program has created unique opportunity for town planners to understand the intricacies of development management in general and “project planning” particularly in Indian context. This is just the beginning, much is yet to be done to reduce overcrowding of our metropolitan cities through extensive transformation of our rural areas and creating attractive job opportunities in rural areas as well as smaller urban centres that have the requisite potentials to grow. Indeed this is a tall order. The town and country planners have to measure up to the task, howsoever difficult it may appear at the outset.

Another area of concern is the future of the core areas in our metropolitan cities. The well known definitions of “inner cities” of the west do not apply here in toto. These core areas are still the throbbing and pulsating business centres of our cities. In many cases these areas still cause the richest as well as poorest citizen with alacrity. But again some of the worst examples of over-crowding, and lack of services can be noticed in the same areas. Though we are aware of the micro-details of mixed land uses in the lanes of old cities, the ever growing problems of tenancy and multiple ownership of buildings and property, invasion of higher remunerative land uses and annihilation of traditional living areas in these core cities, precious little has been done so far by the physical planners to ameliorate the built-environment in these areas. While marching towards 21st century with our advancing technology and progressive life-styles, do we have these core cities - the repositories of our culture and traditions, to fend for themselves and stand out as mute testimonies to the ravages of inclement weather? Should we wait and watch them disintegrating under the influence of market forces? Time is running out and we have to discuss these questions thread bare here and now, without postponing them any further.

Many of the Indian towns and cities have suffered heavy losses of life and property due to natural and man-made disasters in the recent past. As a developing country, we cannot afford such a colossal drain of our resources, on a continuing basis. Town and country planners have to take up this challenge and work hard to establish benchmark studies in the field of planning for disaster prone areas.

Institute of Town Planner's, India constituted a Task Force comprising of its distinguished senior members to prepare a report on the status of the profession and identification of future role of physical planner in the society. The report was finalized and submitted to Government of India for necessary actions.

He yet highlighted another issue of training of town planners which is being debated, from time to time specifically the aims, objectives and contents of planning education. A number of modifications have taken place in the content of planning courses taught in the country in the recent past. Institute regularly monitors the standards of the planning education as imparted by various schools in the country. And it would not be out of place to mention that our schools of planning have excellent facilities with competent staff and are comparable to best of its kind anywhere in the world. However, we need not be complacent about it. We should endeavour to constantly enrich our educational programs with the feedback from the field. In this context it is desirable to extend the planning education towards the programs of continuing education for the planners in the field so that they can be acquainted with latest information and knowledge in the profession.

Shri Niranjana Patnaik, Honourable Minister for Industries, Science and Technology, Government of Orissa in his valedictory address said “Industrialization and urbanization are related phenomenon and in order to achieve a balanced development, Orissa Government is formulating development plans for the regions covering the area under industrial complexes at Rourkela, Angul, Damanjodi and Paradeep, besides the State Capital Region. He opined that spatial, and sectoral integration can only help in our march towards 21st century.

Shri R. L. Pardeep, Chairman, TCPO, and Jt. Secretary Ministry of Urban Development Government of India, inaugurated the exhibition organized on this occasion and narrated the efforts being made by the Government of India towards vital issues like development of urban and rural areas for providing shelter to various sections of the society. He informed that in order to provide adequate financial resources to different states and local level agencies like National Housing Bank is being set up;

besides, Urban Infrastructure Corporation is also being established.

RECOMMENDATIONS

Option for Settlement and Shelter Planning, 2001 AD:

- Planning of urban settlements should be seen as a comprehensive effort to promote urban growth in a rational and sound pattern at all levels within the framework of regional economic development goals for industry, agriculture, services, both formal and informal.
- Planning for human settlements should be taken up at regional, sub-regional and district levels to take care of the typical dimensions and characteristics.
- With new industrial ventures, the new slum areas are coming up, as adequate housing facilities are not built up along with these projects; this phenomenon deserves the attention of town planners urgently to suggest ways and means of dealing with such situation.
- Infrastructure needs to be regionalized and developed according to a predetermined strategy, leaving the local infrastructure to be organized by the settlements themselves.
- Settlement planning and development should be made the responsibility of the settlement management authority which should be strengthened in every way.
- The major thrust in settlement planning and development should be on management with both immediate and long-term objectives to bring about self-reliance in the regional context and complementarily and support among the individual settlements within the regional settlement system.
- Management of land, impact of changing technological situations in the country, and efficiency of local bodies in planning and implementation are the other issues that need proper care and attention from planners.

Trends in Urbanization and Impact on Settlement Structure:

- Although a number of Central Government and state government sponsored schemes have been implemented to ameliorate some of the problems in our towns and cities, but continued existence of large masses below poverty line and changing composition of urban and rural population is bound to herald some major socio-economic impacts on the planning and development of human settlements which needs immediate attention.
- In order to take care of the deteriorating and unplanned growth of urban areas, it is suggested that a reoriented management structure may be evolved with respect to each situation. The town planners should take the role of city managers in this context.
- Present lopsided policy towards metropolitan development which requires large investment, should be revised and a rational relationship should be established between the generation of income and the investment that is to go into cities.
- Adequate land at suitable locations should be identified in advance and made available through scientific planning, not merely by acquisition but involving the owners. The sub-division permission should be granted only when the promoter deposits the estimated cost of equivalent land area to avoid the predicament of the development authority coming in, after the people have settled in the area without any services, the provision of services are likely to cost heavily at that stage.
- Other than demographic profile, the variations in the characteristic of urban settlements should be studied to enable a better appreciation of their needs, problems and potentials for the identification of effective policies.

Financing Housing and other Development Projects:

- Shelter planning should take note of the level of savings of the urban areas securing housing on ownership basis; there is need for promoting large scale rental housing which will also promote urban mobility.
- Every effort should be made to reduce the over-head costs of project implementation by judicious use of private and cooperative efforts. Such efforts should be backed by the financial assistance.
- The government should play only the “facilitator” role by providing access to land and services, so that finances for construction could be generated by the beneficiaries.
- Suitable incentive and relaxation may be made in the taxation structures to pump money for shelter projects in addition to exploiting the existing provisions.
- Subsidy has to be progressively withdrawn and make the beneficiary accountable for his / her shelter requirements, so that the leakage of benefits may be reduced.
- People’s priority varies and thus, the financial requirements for housing, therefore, a systematic study to assess clearly the demand and priorities should be done so that the investments are made on vulnerable and viable projects.

Planning for Disaster prone Areas:

- In disaster prone areas, social and economic need of the affected people are also intimately related to the psychological set-back suffered by them. Therefore, disaster mitigation programs should be worked out on spatial-sectoral basis arrived at through sound information base and technological alternatives. Micro-level planning measures should be adopted in each case after assessing the nature and extent of damages suffered.

- Physical planning measures should be aimed at disaster preparedness programs which may reduce the draining of resources that are employed every time on emergency basis for disaster mitigation.

Settlement Planning Measures for Tribal Regions:

- Preparation of plans for “Integrated Development of Tribal Districts” may be taken up expeditiously as a central scheme incorporating in them the economic base activities like sitting of industries, wild life programs, conservation of forests, etc., in its spatial dimensions so that economic, regeneration can take place in the tribal areas while their specific culture and heritage is given due cognizance.
- Rehabilitation of persons, particularly tribal should form an integral part of all industries, irrigation, power, mining, forests and wild life projects of large magnitude whether taken up in the government, corporate, joint or private sector.
- The specific areas, development needs and related settlement development programs should be incorporated in the already existing Central Government schemes like IDSMT, EIUS, UBS, etc., with specific additional funds allocation to meet the needs of the tribal areas backed by typical spatial plans prepared for these tribal areas.
- Development programs for tribal areas should be based on the study of life style and socio-economic preferences of the specific tribes so that the developmental efforts are not seen as imposition from the outsiders. Programs aimed at economic development of the tribal areas should be carefully evaluated for their possible impact on the tribal population.

37th TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : Managing Development at National, State and Local Levels in the Context of 8th Five Year Plan
Year : 28th - 30th December, 1988
Venue : New Delhi
President : Shri D. S. Meshram



The 37th Congress of Town and Country Planner's was organised during 28th-30th December, 1988; on the main theme "Managing Development at National, State and Local Levels in the Context of 8th Five Year Plan", with Sub-themes "Development Management at National Level - Organization, Resource Mobilization and Operational Strategies"; "Development Management at State and Local Levels - Linkages, Resource Mobilization, Feedback and Influence at National Level"; "Action Plan - Scope and Strategies - Organizational, Financial, Legal and Managerial Tools for Implementation at National, State and Local Levels"; and "Resource Mobilization for Action Plan - Manpower and Training Strategies for Maximizing Peoples Participation".

The congress was inaugurated by the Honourable Union Minister of State, Urban Development, Shri Dalbir Singh; as Honourable Minister for Urban Development Smt. Mohsina Kidwai had to leave Delhi at the last moment due to some urgent work. Her inaugural speech was read by Shri Dalbir Singh, in which the Minister recognized the significance of the management aspect of urban development and described the woes of present urban scenario where about one-fourth of the urban population is concentrated in 12 metropolitan cities. Living conditions in these cities are unhygienic, infrastructure's inadequacy, besides acute shortage of housing. Other urban areas are also in no way better than the larger cities. Multiplicity of agencies, large slum population, weak local bodies and other

social problems have diluted the results of efforts made so far. The Minister attributed many of these problems to improper and inadequate management, and stressed that management of development efforts should be strengthened.

Referring to the National Commission on Urbanization (NCU), the Minister said that a two-tier local government system is being proposed for cities with population of more than five lakh for effective management. Financial agencies have also been proposed to be set up to provide adequate investment in the urban areas. Housing Bank and Urban Infrastructural Development Corporation are already set up. The Minister also put emphasis on proper land policy to avoid speculation, under utilization and misuse of land. The special feature of the Minister's speech was the declaration of setting up of an Urban Transport Consortium Fund to assist the state governments in taking up the transport projects to solve traffic and transportation problems of urban centres, particularly of large and metropolitan ones. Integration of rural and urban areas and adoption of regional approach was also advocated in the speech.

Dr. Y. K. Alagh, Member Planning Commission, in his key-note address at the Inaugural Session stressed the need for proper land use strategies. He said land use is going to be the metaphor in the 8th Five year Plan for working out the strategy to tackle the complex problems and pointed out that town planners are really doing a complicated job related with

land. Land is a political, economic and social resource and hence invites pressures from all sides.

Shri D. S. Meshram, President of the ITPI, in his address spoke at length on the management problems and the role of town planners in the entire set of developmental activities. He said that great importance is attached to the process of plan implementation and strengthening of the implementation machinery in order that projects and schemes included in the plan move according to time schedule and targets. Significance of management cannot be under estimated at local level too. Problems of urban growth can be solved more promptly and with greater results with appropriate and effective managerial response at the urban scale.

In this context, the ITPI President emphasized the need for greater involvement of town planners in development management. He said that town planner has the requisite education and training to evolve physical perspectives of the developmental programs and to integrate physical development with economic and social development objectives. He lamented that the town planner is entrusted with planning but the task of plan implementation is not his responsibility and he has little say. The decline of urban areas is mainly due to this disassociation from plan implementation and necessary authority and responsibility is not vested in him. If this decline is to be checked then the town planner should be given due status in planning process. The Planning Commission; State Planning Boards and district units should have town planners with proper status and authority. He should also be given proper status and mandate in the ministries dealing with development activities like Ministries of Industry, Railways, Agriculture, Urban

Development, Environment and Transportation, etc.

Shri Meshram said that in our country one planner is catering to the needs of 1.6 lakh urban population and 6.6 lakh total population. The shortage is likely to become more acute by the turn of the century. At the present rate of recruitment of one planner will be available for 2.9 lakh urban population and 8.3 lakh total population. He, therefore, made a strong plea to recruit more and more qualified spacial planners at appropriate positions to strengthen our planning agencies. More planners will also help in sharing the burden of planning of larger number of human settlements which would ultimately result in a better working conditions and a better quality of life for the masses in general.

In his valedictory address, Honourable Minister of Planning Shri Madhavsinh Solanki recalled the developments made since independence in all spheres. Infrastructure has increased manifold in the urban areas. These increases, however, are not enough, he said. Urban centres are to be recognized as having played a dominant role and are now working as catalyst in economic development. He mentioned that the present status of urban growth is because of rural poverty, which has been intensified by saturation in the agricultural sector. A decentralization approach has been favoured for proper urban development with a view to providing jobs to rural community nearer to their doorsteps, so that there is no "wild rush" to cities. For this purpose an integrated plan of urban development needs to be developed at regional and sub-regional levels keeping in view the socio-economic characteristics and growth potentialities of the region. The regional plans thus, prepared can be dovetailed into state plans and ultimately into the national plans.

For metropolitan cities he suggested a separate metropolitan sub-plan in the state budgets. On slums, he suggested to cover 100% slum dwellers by 2001 by a massive program of providing basic amenities. Failure of Urban Ceiling Act was specifically deplored by the Minister. Profiteers invest in land and speculate on it. Shortage of land results into slums and unauthorized construction. Lack of facilities of rental housing and inaccessibility to financial institutions by many dwellers also add to creation of slums. Problems of transport in urban areas also invited and accordingly suggested that the approach of minimizing the need for transport shall have to be reviewed.

Management of urban development too was specially dwelt by the Minister, on which he said that machinery already exists, the need is to strengthen it. The process of strengthening needed more in the states where the responsibilities are diffused between various departments. Weakness of local bodies was also referred which is more on financial front. It was suggested that “in order to strengthen their financial position a regular system of devolution of funds from the state budget requires to be introduced”. Local bodies should also become self-reliant.

The exhibition on “Successfully Managed Projects” was inaugurated by Shri Dalbir Singh, Honourable Union Minister of State for Urban Development; Government of India.

RECOMMENDATIONS

Managing Development at National, State, and Local Levels in the Context of 8th Plan:

The Seminar noted that the five year plans have laid the basic foundations for economic and social development in the country, since 1951. The process of planning is well-founded, accepted and understood at all levels; how-

ever, development as projected in the plans and outside of them has taken place much faster because of the pressures of current demands and in that process development has vastly preceded planning. This has led to problems of reconciling development achievements with goals of both short term and long term planning. This is essentially a management problem, which requires evolution of inter-relationships between planning at different levels and development projections and development achievements at corresponding levels. It is necessary to establish, therefore, flexible linkages between planning and development, translation of economic and social development goals into an overall spatial framework. Accordingly, the congress recommended:

- Planning at national level is generally economic and social in nature and content lacks spatial dimensions. Physical planning, on the other hand, is limited to urban settlements. This has given rise to a wide gap in the spatio-economic planning process. Regional spatial planning is the missing link that can bridge this gap. Regional spatial planning approach should, therefore, be adopted at the national level and reflected in the five year plans. There is also need to integrate economic and spatial planning efforts. Integration of economic and spatial planning should, therefore, be reflected in structuring the basic goals of the 8th Five Year Plan. The following institutional changes are needed to fulfil this goal:
 - o A Member with Spatial Planning and Development background be appointed in the Planning Commission.
 - o The existing Housing, Urban Development and Water Supply Division of the Planning Commission be reorganized

- as Spatial Planning Division under the Member Spatial Planning and Development. This Division should have several units dealing with various aspects of spatial planning.
 - o Spatial (town and country) planners with necessary professional staff be appointed as member, advisors, and joint / deputy advisors.
 - o Central and state town planning organizations and departments be properly nurtured to cater for (i) formulation of spatial development policies and guidelines; (ii) working out a national perspective spatial plans; and (iii) coordinating macro-regional planning and development efforts.
 - o The functions of the Ministry of Urban Development should include, *inter-alia*, regional spatial planning and development; urban infrastructure development; urban planning and development; housing, urban transportation, and spatial planning research.
- With a view to generate a fund for spatial planning activities, a Spatial Planning Fund (SPF) be established which should be monitored by the Central Ministry of Urban Development through their technical wings. Two percent of the estimated cost of all development projects in all sectors should be contributed, on a continuing basis, to this fund. Twenty percent of this fund should be used for central projects and 80 percent be distributed to the states as the State Spatial Planning Fund.
- Each state planning board should be organized on the pattern of the Central Planning Commission with a Member (Spatial Development) with necessary professional staff, as suggested at national level.
- The spatial planning system should be such that it becomes an integral part, on one hand, of national development and, on the other, of district development (socio-economic) process. In the five year plan, spatial planning system suggested by NCU should be adopted and practiced.
- The physical planning process being practiced in the country is rigid. It has not proved effective for management of urban growth and, therefore, it needs to be flexible enough to adapt itself to the transition of one economic stage to the next. NCU has suggested a planning process that advocates preparation of a general spatial plan and within it's framework formulation of an integrated spatial plan followed by action plans / project formulation plans. Such a process also be adopted and practiced.
- Depending upon specific characteristics, potentials and prosperities, states should be divided into sub-state regions. To formulate the plans and manage development of these regions, which may have more than one district, a Regional Planning and Development Board be established for each such region of the states. A spatial planner should be the member secretary of this board. Each board should have the support of a well-organized planning office.

Development Management at Inter State Level:

- Land is a state subject and, therefore, in the context of spatial planning and development, the states will always play a major role.

Development Management at the Local Level:

- India is in search of an indigenous model of development framework that favours the poor and the marginalized. Multi-level

planning or grassroots up model would be effective in this direction. Only a few states like Maharashtra, Gujarat, Karnataka, Tamil Nadu and West Bengal have attempted multi-level district planning. There is a need to inculcate and encourage district level and *Panchayat* level planning in the subsequent five year plans.

- The district planning process should involve preparation of a general spatial development frame (15 - 20 years) followed by an Integrated district development Plan (five year duration corresponding to the five year plan period) and its implementation and management.
 - For plan formulation and management of development within the framework of the relevant regional spatio-economic development plan, a district planning and development council be established for each district. A spatial planner should be the member secretary of this council. He should also be chief district planning officer and Head of the district planning town.
 - In the present municipal set-up there is no statutory post of city / town development officer. The top post in the municipal set-up is not generally manned by a specialized cadre post. In the interest of better planning and development management at local level, therefore, it will be desirable if qualified urban planners enters in the field of urban management and administration.
 - Presently, planning and implementation are considered as two distinct functions, and often assigned to different agencies. For proper development management, both planning and implementation, including monitoring functions, should be assigned to local bodies / authorities.
 - There should be better understanding between the city managers and planners.
- The city managers should be actively involved in the planning process and can be part of the planning team as advisor.
- Only 10 percent employment is generated by the formal sector and the share of informal sector generating employment is 90 percent. The urban planning strategy at local level should give greater attention to employment generation through informal sector and the physical manifestation of the sector should be dealt in the plan accordingly.
 - A comprehensive approach to management of shelter should be by advance planning; mobilization and regulation of the flow of resources; involvement of both private and corporate sectors in the management process; and introduction of proper technical, technological, financial, administrative and legal inputs.
 - The urban poor should not be neglected in the planning process. Urban development should be affordable. Efforts should be made by the planners to identify ways and means for making urban development affordable.
 - There is a decline in the share of tax revenue in financing of urban local bodies and growing dependence of grant-in-aid from government. There is no system of guaranteed non-plan assistance for maintenance of assets created through plan funds and transferred to the local bodies. Local bodies are not always free to impose adequate user charges. All efforts should be made to improve the resource base of local bodies. This should include introduction of user charges, property tax and other taxes. Laws, as necessary, may be reviewed, amended or scrapped.
 - Following innovative initiatives may be examined and applied for financial and management of urban infrastructure:
 - o Privatisation, partnership and joint venture;

- o Leasing of assets to the user community; and
- o Mobilization of household savings.

People's Participations:

- People's participation in the planning and implementation process is necessary and should be encouraged using both conventional and innovative methods. People's participation in evaluation of preferred strategy of development, identification of goals and priorities of development, location of community schemes, monitoring and evaluation of projects should be particularly encouraged.
- NGOs should be involved in the planning process. Local people should be encouraged to participate in the implementation process by:
 - o Making contribution of resource including self-help and "shramdan";
 - o Assisting in administration and coordination efforts, and
 - o Enlisting themselves as beneficiary of a program.
- Standing Committees involving people, their leaders, elected representatives like *Gram Pradhans*, MLAs, MPs, etc.; may be set up to inculcate public participation in the development process.

Management Structure and Manpower:

- There is a need to review the set-up of urban management and introduce a rational pattern based upon appropriate norms of work-load, right type of delegated authority at appropriate levels and built-up system for appraisal and accountability to ensure efficient performance and economy in the workings.
- Manpower should be suitably planned and developed as a massive human resource

development program. According to one estimate, district planning and development will require the services of at least 900 more spatial / urban and regional planners and about 2,600 sub-professionals. In addition to this, new functions and challenges will need additional professionally competent manpower in management of urban centres.

- The various planning schools should make efforts to meet the additional manpower demand. Considering the new role of spatial planners, the course contents will also have to be reviewed and revised.
- Government and semi-government agencies should also make efforts to employ more professional planners at every level and in all the schemes which are financed or sponsored by the central or state governments.

Centrally Sponsored Schemes:

- The on-going centrally sponsored schemes should be evaluated for their suitability, financial input and management aspects. In no way there should be blockade of flow of resources to these schemes. The blockade will jeopardize whatever gains have been made so far.
- The scheme of IDSMT is advocated in all forms as a well thought out strategy. Development of small and medium towns is even recommended by NCU; IDSMT Scheme therefore, should be given more boost by way of refining its operation and putting more investment. Level of assistance can be made subject to size of the towns.
- EIUS and UBS too need continuation as these schemes cater for the urban poor. Also, basic sanitation, scarcely available in urban areas, is main objective of these schemes.

38th TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : Emerging Challenges in Spatial Planning with Focus on Manpower, Research and Training
Year : 25th - 27th April, 1990
Venue : Roorkee
President : Shri R. V. Bapat



The 35th Annual Town and Country Planner's Congress was organized at Roorkee during 25th - 27th April, 1990 on the main theme "Emerging Challenges in Spatial Planning with Focus on Manpower, Research and Education" with sub-themes "Professional and Sub-professional Manpower Requirements at National, State and Local Levels"; "Educational and Training Thrust Areas"; "Research Priorities and Thrust Areas"; and "Habitat Research Priorities".

The Congress was inaugurated by Shri Ajit Singh, Union Minister for Industries who in his inaugural address, emphasized that in the process of development in our country, the villages, which are the lowest order settlements in the hierarchy should not be overlooked. He said that Government of India is committed to bestowing on the villages their rightful honour and dignity through integrated area planning. He was also of the view that agro-based rural industries should receive special attention to facilitate harnessing of local resources and skills and the creation of gainful employment. Emphasizing the challenges faced by planners due to the population migration, fast rate of growth of metropolitan cities, rural development priority, pollution of environment and other factors, Shri Ajit Singh said that to meet these ever-growing needs and challenges a suitable machinery involving urban and regional planners in an appropriate manner is required.

The Honourable Minister was of the opinion that a developing country like India needs about eight qualified planners per million population. This means that there should be 6,500 planners in India, whereas there are hardly 1,800 at present. He also quoted that

in United Kingdom (UK) there are 60 qualified planners per million population. The corresponding figures for Australia, Canada, Nigeria and Sri Lanka are 40, 35, 4, and 3 respectively. For India it is only 2.5.

Shri R. V. Bapat, President, Institute of Town Planner's, India (ITPI), in his presidential address highlighted that the entire plan formulation process, which is top-down and sectoral in nature, should be reviewed to introduce grassroots participation. He said that planning has to start from block levels and move upwards to district, state, regional and national levels. Such a plan has to integrate spatial planning, giving due regard to environment, resource harnessing and the sectoral developmental activities. He pointed out the fact that the alienation of the planner from the process of plan-making has led to various conflicts between the inter-sectoral activities, misuse of our prime land and environmental resources which have suffered very heavily. The neglect of human settlements - big and small - is the very outcome of the same. He emphasized that if the block level planning is given priority it will lead to development of the rural areas and harnessing of micro-level natural endowments, provide job opportunities and enable the rural masses to reap the benefits of development. He urged the Planning Commission to involve spatial planners and use their expertise for the cause of integrated spatial and economic development at the national and other subsequent levels.

Manpower planning relates to human resource development for orderly and planned development of urban and rural areas, the same being

dynamic needs to keep pace with the changing needs and technological development taking place in the country. Like many other developing countries, in India also the nature and dimensions of town and country planning have changed significantly since the dawn of 20th Century, particularly after the beginning of the planning era. With the ever increasing massive urbanization, the structure of our towns and cities is becoming more and more complex and most of the cities are suffering from myriad problems like unauthorized development, incidence of slums, over burdened infrastructure, traffic congestion, etc, for mitigating such problems, human resource development is one of the most effective vehicle for transformation and is an essential element to improve the status of human settlements.

The planning and development efforts made from time to time through various five year plans have no doubt helped in improving physical infrastructure and socio - economic status of some of the cities and towns covered under different schemes but has not been able to channelize the urban growth in the country in desired manner. This calls for a comprehensive policy in the form of national physical and urbanization policies incorporating development of national human settlement system at national, sub-national, regional and sub-regional level. With the increasing sphere of planning activities specifically with a renewed emphasis on decentralized planning in the next plan a considerable expansion in the manpower in the next decade is called for. The development of skilled manpower, therefore, should be in line with the needs of the urban and regional planning at various levels.

Physical planning activities are likely to increase further with the growing population and urban areas in the country. It is estimated that by 2001, the total population in India will be of the order of 100 crore and it may have the dubious distinction of being the most populous country in the world. It is likely that urban pop-

ulation of India in 2001 will be in the range of 34-35 crore having about 40 cities with a million and above population, where a large number of people living in slums, squatters and critically unserved areas. This clearly indicates that task of urban and regional planning would be enormous in the foreseeable future and efforts will have to be made to meet this challenge. However, there are about 1200 town and country planners registered with ITPI, considering only urban population, which is somewhere close to 200 million now, per million people only 4 to 5 spatial planners are available.

The manpower development through technology base needs number of backup measures administratively, politically and fiscally. The emphasis has to be more to have cost reduction technologies base for manpower development than adopting low cost technologies which will be outdated sooner than their utilization, consciously the policy and strategy should adopt for a technology spread through up gradation of manpower skills at human settlement level.

At present, there are seven schools of planning, offering post-graduate courses, one of which has also instituted a first degree course in planning (School of Planning and Architecture, New Delhi). The annual intake of these schools is estimated to be around 200. The SPA, Delhi also conducts post-graduate programs in housing, traffic and transportation planning and landscape architecture. There is only one college of technology which has been training town planning technicians by offering a sub-professional course.

In fact, planning education in India, in modern sense, is still at its infancy, though it is no longer considered as an appendage to architecture, civil engineering surveying or landscape design, but recognized as a full-fledged discipline. The planning profession, in the contemporary sense, is itself young. It is no wonder therefore, that planning education is still having teething troubles. Never the less,

planning education and training have not been given the due importance and priority they deserve. The measures to increase manpower in town and country planning are awe fully inadequate, though the problems, of rapid growth of population, massive urbanization, unprecedented metro politicization and colossal deficiencies in housing, potable water, sewerage, power, mass-transportation and other public utilities, municipal services and community facilities are moving into the forefront. The field of studies in urban and regional planning does not rank high in the hierarchy of educational programs in India. However, planning education is now entering a new phase. It has to seek to develop manpower not only to meet the needs of the profession but also to produce a generation of professionals with new knowledge and skills, which will enable them to serve the country, the state and the community more effectively than before.

In his valedictory address, Padma Vibhushan Dr. Jai Krishna, President, National Academy of Engineers, appreciated the role of spatial planners in the development process of the country. He was of the view that the process of development and planning cannot be achieved in the bounds of commissions, authorities and agencies and urged the planners to establish rapport with public representatives and the masses.

An exhibition on, Planning Research and Development Concepts was inaugurated by Prof. N.C. Mathur, Vice Chancellor, University of Roorkee.

RECOMMENDATIONS

Spatial Developmental Issues:

The Congress noted the emerging role of spatial planning is to generate a dynamic and continuous process of spatio-economic development that optimises utilization of resources, reduces regional spatial and economic imbalances, strengthens urban and rural relationship, improves the quality of life of people, protects environment and

maintains ecological balance, accordingly, the congress observed that:

The master plan approach to guide development is static and rigid and needs review.

The regional spatial planning, the missing link between economic and physical planning, has not yet been effectively introduced in the planning process.

The total population of India by 2001 will be 960 million with urban population touching 330 million mark.

The number of million-plus cities will increase from the existing 12 to 40 by the year 2001.

In the year 1995 the annual increase of population of super metros like Delhi, Bombay, Calcutta shall be of the order of 380,000 which will increase to about 430,000 per year by 2000.

Cities are unable to provide jobs and infrastructure to migrant population resulting urban poverty which must be tackled by rational regional planning solutions and local actions.

About 70,000 hectares of land shall be annually consumed to meet the demand of urbanisation.

Agriculture will continue to be one of the major sectors of Indian economy in the coming 2-3 decades.

A very low priority is accorded to urban and regional planning and therefore, the outlay for this sector has been very low in the five year plans.

There are 8 institutions imparting education in urban and regional planning but their course curriculum needs some rethinking considering emerging challenges.

There are no institutions training sub-professionals in urban and regional planning.

There is no recognised staff structure available to act as guidelines for working out requirements of urban and regional plan-

ners for preparation and implementation of development plans in development authorities / boards, local bodies and in the district planning set up.

The Congress also underlined emerging challenges for spatial planning are:

Introduction of flexibility and dynamism in the planning process;

Integration of investment and spatial planning through integrated regional spatial planning;

Planning and development of metropolitan cities;

Planning at grass-roots level;

Provision of jobs and infrastructure to urban migrants at the rate of 75,000 jobs and houses and related infrastructure every year in super metro cities;

Planning of informal sector;

Judicious use of scarce resource - the land - for urban purposes, provision of more funds for spatial development;

Introduction of a rational set-up at district and local levels and creation of posts for urban and regional planners;

Providing additional educational and training facilities; and

Development of a strong research base to provide necessary support to academic programs and guide planning and administrative decisions.

In the process of national economic development being carried out through successive five year plans, spatial considerations have generally been neglected, accordingly the congress recommended that:

- The Planning Commission to consider dovetailing investment and spatial plans and involving professional urban and regional planners in the national spatio-economic development process.

- The Government of India should appoint an urban and regional planner as full-time Member of the Planning Commission who should address to spatio-economic issues with support from suitably structured spatial planning division having spatial planners as advisors.
- The current planning process is “top down” and there is need to adopt a balanced top-down and grass-roots-up strategy. Accordingly, the basic plan proposals should emerge from the grassroots, the block, and the district levels and be aggregated at state and national levels. This will bring threefold achievements, that is,
 - o Employment of rural population including people from tribal and backward areas,
 - o Harnessing of natural resources, and
 - o Environmental safeguard.
- The Planning Commission to consider it and issue necessary guidelines in this regard.
- Spatial development of rural areas should not be neglected while pursuing economic development efforts. An integrated approach to spatio-economic planning of rural areas is, therefore, desirable. The High Power Committee, should consider this issue at the district level.

Professional and Sub-Professional Manpower Requirements:

The Congress noted that currently, there are only 1,800 urban and regional planners in India, and resolved that the professional manpower requirement to meet the emerging challenges in spatial planning, is of the order of 8,000 or 8.3 urban and regional planners per million population by the year 2,000, and accordingly, recommended that:

- The Union Ministry of Urban Development should appoint a High Power Committee to examine the set up, functions and re-

sponsibilities required for integrated spatio-economic development at various levels viz. national, state, district and local levels and to recommend a rational set-up and staffing pattern of urban and regional planners at different levels for adoption by central and state governments. The Committee may also examine setting up of national / state cadre of spatial planners.

- Town and Country Planning Organization at the central level and Town and Country Planning Departments at state levels to be headed by spatial planner with the status of Director General of CISR, as recommended by the National Commission on Urbanization and this recommendation of NCU should be implemented immediately.

Spatial Planning Education and Training:

- To meet the emerging challenges in spatial planning and the assessed professional manpower needs of about 8,000, the existing Schools of Planning should consider setting up a Bachelor level program in urban and regional planning.
- To establish rapport with the elected public representatives like MLAs, MPs and the Councillors corporations, etc., Institute of Town Planner's, India should arrange national symposia from time to time to expose them to the scope and contribution of urban regional planning in development process.
- The ITPI should examine the curriculum of GATE examination, which is more engineering oriented and recommend necessary changes be taken up to meet the specific requirements of urban and regional planners with the examination agency.
- The urban and regional planning education should be flexible and adaptive to emerging challenges. Considering this, the concept of core and elective subjects be introduced in the syllabus.
- Elements of spatial planning and development be introduced, at appropriate

level, in schools to inculcate awareness about urban and regional planning among children.


- To provide academic / professional staff the necessary field / academic experience, the central and state governments may allow their staff members to participate in one or more of the following programs:
 - 0 Professional and academic staff exchange on deputation,
 - 0 Institutional practice,
 - 0 Joint projects with town and country planning departments, consultancy firms and the school of planning, and
 - 0 Grant of professional leave to work in the field / teaching institution (for professional staff) for a period of 3 to 12 months after a specified period of service in the department.

Research in Spatial Planning :

- The research activities of various urban and regional planning research organizations and development authorities should be reviewed by the Union Ministry of Urban Development with a view to providing the necessary directions by constituting a committee for this task.
- Schools of planning, department of town and country planning and the various development authorities should develop strong research units equipped with computer and remote-sensing facilities and Central Government should consider giving grant on matching basis, for the procurement of hardware and software. Government should also accord top priority in procuring the SPOT data, aerial photographs and land sat imageries, the preparation of which normally takes enormous time, due to which the plan preparation gets delayed. The Town and Country Planning Organization, being national nodal agency, should take necessary action in this report.

- ITPI should take the action for:
 - o Documentation of research activities in urban and regional planning in the country; and
 - o Identify time to time research thrust areas and inform all agencies engaged in research work in urban and regional planning.

39th TOWN AND COUNTRY PLANNER'S CONGRESS

<p>Theme : Metropolitan Decentralisation</p> <p>Year : 8th - 10th January, 1991</p> <p>Venue : Calcutta (Kolkata)</p> <p>President : Shri J. S. Ghuman</p>	
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The 39th Annual Town and Country Planner's Congress was organized at Calcutta during 8th - 10th January, 1991; on the main theme "Metropolitan Decentralisation" with sub-themes "Rural-urban Continuum in Metro Regions"; "People's Participation in Metropolitan Management"; and "Calcutta 300: The Emerging Image".

The Seminar was inaugurated by the Honourable Chief Minister of West Bengal Shri Jyoti Basu, who asserted that democratic decentralization was necessary for achieving planned development of Calcutta. He further emphasized the need for political will to overcome developmental difficulties faced by metropolitan cities. He was of the view that the Basic Development Plan of Calcutta that was prepared way back in 1966 by Ford Foundation Team could not be implemented as required funds were not made available to the state government. He also emphasised that lack of funds should not become an excuse for not implementing development plans of cities of such national importance such as Calcutta. He indicated that professional expertise should be exploited to the maximum to see that implementation of plans was ensured within the framework of resources possible to be generated for such purposes. He added that lack of decentralization of power and responsibilities was a major lacuna in the administrative set-up for plan implementation.

The Chief Minister also said that the government's priority in urban development is on providing basic facilities to the poorest, including slum-dwellers, apart from civic amenities, opportunities were also being explored for their employment and consequent generation of income. In this regard the state government had floated schemes under which 75 percent of the finance was coming from the bank loans and 25 percent as state government grants. Shri Basu further said that preservation of ecological balance was one of the major considerations before the government. His government was also working towards preservation of parks, gardens and wetlands, checking illegal construction activities by unscrupulous promoters and demolition of unauthorized structures. However, he believed that law alone would not be sufficient to rectify this situation. People have to actively cooperate with the government in this task.

Shri Basu strongly felt that a regional approach was necessary for planned development of Calcutta, and it was in this light that 13 industrial growth centres were being developed in the state. He urged, town planners to come forward with their suggestions so that the mistake that had been committed in the past in other towns were not repeated in these growth centres.

Shri K. L. Chopra, Director, Indian Institute of Technology, Kharagpur in his address said

that planners need to involve politicians in the process of planning and plan implementation. He, however, suggested, that at the implementation stage, professionals will have to take a lead by not only preparing implementable plans but also ensuring cooperation from all the agencies and participants in the development process.

Shri J. S. Ghuman, President, Institute of Town Planner's, India in his address said that population explosion, unemployment and poverty, depleting natural resources, environmental degradation, shortage in food and shelter, lack of public utilities and services, social and cultural crises are some of the major issues confronting most of the countries in the World. The task to contain these or alternatively to sustain the aspirations of the people is stupendous and the resources at our disposal are not only scarce, but limited. To overcome these issues most countries have accepted "Industrialisation" as a means to generate large scale employment with a view to improve the socio-economic conditions of the people and making available affordable and acceptable working and living conditions to all sections of the society. This in turn leads to an ever-growing demand for land and space for housing, industry and other building activities, resulting in massive changes in the natural environment. Mankind will therefore, have to continue to strive hard to find not only acceptable alternatives and options to effectively manage the depleting resources i.e. land and space, but also to protect and conserve the environment in the world eco-system.

The magnitude of the problem can be well gauged from the fact that India is the 7th largest and the second most populous country in the world. It has a total geographical area of 3.28 million sq km; occupying nearly 2.4% of the total world land resource and supporting nearly 685 million people i.e. 15% of the total world population of 4520 million (1981). This gives a land man ratio of 0.48 hectare

per head as against 0.95 in China 4.07 in the U.S.A. and 8.37 in the U.S.S.R. By 2001, the land availability would further come down to a 0.32 hectare per head. The urban settlements cover 5.3 million hectares or 1.6% of the total geographical area of the country. In 1961, urban land was 3.8 million hectares (1.15%) which increased to 4.3 million hectares in 1981, thus, recording an increase of 0.5 million hectares during these two decades. In other words, the conversion of agricultural land into urban uses is at the rate of about 75,000 hectares a year. Obviously, most of it in the informal sector i.e. private sub-division and un-authorised colonies, slums, *Jhuggi* and *Jhompri* squatters, etc.

The 1981 Census enumerations in the country recorded a population of 685 million with an annual growth rate of 2.5%. Conservative estimates show that the population will be increased to 856 million by 1991 and 1070 million by 2001. Of the 1981 population, 526 million (77%) is rural living in 5,75,752 inhabited villages and 159.7 million (23%) urban distributed in 3,301 urban settlements of various sizes. About 50% of the population is concentrated over one-fourth of its land area, thus exerting heavy pressure on the relatively productive agricultural lands. About 60% of the rural settlements are very small i.e. having population of 500 and below and 93.4% of the urban settlements have a population of one lakh (1,00,000) and below. Nearly one-fourth of the total population is urban i.e. 159.7 million in 1981. This is likely to increase to 233 million in 1991 and 340 million in 2001 based on the 1971-81 growth rate of 4.6% per annum. The level of urbanisation, has, however, grown slowly from 10.84% in 1901 to 23.31% in 1981; the absolute number rising from 25.85 million to 159.7 million over the same period.

Generally "Decentralisation" at the national, state, district, local level refers to dispersion or distribution of powers, functions, duties, and responsibilities from a higher authority

to a regional or local authority. "Metropolitan decentralisation" in the spatial frame means a change or shift or redistribution of the population, city functions and activities; primarily due to individual, non-governmental or governmental interventions in the unauthorised or organised decentralisation process. This in turn is attributed to environmental degradation, dis-economies in the city structure and contradictions in public attitude to life in metropolitan cities. This is also attributed to the limitations of the metropolitan city structure to sustain the life support systems and to strengthen the linkages in the urban-rural continuum, and bridge the gap in regional disparities and resource constraint.

The rural-urban continuum in metro-regions relate to the silent two way shift of people from the country side to the metro - peripheries and there after to the metro - centres and vice versa for better or alternate employment opportunities. Mobilisation of resources and channelising public and private sector investments in environmentally degraded areas, namely slums require serious consideration. Development of slums in the metropolitan core results in inter-play of competitive land uses and escalation of land prices. Investments in making available basic infrastructure, namely pavement of streets, piped water, dug out latrine, laying of electric cables, medical and health, educational and other amenities in the environmentally degraded localities in the metropolitan centres have a consequential effect on encouraging small businessmen and traders to shift from the sub-urban areas to the central core for better employment opportunities.

Inadequate and high cost of transportation and communication is also one of the major factors for a gradual shift of residence and change of activities from the sub-urban area to the metropolitan core centres. Generally all the metropolitan cities in India and in particular the Calcutta super metro show that rapid socio-economic changes are taking place in the

rebuilding process in the central areas. Intervention of unscrupulous entrepreneurs speculating in land prices to some extent has resulted in shifting of the economically deprived and poor to the villages in the country side. With courage and strength and by sheer skill and craft - manship the city slum dwellers rebuild their huts, clean up their fields and return to their life as peasants in the villages. Improved agricultural practices in the villages have also attracted a large number of poor families to the country-side. This transformation has enabled many thousand landless families to find work where they live most of the years.

Urbanization is one of the key elements in achieving the twin objectives of poverty eradication and unemployment as well as redressing of regional imbalances. In this context, the urban development strategy should be geared towards decentralisation of metro-cities, strengthening of lower order urban centres and evolution of a network of an urban system within the overall framework of a national settlement structure plan. In addition, rural development and up-gradation of urban infrastructure and services in the rural growth centres should form an integral part of the metropolitan decentralisation strategy.

Metropolitan decentralisation efforts in India have evolved gradually with piecemeal attempts to integrate development activity in the metropolitan cities and their regions. Efforts have also been made from time to time to contain the growth of population and spatial expansion of these cities. So as to effectively deal with these requirements, there is an imperative need to delineate the hierarchy of regions, namely; macro, meso and micro regions and to regulate development through statutory backing. A beginning has been made in some of the states to enact legislation for delineating metropolitan regions, creating metropolitan regional development authorities and preparing statutory metropolitan Regional Plans, where required these efforts need to be strengthened.

Surprisingly the past planning and development efforts in the four super metro-regions present a varied picture and experience in adaptation of the decentralisation process and development strategies. In Calcutta (CMDA) and Madras (MMDA); the decentralization strategy is confined to the metropolitan development area; only, where as in the case of Bombay (BMRDA) and Delhi (NCR - DDA) a regional approach has been adopted to effectively manage the growth and development in the metropolitan regions. The Delhi National Capital Region Planning Board Act, 1985 also provides for identification of counter magnets and channelising public and private sector investments outside NCR. On the one hand these variations in the planning and development of metro cities require serious consideration. On the other hand there is an urgent need to upgrade the essential services, introduce innovative planning measures and execute vital projects and schemes aimed at conservation and economic regeneration of the metro-centres, environmental improvement of the slums, finding viable alternate energy sources for mass transportation and domestic consumption to improve the quality of life and living conditions in metro cities.

Stringent financial resources and institutional deficiencies in the metro-regions have also to some extent jeopardized many development programs, seriously contained some and brought others to a virtual stand still. Evidently this does not mean that we have to limit and check the growth and development of metropolitan cities. On the contrary considered efforts will have to be made to effectively manage the growth and regenerate activities in metro-cities, specially in the field of alternate productive uses of urban lands and channelising public and private sector investments in critical areas in the development process.

Another area where considerable rethinking is needed relates to the creation of an appropriate organisation for implementation of the

decentralisation plan. In the implementation process, private and public organisations need to be actively involved. These organisations in the decentralisation process would require support from the central, state or local governments having jurisdiction in the metro-regions. These agencies should have statutory authority over local bodies and coordinate the activities of various other agencies involved in the decentralisation process. In the absence of proper coordination amongst local agencies, the decentralisation process often leads to duplication and wastage of limited resources. In light of these and to ensure accountability to the people, it would be desirable to entrust planning and plan implementation activity to the state town and country planning departments.

In his valedictory address, Shri Amiya Nandy, Vice - Chairman West Bengal State Housing Board appreciated the role of town planners in the development process of the country. He was of the view that without decentralization of economic activities, dispersal of population is very difficult. He suggested that the economic potentiality of small and medium towns should be exploited for successful metropolitan decentralization.

An exhibition on "Metropolitan Planning and Development Concepts" was organized which was inaugurated by the Mayor of Calcutta, Shri Prasanta Chatterjee.

RECOMMENDATIONS

Metropolitan Decentralisation:

The Congress noted that the metropolitan cities, as citadels of economic, political, social, cultural and administrative activities, have always attracted people for providing unlimited opportunities for employment, therefore, people migrate, to each of the super-metros: Calcutta, Bombay, Madras and Delhi. The migration trend to other metro-cities is of a similar nature but of lesser magnitude. A quarter of the total urban population of India live in these cities in 1981 resulting in an enormous

stress. Some basic issues arising out of this situation noted by the congress are:

Can the metropolitan economy and support systems endlessly contain this rush of migrants? If not,

What are the critical dynamic forces in contemporary India that defy the efforts towards containing metropolitan growth?

What strategies and programs can be formulated to strengthen the support systems within the ambit of metropolitan economy and spatial contexts?

What are the strengths and weaknesses of the institutions and organisations for metropolitan planning and development management? How can these be made responsive to the metropolitan decentralisation?

How to integrate the efforts of metropolitan decentralisation in the context of spatial framework of metro-region through a balanced dispersal of all kinds of settlements (urban and rural) following a distinct hierarchical pattern leading to rural-urban continuum?

Accordingly, after deliberating above issues the Congress recommended that:

National Level:

- Preparation of spatial regional plans of the existing and likely metropolises in the country by the year 2001 be taken up during the Eighth Five Year Plan. The Planning Commission should recognise metro-regional planning as a necessary component of development program and provide necessary funds separately under central assistance to the states.
- For preparation of base maps, “Human Settlement Parties”, on the pattern of “Forest Parties”, be established under the Survey of India with technical advise from Town and Country Planning Organisation for indicating priority, areas to be covered under each region, scale of maps and con-

tents. Planning Commission / Ministry of Urban Development, Government of India, should provide necessary financial support for this purpose.

- The Planning Commission / Ministry of Urban Development, Government of India, should also provide necessary funds for setting up of Technical Cells for Urban Mapping in each State Headquarters of Town and Country Planning Departments, and TCPO should be the coordinating agency at national level.

State Level:

- The state town and country planning departments should take necessary action to prepare the metro-regional plans of all metropolitan cities of the state.
- All spatial metro-regional / metro-sub-regional / district plans should be detailed out up to the small towns serving as rural-service-centres to ensure desirable rural-urban continuum.
- While preparing the spatial regional plans the following should be taken care of:
 - 0 The creative economic role of metro-centres should be recognised and the decentralization should not be at the cost of the metro-centre;
 - 0 Taking the strong supportive role of appropriate transportation system into account, transport plan for the metro-region and the metropolis be prepared;
 - 0 Appropriate economic base and job opportunities in different growth centres and new towns in the metro-region should be specifically identified and planned;
 - 0 Special care be taken to ensure a desirable development of fringe areas around the metropolis and also around various other settlements in the region; and
 - 0 The spatial planners should be involved in formulation and implementa-

- tion of spatial plans at different levels of local government i.e. district, town and taluka so that planning knowledge and skill could come to the people at different levels.
- The process of metropolitan regional development must rely in a rational manner upon people’s participation at all stages to minimise and effectively bridge the gap between people and the planner. Accordingly, the following actions should be taken :
 - 0 Efforts should be made to increase peoples consciousness about implication of planning and development processes so as to ensure their active and effective involvement in planning, provision and maintenance of different urban services and their operational quality;
 - 0 Role of private, non-governmental, voluntary organisations engaged in the task of city building process should be encouraged. These agencies also need to be financially supported by state level agencies, to a limited extent to ensure their active involvement; and
 - 0 There is an urgent need of reviewing the existing planning legislation of various states to include people’s participation in the planning, development and managerial process. All planning legislations should, therefore, be reviewed and updated to promote public participation.

- To implement the metro-regional plans and coordinate development in a region, a metropolitan regional development authority be established for all Metro - Regions.

Local Level:

- For the provision of infrastructure and basic urban services, Calcutta’s experience of decentralised planning under the MDP (Municipal Development Program) can be further explored for adoption by various metropolitan development authorities.

Calcutta-300 : Emerging Issue

- A Calcutta Metropolitan Regional Development Authority should be established to prepare the metro-regional plan and coordinate development in the influence zone of Calcutta which extends much beyond the boundaries of the state of West Bengal.
- While preparing the Calcutta Metro - Regional Plan, the concept of development of new towns and revitalization of existing adjoining towns and Calcutta city core should be taken as a strategy.
- Continuous review of the Implementation of plan / programs should be carried out for effective feedback.
- Efforts should be made for identification, delineation and conservation of natural and man made heritage zones of Calcutta and it’s hinterland.

40th TOWN AND COUNTRY PLANNER’S CONGRESS

Theme	: Settlement Planning - Concepts and System
Year	: 15th - 17th January, 1992
Venue	: Pune
President	: Shri H. R. Suri



The 40th Annual Town and Country Planner’s, Congress was organized at Pune during Jan-

uary 15th - 17th, 1992; on the main theme “Settlement Planning: Concepts and Systems”

with the sub-themes “Alternatives to Master Plan”; “Plan Implementation”; “Public and Private Sectors Participation”; and “Pune Region - Retrospect and Prospect”.

The Congress was inaugurated by Shri Sushil Kumar Shinde, Honourable Minister for urban Development, Government of Maharashtra. On this occasion, the Honourable Minister for Education, Shri Anantrao Thopte and Honourable Minister of State for Urban Development, Shri Madan Bafna were also present.

Shri Sushil Kumar Shinde, in his address, narrated some of his experiences as a Minister of Urban Development of Maharashtra for the last two years, dealing with urban and regional planning matters in general and development plans and development control in particular. He said that town planning scheme as a concept for planned development is in vogue in Maharashtra for eight decades. Similarly development plans are being formulated as a statutory instrument for urban development; and control for last four decades. But sadly they have not been effective enough to guide the urban development in a planned manner, because there are numerous areas where there is considerable vacuum or need for a fresh and innovative thinking. This is more pronounced particularly in view of vociferous environment conscious groups which is a recent phenomenon but relevant on the background of rapid pace of urbanisation, fast growth of cities and yet apparent degradation of environment, in spite of numerous planning endeavours, even though the legislative frame-work of the state has been considered not only as advanced but also ideal, which to some extent is true.

He then mentioned that development always out-paces the planning efforts. Curious aspect in the planning system is that the law and the planners always tend to undertake comprehensive studies of urban structure and growth simultaneously striving for minute details. Also there is emphasis on people's participa-

tion in planning. The inevitable effect is a very protracted process of plan formulation coupled with rigidity in the plan document. This rigidity does not address adequately to the fluid and highly sensitive socio-economic conditions which are inherent in a developing economy. The result is that more often than not, development takes place in a manner other than what is foreseen. The planners community therefore, should seriously address itself to this aspect of uncertainty.

Another aspect he underlined is plan formulation for which the urban planners usually assume a plan period of 20 years for preparing the development plans for urban settlements. In Maharashtra land-use zoning proposals are made considering the next 20 years population growth and the amenity spaces are provided considering only the demands likely to arise in the next 10 years. The mere zoning approach to the development plan results only in imposition of controls rather than promotion of development and seldom seem to correspond to the needs of the community. Though the urban planners always mention that their approach to physical planning is integrated, the document does not demonstrate it. National Commission on Urbanisation has dealt with at length the lacunae to the present zoning approach in making of development plans and suggested three tier development process, namely, (1) master directive plan for the entire city (2) execution plan and (3) action area plan; taking into consideration major aspects of developments, such as employment, housing, transport and essential urban infrastructure. Action area plans should be drawn up carefully and should be backed by financial resources and phasing programs worked out realistically. Human settlements are constantly subject to changes which called for a need to take a longer perspective at least for essential socio-economic needs particularly of service infrastructure and transport. Recommendations of National Commission on Urbanisation should be considered as guiding principle in this direction.

He also observed that the development plans are implicitly restrictive in nature and have an added draw-back of multiplicity of controls. The private sector tends to avoid some of these restrictions which results in shifting of growth potentials from urban areas to distant rural suburbs. Provisions of Urban Land (Ceiling and Regulation) Act 1976 have further added to distorted urban morphology resulting in increased costs for provision of services, infrastructure, distorted home-work relationships and increase in cost of transport. This has also resulted in provision of public transport becoming economically unviable resulting in mushrooming growth of two wheelers adding traffic congestion in the central cities. This has a telling effect on the mobility of weaker sections, who do not afford the transport costs and, therefore, are deprived of meaningful participation in the urban system. This also raised pertinent question as to who we are planning for? A cursory look at the planning standards which forms a base in evolution of planning documents indicates that there is no attempt for making provisions for the needs of informal sector which are predominantly manifested in all the urban areas. It has also been said that slums existed in the past, exist in the present and probably would continue to exist in the future unless some innovative mechanism is evolved to remedy the situation. In Maharashtra this problem has engaged attention of the government and tried to ameliorate the situation by making provisions of extra FSI, in the recently sanctioned "Development Control Regulations" for Greater Bombay so as to create some incentive for the private sector to undertake redevelopment schemes for slum areas. The ultimate success of this idea depends upon use of this relaxation by the private sector keeping in view the spirit of this gesture made by the government.

Possibly there is a need to avoid thinking in terms of rural-urban continuum and to consider these areas as parts of the central cities

and to delegate the powers to the concerned local authorities to control the development in such peripheral areas outside the administrative jurisdiction of local authorities. It is also worth mentioning that Bombay and Pune Development Plans as sanctioned by government, have also introduced the concepts of accommodation reservation (AR) and transfer of development rights (TDR) so as to make basic social amenities available to the community without additional financial burden to the implementing agency. These measures also are of recent origin and, therefore, success or failure of these are yet to be seen. But these measures would be well received by the people.

As stated earlier the planning process by virtue of the cumbersome legal provisions results in unforeseen developments which precede plan formulation. This time lag needs to be remedied. For instance, it has been our experience that the concept of town planning schemes which the National Commission on Urbanisation has advocated as effective tool to guide the urban development has been in practice in Maharashtra for over 8 decades now. But increasingly the schemes are bogged down in the delays for various reasons, chief amongst them being the cumbersome legal provisions and conflicting ownership interests. Yet another example would be the delays in finalisation of plans of towns. If recurrence of such delays are to be avoided, legislative reforms might be inevitable.

Though the Honourable Chief Minister of Maharashtra, Shri Sudhakarro Naik could not attend the congress due to unavoidable circumstances, his speech was circulated amongst the participants. Shri Naik in his speech stated that the Maharashtra State was always a pioneering in the field of town planning. The first town planning legislation in the country was Bombay Town Planning Act, 1975 enacted by the erstwhile Bombay Province. The Maharashtra Regional Town Planning Act, 1966 introduced the concept of statutory regional plan for the first time in the

country. Shri Naik lamented that in spite of voluminous town planning efforts, the quality of life in cities and towns did not show marked improvement. He, therefore, suggested that planners should seriously ponder / deliberate over inabilities of development authorities to implement development plan proposals to a satisfactory level and evolve a more realistic, pragmatic and effective model for regional and urban planning. Shri Naik hoped that the deliberations on the main theme and various sub-themes would lead to evolution of a methodology to achieve sustainable planned development. Shri Naik assured the delegates that the Government of Maharashtra would do everything possible to bring about changes in legislation so as to create a better living environment for the people.

Shri H. R. Suri, President, ITPI, in his presidential address described the latest trends in urbanization and said that even today 3,700 urban settlements in the country do not have proper base maps - leave alone some form of master plans / development plan. If positive and quick action is not taken, this number may increase to 4,200 by 2001. He, therefore, urged all professionals to recognize the magnitude of this gigantic task and address themselves to the various complexities involved. He added that human settlement planning required two distinct spatial levels of operation, one which related to the regional framework and the other which pertained to settlement level. Yet another important fact is land which is a resource as well as an instrument for settlement development. The country still does not have a consistent land policy, and adhoc attempts to exercise control lead to undesirable results. The outlay on urban development went down successively in the five year plans and in the Seventh Plan, it was only 1.01 percent which is too low by any standards. Another problem which Shri Suri emphasized was the lack of representation of physical planners at decision-making level.

In his valedictory address Shri M. Arunachalam, Honourable Union Minister of State for Urban Development, suggested that planners should evolve system for improvement of substandard areas, namely *jhuggi* clusters, unauthorised regularized colonies, urban villages, rural villages, slum areas and pavement dwellers. He informed that the Central Government would soon announce a new "housing Policy" through which it would become possible to more actively involve the private sector. The policy envisages that development agencies role should be that of facilitating, coordinating and controlling different activities rather than burdening themselves with building activities.

Shri Arunachalam recalled to-date government's policy of strengthening small and medium towns and rural areas which in his view had been only marginally successful. He suggested that for streamlining the migration towards metropolitan cities, a better approach would be to establish sound regional planning procedures after a deep study of India's informal economy, agriculture, market mechanism and interaction between rural and urban economic sectors.

An exhibition organized on this occasion was inaugurated by Shri Mohan Dharia, former Deputy Chairman, Planning Commission, Government of India.

RECOMMENDATIONS

Settlement Planning; Concepts and System:

- The spatial regional plans should be prepared for all regions / districts to provide an orderly development of settlements, both rural and urban, ensuring a desirable rural-urban continuum and providing, among others, alternative location for investments.
- With a view to introducing dynamism and flexibility in the spatial planning process, and also to integrate them with the national economic plans, the master plans

or development plans (a preferred term to be used) of settlements should be prepared for short-term duration (5-10 years) commensurate with the national five year plans. These plans be conceived within the framework of long-term (20-25 years) settlement perspective plans which should be a policy document.

- The settlement development plans should be prepared, showing land use, activity nodes, infrastructure, development controls, Investment plans and implementing agencies. It should be a legal document. Within the framework of the settlement development plan, annual plans with detailed projects / schemes be prepared for implementation.
- The national Planning Commission should make adequate provision for preparation of regional plans and settlement development plans in the Eighth Five Year Plan. The Planning Commission / Union Ministry of Urban Development should also provide necessary financial and other support to the central / state town planning organizations / departments in this regard.

Plan Implementation:

- Plan implementation should be an integral part of the settlement development plan.
- There is an urgent need to amend existing legal tools with a view to increasing their effectiveness and efficiency specially:
 - o The states not having a “Regional and Town Planning Act” should enact the same on the pattern of the model prepared by TCPO for ensuring plan preparation and it's implementation;
 - o Zoning regulations, building bye-laws and other rules and regulations should not be too rigid and should rather be simple and objective so as to serve as a catalyst to the development of the settlement; and

- o Zoning regulations of each settlement development plan should specify that all layout plans / schemes submitted for approval to the competent authority must be signed by a qualified town planner who should be a member of the Institute of Town Planner's, India.
- For meaningful implementation, adequate administrative set-up at appropriate levels needs to be created with effective participation of town and country planners specially, a two-tier system be established for integration of urban and rural planning and development. The district planning and development mechanism be restructured to integrate spatial and economic planning and development efforts and to involve urban and regional planners in the planning and development process.

Private Sectors Participation:

- Public, corporate, cooperative and private sectors should be encouraged to contribute their share in management.
- People's participation should be encouraged for planning, implementation and review, maintenance and management. Existing regulations need to be suitably modified.
- Public sector should act as facilitator for planning, development and monitoring. Private sector, on the other hand, should be involved in detailed area planning, specialized planning inputs, project implementation and funding.
- Role of informal sector should be recognized as an integral part of development process. Locations should be earmarked in the development schemes for informal residential, commercial and other activities keeping their development and management as an informal activity.
- Joint venture model of public and private sector be encouraged for planning and development.

- A Consultancy Promotion Centre may be established by the Union Ministry of Urban Development with active participation of ITPI on the lines of the Consultancy Development Centre set up by the Ministry of Science and Technology.

Pune Region

- To minimize pressure on Pune city there is need for:
 - o Development of new / existing nodes in Pune region; and
 - o Development of Baramati as a major city in Pune region.
- The cultural, historical and educational characteristics of Pune should be preserved and strengthened.
- Pune area should be developed as a lake district for promotion of tourism. Adequate care should be taken to protect the environmental and ecological aspects of the region.

- Western Ghat Mountain Region should be developed as a forest area by planting trees of suitable species.
- A Comprehensive traffic and transportation plan for the city and the region should be prepared and enforced.
- Sporadic fringe area development around existing Pune and Pimpri-Chinchwad city should be curbed.
- Legal provisions should be made and enforced to curb the mushrooming of farm houses in the green areas as “no development zones”, where only recreational areas be developed.
- Mountains, hills and hill slopes should be developed as forest with no - construction zone.
- The rivers passing through the city should be protected from their misuse and instead river front development be encouraged.

41th TOWN AND COUNTRY PLANNER’S CONGRESS

Theme	: Development and Management of Coastal Areas
Year	: 1st - 3rd February, 1993
Venue	: Goa
President	: Shri H. R. Suri



The 41st Annual Town and Country Planner’s Congress at Goa was held during 1st - 3rd February, 1993, on the theme "Development and Management of Coastal Areas" with the sub-themes - “Development Strategy for Coastal Settlements”; “Conservation and Protection of Coastal belt”; and “Development of Tourism”.

The Congress was inaugurated by Shri M. Arunachalam, Honourable Union Minister of State for Small Scale Industries, and Agro and Rural Industries. On this occasion, Dr. Carmo Pegado, Honourable Minister for Urban Development, Government of Goa, was also present.

Shri Arunachalam in his inaugural address stated that in developing countries like India there is a conflict between the pace of economic development and protection of environment. Economic development is necessary to feed the masses and provide them at least the basic facilities to improve the quality of life of the poor. Economic development, therefore, becomes a priority for the country. Environmental concern thus, has the next priority. But there is a limit to which the eco-system can sustain the development, this calls for maintaining a balance between the environment and the development. Recently environmental awareness has spread

world over in both developing and developed countries. The developing countries have now become more conscious about the eco-system and its benefits. The basic issue thus, relates to drawing of the dividing line between the development and the environment. In this context development covers economic, spatial and the environment refers to the entire eco-system - the land, the water, the air, the flora and the fauna.

The notification of Ministry of Environment and Forest provides for preparation of Coastal Zone Management Plan (CZMP) by the states. The Union Ministry of Environment and Forest have also constituted a Task Force in November 1992 for examining the CZMP in terms of the CRZ notification and other considerations and suggest modifications if any.

Several coastal states have suggested relevant modifications particularly the distance between the HTL and 500 metres. These suggestions are being examined by the Ministry of Environment and Forest. However, CRZ should not be planned in isolation rather it should be part of a regional spatio-economic development plan of the area.

Historically, trade commerce and industries have flourished in coastal areas which have given rise to development of settlements along the coast line. Two out of four mega cities of the country are located along the coast, these are namely Bombay on the West coast and Madras on the East Coast and thus the size of coastal settlements varies from more than a million in mega cities to less than 1000 fishing villages. Some 211 million people live in coastal areas. It is estimated that Bombay city discharges 365 million tonnes of sewerage annually to the coastal zone. This figure for Calcutta city is 396 million tonnes per year. This sewage damages environmental quality and degrades the marine life. It is a known fact that several species of fishes have disappeared from coastal waters of Bombay due to pollution.

There are 11 major and 139 minor and intermediate ports located along the coast line. The traffic handling capacity of major ports has reached a saturation point and the 8th Five Year Plan suggests capacity augmentation program for these ports. The minor and intermediate ports on the other hand, are stagnating and have not registered any significant traffic increase over the years. There is hardly any coastal shipping to carry cargo and passengers for destinations on the water front of the country.

There are spatial imbalances in the spatio-economic development of the coastal areas. For example West Coast is generally more developed than the East Coast. The intra-coastal regional variations are also seen. Tamil Nadu coastal plains region is most developed as far as industrial and agricultural development is concerned. Orissa coastal plains, on the other hand is least industrialised. Similarly, along the West Coast the Konkan region is better developed with Bombay as the western gateway to India. The regional spatial development plans and programs of various coastal regions are required to be taken up on priority and accordingly the state governments need to take necessary action in this direction. Such a regional development approach will ensure a desirable rural-urban continuum and a hierarchy of settlements with proper economic base and functional specialisation in the regional system. This should also ensure protection of coast. In this context a strategy of directing the growth away from the coast needs further examinations.

The seas attract tourists both foreign and domestic. Tourism is an important industry for India. The foreign exchange earning of the tourism sector in 1991 - 92 was Rs.3000 crore. Some 5.3 million people directly and about 13.8 million people indirectly depend upon it, for employment. It is estimated that each tourist visiting India provides jobs to 3-4 persons directly and 8-12 persons indirectly. But the potential of the sea as a water resource for

tourists has not been exploited adequately so far and it is high time that necessary action is taken in this direction. In our pursuit for tourism development in coastal areas, the environmental considerations should not be neglected.

It is a challenge for planners to plan the development in such a way that it will enhance the quality of environment and fulfil the goals of both, the spatio-economic development and environmental protection.

Shri H. R. Suri, President, ITPI in his presidential address stated that from time immemorial the seas has been recognized as a treasure house of minerals and marine lives and waterways that connect the continents. However, man in his pursuit to harvest the riches of the seas has largely degraded the environment and has posed a considerable threat to the ecosystem of the coastal areas.

In a developing country like India which is bestowed with coastline, special attention is required for planning and development of coastal areas in a manner that objectives of both spatio-economic development and environmental protection are achieved.

This requires separate policy initiatives for coastal areas; harvesting of marine resources including off-shore petroleum and ocean energy; and the protection of the natural systems - the wetlands, lagoons, backwaters, beaches, mangroves and the like.

During the Plenary Session, Shri D. S. Meshram, Chief Planner, Government of India, emphasized that the local conditions must be kept in view while observing the various provisions of the coastal management notification. He was of the view that stipulations should not be seen in isolation of the developments taking place beyond 500 mt on the landward side and stressed the need to draw up integrated plans for both the areas as part of a comprehensive regional plan. He mentioned that the planners alone should not be blamed

for the conversion of green areas to other land uses like residential, commercial, etc., because the land use changes are made by the competent authority. He, however, was of the opinion that if it is the requirement of the community then plans should be flexible enough to adjust such changes as and when required for the benefit of the community as a whole. He further stated that with a view to check further deterioration of towns, the influx of migration needs to be diverted to the other settlements by providing proper and adequate infrastructure.

Valedictory address was delivered by Shri P. K. Thungon, Honourable Union Minister of State for Urban Development, Government of India, who stated that coastal areas have a number of favourable features and unique physical characteristics which have made them focal points for settlement and economic activities, because they satisfy diverse human needs like food, energy, transport and recreation. Economic activities within our coastal zones include fisheries and other aquatic resource exploitation; beach mining, offshore oil exploration, mangrove utilization, salt production, agriculture and the like. However, some of our coastal areas have started showing signs of environmental degradation and are severely polluted and hence, of late there is an increasing interest and a growing national consciousness of the importance of these areas in the country's valuable marine eco-system. The need and importance of protective measures for the conservation, preservation and development of coastal areas have been accepted at all levels and efforts are being made at the central level and also by the concerned state governments to protect and develop the coastal areas.

India has a coastline of 7500 km bordering with nine states and two union territories, with 14 major, 44 medium and 162 minor rivers discharging 1645 cu km of fresh water every year to the sea around the country. Two out of 4 mega cities namely Bombay

and Madras thrive in their coastal locations because of the obvious economic advantages which the terrestrial and marine interface offers. There are 11 major and 139 minor and intermediate ports located along the coastline handling 155 million tones of cargo. However, with the increasing urbanization and industrialization during last 4 to 5 decades, the Indian coast is seriously threatened. The late Prime Minister Smt. Indira Gandhi issued instructions in 1981 to ban construction activities within 500 mt of the High Tide Line (HTL) to ensure that indiscriminate construction activities do not result in serious environmental problems in these coastal areas. With a view to providing statutory back up to impose graded restrictions to location specific conditions, the Government of India in the Ministry of Environment and Forest notified on 19th February, 1991; coastal stretches as Coastal Regulation Zones (CRZs) for regulating activities by declaring the coastal stretches of seas, bays, estuaries, creeks, rivers and back-waters which are influenced by tidal action (in the land ward side) upto 500 mts from the High Tide Line (HTL) and the land between the Low Tide Line (LTL) and the HTL as Coastal Regulation Zone (CRZ) and imposed restrictions on the setting up of industries, operations and processes, etc; in the CRZ. The CRZ has been classified into four categories: In CRZ-I no new construction shall be permitted except for some utility lines and gas pipe lines. In CRZ-II also no new building construction activity shall be permitted on seaward side of the existing / proposed road. In CRZ - III there will be a "no development zone" defined as the area between the HTL up to 200 metres from the HTL. In CRZ - IV the building activities and height is restricted and provision has been made to reduce the distance from HTL considering the size of each islands on individual basis. This notification also provides for preparation of Coastal Zone Management

Plan (CZMP) to be prepared by the states. The Ministry of Environment and Forest have also constituted a Task Force in November 1992, for examining the CZMP interm of the CRZ notification and in keeping with the scientific, economic, aesthetic and social aspects of the environment and suggest modifications, if any, in the draft CZMPs for all the coastal states and UTs along the coastal stretches of the country.

The coastal zone management, in fact, is the most important and effective method of planning and management of development in the coastal areas at the regional or national level. To do this, it is necessary that a regional plan for the entire area should be prepared by the respective coastal states / union territories under the provisions of the state town and country planning act and then the CZMPs, making use of the available legal tools, like the town planning act and it's rules, village *panchayat* regulations, municipal acts, land revenue code as also the coastal zone regulations.

The development control within 500 metres, as stipulated in the CRZ Regulations, is indeed, the first line of defence against despoliation of sea coasts and beaches. The increasing pressure of development forcing greater investment at many places of the coastal area requires to be channelized within the framework of a regional plan encompassing a bigger area so that concentration along the coastal stretch is prevented. The coastal zone management plans need to relate with spatial aspects like integrated development of beaches and coastal areas through proper land use planning and development.

The coastal zone management plan (CZMP) is the most effective method of planning and management of development in the coastal areas. However, he said, it was necessary to prepare regional plans for the entire area under the provisions of the state town and country planning acts or integrated development of coastal belt with it's hinterland / region.

With regard to Goa, he pointed out that the population is largely concentrated within the coastal *talukas* and there are certain other natural constraints for development of human settlements like hilly terrain, dense forests, mining operations, etc., leaving little land for future expansion of settlements.

Shri Simon D'Zouza, Deputy Speaker of Goa Legislative Assembly, in his address, stated that, while problems of development vary from state to state or even coast to coast within a state, there is a need to understand the problems clearly while formulating general policy guidelines, which would ultimately help in implementing the guidelines smoothly so as to protect and conserve our coastal areas.

An exhibition was inaugurated by Dr. Carmo Pegado, Honourable Minister of Urban Development at Art Gallery, Kala Academy.

RECOMMENDATIONS

Development and Management of Coastal Areas:

- The Coastal Zone Management Plan (CZMP) should be an integral part of the regional plan of the specific geographic / city / spatial priority urban region. This Regional plan should, among others, ensure:
 - o A desirable hierarchical system of settlements with their functional specialization in terms of economic activity polarization; and
 - o An efficient network of transportation system for movement of goods and passengers by road, rail and also waterways.

Conservation and protection of Coastal Belt:

- (CZMP) covering all aspects relating to conservation of environment, tourism and other economic activities.
- The (CZMP) should also include, among others, coastal landscape plan, and measures for protection of topography and

biological alteration, regeneration and stabilization of nature's defensive structure, conservation of wetlands, etc;

- Model ecology parks may be set up in coastal areas with a view to build up public awareness and also to increase bio-diversity which is dwindling.
- Development of coastal waterways, integrated with inland waterways, be given priority attention as it would be cheaper, convenient, environment friendly and also would add to revival of several declining / stagnating medium and intermediate ports. It would also provide opportunities for development of new ports.
- Latest base maps as well as ecological maps of coastal areas for preparation of regional and settlement development plans be prepared on priority basis using modern technology of remote sensing and aerial photography. This may be included in the Urban Mapping Scheme of Government of India.
- Appropriate norms and standards be set up to assess the magnitude of development and environment management interface problems.
- Each coastal region should have a coastal development authority to implement the regional plan. This authority should have an appropriate physical planning division to prepare and implement the plans. It is also suggested that there should be association of coastal development authorities with active participation of physical planners from coastal states.
- Ministry of Forest and Environment, Ministry of Urban Development and Planning Commission should have appropriate separate division to deal with coastal planning, development and management.

Development of Tourism:

- Considering the different nature and dimensions of tourism development in coastal areas and inland, it's development

should be seen and planned in differential perspective. Accordingly:

- o Local tourist resources be developed in indigenous style optimally to make it more attractive for both domestic and international tourists;
- o Exclusive tourist zones along the coast should be identified and developed;
- o New forms of tourism in the coastal areas such as marine parks, marine sports, development of wetlands,

coastal shipping and sea cruising be explored and developed;

- o The intensity of tourism development of an area should be in consonance with its carrying capacity and the tourist infrastructure be developed accordingly; and
- o Tourism industry needs to be made effective in the entire country by taking necessary legislative and administrative measures.

42nd TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : Planning and Development of Hill Areas
Year : 3rd - 5th January, 1994
Venue : Coimbatore (Tamil Nadu)
President : Shri D. S. Meshram



The 42nd Annual Town and Country Planner's Congress was held at Coimbatore, Tamil Nadu during 3th - 5th January, 1994; on the theme "Planning and Development of Hill Areas", with sub - themes "Resource Utilization, Industrial Development and Conservation of Hill Areas"; "Physical Planning Dimension of Tourism"; "Norms and Spatial Standards for Planning of Hill Settlements" and Development Option for Coimbatore - Erode Urban Corridor.

The Congress was inaugurated by Dr. S. Sankaran, Vice Chancellor, Tamil Nadu Agricultural University, in his address who mentioned that Coimbatore, located at the foothills of the Nilgiri mountains is known as the "Manchester" of South India. It is an important centre for engineering and textile trade. It is the second largest settlement in Tamil Nadu and has attained the status of a metropolis as per 1991 Census.

Coimbatore is one of the 3 metropolises in Tamil Nadu state is emerging as an important commercial, industrial and institutional centre in the state. Textile industry occupies an important

role in its economy. Due to rapid growth in the industrial sector and availability of employment opportunities, the population of city has grown tremendously. As per 1991 Census, Coimbatore with a population of 11.01 lakh is the second largest city in the state. Coimbatore-Erode urban corridor is part of Spatial Priority Urbanisation Region of Coimbatore-Erode-Salem as identified by National Commission on Urbanisation. It is a priority urban region in the state and needs attention in its development.

Shri D. S. Meshram, in his presidential address mentioned that Tamil Nadu, as one of the highly urbanised states in the country, has been playing a pioneering role in the field of planning and development. The recently prepared Structure Plan for Madras city is one of the models of city planning. Town planning has been an organised function in the state right from the beginning of the twentieth century. We may also recall the visit of Prof. Patric Geddes to India and particularly to Madras in 1915 to advise the Governor of Madras on the replanning and redevelopment of some sections of the old town, which is a landmark

event in the history of town planning in India. While in some states there is still no town and country planning act, in Madras the statutory power for planning and implementing town planning schemes had been conferred on the local bodies in the early years of this century under the Madras Town Planning Act, 1920 and the rules framed thereunder. Tamil Nadu is also one of the pioneer states in following the concepts of regional planning approach. As early as in 1955, a scheme was formulated for preparation of regional plans for 3 specified and resurgent regions namely the Madras City Sub-urban Region, the Coimbatore Sub-urban Region and the Neyveli Lignite Region. The State has a comprehensive piece of planning legislation on the statute book which provides for preparation of regional, metropolitan, master plans; new towns detailed development plans for which planning and development authorities have been constituted at various levels. The state is, thus, on a sound footing to embark on an all round development of human settlements.

He also emphasized that the theme of the seminar acquires a new dimension today when we are engaged in the task of amending our municipal laws and the state town planning acts in the context of the 73rd and 74th Constitution Amendments. As per these amendments, the State Legislatures are to amend / repeal the existing laws on the subject to bring them in conformity with these amendments. It is, in fact, the first step in the process of devolution of powers to the people at the grass root level and it is hoped that there would be a much wider debate on the various provisions of the Constitution Amendments and a greater involvement of the citizens and their representatives in the transition process. It seeks to provide an effective framework for sharing of power between the state governments and the elected representatives at the city / town level. In doing so, the need and importance of hill area development and planning should get it's rightful place.

Their traditional system of government and different social relationship have to be kept in view. The cost of infrastructure is relatively higher in the hill areas than in the plains and, therefore, requires larger investments. Besides, the area of the wards would be smaller keeping in view the total population of the town and, therefore, smaller wards should be constituted in such areas. These are some of the aspects which would need to be kept in mind while amending our municipal laws and the planning process should involve the smallest unit of urban governance namely the *Nagar Panchayats*.

Hills and mountains spread over more than one-fifth of total surface area of India contains about one-tenth of the country's population and have greatly influenced the life, culture, climate and economy of the country. Since time immemorial, the mountains have taken care of the mankind and now the time has come that we should give them extra care while planning for their development. Mountains and hills, seemingly permanent geographical feature of our landscape, have very fragile eco-system and cannot bear the indiscriminate onslaught in the name of development. Over the last two decades and particularly after the Stockholm Global Conference on Environment in 1972, considerable awareness has been created regarding the deteriorating environmental conditions particularly in the hilly regions all over the world including India. With the increasing pace of modernisation and industrialisation and dwindling of natural resources in the plains, hill areas are fast becoming the frontier regions of the country.

Senseless exploitation of natural resources and execution of ill conceived developmental projects in hill areas have generally ignored the age old concept of geopiety. With the result, considerable damage has been caused to the eco-system of hill areas and the effect of such damage could be seen in the form of

devastating floods in the plains and foothill zones, soil erosion, siltation of water bodies, changing climatic conditions, etc. The need to conserve natural resources and the environment particularly to prevent the damage to fragile and irreplaceable eco-system has rightly been emphasised in the national policies and programs during the last two decades. With this in view, "Hill Area Development Program" was launched during Fifth Five year Plan. Since then, the program has been continuing with changing thrust. In the Fifth Five Year Plan, emphasis was mainly on beneficiary oriented scheme while in the Sixth Five Year Plan the thrust was shifted to eco-development and in the Seventh Five Year Plan the scope was further enlarged to eco-restoration, eco-preservation and eco-development. The Eighth Five Year Plan along with Eco-development program also focuses on development of hill economies through improved management of land and water resources. Efforts made so far in this direction may be the right approach in solving the problems of certain target groups or sectoral problems but they are not enough for tackling the gigantic task of developing the hill areas. In the absence of critical evaluation of such programs, it would be difficult to assess their effectiveness in improving the environment of the area but nevertheless there is need to have a perspective planning policy for the development of hill areas.

Geographically, mountain is defined as a land form at considerably higher elevation than it's surrounding with usually steep slopes while the hill is defined a rounded upland area not as high as a mountain. In both the cases there is no general consensus on a specific height. Himalayas in the north, Western and Eastern Ghats, Deccan Plateau, Aravallis, Satpura, Vindhyachals, Nilgiris are the enchanting hill ranges dotted over in the fabric of Indian subcontinent. However, for the purpose of Hill Area Development Program, Planning Commission has attempted to delineate the

hill regions of India by accepting that any area above 600 meter contour line be classified as hilly together with other characteristics such as slope contiguity and other related factors. As such identification of hill region by the Planning Commission cover most of the hilly and mountainous tracts of the country and could be taken as operational area for planning and development purpose.

The development strategy followed through our national five year plans have no doubt helped in enhancing the agricultural production many fold, in increasing the pace of industrialisation and in raising the GDP but over the years it is also being realised that something has gone wrong with the woof and warp of the development option we followed. Resultant effect is discernible in the deterioration of environment and damage to our ecosystem particularly in the hill areas. The hill regions of the country are richly endowed with natural resources, such as forest, water, hydel power, minerals etc.; but of late, they have also been turned into areas of excessive exploitation and need to be tackled in the right perspective.

Each hill region has it's own problems and potentials because of it's peculiar setting and conditions but some of the common problems faced by the hill regions are : indiscriminate felling of trees and exploitation of other natural resources, soil erosion, siltation in the down stream areas, flooding of foothills and plain areas, shifting cultivation, faulty agricultural practices, less extent of cropped land, fragmented and small holdings, heavy pressure on agricultural land, least diversified economy mainly rural and agrarian, large extent of uncultivated waste land, inadequate irrigation facilities, scarcity of buildable land, emergence of linear urban corridors, inaccessibility of certain areas, uneven development of urban system, deficiency of infrastructure in hill settlements, lack of alternative source of energy substitute for fuel wood, lack of

preventive measures for ecological damage caused due to mining operations, etc. All these problems, have wide ranging implications on the planning and development of hill areas and accordingly, it calls for evolving a development strategy meeting the twin objectives of integrated spatio-economic development and environmental sustainability.

Although, we have been continuing with the Hill Area Development Program from Fifth Five Year Plan onwards and gain some experience in this regard, however, it would be worthwhile to discuss planning strategy followed for hill area development in other countries so as to draw some lessons from their experience. Two such interesting models of development are: i) European Mode and ii) Japanese Model. About 150 years ago in the European Alps in places like Switzerland Bavaria and Austria, similar conditions prevailed as in the Himalayan Region today. The problems of conservation and development of mountain region in the above European countries have over the years been tackled by adopting sound practices of land use planning with the help of land tenure system, development of hydro-electric power as a major alternative source of local energy for development, secondly, preventing the destruction of forest cover and thirdly by adopting development of planned and dispersed tourism. As the three factors have been blended to achieve the objectives of conservation and development, this model is considered to be useful in other mountain regions of the world as well. In Japanese model, hill areas have been kept as very sparsely populated where only two percent of the large population of over 100 million is living in the hills which cover 75 per cent of land area. This has been achieved partly by conserving the hills as resource regions for forestry, hydro - electric power, tourism and partly by having economic development in the plains. Although, it has some adverse impact in terms of acute congestion and pollution in the remaining 25 percent of

land area containing 98 percent population. Nevertheless, hill areas have been treated on the basis of conservation development factors as in Europe. Planners may like to explore that despite different physical and socio-economic conditions in our hill areas, to what extent we can draw on their experience ?

The hill areas has natural biosphere reserves with rich bio-diversity and need adequate attention for protecting their environment and development of natural resources, and therefore, demand that the planning approach for their development should be different from the conventional one. The hill area program already in operation focuses on the socio-economic development of hill people in close harmony with ecological development. The Eighth Five Year Plan identifies a set of 37 programs / schemes of different nature. A perusal of all these schemes indicate that most of these programs are sectoral in nature and target group oriented. Apparently, as stated earlier all these programs are within the broad objectives of eco-restoration, eco-preservation and eco-development but a closer look at these programs would reveal that they generally lack the physical and spatial dimensions and do not emanate from a well conceived integrated regional development plan. There is no doubt that the survival of the plains depends to a great extent on the pattern of eco-development we have in the mountains. The planning for the hill areas, therefore, cannot be seen in isolation as their development would also sustain the development of plains as well. The conservation oriented integrated regional development approach incorporating spatio-economic and environmental parameters should be followed for planning and development of hill areas.

Such integrated regional development plans need to be prepared at three levels namely policy perspective plans at macro level, program component plans at sub-regional levels and action area plans at the local levels taking sub - watershed as the

basic unit of planning for implementation of various programs. The basic philosophy of hill area development should relate to sustainable development. World Commission on Environment and Development has defined sustainable development as the ability to meet the needs of the present generation without compromising the ability of future generation to meet their own needs. The sustainability of development in the hill areas, whether it is for resource utilisation, developmental projects, human settlements, development of basic infrastructure for various socio-economics requirements, needs to be interpreted in clear terms. Considering the problems and prospects of hill areas, optimum use of land based on land capability, economy and environmental needs, development of alternate source of energy to the local fuel wood, development of planned tourism activities, scientific exploitation of natural resources, rational development of human settlements, diversification of economy, etc.; should form part of development strategy for sustainable development of hill areas. It needs hardly to be emphasised that planners have a far greater role to play in formulation of regional development plans and identification of various programs and their components. The foremost requirement is to make an assessment of the resources and potentials of development. In an exercise carried out for Western Ghats Region by the Town and Country Planning Organisation of the Ministry of Urban Development, an attempt has been made to assess the potentials of development in the region as well as identification of programs of development fitting within the overall strategy of eco-development. This exercise could be helpful in working out plans for various hill regions. However, with the advent of satellite remote sensing techniques, resource assessment in terms of land use / land cover, forest cover, water resources, minerals and mining areas and other land and environment features has become relatively easy, quick and reliable. In

view of inaccessible terrain of certain areas, use of remote sensing techniques for resource assessment and integrated development would be very useful. After assessment of resource potentials, scope for diversification of economy of various hill regions should be identified. Contrary to popular belief, some of the hill states despite low population base and lower level of urbanisation have recorded higher growth of total population as well as urban population than the India average during the last decade. This clearly indicate the increasing pace of urbanisation and other concomitant activities including industrial development, local handicraft, non-polluting hi-tech based industries, agro-based and other local resource based small scale industries could be located in the hill areas to improve the economic conditions of the hill habitat with adequate safeguard measures. It would be appropriate to work out future urban system for the hill areas identifying potential growth centres for development of various types of industries.

Tourism is an important activity coming up on a large scale in the hill regions. Millions of people from the plain areas throng the hills as tourist, for pilgrimage and for recreational and health purposes. Tourism has both positive and negative impact on hill environment, tourism activity needs variety of tourist infrastructure in terms of boarding and lodging facilities, camping sites, sports and recreational areas, transport and communication facilities, etc., which all have physical connotations. Efforts should be made to minimise the negative impact of tourism in the hill areas and tourism can be turned into potential benefit for the development of economy of the hill area. The development of tourism infrastructure having sizeable requirements of land could be planned in such a way that it does not disturb the ecology of the area and help in improving the land use / land scape.

The hill settlements need special care in their planning and development because of limited

availability of flat and buildable land in the hill regions. The emerging urban corridors along the major transport routes or water course could pose severe threat to the environment of hill region. Rational distribution of population and development of urban system would go a long way in protecting the environment of the hills. Concept of planning and norms and spatial standards followed in the plain areas cannot be extended in the hill settlements. The physiographic features of hill areas with their peculiar problems demand their own responses be it construction of roads, institutional buildings, provision of facilities and services and development of other infrastructure. Besides considering ecological consequence and environmental impact of various buildings and development projects, it may also require scaling down of norms and spatial standards than what we have been following in the plains.

An exhibition organized on this occasion was inaugurated by Prof. S. D. Raj, former Director, School of Architecture and Planning, Madras and past President, ITPI.

RECOMMENDATIONS

Planning and Development of Hill Areas:

- The basic approach to hill area planning and development should be to arrest further damage to the fragile eco-system and to promote sustainable socio-economic and spatial development.
- Planning and development of hill areas should not be in isolation and it must be integrated with development of plains.
- Integrated regional plans should be prepared for watershed areas, which should include both socio-economic and spatial development programs. These plans be further sub-divided into sub - watershed regions, following administrative boundaries like districts and blocks. While preparing such plans the following aspects should be noted:

- o Carrying capacity, land capacity and suitability should guide land use;
- o Watershed management approach should be the basis for detailed planning of catchment's and micro catchment areas;
- o Natural resource management must ensure maintenance of basic life support system;
- o A cluster approach for provision of basic infrastructure be adopted;
- o The urban settlement strategy should be low profile and with low density development;
- o Flexibility in norms and standards to accommodate conditions guided by difficult hill terrain;
- o Work place and residence relationship;
- o Energy needs should be considered;
- o Alternative mode of transportation;
- o Communication network; and
- o Mobile and emergency facilities.

Development Options for Coimbatore - Erode Corridor:

- Industrial and other economic development in Coimbatore - Erode corridor is serving as a counter magnet to the mega city of Madras. But the spatial pattern of development should be studied in detail for it's effectiveness in terms of developing a rational settlement pattern, legal supports, administrative set up and provision of adequate infrastructure.
- The existing corporate area of Coimbatore and Tirupur be extended for effective control of development.
- Involvement of local entrepreneurs be encouraged in various developmental projects on the basis of BOT and equity participation.
- Constitution of Coimbatore - Erode Regional Development Authority on the pattern of BMRDA.

43rd TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : Emerging Dimensions of Regional Development Planning - District, Metropolitan, Urban Areas as Planning Units
Year : 31st January - 3rd February, 1995
Venue : Hyderabad
President : Shri D. S. Meshram



The 43rd Annual Town and Country Planner's Congress was held at Hyderabad, Andhra Pradesh during 31st January to 3rd February, 1995; on the theme "Emerging Dimensions of Regional Development Planning - District, Metropolitan and Urban Area as Planning Units" with sub-themes namely "Suitable Planning Legislation in the Context of 73rd and 74th Constitution Amendments"; "Mechanisms for Implementation, Management and Enforcement"; "Plan Making Techniques, Manpower and Training Requirements"; and "Strategies for Regional Development of Coastal Areas of Andhra Pradesh".

The Congress was formally inaugurated by the Honourable Chief Minister N. T. Ramarao Garu, by lighting the traditional lamp. Speaking extempore on the occasion in Telegu, the Chief Minister called upon planners and agencies concerned to address the needs of mass transport and look at the problems of megacities in the right perspective to arrive at meaningful remedial measures.

In his address, Shri B. V. Mohan Reddy, Honourable Minister for Municipal Administration and Urban Development, Government of Andhra Pradesh said that orderly development of towns and cities is highly essential for economic progress. However, in recent years, a debate is going on over the relative weightage to be given to industrial and economic growth on the one hand and environmental considerations on the other. Health and well being of all the citizens and their source of livelihood have to flourish together. They are complimentary to each other and hence, there is no conflict. Other important considerations of town and regional planning are preference to be accorded to long term

goals over short range benefits and giving public interest preference over the convenience of individuals. physical planning, therefore, is a complex task encompassing architecture, engineering, social agencies and public policy.

In most parts of the country as in Andhra Pradesh, metropolitan cities have been growing at a rapid rate while at the same time many small towns are stagnating without any growth of industry, business or other employment opportunities. Diverting industry and business to smaller towns did not succeed much because such places do not have schools, hospitals and recreational facilities of the desired standard that may attract the captains of industry and skilled workers. The new industrial policy of the Government of India has made an attempt to discourage industrial activity in metropolitan cities but unless alternative facilities are simultaneously developed in towns such places may not emerge as real counter-magnets. Shri Reddy felt that urban development as a sector is often discriminated against rural development. Even though both are complimentary, on one hand, rural areas provide raw materials and resources for the cities and in return surplus agricultural labour finds employment only in cities where industries are located. He further stated that support from the railways is also essential for example in metropolitan cities like Hyderabad the railways shoulder the responsibility of suburban transport to a large extent. He further explained that if the Nampally railway station in Hyderabad linked with Kachiguda or Malakapet railway station and if EMU coaches are run along the central loop rail, much of the congestion in

central areas can be taken care off. This will make Hyderabad a more efficient city and the scheme will benefit even the nation by reducing pollution and wastage of fuel.

Andhra Pradesh State has been playing a pioneering role in the field of planning and development. The wide ranging discussions and consultations recently held for the revision of Master Plan for Hyderabad 2021, is the notable example of public participation in various stages of planning. Town planning has been an organized function in the state right from the beginning of the twentieth century. The Andhra Pradesh Town Planning Act came into existence as early as 1920. In the recent past, a new act in the form of Andhra Pradesh Urban Areas (Development) Act, was enacted in 1975 to meet the requirement of planning, development and enforcement, etc., in a comprehensive manner. In the early seventies, efforts were made to prepare a long term plan for Rayalseema Region which took concrete shape during the Seminar on “Planning and Development of Backward Regions - Rayalseema as a Case Study” in 1970.

Shri D. S. Meshram in his presidential address stated that the 73rd and 74th Constitution Amendment Acts are in fact a first step in the process of devolution of power to the people at the grass root level. It intends to make local self government representatives, more responsible and responsive to the people to plan for themselves and participate in the decision making process. The implementation of the Constitution Amendments would change the entire planning process at various levels for which we have to gear up ourselves both technically and professionally to meet the challenges.

Andhra Pradesh is in the forefront, like many other states in initiating the process of amending the existing statutes to incorporate the process of amending the required provisions as envisaged in the 73rd and 74th Amendments of the Constitution. The state has already

initiated action to constitute statutory bodies like District Planning Committees (DPCs) and Metropolitan Planning Committees (MPCs) on a firm footing to embark on all round development of human settlements, Shri Meshram said.

In the emerging dimensions of regional development planning, district and metropolitan planning would be of crucial importance in operationalizing the concept of regional planning. In fact, district is considered to be a viable unit of planning at the sub-state level is an important link in the planning process between state and local level. Although district planning is in existence since long, it has not been effective in achieving the desired objectives mainly due to inadequate devolution of powers, responsibilities and resources at district level, lack of public participation, absence of spatial approach, etc. The major emphasis in the district planning exercise, so far, has been on district budgeting and lacked inter - departmental coordination and spatial integration. On the other hand, district regional plans prepared under state town and country planning acts were by and large physical development plans and economic inputs did not receive adequate focus. To fill up these gaps in the system of district planning, the 73rd and 74th Constitution Amendment Acts have not only revived the concept of district planning with vigour but have made specific provisions for plan preparation, institutional mechanism and management. It is mandatory to constitute a District Planning Committee (DPC) to consolidate the plans prepared by *panchayats* and urban local bodies. In view of the 486 districts in the country, preparation of plans for all the district would be a stupendous task and as such necessary institutional capabilities will have to be created to take up this challenging task.

The task of plan preparation, implementation and management at district, metropolitan and urban area level is very gigantic. In all such plans, integration of fiscal and physical

aspects needs to be attempted which would obviously require development of suitable plan making techniques so that these plans are dynamic, practical and sustainable. All these efforts need to be supported by adequate trained manpower. The National Commission on Urbanization and the Eighth Five Year Plan documents have also emphasized the use of latest techniques for the preparation of thematic maps and to generate data on land and environment. The Ministry of Urban Development, Government of India has also launched a pilot scheme of Urban Mapping in the Eighth Five Year Plan which envisages preparation of large scale maps for urban areas with the help of aerial photography. Plan preparation would require a variety of data on physical resources, socio-economic, cultural aspects, etc. There is a need to strengthen the data base not at district and metropolitan level but also at city and ward level. Besides, using conventional methods, the existing data base needs to be strengthened with the help of emerging techniques of aerial photography, remote sensing and geographic information system (GIS), etc.

As the nature of work involved is basically of area planning, socio-economic development, project formulation, site planning, integration and consolidation of plans and projects, etc., the state government need to ensure that these tasks are entrusted to qualified town and country planners. The Government of Andhra Pradesh needs to take a lead in deploying only qualified town planners for planning jobs in the state.

Considering the number of district plans and plans to be prepared by urban bodies and *panchayats* a minimum of 5000 - 6000 qualified town and country planners would be required, in the first phase, to undertake the work of planning at various level. The existing training facilities in the country are not adequate to meet the immediate requirements as hardly 200 town and country planners graduate from Planning Schools every year, It, therefore,

calls for expansion of training facilities to augment the availability of qualified town and country planners. The under-graduate course in the country on the pattern of Schools of Planning and Architecture, New Delhi and School of Planning GNDU, Amritsar and JNTU, Andhra Pradesh the other Schools should take the lead in this direction.

Shri Meshram concluded his address by saying that the Coastal Andhra Region comprising eight districts viz. Shrikakulam, Visakhapatnam, East-Godaari, West Godavari, Krishana, Guntur, Prakasam and Nellore is endowed with rich agricultural tract spread over delta plains of Krishna and Godavari rivers. The coastal region covering about 31 percent of state's area and 40 percent of it's population is a culturally and functionally homogeneous region. Regional development plan for such a resource rich and environmentally sensitive area would go a long way in optimal use of resources and sustainable development. In fact the problems of coastal areas are also linked to a great extent with the inland areas and the planning and development of coastal belt should not be done in isolation.

In Valedictory Session, valedictory addresses was delivered by Shri N. Chandrababu Naidu, Honourable Minister for Finance and Revenue, Andhra Pradesh; Shri B. V. Mohan Reddy, Honourable Minister for Municipal Administration and Urban Development, was Guest of Honour.

Shri N. T. Ramrao Garu Chief Minister of Andhra Pradesh earlier inaugurated the exhibition organized on this occasion.

RECOMMENDATIONS

Planning Legislation in the Context of 73rd and 74th Constitution Amendments:

- The 74th Constitution Amendment Act has emphasized the need for multi level planning with constitutional recognition of spatial planning. It is therefore, the right time that the Institute of Town Planner's, India initiates the task of working

out models, manuals and guidelines for replicable spatio-economic development plans at metropolitan, district and local levels of planning unit.

- In the District Planning Committee (DPC) emphasize is given on bottom upward approach i.e. planning commences from grass root level. This grass root approach to planning recommended for investment and resource mobilization and the process should be linked with spatial planning.
- The Member Secretary of the District Planning Committee (DPC) and Metropolitan Planning Committee (MPC) should be a qualified town planner since he is better equipped in scrutinizing the development plans / schemes and would be instrumental in ensuring as to what extent the regional dimensions of the plans are better conceived and satisfied?
- The Congress noted that in several states like Karnataka, Tamil Nadu, Goa, Pondicherry, and Nagaland, town planners are presently discharging the functions and responsibilities attached to the Member Secretary of similar bodies in the state. The model Regional and Town Planning and Development Law formulated by the TCPO and commended to the states for adoption also contains a similar provision and requested all states to adopt the same.
- The various experts dealing with municipal finance, spatial planning, engineering, etc., would be brought on the DPC and MPC to assist these committees in their task to provide necessary technical inputs. The role and the functions of the state town planning departments in the context of the provisions of 73rd and 74th Constitution Amendment Acts should be clearly established. These departments should be responsible for advising and assisting in the preparation of plans by statutory bodies and advise the state in all matters relating to town, district, metropolitan and devel-

opment within the state. In case of default in discharging the functions entrusted to the statutory bodies, the state town planning department should be directed to prepare the development plan at the cost of the concerned planning bodies.

- The Congress recommended that the existing development authorities operating in the DPC area should provide the necessary technical and sectoral infrastructure to the DPC to the extent that their continuance is justified. However, the overlapping jurisdiction of existing development authorities and DPC should be sorted out.
- In Gujarat, local bodies and planning and development agencies prepared development plans and town planning schemes under the state town planning act. In states where town planning acts are enforced, the Gujarat pattern can be followed under which local authorities are declared as planning authorities. In other states, where there is no town planning law, the municipal laws must be amended to include planning development and management functions and powers to the municipalities.

Mechanism for Implementation, Management and Enforcement:

- There is an urgent need to augment the availability of qualified town planners to be available with all municipal authorities for which a specific provision in the state acts is to be made.
- The existing metropolitan planning and development authorities should be merged with the MPC through appropriate legislative framework to avoid overlapping functions. The special function agencies should continue to provide the technical input to the MPC which are permanent statutory bodies.
- The Congress noted that the requirement of conformity of the state town planning

/ municipal acts to the 74th Constitution Amendment Act have to be made in the strict sense of the term, but a lot of work to spell out the details regarding composition, functions, responsibilities, financial resources, etc., requiring preparatory action and policy decision by the state government is still needed. The state government may take necessary action in this respect.

- The procedural delay in plan preparation and approvals should be minimized and in this context it is recommended that relevant procedures be suitably simplified and supplemented.
- Annual and five year spatio-economics development plans be prepared for each settlement based on master plan.
- A capable and adequate machinery for executing development plans with full participation of people and planners needs to be set-up.
- A system for inter-sector and inter-departmental coordination and integration of development efforts needs to be set-up.
- In the true spirit of the 74th Constitution Amendment the concept of public consultation and hearing, while preparing and implementing plans, gains importance and it needs to be further strengthened.

Plan Making Techniques, Manpower and Training Requirements:

- The available fiscal and other resources should be efficiently harnessed and appropriate innovative techniques of resources mobilization be explored. In this context use of land as a resource be effectively utilized in the interest of development.
- Relevant computerized data base at district and metropolitan area levels be set up and innovative techniques for preparation of base maps, analysis of data, formulation of plans and monitoring be used.
- In metro-area planning the partnership between the metropolis and small towns be

recognized and resources be transferred from the metropolis to ring / priority / new towns in the metropolitan region.

- Private sector participation needs to be encouraged and channelised especially in the cases of plan preparation, land assembly, housing, commerce and industries. In this context, joint-venture development program should be encouraged.
- Administrative responses should be replaced by management responses while implementing plans as the latter are more flexible, adaptable, innovative and system oriented.
- Granting exemptions or change in land use should be treated only as an exception rather than a rule, in order to minimize issue of such provisions in the planning laws.
- All agencies engaged in the task of planning, development and management of human settlements must be manned by professionals like town planners, architects, engineers, etc., in order to ensure management of such centres on highly professional basis.
- There is need to reorient the master plan concept from rigid "Once-for-all" approach, to a more dynamic approach (e.g. "Strategy Planning") to take care of the new challenges posed by the Constitution Amendments and the changes occurring in society.
- Since there is a statutory requirement to have a plan prepared for all the settlements, including the vast number of villages, it is imperative to have a national and state policy on training of planning professionals. It may start at apex level while at bottom level Training of Trainers (TOT) and then come down where actual imparting of skills takes place to cater to the top level, intermediate and lower level professionals and sub-professional needs.
- The education and training of planners, must incorporate the latest state of the art tech-

nologies like remote sensing, information system, GIS, and management techniques.

- There is a need for networking of training institutions in the country and ITPI may initiate necessary action in this direction.
- Efforts should be made towards creation of “Town and Country Planner’s Cadre” at national and state level to be able to meet qualitative and quantitative needs to plan all the urban centres and villages of this vast country effectively.

Strategies for Regional Development of Coastal Areas of Andhra Pradesh:

- The state government should clearly provide that plan implementation is as much an obligatory duty of the municipalities as plan preparation. The requirement of submitting an annual report to the government that the budget provision for the implementation of the development plans and progress achieved should be clearly incorporated in the municipal acts and should be strictly enforced.
- Efforts by some states to separate regional planning and urban planning requires to be discouraged as it will be against the principle of integrated urban and regional development that provides desirable con-

ditions for location of economic activities and creation of job opportunities.

- The emerging trends of physical and socio-economic development in coastal Andhra Pradesh clearly reveal that there is immediate necessity of preparation of comprehensive regional development plan for the coastal region for regulating and promoting development.
- While planning, the regional, environment, and ecological considerations should be given utmost attention and long term effect on activities like aqua-culture, fish farms, etc., need to be considered carefully.
- Within the broad frame, regional plan based on the geographical and economics consideration the district development plan for all the 9 districts of the Andhra Pradesh Coastal Region should be prepared on priority basis.
- The functioning of existing urban development authorities and other agencies for the coastal region need to be modified in reference to 73rd and 74th Constitution Amendments and the machinery for the implementation of development plan should be adequately, strengthened with the utilization of the services of qualified town and country planners at various levels.

44th TOWN AND COUNTRY PLANNER’S CONGRESS

Theme : Planning for Rural Development
Year : 31st January - 1st February, 1996
Venue : New Delhi
President : Shri H. R. Suri



The 44th National Town and Country Planner’s Congress was organized in New Delhi on 31st January - 1st February, 1996; on the theme “Planning for Rural Development”, with the Sub-themes: “Employment Generation and Spatio-economic Initiatives for Sustainable Rural Development”, “Rural Urban interface

and Manpower Development in the Context of 73rd and 74th Constitution Amendments” and “Metro Fringe Development”.

Shri R. K. Dhawan, Honourable Union Minister of State for Urban Affairs and Employment, was the Chief Guest, who in his inaugural address mentioned that population growth,

rapid industrialization and introduction of more employment facilities in the urban areas have been drawing people away from the villages at an alarming rate. Planning for rural development has, therefore, become very important to generate almost equal facilities in rural backyards with a view to stop migration to urban areas. He was happy to note that the Institute has chosen this theme, at a time when elected *Panchayats* and urban local bodies are taking positions in most of the states as a follow up of 73rd and 74th Constitution Amendment Acts. He said that it is time for to plan rural areas so as to discourage people to not rush to the large cities. The need today is to cater to the spatial and economic development in the rural areas. He further said that it would be worthwhile to have an overview of rural development programs. Recognizing the importance of the decentralized planning, he added that the 73rd Constitution Amendment has provided for creation of *Gram Sabha*, a significant place with adequate powers to deal with the affairs of the village and to prepare and implement plans for economic development and social justice. He emphasized that the role of professional town and country planners becomes more pronounced by virtue of their training to deal with both urban and rural areas. The planners should take into account aspects like land management; assessment of infrastructure and socio-economic facilities; determining land use functions of agricultural activities, commercial and small scale industry; road construction; plan for rural water supply programs, low cost sanitation; labour intensive public works, etc. He categorically said that the urban philosophy of life cannot be imposed on the villages. He further stated that town planners can play an effective role in terms of area planning programs of rural development. One of the vital issues which town planners must focus is on employment generation for surplus rural manpower within the rural areas itself. Mechanisms need to be evolved so that the fruits of the development trickle down to

the rural population. Active participation of local institutions like NGOs and community based organizations is also essential.

Shri H. R. Suri, President, ITPI, in his presidential address outlined that the urban population draws heavily on the rural resources for its food and raw material requirement, the differential between rural and urban population growth becomes less meaningful in estimating the pressure on the rural resources. It is the total population which provides the real picture of increasing demands on the rural resources for food, fuel, fire and other necessities of life.

Rural India is largely poor. Despite a decline in the percentage of the rural population, the number of the rural poor increased, chiefly because efforts to reduce the rate of growth of population and the programs aiming at mitigating rural poverty have been only partially successful.

Despite the high priority given in the successive five year plans to the development of the rural areas, the quality of life continues to be much below the desired levels, with continuing sharp disparities between rural and urban living conditions. Special employment programs like IRDP and JRY have succeeded in providing a certain quantum of employment to people and have led to the creation of some durable assets in the village. There is a perception that the achievements have not been commensurate with the resources spent on them.

Rural development does not mean agricultural development alone. It also does not mean pumping money into the rural area to provide for basic human needs as a social welfare measure. It encompasses a spectrum of activities and human mobilization to make people stand on their own feet and break away from all the structural disabilities which chain them to the condition in which they live. Rural development involves not only a concept of the village, but also relationship at every point

with the national economy as a whole, ensuring, in the process, equality of social status. Economic opportunity and participation of all sections and individuals in rural area and achieving a level of development which would lift the rural community out of its present state of poverty and backwardness.

As stated by the World Bank, rural development is a strategy designed to improve the economic and social life of the rural poor. Since to reduce poverty, it must be clearly designed to increase production and raise productivity. It is concerned with the modernization and monetization of rural society, and with the transition from traditional isolation to integration with the national economy. The objectives of rural development, therefore, extend beyond any particular sector. They encompass improved productivity, increased employment as well as minimum acceptable levels of foods, shelter, education and health.

Agriculture remain a principal economic activity in rural areas in order to tap the agricultural potentials fully and to increase agricultural productivity, a coordinated approach at all levels is required. Irrigation facilities should be used judiciously and efficiently. An efficient marketing system is essential to accelerate the development of livestock on scientific lines to augment the production of livestock and its products. A good network of veterinary services is necessary to provide health care to animals. Transport facilities at village level should be strengthened for procurement of milk and other livestock products. For profitable development of fishery resources, important steps required are systematic survey of the resources, extension and expansion of marine fishing grounds, speeding up of the process of mechanization of fishing crafts, increasing in fish seed production by expansion construction of new fish farms, improvement in marketing of fish by provision of fish markets, adequate cold storages and ice plants, processing centres with modern facilities, well

knit transport system linking producing centres with centres of consumption and improvement in the socio-economic condition of fishermen.

As pre-conditions to development of rural areas must acquire a certain level of infrastructures in the form of road and railways, storage and distribution facilities, electric power supply lines, communication and market networks, water supply facilities, etc. Admittedly, transport is necessary for overall economic development, but it is merely one means whereby the opportunity is created for economic development. In cases where the other means like technology, finance, human skills are not available transport may have a negative effect or, at best, no effect at all. If progress is to be realized, the planning of transport must be accompanied by a whole range of complimentary activities. They are planned and selected with reference to well defined social economic and political criteria and with some commitment to the implementation of complimentary activities. Thus, the provision of extension services, health centres, schools, public transport and other facilities must be considered simultaneously, since together they will lead to the development of a given area or region. Further, the location of these facilities must, therefore, be properly determined at a very early stage of development. This can only be done within the framework of comprehensive development schemes, where all the projects are evaluated in relation to other areas of the development process.

The poor quality of rural centres is a major bottleneck in rural development. Non-provision of efficient economic and social services hinders the progress of the rural masses. Sound planning of rural centre can help to reduce the present income gap between urban and rural area, thus, contributing towards a better balance in urban-rural relationship.

Rural development problem is of a complex nature. A piecemeal planning is not sufficient to tackle the problems of rural poverty. The

landless and near landless, for instance, are more likely to become victims rather than recipients of increased agricultural productivity. The resulting rural exodus merely aggravates problems elsewhere and contributes to uncontrolled growth of the major urban centres.

Regional planning, which is both integrative and comprehensive, would be more appropriate in tackling the complex rural problems. There are several reasons why the regional approach to rural development is crucial for a large country like India. The territory of the country is strongly differentiated with respect to the spatial exploitation of known natural resources, to human potential with its social and cultural characteristics, level of income, urban development and economic activity, particularly simultaneous existence of some modern and very backward sectors which display a different spatial pattern. The regional approach to development makes it possible to deal with the differentiated regions and their problems individually without losing the national perspective, and consequently, to apply the most effective measures for further development to each of them. Through the development of the entire individual regions, the entire national economy can be strengthened and better integrated into one viable entity. Regional planning as spatial development planning, utilizes the natural and human resources, to the fullest extent for the enrichment of the quality of life of its population and distributes the gains of development among the regions and groups within the region, thereby minimizes socio-economic imbalances and improves living conditions of the masses.

Rural area suffers a heavy migration of population to the major urban areas. The urban areas cannot properly accommodate the influx of newcomers, leaving them in a state of misery in the sprawling towns. It cannot be overcome by each city separately but must be handled on a wider spatial basis which would include the surrounding agricultural areas where the migrants usually come from. The

inter-relation of urban and rural development is a crucial issue and any separation of these two aspects is artificial. This again stresses the importance of regional development as a basis for rationalizing and controlling the process of rapid urban sprawl.

The integration of rural areas into the national economy can only be achieved through key urban-rural linkages. These are the connections which provide the network needed to the movement of agricultural products into agro-processing centres, the distribution of agricultural inputs or the spread of innovations and new idea from centres to their hinterlands. Several types of linkages exist, such as economic, physical, administrative and social.

One of the important objectives of a regional plan are to evolve an improved pattern of urban and rural settlements in the region with a view to providing the basic economic services and community facilities required for the development of the region. The identification of nodal points, both existing and proposed, and assessment of the level of services and infrastructure available and needed, in each of the settlements helps to determine the scope for economic activities at each of these centres. Thus, the benefits of planned development can be transmitted down to the lower hierarchy of settlement through spatial and locational interactions and inter linkages among the higher and lower settlement.

Rural development, like national or regional development, is brought about by structural changes in many fields, in rural economy, in social and cultural attitudes of its inhabitants, in land use patterns, in the settlements system, institutional set-up and administrative capacities. All these changes require extensive period of time to be accomplished. Like regional development, rural development is also a long process, extending over periods from ten to fifteen and more years. This process can be broken down to shorter intervals which can be considered as consecutive stages of the long-

term venture. Rural development, cuts across all sectors of development and demands a coordinated approach to planning by way of which all interdependent aspects of development are simultaneously resolved. Regional development planning, being an important instrument of this approach, will help to coordinate plans, programs and projects for rural development.

Constitution Amendments are positive steps in devolving powers at the grass root level to enable local governments both in the urban and rural areas to plan for themselves and to participate in the decision making process. He said that rural development has been receiving the utmost priority since the First Five Year Plan. Over the years, however, emphasis has been on community development programs, agricultural growth, target groups and beneficiary oriented schemes. These programs have been taken in isolation and do not form part of a long term regional or spatial development plan. He emphasized that rural development can only be achieved through implementation of sustained long term strategies. He reminded the delegates that the rural planning and development is poised to enter into a new phase. The need of the hour is to establish the required mechanism in right earnest within the spirit of the Constitution Amendments. Voluntary and non-government organizations (NGO) should be encouraged to take up schemes for rural upliftment in close collaboration with the local people. He stressed that the plans should be simplistic in nature with minimum controls.

At the Valedictory function, Dr. R. K. Nayak, Secretary, Ministry of Rural Areas and Employment, Government of India, was the Chief Guest, who stressed the need for integrated planning of urban and rural areas by taking into account mutual interaction not only between various sizes of settlements but also rural and urban areas. He emphasized that *Panchayats* should undertake massive programs of comprehensive rural areas for improving the standard of living in the vil-

lages so that substantial population is able to become successful producers of profitable goods and services. He said that liberalisation of economic policies, deregulation and industrial location policies would open up vistas for agro-processing, consumer goods and other village and cottage industries in the rural areas. Such development would require to be incorporated in the development frame work of rural development plans at various levels. There is an urgent need to train people with capabilities in different trades and industries for future manpower development.

Shri. R. K. Dhavan, Honourable Union Minister of State for Urban Affairs and Employment, also inaugurated the exhibition organized on this occasions.

Dr. R. K. Nayak distributed the national best thesis awards to the students on this occasion.

RECOMMENDATIONS

Employment Generation and Spatio-economic Initiatives for Sustainable Development:

- In planning for rural development, economic, environmental and infrastructure sustainability should be the primary objective synthesizing area based and settlement based strategies.
- The absorption capacity of arable land being limited, additional employment opportunities should be generated through policies and programs in non-agricultural, agro-processing agro-industrial, and agro-based consumer products sector for value additions.
- Various rural development programs in operation should not be taken up in isolation and must emanate from an integrated spatio-economic development plan at regional / district level so as to provide consistency and continuity in rural development.
- Adopting regional planning approach, an efficient rural-urban continuum should be

developed and specific action programs for development of growth centres, market towns and transportation network should be initiated.

Rural - Urban Interface and Manpower Development:

- District Planning Committee (DPC) and other institutional mechanisms devolving power, authority and functions to local authorities should be established earnestly as envisaged under Constitution 73rd and 74th Constitution Amendment Acts. Involvement of NGOs, CBOs and public at large should be ensured while preparing and implementing spatial plans for economic development and social justice at various levels.
- Town and country planner should be the Member - Secretary of DPC for effective coordination and monitoring of various rural and urban development programs within the framework of approved district development plan.
- Town and country planning departments at state level should be restructured to create a separate cell exclusively for rural planning and development. The Cell should be responsible for providing guidelines for formulation of district plans and monitoring of rural planning and development efforts of DPCs and MPCs at state level.
- In the light of Constitution 73rd and 74th Amendment Acts, there is a need for more technical manpower in the field of town

and country planning. The existing planning schools should chalk out a strategy to produce more number of planners to cater to the needs of rural as well as urban local bodies and the education curriculum should be reoriented to include additional inputs related to planning and management of rural areas.

- Data Base of National Informatics Centre (DISNIC) should be linked with all town planning departments and district planning committees for effective planning and management of rural settlements.
- Up-to-date land use and resource mapping for all districts should be prepared on urgent basis using emerging techniques of remote sensing, GIS, GPS, etc.
- Model rural plans should be developed for various typologies of rural settlements in the country.
- Norms for rural planning, distribution of facilities, services and amenities should be evolved on priority basis and these should be simple and flexible in nature.

Metro Fringe Development:

- Plan for fringe area should be prepared along with the development plan of metropolitan cities.
- Specific action plans of all the rural settlements / *Lal Dora* area within the metropolis should be drawn to avoid unauthorized construction and proliferation of commercial / industrial activities.

45th TOWN AND COUNTRY PLANNER’S CONGRESS

Theme	: Planning and Development of State Capitals
Year	: 19th - 22nd December, 1996
Venue	: Trivandrum (Thiruvanthapuram)
President	: Shri H. R. Suri



The 45th National Town and Country Planner’s Congress was organized in Thiruvananthapuram

during 19th - 22nd December, 1996; on the theme “Planning and Development of

State Capitals”, with sub-themes (i) “Planning Concepts and Processes”, (ii) “Infrastructure Development and Management”, (iii) “Resource Mobilization”, and (iv) “Future of Thiruvananthapuram as State Capital”.

Shri E. K. Nayanar, Honourable Chief Minister, Government of Kerala, inaugurated the Congress during which Shri Paloli Mohammed Kutty, Honourable Minister for Local Administration, Government of Kerala, was also present.

Shri Nayanar, in his inaugural address mentioned that the state of Kerala has been playing an important role in the field of planning and development. Many of large and medium sized urban centres have regulatory mechanism of development plans. The system of urban-rural continuum in the state is one of the notable example in the country. All the major urban areas have development authorities to ensure their planned growth and development. Kerala is amongst the first few states which has enacted Kerala Municipal Act, 1994 in line with the provision of the Constitution Amendment Act, 1992.

With regards to Thiruvananthapuram, he highlighted that it is basically a service town with preponderance of primary activities. Considering its growth rate higher than the average growth rate of urban areas in the country, the city is poised to become metropolitan town by the end of the century. Commercial and industrial activities are likely to be the major functions in the near future along with tourism. It would be appropriate to draw a future plan for Thiruvananthapuram, considering its functional linkages with its hinterland and other large cities of the state so that its cleanest and greenest image is conserved in the hyper expansion scenario of the capital.

Shri Kutty, Honourable Minister for Local Administration, Government of Kerala in his address stated that Thiruvanthapuram reflects in its outstanding land scape, unique tradition and culture and make it distinctive from the

rest of India's capital cities. The potentials of Thiruvanthapuram like beaches, backwaters, hill resorts, popular art and cultural attractions and other features needs to be harnessed for over all development of the Kerala state.

Shri H. R. Suri in his presidential address stated that capital cities are a pivot where both the processes of convergence and divergence take place in terms of political, administrative, judicial, economic, social, cultural and intellectual functions and activities. Historically the location and planning of capital cities have been receiving the personal attention of the Rulers, Emperors and political leaders. Capital city mirrors the personality of a state and leave an imprint of the age to which it belong. The princely capital of Jaipur, the empirical capital of Lutyen's Delhi, the post-independence modern capital of Chandigarh are some of the best examples of urban design and planning widely acclaimed world over. The capital cities because of their preferred locations attract large number of activities and people. The largest six cities in India are the capital cities and many of the state capitals have become the primate cities. The planning concepts and approaches followed for capital cities greatly influence the development pattern of other settlements in the respective regions or state and hence capital cities could provide widely replicable planning and development management models. An insight of the development pattern of state capitals being the symbol of vision would be of special relevance for the planning and development of human settlements.

The capital cities numbering 30 vary greatly in size, form, structure and other characteristics. Immediately after the independence and under the states Re-organisation Act of 1956, various smaller states were merged to carve out states and union territories mainly on linguistic basis.

Assigning the capital function to a particular city in the state was the first priority after

the formation of the states and union territories. In few states the historic capital cities continued to function as the state capitals while in some other states new cities were built as the capital. In general we have 3 types of capital cities that is (i) newly built capital cities like Chandigarh, Bhubaneswar and Gandhi Nagar, (ii) historic capital cities such as Calcutta, Mumbai, Chennai, and (iii) the dual city as the capital city where capital functions were assigned to the existing cities as in case of Bhopal, Thiruvananthapuram, etc. In addition, there are some state capitals particularly in the North-Eastern States where small administrative capital complex has been added in the existing towns to make the capital functioning.

The form and structure of the capital cities is also reflected in their growth pattern. The growth of population in the old capital cities like Calcutta, Mumbai, Chennai is lower than those capital cities such as Bangalore, Lucknow, Jaipur, etc.; which were assigned the capital function after the formation of the states. The large mega cities functioning as the capital cities have thus reached saturation level while more growth is taking place in other large capital cities. The newly built capital cities of Chandigarh, Gandhinagar and Bhubaneswar are experiencing a tremendous growth and so is the case with those capital cities where capital complexes have been added. Functionally, capital cities are considered administrative and service towns but they cannot sustain just as service towns without any basic economic functions. The functional classification of capital towns as per 1991 Census, however, reveal that smaller capital towns particularly in the eastern states are having services as the predominant function. The capital cities of Lucknow, Patna, Chandigarh, Bhubaneswar, Gandhinagar, Panaji, etc.; are also basically service centres. Larger capital cities of Mumbai, Bangalore have industries as the predominant function while Delhi, Chennai, Hyderabad, Jaipur,

Bhopal, etc.; are bi-functional in character with predominance of industrial-cum-service functions. It is surprising to know that Thiruvananthapuram is an exceptional capital city which has a multifunctional character. This is perhaps the only capital city in India where primary activities are still important engaging more than 20 percent of working population. Functionally Thiruvananthapuram is described as service-cum- primary activities cum trade and commerce town.

The trends of functional characteristics point to the fact that larger capital cities no longer depend mainly on the service and administrative functions and diversification of functions particularly in terms of industry and trade and commerce is faster.

Development plans or master plans as the important urban planning tools have largely helped for regulating physical development and land use pattern in towns and cities. Shri Suri specifically called the attention of the participants and delegates to the recommendations of the national workshop on 'Master Plan Approach: It's Efficacy and Alternatives' on 24 - 25 February, 1995; held at Vigyan Bhawan, which recommended that there is no alternative to master plan in the context, except a better master plan, which is more transparent simple and dynamic.

It is heartening to mention that all the capital cities have well conceived development plans and in certain larger capital cities, plans have even been revised twice or thrice. In most of the capital cities development authorities exist for implementation of the plans. Capital cities because of their prime locations are also having various other parastatal agencies looking after development aspects in and around the capital cities. By virtue of seat of administration and centre of gravity the capital cities get preference over other settlements as capital cities because of economies of scale and conglomeration of large number of activities and services.

In spite of the capital cities being the engines of growth of the states and hub of socio-economic and administrative activities they are facing the problem of physical and demographic over growth, with underdevelopment of infrastructure. The ever increasing excessive size with the tidal wave of humanity, shortage of urban basic services, slums and squatters, traffic congestion, environmental degradation, lack of social responsibility, unemployment and under employment, application of western concepts of planning and urban design in an indigenous setting, duality in urban form in term of dilapidated old cities and new capital complexes, deep rooted historical heritage with colonial and modern forms, etc, are some of the common problems generally being experienced in the capital cities.

In fact the capital cities are the visual symbols of states which are bestowed with distinct economic and political advantages. It is here that the laws are conceived and legislated and the chief executives of various state agencies are located. Hence, it is to the capital cities that the people look for inspiration, for economic development and for political favours. It is also a fact that most of the political, cultural or social movement seeking national attention direct their efforts towards the state or national capital cities. The capital cities are also the best examples of urban secular centres. In a nutshell the capital cities are the nerve centres of the states and effect greatly the flow of life and activity throughout the state. The planning and development of capital cities, therefore, needs to be viewed in right earnest so as to set good replicable models. However, for the location of new capitals, centrality, accessibility, nodality, security and regional balance should be the major considerations for appropriate location and efficient functioning of the state capitals. The factors at the micro level such as site suitability, availability of water, suitable physiography and soil conditions, etc., need to be given due

consideration. Planning for the new capital or for the existing capital should be conceived in a comprehensive manner dividing the entire stage of development in various phases and units. Capital cities cannot be planned in isolation and need to be developed taking into consideration its city region. Such trends of development are visible in creating various metropolitan regional planning and development authority for certain capital cities.

Diversification of functions is an imminent need in the capital cities and instead of concentrating on mono - function or bi-function the capital cities should be multifunctional for economic sustainability. Some of the capital functions could be shifted to other large cities of the state so as to relieve the state capitals from unnecessary congestion and avoiding the situation of urban primacy in case of capital cities. In few states benches of the State High Court and Directorate of certain service department like education, health, etc., have already been shifted out of the state capitals. With the enforcement of 74th Constitution Amendment Act decentralisation of planning and administrative function would be faster and most of the function should be provided at the local level instead of directing all the energies and movement towards state capitals. The western concept of industrialisation, urbanisation and modernisation may not be the best path for planning and development of state capitals, in India we need to evolve our own strategies keeping in view the socialistic and secular characteristics of our society. The capital cities should be closely integrated both physically and visually with the old settlements. Efficiency in use of resources, needs to be achieved through proper care in design and development.

The urban infrastructure is the fuel which drives the capital cities as engine of growth. The availability of adequate basic urban infrastructure like housing, water supply, sanitation facilities, transportation not only improves

the image of the capitals, but make it more functional and liveable. The quantity and quality of urban services need to be improved. Traditionally, provision of infrastructure has been considered public responsibility but the time is ripe for the private sector for investment in urban infrastructure to exploit the monopolistic situation of the public sector. With shrinking budgetary provision by the government and liberal economic policies, huge resources are not likely to be forthcoming from the budgetary support. Hence, there is a need to look into alternate means of resource mobilisation including public - private partnerships, institutional financing, etc. The low cost options should be innovated so that private sector could easily venture in provision of infrastructure in the capital cities. The changing technological contents of the infrastructure and increasing range and quality of services would be the pace setters for involvement of private sector in provision of services.

Infrastructure development and management (IDM) has been recognized as an important sub-sector of Indian economy. There is a robust chance to recognize IDM as core sector of economy along with other productive sectors during Ninth Five Year Plan by India. At least over last 5 years the concern for development and management of infrastructure has occupied the top agenda amongst most of the government schemes whether it be initiated by central or state governments. The much more attention was drawn during recent past owes much to the sharp fall in our exports and drop in the export performance indices.

India continues to live with chronic levels of Infrastructure base partly because of population explosion and lack of financial resources, besides the planning and development of infrastructure was hitherto a neglected subject.

But the new economic reforms brought in by India during the Eight Five Year Plan period which have identified amongst others the in-

adequacy of infrastructure development and management as prime reasons for low productivity of Indian economy. As sequel to this finding the Government of India has allocated the increased share of budgetary support to strengthen the infrastructure in the country.

The infrastructure development and management for a country having 960 million populations is tough task. The difficulty arises owing to the reasons, such as large variation of population density, too many rural and urban settlements, and existence of various monolithic pieces of lands representing religion, culture and history. The IDM becomes tardy in case of overcrowded urban centres and old cities as most of them got interwoven with activities related to economic subsistence and right to the ancestral property.

The choice of institutional arrangement for provision of infrastructure should be guided by the objectives of efficiency, equity and accountability in the supply of infrastructure services. For major city level infrastructure the public sector may continue to be the dominant actor, irrespective of public or private sector or jointly by both. Commercialisation of infrastructure services deserves to be given serious attention to take care of the deficiencies in urban infrastructure and improving its viability.

The valedictory function was held on 22nd December, 1996; in which Shri P. J. Joseph, Honourable Minister for Public Works, Housing and Education, Government of Kerala, was the Chief Guest and delivered the valedictory address.

RECOMMENDATIONS

Planning Concepts and Processes

- All the state capitals should be treated as "Special Cities" and special funds be allocated for their planning and development. A new scheme under central sector may be initiated by the Government of India in this context.

- Metro-capital regions should form the basis for policy deliberations for the effective planning and development of state capitals having million plus population. Policies for development of such metro-capital regions should be divided into three zones viz. the capital, the fringe and the periphery.
- Incentives and disincentives, such as differential rate of interest by banks may be introduced.
- Whenever, there is a need for planning and developing a new state capital, it should be taken as an opportunity for developing a node in the regional context and the site should be selected accordingly.

Infrastructure Development and Management:

- Integrated approach to the planning and design of state capitals should emphasise:
 - o Integration of physical, infrastructure, urban design, environmental, economic and institutional matters;
 - o Provision of MRTS as an essential component of metro capitals and it should be appropriately interfaced with land use and activity nodes;
 - o Management options for improvement of the existing pattern of movement within the capital irrespective of its shape and geometries;
 - o Location of essential components of the state capitals requiring security cover in one or more secured zone(s) for the ease of security measures and free movement of the public in general;
 - o Mixing of compatible land uses to make the area safe and economically efficient;
 - o Urban design considerations for the capital complex; and
 - o Conservation of heritage buildings and sites.

- For the effective development and management of capital cities, there is a need to :
 - o Evolve “performance indices” which should be constantly monitored and appropriate action be worked out with the help of modern tools of information technology;
 - o Mobilise land in such a way that it promotes development in both private and public sectors avoiding monopoly;
 - o Give special attention to solid waste disposal with innovative solutions;
 - o Divide the infrastructure development programs into two categories:
 - service projects which are for improvement and maintenance of existing infrastructure, and
 - the revenue projects which are cost intensive for augmentation of infrastructure,
 - o Identify the role of various implementing agencies including “Non-Governmental Organisations” for effective coordination.
- Existing rules, acts and bye laws should be revised as far as possible to make them simple and conducive for promotion of development rather than for control of development.

Resource Mobilization:

- Rent control acts should be reviewed so as to attract private investment in land development and housing sector.
- Municipal Bonds and Infrastructure Bonds in both private and public sector should be floated for mobilisation of funds for infrastructure development.
- Government may consider using land as a resource for urban development and also explore releasing vacant government land to implementing agencies for creating seed money for plan implementation.

Thiruvananthapuram as a State Capital:

- The differential rate of growth of population in the city and surrounding *panchayat*; ribbon development along major traffic arteries; and prohibitive land values in the city corporation area calls for a metropolitan regional approach for planning and development of Thiruvananthapuram.
- The regional plan of the city-region should be prepared on priority basis.
- All developments should be consistent with the provisions contained in the master plan.
- In view of the present status of Thiruvananthapuram city as the administra-

tive capital, only environment friendly industries in designated areas should be permitted.

- The green character of the city should be preserved and the natural scenic beauty of the city should be the base for tourism promotion and facilities should be provided for domestic and international tourists.
- The area along the main road and Kowdiar Palace to Inchakal junction upto a depth of 100 mt should be notified as heritage zone and the buildings, constructed should be in perfect harmony to scale and style prescribed.

46th TOWN AND COUNTRY PLANNER'S CONGRESS

Theme	: Urban and Regional Planning Since Independence - Retrospect and Prospects
Year	: 29th - 31st December, 1997
Venue	: Mysore
President	: Shri E. F. N. Ribeiro



The 46th National Town and Country Planner's Congress was organized during 29th - 31st December, 1997; at Mysore on the theme, "Urban and Regional Planning since Independence : Retrospect and Prospects" with focus on "Planning Practice", "Planning Education", "Planning Legislation" and a local sub-theme on "Role of Mysore as a Counter Magnet to Bangalore City in the 21st Century".

Shri Siddaramaiah, Honourable Deputy Chief Minister, Government of Karnataka inaugurated the Congress. In his inaugural address he highlighted the role of professional planners in making cities and towns functionally efficient. He said that policies and programs should be far sighted. Bangalore which was injected with induced growth in the initial years is now experiencing an excessive growth and the Government of Karnataka is contemplating to develop counter magnets to arrest the growth of Bangalore. He mentioned that with

the economic and industrial liberalization policy international funding agencies like ADB are coming up in a big way to finance urban infrastructure projects in the state and we should take advantage of such opportunity.

The massive scale of urbanization, advancement of technology, changing life styles, increasing complexities of urban centres and new economic policies shall pose greater challenge to the planners in the 21st Century which calls for evolving innovative and imaginative techniques so as to develop an effective and dynamic planning system to make cities and towns as viable and sustainable entities.

In his presidential address, Shri E. F. N. Ribeiro highlighted that an assessment of urban and regional planning activities reveal that the planning process has passed through various stages of development since independence. The nation embarked upon planned socio-eco-

conomic development by launching of national five year plans in 1951. Urban development as an integral part of economic development has been recognised right from the First Five Year Plan onwards. Actually, the Third Five Year Plan was a watershed in promoting the cause of urban and regional planning and development on sound footing in the country. During this plan urbanisation was recognised as an important aspect of economic development. A centrally sponsored scheme on preparation of Master Plans for all the major cities and their surrounding areas was launched with 100 per cent financial assistance. During this phase, town planning departments were established in various States and Union Territories and actions were taken on formulation of state town planning legislation on the basis of Model Law prepared by Institute of Town Planner's, India and Town and Country Planning Organisation, Government of India.

A major policy shift was noted during Sixth Five Year Plan when an important scheme on Integrated Development of Small and Medium Towns (IDSMT) was introduced on a large scale and has been continuing since then incorporating required modifications and revisions in guidelines from time to time. Employment generation programs, poverty alleviation schemes, Urban Basic Service Program, strengthening of urban infrastructure, water supply and sanitation improvement schemes, etc.; are some other areas in urban development schemes which were given due weightage in the subsequent plans. The last decade of the twentieth century would be marked as an era of economic reforms and liberalisation. Formulation of national housing policy, new economic policy, enactment of 73rd and 74th Constitution Amendment Acts for democratic decentralisation and strengthening of rural and urban local bodies, new industrial location policy, schemes for environment protection, thrust on involvement of private sector in urban development, initiating mega city scheme, urban transport projects, etc.; are the recent developments

which have added important dimensions to urban and regional development.

With regard to planning education, town and country planning emerged as a distinct discipline in the post-independence years. Formal education programs in town and country planning were started in early fifties when schools of planning were established at Delhi and planning department IIT at Kharagpur. At present there are 13 planning schools / institutions imparting town planning education at post-graduate level besides the Associate-ships Examination conducted by ITPI. Annually 200-250 trained planners graduate from these institutions. At present under-graduate courses are also being run in two schools at SPA, Delhi and GNDU, Amritsar.

In all these years, considerable progress has been made in the field of urban and regional planning. About 900 master plans have been prepared and are in force. More than 400 master plans are in the process of preparation. About 150 development authorities have been established. For all the metropolitan and many other major urban centres even the second generation of master plans have been prepared and are in operation. Regional plans for important regions such as South East Resource Region, Western Ghats Region, coastal zones, environmental sensitive areas, fast growing urban regions including National Capital Region, major river valley regions, command areas and for agro-climatic regions have been prepared. Besides, plans for various micro level planning regions at intra-state levels, districts and lower levels have also been prepared. A concern for planning and development is visible at various forums from national to local level. National Commission on Urbanisation constituted by Government of India dwelt on the issue in greater detail and recommended among others development of 329 centres as generators of economic momentum and 49 spatial priority urban regions.

Despite substantial progress made in planning-practices, urban areas are effected by inadequacy of essential civic services and suffer from myriad urban problems. Deterioration in quality of living environment is looming large and the network system in urban areas are getting choked. Shortage of housing in urban areas was estimated at 8.87 million units in 1991 and in the next five years another 8.87 million units would be required. More than 30% of urban population particularly in metropolitan cities is living in slums and squatter areas. At present only 85 % of the urbanities have access to safe drinking water supply and 50 % are covered by sanitation. The transport situation in many metropolitan cities is getting bad to worse due to increase in number of personalised vehicles and inadequacy of public transport system. Pollution level has already reached more than acceptable limits in many of the metropolitan cities. More often development precedes planning efforts and urban sprawl are becoming unmanageable. At regional level intra-regional imbalances persist in many regions. Areas around fast growing cities stand out as islands of prosperity while rural areas in the interiors are devoid of basic needs causing large scale migration towards cities for search of employment opportunities. During 1981-91 as much as 20 % increase in urban population was due to rural-urban migration.

International experiences show that after nascent stage urbanisation shoots up very fast. In many of the developing countries economic reforms have also further accelerated the urbanisation level. We have just crossed the nascent stage of urbanisation and with all these economic reforms and liberation, trends show that in the next two decades second urban India would be added in the fold of urban population. The United Nations project that by the end of the first quarter of the twenty first century about half of the India's population would be in cities and towns. In the next

30 years increase in urban population would be two times than what we attained during the course of twentieth century. However, till date we do not have any explicit urban development policy. In order to channelise the streams of urbanisation a consistent urban policy and strategy at national / state level would go a long way.

The 73rd and 74th Constitution Amendment Acts have emphasised the role of rural and urban local bodies. The 74th Constitution Amendment Act has not only revived the concept of district planning with vigour but have made specific provisions for plan preparation, institutional mechanism and management. Constitution of DPCs and MPCs to consolidate the plans prepared by *panchayats* and urban local bodies is mandatory. There are more than 500 districts in the country and preparation of plans for all the districts would be a stupendous task. Immediate action is required to constitute DPCs and MPCs and for creating enabling infrastructure so that all these constitutional bodies become functional soon. The obligatory functions as listed in the twelfth schedule need to be assigned to the urban local bodies along with organisational structure and financial resources. In the planning process instead of having a rigid and static frame of development, ITPI in it's study on "Urban Development Plan Formulation and Implementation Guidelines" suggested a package of plans comprising long term Perspective Plan; medium term Development Plan, followed by Annual Plans; and Projects and Schemes integrated with economic five year plans and annual plans at national and state levels.

The revolution in electronics, computers, communication and information technology shall further bring a sea change in the life styles and living patterns of the society in the twenty first century. Systems and functioning particularly in cities and metros shall be more of tele-oriented. There will be more of tele-conferencing, tele-administration and

tele-management. Transmission of messages and functions shall be more than transshipment of goods. There shall be more communication than commutation. No wonders! There could be paperless office and city size may squeeze. Distance between home and work place may reduce or even home could be a work place. All these call for evolving newer paradigms of planning and designing of built urban form for efficient functioning of towns and cities. An information super highway needs to be developed. Up to date computerised data base and mapping system should be developed in LIS / GIS environment to provide timely support base for systematic planning, development, management and monitoring. Humble beginning has been made by TCPO by taking up a pilot project on Urban Mapping Scheme in the central sector which envisages to cover 50 towns during Eighth and Ninth Five-Year Plans. Some of the state town planning departments have also made efforts to acquire aerial photography for preparation of large scale urban base maps.

Amendments in town planning acts and municipal acts particularly relating to planning and development aspects of urban areas are yet to be made in conformity with the provisions of 74th Constitution Amendment Act. Any delay in making such amendments shall defeat the very purpose of 74th Constitution Amendment Act. The existing zoning regulations and building bye-laws are more cumbersome and provide more scope of discretion to the interpreter of these laws and regulations. Simplified, transparent and unambiguous development control norms, building bye-laws with minimum stipulations should be formulated. As regards enforcement of plans all the line departments at local level, NGOs, CBOs, public forums, pressure groups, business and corporate houses should be closely associated at various stages of plan preparation and implementation so as to enlist their cooperation

and commitment in the planning and development process.

The gigantic task of planning and development from national to local levels envisaged in the next few decades call for reassessment of the manpower requirements based on various functions to be performed at different spatial levels. A well-established cadre of professional planners endowed with adequate skill and knowledge to effectively conceive, convince and capable of implementing various programs is required. As on today, we have just 2 town planners per million population as against 60 in U.K., and 46 in Australia which is far from adequate to cope up with the daunting task ahead. The output of qualified planners from the planning schools should be increased manifold by maximising the already available infrastructure in the existing institutions. Apart from formal education in-service training programs should also be started on a large scale to impart training on new and innovative techniques and in the areas of topical interest to improve the efficiency of the planning system.

An exhibition on the theme “Cities on the March” was also organized on this occasion which was inaugurated by Shri Basvegowda, Chairman, Mysore Urban Development Authority.

RECOMMENDATIONS

Urban and Regional Planning since Independence - Retrospect and prospect:

- Central Government: Ministry of Urban Affairs and Employment (MUAE) should initiate central sector schemes and provide assistance to states for:
 - o Perspective plan formulation;
 - o Establishment of urban mapping and information cell.
 - o Establishment of nodal training and research cells in TCPO and state town planning departments;

- o The MUAE should initiate action for formulation of separate act for land acquisition / assembly in urban areas; and
- o Ministry of Human Resources Development and AICTE should provide necessary funds for establishment of bachelor of planning course in different universities and institutions.
- State governments should initiate action on:
 - o Adopting new planning system, land management and development finance techniques, norms, standards, simplified techniques and model urban and regional planning law as envisaged in UDPFI guidelines;
 - o Formulate state urbanization policy on priority;
 - o Take advance action for planning of metropolitan regions;
 - o Establish urban mapping and information cells;
 - o Establish model training cells for in-service training;
 - o Make modification in the recruitment rules to include B. Planning qualification;
 - o Planning Schools should start B. Planning courses on a priority basis; and
 - o Existing curriculum should be reviewed in view of changing development planning system.
- o planning efforts. Regional planning has not been effective and there is a need to give desired emphasis on regional planning.
- State urbanization policy indicating utilization of natural resources and mobilization of fiscal resource specifying an order of settlements, their functions, linkages both economic and physical as well as the desired level of infrastructure development should be evolved on priority basis by all the states.
- In view of emerging trends of metropolitanization specific efforts must be made for advancing metro-regional planning to harness, in a planned manner, the impact of economic development as a consequence of liberalization and globalization policy. In this context constitution of MPCs in right earnest be taken up by the state governments.
- Since the future city would be Hi-Tech cities, planners must be exposed to the information technology (e.g. remote sensing, GIS, internet, etc.).
- The development plans of towns and cities which are in the process of preparation or revision should make provision for integration of mass transportation system with activity nodes and land use pattern.
- To alleviate urban poverty, opportunities be provided for employment. In this context informal activities and mixed land uses should also be provided.
- All the planning functions must be performed by qualified urban and regional planners and they should be deployed in all the departments having role in the development process for planned development. In each DPCs / MPCs planning cells under the qualified town planners should be created and Ministry of Urban Affairs and Employment should initiate a centrally sponsored scheme for establish-

Planning Practice:

- Master plans are a potent tool for guiding urban development. Their implementation, however, has not been satisfactory. The process of plan formulation, approval and implementation need to be made dynamic and participatory. There is also a need to integrate economic and physical

ment of such cells with the involvement of the state governments.

- Nodal centres at the central / state level should be developed for in-service training and research facilities so as to upgrade the available skills from time to time.
- The Institute of Town Planner's, India (ITPI) should document best practices in planning followed by various state governments and urban local bodies for wider dissemination and replication.

Planning Education:

- Planning education needs a new thrust in the light of the implementation of UDPFI Guidelines formulated by ITPI at the instance of Ministry of Urban Affairs and Employment, Government of India. UDPFI guidelines should be adopted by the state governments, which provides the details of the new system of planning incorporating the package of plans comprising long term perspective plan; medium term Development plan followed by annual plans and projects and schemes integrated with economic five year plans and annual plans at national and state level. It also gives innovative land assembly and fiscal resource mobilization techniques, simplified planning and analytical methods, spatial norms, standard and notation, as well as simplified development promotion rules.
- Planning education system must provide for better interaction between planning schools and planning departments so as to make the system of education more responsive to the need of planning profession. For capacity building of urban local bodies in the context of the 74th Constitution Amendment Act an integrated system of education right from diploma level for planning technicians to undergraduate and postgraduate levels should be developed so as to provide enough qualified person-

nel to the planning departments at the various levels. In this context all planning schools / institutions should review the curriculum and course contents and start bachelor courses in planning.

Planning Legislation:

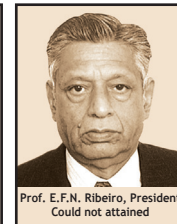
- Urban and regional planning laws need modification to incorporate provisions of the Constitution 74th Amendment Act and introduce efficiency in plan formulation, approval and implementation.
- Model urban and regional planning law, drafted by ITPI, should be adopted by state governments. Department of town planning in each states / UTs should come out with a status paper on planning and related laws prevalent in the sates, immediately identifying scope of modification or revision in the light of 73rd and 74th Constitution Amendment Acts so that same could be discussed in a wider forum for further necessary action. Recruitment Rules should be changed to include bachelor of planning qualifications.

Role of Mysore as Counter Magnet to Bangalore City:

- With regard to development of Mysore as one of the several counter magnets to Bangalore, Karnataka State should formulate a comprehensive urban development policy indicating future urban settlement system and functional linkages among the various counter magnets.
- Care should be taken that distinct character of Mysore as a tourist, educational, cultural and heritage centre is maintained and the environmentally sensitive areas in and around the city are protected well.
- A broad gauge railway line should be extended up to Coimbatore in order to open up the hinterland of Mysore.

47th TOWN AND COUNTRY PLANNER'S CONGRESS

Theme	: Urban Infrastructure Development
Year	: 29th - 31st December, 1998
Venue	: Bhubaneswar
President	: Shri. E. F. N. Ribeiro
Vice President	: Shri M. S. Belekar



The 47th National Town and Country Planner's Congress was organized at Bhubaneswar during 29th-31st December, 1998; on the main theme "Urban Infrastructure Development" with focus on "Physical and Social Infrastructure - Norms and Standards"; "Financing of Urban Infrastructure - Public and Private Partnership"; and "Management and Disaster Mitigation".

The Congress was inaugurated by Shri Jagannath Rout, Honourable Minister for Urban Development, Government of Orissa. In his inaugural address he mentioned that keeping in view the population increase there is a need to upgrade and augment urban infrastructure. He further added that government alone would not be able to shoulder the responsibility of developing urban infrastructure. Keeping an eye on the growing population as well as demands of urban areas, the government has decided to seek the help of private sector for better civic amenities. He, however, said, the government should exercise adequate power to regulate the activities of private investors while implementing such schemes. The liberalized economy would certainly facilitate the government intention of inviting the private sector for urban development.

Shri S. S. Chattopadhyay, Special Secretary, Ministry of Urban Affairs and Employment, Government of India, in his address mentioned that our cities are facing challenges of urban poverty, environmental pollution, inadequacy of basic infrastructure services, sprawling slums and squatters, huge backlog of housing and limited resources for local governance and management. As per population projections, it is expected that by 2011 AD and 2021 AD, the

urban population of the country may touch 410 million and 550 million mark respectively. He also mentioned that urban infrastructure holds the key to sustain the level of urban productivity and therefore, it is necessary to adopt innovative techniques, evolve new partnership, mobilize non - traditional resources at local, state, national and inter-national levels, revitalize urban local governance and management systems and restructure the priorities to achieve desired goals of urban infrastructure development and economic growth. He suggested that participation of the private sector in infrastructure development should be properly regulated. He also pointed out that the era for government to look after the civic amenities is over and NGO's should come forward.

Shri P. K. Mishra, Addl. Chief Secretary, Government of Orissa in his address stressed upon planned development of urban areas for a healthy and hygienic environment. Citing examples of encroachments, he said a large number of shops have been set up in prestigious and aesthetically important locations of urban areas which block the entry even to the famous temple like Mukteswar in the capital city. He called upon the town planners to take effective steps for management of open spaces and also to take into consideration the interest of the poor while drawing up plans for new towns. He suggested that planners extend more facilities in rural areas so as to curb population influx to cities.

As Shri E. F. N. Ribeiro, President ITPI, could not attend the congress due to personal exigencies; Shri M. S. Belekar, Vice-President, ITPI, delivered the presidential address in

which he stated that we are just one year away from the new millennium when every third person would be living in urban India. The productivity of urban areas sustain and accelerate the tempo of growth and development which in turn require a sound infrastructure base. Infrastructure leads to development and development demands better infrastructure. The present status of urban infrastructure is mind boggling; the maintenance of assets created is equally grim. Even after 50 years of independence sizeable section of the urban populations do not have access to safe drinking water a basic necessity. Over half of the urban population is without safe sanitation. Power, drainage, solid waste management, roads, telecommunication - all have their tale of woes. The massive scale of urbanisation, technological advancements, changing life styles and concomitant deteriorating environmental conditions call for critical review of the existing situation of urban infrastructure. It would also be imperative to look for innovative approaches for development, financing and management of urban infrastructure so as to improve the efficacy of the urban support system to meet the emerging needs of society.

An assessment of the current situation of urban infrastructure confirms that growing urban areas are putting an extra burden on already scant infrastructure. Uncontrolled and unplanned demographic growth in urban areas coupled with inadequacy of basic infrastructure service not only affect the quality of life and living environment but also create problems of law and order and urban security. It has to be reiterated that since the First Five Year Plan, urban infrastructure development has been considered as an integral part of city planning and economic development process; but with meagre allocation of resources, provision of urban infrastructure could not keep pace with the increasing demand of basic urban services, with the result there is yawning gap and huge backlog in terms of physical and social

infrastructure, network and utility services, facilities and amenities, transport and other support system. Apart from geographical imbalances in distribution of facilities and services at intra-city level there is also greater variation in quantum of services from town to town and even at intra-town level. For instance average availability of water supply is 140 lpcd in urban areas while it vary greatly from town to town at intra-town level. In provision of social infrastructure also there is a greater variation in provision of health, education and cultural facilities. City roads and transport system are inadequate to meet the increasing requirement of traffic leading to congestion, environmental pollution and deterioration in quality of roads due to excess loads. Despite considerable achievement in the power sector there is severe shortage of power supply vis-a-vis demand in urban as well as rural areas. Power demand in urban areas has increased manifold but due to chronic power shortage there are frequent power cuts, low voltage, low frequency and high incidence of break down.

Operation and maintenance of urban infrastructure is also bad. As per India Infrastructure Report of the Rakesh Mohan Committee, it is estimated that the total funds required for the period 1996-2001 would fall in the range of Rs.793 billion to Rs.940 billion. Water supply and toilet facilities alone needs an estimated Rs.210 billion for the period 2001-11 and Rs.228 billion for 2011-21. Although basic physical infrastructure is provided it's continued maintenance in an efficient manner pose serious problems. Inadequate or improperly maintained infrastructure does not last it's expected life cycle, resulting in 'significant maintenance and repair expenditure which could otherwise be used for providing additional facilities and services. In fact, available resources for infrastructure development and management are far from adequate to match the quality and quantity of the real economic demand. As such inefficient management of urban infrastructure

leads to considerable cost to the functioning of urban systems which in turn affect the economic growth thereby indirectly putting a break on the growth of national economy.

Provision and delivery of infrastructure service largely is the responsibility of local government but are usually financed by the central or state governments because resources of the local bodies are generally insufficient even to meet the operation and maintenance of these services. Most of the urban infrastructure services are being treated as public welfare services and the concept of cost recovery has not been given much weightage so far. Apart from urban local bodies, state line departments and parastatal agencies are also looking after certain infrastructure services such as power, transportation, telecommunication and social infrastructure including education, health, banks and financial institutions, housing and other related services. Banks and financial institutions which are essential to maintain the economic base of an urban area, as well as its hinterland are established by government and the private sector. The housing activity is performed both in public and private sector. The contribution of private sector in building individual housing units is about 90 per cent. Yet the contribution of public sector in developing housing plots and provision of infrastructural facilities is crucial.

Various central and state sector schemes are contributing in augmentation of urban infrastructure such as Integrated Development of Small and Medium Towns, the Mega City Scheme, Urban Basic Service Program, Environmental Improvement of Urban Slums, etc. For instance the IDSMT Scheme is under operation since Sixth Five Year Plan is applicable to towns / cities with a population up to 5 lakh. Under the scheme central and state assistance is provided for components like strengthening of roads, site and service schemes, development of bus / truck terminals, construction of storm water drains, development of market

complexes, tourist centres, street lights, slaughter house, gardens, playgrounds, traffic improvement and management schemes, social amenities for the poor, etc.

Despite sordid state of urban infrastructure development and management, the silver lining is that in all these years some components of urban infrastructure are being treated as priority sector. With liberalisation of economic policies and globalisation of market economies, multilateral agencies, private sector funding and financing agencies at national and international levels are coming forward to invest in urban infrastructure development. The need is that the spirit of macro-economic policies should percolate down at local level so as to create a congenial investment climate for infrastructure development.

The trends show that in the years to come the scale of urbanisation will not only be higher but the problems are also likely to be very acute and complex with fast changing urban patterns and systems. The economic reforms may also accelerate the levels of urbanisation. It is estimated by 2021 AD, a second urban India would be added in terms of urban population. The urban pattern will further be skewed with more than 70 per cent urban population concentrating in about 500 large cities, metro and mega cities. All these indicate that the problems would further aggravate in terms of increasing density, scarcity of services, congestion and pollution, slums and squatters and social and managerial problems. Apart from the efforts being made by public and private agencies at various levels, some innovative approaches are required to be followed to improve the status of urban infrastructure and its efficacy.

In planning for physical and social infrastructure the prevalent norms and standards and concepts and techniques need to be reviewed in view of the advancement of technology, changing life style and emerging urban pat-

terns. Adequacy, accessibility, multiple utility and commercial viability of urban infrastructure would help in upgradation of environment and quality of urban life.

There is no denying the fact that massive investments of financial resources including human and managerial resources would be required to improve the situation of urban infrastructure. A recent World Bank study for the developing countries which also holds good for India reveals that about 4 per cent of GDP per year is invested in physical infrastructure facilities. Of the total investment roughly 80 per cent is funded through public resources, 12.5 per cent through international development assistance and 7.5 per cent through private capital. Keeping in view the future investment needs, pattern of funding would undergo a sea-change. Making the urban infrastructure projects commercially viable, self-financing and self-sustaining, involvement of corporate and private sector on large scale, opening up of infrastructure sector within a regulatory frame to the multi-lateral and bilateral agencies, association of NGOs and CBOs and less dependency on government budgetary resources should be the key attributes for financing of urban infrastructure.

As regards coastal zone management and disaster mitigation, it may be mentioned that while risks vary from region to region, almost 55-60 per cent of the country's area is exposed to natural hazards which often turn into disasters causing significant injury, deaths and destruction of property. Instead of concentrating more on post-disaster relief measures it would be imperative to give due attention on pre-disaster preparedness and mitigation measures incorporating them as integral component to the process of planning and development itself. In coastal states like Orissa apart from implementing the coastal zone management plan as envisaged under the 1991 notification of the Ministry of Environment and Forest for the Coastal Regulation Zone there is need to integrate the coastal zone with much wider region.

Infrastructure is generally treated as welfare services and cost recovery is not considered an important aspect. It is not possible to provide the desired level of infrastructure in our towns and cities and rural areas out of the budgetary support / grant available and therefore, he emphasized that there is a need to have public-private partnership in this endeavour. He also mentioned that low cost technology, community based sanitation system, low cost and low water consumption toilets and centralized sewerage treatment facilities need to be adopted. He further stressed that there is a need to make urban infrastructure projects commercially viable, self-financing and self-sustaining by involving corporate and private sector on large scale. Opening up of urban infrastructure sector with association of NGO's and CBO's and less dependence on government budgetary resources should be the key attributes for financing urban infrastructure.

On this occasion, an exhibition on "Urban Support System: Innovative Approaches" was also organized which was inaugurated by Shri Niranjana Patnaik, Honourable Minister of Industries, Government of Orissa.

RECOMMENDATIONS

Physical and Social Infrastructure - Norms and Standards:

- Project based approach leading to isolated development should be avoided, rather all infrastructure projects should form part of the development plans of respective city / town.
- Norms and standards for physical and social infrastructure should be rationalized so as to have effective and intensive use of facilities and amenities. Multiple use of facilities and socio-cultural amenities should be encouraged.
- The present average ratio of 55:45 between saleable and non-saleable areas should be reviewed to increase the saleable areas to the possible extent.

- A flexible approach to development control and FSI needs to be followed.
- For provision of infrastructure in an integrated and coordinated manner, networking of different modules of infrastructure should be adopted. Major infrastructure network such as rapid transit system, key corridor systems should be identified at the planning and design stage itself.

Financing of Urban Infrastructure - Public and Private partnership:

- The self regulatory mechanism should be included to channelize effective private sector involvement.
- Resource mobilization and investment plans should be integrated with the traditional development plan approach. Transportation plan should be integrated with the city development perspective plan with realistic investment requirements at least in large and metro cities.
- Dedicated levy and taxes like fuel surcharge, employer tax, property tax, passenger tax, terminal tax, sale or renting of air space of terminal buildings, depot, offices, etc., and creation of institution / body for funding of transport program should be encouraged.
- All infrastructure and services should be made payable when used by the beneficiary. The rates for payment should be based on an incremental scale to ensure cross subsidy.
- Appropriate unbundling of large and complex infrastructure services into smaller packages would help to create independent centres to be developed as financially viable units.
- Besides sharing finance, sharing of risks such as construction risks, operation risk, financing risk, risk of non - performance should also be taken care of for healthy public-private partnership.

- The schemes like IDSMT should be encouraged to strengthen infrastructure in small and medium towns.
- Public-private partnership in financing of infrastructure should specify the target groups to be addressed.
- The concept of public-private partnership (PPP) should be extended to form public-private-peoples partnership (PPPP). Privatisation should be in three areas viz. resources, technology and management.
- The basic principles of “user-pay”, “abuser pay” or “polluter pay” should be used while determining the service charges to assess the practical aspect of pricing because if citizens do not pay realistic price for the services, they will have to pay a larger price later on due to inefficiencies and degradation of quality of life. Project Development Funds (or initiation funds) should be created and supplemented by financial engineering to ensure private sector entrepreneurial initiatives with joint ventures and land holding approach.

Management of Urban Infrastructure:

- Integrated urban infrastructure management with inter sectoral integration should be followed for systematic management of urban infrastructure. For this purpose political, economic, technical, legal and planning and development awareness is necessary.
- Planning and management of municipal infrastructure should be managed using GIS applications. Necessary financial assistance should be provided by the central / state governments to urban local bodies and town and country planning departments for establishing GIS systems.

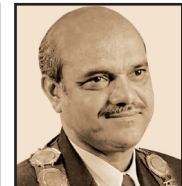
Coastal Zone Management and Disaster Mitigation:

- Effective land use planning and development control should be enforced in coastal zones for improvement of vegetative cover in vulnerable area.

- Cyclone relief shelters along the coast line for providing safe and secure accommodation within reachable distance should be constructed in a phased manner.
- A disaster management plan at par with the coastal regulations zone management plan should be prepared and implemented by giving priority to the protection and conservation of coastal eco-system.
- Events related to cyclone and other disasters should be documented for wider public awareness with specific role of community, NGO's and government sector for taking mitigating measures from time to time.
- For coastal zone management plan, a sound information base including geographical, geological and other aspects should be developed using modern techniques of remote sensing and GIS.
- Priority measures should be taken for dealing with the urban waste and development of slums and of squatters in the CRZ.

48th TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : Urban Development Planning - Challenges in the Next Millennium
Year : 27th - 29th December, 1999
Venue : Jaipur
President : Shri D. S. Meshram



The 48th National Town and Country Planner's Congress was organized during 27th - 29th December, 1999; at Jaipur on the main theme "Urban Development Planning: Challenges in the Next Millennium"; with focus on "Emerging issues in Plan Preparation and Implementation"; "Urban Conservation and Rejuvenation"; "Education, Tourism and Heritage Consecration", "Tourism and Transport - Jaipur".

The Congress was inaugurated by Shri V. Suresh, Chairman-cum-Managing Director, Housing and Urban Development Corporation, New Delhi. In his inaugural address he mentioned that with the growth of population about 70 million new families would be added in the next two decades along with more than 5000 small and medium towns. Apart from enhancing physical quality of towns and cities there is a need to sustain urban productivity. Elaborating on the agenda for action he stressed that housing for all, being one of the major objectives, should be translated into well structured action plans. Narrating on the quality of life affected by inadequacy of physical infrastructure, he stressed on intensive use of existing resources.

He emphasized the need of recycling waste water by installing secondary and tertiary treatment plants. Integrated water management techniques and alternative use of water would go a long way in optimizing the scarcity of water in urban areas.

Considering the emerging dimensions of the information technology he mentioned that some new approaches in urban development planning would require to be evolved. The old concept of mixed land use planning needs to be revived suiting to the changed conditions. Apart from having a dynamic planning system, transportation related areas including mass rapid public transport system and cycle network need to be given special attention in the development planning process. He said that small and medium towns are being taken care of by IDSMT scheme, while there is also a scheme for Mega City with 4 million and above population. In the emerging urban pattern, cities with 5 to 40 lakh population would play a crucial role and hence some scheme for these cities also need to be initiated. With the implementation of 74th Constitution Amendment

Act the role of planning agencies, development authorities, state town and country planning departments and local bodies needs to be clearly defined. He highlighted the need for integrating the slums and squatter areas and urban renewal programs in the planning and development process. Along with development of physical infrastructure, social and economic infrastructure should also be given priority attention to improve the functioning and efficiency of towns and cities.

Shri D. S. Meshram, President, ITPI; in his presidential address mentioned that we are at the threshold of new millennium, it would therefore, be pertinent to review the progress made in various spheres of development and the challenges likely to be posed by the rapid urbanisation process so as to provide new directions and new visionary path to be followed in the next century.

Urban development planning comparatively a young discipline has come of age but the emerging trends of urbanisation in the year to come would still pose greater challenges to the planners and policy makers. The massive scale of urbanisation, rapidly urbanising society, revolution in information technology, emphasis on cyber-administration and e-governance, changing urban structure, urban security hazard and risk, rising level of urban poverty, deficiency of basic services and amenities, deteriorating environmental conditions would be the major problems in the urban areas which call for improving the efficacy of urban development planning system to meet the challenges of next millennium.

Assessment of urban planning activities reveal that from piecemeal planning to comprehensive planning and from development plan to developmental planning we have come a long way since independence. Although urban development as an integral part of economic development has been recognised right from the First Five Year Plan onwards, it was however the Third Five Year Plan which generated

a momentum in promoting the cause of urban development planning on sound footing in the country. Another major policy shift was noted during the Fifth and Sixth Five Year Plan when important schemes on Integrated Urban Development Program for large towns / cities and on Integrated Development of Small and Medium Towns (IDSMT) were introduced on a large scale. IDSMT Scheme has been continuing since then, incorporating required modifications and revisions in guidelines from time to time. Employment generation programs, poverty alleviation schemes, urban basic service program, strengthening of urban infrastructure, water supply and sanitation improvement schemes, large scale development of housing, mega city scheme, urban mapping scheme, etc., are some other areas in urban development which are being given importance in the on-going Ninth Five Year Plan. Various policy enunciations in the last decade of this millennium such as formulation of “National Housing and Habitat Policy”, new “Economic and Liberalisation Policy”, enactment of 73rd and 74th Constitution Amendment Acts for strengthening local bodies, new “Industrial Location Policy”, emphasis on environmental protection and sustainable development, thrust on involvement of private sector in land assembly and development, housing and urban infrastructure project, reviving the process for formulation of national urban policy are some of the recent developments which would have far reaching implications on urban development planning in the years to come.

The next millennium would be a basket both of challenges and opportunities for the mankind which call for optimal use of advanced information technology for development purpose and conservation of scarce resources hand in hand. With increasing level of urbanisation and fast changing life style, challenges in urban India, if not tackled appropriately, would become more complex and unsurmountable. If we do not deal with our towns / cities

constructively, they will deal with us more destructively.

The challenge for successful planned development of urban areas would be formulation of an effective "Urban Land Policy" which could play a positive role for channelisation of urbanisation process and could also act as a catalyst of urban planning and development. Present policies and strategies governing urban land use and development, generally follow compartmentalised approach and do not take a comprehensive view. In fact, an inventory of urban land records would go a long way in implementing the land use development policies on sound footings. Some of the land assembly and development approaches currently in vogue such as negotiated land purchase, joint sector approach for development, town planning schemes, land adjustment / sharing pooling methods, concept of guided and controlled development, concept of accommodation reservation, transfer of development rights need to be practised on a wider canvas. Besides, differential pricing policy for urban lands, rationalisation of development control measures need to be resorted to.

As a follow up of the 74th Constitution Amendment Act, elected members are in position in local bodies but functional and financial base of urban local bodies is required to be strengthened to improve the urban governance and management. Clear cut jurisdictional demarcation among urban local bodies and various parastatal agencies would be necessary to avoid overlapping in their function. Situation with regard to urban infrastructure and services would really be appalling considering the galloping backlog. To mitigate the huge shortage of housing increased supply of developed land, easy access to housing finance, propagation of cost-effective housing construction and design techniques, making housing more gender sensitive, emphasis on urban renewal and regeneration program, treating housing and infrastructure at par with

industry should be encouraged to generate the required techno-legal and techno-financial regime for improving the situation in housing. We have still to go a long way to achieve 100 percent coverage in both water supply and sanitation. Although 85 percent of urban population is covered with safe water supply equitable distribution of water is not there to all the urban residents. Very few cities are provided with sewerage system and sewage treatment facilities and still a large number of towns and cities are yet to be provided with safe and hygienic waste water disposal facilities. The carrying capacity of the roads has not kept pace with the rising volume of traffic and increasing number of vehicles. Strategies for improving the vehicular flow, adaptation of traffic engineering techniques, preference to public transport modes on roads, rising the efficiency of mass transportation system, formulation of appropriate legislation for urban transport and unified metropolitan transport authorities would be pertinent in this regard.

Financing of urban development would be very crucial areas to tackle the problems in urban areas. Rakesh Mohan Committee indicated that Rs.283 billion per annum would be required from 1995-2000 and Rs.278 billion per annum during 2001-2005 to provide the modicum of basic services in urban areas. Against this the actual flow of funds has been to the extent of about Rs.50 to 60 billion per annum. Financing of urban development and infrastructure projects in future will require to be focused on commercialisation of urban infrastructure projects, increasing recourse to user charges, introduction of financial reforms, public-private sector participation, accessing capital market, creating enabling environment for investors, packaging and bundling of infrastructure projects to make them financially viable or bankable, etc.

With 32 percent of urban population below poverty line, urban poverty would be one of the severe challenges in urban areas causing

lack of access to the urban poor to the basic amenities like water supply, sanitation, health care and education. Different strategies should be adopted for the poorest of the urban poor and other segment of the urban poor.

Environmental issues in urban areas known as “brown agenda” need to be seen in totality by preparing environmental action plan as part of development planning process. Regional planning approach taking into account the ecological status, resources, social and physical infrastructure base and severity of problems would be appropriate mechanism for tackling the urban environmental problems. However, at local level environmental impact assessment would be mandatory for all those projects covering an area of 5 hectares or more.

In the age of information technology, development of a comprehensive urban information system involving various aspects of urban planning and development such as demography, land use, transport system, utility services, social infrastructure, environmental parameters and facilities and amenities would be essential for efficient planning, development, monitoring and management. Priority in this regard should be given for preparation of up-to-date and accurate base maps on large scale with the help of latest techniques of aerial photography, remote sensing and GIS.

The gigantic task of urban development planning from national to local level in the context of emerging scenario calls for strengthening of planning education, research support base and augmentation of training facilities for in service professionals and new entrants to the planning profession. Some of the important emerging thrust areas such as innovative approaches to fiscal resource mobilisation, urban development management, persuasive and advocacy planning, approaches for resolving conflict between conservation and development, modus operandi for private sector participation, urban renewal and rejuvena-

tion concepts and techniques, application of information and mapping technology such as GIS, GPS, remote sensing, aerial photography, advanced planning and implementation techniques such as TDR, AR, land pooling, project planning and design for barrier free access for disabled and elderly persons, etc., need to be incorporated for proper interface between planning education and user industry. It is no denying the fact that applied research support for planning is relatively weak and need to be strengthened adequately to provide solid base for improving the quality of planning work. Similarly, strengthening the role and capacity of the institutions of urban governance and management is an imperative to meet the challenges of emerging urban trends. A network of training institution needs to be created in order to respond to the development process and national agenda and programs.

Narrating the problems of existing planning system Shri Meshram suggested making the development planning process more realistic, transparent, dynamic and effective. He called for adoption of effective land development policies, development of proper inventory of land records, emphasis on urban renewal and regeneration programs, commercialization of infrastructure projects, convergence of poverty alleviation programs at local level to tackle the problems of urban poor and following an holistic approach for planning of old settlements, historic towns, cultural and pilgrim centres. Stressing the need for developing a comprehensive urban information system he said priority should be given for preparation of up to date and accurate base maps with the help of aerial photography and remote sensing techniques. Research support base needs to be augmented for enhancing the efficacy of planning mechanism. A network of training institutions needs to be created to respond to the emerging scenario of development planning process.

As regards heritage conservation and tourism development in Jaipur city, he mentioned that the approach should revolve around synthesis-

ing the cultural tradition and the leading edge technologies for planning and development of pink city of Jaipur. It may be developed as an hub of tourist attraction in the western part of the country. Being one of the youngest metropolis Jaipur city has already attained the international recognition mainly for its classic urban design, imperial outlook, artistic beauty, symmetry in planning and harmony with natural environment. All these elements need to be enhanced to conserve its heritage for the years to come. Promotion of tourism and other developmental activities should, therefore, be in tune with its distinctive ecological history and its status as part of national heritage zone.

On this occasion an exhibition on “City Planning: New Vision” was also organized which was inaugurated by Prof. L. R. Vagale.

RECOMMENDATIONS

Emerging issues in Plan Preparation and Implementation:

- In view of urban population explosion, fast socio-economic and political changes, information technology revolution, changing urban structure and urban society, there is a need for a paradigm shift in development planning approach. Instead of rigid and regulatory mechanism it should be development oriented and participatory in nature as suggested in UDPFI Guidelines.
- Urban poverty alleviation program and informal sector activities should be incorporated appropriately in the development planning process.
- As envisaged in 74th Constitution Amendment Act, the mechanism of regional planning at state, district and metropolitan level needs to be strengthened so that development plans for towns and cities form part of the regional plan perspective.
- Urban planners should also play the role of urban managers for successful implementation of development plan proposals.

Urban Conservation and Rejuvenation:

- The information technology and other latest techniques need to be used effectively to update and modernize the plan formulation, implementation, monitoring and review mechanism.
- FAR incentives, financial concessions and heritage dividends should be considered as useful instruments for enhancing the scope of conservation of heritage areas by the individuals owners, private sector and other agencies.
- Concerted efforts should be made to declare historic parts of the old cities as heritage areas to generate wider awareness about urban conservation aspects.
- Urban conservation should be entrusted to local authorities after proper assessment and designation of conservation areas.
- Separate bye-laws and development control norms should be formulated for the old parts of the cities and heritage zones.

Education, Research and Training:

- Flexibility and dynamism should be provided in the course curriculum of town planning education to give wider scope for more optional and core subjects.
- Research activities in the academic institutions should be strengthened to provide a regular feed back to improve the planning education and practice.
- Within the overall ambit of urban and regional planning education, specialized courses on real estate management, transport management and environmental management should be initiated by ITPI through AICTE in various Schools of planning in the country.
- Planning education should cover formal and informal activities at various levels and strive for urban planning paradigms in real life situation. Planning education and practice should also recognize the relationship between politics and planning.

Heritage Conservation, Tourism and Transport - Jaipur:

- In respect of sub-theme on Jaipur, the Congress concluded that conservation aspects should form part of Development Plan of Jaipur city while maintaining the overall tourist character of the city.
- On selective basis some specific areas should be identified for preparation of Conservation plans on priority basis to study the impact before taking up large scale conservation plan.
- Instead of proposing development of counter magnet in an adhoc manner a Regional Plan for Jaipur Metropolitan Area should be prepared as envisaged in 74th Constitution Amendment Act to streamline the growth of city.
- Action should be taken for planning for mass rapid transport system taking into consideration the transportation problems of Jaipur city.
- A cautious approach should be followed for shifting of wholesale activities from old parts of the city and simultaneous actions plan should also be formulated for regenerating the areas.
- A Heritage and Conservation Committee for Jaipur be constituted to suggest the short term and long term measures / plans for Jaipur city and also to identify action areas.

49th TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : Information Technology for Urban and Regional Planning in New Millennium
Year : 5th - 7th February, 2001
Venue : Hyderabad
President : Shri D. S. Meshram



The 49th National Town and Country Planner's Congress was held during 5th - 7th February, 2001; in Jubilee Hall at Hyderabad on the main theme "Information Technology for Urban and Regional Planning in the New Millennium", with focus on "Plan Preparation, Implementation and Enforcement"; "Urban Management and Governance"; "Reorienting Planning Reduction", and "Planning for Cyber City, Hyderabad".

The Congress was inaugurated by Shri Bandaru Dattatreya, Honourable Minister of State for Urban Development and Poverty Alleviation, Government of India. In his address he mentioned that in the next 3-4 decades, about half of the total population of the country would be living in urban areas. And also stated that whenever there is a natural calamity in the form of flash floods, cyclonic storm and earthquake tremor, urban centres having large concentration of people are severely

affected. In the recent earthquake of Gujarat, the heavy loss of life and property has been reported. It is observed that the earthquake has not killed majority of the people but it is buildings which collapsed during and after the earthquake, killed more number of the people. Therefore, the gains of Information Technology should be utilized for planning and designing of safe buildings / structures. After the earthquake, rescue, relief and rehabilitation emerges as the major areas of action. The rehabilitation process has to be long term planning exercise. The information available on various earthquake occurred during the last few centuries need to be compiled and analysed to work out meaningful perspective plan for mitigating various disasters. There is an urgent need to review and modify the land use and zoning regulation and building bye-laws to incorporate various provisions of

national building code as well as provisions of National Disaster Vulnerability Atlas prepared by the Union Ministry of Urban Development. He called upon the town planners to give adequate attention to the safety of the people and inhabitants of the towns and cities, while preparing the plans and schemes.

He further stressed the need for strengthening the capacity of town and country planning departments, municipal corporations, development authorities and other local bodies, and mentioned that the proportion of town and country planners in relation to the total population in the country as compared to other countries is quite less even then a large number of posts are still lying vacant and therefore, these posts are required to be filled up, by qualified town and country planners on priority.

Shri D. S. Meshram, President, ITPI in his presidential address mentioned that at the dawn of new millennium it is really a pleasant moment for the fraternity of town planners to chart out the new road map for planning and development in the age of information technology, agricultural revolution, industrial revolution and now the infotech revolution. The agricultural revolution filled the granary of the country to its seams and the industrial revolution created large scale employment for surplus agricultural labour, diversified occupational pattern more in secondary and tertiary sectors provided strong industrial base for the development of the country. The infotech revolution holds great promise to quicken the process of governance and administration to improve the socio-economic scenario and to change the spatial structure for better functioning of human settlements. Urban and regional planning process dealing with spatio-economic aspects of development from local to regional level need to be geared up to utilise, absorb and replicate the gains of information technology in planning, development and management of towns and

cities. While tackling the present urban chaos and for meeting the challenges of emerging digital and cyber cities of the future we have to go a long way. Urban age will have to be matched with electronic age, when distances may reduce, communication may increase, more of human activities may be performed through internet and websites than an actual sites, difference in home and office may vanish and city structure may give different look. We will have to plan and reorient our mindset for such an emerging urban scenario. Based on the concept of e-planning and e-governance, the planning and development process need to be tuned to the emerging information technology so that our towns and cities are more humane and technologically savvy.

Human settlement technologies specially designed and developed for improving and managing the civic services such as constructing inexpensive housing, conserving energy, recycling the waste, rain water harvesting, converting agro-industrial waste into building material, taking services to the people than people to the services, developing smart and intelligent system, working on zero-waste concept, following the concept of green energy, healthy and eco-city, bio-architecture, carrying capacity based urban and regional development plans, micro-waste management system instead of trunk sewerage system, laying down ducts for compatible utility lines, using trenchless technology, utility mapping, integrated waste management, integrated water management and integrated transport management are some of the emerging urban technologies which coupled with IT would have far reaching implications for the futuristic planning and development of human settlements.

Master plan has been an important instrument for planning and development of towns and cities. Lack of enforcement of master plans in general should not be attributed to the

planners but to the implementation process. While modernising the future, past need not be forgotten rather we should draw lessons from the same. The urbanisation figures reveal that during the last century urban population increased by 10-11 times as against the number of urban settlements which just trebled during the same period. The trends clearly indicate that majority of urban growth has been and would continue to be concentrated in the existing urban centres. Rejuvenation of core areas, tackling of slums and squatter areas, planning for urban periphery and fringe areas would pose greater challenge in planning and development of future settlements. As such tradition and technology will require to be married for better results in the future. Development with conservation should be our motto while making optimal use of advancements in information technology.

Plan preparation techniques need to be refined and strengthened in terms of contents and coverage, inter-sectoral collaboration and physical and economic integration. All these aspects have been elaborated in UDPFI Guidelines which need to be incorporated appropriately while preparing plan for a particular town or city. The success of plan is very much related to the authentic data base and up to date information both spatial and attribute. Information technology comprising aerial photography, satellite imagery, communication system, GIS, GPS, computer based data processing and analysis packages would be helpful tool in plan preparation and decision making process. Census data available on floppies and other computer media would drastically reduce the time required for plan preparation. Remote sensing data including aerial photography is increasingly being used for preparation of base maps at various scales, identification of urban sprawl and spatial growth patterns, land use analysis, suitability of land for various activities, environmentally sensitive areas and its impact assessment,

physical resource assessment, population estimation, slums and squatter settlements, structural conditions, congested and over crowded areas, traffic volume surveys, etc. All these would improve the efficiency of plan preparation considerably. Although with each series of remote sensing satellite the spatial resolution is improving, the need is to develop a cost effective satellite imagery as an alternative to the aerial photography because even today aerial photography is very costly proposition. Along with conventional approach, public participation through internet and user friendly web sites is also gaining importance in plan preparation exercise.

For implementation and enforcement, the plan proposal could be disseminated by interactive computer system so that agencies involved in implementation could make use of the plan proposals while implementing different projects and schemes. In fact, the information technology has vast potential for plan preparation and implementation, it is the ingenuity of the planners, how this potential could be harnessed in improving the plan preparation exercise at local and regional level.

Urban management and governance is catching up through e-governance, therefore, various town planning departments needs to adopt this technology. The scheme for setting up of URIS Cells at state level need to be initiated for which Central Government may provide financial assistance. Land information system as part of URIS is required to be developed at local level preferably in the municipal bodies. He also mentioned that Union Ministry of Urban Development and Poverty Alleviation has decided to locate the "National Urban Observatory" at TCPO with which all the state town planning departments would be linked through network with TCPO for utilizing the available data in the national urban observatory. The local urban observatories could be located in the Headquarters of the state in town and country planning departments.

He also emphasized that in the field of education, teleconferencing, distance learning, information dissemination, aggregation and disaggregation of information, sharing of experiences and information through networking, public participation, development of theme based internet platform should be given priority to improve the quality of planning education and to make the planners abreast with the latest information technology. He called upon the fraternity of planners to be more *Techno-Yogi* and silicon surfer to use the Information technology. He also stressed to create a cadre of town planners to exchange experiences and to facilitate horizontal and vertical mobility of the planners at various levels. Impact of application of IT in Cyber City of Hyderabad should be seen for emulation in other towns and cities of the country.

In the Workshop on “Urban Management and Governance”, Shri M. Venkaiah Naidu, Honourable Minister for Rural Development, Government of India was the Chief Guest who in his address highlighted the importance of rural sector in the country which contains about three fourth of the total population. He pointed out the problems faced by the rural areas in terms of road connectivity, drinking water supply, housing and sanitation which are very critical for the development of rural areas. If rural areas are properly planned and developed, the problems in urban areas would be reduced to a great extent because a substantial component of urban growth is due to migration from rural to urban areas. He also highlighted the initiatives taken up by the Government of India for addressing the problems of rural areas. Important scheme like Pradhan Mantri Gramodaya Yojana taking care of rural housing, sanitation, primary health and education and the Pradhan Mantri Gramsadaak Yojana aiming at connecting all the villages up to the population of 500 by 2007.

He then stressed for evolving specific indigenous solutions for sustainable development and adopting low cost technology, community based sanitation, low water consumption toilets, to reduce the pressure on inadequate basic infrastructure both in urban and rural areas. He also emphasized on rain water harvesting through legislative measures. Management of land resources in the era of liberalization and globalization need to be handled wisely and tactfully so that we are not exposed to the fragile areas of our polity. Strict enforcement of regulations pertaining to land use development need to be followed by making use of information technology and through inter-sectoral integration. He further stressed for accountability, transparency and public participation in planning and development of urban and rural areas. He also opined that lot of work is being done by the town and country planning organization / departments in rural sector as part of regional / country planning as such their involvement in the rural planning need to be recognized. Town and country should be married together to encourage rural urban continuum.

Shri P. Chandrasekar, Honourable Minister for Law and Courts, Government of Andhra Pradesh in his address emphasized the need for taking care of urban crime and security and delays in sanctioning of plans and schemes. He pointed out the necessity of adequate statutory provisions for plan and orderly development taking care of both urban and rural areas by integrating the plans of urban and rural areas in the spirit of 73rd and 74th Constitution Amendments. Today’s rural settlements will be the tomorrow’s urban centre and hence planning exercise should take this aspect into consideration while preparing development plans for *Nagar Panchayats* i.e. the areas in the transitional zone.

Shri Bandaru Dattatreya, Honourable Union Minister of State also inaugurated the exhibition organised on this occasion.

RECOMMENDATIONS

Plan Preparation, Implementation and Enforcement:

- For successful plan preparation and implementation, IT related applications for development of hi-tech parks, hi-tech work centre, etc., besides urban management, resource mobilization, institutional restructuring must be clearly identified in the plan.
- For Implementation of the master plan, innovative techniques followed in Mumbai and Hyderabad such as FSI relaxations for promoting development of essential services / facilities, betterment charges for off-site trunk services, impact fees for granting permission along which the value added corridors, vacant land tax, etc., should be followed particularly in large and fast growing towns.
- In the development plan of cities with more than 5 lakh population, land must be reserved for mass transport system.
- Development of integrated urban information system / municipal information system incorporating customization of building sanctions, land-use changes, property tax assessments, monitoring of town planning schemes, etc., on priority would be useful for effective planing monitoring and implementation.
- Special plans and projects including guidelines using information technology need to be prepared and implemented on pilot basis for high-tech residential areas, high-tech commercial areas, high-tech industrial areas, high-tech parks with modern transport system for wider application and replication.

Urban Management and Governance:

- e-planning process should be adopted incrementally and progressively suiting the requirements of the local area. Specific aspects relating to land-use changes, digital

data, computerization of best practices, dissemination of IT applications, establishing network of planning professional / institutions should be done on the priority basis.

- The planning law and regulations need to be made more stringent for the successful adoption of e-governance and information technology as they would promote transparency, public participation and accountability.
- The existing zoning regulations should take note of provisions of the National Building Code and Disaster Vulnerability Atlas prepared by Ministry of Urban Development and Poverty Alleviation, Government of India.
- All the existing building bye-laws should be reviewed and modified to incorporate disaster related structural safety norms and access features of barrier free built environment as mandatory provisions.
- Disaster preparedness and mitigation strategies using IT applications for rehabilitation of affected people as well as identification of safe sites for development need to be an integral part of planning and development exercise. Micro-zonation map, identifying the disaster prone area for town level should be prepared using latest remote sensing / GIS technology.
- Planning norms and standards currently in practice need to be reviewed and modified in the light of the IT requirements and emerging city structure, form and function.
- Alternative planning approaches and solutions with necessary software packages specific to town planning and municipal functions needs to be adopted by both professional and academic institutions.
- Private sector participation for IT applications in town planning and urban development and management projects should be encouraged.
- The potential of GIS in urban governance and management need to be harnessed

in a realistic manner particularly at the local level. This should include building and updating of land records, collection of taxes, monitoring of basic services and the growth patterns in the town and cities.

- The governance and the management of the cities should be oriented around IT applications for monitoring the programs of urban poverty alleviation, slum improvement, land development, resource mobilization, fiscal planning and related urban policy issues.
- The planners should also develop their skills to function as urban managers to cope with the challenges of industrialization, liberalization, globalization and the market forces affecting the delivery and distribution of urban land and essential services.
- Separate Cadre of Town and Country Planners in all the states be set up on the lines of other organized services.
- An Act for the profession of Town and Country Planners should be enacted by the Government of India to ensure the professional creditability and accountability.
- Urban and regional information system (URIS) cells be set up in all town and country planning departments with adequate facilities of hardware and software for which Central Government may give the grant on matching basis. These Cells should develop and maintain the standardized data base as per the requirement of proposed Urban Observatories at various level.
- All the existing vacancies of town and country planners in the town and country planning departments / organizations, local bodies, development authorities be filled up on priority to ensure orderly and planned development of human settlements.
- In light of the decision of Ministry of Urban Development and Poverty Alleviation, Government of India, to locate National Urban Observatory in TCPO it

would be advisable to locate Local Urban Observatory in Town and Country Planning Departments, Municipal Corporations and Development Authorities. Central Government may consider providing initial grant for setting up NUO and LUO.

- There is no alternative to land use plan to ensure planned development, however, the planning system needs to be made more transparent, dynamic and participatory, as per the recommendations of national workshop organized by Town and Country Planning Organization, Government of India on the theme “Master Plan Approach: Efficacy and Alternatives”.
- Making use of information technology the planning should be done on the basis of package of inter-related plans comprising of long term perspective plan (25 years perspective) followed by five year development plan, and annual plan integrated and synchronized with the national plans, state plans and district plans, as recommendation in UDPFI guide lines.
- Central / state town and country planning organization and departments should develop a directory and Web sites for exchange of information, on various aspects of plan preparation implementation and enter cement.

Reorienting Planning Education:

- Methodology and approach for planning education need to be reoriented incorporating the changes brought about by the “Information Technology” to help the planners to play the role of an urban activist.
- Trainers Training in IT applications in urban and regional planning need to be organized on priority.
- The education should be demand driven so as to meet the shortage of qualified town and country planners for taking up the planning job not only in government sector but in private and corporate sectors.

50th TOWN AND COUNTRY PLANNER'S CONFERENCE

Theme : Implementation of Development Plans for Good Governance
Year : 27th - 29th April, 2002
Venue : Nashik
President : Shri A. R. Patharkar



The 50th National Town and Country Planner's Congress held in Nashik during 27th to 29th April, 2002; focused on the main theme "Implementation of Development Plans for Good Governance" with sub-themes on "institutional Frame work for Implementation"; "Financing Urban Development", and "Legislative Reforms in Planning - Maharashtra".

Shri Dashrath Patil, Honourable Mayor Nashik Municipal Corporation, was the Chief Guest who in his inaugural address emphasized on the need to involve people in all aspects of planning i.e. preparation, implementation and enforcement of the plan, to attain good governance.

Complexities linked with rapid urbanisation emphasize the need for pre-planning for urban and metropolitan regions. The myth that India lives in it's villages will soon cease to be true and India would be highly urbanised. States like Maharashtra, Gujrat, Tamilnadu, Goa, Karnataka, etc., having more population living in urban areas compared to their rural counterparts. In 2001, the population of India, has already exceeded 1027 million and by 2025, it would reach 1365 million. Urban population of India has already crossed 285 million and would be about 546 million by 2025. Thus, about 261 million urban population would be added to the present 285 million urban population which in simple terms means during next two decades India's present urban population would almost be doubled. This gigantic phenomenon of urbanisation needs to be anticipated and planned for by the urban and regional planners so that when it actually occurs it is channelised within a preplanned policy framework for better community life

which ensures functional efficiency and environment which is pleasant and liveable.

Shri A. R. Patharkar, in his presidential address stated that the Ministry of Urban Development and Poverty Alleviation, Government of India organised a National Workshop on "Master Plan Approach : It's Efficacy and Alternatives" during 24 - 25, February, 1995; to critically examine various issues related to preparation and implementation of master plans including their alternatives if any. National Workshop concluded that in spite of some deficiencies, there is no alternative to development plans in order to ensure future growth of urban areas on desirable lines. The Workshop had concluded that growth of metropolitan and urban areas has to be based on development of realistic and effective plans, backed by effective legal framework, realistic assessment of needs vis-a-vis resources, an efficient institutional mechanism and comprehensive but simplified development promotion regulations. It also recommended participation of the public in the planning process with planning strategies aimed at the welfare of the poor, socially disadvantaged groups and participation of non-governmental and community based organisations in the planning process.

The Constitution 74th Amendment makes it necessary for every state government to constitute Metropolitan Planning Committees and District Planning Committees, which plays significant part in devolution of power to grass root levels.

The UDPFI guidelines recommended urban and regional planning system consisting of a set of

four inter-related plans i.e. (i) Perspective Plan : a long-term (20-25 years) policy plan of spatio-economic development of the settlement; (ii) Development Plan : conceived within the framework of the approved Perspective Plan, it is a medium-term (generally five years co-terminous with the term of the local authority) comprehensive plan of spatio-economic development of the urban centre; (iii) Annual Plan : conceived within the framework of Development Plan, it is a plan containing the physical and fiscal details of new and ongoing projects that the local authority intends to implement during the respective financial year; and (iv) Plans of Projects / Schemes : conceived within the framework of approved Development Plan / Annual Plan, these are detailed working layouts for execution by a public or private agency.

Guidelines also suggested some measures for fiscal resource mobilization including restructuring of municipal taxes, alternative for octroi, revenue generation through commercial projects and involvement of private sector in plan implementation. It also advocated adoption of new techniques including development of urban and regional information system, fiscal support by centre and state in formulation of urban plans and application of remote sensing techniques for generation of base maps. In spite of these stipulations, the changes at state level are not significant and the response appears almost dismal. The most likely reason for this may be unwillingness at state level to allocate enough time and manpower / resources to the critical function of reviewing and re-modelling urban and regional planning system. As stated earlier, we are passing through an era of economic transition which is bound to result into tremendous urbanisation and this apathy or anti-urban bias has to undergo a sea change as more and more population would get urbanised and rural areas would reduce to economically insignificant entity in terms of contribution to GDP.

It has been our experience, particularly in the context of metropolitan plans and also development plans relating to large cities that, these are required to be published again and again with a view to ensure that every change is finalised only after it goes through the series of publication and hearing of objections / suggestions received from the public before the plan proposals get finalised. While the need for public participation in the planning process cannot be disputed, the repetitive publication of plan proposals results into inordinate delays. Even though the authority of the government in the final decision making may not be questionable on grounds of propriety of observing planning norms and evolving technically sound solutions to issues of urban planning, the present experience is that the period of perspective plan is over by the time it is finalised, resulting into development preceding plan formulation defeating the very purpose of planning. If time is to be reckoned as an important element in plan formulation, innovative techniques and legal reforms would be needed if plan is to be formulated within reasonable time limit.

Use of remote sensing technique in preparation of base maps, properly coordinated with cadastral maps, would reduce long time required for preparation of base maps. Similarly repetitive publication of draft development plans could be avoided by suitably amending the acts so that public participation through objections / suggestions is done only once and the original draft plan along with a list of suggested modifications in response to objections / suggestions could be submitted by planning authority to the government for final decision. The government may sanction the plan excluding modifications of substantial nature and the same could be brought into operation immediately. For the excluded part involving substantial modifications, government may only once publish these specific modifications and thereafter finalise such modifications. This would reduce time required for plan finalisation by many years.

Town planning schemes involving land pooling technique for procuring lands required for proposed roads and basic social amenities has been recommended for wider adoption even by National Commission on Urbanization. This technique is relevant even today but has gone into oblivion because of protracted procedures and long delays in finalisation of the town planning schemes. The revival of this technique through suitable legal reforms is a need of the time, particularly in the face of very high urban land prices required to be paid for acquisition of land in addition to which large amounts are also payable on account of solatium and interest. Constitutionally, right to property has ceased to be a fundamental right but in a sovereign democratic republic, it still continues as a legal right. If repetitive procedures for preparation of town planning schemes, sanction of draft scheme by government, constituting Tribunal of Appeal separately for each scheme are avoided, large amount of time could be saved. Similarly, law should be amended to bring into force physical part of the town planning scheme before finalising the financial part which could be done in the course of time at a later date.

It has been the general experience that municipal acts impose upon municipalities, responsibilities that far exceed the resources available with them. This alone could be cited as a reason to shed away such functions as are discretionary in nature. It is on this ground that the concept of Accommodation Reservation and Transferable Development Rights are relevant. An Expert Committee appointed under the Chairmanship of Shri D. M. Sukhatankar, Ex. Chief Secretary of the Government of Maharashtra has recently submitted its Report to government that eliminates from the planning norms many of the discretionary functions which need not be provided in the development plan if they are to be reoriented in terms of successful implementation. The Committee has also rightfully recommended legal reforms for speedy finali-

sation of town planning schemes and its wider adoption. An end result of this exercise will be that the contents of the development plan would be more simple and acceptable to the society and the decision-makers.

The fact that laws relating to municipal administration cast responsibilities on municipalities that are far greater than resources available calls for measures to mobilise resources and to adopt innovative techniques, aimed at more effective implementation of development plans. In many national forums, examples are cited from different states which have substantially contributed in evolving innovative techniques for mobilisation of resources for implementation of plans and a compilation and review of all these systems would give new insight in this direction. In the context of Maharashtra, town planning schemes based on land pooling techniques; transferable development rights and accommodation reservation are cited as some of the innovative measures. Property taxation is one major source of revenue for municipal authorities. Many of the state laws do not provide for periodic revision of this major source of revenue and in most states, property taxation is linked to rateable value which has become a very abstract concept. For concretizing this base, laws of municipal authority need to be amended to relate property taxation on the basis of land use, built up area, age of structure and a range of minimum and maximum rateable values. This major amendment will substantially increase revenue from property taxation for most municipal authorities.

For many years, octroi was one major source of revenue for municipal authorities though recently it has been abolished by many states. As an alternative to octroi, account based recovery of tax is being discussed and needs to be finalised early.

Levy of user charges is another concept that could also be adopted by the planning authorities. More significant example is of

Mumbai-Pune express way on which toll taxes are being recovered as user charges. For generating finance for construction of fly-overs, a cess on petroleum products is being imposed in Mumbai and similar proposal in respect of Pune is also under consideration. Development Charge recoverable at the time of conversion of use of land and on construction of buildings is being levied in Maharashtra, Gujrat and some other states, which is also significantly contributing to municipal revenues and may be introduced by other states.

Levy of premium for grant of additional FSI, for certain categories of development at selected locations is one more source of revenue. Creation of an FSI, bank with the municipal authorities could also be one more effective measure. The municipal authorities may prescribe less FSI, in suburban areas and for use of higher FSI, such premium could be levied.

In the process of development plan implementation, it has been the general experience that there is a tendency, particularly by low-income group and economically weaker sections of the society, to purchase unauthorised subdivisions of land out of no-development zone and to make authorised constructions on such lands. Lands out of no-development zones are available at cheap rates and unauthorised constructions to avoid payment of development charges. The economically weaker sections and low-income group communities thus satisfy their basic need of shelter through such illegal but cheap measures. Some states including Maharashtra have passed laws for regularisation of such unauthorised developments on payment of development charges and compounding fees through which finance can be generated for making provision of infrastructure in such areas of unauthorised development. Basically, this is linked to the differential that exists between the cost of undertaking unauthorised development and an authorised one.

Sukhatankar Committee also recommended that barring those parcels of lands which need to be preserved or conserved from environmental angle such as forested areas, hill tops and hill slopes, lands prone to flooding, swampy low lying lands, green belts along natural water courses and the like, all the remaining lands in municipal jurisdiction or at least substantial parts of these should be zoned for development and outlying lands should be allowed to be developed as low density zones. This will enable such distant areas to be developed authorisedly and in such low-density zones, if higher intensity of land use through utilisation of greater FSI is to be undertaken, premium should be charged. Thus, a concept of “Low-Development Zone” has been recommended in place of “No-development Zone”. This will benefit weaker strata of the society and at the same time, the planning authority will generate funds for providing basic services in such areas.

Privatisation of some municipal functions is another concept which is being discussed in a big way. A simple example could be garbage disposal through privatisation which will result into cost reduction, improved coverage and lower level of capital investment and at the same time will have increased efficiency, better coverage and improved response to user complaints. Private sector participation is possible also through concepts like BOT / BOOT whereby private agency is allowed to develop either an amenity or a service (like light rail transit system) and recover the cost through user charges for some years after which the amenity or service is transferred to the planning authority. Thus, in the sphere of urban development, there is large scope to generate more revenue and to mobilise resources much needed for effective plan implementation.

An exhibition on “Planning for Good Governance” was inaugurated by Shri Asoke Basak, Additional Chief Secretary, Government of Maharashtra.

RECOMMENDATIONS

Institutional Framework for Implementation:

- Urban development plans should be viewed as a tool for good governance, as it is a public document open to all, providing a framework for development of all sectors in towns and cities.
- A participatory process of planning, facilitating good governance, needs to be adopted by the various state governments as recommended in the UDPFI Guidelines.
- Planning and development process conceived in the UDPFI Guidelines ensures inter-department cooperation and coordination as well as efficiency, team spirit, accountability and decentralization, which are attributes of good governance and, therefore, needs to be followed.
- To meet the emerging challenges in the process of plan formulation, implementation and good governance, effective legal support needs to be provided by suitably amending town planning acts, municipal laws and relevant rules and bye-laws.
- For Municipal Corporations and large Municipal Councils, an appropriate set up for plan formulation and implementation as incorporated in the UDPFI Guidelines should be created.

Financing Urban Development:

- Innovative approaches in order to ensure fiscal resource mobilization for urban development and good governance should be explored. These could include user charges, unit area based property tax, impact assessment fee, floating / additional FSI, development charge, charge on change of land use, vacant land tax, planning permission fees, municipal pooled development fund, challenge fund, efficient pricing of land and services, etc.
- Land should be used as a resource and innovative techniques like town planning

scheme / land pooling scheme, transferable development rights (TDR) and accommodation reservation (AR), etc; should be followed for plan implementation. Some of these approaches are mainly practiced in large metro and mega cities and these techniques could be followed in small and medium towns apart from fiscal grants and soft loans.

- Capital investment program should be an integral part of plan formulation involving professionals from various disciplines for effective implementation.
- Joint venture companies with participation of financial institutions and government agencies may be encouraged for asset management and capacity building for local bodies.

Legislative Reforms in Planning - Maharashtra:

- It is reiterated that urban planning including town planning as well as regulation of land use as listed in the twelfth schedule needs to be assigned to local bodies by the state governments as a mandatory function which will transform local bodies as units of local self government and provide opportunities for bringing planning and development process closer to the people.
- Urban local bodies need to be strengthened technically, financially and legally in order to perform the new functions as stipulated in 74th Amendment to the Constitution.
- Following the 74th Constitution Amendment Act in letter and spirit, enabling legislation for constitution of Ward Committees, DPCs and MPCs should provide for spatial planning, institutional framework and defined role and responsibilities for town planners.
- Following the West Bengal and Maharashtra models, it is recommended that existing development authorities should serve as technical arms of MPCs.

- In smaller municipal councils and *nagar panchayats*, planning inputs from state town planning departments and private consultants could be obtained.
- A cadre of town planners at national and state levels be established in the interest of efficiency of planning institutions and capacity building of local bodies.
- Maharashtra Regional and Town Planning Act, 1966 needs to be strengthened and modified on the line of UDPFI Guidelines circulated by Government of India to overcome delays in development plan formulation and to streamline procedures for the formulation and implementation of town planning schemes.
- Government of Maharashtra may consider repealing of outdated acts like Urban Land Ceiling Act.
- Multiplicity of planning laws needs to be avoided. Devolution of powers to private sector professionals may be considered for development control and town planners should be empowered to approve development projects.
- Stamp duty rates should be reasonable and TDR may be exempted from stamp duty in order to give further fillip to development plan implementation.

51th TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : Urban and Regional Planning Reforms
Year : 27th-29th December, 2002
Venue : Chandigarh
President : Shri D. S. Meshram



The 51st National Town and Country Planner's Congress was organized during 27th - 29th December, 2002; at Chandigarh on the theme - "Urban and Regional Planning Reforms" with focus on "Planning Approaches and Practices"; "Planning Education, Research and Training" and "Chandigarh Fringe Area Development".

The Congress was inaugurated by His Excellency, Lt. Gen. (Retd.) J. F. R. Jacob, Governor of Punjab, on 27 December, 2002. In his address, he emphasized the need for reforms in town and country planning practice and education, in the light of 73rd and 74th Constitution Amendments. His Excellency noted that building byelaws of Chandigarh, which were considered to be sacrosanct were rarely changed since last fifty years, and pointed out that these byelaws now need to be changed in tune with the present requirements and aspirations of the people. He also advocated for coordinated and joint efforts by the Punjab, Haryana and Union Territory, to

evolve strategies for improving infrastructure in Chandigarh and in fringe areas. He was also of the opinion that urban planning should facilitate economic and industrial growth of towns and cities for their overall development.

Guest of Honour, Shri Raghunath Sahai Puri, Honourable Minister for Housing and Urban Development, Government of Punjab, stated that Punjab Government has taken many steps to effectively deal with problems and provision of infrastructure and other essential facilities. He invited the planners to evolve new planning approaches and concepts to resolve present planning problems. In fact the cities and towns of today have assumed great importance, therefore, haphazard, erratic and unplanned growth of cities needs to be checked, he opined. With a view to controlling the growth of slums, the state government has enacted the Punjab Apartment and Property Regulation Act. The Minister also desired that

the planners and policy makers should introduce fast track plan formulation processes by adopting modern technological innovations.

Shri. D. S. Meshram, President, ITPI; In his presidential address mentioned that the events in the recent past, like economic liberalization, deregulation, new industrial policy, housing policy, etc., have ushered a new era in the field of urban and regional planning. The term spatial planning for the first time has been given constitutional recognition, under 74th Constitution Amendment Act (CAA), which, calls for structural changes in planning processes, plan implementation and management. CAA lays emphasis on devolution of planning functions to local bodies and involvement of people in the planning and decision making processes. The first three items of Twelfth Schedule relate to urban planning including town planning, regulation of land use and construction of buildings, and planning for economic and social development. Besides, the amendment also provides for constitution of District Planning Committees (DPCs), and Metropolitan Planning Committees (MPCs), for the preparation of the draft development plans taking into consideration the plans prepared by *panchayats* and municipalities. There should not be any doubt that the future planning process needs to be woven around 73rd and 74th Amendments.

In the emerging scenario of urbanization, urban and regional planning, district and metropolitan planning would be of crucial importance. District planning at the sub-state level is an important link in the planning process between state and local level. Although, district planning is in existence since long, it has not been effective in achieving the desired objectives mainly due to inadequate devolution of powers, responsibilities and resources at the district level. So far, major emphasis in the district planning exercises has been on district budgeting which lacked inter-departmental coordination and spatial integration. On the other hand, district level regional plans pre-

pared under the state town and country planning acts, which were by and large physical development plans and economic inputs did not receive desired attention. To plug these gaps in the system of district planning, the 73rd and 74th CAA, have not only revived the concept of district planning with vigour but have also made specific provisions for plan preparation, institutional mechanisms and financial out lays.

The urban areas occupy an extremely important place, in the economic and social fabric of the country as their contribution is substantial in the Gross National Product (GNP). Towns and cities are the centres of enterprises and innovations and, therefore, it is necessary to administer them efficiently. The existing municipal laws are inadequate to enable local bodies to discharge their new constitutional responsibilities. Manpower available with local bodies is inadequate and not equipped to take over the vital functions of planning, development and management as envisaged under CAA. If urban local bodies have to serve as agencies for plan preparation, enforcement and implementation, it is necessary that effective institutional infrastructure is built by local bodies to give a fair chance for successful implementation of development plans.

As a follow up of the recommendations of the national workshops on "Master Plan Approach: It's Efficiency and Alternatives", the then Ministry of Urban Affairs and Employment, Government of India, assigned the work of preparation of Urban Development Plans Formulation and Implementation (UDPFI) Guidelines, to ITPI in 1996. The Guidelines proposed a hierarchy of inter-related Plans comprising Perspective Plan, Development Plan, formulated within the frame an Annual Plan; and Plans of Projects / Schemes for execution of Development Plans.

Only incorporation of spirit of 74th CAA in the planning process is not sufficient but plan implementation and enforcement is equally important. In all plans, prepared at various levels,

mechanisms for their implementation, management and enforcement need to be built within the local government system itself. This could be achieved, by proper horizontal and vertical integration at local level involving both public and private agencies. In the planning process, all the functionaries should participate, right from the planning stage, so that they will have a commitment to the various proposals made in the development plans leading to better implementation. Apart from commitment by the local bodies, sharing and pooling of financial resources, for the smooth implementation of plans would be crucial. Effective monitoring is an important ingredient of implementation of development plans. Integration of fiscal and physical components is yet, another important aspect, which needs to be examined.

Plan preparation would require a variety of data on physical resources, socio-economic and cultural aspects, etc. Urban Mapping Scheme of Ministry of Urban Development and poverty Alleviation Government of India, is a good beginning, but, we also need strong data base at city and ward level. Along with, using conventional methods, the existing data base is also required to be strengthened, with the help of emerging techniques of aerial photography, remote sensing and geographic information system (GIS). Recent progress in information technology, particularly, the advent of Internet and World Wide Web, have affected activities as diverse as planning, education, research and training, etc., because of its ability to generate, access, besides storage and transmission of information capabilities. The proliferation of IT has raised a number of issues. In order to benefit from new technologies, existing planning laws and legislation needs to be changed to create an appropriate environment for the use of information, technology in plan preparation, implementation and enforcement.

Since independence town and country planning education has emerged as full - fledged

independent discipline, though inter - related to architecture and engineering. Architecture deals with projects, where as town and country planning offers the context at national, state, regional and local levels, through state perspective plans, regional plans, urban plans, and action area plan of urban and rural areas. The fast changing information technology, technological innovations like remote sensing , GIS, GPS and other innovative approach for land assembly and development, would have far reaching effect on pattern of development. The innovative techniques for plan implementation like (TDR) transfer of development rights, (A. R.) accommodation reservation, land pooling and readjustment techniques are being practiced as a implementation tool. Similarly, disaster mitigation and planning for barrier free access are yet another aspects which requires to be brought into focus in town and country planning curriculum. As mentioned earlier the Institute of Town Planner's, India, an apex professional body in the country is committed to promote and inculcate understanding of the subject of town and country planning and its applications and has always been the pace setter in promoting the cause of town and country planning education and practice in the country. In view of emerging thrust areas in the field, there is thus a need for improvement and restructuring of the planning education to meet the challenges of the planning process / systems, so that students can be absorbed in the field from the day one.

Census of India 2001, has revealed that 285 million - people accounting for 27.78 per cent of the total population has been living in urban areas spread over 5161 towns and cities. The settlement pattern is dominated by metropolitan and large cities. Over two-third of urban population is concentrated in 423 Class - I cities with population of one lakh and above. Metropolitan cities and urban agglomerations numbering 35 have more than one-third of

country's urban population. In the above scenario, it is imperative, to revisit all such issues, more so, because by 2025 the country will have over 40 per cent of total population living in urban areas and the urban population is expected to be practically doubled from 285 million in 2001 to 546 million by 2025.

Despite, these efforts in planning and development of our towns and cities, the success achieved is not very encouraging. It is therefore, necessary to identify the main constraints, which inhibit the processes of plan formulation, implementation and enforcement. The role of private sector, NGOs and CBOs, in plan preparation and implementation, besides, delivery, operation and maintenance of urban environmental infrastructure needs to be redefined and expanded.

As urban and regional planning is a distinct profession dealing basically with area planning, socio-economic development, project formulation, site planning, integration and consolidation of plans and projects, etc., the state governments need to ensure that, these tasks are entrusted to qualified town and country planners, who have been trained only to take up such tasks.

Valedictory address was delivered by Shri. Rakesh Pandey, Honourable Minister of State, Government of Punjab, who stated that the Government of Punjab has taken various steps for orderly development of urban and rural areas in Punjab. However, he was of the opinion that much more work is required to be done for improving the environmental and living conditions in towns and cities of Punjab by using better management techniques. He also highlighted the need for taking up need-based urban renewal programs for towns and cities of Punjab.

RECOMMENDATIONS

Planning Approach and Practises:

- There is no substitute to development plan in our country, therefore, there is

a need to develop realistic, transparent, effective and user friendly development Plan backed by appropriate institutional mechanisms for implementation along with a set of simplified and comprehensive development promotion regulations.

- Development planning system in India should consist of a set of four interrelated plans i.e. (a) Perspective Plan: a long term plan for 20-25 years, (b) Development Plan: five years, (c) Annual Plan, and (d) Plan of Projects or Schemes as mentioned in UDPFI guideline. These Plans must be adopted by all the states through their local bodies.
- Approval processes of development plans should be decentralized, as mentioned in UDPFI guideline.
- The significance of time needs to be given due priority in plan formulation exercises including notification, hearing and approval.
- Processes of periodic revision and modifications of development plans should be made simple and transparent.
- Development plans should be participatory in nature, and mechanisms to ensure participation of people, their representatives, policy makers, administrators and experts at both the stages of plan making and implementation need to be put in place by all local bodies.
- To ensure horizontal and vertical coordination for implementation of development plans, there is a need to evolve appropriate organizational structures.
- While endeavoring for sustainable development, the aspect of affordability needs to be given due weightage.
- Latest planning instruments like land swamps, land pooling, town planning schemes, accommodation reservations, and transfer of development rights should be followed for implementation of development plans.

- Innovative technologies and tools like remote sensing, aerial photography, Geographic Information System (GIS), Management Information System (MIS), etc; need to be extensively used for the preparation of development plans.
- Zonal development plans, whenever prepared, need to be backed up by layout plans for proper implementation of development plans.
- Preparation of stand-alone projects by various consultants or consolidation of few projects cannot be a substitute to development plans. Therefore, unbundling of projects need to be carried out from development plan proposals.

Planning Education, Research and Training :

- Networking of education through internet and intranet facilities among planning schools and other concerned agencies need to be encouraged.
- People's participation and community development programs need to be emphasised by all planning schools in their curriculum.
- Planners role in development plan preparation, its implementation enforcement and monitoring should be made as part of planning curricula.
- Special education for development of skills pertaining to coordination among all stakeholders of urban development besides training of trainers requires to be initiated.
- Flexibility in choices of courses should be offered to encourage integration of more disciplines within planning education.
- Model tools like GIS, GPS, RS and innovative techniques like TDR, AR, TPS, etc., should be regularly taught in planning schools.
- To have separate identity to town and country planning discipline, a separate

All India Board of Studies in Town and Country Planning Education in AICTE be established.

- Planning practice and education should work in tandem to ensure better integration.
- Closer interaction within the various departments of planning schools must take place for synergy.
- All the planning schools should offer uniform degrees and should have same nomenclatures as such.
- A separate Council of Town and Country Planning should be established by an Act of Parliament.

Chandigarh Fringe Area Development:

- Chandigarh Periphery Fringe Area measuring 1,691.6 sq km and including the districts of Patiala, Ropar, Fathesar, Sahib of Punjab should be notified as regional planning area under the Punjab Regional and Town Planning and Development Act, 1995 for evolving a coherent regional development plan.
- All efforts should be made to provide excellent highway's and railway's based transport networks for speedy connectivity among the entire range of settlements within the region.
- Develop Naya Goan, Karoran and Kansal area through an urban renewal project with active participation of residents.
- Spatial urban planning and development authority should be set up to exclusively deal with planning, development and management of the fringe area, in order to achieve the desired objectives.
- New strategy for integrated development of Chandigarh periphery and the city needs to be evolved by all the concerned agencies taking in consideration the fast changing economic and political circumstances.

52nd TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : Development of Hill Capitals - Shimla Vision 2025
Year : 19th - 21st December, 2003
Venue : Shimla
President : Shri D. S. Meshram



The 52nd National Town and Country Planner's Congress, was organized in Shimla on the main theme "Development of Hill Capitals: Shimla Vision 2025" during 19th - 21st December; 2003.

The congress was inaugurated by Major Vijai Singh Mankotia, Honourable Minister of Tourism and Civil Aviation, Government of Himachal Pradesh who in his inaugural address raised various questions like - If Shimla, is our soul, why we have allowed this soul to die? He also pointed out as to why we have surrendered the green and open spaces in core areas of Shimla for building activities? Why are we allowing the burning of our history in the fire which is taking place and destroying buildings of heritage importance? Tourist visit Shimla town to enjoy natural beauty, scenic excellence of the town which is full of natural and manmade heritage features. But after visit they carry the impression that Shimla is full of concrete multistoried buildings, littered with solid waste, choked sewers and drains, city on the verge of sinking and collapsing, city with traffic snarls and bottlenecks with lack of parking spaces and terminal facilities, etc.

In the prevailing scenario, developers / builders are taking full advantage of commercial potentials of land due to ever increasing tourist population along with their demand for required infrastructure. Building blocks in matchbox style, without any semblance with the ethos of hill architecture and often in total disregard to the fragility of environment are increasing day by day. Many office blocks, hotels, commercial establishments are being developed on plots with poor access and inadequate parking with-

out adhering to the building and zoning regulations. Such constructions are also straining the available infrastructure, which are not designed to take load of such high-density intensive development. Hill Cart Road is always choked with traffic because of inadequate width, encroachments on the road, mixed land use, high volume of inter and intra traffic.

These facts highlight the need for planned development of Shimla with due consideration to fragility of the environment and preserving the natural and built heritage. There is a need to provide matching infrastructure like electricity, water supply, sewerage, solid waste collection and disposal along with recreation places for resident population as well as tourists. Tourism is playing an important role in creating employment generation and increasing revenue to the government, thus, creating further growth stimuli. Unregulated tourism without consideration to hill-ecology in the long run could be disastrous, which warrants propagating only eco-tourism in the state of Himachal Pradesh. There is plenty of scope for eco-tourism in Shimla and it's environs which are bestowed with various geomorphological features besides variety of tree species e.g. deodar, pines, chill, oak, and red flowering rhododendron, glen, dales, besides precipitous gorges valleys and ridge along with special cultural and ethnic areas are in plenty.

The growth of towns in hill areas should be regulated through local ecological considerations. A network of small urban centres should be encouraged. Land use and architecture in these urban settlements should be compatible with ecology. Any development with building

activities, road construction should be regulated in consideration to the ecosystem. Keeping in view these issues and problems and Shimla to act as a capital city of a forward looking dynamic young state, Vision - 2025 is required to be formulated with visionary zeal.

Shri D. S. Meshram, President ITPI, in his presidential address stated that hills and mountains have influenced the life, culture and economy of the people living in these areas. In our country they contain about 10 per cent of total population but in fact, almost half of the country's population living in or adjacent to the hilly and mountain areas, depends directly or indirectly on the resources of the hills. With the increasing pace of industrialization and dwindling of natural resources in the plains, hills are becoming the frontier regions of the country. Despite rich natural resources of forests, hydel power, minerals, etc, hill areas have generally remained poorly developed. On the other hand, increasing pressure of human activities has considerably damaged the ecology and environment of the hill areas.

The key players in promoting eco-tourism are the central and state governments, the local authorities, the developers and the operators, the visitors and the local community. Each one of them has to be sensitive to the environment and local traditions. In fact, eco-tourism is a potential vehicle for generating environmental, socio-economic and cultural benefits at both local and regional levels.

Present day, Shimla is a great contrast to its past. Being the state capital of a young state, it is pulsating with tremendous pressure of activities, due to large number of development programs, numerous departmental and administrative functions of a capital, leading to the problems of governance and management. Shimla is mainly a service town with 1,42,161 people as per 2001 Census, excluding the floating tourist population. The existing structure plan prepared by the Central Town

and Country Planning Organization in the early seventies was for the year 1991. In spite of the fact that the plan is being implemented, growth of Shimla appears to be unplanned and haphazard. Every conceivable space, which is being utilized, in Shimla generates further additional activities inviting more people from various corners of the state and outside, in addition to floating tourist population. Shimla is a favoured destination of domestic and overseas tourists. A large number of trees have been cut only to be replaced with ugly buildings. Multi-storey buildings have become a major eyesore. Offices are spread out in a rather haphazard manner.

Shri Virbhadra Singh, Honourable Chief Minister of Himachal Pradesh in his valedictory address highlighted that hill areas are environmentally sensitive, and ecologically fragile with extremely low level of tolerance for external interventions by human beings. Forces of urban development cause irreversible environmental damage to these areas by upsetting the biological balance and many natural habitats could be destroyed to the point of extinction if proper balance is not observed, this fact needs to be recognized and respected. Development in general and urban development in particular is not largely harmful to natural environment of hills, if carried out with greater sensitivity towards natural habitats.

To strike a balance between human needs and environmental protection i.e. balance between development and ecology is easier said than done. That is why disposal of solid and liquid wastes remains central problem of urban development in all areas including hill areas. While disposal of liquid wastes i.e. carrying sewage from hilltops to the lower ground is easier in hill areas, if such disposal is made without taking care of treatment and reuse, it could cause damage to natural habitats in the lower areas of hills. In order to avoid damage

to natural habitats from liquid wastes, good practices for liquid waste management should be adopted.

An exhibition on the theme “Development of Hill Capitals” was organized on this occasion was inaugurated by Major Vijai Singh Mankotia, Honourable Minister for Tourism and Civil Aviation, Government of Himachal Pradesh.

RECOMMENDATIONS

Approach to Development of Hill Capitals:

- The integrated development plan for hill areas should specifically highlight the role of each and every sector of development in bringing economic benefits to the region and in maintaining the vital ecological balance by coordinating various economic and social activities in space through the creation of a systematic and functional human settlement system. The Integrated plans also need to be prepared at sub-regional level identifying the priorities of development programs.
- For conservation and eco-development of hill areas, a watershed would be a suitable unit for planning and accordingly, while delineating planning regions for hill area development, it would be more appropriate to take into account the whole of watershed area including high altitude of hills, plateaus, valleys and plains. The development plan should also advocate a low-density development, which will not strain the eco-system.
- The site planning for hill capitals should be based on land use classification, which will help to discourage high-rise development and encouraging the use of local materials and construction techniques and also help in preservation of flora and fauna of the hill area; prohibiting removal of topsoil, felling of trees and excavation.
- The ecologically fragile sensitive areas should be declared as special areas / conservation zone. The environmental degrading activities should not be permitted and only the bare minimum administrative and supporting activities should be permitted in these areas to preserve its natural environment.

Management and Development of Hill Capitals:

- An integrated development approach needs reliable and useful data and information on land use, natural resources, socio-economic activities and other parameters of development. The remote-sensing techniques have proved to be very useful in inventorying and in development management and monitoring of land, water and other natural resources, therefore, latest technologies needs to be adopted.
- Development approach for hill area should emphasize the development of alternate sources of energy for progressively reducing dependence of forest for fuel wood.
- To preserve and maintain the genetic pool of special and rare flora and fauna in the hill region, biosphere reserves such as national parks, wildlife sanctuaries, reserve forests and scenic spots needs to be preserved and developed.
- Development control regulations and the building bye Laws should focus on the provisions for mitigation of natural disasters and to encourage eco-friendly activities. Special regulations for conservation zones, guidelines for activities preserving the eco-system, norms for densities, etc, should be indicated.
- The traffic and transportation planning for hill capital town should aim at:
 - o Providing for spatial and functional linkages;
 - o Bringing the activities nearer to the people by developing urban axes linking residential colonies and work places;

- o Discouraging polluting vehicles and adopt “Polluter Pays” principle; and
- o Encouraging network of pedestrian access and non-polluting vehicles such as electric vehicles, cable cars, lifts, etc.
- Suitable air connections with shuttle / feeder bus / taxi services should be given high priority to facilitate foreign tourists as well as domestic tourists.
- The wide public awareness program for environmental protection, conservation and promoting participatory process need to be evolved by strengthening appropriately planning and development machinery and implementing the eco-development plans for the hill areas.
- Good planning is important but it's effective enforcement / implementation is much more important.

Eco - Tourism as Engine of Growth for Shimla:

- The Master Plan of Shimla should provide for promotion of eco-tourism. The state government needs to explore the possibility of upgradation of existing destinations and identification and development of new destinations.
- Long term eco-tourism policy needs to be prepared with adequate safeguards to ensure that the tourism initiative is sustainable over a long period of time and continues to benefit the future generations as well.
- Tourist facilitation centres be set up by the state government to cater to various needs of travelers, foreign as well as domestic, and to offer facilities for air and train reservation, money changing counters and information about other tourist centres in the country.
- State government should identify and promote few rural settlements as eco-villages to promote eco-tourism and to help in dis-

persing tourist activities and employment away from the large hill towns.

- In giving shape to sustainable development of Shimla, state urbanization policy, industrial policy, trade / offices / hotels location policy, housing policy for redevelopment / rejuvenation of central core area (including pedestrian Mall) will be pertinent. Review of development controls and building bye-laws in Shimla Planning Area, conservation of eco-sensitive areas (natural heritage) and built heritage sites, etc; will be other important aspects requiring priority consideration.
- At present, Shimla town is the nodal point for all kinds of activities, such as, administration, tourism, housing, trade and commerce, traffic and transportation and industry. All these activities need to be integrated to get ample opportunity to grow further cohesively.
- Mass transit facility must be introduced immediately, as it would take some time to bring about changes in travel behavior of the people of Shimla. The type of facility has to be a non-polluting high technology system and has to go well with the fragile geomorphology of Shimla town.
- Shimla will not need a high capacity long-haul system, but will need a sophisticated and attractive facility that can also become remunerative (example Santosa Island in Singapore). Being a place of tourist importance such a system will be viable (particularly when tourist traffic is more than 25% of the resident population).
- New construction techniques, having minimum destabilizing impact on the environment should be adopted, so that topographic mutilation and the extensive use of land based resource such as boulders, earth and wood can be minimized.

- Water harvesting methods can be adopted without hampering the eco-system and environment. Waste water recycling methods needs to be employed so that the demand of water for the cleaning of city, industrial area use, cleaning of drainage, etc., besides fire station, can be met adequately.
- Small scale recycling plants can effectively solve the present day garbage related problems in the town. The available garbage can be gainfully converted into manure and the feasibility of converting into construction materials, etc., could be explored.
- The available sources for water, needs to be identified, developed and adequate water supply scheme to be worked out for satisfying the existing as well as future demand.
- Hyper-linking of Himachal Pradesh Tourism Website to web-sites in the northern region should be developed.
- Guide and tour operation activities need to be formalized along with adequate training, licensing and monitoring of these activities.
- Adequate publicity through printed and electronic media by the public agencies to attract domestic and foreign tourists should be given priority.
- Heritage Zones as well as Eco-tourism Zones be identified to cover important historical places, and also to prepare projects of tourist facilities, by involving both public and private sectors which will bring economic and social benefits to the state.
- Eco-tourism development programs with funding requirements over the plan period are required to be worked out. Central Government may consider creating Hill Area Development Fund.

Revitalization / Re-juvenation of Shimla:

- The possibilities of introducing alternate modes, such as, ropeways, cable cars, escalators, and other innovative system choice needs to be explored. Helicopter services can also be introduced may be by involving private investors. The number of elevators have to be increased and evenly distributed in proportion to the intensity of commuters. The pedestrian walkways have to be well integrated with these modes for efficient movement. The existing / future parking lots in the town should also be integrated with these interchanges.
- It is necessary to improve not only horizontal movement but also vertical movement (for example Lift), and also to explore the viability of short haulage of passengers / goods by ropeways, cable car or other innovative system choice and facilitate development on both sides of hill, wherever feasible, by tunneling at appropriate places by weighing all pros and cons of benefits and there implications.
- For integrated development, linkages to new area of development and shifting of facilities like wholesale market, service garages, godowns, shopping, offices, etc, from congested central areas needs priority attention.
- The government offices, institutions, which are acting as bottlenecks should be shifted to appropriate locations. The buildings and associated spaces presently holding the above activities can be effectively used for tourism activities for generating revenue to the state.
- Phased development program for increased accessibility to other centres, both intra and inter urban centres, should be undertaken with due consideration to the ecology and environmental sustainability. Naturally the basic building

controls prescribed through zoning regulations, such as setbacks, height, FAR and ground coverage would have to be reformulated, of course with due consideration to topography, sun light and, wind direction, etc.

- There is also a need to build a new airport to receive bigger flights. Ministry of Civil Aviation may be approached to clear Sundernagar Project, which is already under consideration. The state government may encourage landing and take-off of smaller aircrafts for small towns for opening up of other hill towns / regions.
- Augmentation of Kalka Railway Station, linking Shimla as well as frequent train services with Delhi would enhance the tourist convenience and increase tourist arrival manifold.
- Prepaid taxi or other para-transit booths be set up at the major interchange points.
- Satellite towns along major highways connecting Chandigarh, upper and lower Himachal areas such as Vaknaghat, Fagu and Ghandal be encouraged and new locations at about 20-25 kilometer distance be explored.
- Bold initiative may be necessary to create a counter magnet at an appropriate location with more than one lakh population to contain the growth of Shimla. This may have a central university, state level hospital, a modern shopping centre, industrial complex and transport facilities. The quality of facilities needs to be at least at par to Shimla so that it attracts people for settling and curb in-migration from the lower Himachal.
- The Mall is Shimla's main pedestrian travel spine with its architectural splendor and ambience needs to be zealously preserved.
- The seven hills of Shimla stand divided into seven zones namely (i) Central (ii)

Kasumpti (iii) Bhari, (iv) Summer hill, (v) Totu (vi) Tutikhandi, and (vii) Sanjanouli. These zones be further divided into smaller action areas which then be developed, one by one, by integrating into the Development Plan proposals. To begin with, the following areas within the central zone could be taken up for planned decongestion and beautification on a priority basis as a part of re-juvenation strategy.

- o Jakhu-Ridge Area;
- o High Court - Hotel Holiday Home Area;
- o Rani Jhansi Park-old Ladies and Children Park;
- o Rivoli road-the link road leading from the Scandal Point to the Lakkar Bazar Bus Stand;
- o The forest to the north portal, the Auckland tunnel;
- o The decongestion of the Subzi Mandi; and
- o Heritage Zone.
- Participation of the community based organizations (CBOs) and non-governmental organizations (NGOs) are of paramount importance to create awareness and to play active role for ameliorating environmental improvement and conservation of heritage.
- Capacity building of Shimla municipality and concerned state agencies like urban development and town and country planning departments, pollution control board, etc., is essential.
- Urban development and town and country planning be placed under the same ministry with separate departments for better coordination, cooperation and taking unified planning decisions.
- Shimla is required to be planned in the regional context by integrating the main human settlements around Shimla.

53rd TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : Plan Implementation and Enforcement - Innovative Mechanisms and Techniques
Year : 27th - 29th December, 2004
Venue : Indore
President : Prof. Dr. A. N. Sachithannandan



The 53rd National Town and Country Planner's Congress was organized on 27th - 29th December, 2004; at Indore - the industrial capital of Madhya Pradesh on the theme "Plan Implementation and Enforcement: Innovative Mechanisms and Techniques" with sub-themes, "Public Participation and Partnerships", "Regulations Promoting Development", "Governance and Capacity Building", and "Experiences of Mixed Land Use in Madhya Pradesh".

Shri Jayant Kumar Malaiya, Honourable Minister of Urban Administration and Development, Government of Madhya Pradesh, while inaugurating the Congress, observed that physical, economic and social development programs are important because these provide quality environment to the masses. However, due to non-implementation of the development plans in a given time period, unauthorized and haphazard construction along with mushrooming of slums and squatters colonies takes place. He noted that development plans do not get implemented due to non-availability of lower order plans such as zonal plans; besides non-involvement of public in the plan formulation and implementation processes; non-existence of horizontal and vertical coordination mechanisms among various departments, in addition to resources crunch. He asserted that periodic revision of development plans in consonance with changing requirements of communities along with effective institutional arrangements staffed with trained technical manpower will surely enhance possibilities of implementation of development plans. He also underscored that 74th Amendment to the Constitution of

India in 1992, has provided for decentralization of powers to local bodies, and to the people at large. Therefore, their involvement in plan formulation and implementation is essential along with political will and administrative acumen. He made it clear that development plans should be prepared keeping in view the ground realities. On the issue of mixed land uses, he pointed out that for providing adequate services to the people, it is essential to allow mixing of certain kind of land uses. However, parameters for mixed land uses are required to be decided so that these provisions are not abused and exploited for large scale commercial ventures, which are not in conformity with the proposals of development plans.

Shri Madhu Verma, Chairman Indore Development Authority, the Guest of Honour in his address stated that efforts are being made by the authority to make Indore more liveable, and provide with adequate facilities and amenities through assistance available under the VAMBY Scheme.

Mrs. Uma Shashi Sharma, Mayor Indore Municipal Corporation, expressed her happiness over the earnest efforts that are being made to achieve coordination and assistance of all stakeholders of urban development in Indore including Indore Development Authority, Town Planning Department and all other line departments. She hoped that the latest technologies and tools for implementation of the development plans need to be explored for planned and orderly development of Indore.

Shri Satya Prakash, Principal Secretary, Housing and Environment, Government of Madhya Pradesh emphasized that there is a need to prepare implementable plans, and emphasised that qualified planners are better placed to do this job. For timely implementation of development plans, involvement of masses needs to be ensured, he opined.

Shri Ashok Das, Commissioner Indore Division, contended that public is required to be involved not only during implementation of development plans but also at the time of their preparation. Private sector involvement, he added, is also essential because it may not be possible to secure adequate budgetary support for plan implementation from the state government alone.

In his presidential address Dr. A. N. Sachithanandan, President ITPI, noted that Sir Patric Geddes who visited Indore city in 1918, on the invitation of Maharaja Tukoji Rao Holker for advising the city government, prepared a development plan for the city, which is still a landmark for urban planners. He demonstrated that it is possible to segregate work places, particularly from industries and residential areas and yet possible to maintain “Work Place Folk and Home” relationship. He was of the opinion that planning whether physical, financial or social, always has impact on society. He further stated that planning will increasingly be covering broad spectrum of interests, non-spatial as well as spatial and will be judged by its effects upon people’s quality of life. As Indian economy and society becomes inextricably global economy and distinction between rural and urban areas get increasingly blurred, a reorientation in our approach to human settlements planning requires immediate attention.

Planning education can also help in terms of training and creating a cadre of professionals who can change the development processes and make plans and policies which are more

implementable. Retraining and absorption of new technologies by the those town planners who are already holding top positions in public and private realms, especially in the context of global influences, will also help improve record of implementation. As a part of the settlement planning process it is essential to create an atmosphere for transparent and participatory development and make every stakeholder accountable. This could lead to a quantum jump in the implementation of development plans.

Shri Rajendra Shukla, Honourable Minister of State for Housing and Environment, Government of Madhya Pradesh, was the Chief Guest for the Valedictory Session, who specifically noted that town planning schemes as discussed and deliberated in the Congress on the pattern of Maharashtra and Gujarat would be followed in Madhya Pradesh. He was also of the opinion that while preparing a plan, environmental considerations are required to be taken into account along with water supply, drainage and solid waste management. Involvement of private sector in the disposal of sewerage and solid waste also needs to be explored.

An exhibition on the theme “Plan Implementation: Innovative Techniques” was inaugurated by Shri C.S. Chadhha, Vice-Chancellor, DAVV, Indore.

RECOMMENDATIONS

Public Participation and Partnerships:

- Major working areas under public private partnerships should include augmentation of financial resources for treatment, distribution and maintenance of water supply; provision and maintenance of sewage treatment plants; sewage reclamation from plants for reuse and recycling of sewage for non-domestic uses and city sewerage systems; collection, transportation and safe disposal of solid wastes;

management of power plants for un-interrupted supply of electricity; provision and running of health, education, shopping, and recreation facilities; provision of city bus services; provision and maintenance of highways and other roads; provision and operation of rail based transport systems such as MRTS; township planning and development of residential areas; and development of tourist spots and commercial complexes, etc.

- Individual citizens community groups and voluntary, and non-governmental organizations (NGOs) should be involved not only at implementation stage but also at plan formulation level. They must keep vigil till proposals are implemented.
- Existing instruments like town planning schemes (TPS); transfer of development rights (TDR), accommodation reservations (AR), etc; should be made more transparent and simple so that these could be used through various forms of partnerships.
- The benefits of PPPs like cost effectiveness, higher productivity, accelerated delivery, clear customer focus, enhanced provision of social services, effective recovery of user charges, etc., need to be brought into focus by giving adequate publicity so that the message reaches to the masses.
- Under the PPPs risks and benefits should be shared among partners in a mutually acceptable manner so as to ensure efficient use of resources through effective planning and management.
- Awareness should be created among the general public in regard to social and economic costs and benefits of development plans to communities and the society as a whole.
- Implementing agencies should devise mechanisms to ensure that the interests of the weaker sections of the society are protected through public private partnerships. Smaller or less influential partners in the public private partnerships should also be given equal importance. For partners to be treated equally, it is necessary that they share equal responsibilities among themselves for the successful completion of a partnership.
- New mechanisms and procedures should be evolved to protect the interests and benefits for the poor from infrastructure development projects. Difficulties, which could be encountered in implementing and not devising such mechanisms are enormous. But these difficulties must be overcome through transparent and simple decision making processes.
- To protect the interests of low income groups in an environment of market driven development, it would be more pertinent to involve these people not only at plan preparation stage but at implementation stage also.
- Main purpose of public participation is to share information with all stakeholders so that they could make their own decisions. It is also to ensure that people are able to collect inputs from all stakeholders for effective negotiations with government bureaucrats and other decision makers.
- State governments should encourage private sector investments for the development, operation and management of new infrastructure and other facilities.
- Private sector partners must be selected through transparent and competitive selection processes; their scope, obligations, and rights should be clearly defined.
- Techno-economic Feasibility Reports are required to be prepared, not only to frame cost estimates realistically, but also to carry out financial viability of all major projects so as to attract private sector partners.

- A comprehensive policy on private sector participation i.e. Private Public Partnership (PPP) needs to be evolved and adopted in development plans and other documents pertaining to urban regional planning and development.

Regulations for Promoting Development:

- The congress noted that development plans are implemented only to the extent of 30 percent. The main reason of non-implementation is that urban development authorities are not adequately equipped technically and financially for taking up large scale town extension schemes.
- Development and enforcement regulations should mainly focus on good governance that is transparency in decision making processes and simplicity of rules and regulations. Yet another important aspect of good governance is capacity building.
- Planning Regulations should be perceived as tools of positive development especially when these are meant for the urban poor.
- A set of regulations which promote balance development should be made the basis for all stakeholders of a city to come together and make their own contributions.
- Overlap between town planning and municipal acts have led to a confusion and have affected implementation of development plans. Therefore, there is a need to achieve interface between these two sets of statutes.
- Regulations should not only stop at formulation level but should also evolve procedures for enforcement of codes, standards and regulations. This is an important aspect of governance.
- Development authorities specially functioning in major cities should remain fully active in forming new extensions / schemes along with necessary infrastructure facilities, for which freezing of land for alignment of major network systems is essential for developing network on priority. Such drastic steps would ensure effective implementation of development plan proposals not only in the existing planning areas but also on the fringe and urban extensions. Accordingly, provision in DPR should be made.
- Private sector participation is necessary. Implementation of development plan proposals cannot be successful unless private investment is attracted. Therefore, it is necessary to cater for their participation in DPR.
- From the date of the final approval of a development plan, all developments within a planning area must remain in conformity with plan policies and proposals for which adequate provisions must be made in DPR.
- Municipalities are constrained due to inadequate number of trained planning staff necessary to manage the planning function, therefore, capacity building in respect of planning staff has to be taken up on priority.
- Town planning statutes generally do not have provisions for condoning deviations from the sanctioned development plans. Therefore, statutes should be suitably amended to make provisions for accepting such changes i.e. regularization in buildings deviating from regulations for genuine reasons, and if such changes are required by the communities at large, be considered.
- While formulating zoning regulations, city economies should be kept in mind. A development plan ignoring the economic status of a city and region will never get implemented.
- Enforcement procedures should be clearly spelt out in regulations. Simplification of

procedures is essential to reduce time and cost overruns of development projects.

- Work of grant of planning permissions should be delegated to planning authorities.
- Quality control is an important aspect of enforcement and lack of planning staff for quality control leads to devastating results.
- If land use and other decisions relating to the optimal use of resources are to be made in the interest of the general public with the involvement of the people, then processes of decision making must be decentralized.
- A simple rule for successful growth of a settlement is to effectively manage and enforce the existing planning rules and regulations, and use the existing institutional infrastructure effectively. Systems must be developed to grant incentives or concessions to those people who comply with regulations. Punitive actions could be contemplated as a last resort.
- Zoning and development promotion regulations currently in vogue are difficult to enforce, and are not adopted because of their complexity. These are too many in number and difficult to comprehend. Hence, there is a need to have simplified regulations so that these are easily enforced for creating dynamic growth scenarios.
- While drawing regulations for mitigating natural disasters, care should be taken to make design norms cost effective.
- Separate regulations should be evolved for new construction and retrofitting of existing buildings.
- Procedures should also be evolved to ensure that building norms and other codes are strictly enforced.
- Planning techniques such as GIS, aerial photography and computer networking cannot be ignored any more in a speedily globalizing world. Indian planning systems will have to fast catch up with this situation to remain relevant. At the same time, regulations which focus on labor intensive technologies and use local resources would certainly benefit local residents. Implementation of such regulations must be encouraged because it will even improve standards of living of local residents.
- e-Governance has strong potentials but remains largely unexplored so far. It is possible to provide “one window clearance systems” through the extensive use of modern technologies.

Governance and Capacity Providing:

- State governments should make efforts to improve knowledge and skills of urban managers including technical staff for better management and delivery of services and facilities.
- There is a need to train elected representatives through bodies like state level training and research institutions. It was also advocated that, Institute of Town Planner's, India should take lead in this direction as it has got required infrastructure, logistics and qualified manpower, not only at the headquarters but also at the Regional Chapter level located mostly in the state capitals.
- 73rd Constitution Amendment Act, 1992 provides the basis for the development and future growth and management of urban areas. It also provides ample opportunities for local government to provide better services by involving the public at all levels.
- There is a need for involvement of private sector for capacity building of urban local bodies.

- For good urban governance to become a reality, socially and economically deprived sections in cities and towns should get priority for provision of basic services such as water, power, education, etc.
- Each municipality must have a Vision and a Mission for good governance dedicated to serving its entire people.
- Special characters of areas in respect of heritage, etc; should be given special attention and efforts should be made to educate urban managers about the importance of such issues.
- Data base provided through Urban Observatories should be used for better governance.

Mixed Land Use in Madhya Pradesh:

- Mixed land uses are inevitable in growing areas and need to be properly regulated through zoning regulations, principles of compatibility and extent of mixing of these uses however for mixed land uses the basic considerations should be;
 - o In single use zones, predominant land use should remain the guiding factor.
 - o Mixing of land uses should be compatible with one another, and the principle of dominance of one land use should be followed; and
 - o Compatible occupations should be provided with the principle of equity in terms of green industrial estates and special economic zones (SEZ) in residential areas.
- Use of technologies such as geo-informatics should be made to identify mixed land use zones. Based on the detailed information obtained through these techniques, areas of mixed land uses could be decided. Such techniques could also be used for effective monitoring.
- Earlier mixed land uses were based on the two wheeler culture. Now with the automobile revolution and changes in land values, mixed land uses have started to show complications in respect of parking, congestions on streets, strained services, etc. This calls for changes in development control norms besides midterm reviews of the same, to make mixed land uses healthier.
- Mixed land uses should be permitted only on roads 60 feet wide with more flexible development control norms.
- Parking policies for mixed land uses should be based on practical considerations so as to avoid paucity of parking spaces and congestion on roads.
- Policies for sustainable land uses could be effectively worked out through the use of latest techniques like GIS while preparing resource maps. Final land use patterns could be arrived at based on the detailed analysis of these resource maps.
- Politicians and other public representatives should be taken into confidence, and further educated about the usefulness of latest techniques like GIS, etc, because even now there is less acceptability of such techniques among the decision makers.
- Success of town planning schemes (TPS) in Gujarat is due to the fact that compulsory acquisition has almost been given up except in areas which are required for road networks and public utilities, etc. Due to this, development authorities have become financially self sufficient as land values have increased considerably after a declaration and implementation of a town planning schemes, and public, semi-public and commercial areas remained in the ownership of development authorities to sell at a premium. No cost is incurred on acquisition of land by development authorities. This practice could be followed in Madhya Pradesh and other states, as well.

54th TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : National Urban Renewal Mission - Spatial Planning Implications
Year : 12th-16th January, 2006
Venue : Amritsar
President : Shri D. S. Meshram



The 54th National Town and Country Planner's Congress was organized from 14th - 16th January, 2006; at Guru Nanak Dev University, Amritsar, Punjab, on the theme "National Urban Renewal Mission: Spatial Planning Implications" with a focus on "Planned Development of Identified Settlements"; "Integrated and Equitable Provision of Infrastructure"; "Urban Reforms"; and "Development of a Border Settlement - Amritsar".

While inaugurating the Congress Shri Raghunath Sahai Puri, Honourable Minister for Housing and Urban Development, Government of Punjab noted that the intention of Government of India under the Jawaharlal Nehru Urban Renewal Mission (JnNURM) is to achieve focused attention on integrated development of infrastructure and services, to provide effective linkages between asset creation and asset management, to ensure adequate investment of funds to fulfill deficiencies in urban infrastructure services and to ensure access to the urban poor, besides taking up re-development of inner or old city areas in order to reduce congestion and security of tenure for the urban poor. He stressed that this is to be achieved through investment partnerships between the Central Government, state governments and urban local bodies. The JnNURM is to cover 63 urban settlements including Amritsar, Ludhiana and Chandigarh, from Punjab. It is of vital importance that city development plans (CDPs) will be prepared for all these towns including Amritsar. CDPs will focus on the development of economic and social infrastructure and issues affecting the urban poor. Massive central assistance to the states and urban local bodies has been linked

to the implementation of reforms comprising of mandatory reforms and optional reforms.

The Minister underscored the fact that the Congress will also be deliberating on the local theme of "Development of a Border Settlement - Amritsar". Amritsar, the city of Golden Temple symbolizes the cultural and spiritual heritage of the people of Punjab. A large number of people from all over the country and the world visit this holy city every day. It is a major trading and commercial centre catering not only to Punjab but also to Jammu and Kashmir and Himachal Pradesh and other parts of the country. It is also one of the most important land port of India for trade by air and surface routes with Pakistan, Afghanistan, the Middle East and Europe. Besides, Amritsar continues to be one of the biggest industrial cities of Punjab in spite to establishment of other important industrial centres in the state. The Minister noted that Amritsar is also facing manifold planning problems like increasing population, shortage of housing and urban infrastructure resulting in the creation of slums, etc., which needs to be tackled by planned interventions.

Shri Sunil Datti, Mayor of Amritsar city in his address stated that population of Amritsar city has now reached 15,00,000 persons and the town urgently needs a realistic master plan, which should take into consideration the cause of the urban poor because they constitute sizeable part of the population of the city. He also mentioned that the city has budget of around Rs.100 crore, which is spent on providing water, management of sewerage, slum upgradation, city beautification

and establishment of special economic zone. He stressed the need for the development of Wagha Border, which has now become centre of tourist attraction. Raja Sansi International Airport attracts tourists from the world over and needs to be expanded and upgraded because it is expected to attract more number of tourists in the near future.

Dr. H. S. Singh, Vice Chancellor, Guru Nanak Dev University, Amritsar retracing the origin of Guru Nanak Dev University, stated that program of urban renewal will be helpful in identifying the weak spots in the urban development of Amritsar.

In his presidential address Shri D. S. Meshram, the President, ITPI pointed out that under the JnNURM, it is mandatory to prepare city development plans, the scope of which has been explained in the tool kit. He stressed that the main emphasis of CDPs appear to be on attracting investments, but these plans are totally silent on spatial improvements and developments. The toolkit is also silent on the relationship between CDPs and master plans. These CDPs do not even take cognizance of the presence of statutory master plans. Most of the towns and cities identified in the JnNURM have second generation master plans, which are important instruments for guiding and regulating developments in these towns and cities. These master plans have contributed to planned development in all these 63 settlements. Thus, there may be conflict between proposals and policies of the CDPs and master plans since master plans are statutory, their provisions would prevail over the proposals and policies of the CDPs, the president, ITPI argued.

If the Mission objectives are to be realized in action and spirit, a series of reforms are required to be undertaken by the states and urban local bodies (ULBs). Therefore, a massive central assistance to states and local bodies has been linked to the implementation of reforms at the micro level in order to provide necessary

boost to infrastructure development. Reforms comprise of two sets i.e. mandatory reforms that is core reforms at urban local body level, which aim at process of re-engineering through deployment of new technologies to enable more efficient, reliable and timely services in a transparent manner. Other set of reforms include framework of state administration. Main objectives of these reforms are to improve the financial condition of local bodies, their credit worthiness, and ability to access market capital for taking up new projects, secure public participation and commercial sustainability for better provision of services.

On the issue of equity in urban renewal, president ITPI mentioned that equity implies fairness and justice to be delivered by an agency through allocation of resources to individuals, groups and areas. Urban planning agencies through plans and programs deal with allocation of land for various land uses and provision of infrastructure. Since serviced land is a precious limited resource, there is intense competition for it's allocation among various claimants of land uses. Similarly investments for preparing serviced land are limited. Thus, who gets serviced land, that is land plus infrastructure will gain while others will loose? Planning could then be considered as an exercise in equity and development. Development could never be realized without taking recourse to equity. Who gains by having access to infrastructure in cities remains one of the vital questions? Why some groups and areas have more access to infrastructure than others? What are the planning implications of uneven distribution of infrastructure at city level? Is it efficient for the market to operate in an environment where infrastructure inequities are the rule not an exception? There may be many more questions that are required to be answered, he mentioned.

Irrespective of size and population, border settlements are required to be planned in such a manner that they facilitate and not hinder the

smooth functioning of cantonment and military activities. However, in case of emergency the loss of property and life will be much higher in border metropolitan towns than smaller settlements in the vicinity of the border. This is true for the only border metropolitan town of the country that is Amritsar for which the Master Plan 2000 - 2021 has been prepared by the Department of Town Planning, Government of Punjab in the year 2000. But as per Census 2001, this border town has acquired the status of a metropolitan city, i.e. population more than 10 lakh, the fact will have the bearing on the population projections for the year 2021, which needs to be reworked, accordingly. Master Plan also needs to take cognizance of conservation and urban renewal aspects because of historical, spiritual and cultural heritage of Amritsar. It is in search of this that both domestic and overseas tourists visit Amritsar city throughout the year. To cater to the needs of the tourists, the Municipality and Improvement Trust must strive together to provide adequate infrastructure including budget hotels.

Amritsar is also required to be planned and seen in the regional context besides proximity to Pakistan border, which assumes more importance due to opening up of border. Due to improving relations with Pakistan, trade and commerce is likely to increase. Up-gradation of Raja Sansi Airport to International Airport would result in manifold increase in air traffic which requires to be given due weightage. Now that Amritsar city has been included in the list of settlements to be covered under the Jawaharlal Nehru National Urban Renewal Mission under which it is mandatory to prepare a CDP for it, all the above mentioned problems needs to be revisited.

Prof. Darbari Lal, Deputy Speaker of the Punjab Vidhan Sabha, in his valedictory address cautioned that unless population is controlled, fruits of planned development cannot be realized. It is not that development is not taking place in India, rather development is

taking place with much faster speed in all the spheres of life in the country including urban areas, but its impact is not being felt due to excessive growth of population. He also pointed out that we should learn from China, which could control its population. He asked if China can do why not India? He emphasized the need for provision of basic services including education and health to all the sections of the society including the urban poor because a majority of these people do not have access to basic services. He was hopeful that through JnNURM, it is possible to transform India into a new country because the Mission aims at focusing attention on integrated development of infrastructure services; planned development of cities including peri - urban areas, outgrowths, urban corridors so that urbanization takes place in a dispersed manner. The Mission intends to scale up the delivery of civic amenities and provision of utilities with emphasis on universal access to the poor and provision of basic services to urban poor including security of tenure at affordable prices, improved housing, water supply, sanitation and ensuring delivery of other already existing services like education, health and social security. He also mentioned that the recommendations of the Congress will receive utmost attention of the Government of Punjab.

While inaugurating the exhibition arranged on this occasion on the theme "Urban Renewal", S. Jagmohan Singh Kang, Honourable Minister for Animal Husbandry, Dairy Development, Fisheries and Tourism, Government of Punjab said that Punjab is experiencing urban transformation as urban population of Punjab has overtaken with 33.92 percent in 2001 as against 27.80 percent for India as a whole. Punjab is now the fifth major urbanized state of India. With urban population of the state showing an upward trend, urban planners community have to play a proactive role and plan for cities keeping in view the future requirements for a period of at least 50 years.

Otherwise with tremendous increase in population, number of vehicles, transport, etc., the day is not far when there will be chaos all around.

RECOMMENDATIONS

Planned Development of Identified Towns:

- Guidelines of the Jawaharlal Nehru National Urban Renewal Mission should not focus only on city but also take into consideration city - region linkages. It should strive to achieve intra-regional convergence.
- Since solutions to problems being faced by a metropolitan city may not be found within the city, metropolitan regional planning approach becomes necessary. CDPs should, therefore, relate their projects and proposals to metropolitan region plans, where ever available.
- CDPs should be prepared with the active involvement of state town planning departments within the framework of existing statutory master plan. After identification of projects and programs in conformity with master plans, under the JnNURM financial investment plans should be prepared. Spatial impact assessment of all major infrastructure projects should be prime condition for approval of projects.
- Functions of urban planning including town planning should be handed over to the ULBs as provided under 3rd and 74th Constitution Amendment Acts, and necessary capacity building by setting up stronger institutional frameworks for effective delivery of the planning function should be initiated for the JnNURM cities and towns. Since 74th Constitution Amendment Act envisages municipal capacity building, therefore, while preparing CDPs, the involvement of local bodies be ensured to facilitate their capacity building.
- Provisions of UDPFI Guidelines of the Ministry of Urban Development, Government

of India should be referred and taken cognizance of, as official guidelines for the formulation of CDPs.

- Inter-relationship between DPCs and MPCs on one hand and CDPs on the other needs to be clearly defined in the JnNURM guidelines.

Integrated and Equitable Provision of Infrastructure:

- Upper ceiling of the project cost should be fixed because it may not be possible to meet huge requirement of funds for cities specifically for mega and other large cities; besides some ceiling for land acquisition costs should be fixed so as to avoid utilization of more funds towards land acquisition which would result into diluting of the objectives of infrastructure development works due to shortage of finances. This aspects also needs emphasis in north - eastern and hilly states.
- Healthy municipal revenue base is the prerequisite for obtaining finance from the market for the development of infrastructure. For this purpose ULBs need to develop commercially viable projects within the improved institutional set up in conformity with master plan.
- State governments should implement reforms in areas like collection of property tax, stamp duty, computerization of infrastructure systems, simplification of bye laws and procedure to change the land use, etc. The mandatory and optional reforms indicated under the JnNURM, UIDSSMT, IHS-DP should not be same for a small town of 10,000 populations, and a large metropolitan agglomeration of 10,00,000 population. Benchmark of various reforms need to be decided as per size of the settlement.
- Authorities responsible for urban service delivery are required to be made more accountable and mechanism for horizontal and vertical coordination among authorities concerned for smooth maintenance

of assets created under the JnNURM needs to be energized.

- Good administration, economic viability and cost effectiveness, technical competence, regulatory frameworks are important for good urban governance that could deliver the services to the expectations of the public. Therefore, there is a need to define the functional domain of local governments in the light of twelfth schedule to the 74th Constitution Amendment Act which will effectuate good urban governance.

Urban Reforms:

- Awareness and capacity building programs should be initiated by the Ministry of Urban Development, Government of India, at various levels involving town and country planning departments, ULBs and other stake holders, the expertise and infrastructure of Institute of Town Planner's, India may be utilized for this purpose.
- NGOs should be involved from the stage of formulation to implementation of the JnNURM projects in order to ensure transparency and accountability. Besides Public Private Partnerships (PPP) are required to be accentuated in order to motivate people's involvement in the development programs.
- There is a need to encourage simultaneous reforms in settlement planning, financial planning, institutional capacity building, implementation, maintenance and management practices in order to achieve the goals of JnNURM. Effective implementation of the JnNURM should focus on:
 - o Minimizing gaps in infrastructure provision by demand management, optimize use of the existing assets; minimizing losses faced during augmentation and effective public participation;
 - o Thrust for infrastructure provision should be on an equitable basis;

- o Greater inter-agency coordination;
- o Phased augmentation for redevelopment and renewal; and
- o Monitoring frame and Action Plans.
- Monitoring, coordination and implementation should be left to state governments. Instead of creating new agencies, these task should be assigned to one of the existing agencies of urban development in order to decrease the overhead costs of administration, establishment, etc., which otherwise will be charged to the projects.

Recommendations for Amritsar:

- For the Master Plan of Amritsar, 2000-2021 the population projection for the year 2021 should be based on Census of India 2001 population figures and accordingly the proposals be worked out for the year 2021.
- Taking into consideration the opening up of border, which would give boost to trade and commerce, the area marked under this land use needs to be increased considerably, while a quantum jump of area for industrial activity should be rationalized on the basis of Industrial Policy of the Government of Punjab.
- Elevation of Raja Sansi Airport to the international airport will give further boost to the hotel industry in Amritsar city, therefore, Master Plan for Amritsar, 2021, should take cognizance of this fact and make proposals, accordingly.
- Consolidation of areas under military use merits immediate attention because at present these areas are scattered throughout the city so as to reduce work trips and to facilitate easy movement of traffic. Similarly, presently government offices are housed in buildings scattered all over the city, which also increases the number of unnecessary work trips, this calls for consolidation of offices in an integrated

complex, except the offices which cater to local areas.

- CDP under JnNURM for Amritsar city, should be prepared within the frame work of the Master Plan of Amritsar - 2021.
- The listing of sites, areas and built spaces of architectural, historical, archaeological, cultural and ecological value should be prepared on priority and made an integral part of investment programs to be initiated

ed under the JnNURM, however, projects taken up under the JnNURM should ensure that the heritage of Wall City is maintained.

- Metropolitan Planning Committee is a constitutional requirement as per 74th Constitution Amendment Act, therefore MPC should be constituted and empowered with all spatial matters / functions including implementation of the projects, in conformity with Twelfth Schedule to 74th CAA.

55th TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : Reforms in Town and Country Planning Legislations
Year : 9th - 11th January, 2007
Venue : Kochi (Kerala)
President : Shri D.S. Meshram



The 55th National Town and Country Planner's Congress was organized from 9th to 11th January, 2007; at Kochi, Kerala, on the theme "Reforms in Town and Country Planning Legislations" with focus on the sub-themes "Emerging Town and Country Planning Processes"; "Making Cities Safer"; "Participatory Planning", and "Development Control Regulations and Byelaws" as the local theme.

While inaugurating the Congress, His Excellency Shri R. L. Bhatia, Honourable Governor of Kerala stated that most, of the state governments have established city development authorities that are endowed with enough powers to prepare implement and enforce master plan proposals. These authorities have largely contributed to urban development in the various states. However, urban and regional planning is faced with a series of complex problems that have to be tackled with commitment and far-sight. There has to be a network of development authorities with other stakeholder agencies to deal with local and topical issues clamouring for immediate and positive interventions.

The Kerala Municipalities Act 1994; and the Panchayat Raj Act 1994 aimed at the creation of District Planning Committees and devolution of powers to local bodies. Empowering the *Panchayats* for rural governance has also been carried out through the three-tier system. Lessons of similar participatory planning and decentralization processes are sure to stand delegates in good stead when they deliberate upon the emerging scenario of both city and country planning in the wake of modern advancement of Indian economy.

President ITPI, Shri D. S. Meshram in his presidential address mentioned that in the wake of new found economic confidence, the country has launched major initiatives for building core infrastructure such as construction of golden quadrilateral road network connecting various important cities, initiatives to build mass rapid transit systems in major metropolitan cities like Delhi, Mumbai, Hyderabad, Bangalore; development of new and modernization of the existing ports and airports, parks, knowledge cities, malls, multiplexes, game villages, etc; throughout

the country. Prior to these mega initiatives, governments have undertaken major reforms in urban and rural local government through 73rd and 74th Amendments to the Constitution of India in 1992, which provide a framework for participatory processes and devolution of urban planning functions to municipalities, among other aspects.

To be implemented over the next seven years, the Government of India has taken a major initiative in the form of Jawaharlal Nehru National Urban Renewal Mission (JnNURM), which entails investment partnerships among the Central Government, state governments and urban local bodies. Massive central assistance to states and urban local bodies has been linked to the implementation of reforms of two kinds i.e. mandatory and optional. Mandatory reforms among others include implementation of decentralization measures as envisaged in the 74th Constitution Amendment Act, repeal of Urban Land Ceiling and Regulation Act, etc. While optional reforms include revision of bye laws to streamline the approval process for construction of buildings, development of sites, etc., simplification of legal and procedural frameworks for conversion of agricultural land to non-agricultural purposes, etc. He further under lined that the prevailing legislations enacted by various governments were drafted in early 1950s and are not geared up to accommodate and incorporate the impacts of these major initiatives. Therefore, there is an urgent need to study the provisions of the existing rules, regulations and laws in depth and suitably change them to accommodate the new initiative being launched in the country, and also to take cognizance of the latest technological innovations like remote sensing, GIS, GPS and other implementation tools like TDR, AR, land pooling, TPS, etc.

Shri V. Suresh, former CMD of HUDCO, the Guest of Honour, suggested that a program for capacity building of urban local bodies in the domain of town and country planning

should be initiated. In this direction the ITPI should take lead through their Regional Chapters, which are located in capital cities of states. For the safer cities, he recommended to adopt DCRs in tune with National Building Code, 2005. On the issue of housing the poor, he was of the opinion that access to land is most crucial issue.

While distributing the National Best Thesis Award popularly known as Prof. V. N. Prasad Best Thesis Award, Prof. Mercy Williams, Honourable Mayor of Kochi stated that piecemeal planning and development will jeopardize the entire planning process of the city, thus, unsettling the future of the city itself. Looking at the sorry state of affairs of our cities and towns she lamented that most of our cities grew without meaningful planning interventions to streamline their growth and Cochin is not an exception. She therefore, called on the planners to follow a holistic approach to planning having environment, people and culture as it's central focus with strong value of equity at the base.

On the issue of the 74th Constitution Amendment Act, which gives powers and functions to local governments, including the function of social planning, she hoped that things will improve now with local governments having a clear vision on micro level strategies and working hand in hand with national and state governments. She further emphasized three key areas i.e. finance, function and functionaries. Government of Kerala gives around 40 percent of the state budget for local government. But at the same time gives some functions as well, like provision of schools, hospital, etc. She hoped that government would also give total control over planning to local bodies as well. On the third point is functionaries, along with functions government needs to have functionaries like planners, for the preparation of our master plans and city development plans. Town and country planners would need to perform a proactive role

in bridging the gap if there is any between these two instruments to make our urban and rural areas a better place to live.

Shri S. M. Vijayanand, Principle Secretary Department of Local Self Government, Kerala who was the Guest of Honour in his address mentioned that application of sound town planning principles is not only important for urban areas but also equally important for rural areas. He also stated that for creating DPCs under 74th Constitution Amendment Act, Kerala state is forerunner. As far as devolution of powers to local bodies is concerned, there is a need of capacity building in local bodies so that they can perform the functions assigned to them efficiently and effectively. Participation of the people is essential not only at the stage of preparation of master plans but also at implementation and enforcement stage.

While delivering the valedictory address on 10th January, 2007, Shri M. Ramachandran, Secretary (UD) Ministry of Urban Development, Government of India, stated that at the instance of Ministry of Urban Development, ITPI has prepared Urban Development Plan Formulation and Implementation (UDPFI) Guidelines in 1996, which included Model Urban and Regional Planning and Development Law. It was expected that the state governments will amend their respective laws in line with the Model Urban and Regional Planning and Development Law but the progress in this regard is not satisfactory. Since the model law has been prepared as a follow up of the provisions of 74th Constitution Amendment Act, it would be advisable that state governments amend their town and country planning acts in conformity with the Model Law, he stressed.

There has been remarkable change in the urban scenario during the past few decades in India. Proportion of urban population has increased from 17 percent in 1951 to nearly 30 percent at present. This trend is likely to continue in future also due to rapid industrialization, economic de-

velopment, etc. At present, India is the second largest urban system in the world. Not only is there a shift from rural to urban areas but within the urban areas, over a period of time, there has been a tendency to shift to metropolitan cities and other larger cities from the smaller cities. Metropolitan cities today account for approximately one third of the country's total urban population. At present, approximately 55 percent to 60 percent of the Gross Domestic Product or GDP and 90 percent of total taxes in India are contributed by the cities.

In respect of Kerala, the settlement system is linear which is unique example of urban-rural continuum. It is one of the thickly populated states in the country. A typical feature of urbanization in Kerala is that urban population has increased marginally by only 7.63 percent during 1991-2001, while the number of towns and cities has gone down from 197 in 1991 to 159 in 2001, perhaps, due to declassification or merger of towns, level of urbanization has also gone down slightly from 36.44 percent in 1991 to 25.96 percent in 2001. During 1981-1991, the state has witnessed a significant increase in urban population, with a growth rate of 60.89 percent, which fell drastically during 1991-2001 by registering a growth rate of only 7.68 percent.

Shri K. J. Sohan, former Mayor of Kochi and Chairman Standing Committee was the Chief Guest. Who inaugurated exhibition organized on this occasion. In his address he highlighted the issue of central sector schemes like the JnNURM and UIDSSMT. He said that these schemes do not mention the need for preparation of CDPs in tune with Master Plans. The DPRs prepared under the scheme follow piecemeal approach and emphasized that projects are required to be implemented under the scheme should be selected within the broad framework of Master Plans. He also lamented that even though planning functions have been devolved to local bodies but in the absence of involvement of planners,

the spatial planning functions, cannot be performed effectively by DPCs. Therefore, he highlighted the need to have capacity building in the municipal councils, and also to induct planners as members in DPCs on priority, so that they can perform the planning functions effectively.

RECOMMENDATIONS

Emerging Town and Country Planning Process:

- Under the Jawaharlal Nehru National Urban Renewal Mission or JnNURM, it is mandatory to prepare city development plans or CDPs, the emphasis of which appears to be more on infrastructure development. However, as the mega projects would be funded under the JnNURM it will have deeper impact or implications on the spatial development. Therefore, there is an urgent need to integrate CDPs and Master Plans so that both documents do not act at cross-purposes.
- Urban Development Plan Formulation and Implementation or UDPFI Guidelines, prepared at the behest of the Ministry of Urban Development, Government of India, taking into consideration provisions of the Constitution's 74th Amendment Act 1992, were circulated by the Ministry to all the states. It, *inter-alia*, recommends to prepare long term Perspective Plan for 20 to 25 years followed by Development Plan of 5 years, Annual Plan for 1 year and Project Plans or Layouts. The CDP under the JnNURM is to be prepared for 7 years. It would be more appropriate that CDPs are prepared in a manner that fits in the hierarchy of the prevailing planning process in the country.
- For all the Class-I cities the preparation of master plans for 20 to 25 years incorporating proposals of CDP, where ever applicable, should be made mandatory and should be completed by the end of 2007 and the funds for the preparation of such plans should be made available under the JnNURM.
- All legislative reforms both mandatory and optional as per the Jawaharlal Nehru National Urban Renewal Mission should also take the cognition of UDPFI guide lines and should incorporate it's provisions in appropriate laws. It is also recommended that most appropriate areas requiring urban renewal be identified and an urban renewal plan be prepared for this area to be followed by DPRs for it's implementation under the JnNURM.
- As the special economic zones (SEZs) are being developed under private sector, through the involvement of government, it would be more appropriate to take steps in advance by making suitable provisions in the prevailing legislation so that areas between adjoining towns and SEZ do not get developed in an unplanned and unauthorized manner creating slum like conditions and encouraging land speculation and encroachments.
- Recently it is observed that large complexes like knowledge cities, cyber cities, IT parks, malls, multiplexes, games villages, etc; are coming up on a large scale. It would, therefore, be advisable to make planning norms and development promotion rules so that the development is planned and it does not result in problems of traffic congestion and hazards to neighbourhoods.
- Legislative support to the following needs to be provided as a constitutional obligation:
 - o Devolution of town planning functions to the urban local bodies;
 - o Constitution of District Planning Committees and Metropolitan Planning Committees with one of the nominated members being a full time Town Planner; and

- o Contents of draft development plan of district and metropolitan areas should appropriately include spatial planning as given in the 74th Constitution Amendment Act, 1992, articles 243 ZD (3) and 243 ZE (3) respectively.

Making Cities Safer:

- For mitigation of natural and man made disasters in urban setting, appropriate planning and development norms, standards and building bye laws should be evolved for achieving safety in urban centres.
- Legislative support should be provided for making the cities safe, specifically with respect to all kinds of disasters and hazards, and for disabled and elderly people.
- Remote Sensing and GIS can play an important role in making cities safer from natural hazards, man-made hazards, man-induced natural hazards and for crime prevention by identifying hazard-prone areas, mapping hazards, preparation of micro zones for assigning land uses, activities, buildings and population densities. GPS can pin point the exact locations of crimes and disasters.
- With violence and fear of violence assuming alarming proportions, making cities safer should be accorded highest priority on the agenda of all parastatal agencies involved in city planning, development and management.
- With most of the urban problems having their genesis in urban poverty, empowering urban poor should be used as the strategy for leveraging safety in urban centres by creating an enabling environment in which poor are encouraged to find solutions to their problems related to shelter, employment, infrastructure and productivity. Capabilities of the poor should be enhanced so that they become capable of achieving those valuable things that they have reason to cherish. Town

planners can considerably influence the creation of safer neighbourhoods and communities using the mechanism of properly planned and designed built environments by reducing breeding grounds of crime. Crime Prevention through Environmental Design (CPTED) can be effectively used as a strategy for making cities safer.

- Considering good urban governance and safer cities as reciprocals, promoting good urban governance should be accorded highest priority and used as a mechanism and strategy for improving urban safety.

Participatory Planning:

- Participation in decision making related to urban planning and physical development should become the responsibility of the state governments and urban local bodies. Clear provisions must be made in the statutes for involving poor people in the decision-making processes.
- Participation in planning should be viewed as capability promoting exercise, particularly of those who have been excluded from decision making processes for centuries together. Planners should not only act as technicians, but should advocate the interests of the poor and vulnerable sections of the society.
- Different approaches to participatory planning that ensure effective participation of people and other stakeholders, and make city planning inclusive should be implemented by providing appropriate legal mechanisms.
- The goals of preparation of draft development plan or DDP are to enhance improved urban governance, services and infrastructure. Accordingly, such a plan should include issues of slum improvement, intra-municipal management, environment management and municipal institutional strengthening.
- Participatory planning process should promote the sense of belongingness and

involve NGOs, minority groups, media, public and other stakeholders in the process of plan preparation, implementation, monitoring and enforcement.

Development Control Regulations and Bye Laws:

- Planning legislation should give a positive signal to the people and should promote spatio-economic development. In this context the development control regulations may be termed as development promotion measures.
- Building bye laws should be simple and people friendly, and should be written in a language which can be understood by the masses.
- Building rules and land sub-division regulations should be revisited in the light of the Town and Country Planning Bill prepared by the Department of Town and Country Planning of Kerala and this Bill should be extended to all development authorities.
- FAR should be related to the width of the road and also the size of plot.
- For all the major towns of Kerala, development plans should be prepared on a priority in conformity with town and country planning bill.
- As the car-man ratio has considerably increased in Kerala, it is therefore, essential to revise car-parking norms not only for commercial areas but also in residential areas.
- Structural plan and detailed town planning schemes already sanctioned should be incorporated in the master plan.
- State government should take all the steps to ensure that urban local bodies get strengthened and they recruit qualified town planners to discharge planning responsibilities, including plan scrutiny and zoning regulations.
- The model recruitment rules prepared by the ITPI should be adopted and only qual-

ified planners should be assigned the job of planning at all vertical and horizontal levels.

- Latest techniques of preparation of Plans like remote sensing, GIS, GPS, etc; should be made use of.
- Plan implementation techniques like land pooling, transfer of development rights (TDR), accommodation reservation (AR), being successfully implemented in the other states, should also be included in the Town and Country Planning Bill of Kerala.

General Recommendations:

- A Task Force under the Chairmanship of the State Chief Town Planner should be set up in each state to examine the legislative reforms in town planning and other acts in order to suggest appropriate steps for amending the various legislations. The ITPI Regional Chapters should take active part in these exercises. Model Urban and Regional Planning and Development Law and the UDPFI Guidelines include many reforms and will form a useful guide in this direction.
- A Town Planning (Professional Practice) Bill should be drafted to streamline the trade of Town Planning Professional Service under the WTO-GATS.
- For all the towns covered under the Jawaharlal Nehru National Urban Renewal Mission and Urban Infrastructure Development Scheme for Small and Medium Towns, the preparation of development plans for 20 to 25 years incorporating proposals of CDP should be made mandatory and should be completed by the end of 2007.
- Like for CDPs, funds for the preparation of Master Plans should be made available under the JnNURM.
- Spatial impact assessment of mega projects should be made mandatory.
- Action be initiated to deploy at least one qualified town planner in each municipal council / local body.

56th TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : Planning and Development of Peri-Urban Areas
Year : 20th - 22nd December, 2007
Venue : Kolkata
President : Shri V. Satyanarayan



The 56th National Town and Country Planner's Congress was organized from 20th to 22nd December, 2007; at the Science City Auditorium, Kolkata on the main theme "Planning and Development of Peri-Urban Areas" with a focus on the sub-themes: "Planning and Development Policies"; "Implications of Peri-urban Developments"; "Financing and Management of Infrastructure"; and "Integrating Needs of Urban Poor in the Development Processes" as the local theme.

Shri Asok Bhattacharya, Honourable Minister Municipal Affairs Department and Urban Development Department, Government of West Bengal in his inaugural address stated that over several decades, the rate of increase of population has become principal drivers of urbanization. As per United Nations Estimates during the year 2007 the world population was 660 crore, with almost half of them living in urban areas. United Nations projected that by 2030, six out of every ten people will live in towns and cities and the world's population is expected to climb to 820 crores, however, a major share of this population will be living in slums and peri-urban areas. Cities in the developing world confront challenge of a rapidly globalization urban world. While the global spread of urbanization has positive impact and created a lot of opportunities, it has also created many problems, which are acting as barriers to potential gains. The cities are faced with problems of inequality, civil unrest, increased competition of basic needs and access to essential services, socio-political and economic institutions and health threats. Besides, the impact of the climatic change and environmental stress has also heightened

the problems, particularly for the urban poor residing in slums and peri-urban areas.

He also stressed that the comprehensive development plan must be prepared to meet long term demands of the developing cities, optimizing resource allocation, coordinating the development between urban and rural areas, specifying the scale and development orientation and realizing sustainable development in terms of society, economy, population, resources and environment. The comprehensive development plan of a city must aim towards promoting integration between economic and social development so as to provide necessary emphasis on population, social security and social welfare. A comprehensive development plan should also follow the strategy of coordinated and sustainable development in economy, population, resources, disaster management and environment.

Yet another issue he, flagged was that most of planners are much interested in planning big cities, big monuments but reluctant to draw plans for slums, urban poor and for unplanned areas using low cost technologies. Another area which needs to be focused was on urban planning legislation which needs to be strengthened to raise the legal status of urban planning. A local system of legislation of urban planning should be gradually established which can take into consideration overall requirements.

Shri V. Satyanarayan in his presidential address stated that peri-urban area - a space in the process of rapid transformation from rural to urban, in fact is the area around a city, located generally outside the municipal limits. It is

perpetually under pressure from unintended developments, which may be contiguous along the municipal boundaries and roads or in clusters located in rural landscapes. Peri-urban area can be divided into two i.e. the urban fringe - an area that is immediately touching the municipal boundary and experiencing extremely rapid pace of transformation; and rest of the peri-urban area. However, the extent of peri-urban area depends upon the size of the city, larger the city, larger would be its peri-urban area.

In the peri-urban areas land related conflicts are endemic, specifically with reference to the use of land for agriculture or urban development. Even pattern of agriculture is transforming from traditional food crops to cash crops that fulfil the needs of the mother city or provide raw materials for agro-based industries. A major social problem in such areas is rehabilitation of farmers whose lands are converted to urban uses. In a vibrant economy like India, peri-urban areas are preferred locations for some of the most strategic economic activity centres such as large industrial, institutional or residential complexes that guide the direction of future development of the city. For sustainable development, administration and governance, it is necessary to evolve planning, development, financing, management and governance strategies in such a way that the conflicts between social and economic concerns as well as rural and urban issues are minimized and environmental potentials and land or water resources for meeting the needs of urban dwellers are maximized. Such strategies should strengthen the rural urban interface between the city and its peri-urban areas.

While delivering the valedictory address Shri Gautam Deb, Honourable Minister for Housing and Public Health Engineering, West Bengal, who was Chief Guest, stated that urbanization has become the biggest problem next to global warming. The urban population of the country which at present is 28 percent

would be more pronounced in the coming 10 to 15 years, because it will increase to 150 millions. To cope up with this situation, he stated that Planning Commission has adopted two pronged strategy - first, existing towns and cities to absorb more population through redensification and second, 100 new cities to be planned and developed.

He also called on the planners community not to consider peri-urban areas as constraint to planning and development but plan for them in advance so that urban poor who initially settle in these areas, can cater for themselves and adjust themselves along with their requirements in the overall planning process. Yet another issue he underscored was of decentralization of urbanization and not to allow the concentration in few towns but to deflect to other satellite towns. He also stated that for mitigating the problems of migration it would be more advisable to provide urban facilities in rural areas so that rural population is not tempted to migrate to large urban centres. He opined that the advancement in telecommunication and other technologies would further narrow the gap between urban and rural areas and reduce work trips from peri-urban areas to the core city. While concluding his address, he once again impressed upon the delegates to accept the challenges thrown open by the peri-urban areas and find solutions for planned and orderly development of these areas without creating much demolition and hardship to urban poor.

Shri P. K. Pradhan, Principal Secretary, Urban Development, Government of West Bengal who in his address underlined the issue of urbanization which at present is 28 percent and would increase to more than 50 percent by 2051 i.e. every second Indian would be an urbanite. The present trends also show the tendency that medium towns become large and larger towns become mega. He said that this phenomena is universal as it is not possible to stop the immigration, the towns are bound to grow in size and numbers. However, the problem

is that how to manage this growth? How to keep pace in terms of sufficient housing stock and infrastructure? Due to non-availability of serviced land or non-affordability due to rising land costs in towns, the migrants settle in urban areas as agricultural land as compared to municipal land is cheaper and, therefore, unscrupulous elements cut the small plots without bothering for the availability of infrastructure and sell them.

He further added that planners should not forget that EWS and LIG categories as, they are required to be served because it is they who settle first in the peri-urban areas because since they cannot afford housing, they cannot pay for commuting and therefore, whole planning process should take them into account. Yet another aspect Shri Pradhan brought into focus was regarding the inadequacy of planners i.e. trained manpower. He also called for the commitment from the politicians, administrators, planners and other major players in the planning and development so as to ensure that development occurs in planned manner in peri-urban areas.

During the Congress an exhibition on the theme “Provision of Infrastructure in Urban Areas including Peri-Urban Areas” was organized, which was inaugurated by Shri Bikas Ranjan Bhattacharyya, Honourable Mayor of Kolkata Municipal Corporation, who in his address stated that by 2051 more than 50 percent of the population would find their habitats in the urban area which calls for more rigorous planning for the urban settlements including Kolkata. For this purpose there is a need to prepare master plans for sewerage, transport, drainage, landscape, water supply, etc; in the absence of which the development of our towns and cities will face major problems of traffic and transportation over burdening already overstrained infrastructure. At present hardly 6 percent of the area in Kolkata is under traffic and transportation while in other cities it is over 15 percent. This may be

due to the reason that excessive growth could not be visualized in past. Therefore, he called upon the planners community to address all such issues in the right earnest and suggest solutions to remedy these deficiencies.

RECOMMENDATIONS

Planning and Development Policies for Peri - Urban Areas:

- Clear, simple and enforceable land policies and development control norms for peri-urban areas should be framed and existing acts, rules and bye laws should be revised or modified accordingly for guiding and promoting development.
- While deciding the development policies, a critical balance needs to be achieved between urban, agricultural and rural activities or functions. The Congress therefore, suggests retention of land for such activities, for future so as to not adversely affect avenues of next generation.
- Serious steps should be taken to establish just and transparent participatory governance structure because participation is meaningful only if it empowers the people with the sense of achievement and engenders in them the spirit that they are capable of making changes in public policy to achieve their own interests. Congress, therefore, recommended inclusive peri-urban development, as a development management strategy.
- More effective programs are required to be formulated and devised to make tangible impacts by improvement of environmental sanitation, potable water supply, urban basic services, shelter, slum improvement, social welfare schemes, etc.
- As poor people cannot be absorbed in the organized sector, therefore, informal sector needs to be given adequate importance for employment generation in the spatial plan as a part of mixed land use. Specific sites for informal activities as part of the plan should be earmarked.

- Though the constitution amendments guaranteed the representation of disadvantaged groups and empowerment of woman, adequate representation of the general people from the settlements in the local bodies and other political institutions need to be given so that inclusive cities and administration through active participation from citizen irrespective of creed and economical background, is ensured.

Implications of Peri - Urban Development:

- Peri-urban areas are generally rapid settlement expansion areas, which in fact are under transformation from rural to urban on the outskirts of mega cities, metropolitan areas and other larger cities. Therefore, planning processes in these areas need to be immediately initiated, as these areas are the supply zones for urban attraction, manpower, urban expansion and attracting points for migrants, displaced persons from the core area as well as industries, SEZs, etc.
- Unplanned as well as planned development takes place in peri-urban areas, it would be pertinent to integrate such isolated and piecemeal developments in an integrated manner. However, until such time the plans for such areas are prepared and approved by the MPCs, instruments like “Fringe Area (Development and Control) Act” should be adopted. In this context the Congress noted with concern that only one MPC has been constituted up till now under the 74th Constitution Amendment Act, 1992. Hence, it is but natural for the Congress to strongly recommend the constitution of MPCs in all metropolitan areas of the country on fast track.
- All development schemes or projects in peri-urban areas should be prepared by utilizing latest tools and technologies (like remote sensing, GIS, GPS, etc;) after taking into account existing conditions in consultation with all the stakeholders

including the MPCs, DPCs, local bodies and line departments.

- While preparing proposed transport network plan, major roads and city rail systems should be considered as development corridors and accordingly land uses should be prescribed.
- To check the spreading of unplanned developments in peri-urban areas of larger metropolitan towns and cities, in future the state governments, development authorities, local bodies (including *Nagar Panchayat* and *Gram Panchayat*) should take proactive measures and evolve suitable strategy for planned development along with proper mechanisms with adequate manpower. Capacity building of urban and rural local bodies also merits upfront consideration.
- The Congress noted that CDPs under the Jawaharlal Nehru National Urban Renewal Mission (JnNURM) are being prepared with little or no regard to the existing master plans of cities. It, is therefore, strongly recommends that CDPs should be prepared within the framework of master plans and CDPs should serve as tools for implementation of master plan proposals.
- CDPs and DPRs, which are mandatory for availing finances under the JnNURM, hardly address the issue of peri-urban areas and projects identified under the Mission for the JnNURM addresses primarily the augmentation of urban infrastructure within municipal boundaries. Therefore, there is a need to address the issue of peri-urban areas in CDPs under the Mission.
- Congress recommends taking corrective steps to eliminate peri-urban spatial injustices, which have depleting effects on the abilities of persons to function effectively and lead lives that they value. This requires, among other steps, that government must frame equitable and just policies for the resettlement and rehabilitation of farmers and landless labourers.

Financing and Management of Infrastructure:

- Land in peri-urban areas are under pressure of getting converted in to urban uses indiscriminately thus, at times losing existing and potential good agricultural land permanently. Besides, there is some amount of speculation in land development. Land banking and community land development is required to be encouraged by the MPC and revenue department.
- To check the speculative exploitation of land in peri-urban areas, it would be advisable to have a mechanism for quick access to land (like a refined land bank or land reconstitution system) in peri-urban areas. Besides providing technical and financial support to communities for land development, government should also consider land acquisition at places where displacement of original land owners could be minimal. Any large scale land acquisition either by government, semi-government or private sector should be backed by rehabilitation plan so that peri - urban spatial injustices are corrected or avoided.
- Poor people not only have less income generating capacity but also they have poor access to services and extremely limited capacity to spend money for health, education, etc. Adequate measures need to be evolved so that access to these facilities is guaranteed.
- Bharat Nirman project and the JnNURM have been launched by the Central Government recently. Specific schemes, taking advantage of these funds for reduction of poverty in rural and urban areas, are required to be formulated focusing on target area and target population as a part of the exercise of district development plans, master plans, CDPs and DPRs.

Integrating Needs of Urban Poor in Development Process:

- In order to help development of peri-urban areas in the background of metropolitani-

zation, development thrust should be given in areas which are not under agriculture or part of wet land. Plan should provide road network development and primary road connection with mother city to open up the areas and also guide metropolitan development away from the core.

- The large areas of cities are dotted with slums and rural habitations whereby people do not have the right to site. Therefore, land reforms and tenancy acts need to be further amended to adequately protect the interest of the poor people and reduce their vulnerability.
- The best practices for reduction of poverty by increasing involvement of poor people themselves followed in the country and abroad should be adopted with a focus on special local needs of poor in India in general and West Bengal in particular, in addition to ongoing programs.
- Monitoring and reviewing of the government programs on poverty reduction should be further strengthened in order to increase the reach of the schemes for the targeted poor groups in addition to the need of increasing budget provisions for poverty reduction programs in West Bengal for reaching the target of the Millennium Development Goals (MDG). The present provision and utilization is not commensurate with the quantum of poverty and government espoused goals.
- Under Thika Tenancy Act, Thika owner though has saved the slum dwellers from the fear of eviction by the landlord, it is strongly recommended that the act appropriately be amended to give right to the site of their stay so that they can take measures for improvement of the physical and environmental conditions of that individual site or group of sites by an approved plan to facilitate them to get authorized access to utilities and services and also use the same as collateral for raising finances.

57th TOWN AND COUNTRY PLANNER'S SEMINAR

Theme : The District Regional Development Plan
Year : 23rd - 25th January, 2009
Venue : Dona Paula, Goa
President : Shri D. S. Meshram



The 57th National Town and Country Planner's Congress was organized from 23rd to 25th January, 2009; at NIO Auditorium Dona Paula, Goa. The main theme of the Congress was "The District Regional Development Plan" with a focus on the sub-themes: "Scope and Methodologies"; "Convergence of Region Development Plans and Governance"; "Metropolitan Regions and Districts"; and "Peoples' Movement in Development Planning".

While inaugurating the Congress, His Excellency Dr. S. S. Sidhu, Governor of Goa, stated that district, a basic unit of administration and governance, was primarily created to maintain law and order, to collect land revenues and for the development and maintenance of basic civic infrastructure and facilities. During post independence period, planned socio-economic development was targeted through five year plans, which led to the creation of district level *Zilla Parishads* for devolution of plan funds through districts. Today, we have about 630 districts in the country and the transformation of a district from a law and order, revenue collection and administrative unit to a largely planning and development entity is being crystallized by the prevailing mandatory constitutional provisions. The 74th Constitution Amendment Act (CAA) provides for the creation of District Planning Committees (DPCs) for consolidation of plans prepared by *Nagar Panchayats* (Urban Local Bodies) and *Gram Panchayats* (Rural Local Bodies) in the district, so as to prepare the draft development plan for the district as a whole.

In Goa an attempt has been made to achieve greater public participation in resource map-

ping as well as detailed planning at grassroots level with illustrative and user-friendly maps. Sincere efforts have been made to map all the conservable land resources and a category of eco-sensitive zones has been delineated in the draft regional plan, which are being treated as conservable land masses. The main thrust of the proposed Regional Plan - 2021 of Goa is to create a more vibrant and prosperous Goa, so that all sections of Goan society, especially the young, feel confident, optimistic and enthusiastic about their future. The regional plan is a comprehensive plan, which seeks to foster greater economic prosperity in Goa in a manner that protects, conserves and nourishes the fragile eco-systems like forests, slopes, mangroves, paddy fields and beaches. All these precious and irreplaceable treasures of Goa's natural heritage need to be protected zealously not just for today, but for our future generations. Undoubtedly, the success and inherent value of any regional plan hinges on stakeholder's involvement, community participation, a general bottom-up planning approach and a widespread public acceptance of the plan, its role, relevance, rationale and objectives.

He called on the planners that apart from assessments, deliberations and discourses on the current status of district regional planning and metropolitan regional planning, to revisit other fundamental issues and concerns being faced by the town and country planners in our country including the issues of how far regional plans have been successful in addressing spatial and economic integration; to what extent sectoral priorities have been reflected in policy integration? Who are the actual beneficiaries

of regional planning and development, forms of conflicts that arise between various district planning committees and how to resolve and reduce such spatial conflicts?

Shri D. S. Meshram in his presidential address stated that the importance of regional planning, was first stressed in India at government level by the “Housing and Regional Planning Panel” (1955) of Planning Commission to achieve the objective of balanced regional development. But balanced regional development was pursued through financial and fiscal devices and not by spatial planning thereby ignoring the fact that regional activities compete in space and has dialectical relationship with space. Thus, in India regional planning efforts initially were of sporadic bouts and regional plans were prepared for formal regions such as coastal regions, resource regions, hilly areas, etc. However, planning in general, and district and regional planning in particular have been radically changed since the enactment of statutes, as all the state governments incorporated major provisions of the 73rd and 74th Constitution Amendment Acts, 1992. The 74th CAA particularly provided institutional framework in the form of District Planning Committees (DPCs) and Metropolitan Planning Committees (MPCs) for the preparation and implementation of district and metropolitan regional plans.

He further added that the scope of district development plans (DDPs) could vary according to physical, economic, social and political factors. For example, scope of district development plan for a hilly area or a coastal zone would be distinct from each other as well as from the plans being prepared for plain areas. On “Convergence of Regional Development Plans and Governance”, he stated that convergence refers to the coming together of different elements that make up the system for achieving a particular purpose. Spatial integration is the concrete form of convergence and integration that is salient for regional planning practice. Each decision being made

by different institutions and stakeholders have multiple impacts on all other decisions being made by disparate institutions and stakeholders. Convergence of development plans prepared at various levels i.e. national, state, region, sub-region, district, block, village and urban areas is significant for spatial integration which has also been emphasized by the National Commission on Urbanization.

He further emphasised that the significance of regional planning as a link between macro and micro planning and to bring them together as a comprehensive system of planning is required to be better understood along with the needs of a regional framework for an effective planning. As per 74th CAA, it is mandatory to constitute District Planning Committees (DPCs) for consolidating the plans prepared by the *Nagar Panchayats* (Urban Local Bodies) and *Gram Panchayats* (Rural Local Bodies) so as to evolve regional plan for the whole district. And if all such regional development plans are prepared for all the districts of the country, it will automatically evolve as a spatial development plan for the country as whole.

While delivering valedictory address Shri Filipe Neri Rodrigues, Honourable Minister for Water Resources and Forest, Government of Goa stated that the relevance of regional planning to Goa state is more important because it has the impact not only on development of Goa but on its natural scenery, forests, slopes, mangroves, paddy fields and beaches which are required to be preserved and conserved in a balanced and sustainable manner. At the same time, efforts are required to be made to make Goa a more vibrant and prosperous state of the country. In this direction, the Government of Goa has already taken the lead by initiating action for the preparation of regional plan as far back as 1986 (prepared TCPO) when the first Regional Plan for Goa was prepared and of course, the recent exercise of RPG-2021. Government has already started the process of consulting the people of Goa on the Regional Plan - 2021, so as to bring in the aspirations

of the people so as to know what way they wanted to develop their own territory?

Shri S. K. Singh Joint Secretary (H), Ministry of Housing and Poverty Alleviation, Government of India stated that the role of town and country planners in the preparation of regional plans and district plans is crucial, because it not only involves the socio-economic aspects but the spatial planning aspects as enshrined in the 74th Constitution Amendment Act and both these aspects are required to be integrated with each other.

He further stated that “National Urban Housing and Habitat Policy, 2007”, while describing development of sustainable habitat, underlined that development of sustainable habitat is closely related to the adoption of “the regional planning approach”, while preparing master plans of town or cities, district plans and regional or sub-regional plans.

In his address Shri Arun Goel, Secretary Housing and Urban Development, Government of Punjab emphasized that the town planners have great role to play in building the nation for sustainable urban development keeping in view the ever changing socio-economic scenario of the country. He also mentioned that the ITPI being premier organization must play the role of research institutions and also monitor the norms and standards in planning practice. He suggested that the role of town planners should be broadened and added that the enforcement should also be vested with the town planners for effective implementation of the development plans.

During the Congress an exhibition on the theme “Regional Planning Efforts in India” was inaugurated by Prof. E. F. N. Ribeiro, Past President, ITPI.

RECOMMENDATIONS

Scope and Methodology:

- District regional plans should reconcile and accommodate local needs by taking

into consideration the “State Visions” and national priorities.

- District regional plans while addressing the short term issues should strive to identify resources through public-private modes to obtain long term objectives from within the region and outside, even from outside the country.
- Recognizing the role of politics and governance, it is recommended that selective choice options and mechanisms be provided within the district regional plans to develop a sense of commitment towards successful implementation of the plans.
- Recognizing the developmental pressures faced by rural areas adjoining the urban settlements, it is imperative that the district regional development plans take adequate care to spell out strategies for these areas by extending services and utilities to reduce migration to large urban areas.
- District assessment and development strategies (DADS) based on detailed studies, critical analysis, and assessment of available resources coupled with analysis of the specific problems and potentials of the district should be used as methodology for preparing realistic district regional plans.
- District regional planning methodologies must remove mismatch between the urban and rural settlements, sectoral and spatial planning, top down and bottom up approach in order to make district regional plans more effective and efficient.
- The essence of district plan is to achieve a balanced development with adequate provision for infrastructure development in small and medium towns, and rural settlements.

Convergence of Regional Development Plans and Governance:

- All states should encourage delineation of important metropolitan regions and set up

fast track approval mechanisms specifying roles and responsibilities of planning on the DPCs to initiate regional planning.

- Block level administrative systems should be strengthened to cover the requirements of the particular areas and feed such information to district plans.
- District Planning Committees should be immediately made operational and they should be encouraged to formulate specific time bound plans for removing regional disparities.
- Physical planning boundaries and administrative boundaries of the district have to be coterminous. Accordingly, district boundaries are required to be rationalized of existing districts in the country in terms of size, physical features, population and environmental features (eco-system), etc.
- While sectoral allocation flow from the central and state plans, the spatial location and distribution will become meaningful only if “State Urbanization and Regional Development Policies” are put in place. The State Vision and District Plans therefore, should have mutual respect for forward and backward linkages.
- Metropolitan development authorities should be made planning secretariat of MPCs along with their planning staff.
- Mismatch between district as an administrative unit and district as a planning unit needs to be removed by addressing these issues on priority in order to optimize the benefits from the district regional planning.
- As spatial planning has been emphasized in 74th CAA, it would be desirable if district planning is perceived as an essentially spatial planning exercise, focusing on the location of economic activities over space depending on the potentials of urban and rural settlements. District planning may not be confined to sectoral integration or sectoral priorities drawn up by the district

authorities but sectoral priorities be also translated in physical terms.

Metropolitan Regions and Districts:

- Transportation is the biggest driver of urban development. Synergy between land use and transportation, development of “influence zone”, “highway corridor zone” through transit oriented guidelines with public interface, use of intelligent transport system policy to encourage multi model public transport and setting up of Unified Transport Authority are key to integrated district regional plan.
- For balanced development of regions, physical planning and economic planning needs to be integrated at all geographical scales.
- The existing district town planning set up to act as a nodal agency for preparation of district plans with effective use of modern technologies, if not existing then it should be setup.
- Planners should be supported with spatial information by the district informatics centres already established in the country.
- Eco-sensitive areas and carrying capacity issues are equally important for providing employment opportunities and, therefore, ecological preservation needs to be brought on a temporal context.
- District planning exercise will not be complete without assessing the potentials of both urban and rural settlements, and based on the same it would be imperative to identify the hierarchy of settlements so as to plan for infrastructure and services as per the order of settlements such as service centre, growth point, growth centre (from village to district headquarters). It is natural that the functions of settlements in the district will vary as per population and area and also administrative functions.
- District town and country planning office should be made responsible for the prepa-

ration of draft district plan and periodic revision and updating of the same. It shall also be responsible for the preparation of maps at district, block and *panchayat* level.

- In order to make district plan operational, it is necessary to provide statutory backing by amending state town and country planning acts for the preparation of district plans and their implementation. Otherwise, the district plans must have statutory control on regulation of land uses at district level, conversion of agriculture land to urban use, unplanned location of economic activities, haphazard and unauthorized development which are quite common in peri-urban areas.
- District plans can be further consolidated into a regional plan by combining number of district plans together taking into consideration various factors like physical features, administrative convenience, economic activities and availability of resources which can ultimately be dovetailed to state level spatial plan.
- The district and metropolitan regional development plans should have all required technical inputs with objectives and targets in respect of water resource management and other environmental considerations with a balanced distribution of development projects. Disaster management plans may be made part of district development plans.
- The states should adopt a uniform system of plan formulation including the scale of maps for regional and district perspective plans, development plans and settlement plans.
- District and regional plans should fix and establish nodes and hubs for economic development with growth targets, where detailed spatial planning and land use controls can be introduced for environmental management in advance.
- District and regional plans shall clearly define the role of government sector, private sector and civil society communities for plan implementation.
- District and regional plan shall be prepared with due consideration to all ongoing centrally and state sponsored development schemes.
- Cities are significant to India's socio-economic development. They also provide exposure to diverse ideas and values. To support economic growth in the National Capital Region, integrated planning of transport infrastructure within MCD Delhi, Central NCR and the rest of the region is crucial.

Peoples' Movement in Development Planning:

- Mechanisms of public participation should be made effective at every stage of plan preparation, implementation, monitoring and evaluation for which necessary provision needs to be made in the existing planning laws.
- Planning process to contain a holistic prospective taking into consideration the issues pertaining to local communities and eco-system.
- Public participation can be made very effective by involving the lowest planning units and communities in the region that is *gram sabha* representatives and making them aware of the planning provisions. Their feed back, observations and inputs should play very important role in framing the final proposals.
- While recognizing the strengths of participatory approach in planning and implementation, there is a need to accommodate projects of extra territorial nature.
- Regional plans should adopt participatory planning approaches from grassroots level. All local bodies should employ town planners to assist the district planning bodies

to prepare district and regional plans through public participation.

- For inclusive development throughout India, there is a need to adopt integrated system for socio-economic investments and public participation as mandatory in aspect. To have Vision Plan for states as a whole, broad regional perspective plan for the metropolitan districts and other district of the state; specific development plans for all settlements (municipal and *panchayat*) within the district; detail local area plan for each ward of the settlement should be prepared.
- People’s participation should be ensured at every stage of plan preparation, im-

plementation, monitory review, and evaluation.

- State town and country planning acts should be amended to provide for public participation at various levels.
- District development planning processes should involve stakeholders consultation. The plans for *panchayat* and municipalities should be well publicized and adequate opportunities should be given to public by inviting objections and suggestions. After screening these views, the plans should be modified and amended in the interest of public. Any rejection of views of the public should be done in transparent manner.

58th TOWN AND COUNTRY PLANNER’S CONGRESS

Theme	: Inclusive Planning for Empowering Urban Poor
Year	: 4th - 6th January, 2010
Venue	: Nagpur
President	: Shri D. S. Meshram



The 58th National Town and Country Planner’s Congress was organized during 4th - 6th January, 2010; at Nagpur on the theme - “Inclusive Planning for Empowering the Urban Poor” with sub-themes on (i) Access to Shelter, Livelihood Opportunities and Infrastructure (ii) Institutional Mechanisms and Planning Processes (iii) Mobilization of Resources for the Poor (iv) Slum Rehabilitation and Redevelopment Initiatives (Local Sub Theme).

Dr. Nitin Raut, Honourable Minister, Government of Maharashtra in his inaugural address traced the history of Nagpur and mentioned that earlier Nagpur was the capital of the Central Provinces and Berar State and presently is the second capital of the Maharashtra. All the distances in the country in all directions are measured from Nagpur city from ‘Zero Mile’. Besides this unique geographical feature, Nagpur also has distinct flora and fauna. Due to all these aspects major industries and

offices are attracted to Nagpur including large projects like MIHAN, International Cargo Hub, etc. As per a report by the United Nations Organization, Nagpur is the second fastest growing city in Asia and is also included in the top ten cities of India.

Dr. Nitin Raut noted that the urban poor can not afford to pay ever increasing price of a *pucca* house. The urban poor can not even think of buying land near to their work place due to high market prices. They, therefore, settle on marginal lands near their work places. But in these areas, there is severe lack of amenities such as potable water supply, sanitation services and garbage management system. This makes the urban poor live in unsanitary conditions. Growth of slums is the manifestation of the inability of the state to provide affordable land and shelter to the urban poor, and also a failure of government machinery to regulate urban resources in such

a way that the poor could get equitable access to land and shelter.

As urban planning provides spatial dimension to economic and social development, it is necessary that it becomes more inclusive, localized, participatory and pro-poor. He contended that inclusive development implies access to all for jobs, shelter, services and social infrastructure. Therefore, urban poor must be invited to participate in planning and development processes, specifically when India is keen to decentralize urban planning processes through 73rd and 74th Constitution Amendment Acts, which in fact has brought the people to the centre of planning. The concern of urban poor particularly informal sector workers and street vendors further require attention with reference to access to shelter and infrastructure so that the same gets incorporated in spatial “Development Plans”.

Dr. Raut also presented the Medallion to Shri D. S. Meshram, President, ITPI for his contribution and services to planning profession / education and to ITPI.

Dr. S. N. Pathan, Vice-Chancellor of Rasthrasant Tukdoji Maharaj, Nagpur University, and Guest of Honours in his address stated that 25 percent of the people who constitute urban poor live in squatters and slum areas of our towns and cities. He said that slumification of our cities would increase further as more than 50 percent population of the country would be living in urban areas by 2041. Therefore, he emphasized that there is a need of balanced development of urban and rural areas focusing on inclusive planning and development. At the same time he issued caution that due to population explosion, shortage of potable water will be further acute because it is already in short supply. In addition scarcity of water will further aggravate the situation due to excessive use of water in urban areas, which ultimately will result in non-availability of water for agricultural purposes. Besides, as more and more land is brought under urban

use, shortage of land for agricultural purposes will become more scarce in the times to come.

Shri D. S. Meshram, President ITPI, in his presidential address stated that in India there are 80.7 million persons living below the poverty line in urban areas who have generally migrated from rural areas and small towns for want of gainful employment in industries, construction, trade, commerce, transportation and other services. The magnitude of migratory influx is such that in spite of cities being engines of growth and centres of economic activities, they are unable to meet the basic needs of the urban poor. As a result, the urban poor have limited access to employment opportunities, shelter, health care, education, and recreation. A majority of the poor continue to live in slums and squatters having inadequate basic services and insecure land tenures. Their contribution to economic development of the city and rendering basic services to it's people is significant, but they are marginalized and vulnerable and are not included in the planning and development process.

In the present planning process, urban poor are generally invited at the implementation stage. But what is required is to involve them not only at implementation stage but also at plan preparation and enforcement stages. Government and urban local bodies need to recognize the fact that urban poor remain one of the major stakeholders in urban planning and development processes. They are capable of determining their own development needs and giving practical and better solutions to problems than what are emerging from the current practices. Therefore, the urban poor are required to be invited to participate in planning and development process.

Shri Meshram further stated that access to housing and infrastructure are intimately related to access to livelihood opportunities because employment opportunities certainly affect how far a family is successful in having access to housing and critical infrastructure.

Whenever one advocates for access to shelter, livelihood opportunities and critical infrastructure for the urban poor, policy makers and town planners respond by saying that there is extreme lack of resources in the public sector. However, Shri Meshram contended that resources are scarce in all developing countries to a certain extent, but there are some countries, which are better able to redistribute, amongst their people whatever resources are available. In India we have remained less successful in eliminating galloping inequalities resulting in very poor access to the poor for livelihood opportunities and critical infrastructure.

Dr. Gokhale, Director Visvesvaraya National Institute of Technology, Nagpur; while delivering the valedictory address mentioned that, during the “Golden Era”, India was considered to be the hub of knowledge, wisdom, stability and economic prosperity. However, due to unabated population growth the unemployment in the rural area got shifted to urban areas creating strong rural urban divide. However, he recommended that there is a need to achieve, the rural-urban continuum. Yet another issue he flagged was about vulnerable conditions of urban habitat and unauthorized growth of slums due to in-migration of the rural migrants to the larger urban areas creating slum conditions with unsatisfactory hygienic and inadequate infrastructure like water supply sanitation and solid waste collection and disposal. He, therefore, advocated that there is a need of Provision of Urban Amenities in Rural Areas (PURA) as advocated by former President of India Dr. A. P. J. Abdul Kalam.

An exhibition on the theme - “Inclusive Planning and Development” was also organized to provide an opportunity to various stakeholders to showcase their projects and success stories which was inaugurated by Shrimati Archanatai Dehankar, Honourable Mayor, Nagpur Municipal Corporation, Nagpur.

RECOMMENDATIONS

Inclusive Planning for Empowering the Urban Poor

- Primary causes and issues pertaining to urban poverty are:
 - o Massive urbanization;
 - o Mass migration of people from rural to urban areas due to push factors;
 - o Lack of job opportunities in the urban formal sector;
 - o Lack of access to shelter and basic services to the urban poor; and
 - o Exclusion of the urban poor from the mainstream of planning and development processes.
- Government and urban local bodies need to recognize that urban poor are one of the major stakeholders in urban planning and development. Therefore, they need to be not only included but also actively empowered by promoting their involvement in plan preparation, implementation and enforcement stages.
- Planning should be localized, participatory, and pro-poor as this would facilitate empowerment of the marginalized and vulnerable sections of the society. Empowerment of the urban poor will enhance the overall productivity of the cities.
- Empowerment is multidimensional process encompassing different people, their social structures and social identities, which need to be established and classified for decision making in respect of planning and fund allocation. Inclusion with accountability and responsibility should be encouraged by making the concerned agencies accountable for their planning and development actions particularly while addressing planning issues related to the urban poor.
- Uncontrolled urbanization taking place in the country needs to be channelized to reduce immigration to larger urban areas,

which are becoming unmanageable. It would be pertinent to generate job opportunities in rural areas and small urban areas for poor so that the people are not tempted to migrate to large urban areas in search of job opportunities.

- Recognizing the fact that rural urban migration replaces rural poverty with urban poverty, there has to be a major shift in thinking about urbanization without urban growth by providing good infrastructure for people to reach their work places in towns and cities while they still continue to live in villages.
- Detailed socio-economic and physical surveys of areas where urban poor reside should be undertaken to work out strategies for their improvement and up-gradation.
- In order to integrate slums and informal settlements into the urban fabric and to achieve the objective of cities without slums or “Slum Free Cities”, major modifications pertaining to norms, standards and planning regulations should be made in master plans to ensure redistribution of land and housing in favour of the urban poor.
- All centrally or state sponsored schemes of urban development must address the critical needs of the urban poor.
- Provision for pro-poor planning should be made integral in all town planning acts, development authority acts and municipal acts.

Access to Shelter, Livelihood Opportunities and Infrastructure:

- Access to livelihood opportunities for the urban poor needs to be improved through measures like sustained infrastructure support to informal sector, encouragement of small enterprises, provision of home based income generating activities, and by creating opportunities for self employment.

- To improve access to shelter, the following measures are recommended:
 - o Development plans of towns should adequately and effectively address the housing requirements of all urban poor;
 - o Town planning schemes and land pooling and plot reconstitution methods should be applied for making serviced land available for housing urban poor;
 - o Development authorities, housing boards, SEZ authorities must ensure that 10 percent to 15 percent of plots or flats are earmarked for service personnel;
 - o Whenever land for larger projects like knowledge cities, IT parks, SEZ, MIHAN, Cargo Hub, etc; are being acquired adequate provision not only for resettlement of displaced landowners be made but land less labour force also be adequately resettled;
 - o In the larger projects like MIHAN Cargo Hub, SEZ, etc; adequate provision for housing for service population (both formal and informal) be made otherwise they settle on fringe areas, and marginal lands of the near by town or on the abutting areas of these projects creating slums and unplanned / unauthorised developments;
 - o Commending government initiatives such as Rajiv Avas Yojana, it was recommended that the scheme should immediately be made operational; and
 - o Low cost building materials and efficient house designs should be evolved to create affordable housing for the urban poor without compromising on minimum standards.
- There should be greater equity and inclusiveness in the provision of urban infrastructure including safe drinking water, sanitation, and solid waste management. Access to schools, health care and recre-

ation should also be ensured to improve quality of life of the urban poor.

Institutional Mechanism and Planning Process:

- In the “bottom up” planning approach involving the community, the role of planner should not be limited to just facilitating a consensus building exercise but to aid in formulating a larger vision based on the needs of the community. This type of planning should focus on finding the middle ground between “bottom up” and “top down” planning process.
- Capacity building of state housing boards and slum area boards should be enhanced by adopting innovative approaches of resource mobilization, and by ensuring transparent and effective administration and project management practices.
- Local level institutions dealing with housing and habitat sector need to be facilitated through effective intermediation by a separate state level institution to provide them guidance, technical support and advisory services.
- Suitable mechanisms such as low interest-rate for housing loans should be devised to increase access of the urban poor to institutional finance. This may include combination of loan and subsidy on private sector projects in which case, allocation of DUs should be done by the public sector as proposed and practiced in Nagpur.
- Specific, realistic and implementable provisions for catering to the needs of urban poor need to be made specifically in town planning acts, development authority acts and municipal acts.
- Each state government should evolve policies on private sector and joint sector participation highlighting legal support; incentives and inducements; roles and responsibilities of various stakeholders in such joint ventures; and support to micro-finance institutions for pro-poor micro-financing.

- Integrated database being generated under the NUIS Scheme may be used as the starting point for development of spatial data base across all classes of settlements.

Mobilization of Resources for the Poor:

- Shelter fund should be created by each state where 1 percent of the state annual budget should be contributed for the urban poor. It may also have contributions from private developers as practiced in Madhya Pradesh Model which requires a developer to pay at the prescribed rate an amount to this fund if the builder fails to construct stipulated houses or provide a stipulated percentage of land area for EWS housing. This fund should be used to provide guarantees to financial institutions for extending loans for urban poor housing; seed capital to ULBs; and support to MFIs as security to housing micro-finance system.
- TDR should have special mention for funding the urban poor, by Central Finance Commission.
- Potentials of transfer of development rights should be fully used to provide suitable housing to the urban poor, but proper safeguards should be taken to avoid misuse of the transfer of development rights concept.
- Micro-financing institutions should be promoted for better access to housing loans for the urban poor. In this connection, promotion of community structures at grassroots level is also essential.
- Financial management reforms at municipal level should be introduced to enable the urban poor to raise more funds through their own sources.
- Fiscal decentralization needs to be ensured to have higher allocation of central and state revenues for inclusive planning of cities and towns in terms of shelter, services and livelihood opportunities.

Slum Rehabilitation and Redevelopment Initiatives:

- Two pronged attack including rehabilitation of existing slums by intense use of urban land, and by providing pro-poor housing through land reservations in new sub-divisions need to be pursued.
- Potentials of self help and incremental housing for *in-situ* development of slums should also be used wherever feasible.
- In order to protect the interests of the urban poor, tenure rights over a house or plot need to be assured so that the owner could use ownership document as a legal tender for raising resources for housing and other economic activities.
- Provision of shelter should be seen as economic proposition by private players to make adequate land for EWS housing and consciously provide for informal sector activities. By using FAR and TDR as a resource and by promoting formation of cooperative societies of slum and squatter clusters, the private sector and slum residents can be engaged in resettlement and self help up-gradation programs. For this,

an incentive FAR (up to 50) may be allowed and 10 percent of FAR may be permitted for commercial activity, which could be sold in the market to make the whole scheme self-financing. Relaxation in setbacks and density should be made available for such schemes. In this way, planning regulations can act as a catalyst for providing access to housing and services to economically weaker sections and slum dwellers.

- Provisions of Slum (Improvement and Clearance) Act 1956 are proving to be impediment for taking up slum improvement schemes in notified slum areas. Therefore, certain provisions of the Act need re-examination.
- Identification of informal areas and explicit norms for the same are required to be included in master plans rather than ignoring them and leaving it to chance.
- As government system focus is on “Creating Slum Free Cities” in the next five years, the Congress recommends that TCPO and ITPI should play an active role in providing technical inputs for implementing guidelines for slum free cities.

59th TOWN AND COUNTRY PLANNER’S CONGRESS

Theme	: Land as Resource for Urban Development
Year	: 10th - 12th February, 2011
Venue	: Panchkula, (Haryana)
President	: Prof. Dr. A. N. Sachithanandan



The 59th National Town and Country Planner’s Congress was organized from 10th to 12th February, 2011; at Panchkula, Haryana on the main theme “Land as Resource for Urban Development” with sub-themes: “Sustainable Development of Urban Land”; “Land for Housing the Urban Poor”; “Public-Private Participation in Urban Development” and “Legal Framework”.

Shri Bhupinder Singh Hooda, Honourable Chief Minister of Haryana in his inaugural address

stated that Haryana is a pioneering state in implementing the public private partnership (PPP) model for urban development. It is popularly known as the Gurgaon Model. While the state government develops the basic infrastructure including trunk services, the private agencies develop colonies for residential, commercial, industrial and other uses. Even the State’s own agencies like HUDA and HSIIDC also act as licensees. Thus, there is a level playing field among various developers for urban development.

The Chief Minister further stated that the state is committed to the goal of inclusive urban development. The interests of the poor and middle class have always received full and focused attention and Haryana Government accordingly has fixed the rate of allotment of EWS plots or flats. We also have the obligation of allotting 25 percent of the total plots developed by private developers on “no-profit-no-loss” basis. HUDA itself is a no-profit-no loss making organization. The rates of these plots are fixed by the state government.

Land is a very important resource which needs to be judiciously utilized. The state has taken a decision to increase the town density for optimum utilization of this precious resource. The planners can use land as a resource for financing urban transport projects as well. This can also be done on PPP mode. Furthermore, bus terminals, bus stops, metro stations can also be taken under PPP. This on the one hand reduces the burden on public exchequer, and on the other hand, it brings the best urban designs, space utilization and private sector efficiencies in the system.

It is well known that urban planners face various challenges in the state. These include creation of infrastructure, improvement in the basic urban services especially for the poor, increasing capacities for pro-poor urban development, job creation and enhancing employment opportunities for the poor, to name only a few. State is trying to address these challenges in a systematic manner, and is making concerted efforts to build quality infrastructure in all the towns of the state. Our towns especially those in the neighbourhood of Delhi are becoming more and more popular for people to settle down for residential and professional purposes.

He also noted that there cannot be any urban development without the primary resource of land. Because of the unprecedented urbanization, land in Haryana has come under tremendous pressure. Urbanization and indus-

trialization are essential for the development of our economy, but at the same time the interests of land owners and agriculturists is also required to be protected so as to achieve balance between both. Accordingly, “Land Acquisition and Resettlement and Rehabilitation Policy” have been carefully conceived, by taking into consideration the concerns of land owners so that they do not feel cheated while parting away with their land. And this policy has been appreciated all over the country.

Town planners are the key players in the process of urban development. It is, therefore, expected from them to be sensitive to the emerging challenges in their field. If things can be taken care of at the planning stage itself, subsequent difficulties are easy to handle. He accordingly, advised planners to look beyond the technicalities of their work. It must be remembered that development is not a mere blueprint on paper, it is far more complicated and complex activity. It is a dynamic and ever changing process. While concluding his address, the Chief Minister called on the planners to give urban development, the human face and keep the end user in mind, only then contribution of planners could be made relevant and meaningful to society.

Dr. A. N. Sachithanandan, President ITPI, in his presidential address stated that land is critical to urban planning and development. Without land built environment would not exist. Without built environment cities would remain a utopia. Without cities, the progress of civilization could not be made. There are several activities such as those pertaining to agriculture, industries, housing, commercial centres, infrastructure provision, and others, which are competing for land for their location. This competition among activities generates demand for land.

Land in cities is a valuable resource. Attachment to land is not emotional; it has also a material reality in our lives. All social classes look upon land from different perspectives. People

who are endowed with productive resources like capital, view land as a resource to be used for investment for making more money through the process of accumulation. People who own built environment such as a house on a piece of land, see land as a resource to appropriate rent. People who could be broadly classified as workers view land as a commodity to be consumed, for example, housing for the urban poor. They do not view land as a resource for making more money, they view land and built environment as something which is necessary for their own reproduction, to put it simply for their own existence.

Land as resource for urban development is an old notion whereby it is presumed, that land could be developed and sold at a profit to middle and higher income groups with the clear objective of use of such receipts for further urban development and also meeting social responsibility of providing shelter benefits to economically weaker sections of the society. While it is a noble planning strategy to serve the welfare needs of low income groups, success would depend on how profits obtained from such strategy are deployed so that eventually benefits reach the less endowed groups of people.

The efficient management of land is vital for economic growth and development of any nation. There is an imperative need to put in place an integrated mechanism capable of responding effectively to the challenges of managing our scarce land resources - especially those arising from globalization, liberalization and privatization. The challenge is also to develop and promote sustainable and productive land use systems and to protect critical resources and eco-system through balancing land, water and other resource uses, providing a basis for negotiation, participatory decision making and conflict resolution among stakeholders, as well as providing an enabling political, social and economic environment.

Over the past two decades sustainable development has been a major topic on the political agenda of governments and international organizations. The Earth Summit in Rio de Janeiro (1992) and the publication of Agenda 21 constituted a catalysing event on sustainable development in the new perceptions in planning and management of land resources. National and international institutions including the United Nations have for many years focused on promoting sustainable and equitable land use and urged the formulation of land and land use policies aimed at both conserving land resources and optimizing their use in the larger interests of the society.

It is well known fact that urban development is sustainable when it is self-financing, environmentally sound, legally tenable, socially acceptable, and physically feasible. Currently, there is a lot of emphasis that urban development should be such that does not cast a burden on the development agency. Financially viable projects are thus more favoured and implemented. Through efficient planning, potential of land can be enhanced and utilized, through land pricing for financing urban development by both public and private sectors.

Land as a resource for sustainable development, among other things, therefore, implies equitable access to all classes of the society according to need. How to determine social need for land or built environment is a collective responsibility clearly embedded in the economic and social context of the times.

Housing the urban poor has become a thorny issue in Indian urbanization. Number of families without adequate shelter keeps on increasing every year, every decade. Land as a resource for housing the urban poor cannot work without large scale employment guarantee programs for the same group. Separation of planning policies from social and economic policies would always lead to the failure of policies. Horizontal and vertical integration

of policies is an integral part of successful outcomes.

Building adequate number of low income dwelling units for the urban poor may not provide a successful alternative in the absence of reasonable income earning opportunities or state run social security networks. The management of land resources for housing poor has a major impact not only on the welfare of poor but on environment. It is essential to promote poverty reduction through more productive, equitable and sustainable use of land resources by facilitating the identification, adoption and implementation of more effective strategies. Often, public sector organizations do not have the financial resources and technical skills necessary to effectively deal with the challenges of upgrading the nation's aging infrastructure. They have to reach out to private sector organizations for assistance.

There are several good practices as well as some malpractices in this context. Good practices need to be disseminated. Planning legislation in most of the states does not effectively cater to this approach of using land as a resource. Government of India is re-examining the Land Acquisition Act. It has also introduced, recently, Land Acquisition (Amendment) Bill, 2010 and The Resettlement and Rehabilitation Bill 2010. Government of India is also preparing a Model Real Estate (Regulation and Development) Act.

The institutional mechanism of public private partnerships needs to be encouraged but the question arises - can we think of collective decision making to achieve collective ends when developing urban land? Of course we can and the institutional mechanism of public private partnerships is precisely a result of such thinking. Therefore, there is a need to provide legislative support to promote use of land as a fiscal tool for urban development. Legislation is also needed to curb malpractices in land management and development. Legal framework focusing on land as a resource has

been in the news recently both in Delhi as well as in Haryana. Flawed land legislation and out of dated tax systems allow large scale land speculation, and induce skewed land access. Therefore, a sound legal framework and institutional arrangement is necessary for appropriate land management.

Shri Rao Dan Singh, Chief Parliamentary Secretary while delivering the valedictory address, stated that "Haryana" is leader in public-private participation in urban development. Treating affordable housing as a commercial opportunity as well as a welfare program is relevant. State government of Haryana has formulated a policy for low cost affordable housing projects, whereby preference for allotment is given to the below poverty line (BPL) families. We have also ensured that allotment of EWS plots and flats in the licensed colonies are given to lower strata of the society. State government as a welfare state recognizes that acquisition of land under the statue and the alienation of land owners from their source of livelihood could be a painful process, notwithstanding the payment of compensation for the same as per law. Therefore, in order to minimize pains of the affected persons, Government of Haryana has notified the policy which includes a new scheme of "No Litigation Incentive". In this policy an additional amount equal to 20 percent of the basic rate of land determined by the Land Acquisition Collector (excluding the interest and the solatium components) as an incentive for "No Litigation" to such land owners who opt for not to challenge the acquisition of their land and to accept the compensation amount as awarded and undertake not to seek a reference under Section 18 of the Act to words the amount of compensation. There is also policy for allotment of residential plots in cases where a self occupied residential house is acquired for unavoidable reasons and also "oustee-category" residential plots in cases of land acquisition for development of infrastructure by HUDA, HSIIDC and HSAMB. This policy is also lauded by many states.

Sustainable urban development specifically means achieving a balance between the development of urban areas and protection of the environment with an eye to equity in employment, shelter, basic services, social infrastructure and transportation in urban areas. With rapid expansion of urban population around the world, there has arisen a wide awareness about minimizing the environmental costs of urbanization. Today, although, colonizers and developers are seeking clearances as per provisions of the Ministry of Environment and Forests Notification dated 14 September 2006, but in recent times, these cities have become places of urban environmental degradation and wasteful use of resources, which is proving to be costly to generations - present and future. In order to mitigate the problems, it is essential to minimize depletion of non-renewable resources and resort to environmentally sustainable economic developments.

An exhibition on the theme “Land as resource for urban development: success stories” was inaugurated by Shri D. P. S. Nagal, IAS, Chief Administrator, HUDA.

RECOMMENDATIONS

Land as Resource for Urban Development:

- With rapid urban population growth in India, there would be an increased demand for land which is a rapidly diminishing resource and requires innovative approaches for its judicious use.
- With increased protection accorded to forests, wetlands, multi-cropped agricultural lands, natural and built heritage sites and the like, sustainable development of urban land at higher intensities is inevitable.
- Sustainability is an inclusive concept which covers social, ecological, economic and governance aspects. The mandatory EIA norms need to be revisited so as to embrace quasi-legal policy mandates for social housing, provisions for informal sector employment, conservation of heritage (built and

cultural), social infrastructure, governance reforms, security, safety and gender equity.

- Land development and disposal policies should be reviewed in the light of environmental sustainability, climate change, energy conservation and inclusive planning and development objectives.
- Urban land and its potentials should be used judiciously for planned and inclusive development of urban areas. This entails:
 - o Development of sustainable density patterns to be encouraged;
 - o A review of spatial norms and standards and also models including “Output Based Aid” (OBA) model to serve poorer communities is required; and
 - o Work out strategies for supply of developed land at right locations and affordable price for urban poor.

Land for Housing the Poor:

- It is high time to make urban poor an integral part of urban structures with provision of land for housing the urban poor.
- Rajasthan Model for affordable Housing Policy, 2009, which stipulates reservation of land, houses and flats to the extent of 50 percent for EWS and LIG categories, may also be adopted as model for housing the urban poor.
- Potentials of urban land, as defined by intensity of its use, can be increased through innovative spatial planning approaches and in some cases, potential of a parcel of land can be transferred to another site using TDR.

Public Private Partnership:

- Private sector participation in land assembly and real estate development should be promoted and regulated so that:
 - o It is within the framework of statutory development plans of cities and regions

- o in order to ensure that the resultant development is planned as inclusive; and
- o It fulfills its commitment to provide public needs and is accountable for any delays or deficiencies in services. Planning, whether by the private or public sector be made transparent and accountable in financial and other matters.
- The public, particularly the beneficiaries, needs to be sensitized about benefits of the 74th CAA through meetings, seminars, electronic and print media so that the processes of planning and development of rural and urban settlements become complementary to each other and ensure rural urban continuum.

Legal Frame Work:

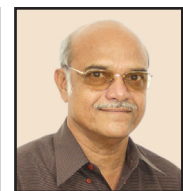
- Land policies for urban growth and development should be embedded in the state vision and the participatory governance should be introduced as stipulated in the 73rd and 74th Constitution Amendment Acts (CAA).
- Socio - economic investments should be made through integrated and time bound

spatial development plans at regional (metropolitan /district); settlement (municipality / village *Panchayat*); and local area (electoral wards) levels followed by five year development programs of critical components. This calls for:

- o Modifications in the state urban and regional development planning laws which should be made to incorporate participatory urban governance and innovative urban land management approaches;
- o Modifications in the existing legal framework for land acquisition and introduction of land assembly through negotiations for protecting the interests of the land owners and farmers be ensured;
- o State governments to make urgent efforts to ensure access to improved mapped data; and
- o Town planning departments need to be overhauled not only by providing physical infrastructure but also by capacity building amongst professionals.

60th TOWN AND COUNTRY PLANNER’S CONGRESS

Theme	: Planning and Development, 2025 - Challenges and Reforms
Year	: 6th - 7th January, 2012
Venue	: Mysore
President	: Shri D. S. Meshram



The 60th National Town and Country Planner’s Congress was organized on the theme “Planning and Development - 2025: Challenges and Reforms” at University of Mysore, with sub - themes, on “Planning Process and Strategies”, “Planning Education and Research”, “Regulatory Frame Work”, and “TDR for Public Purpose”, during 6th and 7th January, 2012.

In his inaugural address His Excellency, Governor of Karnataka, Dr. Hans Raj Bhardwaj, contended that as the population of the country is

increasing, people from rural areas migrate to metropolitan towns due to which these towns are exploding. Non-implementation of master plans plays a major role in limiting access to housing and infrastructure. Therefore, the statutory bodies need to concentrate more on implementation of plans and policies. With reference to maintaining the quality of life in towns he stated that if Lutyen’s Bungalow Zone of Delhi can be maintained why not the remaining parts of Delhi? He said the deterior-

rating condition of water supply, sanitation and solid waste management needs to be addressed in the right earnest by local bodies. He highlighted the need for recharging the sources of water. On the issue of checking in-migration to metropolitan towns, he suggested that if surrounding rural areas of metro cities are planned and developed, pressure on the mother city can be reduced to a considerable extent.

Prof. K. S. Rangappa, Vice Chancellor, Karnataka State Open University, in his address stated that towns and cities are modifying climate at local level, which in turn contributes to global climate change. Due to concentration of population and economic activities in urban areas, these areas are responsible for consumption of bulk of energy. These settlements have become the single biggest source of global emissions of CO₂ and are vulnerable to various effects of climate change including heat waves, and flooding. Therefore, town planners need to take a serious note of this complex aspect of towns and cities, and accordingly find out ways and means to combat climate change. Forest occupies one-third of the earth's land mass and 1.6 billion people depend on forests for their livelihoods, but every year 13 million hectares of forests are destroyed. Therefore, he advocated that a balance has to be struck between use of forests and maintenance of sustainable forest cover.

Dr. Rangappa has also taken this opportunity to announce that the Karnataka State Open University has signed a Memorandum of Understanding with the Institute of Town Planner's, India, a national body of town and country planners, for awarding Dual Certification Program leading to the award of Associateship Examination Certificate by the ITPI followed by M. Planning Degree to be awarded by the KSOU. He added that this MOU would further strengthen bonds between the ITPI and KSOU.

Prof. V. G. Talawar, Vice Chancellor, University of Mysore, in his address reiterated that if the cities are planned as healthy cities, citizens would also be healthy and in this sense town

planning profession is a noble profession. In fact cities are home to almost half of the world's population, and by 2051 almost half of the population in India would also be living in towns and cities. As the increase in number of towns is not keeping pace with manifold increase in population, cities have become more and more vulnerable to ecological damage. Because of availability of land in towns and cities is limited, migrant population occupies open lands within and on the periphery of cities and towns. This phenomenon reduces available open spaces which in fact, act as the lungs of our towns and cities. Properly planned and designed green open spaces provide a better quality of life to its residents. In this regard he quoted the example of Mysore, which is known not only for its magnificent palaces but also for well laid out gardens and trees like shimmering silks and sandalwood. He also expressed his concern for housing the increasing population and noted that green cover and open spaces should not become victims of planned development.

Shri D. S. Meshram, President, ITPI in his presidential address stated that the idea of making a development plan for a city is not new to India as this idea dates back to the Vedic times. However, India is standing at a critical threshold because by 2051, the population of the country would increase to 2018 million comprising urban population of 827 million (41 percent of the total population). This means India would have more population than China but on one fourth of land mass occupied by Chinese people, and land man ratio would further reduce to 0.19 hectare, which is quite alarming. This situation calls for utilizing the available scarce land of the country for urban development optimally and judiciously so that land can also be saved for agriculture, food production, forestry, etc. Census 2011 also reveals that there are 7,936 towns, besides 640 districts and 641,000 villages for which preparation of development plans is mandatory to be prepared, under the 74th Constitution

Amendment Act, having regard to spatial, economic and environmental considerations. However, plans for only a few districts have actually been prepared with involvement of spatial planners. There is generally no setup at district level in most of the states to perform the task of district planning with emphasis on spatial aspects. Reasons for this state of affairs need to be examined. Town and Country Planning Organization, Government of India has estimated that only for 1,233 cities and towns only there are approved development plans and preparation of plans for another 657 is in progress. However, there are hardly 4,000 qualified town and country planners available in the country. According to the Committee of Experts on “Town Planning and Architecture for Policy Guidelines to Energise Architecture and Town Planning Education in the Country”, appointed by the Ministry of Human Resource Development, Government of India, the country will need 3 lakh planners by the year 2032. This implies that 15,000 planners needs to be trained every year at different levels, while there are hardly 16 educational institutions in the country producing only about 600 graduates per year. This requires introduction of under-graduate courses in more institutions, increasing the intake in existing institutions as well opening up of more educational institutions. Besides the curricula and pedagogy of planning education, is also requires to be reoriented to meet the challenges of plan preparation, implementation and enforcement. Therefore, present scenario needs to be seen in the context of emerging future scenario and the huge magnitude of the task ahead.

Shri Meshram further added that professional urban and regional planning practice till recently was generally under the domain of state governments but due to liberalization of economic policy particularly industrial policy, the private sector is participating on a large scale in development activities and large projects like SEZ, mega industrial zones, IT parks, high-tech cities, sport cities, health cities,

knowledge cities and integrated townships, etc; are being developed. Urban planning and development is attracting national and international agencies, organizations and individuals for practice in India. He further noted that the tendency is growing in public and private sector to invite foreign consultants and cautioned that these consultants should not be invited at the cost of denying opportunities to Indian planners.

During the last two decades Asia is urbanising rapidly with about 40% people living in cities as per the State of World Cities 2008-09 Report, published by United Nations Habitat. Tokyo is on the top of the list of 20 mega cities in the world and will continue to be at the same position in 2025 followed by Greater Mumbai and Delhi at the second and third place respectively.

As a result of liberalisation and globalisation, concentration of economic activities and population is a noticeable phenomena around large cities and Urban Agglomerations (UAs). Between 2001 and 2011 the number of UAs has increased from 384 to 475, and this trend is likely to continue in future as well, as variety of economic zones and townships are mushrooming in the country. Development of integrated townships is being increasingly incorporated with mega projects being implemented under PPP mode. Urbanisation should not be taken as a problem but be considered as an opportunity for spatio-economic growth, increase in employment opportunities and improvement in quality of life of people, which is necessary and desirable. However, to channelize the urban growth, effective regional planning strategies need to be evolved in this context.

Recently, concern for climate change has attained prominence. It is being argued that a part of this problem is created by cities. It is also being emphasised that cities are the victims of climate change especially those that are located along sea coasts and are vulnerable due to rise in sea-level caused by climate change. Government of India has

introduced a national action plan with 8 Missions including National Mission on Sustainable Habitat. In the interest of sustainable planned development and integration of spatial planning with investment in economic activities, there is a need to evolve strategies to cope up with urbanisation, climate change, pace of economic development and spatial impact of various mega industrial and infrastructure projects; mushrooming townships; and other programs such as JnNURM and RAY.

There are proposals to setup campuses of foreign educational institutions in different part of the country. The knowledge cities, being developed in some states are trying to attract them. Challenges of urbanisation, professional requirements of the field and competition with foreign universities require reforms in urban and regional planning education as well as in-service training in the country. It also requires promotion and support to research in the field to provide a strong foundation to education.

Professional urban and regional planning practice is generally under the domain of state governments and the private practice is just evolving. Urban planning and development is attracting national and international agencies, organisations and individuals. A number of firms, NGOs, organisations are active in the field and in several cases, without the involvement of spatial planners. Urban planning service will be globally trade-able as per General Agreement on Trade in Services (GATS) under World Trade Organisation (WTO), which has been signed by India also. It provides opportunities for global practice by Indian planners; but, it also results in a competition with foreign planners engaged in Indian projects. It is high time to discuss about establishing a regulatory mechanism for professional practice in urban and regional planning, in India.

Shri K. M. Shivakumara, IAS, Additional Chief Secretary, Government of Karnataka, who was Chief Guest in the Valedictory Session in his address, noted that the issue of gigantic urban

growth taking place, therefore, planning for orderly development of our towns and cities is the biggest challenge to the town and country planners of the country, so as to keep pace with rapid urbanization. He also called on the planners community to see that environment friendly mode of transport i.e. cycles is not totally taken out from our towns and cities, but people should be encouraged to take up short trips by cycles and accordingly, this aspect should be embedded in development plans. He also called on the planners community to evolve new ideas and concepts which are cost and time effective and are implementable. He advocated for taking proper safeguards for preservation of environment and ecology through planning interventions. While concluding his address, Shri Shivakumara stated that urban management is an integral part of urban planning.

Ms. Pushpalatha T. B. Chikkanna, Honourable Mayor of Mysore who was Guest of Honour stated that Mysore city is not only known for it's magnificent palaces and other majestic buildings but also for well laid out gardens including the most famous Vrindavan Garden. She also stated that due to increase in population, there is pressure on urban amenities and in this context she said that she would be happy to receive the recommendations of the Congress.

In the Plenary Session, Dr. Sudhir Krishna, IAS, Secretary (UD), Government of India, Ministry of Urban Development, addressed the delegates through video - conferencing from New Delhi. At the outset he expressed his concern over the dwindling land man ratio as a result of which rural land holdings exhibit low productivity levels. He argued that this leads to migration of people to urban settlements and the "push" factors are responsible for the same. Although a large number of loans to farmers have been written off by the government, a holistic approach needs to be adopted for planning human settlements both urban and rural. In addition to urban centres, the affected areas are equally important for which a ra-

tional philosophy, approach and methodology is required to be adopted taking into account better facilities, better mobility options and better environmental management.

Master plans, zonal plans and local area plans must exhibit the kind of resources that towns and cities can generate and contribute to GDP which is likely to occur on account of effective plan implementation. Potential activities supporting local climatic conditions must also be exploited optimally. In terms of connectivity, Dr. Sudhir Krishna said that people do not mind travelling 45 minutes to work provided the transport options are seamless, safe, clean, cost and time effective. These aspects need to be suitably addressed in all the plans.

An exhibition on the theme “Planning and Development: 2025” was inaugurated by Shri P. S. Vastrad, IAS, Deputy Commissioner and District Magistrate, Mysore.

RECOMMENDATIONS

Planning Processes and Strategies:

- Urbanization challenges should be viewed as opportunities and urban and regional planning should complement such prospects in a dynamic, transparent, participatory, users-friendly, proactive and sustainable manner.
- Long term planning should be policy oriented which should be followed by mid-term (5 years) Comprehensive Plans. In this context, the planning system, suggested under the UDPFI Guidelines, should be adopted by all states.
- Institutional frameworks should be evolved at all levels - ULBs, DPCs, and MPCs - for performing the constitutional obligations of spatial planning as per 74th CAA. It should ensure participation of urban and regional planners in all planning processes.
- All the state town and country planning departments need to be headed by a qualified town planner and efforts should be made to fill up all vacant posts at all

levels in a time bound manner. It is necessary to introduce “All India Town Planning Service” in the country.

- Preparation of development plans is a specialized job and town planners are better equipped to handle this task. Therefore, all local bodies, state governments and Central Government should assign these jobs to the qualified planners only.
- As there are a number of professional stakeholders in urban and regional planning like - architects, engineers, surveyors, etc., the ITPI should define professional competency and professional boundaries of all such stakeholders and negotiate, if necessary, with all such professional bodies.
- Taking into consideration ground realities, different approaches to planning like mixed land use, incentive based redevelopment, slum-free city, green city, etc; need to be promoted.
- Urban settlements need to be planned with the vision of minimizing consumption and dependence on conventional sources of energy by evolving green city formulations.

Planning Education and Research:

- Planning schools need to be started in all the states in order to meet the shortage of town and country planners, the country is facing, and the existing IITs, universities, and engineering and architecture colleges should be impressed upon to start urban and regional planning courses both at Post-graduate (M. Planning) and Under Graduate level (B. Planning) for which the ITPI could provide technical support.
- Urban and regional planning education should become more innovative to guide the profession. It should also provide tools, techniques and theoretical base for the field requirements. Accordingly, curriculum should be redesigned and reoriented to meet the changing needs of the society

- Government should assign funds for in-service training of planners and academic institutions should be encouraged to launch a series of in-service training programs.
- All schools of planning should establish research centres and each state should have a research institute to support the needs of planned spatio-economic development.
- Continual interaction between the industry and academic institutions in planning is necessary in order to address the issue of capacity building of planning professionals.

Regulatory Frame Works:

- As per General Agreement on Trade in Services (GATS) under the World Trade Organization (WTO), which has been signed by India also, urban planning is likely to become a globally trade-able service in future. This requires a regulatory framework so that competition is fair and just.
- Several consultancy firms, both Indian and foreign, have entered into consultancy services without the participation of qualified town and country planners. Therefore, a regulatory mechanism is required to maintain professional quality and also to protect the interests of spatial planners of country.
- In view of massive urbanization and fast development of urban centres with increasing private sector participation, there is an urgent need for regulatory mechanisms such as the Real Estate Management (Promotion and Regulation) Act.
- An initiative of the Ministry of Urban Development, Government of India to regulate Urban and Regional Planning Profession through Town Planner's Bill was fully supported by the delegates. However, delegates were of the opinion that adequate role and representation needs to be provided to the ITPI as most of the qualified town and country planners numbering over 4,000 are members of the

ITPI. Accordingly, Congress recommends to the Ministry of Urban Development:

- o To make adequate provision in the Bill so as to avoid future conflicts between proposed Council of Town Planners and Institute of Town Planner's India, as being observed in other professional bodies;
- o Consider making dual membership i.e. Council of Town Planner's and also Institute of Town Planner's, as mandatory;
- o To carve out a role for the ITPI in the Council of Town Planner's; and
- o To ensure that adequate representation is given in the Council of Town Planner's to the elected representatives of the ITPI Delhi and it's Regional Chapters (21 in number) by rotation.

TDR for Public Purpose:

- TDR is an effective tool for Plan implementation and procurement of land for public purposes like development of green spaces (parks, open spaces, playgrounds, etc.); roads including road widening; public parking lots; city level facilities; provision of affordable houses for EWS and LIG categories; and rehabilitation of slums. It needs to be applied by the ULBs in large cities in lieu of land surrendered by the owners or private developers free from all encumbrances for such public purposes.
- A mechanism needs to be evolved for trade-able TDR on the lines of trading shares in the market.
- TDRs need to be made acceptable by financial institutions like Banks for raising loans, and accordingly amendments to the banking regulations and other laws should be made.
- TDR program should be comprehensively integrated with master plans of cities in terms of locating "generating areas" and "receiving areas" and specifying incentives offered. Valuation of TDRs can be based on prevailing circle rates of land at "generating area".

61st NATIONAL TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : Indian Cities in Transition
Year : 8th - 10th February, 2013
Venue : Ahmedabad
President : Dr. D. S. Meshram



The 61st National Town and Country Planner's Congress was organized on the theme - "Indian cities" in Transition at Ahmedabad during 8th - 10th February, 2013.

Ms. Anandiben Patel, Honourable Minister for Urban Development and Urban Housing, Government of Gujarat in her inaugural address highlighted that according to McKinsey Global Research Institute Report, Gujarat is projected to be the second most urbanized state by 2030 with three of country's largest cities located in the state. Fully responsive to the emergent needs of urbanization, state government is completely geared up to converting challenges of urbanization into opportunities. To make cities sustainable and environmentally sensitive, state government has undertaken various initiatives for optimum use of land to cater for the needs of urbanization and urban mobility.

Bombay Town Planning Act, 1915 was first applied in the present state of Maharashtra and Gujarat. This Act empowered local authorities to control use of land and development through the instruments of zoning and building regulations. The act made it possible to acquire land for public purposes and recover betterment contributions in respect to land parcels benefiting from improvements. The act largely came as a response to remedying the chaotic and unhealthy environments created by industrialization. Its objective was to improve sanitation, provide social amenities, and enhance orderly development of areas. Local authorities were given powers to prepare town planning schemes (TPS). Jurisdiction of the act however, was limited to a local authority area. With increasing pace

of urbanization and migration, pressure of development outside the limits began to be felt soon. Responding to these challenges of unplanned development, a comprehensive legislative act titled as "Gujarat Town Planning and Urban Development Act (GTP and UDA)" was enacted in 1976 by the Gujarat State which came into force in 1978.

State government is also developing in a joint venture Gujarat International Finance-Tech (GIFT) city which will be a smart and intelligent city welcoming global footprints. It is fast taking shape on ground in close proximity to Gandhinagar. As an International Financial Services Centre and an IT hub, it will have an ultimate employment potential of one million having state-of-the-art infrastructure facilities spread over an area of 886 acres with 90 million sq ft of built up area. Besides suitably facilitating people's participation, state government is promoting PPP in infrastructure development, public transportation and integrated waste management to name a few. Kankaria Lake Development and Sabarmati Riverfront Development and BRTS in Ahmedabad are the landmark projects in enhancing the quality of life of the urban residents.

In his presidential address Dr. D. S. Meshram, President ITPI noted that 10 mega cities (more than ten million population) of Asia namely Tokyo, Mumbai, Shanghai, Kolkata, Dhaka, Karachi, Beijing, Manila and Osaka-Kobe accommodate 11 percent urban population of the region as per Report of State of Asian Cities 2010- 2011. India and China the two fast growing countries in the world, accounts for one third of the global urban increase. Census

of India 2011 reveals that India accounts for a meagre 2.4 percent (135.79 million sq km) of the world surface area but supports 17.5 percent of the world population.

On the issue of inclusive planning he stated that the Copenhagen Declaration (1995), the first United Nations Decade for Eradication of Poverty (1997) and the Millennium Declaration (2000) called for creating a just and inclusive world that addresses the concerns of the weak and vulnerable. However, the progress on the poverty front has been limited and uneven. Hence a need was felt to proclaim the second United Nations Decade for the Eradication of Poverty (2008-2017) being midway to the Millennium Development Goal targets of 2015. Although there has been increasing attention to hear the voices of people and various stakeholders in programming at the national and sub-national level, the most excluded groups like old people, disabled, indigenous people and other groups like youth are still not fully represented in the processes and therefore, inclusive planning processes still remain exclusive.

In the approach paper to Eleventh Five Year Plan (2007-2012), inclusive growth has been restated as one which “provides an opportunity to restructure policies to achieve a new vision based on faster, broad based and inclusive growth”. By inclusive growth, the plan refers to an all out effort to increase access of basic social services to the masses - the left outs. The approach paper also makes reference to cater to weaker and vulnerable sections of the population like elderly, disabled, adolescent girls and children, and others whose interests are not always strongly lobbied to receive adequate attention. The approach paper to 12th Five Year Plan also draws attention to the major flagship programs which were instrumental for promoting inclusiveness in the Eleventh Five Year Plan.

Smart cities concept is a fuzzy term as till date there is no consensus on its definition. It is a concept that has emerged from business and marketing disciplines whereby strategies are formulated to counter pressures and challenges of demand and supply. Similarly, in urban world the concept is used to respond to pressures and challenges presented by rapidly increasing urban population, environmental and energy inefficiencies, digital technologies and sustainability options, etc. Hence, a city can be defined as smart when investments in human and social capital, and traditional transport and modern ICT communication infrastructure, fuel, sustainable economic development, and a high quality of life with effective management of natural resources through participatory action and engagement is achieved. That is why in various expressions, three characteristics are commonly addressed viz. environment and energy friendliness, use of digital information and communication technology and sustainable development of different sectors of the economy.

He has also stated that the concepts for planning and development of towns and cities emerge by passage of time but that does not mean that earlier concepts lose their utility. For example the earlier concepts like garden cities, green cities, healthy city; sustainable city, inclusive city and now smart city all have their relevance in present day as well. Can smart city afford not to be safer, healthy, sustainable, inclusive?

He also stated that linear development occurs along the transportation corridors due to rapid industrial and economic development. Latest Delhi - Mumbai Industrial Corridor Project is a sponsored industrial development project of the Government of India. It is an ambitious project covering an overall length of 1483 km aimed at developing an industrial zone spanning across six states in India. The project will see major expansion of infrastructure and

industry including industrial clusters with rail, road, port, air connectivity in the states along the route of the corridor.

Shri G. Mohapatra, IAS, Municipal Commissioner, AMC, Ahmedabad was the Chief Guest and Prof. Y. K. Alagh was the Guest of Honour in the Valedictory Session.

RECOMMENDATIONS

Indian Cities in Transition:

- The Congress in analysing Indian cities in transition took note that the gap between spatial development planning and sectoral socio - economic investment planning has not narrowed down in the last six decades from a spatial context. Accordingly, the need for expediting a mapped framework enmeshed through regional, settlement and local area plans for inclusive growth that is transparent, participatory and equitable for all sections of society is required.
- The Congress debated the role of cities as prime settlements within the national context of an emerging urban - rural continuum and the growth, largely along national urban corridors and noted that an inter-play of habitats comprising holistically of mega cities, transitional towns and village *panchayats* within the states of the Union was typically missing from the thrust areas of “National and State Visions” and development agendas. Spatial planners accordingly should take a critical look which is overdue in order to provide holistic frameworks at regional, settlement and local area levels as sustainable development platforms for sectoral projects that provided sane equitable built environments and where compatibility of built space is the prime objective.
- The Congress debated and noted that cities are under a continuous process of transformation. They evolve, grow, decay,

redevelop and reinvent themselves. In the Indian context, the four critical drivers of change have been:

- o Five Year Plans;
- o Promotional Industrialization Policies;
- o Liberalization and Globalization Policies; and
- o Participatory development through JnNURM funds.
- In the processes urban poverty is on the rise because of industrialization which is capital intensive and the IT Sector which is knowledge intensive, it was, therefore, recommended that for below poverty line groups in settlements, job opportunities through inclusive spatial planning and development processes should be created to match their skills.
- The Congress also noted that cities are transforming as urban agglomerations and that peri - urban areas are growing haphazardly. Therefore, holistic development framework plans are strongly recommended by the Congress for inclusive growth. In particular the Congress discussed mega national projects like the Delhi - Mumbai Industrial Corridor, National Investment and Manufacturing Zones, Special Investment Regions (SIR) and such other investment destinations in the context of sustainable development and recommended that planned development of such areas should be inclusive, smart and sustainable.

Inclusive Planning:

- Inclusive planning requires development plans to include below the poverty line community by simultaneously providing employment opportunities and housing and shelter apart from their integration into health, education and welfare services within the settlements. Without taking steps for meeting shelter and employment needs of slum dwellers at the same time,

it is unlikely that the goal of slum free cities, can be achieved.

- The Congress also noted that holistic governance paradigm was one where the district emerged as a region, the municipality as a city settlement and the *panchayat* as a supportive rural entity and the electoral wards emerged as the local areas. Importantly, decision makers have to converge thorough a spatial platform where budgets and accountability are transparently and effectively programmed and monitored.
- For inclusive urban planning, a wide range of public interests should be identified and spatial policies be accordingly framed to serve these diverse interests.
- For inclusive urban planning human capabilities must be developed on a continual basis with a particular focus on the urban poor.
- Moral exclusions and the processes of “othering” (treating those below the poverty line in settlements as trespassers and encroachers) need to be replaced by acceptance of this segment of society as a equal citizens. Nothing could be achieved by treating these groups as social irritants. *In-situ* up-gradation or relocation of their habitats has to be practised on the basis of specific context.
- Inclusion should incorporate all sections of marginalized society including the physically challenged, single marginalized women, street children and the abandoned elderly and socially ostracised caste based groups.
- Spatial plans, especially in the inner cities, should attempt to carve out “organic spaces” not only for community interactions but also for hawking where people on their own could participate.
- Incentives needs to be given to inclusive projects within a Ward or a number of contiguous Wards through finely tuned

town planning schemes or other such instruments.

Urban Mobility:

- The Congress noted that urban mobility is a function of the structure of the city and land use. Hence, transportation and land use needs to be planned, developed and managed in an integrated manner to achieve maximum mobility and economic development.
- Mass transportation system needs to be incorporated in the circulation system and priority be given to walk trips through compatible mixed uses and to the public transportation system by several modes with least priority given to motorized private transport by two and four wheelers.
- Real time traffic management should be part of the traffic strategy for enhancement of city circulation and part of monitoring system for effective functioning of the circulation system. Transit Oriented Development (TOD) needs to be given priority.
- Adequate provision be made for non - motorized transport, cycle tracks and pedestrian facilities in the development plan.
- There is a need to evolve a coordinated sustainable urban freight policy with well defined objectives through stakeholders involvement for movements that are least in conflict with the movement of people.
- There is, a need to engage academic domain expert in building capacity / database in the field of urban transport including freight transport.
- There is therefore, a need for integration of urban freight, people and essential service movement in spatial plans with other infrastructure and land uses. Thus, transport proposals for each settlement in terms of planning, development and

management of traffic, fare structures, and deterrent violation charges require the creation of a Unified City Transport Authority.

Smart Cities:

- Cities need to take advantage of rapid advancements taking place in information and communication technology (ICT) to facilitate provision of infrastructure at affordable costs for all income groups in an equitable manner.
- Technology must also attract investment in the ICT and related areas to become competitive with a global perspective.
- Smart cities need to be socially and environmentally sustainable with judicious application of high technology and these cities must concentrate on e-governance and be participative and democratic.
- Caution must be exercised in looking for appropriate solutions for low income housing as part of smart cities with low rise high density models that may have a lower carbon footprint by avoiding unnecessary dependence on high energy consumption. Smart cities must have a sizable housing component through mixed use developments so as to reduce the need to travel.
- Inter connectivity of systems must aim at reducing costs and minimizing wastage of resources.
- The principles of intelligent urbanism need to be adopted at both regional and local levels. In planning at regional level it implies integration of transport nodes and land uses and for implementation role of government may be limited to the regional level infrastructure with the private sector providing for local infrastructure.
- As the Twelfth Five Year Plan recognizes managing urbanization as one of its strategies, smart cities become a focus of growth and competition. On one side

in managing urbanization, role of smart cities is quite significant; on the other it needs to include a component of the urban poor who are struggling for shelter. Tension prevails in quest for smart cities between people looking for lifestyle on one hand and shelter on the other.

- Smart cities could be evaluated through basic parameters of economy, environment, mobility, people, living (quality of life) and governance, and smart city technology needs to be rolled out for planning, connecting and modernizing citizen services.
- ICT networks should be included in development plan processes, though this will require substantial capacity building of planners.
- Planning is to be done at both macro and micro level and at micro level with better neighbourhood planning with walkable access to various daily needs of the family. Smart city plans would require to be formulated accordingly.

Corridor Development:

- As far as the corridor development is concern, India has emerged as a leading nation through national rail networks based on broad gauge, double track electrified traction for the movement of rail and people and parallels within 100 km on either side of a road system of national express ways and national highway meeting and interchanging with each other at nodes along with airports and seaports. Nearly eighty percent of urban India is within these national corridors, the rest of urban settlements serve the large rural hinterlands giving the nation a growing rural-urban canvas.
- The development of cities whether new or existing requires more intense efforts for spatial and infrastructure develop-

ment planning towards a manageable settlement pattern embedded in skilled manpower through homogeneity of policies across the sectors and geographical boundaries in all states of the union.

- Spatial planning frameworks needs to be dynamic to incorporate rapid and long term changes in the use of land in tandem with economic policy changes.
- Inter-state water management is envisaged to be a critical issue, therefore millennium growth calls for firm decisions transcending local and regional interests.
- Environmental impact should be critically assessed in corridor development. The danger of pre-emptive and excessive consumption of farmland for non-farming uses requires careful examination and firm handling in regional spatial plans. Spatial patterns even finely tuned along such corridor need careful planning.
- The concept of corridor development leading to new urbanism requires updat-

ing for enabling legislation pertaining to environment and spatial growth so as to kick start mega projects and other high profile growth bypassing statutory spatial frameworks. In particular corridor development in and around metropolitan cities will have to be delineated to channelize peri - urban growth in a planned manner.

- In general high density growth, mixed use development, and equitable neighbourhoods with adequate lung spaces should be inculcated around transit nodes.
- The growing importance of metro rail and bus rapid transit is advantageous and favoured modes of mega city and large city movements. Therefore, the Congress endorsed their programmed infusion into existing and developing settlement structures along with other supporting public transit modes through a well researched incrementally compatible built environment bearing in mind the varying traditions, footprints and growth dynamics of cities.

62nd NATIONAL TOWN AND COUNTRY PLANNER'S CONGRESS

Theme	: Urban Renewal, Redevelopment, and Regeneration - Challenges and Options
Year	: 10th - 12th January, 2014
Venue	: Pune (Maharashtra)
President	: Dr. A. N. Sachithanandan



The 62nd National Town and Country Planner's Congress (NTCPC) was organized during 10th - 12th January, 2014; on the theme "Urban Renewal, Redevelopment and Regeneration: Challenges and Options" with sub-themes "Consequences and Implications", "Regulatory and Institutional Mechanism" and "Special Township Policy: Experiences" at Pune.

Shri Rajesh Tope, Honourable Minister for Higher and Technical Education, Government of Maharashtra, in his inaugural address men-

tioned that, Land is a scarce and limited commodity and cannot be reproduced, therefore, the optimum utilization of land needs to be ensured. Efforts should be to accommodate maximum persons within minimum space so as to save the land for agricultural activities but not at the cost of compromising the quality of life. In the urban areas which are congested, overcrowded and developed haphazardly, the top priority should be accorded to provide necessary basic infrastructure like roads, open spaces, amenities, etc. If the cluster

development approach is resorted it could be an effective tool to overcome the problem of haphazard development into planned and orderly manner without any financial burden on the beneficiaries. This concept provides incentive FSI to the developer as against construction of rehabilitation component. The planning authority also gets tenements from the developer which can be utilized for housing the affected persons. The Government of Maharashtra has taken a leap forward recently by proposing this concept in the Development Control Rules of Municipal Corporation of Greater Mumbai.

In the prevailing Development Control Rules, one factor that needs to be emphasized is to maintain quality of construction. It is well known that, the development control rules have limitations considering the very purpose of development control. However, there is a need to develop a mechanism to monitor the quality of construction which may be made mandatory on the part of the builder; so that recurrence of mishaps, do not occur.

Dwelling on the concept of “Auto-DCR”; he clarified that in simple language it means computerized scrutiny of building plans. Some planning authorities have already adopted Auto-DCRs and emphasized that in order to have transparency and to reduce time in the process of sanctioning the building plans, it should be made mandatory to all municipal corporations and planning authorities to adopt “Auto-DCRs” and develop a comprehensive institutional framework.

Narrating experience of travelling in coastal countries like Australia, he mentioned that he has witnessed high rise buildings next to sea-coast, and called the experts present in the Congress to review seriously the “Coastal Zone Regulation” provisions with reference to high rise buildings near the sea-coast which has a direct relevance to the tourism sector. Tourism

is a sector which generates employment to all sections of the society, and therefore, the dichotomy created between “development” and “environment” due to existing “Coastal Zone Regulations” needs to be addressed, in right earnest, he opined.

Restricting and controlling unauthorized development in rural areas is also a matter of concern, he stated, and emphasized that it is necessary to create an institutional framework for dealing with development permissions in rural areas as well, to control the unauthorized development. It is rather a ticklish issue to deal with, therefore, the Government of Maharashtra has constituted a Committee of Secretaries and the recommendations of the Committee have been approved in principle and most probably followed by issuing comprehensive guidelines with regard to institutional framework.

For achieving implementation of development plans, town planning scheme (TPS) is proved to be the most suitable tool. The basic concept of town planning scheme is pooling together all the lands and redistributing it in a properly reconstituted form, after deducting land required for social amenities. This enables the local authorities to make available developed land without acquisition and without tears. Town planning schemes are conceptualized as a joint venture between local authority and the owners of the land. However, this approach of land pooling is time-consuming and cumbersome. It leads to unending litigation and encourage speculative tendencies. To envisage a socialistic, transparent and fast approach for preparation and implementation of town planning scheme, the Government of Maharashtra has decided to make suitable amendments in the existing provisions of the Maharashtra Regional and Town Planning Act so that the process of implementation of development plan would get boost to a greater extent.

The State Government of Maharashtra has 35 districts, out of these, for 16 Districts Regional Plans have already been prepared, and regional plans for 6 districts are underway. In the next five years, remaining 11 districts are proposed to be covered by regional plans and thereafter, the state of Maharashtra would become a pioneering state covering entire geographical area under planning process.

Due to shortage of town and country planners in most of urban local bodies, there are no qualified urban planners, therefore, the urban development at present being dealt by the persons having no knowledge of urban planning. While the issues related to urban planning now-a-days are becoming more and more complex. This requires proper orientation and specialized knowledge related to urban, regional, environmental and transportation planning. It was also noted by him that there is a need of 8 to 10 thousand trained planners in the near future in the State of Maharashtra. It is, therefore, necessary to have a school of planning on the lines of School of Planning and Architecture, New Delhi to be established in the State of Maharashtra for catering not only to Maharashtra but to the whole western zone of India and added that for establishment of such a school necessary land could be made available in Pune, by Government of Maharashtra.

Prof. Dr. A. N. Sachithanandan, President, ITPI, in his address stated that existing towns and cities, are facing tremendous pressure on infrastructure and facilities due to demand and supply gap. In these settlements there are conflicting land uses like congested wholesale markets, polluting large manufacturing industries, and transport terminals. Existing heritage areas and buildings are neglected and misused, due to economic pressure and lack of regulatory mechanism. In many cities, due to technological advancements and develop-

ment controls provided in master plans, large factories and wholesale markets have been closed down. There is no clear cut regulatory mechanism for reuse / re-development of such vacated sites to provide necessary facilities and services and activities that add to economic vibrancy to the area.

To meet the challenges of fast rate of urbanization as well as the aging cities and to harness the socio-economic and spatial development opportunities provided by urban areas, a two-prong initiative is needed which includes (a) planned development of new areas, and (b) redevelopment / renewal / regeneration of old cities and of their respective core areas.

Government of India, in December 2006, initiated JnNURM as a seven-year mega program of urban renewal linked with reforms in local governance and urban planning system where, for the first time, Rs. 50,000 crore have been allocated for urban sector with equal share of the state governments. This program includes urban renewal, conservation of heritage, provision of public transport, improvement of infrastructure, implementation of provisions of 74th Constitution Amendment Act, and local government reforms. It is likely to continue, in an improved form, in future also. RAY is another initiative of the Government of India that aims at making cities slum-free through process of redevelopment of slums integrated with the city master plan.

In fact, urban renewal, redevelopment and regeneration are correlated with each other in complex and multiple ways producing variegated outcomes. The nature and quality of improvement to existing and new infrastructure inputs into various parts of the inner city induces change in urban fabric and some time results in negative externalities leading to gentrification and displacement of people who have lived there for several

decades, therefore, require careful thought in renewal process. These original residents could be replaced with new high income residents and new businesses, which is known as process of gentrification. Another form of restructuring of the city could take place as a result of redevelopment and regeneration of slums, old ports, derelict industrial areas, etc.; impacting established populations and businesses and replacing them with modern businesses and housing but some share given to original people and businesses. In India such processes have been taking their roots in the inner cities and spreading outwards sweeping people and what is now regarded as “obsolete built environment” in its wake. Questions of equity and spatial justice remain important when renewal and redevelopment causes large scale displacement of the poor and lower middle classes.

A range of regulatory mechanisms and organizations could be established to carry out urban renewal, redevelopment and regeneration. Purely private sector led renewal and redevelopment is not unknown to planners. Public private partnerships are the current favourite organizational regime being encouraged by Government of India and several state governments. Mechanisms such as land pooling are being advocated by governments for pursuing urban redevelopment and renewal. Appropriateness of any organizational system depends on what objectives local planning agencies and governments are trying to achieve. If public interest is given a prominent place in urban renewal and redevelopment policy framing by the government, state regulated systems favouring the interests of the poor and lower middle classes may get adequate legal protections. If land and built environment is to be commoditized and profit over public interest is the priority of policy makers and planners, devices like land pooling in the free market will be allowed, as it is being allowed

in some cities of India. However, between these two extremes, more nuance and radical alternative mechanisms and organizational arrangements could be found for urban renewal, redevelopment and regeneration of our cities and towns, instead of abandoning inner cities and people for the machinations of the private sector builders and real estate developers.

Whatever is the planning approach, powerful political and economic interests keep interfering with the design and implementation of strategic plans and the pursuit of urban prosperity for all. However, efficient urban planning in certain parts of our country with re-invigorated notion have really contributed to the pursuit of shared prosperity meeting the conditions of public confidence, repositioning of urban planning in decision making and garnered enough financial support mechanism for achieving the goals of development namely the “distributive and redistributive” objects of quality of life for all. In present context, rather than sticking to age old “control mechanism” with which we have been operating, with limited success, we will have to involve civil society, improve the governance mechanism, decentralizing of decision making systems, put a premium on proactive infrastructure development before the pressure of development manifests, encourage social diversity and mixed land-use, device multi - modal mobility strategies, plan infill development and guided expansion development of new areas to avoid further unplanned proliferation.

With reference to local sub-theme on “Special Township Policies - Experiences” he mentioned that as part of liberalization policy, real estate sector was opened by Government of India for Foreign Direct Investment, and Government of Maharashtra, with a view to attract private sector participation in urban development in general and housing in par-

particular, formulated a policy to allow private sector to develop “Special Township Projects” on minimum 100 acre contiguous land, subject to certain planning criteria and as many as 23 new township projects are coming up in the state and some are nearing completion. Most of these are in or around metro cities creating a ring of new towns and relieving the burden on public exchequer for providing service infrastructure to large population and at the same time bringing large areas under planned development with all modern amenities and introducing new concepts and new technologies in construction industry and town planning. Various other states like Rajasthan and Gujarat have also evolved similar models for slum renewal, etc.

To be human is a virtue, being humane leads to civility; and after all we planners should take pride about the mandate endowed on us to propel cities and their region to grow in the right manner to make people’s living, working and recreating in the town and cities, leading to healthier and happier life by stretching our professional capabilities.

Shri Mahesh Pathak, Commissioner, Municipal Corporation, Pune in his valedictory address stated that Pune Municipal Corporation has initiated the “Cluster Development Policy” and “Heritage Development Policy” to old inner areas of the Pune city. He also said that in this policy there is a provision of incentives in the form of additional FSI, TDR, rebate in property tax, maintenance tax and tenant right. He also gave insight of the latest “Building Permission Process”. He expressed that implementation of computerization process helped to the faster building permission process, VISA clearance to building proposal, obtaining occupancy certificate, collection of compounding charges and property taxes online is showing encouraging results. He suggested that

capacity building of in-house staff is a must in every organization.

Shri Rajesh Tope, Honourable Minister of Higher and Technical Education, Government of Maharashtra, also inaugurated the exhibition arranged on this occasion.

RECOMMENDATIONS

Urban Renewal, Redevelopment and Regeneration:

- Urban renewal is multidimensional and encompasses large range of activities and, therefore, it has to be participatory of which urban planning and regulatory mechanism needs to be well established, in a holistic manner.
- Urban renewal should not confine only to physical regeneration but should include economic, social, cultural, and environmental aspects as well.
- Urban renewal should be regarded as a key element of urban development and its implementation should be taken up in conjunction with major construction projects such as Metro and MRTS.
- ITPI should take necessary steps to:
 - o Define various terms pertaining to urban renewal, redevelopment and regeneration;
 - o Evolve strategies for urban renewal of different zones such as city core / inner city; heritage areas; old commercial / industrial areas (outside the inner city); urban villages; slums / *jhuggi* - clusters; unauthorized colonies; peri - urban areas of large cities and corridors;
 - o Evolve norms, standards and models for resource mobilisation for urban renewal; and
 - o Provide legal support mechanism to promote and ensure people’s participation in urban renewal process.

Conceptual Aspect and Planning Practice:

- The urban renewal should not be taken as a standalone scheme; rather, it should be part of an over-all urban renewal program that aims at equitable development and avoids gentrification.
- The equity consideration should not be lost sight of while urban renewal projects are undertaken through private developer participation and for provision of housing for urban poor, the developers may be given incentives in the form of higher FSI and waivers of approval fee, etc.
- Urban renewal plan should be well integrated with development oriented transport (DOT) plan rather than transit oriented development (TOD).
- As part of redevelopment, where demolition and displacement is required, rehabilitation must be an important component particularly from the point of view of economic, employment, social and cultural ethos.
- Instead of unabated green-field expansion, potential intra-urban spaces should be taken up, on priority, for brown-field urban renewal.
- All master / development plans should have clear-cut identification of zones requiring urban renewal along with specific strategies, schemes, and development control regulations, as has been attempted in Master Plan for Delhi - 2021.
- Cluster Redevelopment scheme, on the pattern of Mumbai, provides higher quality of spaces and amenities in public realm and it should be studied and evaluated for wider applications as part of urban renewal program at city level in other states as well.

Legal Issues:

- There is a need to have “Model Urban Renewal Act”, either separate or as part

of the state town planning act, to tackle the problem of core areas.

Fiscal Issues:

- Urban renewal schemes have potential for self-financing through sale of part of built space; hence, all such schemes should have inbuilt resource mobilization mechanism.
- An Urban Re-development Fund should be set up, based on actual needs, to provide investment and funding for selected urban renewal schemes.

Administrative and Management Issues:

- Preparation of urban renewal plan and designated urban renewal agency are two key elements for smooth implementation of urban renewal programs and the state governments may take necessary action in this respect.

Township Policy:

- For renewal of peri-urban areas, township policy of Gujarat, Maharashtra, Haryana, Uttar Pradesh and Rajasthan be examined and adopted with provision for EWS / LIG segment of the society as per “National Urban and Habitat Housing policy 2007”.
- Townships should:
 - o Be conceived within the framework of regional plans;
 - o Encourage social diversity and mixed land uses that promote walking and cycling;
 - o Incorporate new approaches like Form Based Code (FBC) and Transit Oriented Development (TOD);
 - o Address the affordability aspect and concerns of urban poor; and
 - o Earmark adequate land for public utilities.

63rd NATIONAL TOWN AND COUNTRY PLANNER'S CONGRESS

Theme : High Growth Inclusive Urban Settlements
Year : 9th - 11th January, 2015
Venue : Chennai
President : Prof. Dr. A. N. Sachithanandan



The Sixty Third National Town and Country Planner's Congress was organized during 9th - 11th January, 2015; at Chennai on the theme "High Growth Inclusive Urban Settlements".

While inaugurating the Congress Thiru R. Vaithilingam, Honourable Minister for Housing and Urban Development, Government of Tamilnadu, mentioned that cities and towns increasingly make major contribution to nation building by developing the economy and providing social and economic opportunities to people. Sustainability of the global environment and human life will not be achieved unless rural and urban areas are made economically vibrant, environmentally sound and availability of basic services to all sections of the society.

The Government of Tamilnadu has given a strong push not merely in the matter of providing shelter, but providing a social status and good environment for the poor and children to live and grow with dignity. Another major milestone and visionary initiative of the government is the introduction of compulsory rain water harvesting in all buildings in urban areas as part of achieving sustainable development and conservation of water resources. He further mentioned that "Tamilnadu Vision 2023" document sets out a vision for infrastructure development for the state, and the theme which aims at inclusive settlement growth pattern by making the state poverty free with opportunities for gainful and productive employment for all those who seek work and will provide

for the disadvantaged, vulnerable and the destitute with sufficient social security and welfare measures to the poor people in the state. Tamilnadu will provide the best infrastructure services in terms of universal access to housing, water and sanitation, energy, transportation, irrigation, connectivity, healthcare and education. Vision document also aims at making Tamilnadu as one of the top three preferred investment destinations in Asia and the most preferred in India with a reputation for efficiency and competitiveness.

To support the dispersal policy as outlined in the first master plan and the second Master Plan of Chennai, we have proposed development of satellite towns. Maraimalai Nagar satellite town has been developed by Chennai Metropolitan Development Authority over an area of around 2,000 acres with economic, social and other infrastructure facilities. This new town has been acting as a counter magnet to Chennai and emerging as a self supporting entity. Economic and technological transformations of cities in the state have necessitated the need for inclusive growth with smartness.

The Guest of honour Thiru S. P. Velumani, Honourable Minister for Local Administration, Government of Tamilnadu, in his address during Inaugural Session stated that Chennai city is one of the oldest cities in the world and have existed as a city since 1639 A.D. Population of Chennai has grown from 5 lakh to 63 lakh in the past forty years

mainly due to migration of people of all sorts, including those of economically weaker sections from various locations which has resulted in creation of slums thereby making people occupy canal banks, river banks and waterways and they make living in unhealthy surroundings. Accordingly, the state government has taken steps to eradicate slums in Chennai city by constructing houses for slum dwellers.

In his presidential address Prof. Dr. A. N. Sachithandandan, President ITPI, noted that history of urbanization has witnessed that economic growth is imperative and a necessary condition for any settlement to sustain itself and grow. If cities are for people, inclusiveness assumes an added importance. It is also a question of sustainability of cities not from an environmental perspective but also from a societal perspective whereby people live alongside one another as inclusive communities rather than divided collectives, suspicious of one another.

On the issue pertaining to twin cities, highlighted that it includes whether and how far they merge into each other to form an urban agglomeration generating economies of scale and scope for economic activities including businesses. Whether one city grows at the cost of the other and if so how such processes could be planned and regulated by planners for growth of both cities? Yet another aspect is whether twin cities present a regional planning problem, which should be planned at a regional level?

The policy of central government to develop 100 Smart Cities as satellite towns of larger cities and to modernise the existing mid-sized cities, is a positive initiative to tackle the problem of unplanned growth in and around large cities. However, the question is how far these 100 new towns could be visualized and

planned as Inclusive Smart Cities? Besides the location of 100 new towns requires rigorous regional planning work for locating these settlements prior to their actual planning and development.

With reference to local sub-theme “Transformation of Cities as Nuclei of Development”; President, ITPI; mentioned that the present urban scenario is developing without much insight about how internal city structures have been functioning and transforming since the last six decades; what is the nature of internal city structures in India; whether these structures work in ways which integrate or do they function as divisive elements among economic classes and other identities? All such issues merit consideration.

Thiru A. Karthik IAS, Member-Secretary, CMDA, in his address stated that 40 percent population of developing countries, and 54 percent that of the world’s lives in cities. It is expected to rise to 50 percent and 66 percent respectively by 2050. Tamilnadu has 50 percent of its population already living in cities. This means we have reached a level of urbanization of developing countries in 2011, which they will achieve in 2050. This is exactly the kind of challenge and threat we face coupled with the unlimited opportunities it is going to throw open to planners.

Urban settlements are desirable for economic growth in developing countries, as concentration of people and industries in cities, is the major stimulant to economic activities, and revitalization of social and cultural reform. These desirable factors are not without problems. Without job creation and development of economic infrastructure, it would result in stagnation of the entire economic growth process and manifest negative aspects of urbanization. Urban areas in developing countries

are expanding rapidly along with increasing migration. Unfortunately the speed of such population growth often overtakes urban infrastructure development, which results in creating disorderly residential districts in sub-urban areas with insufficient infrastructure, low quality housing and low-income households, friction between ordinary city residents and slum citizens and also economic problems such as decline of industrial productivity and poor investment climate. Income gap is more severe in urban areas than in rural areas, he opined.

Urbanization is not new to Tamilnadu. Even during the rule by the Chola, Pandiya and Pallava dynasties, importance was given for city planning, the heritage towns of Tanjavur, Madurai, Kancheepuram and Srirangam speaks volumes on the history of city planning by these dynasties. Tamilnadu evolving out of such rich experiences in city planning has envisaged a high growth trajectory in the “Tamilnadu Vision 2023” document to secure for all its people the benefits of rapid economic growth. Vision aims to create a slum free and hut free Tamilnadu.

CMDA for recognizing Chennai as a high growth urban settlement has prepared two master plans to absorb the high growth and has proposed suitable policies and strategies. The Second Master Plan, which came into force in 2008, has recognized the growth not only in Chennai metropolitan area but also in adjoining areas through suitable spatial strategies. It has emphasized the dispersal of population and de-congestion measures. It has recommended development of satellite towns along an IT Corridor and Oragadam-Sriperumpudur Corridor. CMDA is at a crucial point of reviewing the Second Master Plan policies and strategies for making midterm corrections to effectively address

the challenges of being a high growth urban settlement.

Thiru Vikram Kapur, IAS, Commissioner, Corporation of Chennai in his address highlighted the fact that even though 30 percent of the total population of the country lives in urban areas, cities are areas of neglect and a hybrid of planned and unplanned growth. He contended that cities need to adhere to master plans and optimise their resources. He also noted that master plans need to be updated and upgraded as the boundaries of cities get extended and unplanned, haphazard and unintended growth takes place in peripheries, which are devoid of any infrastructure. He pointed out that Chennai City Corporation is working on new plan for the development of Chennai city by taking into consideration “Vision - 2013” document of Government of Tamilnadu. The plan will adopt the first NMT policy for Chennai giving primacy to pedestrians, cyclists and cycle tracks.

He further highlighted that world over reverse trends are visible to demolish capital incentive infrastructure like fancy flyovers. He was of the opinion that flyovers are not the solution to the problem of traffic congestion because they transfer congestion problem from one place to another junction. Through widening of roads we invite more traffic. We must place control over the increasing number of automobiles and not resort to widen roads at the cost of pedestrian paths and cycle tracks. He also touched upon the issue of inclusive development by involving the excluded people in planning and implementation processes.

With reference to “Smart Cities”, narrating six pillars of smart cities, he emphasised that there is a need for smart planning and enforcement of development plans. He was

of the opinion that plan implementation and enforcement should go hand in hand. For the smart cities, there is a need for promoting smart institutions i.e. urban local bodies. He also suggested that we should avoid multiplicity of agencies and all stake-holder agencies need to be integrated under one umbrella agency. In addition, for the success of smart cities, smart delivery system needs to be encouraged along with capacity building of local bodies and planning agencies. He quoted the example of Chennai City Corporation, where there is not even a single planner while in London after the Mayor, the second most important person is the London Urban Planner.

Another important component of smart cities is involvement of the private sector. With regards to financing he advocated finances through multiple sources including municipal bonds as, in Corporation of Chennai property tax remained stagnant. While INR 1,400 crore are being spent on infrastructure, property tax in Chennai is the lowest in the country. However, efforts are being made to make Chennai Corporation, savvy with smart technology at least in the area of solid waste management through smart phones.

The sixth pillar for making the cities smart includes smart citizens. Public grievances should be addressed promptly. No Corporation alone can keep the city clean 24 × 7. So people are also required to keep their cities clean. However, Indians believe that it is their birth right to litter the roads and somebody else should clean rubbish for them. This mind set needs to be changed by impressing upon the citizens that it is their responsibility to keep their city clean.

Guest of Honour Thiru S. P. Velumani, Hon-ourable Minister for Local Administration,

Government of Tamilnadu also inaugurated an exhibition organized on this occasion.

In his valedictory address His Excellency, Governor of Tamilnadu Dr. K. Rossiah, mentioned that planning and development would be successful only when an effective mechanism of evaluation and monitoring is built in as an integral part of the system. Our ancestors have said that “anything measured is managed well”. The existence of such system will help to promote transparency, participation and ultimately good governance, which is the objective of any government. To ensure good governance, there should be collaboration of all stakeholders starting from policy makers, administrators and professionals with “the will to do” for developing our cities and regions so as to be competitive at global level.

While appreciating the efforts towards regional approach in planning, and transformation of cities as nuclei of development to spread the fruits of development to percolate to rural hinterland, he argued that care should be taken to conserve fertile agriculture land and natural endowments for a longer future.

He further added that one single denominator for putting these recommendations on ground in order to take the country forward in urban and regional development is to equip right from local bodies to higher level at metropolitan and state level planning boards with adequately qualified town and country planning professionals urgently failing which we will continue to “chase the crafted shadow” of unsustainable urban and regional development forever.

He further suggested that the Institute of Town Planners India and schools of planning should relook and revamp their curricula with adequate practical inputs and put a

premium on research agenda to support achieving smart, sustainable development, which will result in equitable benefits to all citizens.

RECOMMENDATIONS

High Growth Inclusive Urban Settlements

- A comprehensive urban and regional planning approach is needed to make fast growing cities inclusive so that they serve and provide good quality of life for all, particularly the urban poor, living below government specified poverty line.
- To make cities inclusive it is further recommended that the following policies should be promoted in urban planning and development:
 - o Encourage mixed land uses wherever possible within a city;
 - o Zone for informal commercial activities, and micro small and medium enterprises;
 - o Designate land for housing the urban poor through implementation of (Local Area Plans) LAPs and layouts;
 - o Promote access to public mass transportation by making it affordable, convenient and integrated for all citizens but specifically for the urban poor;
 - o Implement stringent policies pertaining to the safety of all women, children and senior citizens;
 - o Make available access to drinking water, education and health facilities for all including the urban poor;
 - o Take a comprehensive view of “sanitation” with a particular emphasis on making “open defecation free cities” as also envisioned in the National Urban Sanitation Policy; and
 - o Construct non-motorized transportation and pedestrian infrastructure.

- High growth inclusive cities must tackle problems of basic infrastructure such as sanitation, potable water, power, effective public transportation before integration of all these infrastructures through ICT and digital technologies as envisaged under the formulation of Smart City Scheme.
- Provision of high quality of basic education and health facilities should take top priority and provisions should be made accordingly. Each year as economic growth rate increases, to make cities inclusive, large and large shares of GDP should be allocated for basic health and basic education in order to make up a long lasting effect.
- High growth inclusive cities should be restructured to meet the challenges of increasing levels of urbanization and not only urban re-structuring aimed at economic growth.
- High growth inclusive cities should be designed as an urban and regional planning policy, which is person centric and even handed. Ends to achieve are as important as means to achieve them. It is important to address as to what end the concept of high growth smart cities should be deployed. Equity and efficiency should be given equal priority while implementing the policy.

Twin Cities and Satellite Towns:

- Alternative spatial decentralization policies need to be explored with a focus on state level urban development strategies by looking at regional level hierarchies of settlements along with exploration of possibilities of development along transit lines.
- There is a need to provide employment opportunities in satellite towns in the form of model industrial estates, IT parks, etc.

- Other than existing metropolitan cities, new growth potential of large cities should be ascertained as future magnet cities and propulsive towns around these magnet cities should be conceived as potential satellite towns.
- Parameters for the selection of satellite cities should be based on intensity of functional linkages with the mother cities; existing and anticipated infrastructure especially water and power; strategic location for rural access; existing social infrastructure, and low environmental impact.
- Twin cities, especially the existing ones, should be encouraged to function at par with their potentials for sharing stresses of extending services, facilitating balanced regional development, and planned urban growth.
- Planning interventions for development of both cities in the region by a regional planning and development authority exclusively working for that area is required so that twin cities could continue to function independently.
- High growth urban settlements are evolving as clusters, corridors and twin cities. This calls for - examination of the applicability of such evolving pattern in regional planning context.

Transformation of Cities as Nuclei of Development

The Congress also took the note of “Tamilnadu Vision - 2023”; document which identifies major bottlenecks in development and prioritizing critical areas of development in the state for achieving economic prosperity and employment generation with inclusive growth. Taking all these issues in to consideration it is recommended that:

- Transformation of cities and towns, a softer option than building altogether a new

city, should be treated as an inseparable part of urbanization challenges.

- Traditional approach of master plans needs to be followed by further detailed plans at ward and local area levels in an inclusive, sustainable and participatory manner, so that transformations of cities take place smoothly.
- Infrastructure investment plans need to be embedded with master plans so that infrastructure is built in a planned manner.
- Institutional setup for execution of infrastructure facilities is required to be strengthened. Current multi - sectoral infrastructure agency set up, needs to be changed and replaced with a single agency responsible for planning and execution especially for metropolitan and large sized cities considering the challenges in the provision and up scaling of infrastructure.
- Transformation is inevitable and hence should be included in planning process.

Inclusive Smart Towns

The Congress also fully endorse recommendations of the Curtain Raiser Event organized prior to the 63rd National Town and Country Planner's Congress on 29 December 2014 at New Delhi, which recommends:

- Location of existing or new smart cities should depend on considerations like state level urbanization, availability of adequate infertile land, water accessibility and multiplier effects the smart city can have in the surrounding region.
- There is need to clearly identify the nature of high growth smart cities with particularly diverse context of each state. Efforts should also be made to clearly identify the functions of these cities which are to be performed.

- Smart cities should not be seen in isolation but have to be integrated with existing district and metropolitan planning framework, which is also mandatory under the 74th Constitution Amendment Act.
- For success of the development of smart cities, there is a need to make planning processes smart through induction of state of art digital planning, spatial data infrastructure and public participation. Time bound plan preparation, transparent single window plan approval process, and innovative planning techniques including land assembly, resource mobilization, infrastructure development and urban technologies need to be encouraged.
- As it takes huge investments and 50 to 60 years for a new city to develop, the Smart City Scheme should start with the transformation of existing and fast developing cities. The focus for the next five to ten years should be on brown field development, densification, infill development and transit oriented development. Equal emphasis should be also placed on the fact that newly created built spaces are distributed in favour of the urban poor i.e. benefits of development must be shared among all citizens.
- Under the Smart City Scheme, smart cities should be selected based on size of population, geographical representation, visibility value, potential of development, availability of approved Master Plans, competitiveness, and connectivity as the focus areas.
- Smart cities should address the concerns of urbanization of the country and should be spatially inclusive.
- High growth smart cities must tackle problems of basic infrastructure such as sanitation (particularly open defecation free cities), potable water, power, solid waste, effective public transportation before integration of all these infrastructures through ICT and digital technologies.
- Smartness of cities should be assessed through their contribution in terms of distribution of development and planning benefits to all citizen beginning with the urban poor.
- “Swacch Bharat Scheme” should form part of high growth inclusive cities and technology should be used to fully eradicate manual scavenging from all the cities and also the practice of open defecation.



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About Prof. Dr. D. S. Meshram

Prof. Dr. D. S. Meshram was born on 16th May 1941 at Nagpur. He received his Bachelor's Degree in Arts and Bachelor's Degree in Architecture from Nagpur University. He got his Master's Degree in Town and Country Planning from the School of Architecture and Planning, Chennai. He also passed the degree of L.L.B. from the Punjab University, Chandigarh; and completed Ph.D. from the Institute of Development Studies, University of Mysore.

Prof. Dr. Meshram, after starting his career as teacher in Guru Nanak Dev University, worked for quite some time in Defence and then switch over to Town and Country Planning Organization, Ministry of Urban Development, Government of India and after retirement returned again to teaching. He has held the prestigious position of Chief Planner, Town and Country Planning Organization, Ministry of Urban Development, Government of India for over 12 years, and he was responsible for elevating the status of the position of Chief Planner to Joint Secretary level in Government of India. The Model Town and Country Planning Law was revised when he was the Chief Planner to bring it in conformity with the 73rd and 74th Constitution Amendments. After his retirement from the TCPO as Chief Planner; Government of Uttarakhand appointed him as Advisor, Urban Development. He has been a member of the Delhi Development Authority and New Delhi Municipal Council. He traveled world over and represented India on various forums abroad. He has presented papers in national and international seminars and conferences. He has to his credit more than 50 technical papers.

Being a great organizer and due to his initiatives, the ITPI was awarded the work of preparation of "Urban Development Plan Formulation and Implementation (UDPFI) Guidelines" by the Ministry of Urban Development and Poverty Alleviation in 1996, for which the Ministry appointed him Chairman of Technical Committee. Development Plan for the Universal Township of Auroville was prepared by him adopting the UDPFI Guidelines to demonstrate the practical applicability of these guidelines.

Prof. Dr. Meshram was elected President of Institute of Town Planner's, India for more than 14 times. The Institute under his presidency acquired land for the construction of a majority of the Regional Chapter buildings. He initiated the idea of organizing Annual Zonal Conferences by the ITPI on themes of regional interest for better interactions among members of the Regional Chapters. It is due to his untiring efforts that a separate All India Board of Town and Country Planning Education was constituted by the All India Council of Technical Education, Ministry of Human Resource Development. He was Chairman of All India Board of Town and Country Planning Education of AICTE for over 10 years during which he helped prepare the Model Curriculum for undergraduate and postgraduate programs in town and country planning. He has been instrumental in taking up the issue of starting undergraduate planning courses in the country with the then Ministry of Education, Government of India and recently with the Ministry of Human Resource Development to start new Schools of Planning at Bhopal and Vijayawada, for which he prepared DPR and made presentation to the erstwhile Planning Commission. He has been Professor on Devraj Urs Chair at the University of Mysore for quite some time. However, the remuneration he was getting for this assignment was donated by him to the welfare activities of planning students of the Institute of Development Studies, University of Mysore. Taking into consideration his contribution in planning education, Council ITPI installed " Best Thesis Award for undergraduate students of planning" on his name.

Prof. Dr. Meshram has always been a reformist to quote when he was Secretary General of ITPI for the first time during 1985-1986, he demonstrated self-restraint by making rules whereby two signatures out of three office bearers of ITPI were made mandatory instead of the earlier practice of only one signature of Secretary General, for issue of cheques and thus established financial discipline on the expenditure of ITPI. Yet another example of self restraint can be narrated was when he became the President ITPI, for the first time during 1987-1988, he established practice that President ITPI, should not continue for more than two years in succession because earlier Presidents use to continue in office for years together as ex-officio council members without facing elections. Taking into consideration his devotion in the ITPI activities, Council ITPI confirmed upon him the title of "President Emeritus".

Prof. Dr. Meshram has always been keen in tracing the history of institutions wherever he has worked. He documented the history of TCPO, in the volume titled "Town and Country Planning Organization: Retrospect and Prospect". In fact the present volume in hand is the outcome of his untiring efforts in the same direction.