

# A CRITICAL ANALYSIS OF THE EFFICACY OF INSTITUTIONAL FRAMEWORK IN THE URBAN PLANNING PROCESS OF KOCHI AND COIMBATORE

## CASE STUDY: INTEGRATED URBAN DEVELOPMENT | FOLDER - C

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A Case Study conceptualised as part of the GIZ Sustainable Urban Development  
- Smart Cities (SUD-SC) initiative

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## **FOLDER-C**

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# TEACHING NOTES

## Overview

This case study on Integrated Urban Development covers two distinct cases set in two different empirical contexts and draws learnings from the urban planning process in these cities.

The case study titled 'A Critical Analysis of the Efficacy of Institutional Framework in the Urban Planning Process of Kochi and Coimbatore' examines the efficacy of institutional framework in the master plan formulation process of Kochi and Coimbatore. As urban areas expand and complexity increases, an appropriate institutional framework is critical for ensuring integrated plans and sustainable growth of cities. The current framework of multiple institutions playing a role in the planning process has left a wide room for improvement. This study has attempted to put a spotlight on the institutional issues impacting the efficacy of the planning process. The key lessons from both the cases have been listed in the main case (Folder B).

The case study in its current form is structured to be used by urban policy makers, urban planners, key decision makers for cities and governance experts. The case study is divided into four parts:

The first part sets the theoretical context of the concept of integrated urban development and institutional framework for urban planning in developing and developed countries. It also throws light on the history and evolution of urban planning in India and recent urban missions that have influenced planning and development of our cities.

The second and third parts elaborate the cases of 'Planning Framework and Process in Kochi and Coimbatore'. It covers the legal framework, institutional framework, and organizational framework for urban planning, and status of master plans in both the cities. It also highlights the reform efforts attempted to improve the urban planning process in Kochi and Coimbatore.

The fourth part summarizes the two case studies with a comparative analysis of the planning framework followed by discussion on the institutional framework and its analysis. The discussion and key learnings will be useful for strengthening the Institutional framework for urban plan preparation and implementation.

The case can be taught in four sessions following the current divisions. It can also be taught in multiple sessions depending on the target group, level of details, time constraints etc.

The table below summarizes for the instructor: learner prerequisites, pedagogical methods as well as the broad learning outcomes from each part of the case study.

Learner Prerequisites, Teaching Methodology and Learning Outcomes for the Case Study

Part	Learner Prerequisites	Teaching Methodology	Learning Outcomes
Part I: Setting the context			
1. Theoretical framework	Basic understanding of the concept of urban planning and terminologies	Literature review, group discussions and further readings.	<ul style="list-style-type: none"><li>Understanding of the global discourse on integrated urban development, institutional framework, evolution of various theories and concepts.</li><li>Develop brief understanding on the evolution of urban planning in India.</li></ul>
Part II & III: Planning Framework and Process in Kochi and Coimbatore			
2. Urban Planning process in Kochi, Kerala and Coimbatore, Tamil Nadu	Basic understanding of the statutory acts, levels of plans and planning authorities in Kerala and Tamil Nadu	Literature review, and discussions of various Municipal Acts, Master Plan formulation process, and Institutional framework for urban planning	<ul style="list-style-type: none"><li>Detailed understanding of the legislative, administrative and organizational framework, and master planning process in the states of Kerala and Tamil Nadu</li></ul>
3. Discussion and learnings		Debates and group discussion on findings vis a vis literature and lessons from the findings.	<ul style="list-style-type: none"><li>Discussion with concepts in literature</li><li>Key learnings from the case study</li></ul>
Part IV : Analysis and Way Forward			
4. Comparative Analysis	In-depth understanding of urban planning process in Kochi, Kerala and Coimbatore, Tamil Nadu (covered in previous parts)	Debates and group discussion on findings vis a vis literature and lessons from the findings.	<ul style="list-style-type: none"><li>Key learnings from Kerala, Tamil Nadu in comparison to Gujarat and Maharashtra</li></ul>
5. Discussion and learnings		Debates and group discussion on findings vis a vis literature and lessons from the findings.	<ul style="list-style-type: none"><li>Discussion and debate on analytical outputs and suggestive reforms</li></ul>
6. Discussion and learnings		Debates and group discussion on findings vis a vis literature and lessons from the findings.	<ul style="list-style-type: none"><li>Discuss possibilities and stimulate thinking around potential conflicts and limitations that need to be overcome.</li></ul>

**Assignment questions to the learners:**

1. Discuss the concept of Integrated Urban Development.
2. Why is a robust institutional framework essential for master plan formulation?
3. What are the basic differences and similarities in the urban planning process adopted in Kochi and Coimbatore?
4. Discuss the merits and demerits of 74th CAA w.r.t the devolution of urban planning function to ULBs?
5. Describe the role of various planning authorities and line departments for master plan formulation?
6. Does the urban planning process in Kochi and Coimbatore truly reflect citizens' aspirations?
7. Debate on the topic 'Dichotomy of Urban development authorities and municipal aspiration'
8. Does the urban planning process in Kochi and Coimbatore help achieve 'Integrated Urban Development'? Elaborate.



# PEDAGOGICAL POSSIBILITIES

There are multiple ways in which this case can be taught, based on the target audience, and learning outcomes intended. The research output can be used in the following ways:

- To create a case to understand the importance of the integrated urban development and role of institutional framework in the urban planning process.
- To create a case to understand the complexity of urban planning functions between authorities and line departments.

The learners can be asked to brainstorm for finding alternative ways of research design or frameworks given the aim and objectives of the study.

There could be immersive visits to Kochi and Coimbatore to apply these research designs.

To create cases using similar framework by taking up urban local bodies in the states that the participants come from.

As practice, to enable experiential and applied learning by engaging with real life situations.

There are many more ways in which this case can be used or taught, the choice of which would be best left to the faculty member intending to use the case in order to explore various detailed case outputs.

This teaching note provides suggestions to the faculty on how this case can be used or taught to housing policymakers, key decision-makers for cities and urban planners.

# AREAS OF FURTHER RESEARCH EMERGING FROM THIS CASE STUDY

The study of institutional framework in Kochi and Coimbatore can be explored further both theoretically and on the ground. The research framework design used for this study can be validated through conducting studies in other ULBs of the State. Such an analysis will give a better picture of the factors that affect the urban planning process across the state. Using the same framework, the analysis of all the ULBs can be done and compared with the developmental progress of each of the ULBs in the state.

This study has attempted to put a spotlight on the institutional issues impacting the efficacy of the planning process. This is but an initial effort with the aim of opening conversations around the subject of institutional impacts. The popular literature within the urban development domain is varied and covers several important issues. The institutional framework and its impact on urban development has received some attention, albeit indirectly.

This study becomes a starting point for research into the institutional framework with wider focus - the complex institutional framework within which the city governments operate, create limitations and sometimes, opportunities. The focus of research within the urban domain has largely been on urban systems, urban finance, reforms, governance, etc. For enhancing workability, agile institutional frameworks play a critical role and thus, research in this area is quite necessary.

Some of the observations in this study are used for training purposes – capacity building has been a major thrust area in the urban sector; lack of capacities to govern/ manage hold back a city's systematic growth. For practitioners, full cognizance of these issues can, hopefully, enable better decision making with a pan-stakeholder perspective.

# CASE ARCHIVES

The Case Archive contains interviews, detailed notes, government orders and newspaper clippings relevant to urban planning process in Kochi and Coimbatore. The Case Study Instructor can use these to help the learner better understand the case.

- Detailed Notes on Integrated Urban Development, Institutional Framework and Evolution of Urban Planning in India
- Detailed Notes on Urban Planning Process in Kerala and Master Plan of Kochi
- Detailed Notes on Urban Planning Process in Tamil Nadu and Master Plan of Coimbatore
- Stakeholder Consultations
- Government Orders
- Newspaper Clippings

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# 1

## INTEGRATED URBAN DEVELOPMENT

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**1.1 CONCEPT**

**1.2 INTEGRATED URBAN DEVELOPMENT IN  
THE EUROPEAN UNION**

**1.3 INTEGRATED URBAN DEVELOPMENT  
FRAMEWORK IN DEVELOPING COUNTRIES**

**1.4 TENETS OF INTEGRATED URBAN  
DEVELOPMENT**

## 1.1 CONCEPT

Integrated Urban Development can be defined as ‘a reviving strategic approach of planning that seeks to compound sectoral policies and harmonize different hierarchical levels of plan-making’.

There are five philosophic strands of thought that are woven together in the idea of Integrated Urban Development:

1. **The first** and most important is the acknowledgement of the complexity of modern urban life. As cities grow and become more populous, urban life becomes more inter connected. The needs of the citizens grow from merely demanding such basic needs as water, food and housing to energy, open spaces for recreation, transportation, health, sanitation and a myriad of services that contribute to the welfare of the individual. Catering to these needs demand a very high order of governance and coordination. The specialized departments of the urban authority as well as the government need to work in tandem to deliver the slew of public services that cater of the daily needs of the residents of the city. Inter-sectoral and inter-disciplinary coordination becomes crucial for the smooth functioning of the local government. All over the world, governments have realized that to achieve this, the local authority must be given autonomy to manage its own affairs and empowered with powers to raise resources and plan their own destiny.
2. **The second** philosophical strand is the old concept of the Welfare State, which flourished in United Kingdom in the early part of the 20th century. It is based on the premise that the State has a duty to cater to the welfare of its citizens from the “cradle to the grave”. However, as governments began to embrace the idea of the welfare state, local governments too were under pressure to come up with welfare schemes. Thus, Municipal Corporations extended the purview of their mandate to cover such welfare activities as health, education, public transport, care for the aged etc. The gamut of services by civic authorities required to be provided continued to broaden adding yet another aspect which needed to be incorporated into the definition of urban development.
3. **Thirdly**, local governments could not isolate themselves from the articulation of Sustainable Development Goals declared by the United Nations. These Goals (SDGs) were born at the United Nations Conference on Sustainable Development in Rio de Janeiro in 2012. However even prior to the Rio Conference, ideas on an integrated approach to human welfare had been propagated even four decades earlier. Awareness of the necessity for global protection of the environment, social equality, poverty reduction, and the right to health and education has resulted in the idea of sustainable development that provides a path to desirable and appropriate outcomes. These ideas have been developing at various international conferences for more than forty years for example, the United Nations Conference on the Human Environment, Stockholm, 1972; Habitat I and II - Conference on Human Settlements, Vancouver, 1976 and Istanbul in 1996.

In 1983, the United Nations set up the Brundtland Commission or more formally the World Commission on Environment and Development headed by Gro Brundtland, the former Prime Minister of Norway. To address the urgent needs of developing countries (Third World), the United Nations saw a need to strike a better balance of human and environmental well-being. This was to be achieved by redefining the concepts of “economic development” as the new idea of “sustainable development” - as it was called in the Brundtland Report.

An oft-quoted definition of sustainable development is defined in the report as: “development that meets the needs of the present without compromising the ability of future generations to meet their own needs.” The publication of Our Common Future and the work of the World Commission on Environment and Development laid the groundwork for the convening of the 1992 Earth Summit and the adoption of Agenda 21, the Rio Declaration and to the establishment of the Commission on Sustainable Development. The MDGs originated from the United Nations Millennium Declaration of 2000. The Declaration asserted that every individual has

dignity; and hence, the right to freedom, equality, a basic standard of living that includes freedom from hunger and violence and encourages tolerance and solidarity. There are eight goals with 21 targets, and a series of measurable health indicators and economic indicators for each target.

In September 2015, the UN announced the post-2015 development agenda, including the launch of SDGs. Similar to the millennium goals, SDGs are a universal set of goals, targets and indicators that UN member states will be expected to use to frame their development agendas and policies over the next 15 years. The final list of SDGs comprises 17 goals and 169 targets, and is wider than the 8 goals and 21 targets covered under MDGs. Of the seventeen goals enumerated under SDG, Goal no 11 deals with sustainable cities and communities. But a large number of other goals find an echo at the city level and Municipal Corporations are increasingly shaping their policies to incorporate these goals. Each of the goals and targets are ambitious and call for a paradigm shift in the manner in which city authorities hitherto viewed their mandate. Most importantly, it forced local governments to adopt a holistic view of development which in turn demanded a very high-level integration in their policies.



Figure 1: UN - Sustainable Development Goals 2030, Goal No.11



Figure 2: Economic, Environmental and Social Pillars within UN Sustainable Development Goals 2030

**4. Fourthly,** the 21st century has been witnessing unprecedented levels of natural disasters all over the world. Their frequency, intensity and impact have been of a magnitude hitherto unheard of in the annals of history. Since the density of population in cities have been increasing, this concentration of human beings in cities are more vulnerable to the vagaries of nature. Floods, cyclones, tsunamies, earthquakes, terrorist attacks and now pandemics have disastrous consequences in cities where their impact on life is magnified several times. International Bodies and national governments have therefore been devoting considerable time to manage such disasters by creating institutions, rapid response teams and capacity building to cope with such contingencies. In response, civic bodies have come up with the idea of resilient cities which represents their readiness to manage natural disasters by creating institutions, contingency planning, deployment of trained manpower and technology to face emergencies. But this also calls for long range planning including spatial planning incorporating infrastructure and land use in such a way so that the fall out from disasters could be mitigated. This therefore forms yet another component of integrated urban planning.

**5. Lastly,** it is now accepted that environmental issues like climate change and pollution control which were considered to be macro issues to be exclusively dealt with at the international and national level also needs to be tackled at the local/city level. Reducing the carbon footprint of the city, ensuring clean air and controlling pollution are all new areas which are now increasingly coming under the ambit of municipal governance. Most local bodies are ill equipped to handle these specialised disciplines. However, it has become imperative that these issues will have to be tackled at the city level and tackled effectively. Integrated urban development will therefore perforce have to factor in these concerns and lay out a road map of how the city proposes to deal with these vexed questions.

There is a dearth of serious study into the theoretical moorings of the concept of integrated urban development in India. This is in part due to the fact that though planners have paid lip service to this idea, it has not found place in most of the urban plans formulated in recent times. Consequently, one has to turn to other countries for practical examples of deliberate attempts to incorporate integrated urban development into city development plans.



## 1.2 INTEGRATED URBAN DEVELOPMENT IN THE EUROPEAN UNION

### 1.2.1 Leipzig Charter - 2007 and 2020

A significant contribution to the evolving approach to the concept of integrated urban development was the signing of the Leipzig Charter (named after the signing ceremony in the German city) in 2007 which promotes the use of 'integrated urban development' policy and sets out for the first time in a single EU document, the key principles behind it.

The Leipzig Charter's principles are about simultaneously taking into consideration diverse aspects of urban policy, across space and sectors of activity, as well as, over time. It encourages the involvement of the general public in policy making and it also focuses on 'deprived neighbourhoods' within cities as having particular priority when it comes to working towards social and physical cohesion.

Led by Germany, who held the rotating EU Council Presidency at the time, the Leipzig Charter was signed by ministers from across the EU, affirming their commitment to integrate these principles into national and local policies. The Ministers who are signatories to the Charter declared that the member countries:

"..... increasingly need holistic strategies and coordinated action by all persons and institutions involved in the urban development process which reach beyond the boundaries of individual cities. Every level of government - local, regional, national and European - has a responsibility for the future of our cities. To make this multi-level government really effective, we must improve the coordination of the sectoral policy areas and develop a new sense of responsibility for integrated urban development policy. We must also ensure that those working to deliver these policies at all levels acquire the generic and cross occupational skills and knowledge needed to develop cities as sustainable communities".

### 1.2.2 Toledo Declaration 2010 and Urban Agenda for the EU

The EU has also set out its strategic objectives as part of the 'EU Strategy for Sustainable Development' and with special attention to the urban context as part of the 'Urban Agenda for the EU / Pact of Amsterdam'.

The Toledo Declaration of Ministers of Urban Development of the European Union (2010) formalized a commitment to apply a Spanish proposal for integrated urban regeneration. The Toledo Declaration sets out the EU's political commitment to defining and applying integrated urban regeneration as one of the key tools of the 2020 Strategy. Considering the urban dimension and the future challenges of European cities, the ministers outlined the need to promote sustainable development based on social cohesion. To that end, the ministers confirmed the fact that an integrated approach toward urban policies represents one of the key instruments that would facilitate the implementation of the 2020 European Strategy. In order to create the model of an intelligent, sustainable and social city, the ministers stressed the importance of implementing a development strategy that provides a global vision and the need to

improve economic performance, eco-efficiency and social cohesion and established measurement criteria related to environmental protection, the economy, the social sector and urban, architectural and cultural planning.

### 1.2.3 Guide for Integrated Development Planning: Armenia, Romania, Georgia and Moldova

The best articulation of this Integrated Urban Development public policy is seen in the EU funded a project for four regions viz. Armenia, Romania, Georgia and Moldova under which an exhaustive Guide was published titled: A Guide for Integrated Development Planning. This Guide was intended for the local administration ie the civil servants, urban planners, city managers, economic directors and all other stake holders.

The Guide addresses the question what is Integrated Urban Planning and proceeds to answer it by enumerating the following six basic ingredients which must inform any attempt to undertake integrated planning:

1. **Strategic:** Integrated Planning must not lose sight of the big picture and must attempt to shape vision, objectives and programmes.
2. **Sustainable:** It must show commitment to the environment through mobilisation community participation.
3. **Comprehensive:** It must integrate spatial planning with economic, social and environmental components.
4. **Participative:** It must involve in a structured manner all stake holders.
5. **Operational:** It must strive to establish the enabling organisational arrangements in a specific time-frame and provide for regular monitoring and evaluation.
6. **Financial Allocation:** It must provide for adequate funding.

“The Guide for Integrated Development Planning spells out the key features of the Integrated Planning approach which consists of the following:

1. The integrated planning approach requires first of all a holistic approach and thinking. This means replacing the usual sectoral or one-dimensional approach with new transversal or multidimensional ones, aligning different policy areas and resources. It also implies considering the city as a whole: strategies and actions should be unitary and address the whole complexity of urban development, taking into account the role of each part of the city in the whole structure. This holistic approach also means thinking and working and allocating resources in consequence- on all the multiple dimensions of sustainability - economic, social, cultural and environmental - at the same line, in such a way that the actions undertaken in each of them will have a positive effect on the others, of at least avoid them contradicting one another or having a negative effect on the others. The future challenge for urban policy is to provide convergent answers with equal levels of efficiency to the environmental, social and economic questions raised in the city.

2. Putting this integrated approach into practice also means resolving conflicts, overcoming discrepancies or interferences between the effects that each of these dimensions has on the others and finding compromises in the line of the overall defined key guiding principles of the city. In order to do so, it seems necessary to channel this shared commitment to deliver sustainable outcomes through establishing appropriate coordination platforms and frameworks (whether formal or informal) for policies and actions: 'transversal coordination' to make sector or one-dimensional approaches converge: 'vertical coordination' between all administrative levels by means of new formulae and arrangements for 'multilevel governance': and 'horizontal coordination' between all the actors involved in 'city building' (public authorities, property and financial sector, professionals, etc.) which combine top-down and bottom-up approaches. And, most particularly, make public participation and involvement a truly effective reality.
3. The city is time and space. The integrated character means seeking the right way to organise all timescales. (short, medium, long term) and all 'spatial scales' (region, metropolitan area, small/medium sized and large cities and towns, neighbourhood etc.) and, finally, the conjunction between the two. From a time-scale viewpoint, it is advisable to overcome short-term urban-management methods by creating strategic scenarios (economic, environmental, socio-demographic, etc.) formulated through an integrated city plan or vision with clear statements and goals combining long-term framework visions with a certain flexibility when it comes to specific determinations and to allow for a greater capacity for adaptation, innovation and evolution without any extreme ruptures and assuring the continuity of actions and effective use of resources. From a spatial viewpoint, an integrated city plan or vision must go beyond the sum of ad hoc or isolated actions and at the same time consider its implementation at a functional or administrative level.
4. The city is a social construct. 'Integrated' also refers to 'inclusive' i.e. articulating on the city's 'social body' in an inclusive shared project of coexistence, to combat social exclusion and spatial segregation.
5. The integrated character also refers to the 'integration' of the parts into a whole structure. This implies that conceptual and operational thinking must also stem from strategies or plans with 'integrated' global or comprehensive visions of the city as a whole. But optimal development will often be brought about through 'territorialised actions' (area-based' approach). In the city, where objects (e. g. housing, buildings) and subjects (physical and legal persons) have a specific spatial location, it is usually more fruitful to conjugate an 'integrated' global or comprehensive overall strategy with an 'area-based' development rather than merely acting on objects and subjects in isolation (home by home or building by building for example) or indiscriminately and generically. In practical terms, the integrated approach requires shared commitment to deliver common outcomes in urban sustainability, evidence of multiagency or cross cutting teams working together and evidence of budgets from different authorities or agencies being pooled and directed in the same or convergent directions" (IntegrABLE, 2013).

### 1.3 INTEGRATED URBAN DEVELOPMENT FRAMEWORK (IUDF) IN DEVELOPING COUNTRIES

One of the countries which has done remarkable work in creating a policy framework for Integrated Urban Development is South Africa. The Government has come out with a document which articulates a policy for integrated urban development titled: The Integrated Urban Development Framework (IUDF): A New Deal for South African Cities and Towns.

“The IUDF aims at sustainable growth model of compact, connected and coordinated cities and towns. To achieve this transformative vision, four overall strategic goals are introduced:

1. **Spatial integration:** To forge new spatial forms in settlement, transport, social and economic areas.
2. **Inclusion and access:** To ensure people have access to social and economic services, opportunities and choices.
3. **Growth:** To harness urban dynamism for inclusive, sustainable economic growth and development.
4. **Governance:** To enhance the capacity of the state and its citizens to work together to achieve spatial and social integration.

These strategic goals inform the priority objectives of nine policy levers, which need to be operationalised:

1. Integrated urban planning
2. Integrated transport and mobility
3. Integrated sustainable human settlements
4. Integrated urban infrastructure
5. Efficient land governance and management
6. Inclusive economic development
7. Empowered active communities
8. Effective urban governance
9. Sustainable finances

The nine policy levers are supported by and must be read in conjunction with the crosscutting issues of rural-urban interdependency, urban resilience and urban safety. Rural-urban interdependency recognises the need for a more comprehensive, integrated approach to urban development that responds to both the urban and the rural environments. Urban resilience - or disaster risk reduction and mitigation interventions in the planning and management of urban areas - and urban safety, particularly safety in public spaces, are essential ingredients for creating liveable and prosperous cities” (IUD South Africa, 2016).

## 1.4 TENETS OF INTEGRATED URBAN DEVELOPMENT

Based on the above analyses, it would now be possible to distil the essence of the global experience and enumerate what should be the five critical ingredients of an ideal Integrated Urban Development Plan.

1. First and foremost, an Integrated Urban Development Plan should be **visionary**. It should attempt to capture the aspirations of its residents and strive to present the grand vision of what the city could hope to become over the next twenty years. The Plan should not lose sight of the Big Picture. The Plan has to acknowledge that the modern city is a multi-dimensional living entity existing in a time-space continuum. It has a distinct personality of its own dictated by its own sense of history. The Plan has to be rooted in that unique identity of the city.
2. The Plan has to be **sustainable**. This implies that its ambition for economic growth has to be sensitive both to environmental considerations as well as to the economically deprived sections of its population. The Plan has to address issues like climate change and pollution control while simultaneously charting the path towards economic development.
3. The Integrated Urban Development Plan must be **comprehensive**. The Plan must consciously steer away from predominantly being simply a spatial development plan and embrace a wide spectrum of issues which have a direct bearing on the life of the individual. Thus the Plan has to be based not merely on regulating land use but must also look at the broader aspects of development from the cultural and social perspectives. An Integrated Plan is a holistic plan and must therefore reflect an inter disciplinary approach to development and accept the fact that the balanced growth of a city depends on the active involvement of a range of specialised departments.
4. The Integrated Urban Development Plan must be **participatory**. From the very beginning of the formulation of the Plan it must involve stake holders in discussions. It must be clear that the definition of 'stake holder' is not restricted to the statal and para statal institutions. It must necessarily include civil society in all its many manifestations viz NGOs, various interest groups, economically deprived, trade bodies etc. The process of consulting these varied groups must be rigorously structured so that the voices of all stakeholders are heard and recorded. Thus, the Plan become truly inclusive. In the process, it would be natural for conflicting views to emerge. One of the critical functions of plan formulation is to resolve such conflicts by a mechanism built into the process itself.
5. The last and perhaps the most important ingredient of Integrated Urban Development Plan is **governance**. This in turn has several sub components each of which is crucial to the success of the Plan. Firstly, governance implies the setting up of an institutional framework of entities duly empowered by legislation. It also means the organisation of these institutions into a seamless system all working towards common goals with transparency and

accountability. The institutional framework also envisages how the Plan will be funded and identifies the source of these funds. Linkages with the State administration and the Govt of India will also be spelt out. Governance will also entail the management of land so crucial to any planning endeavour and ensure that reforms are initiated when and where needed.

However, based on the above literature and global cases, the following six tenets of Integrated Urban Development are identified for this study :

Table 1: Tenets and Indicators for Integrated Urban Development

Tenets	Key Aspects to undertake integrated planning	Indicators
Strategic	Integrated Planning must not lose sight of the big picture & must attempt to shape vision, objectives and programs.	<ul style="list-style-type: none"> <li>Existence of vision &amp; long-term planning &amp; strategy</li> </ul>
Sustainable	Committed to the environment and mobilize community participation.	<ul style="list-style-type: none"> <li>Addressing environmental concerns</li> <li>Measures to reduce carbon footprint, ensure clean air</li> </ul>
Comprehensive	Integrated spatial planning with economic, social and environmental components.	<ul style="list-style-type: none"> <li>Integration of land-use plans with sectoral trends and demands</li> </ul>
Participative	Involving all stakeholders in a structured and inclusive manner.	<ul style="list-style-type: none"> <li>Presence of a structure that allows civil society to directly participate in urban planning and management and that operates regularly</li> <li>Stakeholders involved in decision-making activities &amp; mechanisms for community engagement</li> </ul>
Operational	Strive to establish the enabling organizational arrangements in a specific time frame and provide for regular monitoring and evaluation.	<ul style="list-style-type: none"> <li>Existence of an implementation process with measurable goals &amp; indicators for monitoring progress</li> <li>No. of planners &amp; technical staff per capita</li> </ul>
Financial Allocation	Must provide for adequate funding.	<ul style="list-style-type: none"> <li>Own-source revenue as a percentage of total revenue</li> <li>Taxes collected as a percentage of taxes billed</li> </ul>

A dark teal background with a complex, light-colored circuit pattern of lines and dots, resembling a microchip or network diagram, covering the entire page.

# 2

## INSTITUTIONAL FRAMEWORK

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**2.1 DEFINING INSTITUTIONAL FRAMEWORK**

**2.2 RELATION WITH INTEGRATED URBAN  
DEVELOPMENT**

**2.3 INTER-DEPARTMENTAL AND  
INTER-SECTORAL CO-ORDINATION**

## 2.1 DEFINING INSTITUTIONAL FRAMEWORK

The prime pre-requisite for the survival of civil society is a robust system of laws. During the ancient and medieval period, these laws were promulgated by the ruler, who, more often than not, claimed to derive his powers from a Divine authority. Later as democracy took root, laws were passed by representatives of the civil society and began to reflect the will of the people. Today, in the modern industrial state, it is generally agreed that laws bind a people together, provide equity and create the conditions for the just economic development of society.

But, however good the laws, they would remain on paper as pious intentions of the people unless they are implemented by executive institutions duly and appropriately empowered to exercise authority to implement the laws. Thus, governance is the manner in which these institutions, created and empowered under law, interact with each other and deliver public policy in a coordinated manner.

As shown in figure below, the components of such a formal system often defined as an 'Institutional framework' are - all tiers of government and their jurisdictions, planning legislations, stakeholder engagement, inter-departmental co-ordination for sectoral planning and availability of human resources. This channel through which the system circulates information either from top to bottom or from bottom up, needs to be critically analyzed to understand the constraints and reform requirements in the overall urban planning process. This research also seeks to evaluate the existence of a coordinated institutional framework between central, state, and local government authorities to control urban development and management (Wapwera, 2013).

The institutional framework can be defined as the linkage that ensures effective flow of information from one part of a system to another, including -

- **Organisational Framework** (institutions, planning authorities)
- **Legislative Framework** (laws, regulations), and,
- **Administrative Framework** (implementation structure)

Thus, what is commonly referred to as the Institutional Framework, consists of three wheels viz. the laws, the institutions created and empowered to implement the laws and the organization by which institutions undertake coordinated action to efficiently execute the laws.

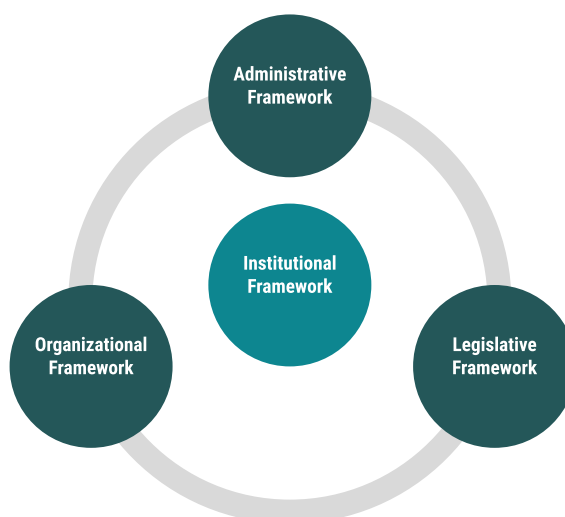


Figure 3: Institutional Framework Structure



For this case-study, the institutional framework for urban planning is studied at two levels:

1. **Vertical coordination** between municipalities, metropolitan authorities, regional, state/provincial and national; and
2. **Horizontal coordination** between sectoral departments, authorities and governments, as well as non-governmental actors at the same governance level.

The requirement of a coordinated institutional framework for urban planning is further demonstrated through the National Urban Planning Framework (NUPF, 2018) formulated by Ministry of Housing and Urban Affairs, which proposes to reimagine Indian cities as clusters of interconnected and interacting human capital, thereby moving away from earlier Indian urban planning approach of focusing on imposing land uses and primarily considering cities as a collection of buildings, roads and other forms of hard infrastructure.

Some of the key actions and proposed outcomes as per the NUPF 2018 are stated below: Promoting the collaboration between governmental and non-governmental actors (e.g. civil society, the private sector, academia, etc.) requires particular attention. With an adequate institutional framework in place, local partnerships with local communities and the private sector can be developed to ensure universal access to basic local services, as well as resilient infrastructures to guarantee human rights and dignity, address social and economic inequalities and environmental challenges (Habitat III, 2017).

Table 2: Levels of Plans and Key Actions

Level	Key Actions
City level	<ul style="list-style-type: none"> <li>Prepare Master Plans (integrating spatial and economic focus)</li> <li>Revisit Master Plans in every five years (based on consultative review)</li> <li>Reserve developed land for EWS/ LIG</li> <li>Prepare LAP and TPS (using smart IT tools)</li> <li>Extend planning area boundaries to include peri-urban areas</li> <li>Master Plan to have a 2-year strategic, action-oriented plan linked to budget</li> <li>Plan preparation to be participatory subsuming diverse stakeholder views</li> <li>Use variable FAR/ TDR as density management &amp; resource mobilization tools</li> </ul>
State level	<ul style="list-style-type: none"> <li>Prepare State Urban Policy Framework (SUPF) aligned to NUPF</li> <li>SUPF to guide cities with NCU/NUPE recommendations/ frameworks</li> <li>Issue new guidelines based on principles of convergence (remove schemes or departmental silos) including for preparing LAPs and TPS</li> <li>Provide framework for public/ stakeholder participation (also ensuring Plan Execution to flow from ward level consultations)</li> <li>Timely approval of Master Plan of cities</li> <li>Empower ULBs to prepare, own, operate and deliver service</li> </ul>
Central level	<ul style="list-style-type: none"> <li>Provide indicative structure/ guidelines for master plan</li> <li>Provide framework for differential FAR/ TDR zones/ density management and resource mobilization tools</li> <li>Coordinate with GoI agencies (e.g. SEBI for TDR) to enable legal framework</li> <li>Guidelines on model Form-Based codes</li> <li>Framework for inclusion of peri-urban areas/ census towns</li> <li>Incorporate changes to the URDPFI (TCPO), as necessary</li> </ul>

### Outcomes

	Short-term	Mid-term	Long-term
ULB level	Revisit Master Plan (prepare 2-year Strategic Plan with economic focus)	Revise Master Plan (GIS based integrating spatial and economic strategy)	Self-reliant and empowered ULBs
State level	Establish SUPF and guidelines on LAPs and TAPs	Implement convergence agenda with LAPs and TPS	Dynamic, iterative, adaptive, gender-responsive and evolving plans
Central level	Guidelines on Master Plan for economic focus	Framework for resource mobilization tools	Transition to long-term flexible Master Plans

## 2.2 RELATION WITH INTEGRATED URBAN DEVELOPMENT

There is a close and organic relationship between Integrated Urban Development and the institutional framework of a city. To achieve the former one needs a robust version of the latter. Integrated Urban Development is possible only when various specified agencies of the government converge and in partnership with Civil society formulate a Plan to improve governance and deliver Integrated development. There is a tendency for government departments to work in silos and to operate within the narrow limits of their mandate. It is therefore necessary to create an administrative structure to ensure the convergence of the diverse institutions to facilitate symbiotic planning. It is therefore imperative that in order to produce a development plan or a master plan which truly captures the tenets of integrated Urban Development an Institutional Framework which harmonizes the aspirations of the various specialized agencies is created and operationalized.

Institutional structures are instruments used to achieve better governance because they have the potential to bring about changes in outcomes. Pinto (2000), observed that the best institutional structures for urban governance have always been those with Aristotelian ideas which have values embedded in the basic purposes of society. Most of these are enshrined in accepted ideologies and have to meet the socio-economic needs of the community so that the response will conform to the institutional structures of urban governance. All these will, in the long run, favor the performance of local bodies or authorities/ agencies (Phatak and Patel 2005; Nallathiga, 2008). For the effective conduct of activities of these authorities, an 'x-ray' of the structures, administrative, governance and management of urban systems will go a long way in providing clearance in an organized institutional framework.

Before evaluating the efficacy of the institutional framework in Kochi and Coimbatore to deliver Integrated Urban Development, it would be necessary to undertake two mapping exercises. Firstly, to identify the various legislations, rules and regulations applicable and relevant to urban planning in the two cities. Secondly, to enumerate the institutions (statal, parastatal, autonomous, and non-governmental) which operate in the urban planning space in both cities. On the basis of this mapping it would then be possible to examine the manner in which the institutions interact with each other and the degree to which they coordinate and cooperate with each other in achieving the avowed goals of integrated urban planning.

If our intention is to formulate plans for urban conglomerations which incorporate integrated urban planning, then our mapping exercise cannot be restricted only to the enumeration of legislation in the field of planning alone. It would be necessary to acknowledge the fact that the master plan will have to expand its scope and capture a wide range of activities that contribute to life in the modern metropolis. This would entail widening our mapping exercise to include legislation that either create institutions or impact the lives of citizens in such areas as water supply, sanitation, transport, health, housing etc.

## 2.3 INTER-DEPARTMENTAL AND INTER-SECTORAL CO-ORDINATION

Post independent India saw the emergence of a strong governmental structure as reflected in the organisation of Ministries and Departments with clear-cut distribution of portfolios. These were complimented by the creation of autonomous institutions, PSUs, statutory bodies, parastatal agencies and a host of other governmental and non-governmental bodies. The Constitution under Article.... clearly stipulates the scheme of Division of Powers under which is drawn up the Three Lists viz. the Central, the State and the Concurrent List thus making it abundantly clear as to the respective roles of the Central and State Governments. In 1992 the 74th and 75th Amendments legitimised the third tier of Government and the urban local bodies emerged as the Third strata of government. Thus, at the city level there is a vast array of Institutions directly or indirectly impacting the development of the area. The interaction of these institutions provide a matrix and the degree of effectiveness of Government often depends on the meshing seamlessly of these institutions. The institutional Framework is therefore the complex relationship between these diverse organisations and their study must necessarily involve the laws on which they owe their existence and their mandate, their organisation in terms of their actual working and the administrative structure that enables them to coordinate with each other.

In most cases, institutional frameworks are not adequately adapted to the specific contexts of urban areas and the capacity of local governments. There is often a disconnect between legal, administrative and fiscal frames, a lack of clarity in the distribution of responsibilities between different levels of government, and regulations that are frequently contradictory. In addition, these frameworks are often too rigid to react to the rapidly changing situations and dynamics of urbanization. Existing institutional frameworks do not allow local & state governments to respond adequately to the growing speculation in land and housing.

Inter-departmental co-ordination could reduce institutional fragmentation, enhance the synergies of agglomeration economies and foster coherence for service delivery, planning, etc. (Habitat III, 2017). To be effective, multi-level governance needs to be based on institutional frameworks that can directly address critical problems and challenges in an integrated way rather than relying on fragment policy sectors.

Inter departmental and intersectoral coordination is therefore imperative if a comprehensive and integrated Urban Development Plan is required to be formulated.

There are five issues that need to be addressed to enable such coordination

1. A platform needs to be created to facilitate the coming together of all the relevant institutions. This platform is often informal and maybe in the form of ad hoc committees and sub committees which meet for limited period. Alternatively they could be more formal structures created by the administrative orders which bring all relevant departments around the table.

2. The authority to chair the platform needs to be designated. In most cases at the District level, it is the District Collector who plays this role. For the purpose of formulating an urban master plan it could be the head of the Urban Development Authority. It is not inconceivable to envisage the Government appointing a senior official to head such a body consisting of diverse department and institutions. In some states, the Commissioner plays the role as he is the centre of most of the executive and development activities. Considering the complexity of modern Urban Development Committees thus constituted may form Sub-s committee to address specialised areas of development.
3. The Plan formulation must become an iterative process with individual institutions bringing to the table their own plans for the region and taking back with them the needs and aspirations of the citizens of the Plan target area.
4. In the process of consultation with the departments and organs of the government, one must not forget consultations with the citizens who are the real stakeholders either through formal Focused Discussion Groups for more structured meetings at the Ward level.
5. Finally, the Urban Planner who will for staff the Secretariat to support to the Committee and help to build consensus must develop the skills required for consensus building.



# 3

## URBAN PLANNING IN INDIA

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### 3.1 EVOLUTION OF PLANNING IN INDIA

- Integrated Urban Planning in British India
- Integrated Urban Planning in Post Independent India
- Model 'Regional & Town Planning & Development Law'
- National Commission on Urbanization
- 74<sup>th</sup> Constitutional Amendment Act
- JnNURM Mission

### 3.3 RECENT GOVERNMENT OF INDIA SCHEMES

- Smart Cities Mission
- AMRUT Mission

### 3.2 URDPFI GUIDELINES

### 3.4 MASTER PLANS IN INDIA: THE VISION AND THE CHALLENGE

## 3.1 EVOLUTION OF PLANNING IN INDIA

Town planning, or urban planning, is an important instrument to plan and achieve urban development. Like several other countries, much of the current town planning system in India owes its origins to the British town planning system.

History is replete with examples of the rich urban culture of India. Mohenjo-Daro, Harappa, Lothal and Dholavira all bear testimony to the fact that ancient India was proficient in the sophisticated methods of town planning. Not only were these cities spatially well planned, but they presented extraordinary models of water supply management, sanitation, provision of recreational spaces and aesthetics. Thus, elements of an integrated approach to town planning were already deeply embedded in our psyche.

### 3.1.1 Integrated Urban Planning in British India

However, for a serious study of the evolution of the policy of integrated town planning and the emergence of the supporting institutional framework, one is forced to start from the British period of our history. This is because in this period we have access to ample literature which enables us to trace the evolution of this policy. Municipal governance in India has existed since the year 1688, with the formation of Madras Municipal Corporation which is generally acknowledged to be the second oldest Municipal Corporation in the world outside the UK.

But it was only in 1850 that the East India Company passed an Act called the Improvement in Towns Act (Act 26 of 1850) for raising finances for municipal activities. The Act was adopted by some towns in Bengal in the 1850s and in Punjab in the 1860s. By then some Municipal functions like record keeping and control over building activity was undertaken by Municipal Committees. In 1856, The Municipal Commissionerate of Ahmedabad was set up.

It was not until 1882 that Municipal administration got a fillip thanks to the efforts of Lord Ripon. Lord Ripon's Resolution of 1882 provided for the introduction of principles of local self-government in the municipalities. The resolution is regarded as the Magna Carta of Local self-government in India. According to Lord Ripon, Local self-government was "an instrument of political and popular education." Lord Ripon's resolution introduced a new era in the constitution, powers and functions of the municipal bodies. According to this Resolution, the actual municipal administration was to be transferred to the elected representative of the people working under a non-official Chairman, though, the ultimate supervision, control and superintendence remained with the government. The system of election for the municipal bodies was introduced with a limited franchise. Lord Ripon's resolution mainly aimed at greater uniformity, greater association of the people in the task of administration and for exercising control from without rather than from within (Local Self-Government in India by S N Mallik).

The first City Improvement Trust was the direct outcome of a pandemic. In 1896, Bombay was reeling under one of the most devastating epidemics in history. The bubonic plague which had broken out in China was brought to India from Hong Kong. By 1905 more than 10 lakh Indians would perish in this dreaded disease.

The colonial government tried to stamp out the disease by strict quarantining and social distancing. This resulted in law and order situations. The government eventually realised that draconian measures would only increase popular unrest and invite resistance. This led to a noticeable shift in the health policies which emphasised better hygiene and improved sanitary practices along with a more regulated maintenance of the environment and cityscape. In the aftermath of the plague, the colonial government established various bodies that were entrusted with the restructuring of the city and its spatial planning. (The 1896 Bombay Plague: Lessons In What Not To Do: Anirban Chanda, Sahil Bansal in Outlook 09 April 2020)

There was a general consensus that a relook at the planning of the city and its hygiene was necessary to address issues of public health. It was to meet the challenges posed by the bubonic plague of 1896 that the Bombay Government setup in December 1898, the Bombay City Improvement Trust by Act IV of 1896. (Master Plan for the City: Looking at the Past: by Mariam Dossal, Economic and Political Weekly Vol. 40, No. 36 (Sep. 3-9, 2005), pp. 3897-3900).

The establishment of the Bombay City Improvement Trust was soon followed by similar Trusts in Mysore (1904), Calcutta (1911), Hyderabad (1912) and in Lucknow (1919). While the City improvement Trusts are considered to be the earliest examples of the modern approach to town planning, it was also the first tentative attempts to adopt 'integrated' town planning in British India. For the first time, town planning was not restricted to spatial planning. The City Improvement Trusts began to incorporate public health, hygiene, open spaces and wider roads as integral part of the town planning exercise.

In retrospect however, the Improvement Trusts were not entirely successful as a model for integrated urban development. Howard Spodek writing in the Economic and Political Weekly in 2013 says that in 1908, Governor of Bombay Sydenham Clark remarked that in the absence of any definite policy in the past, Bombay has been permitted to grow almost haphazardly. It is indeed fascinating that over a century ago, Governor Sydenham commented on the need for coordination among the various stake holders to ensure proper governance. He stated that the Bombay Improvement Trust, the Port Trust, the Railway Board, the Bombay Municipal Corporation, the Mill Owners Association and the Chamber of Commerce must all work in a coordinated manner for the growth of the city.

Spodek goes on to state that the Trusts kept "key urban development powers in the hands of the appointed officials who could proceed unencumbered by accountability to representatives of local self-governing institutions" Further, the Trusts extended



friction between the municipal governments and the appointed officers of the Trusts. In a statement that reflects the current situation, Spodek says that “this initiated the process of multiplicity of authorities that became a major issue of governance after independence and remains a major problem today” Needless to say these observations hold important lessons for those attempting to formulate Master Plans for cities today.

The Town Planning Act of Bombay 1915 was the first Town Planning Act which addressed issues beyond mere land use and spatial planning. The preamble of the Act states that the intent of the legislation is to “develop and regulate certain areas with the general object of securing proper sanitary conditions, amenity and convenience to the persons living in such and neighbouring areas”.

### 3.1.1.1 Patrick Geddes and Integrated Urban Planning

In the year 1915, Patrick Geddes the Scotsman, who would be remembered as the “Father of Town Planning” first visited India whose contribution to the concept of the City would be acknowledged as seminal. Between 1915 and 1919 Geddes wrote a series of “exhaustive town planning reports” on at least eighteen Indian cities, a selection of which has been collected together in Jacqueline Tyrwhitt’s Patrick Geddes in India (1947). Inter alia they included reports on six towns of the Bombay Presidency (1915), Lucknow (1916), Dacca (1917), Jubblepore (1917), and Indore (1918).

In retrospect, Geddes is not only the father of planning but the originator of the idea of regional master plans incorporating a holistic approach to all aspect of life in the city. His principles for town planning in Bombay demonstrate his views on the relationship between social processes and spatial form, and the intimate and causal connections between the social development of the individual and the cultural and physical environment. His philosophy is articulated in a piece he wrote on the Bombay Town Planning Act of 1915. Town Planning according to Geddes must to strive to achieve preservation of human life and energy, promote trade and commerce, preserve historic buildings, promote the happiness, health and comfort of all residents and develop a city worthy of civic pride.

Reading Geddes today one is struck by the fact that he was a visionary far ahead of his times. His ideas on planning left an indelible mark on the development of the policy towards the planned development of cities in India. His central argument was that physical geography, market economics and anthropology were related, yielding a “single chord of social life [of] all three combined”. Thus, the interdisciplinary subject of sociology was developed into the science of “man’s interaction with a natural environment: the basic technique was the regional survey, and the improvement of town planning the chief practical application of sociology”.

Geddes’ writing demonstrates the influence of these ideas on his theories of the city. He saw the city as a series of common interlocking patterns, “an inseparably interwoven structure”, akin to a flower. He criticised the tendency of modern scientific thinking to specialisation. In his “Report to the H.H. the Maharaja of Kapurthala” in 1917 he wrote:

“Each of the various specialists remains too closely concentrated upon his single



specialism, too little awake to those of the others. Each sees clearly and seizes firmly upon one petal of the six-lobed flower of life and tears it apart from the whole”.

These ideas make Geddes perhaps the first and most significant contributor to the idea of integrated and holistic approach to town planning.

The Town Planning Act of Bombay of 1915 spurred other provincial governments to undertake similar Acts in their respective jurisdictions. For example, town Planning Acts were enacted in Hyderabad in 1916, Mysore in 1917 and Madras in 1920. These are the first tentative attempts to provide a statutory basis for taking up town planning. It thus signifies that acknowledgment that the State has a responsibility for the ordered and planned development of towns and cities. At the same time these Acts implied that planning would be from the top downwards and that perhaps the local bodies (Municipalities) neither had the expertise nor the resources to undertake development plans within their jurisdiction.

### 3.1.2 Integrated Urban Planning in Post Independent India

After India gained independence in 1947, the country adopted a federal structure of government with functions of the Centre and the States clearly defined in the Central, State and Concurrent List in the Seventh Schedule of the Constitution. Town Planning or Urban Development is not explicitly mentioned in this Schedule. However, item no. 18 in the State List covers Land, while item 20 in the Concurrent List covers economic and social planning. Any ambiguity regarding the constitutional validity town planning was clarified by the Supreme Court when it declared that town planning activity is covered under the item describing land as well as economic and social planning in the State and Concurrent List.

In 1951, the state of Bihar enacted a Town Planning and Improvement Trust Act enabling local bodies to implement urban development schemes within the framework of an overall master plan. In line with the recommendations of the Bhore Committee, the state of Bombay then took the lead in 1954, comprehensively amending the existing town planning act to include preparation of urban development plans. The new act made it mandatory for local authorities to prepare Development Plans for their jurisdictions within which town planning schemes could be prepared.

In 1950, the Ministry of Health constituted an enquiry committee to review the working of Delhi Improvement Trust. The six-member committee headed by G.D. Birla, a well-known industrialist and Gandhi disciple, was charged with studying trust's policy for working-class housing in view of rapid population growth and high land values and to suggest changes in the trust's constitution. Based on the recommendations of the Birla Committee, the Delhi Development Act was enacted in 1957 leading to the establishment of Delhi Development Authority (DDA). Subsuming the Delhi Improvement Trust, the DDA, primarily a techno-bureaucratic organization, became the sole statutory agency responsible for planning and development activities in the entire national capital. Delhi's example of creating a single authority to undertake both city planning and urban development activities, then, became the model for many other cities in India (Government of India, 1951).

Given India's sizable regional distinctions, however, substantial legislative and institutional variations emerged across states for planning and development functions within a few years of independence, despite the fact that the center published a model Town and Country Planning Act in 1960 that individual states could follow for creating an administrative framework for planning work while establishing new or strengthening the already existing Town Planning Departments.

In 1966, the state of Maharashtra enacted the first Regional and Town Planning Act anywhere in the country, superseding the 1954 legislation. In addition to enabling the preparation of development plans for urban areas, the act also enabled the creation of regional planning jurisdictions around select industrial centers (Bapat, 1990: 1502). However, in contrast with Delhi, where the Delhi Improvement Trust was abolished after the establishment of the Delhi Development Authority, in Mumbai, the urban improvement was merged into the municipal corporation of Greater Bombay while specialized agencies controlled important sectoral functions like housing, water supply, and electricity. The act also laid down the procedure for preparing and sanctioning development plans while giving power to the local authorities for acquiring private lands for public use. It also specified the procedure to compensate landowners and calculate the market value of land. It gave local authorities power to penalize, remove and stop unauthorized development, and ensure the preparation and implementation of town planning schemes (TPS).

Institutional arrangements too vary across states and cities. For example, Bombay, Delhi, and Calcutta demonstrate different variations in institutional framework for the planning and development functions. In the case of Bombay, city planning and urban development functions are carried out by separate organizations, whereas in case of Delhi, a single authority undertakes both activities. In the case of Calcutta, the state of West Bengal created the Calcutta Metropolitan Development Authority (CMDA) entrusted with both city- and regional-level planning and development functions for the entire metropolitan area. It also created many regional-scale specialized local authorities for water supply, transportation, and redevelopment of bustees, or informal settlements. CMDA, in this sense, was envisaged as the overall command and coordinating agency.

One can therefore see a distinct difference in the way planning and development functions were organized during the colonial period and post-independence period. In the colonial period, improvement trusts were primarily responsible for planning and development, whereas municipal bodies were responsible for sanitation, water supply, and the like. Planning was restricted mainly to improvement schemes within the existing town or new schemes at the periphery.

### 3.1.3 Model 'Regional & Town Planning & Development Law'

It was evident that under the federal structure, each state could set up its own planning machinery. Obviously this was leading to bewildering variety of approaches to urban planning based on the political ideology of the party that happened to be in power in the State. It was therefore felt that there was need for the Govt of India to come out with some guidelines for planning legislation.

In 1962, the Institute of Town Planners came out with a document called the Model Town and Regional Planning and Development Law. Under the Constitution, such a "Model Law" is nothing more than an advisory for the State government. But the hope was that it would be considered seriously and help the states to achieve some element of uniformity in town planning. This model was revised by the Town and Country Planning Organisation under the Ministry of Urban Development in 1985 which came out with a new model legislation called the "Model Regional and Town Planning and Development Law".

The main features of this model law were as follows:

- Constitution of State Regional and Town Planning Board by the State Government for the purpose of advising on the delineation of the region for the planned development.
- Directing the preparation of metropolitan, regional and area plans by the metropolitan, regional and area planning and development authorities.
- Setting up of metropolitan, regional and area planning and development authorities for different urban and rural areas within the State to undertake preparation of development plans and to enforce and implement them.
- Co-ordinating the planning and implementation of physical development programmes

The Model Law provided three steps for the administration of this law:

- Preparation of existing land use map,
- Preparation of an outline development plan and comprehensive development plan and their enforcement, and
- Preparation of detailed schemes of development or redevelopment as envisaged in the plans and their implementation.

The Model Legislation proposed by TCPO met with considerable success. Many States initiated and passed legislation based on the recommendations contained in the Model Legislation. However, states like Haryana, Rajasthan and UT of Chandigarh, Lakshadweep do not have Town and Country Planning Acts. Jharkhand, Chattisgarh and Uttarakhand have adopted the parent state's T&CP Acts.

In retrospect however, this Model Law did not address the issues of integrated urban development. Though it mentions need to develop "comprehensive" development plans, there is hardly any attempt to focus on the components of such a plan. This observation could perhaps be interpreted as one that arises out of wisdom of hindsight since the concepts of integrated urban development had not yet crystallised amongst policy makers.

### 3.1.4 National Commission on Urbanization

In 1986, the Government of India appointed National Commission on Urbanization comprising Shri C.M. Correa as its Chairman, Shri M.N. Buch as Vice-Chairman and Shri Naresh Narad as Member Secretary. It was entrusted with the task of making a comprehensive and in-depth study of the various facets of the process of urbanization, and the issues arising therefrom, especially concerning urban planning and development, structure, organization, powers, functions, and the status of the existing urban local government institutions, including the mechanism of their management.

The Commission and its Report submitted in 1988 requires special mention as this was the first time in independent India that an attempt was being made to look at the urbanisation in all its dimensions. The Commission recognised that cities were the driving force of the Indian economy and thus there was an imperative need to integrate spatial and economic planning.

The broad terms of reference of the Commission was to:

- Examine the state of urbanization with reference to the present demographic, economic, infrastructural, environmental, physical, shelter, energy, communication, land, poverty, aesthetic and cultural aspects.
- Identify priority action areas, make projections of future needs and estimate the available resources.
- Prepare basic guidelines for the specific action plan in priority areas.
- Evolve policy frames and suggest basic approaches for the encouragement of manageable urbanization and also the methods of creating networks of interactions as an ongoing process among government, academic and research institutions and citizen groups.
- Suggest an institutional framework for monitoring the effective implementation of the commissions recommendations.
- Consider any other matter having a bearing on urbanization.

Writing about the compelling reasons for the constituting such a Commission, Shri M N Buch says that “government recognised that in absolute numbers urban India’s dimensions are such that our urban population alone was more than the entire population of the United States. Were our cities heroic engines of growth which created wealth for the nation, or were they settlements in which large sections of the citizens live in squatter colonies under the most brutal and human living conditions imaginable? Undoubtedly there was a bit of both in our urban settlements, but there is no doubt that the economic potential of urban India, which could act not only as generator of wealth but as a pool for providing gainful employment to the surplus of rural population, was not being achieved because of the sheer degradation of the urban environment. Decaying urban infrastructure, defective planning, administrative inefficiencies and inadequate resource mobilisation and allocation are all part of the urban malaise. Therefore, it was decided by government to set up a Commission to examine the whole gamut of urbanisation and facilitate the formulation of policy which could set matters right” (M N Buch: The National Commission On Urbanisation and Its Present Day Relevance). Of the many far ranging recommendations of the Commission, the following is relevant to this study:

“On the need for planning for cities, the Commission observed that: At the city level, to make planning more comprehensive, the local Government should adopt the three fold development planning process, viz., Master Directive Plan for the entire city and Execution Plan and Action plans as programmes, taking into consideration major sectors of development, such as employment, housing, transport, and the essential urban infrastructure. The execution plan should replace the present zonal development plan and should correspond in periodisation to national and state Five Year Plans, thus forming a capital investment plan as a budgetary tool and also as an instrument of coordination and implementation of public and private sector projects. The action area plans should be used as a means of detailed planning”.

### 3.1.5 74<sup>th</sup> Constitutional Amendment Act

In 1992, the Parliament enacted the 74th Constitutional Amendment Act referred to as “the single greatest event in the evolution of democracy in India” and considered one of the most significant milestone in the history of local self-government in India.

The Constitution of India has made detailed provisions for ensuring protection of democracy in Parliament and in State Legislatures. Hence, democracy in these institutions has survived and flourished. However, the Constitution did not make Local Self Government in urban areas a clear-cut Constitutional obligation. While the Directive Principles of State Policy refer to Village Panchayats, there is no specific reference to municipalities except implicitly in Entry-V of the State List, which places the subject of Local Self Government as a responsibility of the State. For the first time the 74th Amendment legitimized the third tier of government namely the local self-government and ensured that it was empowered to manage government at the grass root level.

The 74<sup>th</sup> Constitutional Amendment was provoked by the harsh reality that in spite of decades of attempts at reform, municipal governance was in a deep crisis. They had become arenas of bitter political conflict, most of the municipalities were facing serious financial crisis and they were ill equipped to handle the challenges of the rapid urbanization sweeping the country. To make matters worse, they were increasingly controlled by parastatal bodies and had deteriorated to extensions of government departments. In many municipalities and Corporations, elections were taken very lightly and the Government seemed content to supersede these bodies and run it through Administrators very often for years at a stretch.

The weakened status of Urban Local Bodies crystallized public opinion in favour of need for a Constitutional guarantee to safeguard the interests of urban local bodies in order to provide for:

- Regular and fair conduct of elections to these bodies
- Holding of elections within a specified time limit in case of supersession
- Adequate representation of SC/ST and women in the elected bodies
- Placing on firm footing the relationship between the State Governments and the urban local bodies with respect to functions and taxation powers of the urban local bodies, arrangement for revenue sharing between the State Government and the urban local bodies.

- Involvement of elected representatives at grassroot level in planning at the district and metropolitan levels.

For the purpose of this study, we shall zoom in to a closer look at Twelfth Schedule under Article 243 W which lists out the specific functions which will devolve to the Municipalities and Corporations under the Amendment Act.

It is very significant that the very first item in the list under the Twelfth Schedule states that “Urban planning including town planning” shall be delegated to the local self-government authority. This is an extremely important feature of the Constitutional Amendment and places places on the Municipality or Corporation the responsibly and authority to undertake planning in all its dimensions within their jurisdiction. This entry, read with the other 17 entries make it amply clear that the local self-government is fully authorised to undertake comprehensive development plans covering all aspects of urban life in the town or city. It is indeed a sad commentary that the promise held out under these provisions have not been fulfilled. One of the objectives of the present study is to examine why this has come to be.

The second important aspect of the Amendment act which directly impacts planning is the provision under Article 243ZE under Part IXA which deals with the constitution and functions of the Metropolitan Planning Committees. The Article stipulates that “there shall be constituted in every Metropolitan area a Metropolitan Planning Committee to prepare a draft development plan for the Metropolitan area as a whole.” The section go on to lay down the constitution of the committee and the kind of plan that it should draft. Sadly, such Committees have rarely been constituted.

The grand vision of empowering local self-governing institutions and thus taking democracy to the grass root level remained unfulfilled to a large extent. There are two main reasons for this partial failure. Firstly, under our federal system of governance, the Constitutional Amendment had to be ratified by individual enactments by each State. Further, each State had to issue orders transferring powers listed in the Twelfth Schedule to the Municipalities. States were loath to effect this transfer as it meant letting go of powers over the affairs of the municipalities. Such reluctance was there both at the bureaucratic level as well as the political level. Secondly, the Municipalities themselves found that they were ill-equipped to handle the responsibilities. They neither had the resources nor the trained manpower to discharge the onerous responsibilities suddenly cast on their shoulders. Consequently, even in spite of an attempt to incentivise the reform by the Finance Commission, progress was slow and unsatisfactory.

By the turn of the century, it was becoming increasingly clear that merely transferring responsibilities to the local bodies could not solve the serious problems faced by urban local bodies. What was required was a massive infusion of funds to enable the local bodies to effectively deal with the challenges of rapid urbanisation especially in the creation of infrastructure.



### 3.1.6 JnNURM Mission

In 2005, Government of India launched a flagship project called - Jawaharlal Nehru National Urban Renewal Mission (JnNURM) was launched “to encourage reforms and fast track planned development of identified cities. Focus was on efficiency in urban infrastructure and service delivery mechanisms, community participation, and accountability of ULBs/ Parastatal agencies towards citizens”. 65 cities across India were identified as target cities under the JnNURM.

The avowed objectives of the Mission is particularly relevant to this study. The first objective says quite succinctly and unambiguously that the Mission would give focussed attention to integrated development of infrastructure services in cities covered under the Mission. Yet another objective is the planned development of identified cities including peri-urban areas, outgrowths and urban corridors leading to dispersed urbanisation.

The very first strategy identified under the Mission was to formulate City Development Plans (CDP) for every city indicating policies, programmes and strategies, and financing plans. Under the expected outcomes of the Mission it was hoped inter alia that a city-wide framework for planning and governance will be established and become operational.

The objective of this mission was also to lead “a reforms driven, accelerated development of Indian cities, with a particular focus on urban infrastructure”. The duration of the Mission was seven years beginning from 2005-06 to 2011-2012 (MoUD and MoUEPA, 2005a). The projects were given a two-year extension upto 2013-14 to complete implementation (MoUD, 2012). The Mission’s emphasis on an integrated approach to City planning is clear in its stress on the formulation of comprehensive plans for development.

In order to avail funding, every city is required to prepare and submit a City Development Plan (CDP). The CDP is required to:

- Undertake situational analysis of the city including SWOT analysis
- Develop vision for the city
- Identify development goals and strategies
- Identify projects to meet above stated goals and strategies and earmark projects of high, medium, low priority.

Stakeholder consultations and workshops were mandatory components during the preparation of the CDP. These consultations were required at every point of the CDP preparation. The CDP was also supposed to undertake financial assessment and outline an investment plan and financial operating plan (FOP) to ensure ‘sustainability’ of infrastructure. The JNNURM launched in 2005 was initially meant to run till for seven years till 2012. It was extended by two years and finally closed in 2014.

During the entire period of the JNNURM, there was a feeling that the preparation of the development plans were not picking up. The reasons were also well known. Lack of expertise and in depth knowledge, and the lack of resources were the primary factors. Since the subject of formulating such Plans was squarely within the jurisdiction of

the States, The Govt of India could do little to directly influence the States in this regard. Instead, The Ministry of Urban Development initiated action to draw up a kind of manual which would provide guidelines for the preparation of these plans. The new national government which was sworn in 2014, did not want to lose the traction provided by JnNURM and started to explore alternative urban renewal schemes.

Formulation of GIS-based Master/Development Plans for 500 AMRUT Cities is one of the important reforms under AMRUT, which has been approved as a 100% centrally funded subscheme with budget outlay of Rs. 515.00 crores.



## 3.2 URDPFI GUIDELINES

The Urban and Regional Development Plans Formulation and Implementation (URDPFI) Guidelines was released in 2014. These Guidelines, in two Volumes, was an elaborate document which attempted to cover every aspect of Master Plan formulation. In fact, the URDPFI was a revision of the earlier version of similar Guidelines first published in 1996 by the Ministry and which were drafted by the Indian Institute of Town Planners at the behest of the then Ministry of Urban Affairs and Employment. The Guidelines have been formulated keeping in view the emerging scenario in planned development of cities and towns. The State Governments need to proactively adopt these Guidelines and complete the preparation of Master Plans for all the cities and towns.

The reason for updating and re-drafting the 1996 Guideline were set out in the Preface to the URDPFI 2014 by the Secretary, Ministry of Urban Affairs:

“Since 1996, many developments have taken place in the field of urban planning, especially in view of emerging needs and requirements of urban settlements due to rapid population growth, globalization of economy and phenomenal advances in information and communication technologies. The towns and cities have become more dynamic in nature and are subject to unprecedented changes in terms of requirements of infrastructure and other basic services/ amenities. Besides, new emerging aspects like regional development, inclusive planning, sustainable habitat, land use and transport integration at planning stage, Service Level Benchmarks, disaster management concepts, and governance reforms have given a new dimension to the planning process”.

The URDPFI 2014 is an exceptional effort to prepare a comprehensive manual which would help planners formulate the statutory Master Plans for their cities. It was published in several Volumes, the first dealing with the actual methodology of preparing the master plan at great length.

A separate volume (Volume IIA) was devoted to legal aspects covering the implications of CAA, 1992, and all related laws. Volume II contained all the appendices. In the Preface to Volume I of the URDPFI, Shri Shankar Aggarwal, the then Secretary Urban Development states:

“The urban and regional planning system has been divided under two heads, a) Core Area Planning and b) Specific and Investment Planning. The Core Area Planning comprises of a set of 4 interdependent plans: (i) a long term Perspective Plan with a vision and policy orientation, (ii) a sustainability based long term Regional Plan (and District Plan) with optimization of regional resources for development, (iii) a comprehensive long term settlement plan as Development Plan for urban and peri urban areas (iv) A short term rolling Local Area Plan within the framework of Development Plan. The Specific and Investment Planning comprises a set of three plans, (i) A rolling Special Purpose Plan for special areas within the framework of Development Plan, (ii) Annual Plans to translate the physical and fiscal resource requirement of Development/ Local Area Plan, and (iii) Project/Research to focus on items of execution. The urban and regional planning system has been divided under

two heads, a) Core Area Planning and b) Specific and Investment Planning. The Core Area Planning comprises of a set of 4 interdependent plans: (i) a long term Perspective Plan with a vision and policy orientation, (ii) a sustainability based long term Regional Plan (and District Plan) with optimization of regional resources for development, (iii) a comprehensive long term settlement plan as Development Plan for urban and peri urban areas (iv) A short term rolling Local Area Plan within the framework of Development Plan. The Specific and Investment Planning comprises a set of three plans, (i) A rolling Special Purpose Plan for special areas within the framework of Development Plan, (ii) Annual Plans to translate the physical and fiscal resource requirement of Development/ Local Area Plan, and (iii) Project/Research to focus on items of execution" (Insert Table 1.3 of URDPFI Vol 1).

Though there is no specific and explicit reference to Integrated Urban Development, the breadth and scope of the guidelines for the formulating development plans clearly embraces the principles embodied in the concept of integrated urban planning.

Under para 2.1.1, in Volume 1, the URDPFI attempts to state the objectives of the planning exercise. In this para it is evident that the objective are over arching and broad enough to capture the 'aspirations' of the stake holders:

The aims and objectives formulation exercise comprises the following steps:

1. Identification of values cherished by and needs of various stakeholders including citizens, administrators, professionals, politicians, and other group of people.
2. Identification of aims incorporating the values.
3. Identification of criteria that further defines each aim to form basis for formulation of objectives.
4. Formulation of objectives, which could be further defined as design objectives and implementation objectives.

For example due importance has been given to Transit Oriented Development, Inclusive Planning, Sustainable Waste Management, Disaster Risk Management etc in the Introductory Chapter itself. In Chapter 2, there is a section devoted to People's Participation (2.1.8). Under Chapter 5 which deals with the Urban Planning Approach, an attempt has been made to incorporate such features as Green City, Compact City, Heritage City and to plan for medicare, sports and affordable housing. Perhaps the most significant acknowledgement of the concept of integrated urban planning may be found in Chapter 6 which is exclusively devoted to sustainability and deals extensively with such topics as energy, transport, climate change, environment, waterbodies, wetlands, rain water harvesting and identification of eco-sensitive/fragile zones. Similarly, under Chapter 8, dealing with Urban infrastructure, an attempt has been made to cast the net wide and incorporate the concerns of all sectors which contribute to the growth of the city. In addition to road transport and integrated freight complex, there is weightage given to inland water transport, civil aviation, telecom, health care, education and a host of other sectors all equally important.

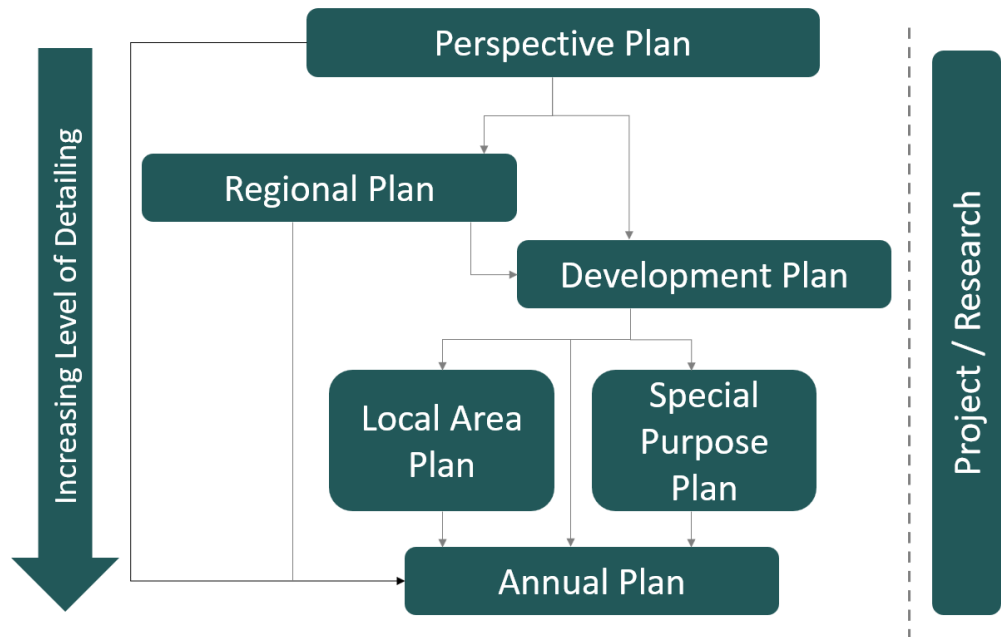


Figure 4: Relationship between various levels of plans

It would be abundantly clear from the above diagram that what was sought to be achieved in India was a Planning system which is hierarchical in nature from the Perspective Plan at the State level to the micro level Local Area Plan at the lowest rung. It was envisaged that the plan at each level below the State Perspective Plan would be neatly dovetailed both to the plan above as well as below in the hierarchy. Provision was also made for special purpose plans like Mobility Plan, Sanitation Plan, Disaster Management Plan, Tourism Plan etc to be compatible sub components of the main Development Plan. However, while this was the Grand Design as revealed in the URDPFI 2014, the planning scene in India did not quite unfold in the way it was hoped it would.

### 3.3 RECENT GOVERNMENT OF INDIA SCHEMES

#### 3.3.1 Smart Cities Mission

Government of India launched the Smart City Mission for 100 cities which in June 2015. In the approach to the Smart Cities Mission (SCM), the objective is to promote cities that provide core infrastructure and give a decent quality of life to its citizens, a clean and sustainable environment and application of 'Smart' Solutions. The focus is on sustainable and inclusive development focussed on compact areas, to create a replicable model which will act like a light house to other aspiring cities. The key focus was on infrastructure development in such critical areas as e-governance, energy management, waste management, urban mobility and water management.

#### 3.3.2 AMRUT Mission

Next was launched the Atal Mission for Rejuvenation and Urban Transformation (AMRUT), popularly known as the AMRUT Mission, with the aim of providing basic civic amenities like water supply, sewerage, urban transport, parks as to improve the quality of life for all especially the poor and the disadvantaged. The focus of the Mission is on infrastructure creation that has a direct link to provision of better services to the citizens.

The Mission covers covering 500 cities that includes all cities and towns with a population of over one lakh with notified Municipalities.

Total outlay for AMRUT is Rs. 50,000 crores for five years from FY 2015-16 to FY 2019-20 and the Mission and is being operated as Central Sponsored Scheme. The project fund is divided among States/UTs in an equitable formula in which 50:50 weightage is being given to the urban population of each State/UT and number of statutory towns.

While both the Smart City Mission and the AMRUT complimented each other, it is significant that great emphasis was placed on the formulation of GIS-based Master Plans under the AMRUT Mission.

Under this Mission, Master Plan/Development Plan is the major tool for urban land management, providing detailed land use allocation for the sustainable development of city/town. Most master/development plans are made for 20-year periods, in phases of five years for periodic review and revision. The most crucial information for formulation of Master Plan is an accurate and updated Base Map of the planning area, showing roads and building layouts, spatial extent of development and information on the use of each parcel of land etc. Preparation of base maps from Very High Resolution Satellite (VHRS) Images and Geographic Information System (GIS) technology can be time and cost effective solution. Although State Town and Country Planning Departments (STPDs) had initiated the utilisation of NUIS database at 1:10000 scale for Master Plan formulation on Bhuvan, it was felt that 1:10000 scale database content and accuracy was inadequate for this purpose (AMRUT Mission Guidelines, 2015).

The objective here is to develop common digital geo-referenced base maps and land use maps using Geographical Information System (GIS) in each AMRUT city to formulate Master Plans. Use of geospatial technologies is expected to contribute to AMRUT cities in the following ways:

- Formulate a master plan for decision-making
- Effective land use management and utilization

- Spatial growth management
- Enable project planning
- Urban management

The major components of the sub-scheme are:

- Generation of Base Map & Thematic Maps and Urban Database Creation at the scale of 1:4000 as per Design & Standards
- Formulation of Master Plan of city as per State Town & Country Planning Act on the GIS base map & sector-wise data analysis.
- Capacity Building: The training is at 3 levels - administrator, planning, and operators and technical level. The implementing agency is State Mission Director/ULBs.

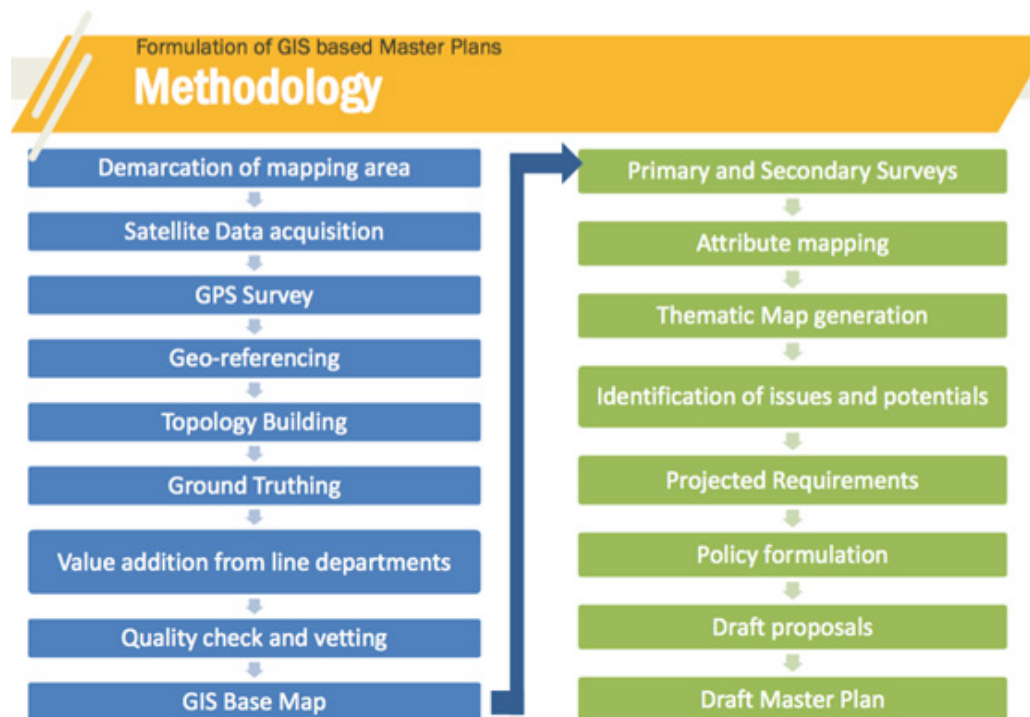


Figure 5: Methodology for GIS based Master Plans

The process/methodology to be adapted for formulating GIS based master plans is given below: Through the above methodology for the GIS based master plan formulation it is evident that it has focused more on developing digital geo-referenced base maps and land use maps, and less attention is given on inter-sectoral planning and stakeholder consultations. Therefore, GIS based Master Planning exercise is a missed opportunity to ensure Integrated Urban Development since the process of plan preparation does not fully adhere to the comprehensive steps mentioned in the URDPFI Guidelines 2014, for master plan preparation.

In most cases, GIS based Master Plans are being developed for the city limits (or only ULB jurisdiction), and not for the entire urban agglomeration, thereby leaving out the urban agglomeration area that requires utmost attention in any master planning document. As the GIS based Master Plans are formulated under the Central Sponsored Scheme of AMRUT Mission, these master plans cannot be considered statutory plans (as per State Town Planning Acts). Hence, to study institutional frameworks in the urban planning process it is crucial to study the statutory master plans (or development plans) formulated under the State Town Planning Acts.

### 3.4 MASTER PLANS IN INDIA: THE VISION AND THE CHALLENGE

While the need for well structured, comprehensive, integrated Urban Development Plans for cities cannot be overemphasized there are serious challenges that prevent this ideal being achieved. Plans, however comprehensive, cannot be restricted to the boundaries of a city and limited to the jurisdiction of a municipality corporation. The urban development process does not respect legal boundaries. Thus development plans must necessarily encompass regions beyond the jurisdiction of the city to include contiguous urban areas as well as areas with high potential for urban growth. Thus the targeted planning area would per force include areas of other local bodies/panchayats or Municipalities. Therein lies the challenge. If the planned area includes multiple local bodies, who will then be responsible for the formulation of the Development Plan for the entire urban conglomeration?

One response to this situation has been to entrust Urban Development Authorities with statutory powers to address issues of Urban Development encompassing areas, which include several local bodies beyond the limits of a single municipality or Corporation. Two contradictory policies emerged simultaneously. One continuously emphasized the role of the Municipality to make Plans for itself as the legitimate third tier of government. The other was the pressing need to formulate comprehensive development plans for areas beyond the territorial jurisdiction of the municipality.

The 74th amendment recognises this contradiction and sought to create a Metropolitan Planning Committee precisely to meet this anomaly. However, a review would show that Metropolitan Planning Committees have hardly delivered master plans for the Metropolitan regions. Far from solving the problems hindering urban planning, the 74th Amendment seem to create a new deadlock. By vesting the planning function with local bodies the Amendment rendered the Development Authority powerless and redundant. Many Municipalities and Municipal Corporations found themselves mandated to prepare draught plans without adequate trained Planners. At the same time Development Authorities hitherto a beehive of planning activity fell silent. In Kerala for example, the Greater Cochin Development Authority started to wither away when divested of their powers to initiate development Plans. At the same time. Municipal Corporations and Municipalities realized that their attempts at planning would be unrealistic since they did not cover large urbanized areas outside their jurisdiction.

Master plans have emerged as the standard instruments of planning to be developed by urban local governments in India. This was primarily achieved through the Town and Country Planning Acts of various states. These Acts have mandated the development of Master Plans for the development of cities conceivable in the next 20 or 25 years. The Master plans, or development plans, featured the land use plan - present and proposed – and development control restrictions. In many Indian States, this involves an estimation of future population, socio-economic conditions and their infrastructural needs and the preparation of land use and infrastructure plans for ensuring that the necessary facilities are in place when the development takes place.

Master planning aims at improving the urban environment as the efficiency of urban settlements largely depends upon how well they are planned, how economically they are developed and how efficiently they are managed. Planning inputs largely govern the efficiency level of human settlements. In one sense, master planning is basically an exercise of resource planning, generation, development and management (Tiwari, 2002). The master plan, which was perceived to be a process rather than a conclusive statement, provides guidelines for the physical development of the city and guides people in locating their investments in the city.

The plan-making process in several Indian States itself is not well laid down. The necessary legal framework provided by the Town and Country Planning Acts draw the bounds, the procedures and constituent elements. Each State follows/ adopts its own approach and model that give a good amount of variation and the resulting uncertainty to the outcome. Moreover, different towns/cities in a State prepare plans at different time points and the State Planning agency is pre-occupied with preparing the plans over a period of time. This gives the non-harmonious outcome of different Master Plans in different states within the State. Attempts to adopt an integrated development plan approach, based on national, state and regional strategies and recognition of the spatial and functional linkages between settlements are different.

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**KERALA**

# 4

## **THE PLANNING REGIME IN KERALA: A HISTORICAL PERSPECTIVE**

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### **4.1 DYNAMICS OF URBAN DEVELOPMENT IN KERALA**

### **4.2 LOCAL GOVERNANCE SYSTEM IN KERALA**

- Urban Governance System in Kerala
- Institutional Framework for Urban Development

Kerala ranks first among Indian states on the Human Development Index (HDI) and the State is recognised for its impressive achievements in quality of life that is at par with Nordic countries, Canada and Singapore. Human development has also been more equitable in Kerala than in other Indian states. In 2015–16, Kerala was among the top five Indian states in terms of per capita state domestic product and among the top four in terms of growth in per capita income. Kerala model of development has its emphasis on Health and Education.

While on the other side Kerala is one of the fastest urbanizing states in India and State does not have neither a dedicated Urban Policy nor an institution to guides the Development. In this context, the chapter examine the dynamics of Urban Development in terms of population growth rate, infrastructure assessment, people participation and Governance.

## 4.1 DYNAMICS OF URBAN DEVELOPMENT IN KERALA

The current study has attempted to assess the unique characteristics of urban growth and development in the state of Kerala. As per census 2011, with a total population of over 3.3 crore half of Kerala's population lives in urban centers. Although the state is experiencing a flat decadal population growth rate of 4.89%, it is one of the fastest urbanizing state in India with a decadal growth rate of 85%.

Table 3 : Demographic comparison India and Kerala

		Population Mn	Decadal Population 2001 Growth rate (%)		Urban Character as per census 2011		
			2001	2011	% Urban	Urban growth rate	No of Census Towns
1	India	130	21.15	17.5	31%	31%	6935
2	Kerala	33	9.43	4.86	48%	85%	522

Source : Census 2001 and 2011

### 4.1.1 Unique settlement pattern

Owing to the geographical positioning of Kerala along the windward side of Sahyadri Mountains, the State receives rain throughout the year. The rivers, lakes, wet lands and ground water across the mid land and low land had resulted in development of scattered settlements across the region, known to be "homestead" settlement pattern and attributes to the unique rural-urban continuum across North to South of the State.

As per the census 2011, there are around 523 Census Towns accommodating 48% of the State's population. Kerala State Urbanisation report published by the State Town and Country Planning Department in 2012 reveals that 40 years since the formation of Kerala in 1960 the geographical spread under urban and number of urban settlements have increased over a 100% while the urban density remained almost same with a slight change of only about 15%.

- % increase in Urban population = 89%
- % Increase in urban area = 184%
- % Increase in number of urban settlements = 106%
- % increase in urban popn density = 15%

The trivial change in the urban density with substantial increase in the number of urban settlements and geographical coverage under urban, it is evident that the urbanization pattern in Kerala is characterized by the spreading of urban area (rural settlements are transforming into urban characteristics) than the densification of the core city region. Besides there are no significant evidence of rural to urban migrations within the State. Though there are more than Census Towns the number of Statutory towns in the State is only 93 (87 Municipalities and 6 Municipal Corporations).

## 4.2 LOCAL GOVERNANCE SYSTEM IN KERALA

In the light of 74th CAA, Kerala State Legislature enacted the Kerala Panchayat Raj Act- 1994 and the Kerala Municipality Act- 1994. Under the provisions of these acts, the three tiers of Panchayats viz. Grama, Block and Jilla Panchayats along with Municipal Councils / Corporations for urban areas were reconstituted and local body elections were conducted in 1995. The Urban Governance system in the State of Kerala is guided by the Kerala Municipal Act 1994 and the Local Self Government Department (LSGD) is the nodal department of the Urban Local Bodies

### 4.2.1 Urban Governance System in Kerala

Kerala Government does not have a dedicated urban department however Local Self Government Department is the nodal department for both urban and rural development in the State. While Urban Governance in the State of Kerala is guided by the Kerala Municipal Act 1994, which was formulated and enacted in the light of 74th CAA. It is a unified act for the functioning of Municipalities and Municipal Corporations in the State. The act has also laid out the provisions for constitution of the Town Panchayats, however, Kerala has not constituted any Town Panchayats. Significant features of Kerala Municipal Act is listed below.

- More decision making powers to elected functionaries ( Council )
- 50% women reservation in Local Bodies
- Ward Sabhas to ensure the wide participation of citizens.
- Changes in the structure of LSGs and Standing Committees
- Introduction of Ombudsman and Appellate Tribunals
- New system of auditing;

In KM Act 1994, all items under Twelfth Schedule of the Indian constitution, except “fire services” have been transferred to the Local Governments. Soon after the enactment of KM Act in 1994, the LSGD had issued detailed guidelines to Local Governments to prepare five year plans to ensure integrated planning addressing all the sectors under above 17 items as per the 12th schedule. Guidelines issued by the State Government under the 9th plan is annexed for reference. ( Annexure 1.1).

### 4.2.2 The Planning regime in Kerala

The enactment of Kerala Municipal Act and Kerala Panchayati Raj Act 1994, had set the stage for decentralized democracy in the Local Governments. To promote people’s mobilization and need based integrated planning at the local level, the state launched “janakiya asoothranam” in 1996. The People’s Planning Campaign (PPC) Kerala has devolved substantial powers to local governments in terms of functions, functionaries, and funds. The State Government had also earmarked 40% of the plan budget for Local Government Institutions at village/municipal, block and District Level.

As per various academic publications, Kerala model of local governance is successful in institutionalizing the decentralized governance system with well-devolved funds, functions, and functionaries at LSGIs, mobilizing the people through ward-Grama sabhas for participating in planning process and need based development interventions. At the beginning of a new council, LSGs prepare five year plans and subsequently prepare annual plans for budgetary provisions through participatory planning process. The second phase of people's campaign is in progress with priority to enhance local level production along with management of natural resources, agriculture, and drinking water.

However there are also critical review of the peoples planning campaign that, in spite of having a rigorous campaign, the institutions at the local level had limitations to absorb the full potential of the autonomy in plan preparation. The development priorities were set and development options chosen mostly on the basis of perceptions and negotiations among the stakeholders under the leadership of elected local governments rather than on the basis of a scientific analysis. In spite of transferring the powers to LSGs to carry out activities under "Town Planning", the five year and annual planning system promoted under Janakiyaasoothrama flouted the development of land as a resource and disrupted the spatial planning system and implementation of land use plans became dysfunctional in the State. (Kfw-WB 2019)

### 4.2.3 Institutional Framework for Urban Development

Local Self Government Department (LSGD) is the nodal department for Urban and Rural Development in the State. In September 2020 (GOXXXXX), the State Government approved the proposal for the unification of the departments under LSGD for effective coordination. The Rural Development Commissionerate, the Panchayat Affairs and Urban Affairs directorates were merged to form two wings - Rural and Urban. Also Local Self-Government (LSG) Common Service was established for five departments under LSGD, namely Panchayat, Rural Development, Urban Affairs, Town and Country Planning and the LSG Department Engineering wing. Urban Affairs Department is the responsible agency for the administration of all Urban Local Bodies in the State.

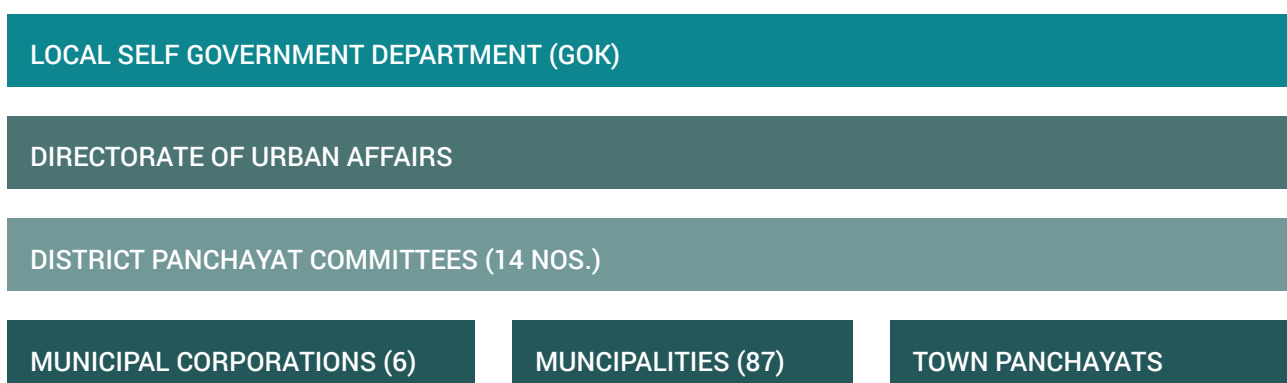


Figure 6: Urban Governance system in Kerala

Table 4 : Various Plans prepared at Local Level for integrated Urban Development

SN	Name of Plans	Objectives /Sectors covered	Source of funding
1	LSG - Five Year Plans	Comprehensive Development of a Local area	State Plan fund
2	LSG - Annual Plans	Comprehensive Development of a Local area	State Plan fund
3	Integrated District Development Plan	Comprehensive Development of a District with Multiple Local Governments ( Cities, Towns and Villages)	State Plan fund

The above table has the list of major active plan preparation for the integrated development of urban and rural settlements.

As one of the objective of the study is to assess how six basic ingredients which must inform any attempt to undertake integrated planning perform in Kerala

Table 5 : Tenets of Integrated Urban Development in relation to various plans in Kerala

S N		Strategic	Sustainable	Comprehensive	Operational	Participation	Financial Allocation
1	LSG- Five Year Plans	Short term Plans	Considerable Focus to environment	Integrated economic, social and environmental components.	Local Level Monitoring Systems	Participation through WC, Development, Seminar	LSG Budget allocations
2	LSG - Annual Plans	Short term Plans	Considerable Focus to environment	Integrated economic, social and environmental components.	Local Level Monitoring Systems		LSG Budget allocations
3	Integrated District Development Plan	Short term Plans	Considerable Focus to environment	Integrated Spatial, economic, social and environmental components.	Local Level Monitoring Systems		No budget provisions

An abstract graphic of a circuit board pattern in a lighter teal color, overlaid on the main teal background. It consists of numerous interconnected lines and dots, resembling a complex network or map.

# 5

## SPATIAL PLANNING SYSTEM IN KERALA

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5.1 TOWN AND COUNTRY PLANNING ACT 2016

5.2 STATUS OF SPATIAL PLANNING

## 5.1 TOWN AND COUNTRY PLANNING ACT 2016

Till recently the spatial planning in Kerala was primarily guided by Madras Town Planning Act and Travancore Town & Country Planning Act 1945.

- Town Planning Act 1108 ME (1933) (Travancore - Cochin area)
- Madras Town Planning Act 1920 (Malabar area)
- Travancore Town & Country Planning Act 1120 ME (1945) (Travancore area)

In 2014, the State Government drafted the Kerala Town and Country Planning Act and the Act was enacted by the State Assembly in 2016. The broad objective of the Act was to “provide for the promotion of planned development and regulation of growth of urban and rural areas in the State with focus on scientific spatial planning and to secure to their present and future inhabitants, sanitary conditions, amenity and convenience and for other matters connected therewith or incidental thereto”. The main features of the Act could be summarised as follows:

- A. Provision for the constitution of a State Town and Country Planning Board with the Chief Minister as Chairman. It was entrusted with the task of preparing and executing a “Perspective Plan” for the State.
- B. Provision for the constitution of District Planning Committee and Metropolitan Committee in line with the provisions of the 74th CAA for the preparation and execution of District and Metropolitan Plans.
- C. Section 30 states that the Local Governments will have the sole powers to prepare Master Plans for their respective areas. Section 34 deals with the components of Master Plan.
- D. The Act addresses the vexed question of planning for areas that may have more than one local body by providing for Joint Planning Areas where the Master Plan may be prepared by a Joint Planning Committee where two thirds of the members shall be elected members of all the ULBs in the Joint Planning Area. Here it is important to understand that Section 42 (i) states that the Joint Planning Committee can “prepare or get prepared a Master Plan for the Joint Planning Area”.
- E. Chapter IX deals with Development Authorities in its new avatar. The Act seeks to clothe the Authorities with powers to “promote planned development as envisaged in the Plans for the development authority area” and “co-ordinate the implementation of Plans under this Act in the Development Authority area”. In other words, the Authority no longer has the power to formulate plans on its own but is more of a facilitating and co-ordinating agency.
- F. The Act also has the provisions for Land Pooling Scheme, Acquisition of Land, Levy of Development Charges and User fees, Constitution of an Arts Commission and other supplementary and miscellaneous provisions.



G. The Act mandates the preparation of plans at various levels and enables the formulation of State Perspective Plan, District Plans, Master Plans and Detailed Town planning Schemes. In accordance to the KM Act 1994, the responsibility of spatial plan preparation is vested with the DPC/Local Self Government Institutions (LSGIs). The State Town and Country Planning Department provides the technical assistance to the LSGIs in preparing the spatial plans.

Table 6 : Agency responsible for Spatial Plans

SN	Spatial Plan Category	Responsible Agency
I	• State Perspective Plan	State Town and Country Planning Board
	• Regional Plans and Subject Plans	
II	• Perspective Plan for the District / Metropolitan Area & Execution Plans	Metropolitan Planning Committee
		Metropolitan Planning Committee
III	• Master Plans	Local Governments
	• Execution Plans	
	• Detailed Town Planning Schemes	
	• Development Control Regulations	

## 5.2 STATUS OF SPATIAL PLANNING

The 9th and 10th plan period of decentralized planning (1996-2006) focused on institutionalizing the decentralized need based participatory model of planning and development at local level. The execution of devolved powers was primarily by carrying out activities and projects specified in various documents prepared both at District and Local levels such as Development Reports, Plan Documents prepared by the LSGIs and District Plans prepared by the District Planning Committees. However it was observed that the process adopted was mostly sectoral approach but often found to be compartmentalized, plans identified and proposed were mostly at micro level to meet the existing gaps. even at Grama/Ward sabha level, individual benefits got predominance. This has resulted in an execution plan and failed to have a long term vision for the entire LSG area (Town and Country Planning Department, 2007).

Table 7 : Status of Spatial Plans in Kerala

SN	Spatial Plan Category	Status
I	• State Perspective Plan	• No spatial Perspective Plan available for the State
	• Regional Plans and Subject Plans	
II	• Perspective Plan for the District / Metropolitan Area & Execution Plans	• No MPC
		• IDDP prepared for all districts through District Planning Committees
III	• Master Plans	<ul style="list-style-type: none"> <li>• Out of 93 ULGs Only 13 ULGs have sanctioned Master Plans</li> <li>• Besides many of the Local areas have prepared Town Planning Schemes</li> <li>• The building construction across the State is guided by Kerala Municipal Building Rule and Kerala Panchayat Building Rule 2019</li> </ul>
	• Execution Plans	
	• Detailed Town Planning Schemes	
	• Development Control Regulations	

A large, abstract graphic of a circuit board pattern in a lighter teal color, overlaid on the main teal background. The pattern consists of numerous lines and dots, resembling a complex network or map.

# 6

## LAND USE PLANNING PROCESS AND APPROACH IN KOCHI CITY REGION

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### 6.1 SPATIAL PLANNING EFFORTS IN KOCHI

### 6.2 DRAFT DEVELOPMENT PLAN FOR KOCHI CITY REGION 2031

- Phase - 1 Master Plan Preparation process at Corporation of Cochin
- Phase - 2 Kochi City Region Development Plan preparation by the office of the Regional Town Planner.

### 6.3 REVIEW OF THE SECTORAL PROPOSALS IN DRAFT DP

### 6.4 DRAFT DEVELOPMENT PLAN FOR KOCHI CITY REGION 2031

- Sectoral strategies

## 6.1 SPATIAL PLANNING EFFORTS IN KOCHI

This section review the various earlier efforts for spatial planning in Kochi in the post-independence period. Kochi being one of oldest port settlement, there had been focused efforts for systematic planning in Kochi since the formation of Kerala State in 1956. Various planning efforts are summarized in the table below.

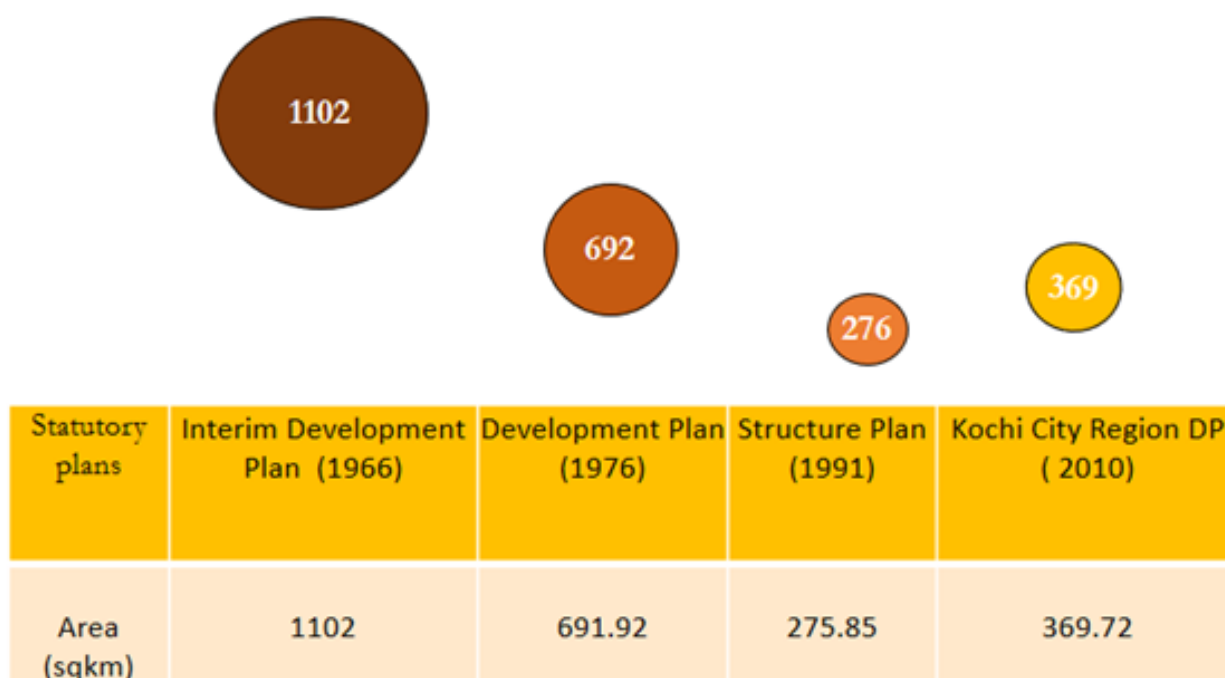


Figure 7: Schematic representation of area covered under each spatial plans.

The Interim Development Plan of 1966 was the first spatial plan prepared for an area of 1102 sqkm, however in the subsequent plans the planning area reduced gradually and in the latest structure plan 2001 is only for an area of 275.85 sqkm, as the focus was limited to the Core city and immediate influential areas

Time to time sectoral Master plans were prepared to the guide the infrastructure development and to improve the service delivery in the area. Major sectoral plans available in Kochi includes

- Water Supply Master Plan and Sewerage Management Plan under Kerala Sustainable Urban Development Programme (KSUDP)
- City Sanitation Plan under and Comprehensive Mobility Plan prepared under JnNURM
- Non motorized Transport Plan and Transit Oriented Development Plan prepared by KMRL

It is important to note that since 2001 Kochi city region do not have a Master Plan or any statutory guidelines either to guide or to regulate the physical growth within the region. However there were continued attempt to prepare various policy and project documents to streamline the developments in Kochi, the major policy guiding documents are .

Table 8 : Planning Area Descriptions for spatial plans

SN	Plan	Planning Area descriptions
1	Interim Development Plan for Cochin Plan Period: (1966-1981)	<ul style="list-style-type: none"> <li>Six towns (Municipalities) viz. Ernakulam, Mattanchery, Fort Cochin, Aluva, Perumbavur and Parur and fifty one surrounding panchayats were considered to form the planning region. This region covered an area of 1101.61 sq km and had a population of 11.88 lakhs in 1961.</li> <li>The urban core of Cochin Region, as delineated in the Interim Development Plan covered an area of 94.88 sq km and had a population of 4.39 lakhs was designated as Cochin Municipal corporation in 1966.</li> </ul>
2	Development Plan for Cochin Region, 1976	<ul style="list-style-type: none"> <li>The Interim Development Plan for Cochin Region, 1966 was updated to adapt the growth trends, and the Development Plan for Cochin Region was prepared as a comprehensive policy document to stimulate balanced growth in the region with a long term perspective (1971 to 1991).</li> <li>There has been a redistribution of LSGs within the Kochi city region considering the factors such as availability of cheap land, growth potential for industrial and other development, contiguity of the region etc</li> <li>Delineated Cochin Region included four towns and Thirty-four panchayats with an area of 691.92 sq km and population of 12.48 lakhs as per 1971 census</li> </ul>
3	Structure Plan for Central City, Kochi, 2001	<ul style="list-style-type: none"> <li>Policy Plan prepared by GCDA for the development of the region with broad land use proposals for the area within the city and the immediate surrounding areas. The Plan period assumed in the Structure Plan was from 1991 to 2001.</li> <li>In the Structure Plan, the Central City as newly delineated include the Cochin UA and adjacent growth centers as per 1981, covered an area of 275.85 sq km with population of 8.55 lakhs.</li> </ul>
4	Kochi City Region Development Plan 2031	<ul style="list-style-type: none"> <li>As the structural Plan for Central City 2001, exhausted the TCPD initiated the preparation of Development Plan for Kochi City Region to be conceived as a static plan to</li> <li>guide the growth and development in the city and the surrounding region for a plan period up to 2031.</li> <li>The planning area for the assignment is 1981, covered an area of 275.85 sq km with population of 8.55 lakhs.</li> </ul>
5	GIS based master plan for Kochi under AMRUT	<ul style="list-style-type: none"> <li>The GIS based master plan preparation by TCPD with technical support from NRSC and funding support from AMRUT</li> <li>The Planning Area is limited to Kochi Municipal Corporation only.</li> </ul>
1	Vision document for Kochi 2002	A perspective document was prepared in a participatory planning mode with the support of KILA, CESS, CoC etc
2	City Development Plan (CDP) for Kochi, 2006	City Development Plan was prerequisite document for funding under JnNURM and it was prepared as a comprehensive visions document for Kochi and its suburbs. The CDP had infrastructure project proposals for Kochi City region to be funded under JnNURM. However, the CDP did not address challenges of land as resources and no priority for spatial planning
3	Smart City Proposal 2015	Smart City Proposal was a prerequisite for participating in the Smart Cities Challenge organized by MoHUA. Though the document is precisely a strategic document and the project influence area is limited to less than 20% of the Kochi Municipal Corporation.

Source: Kochi City Region Development Plan 2031,

## 6.2 DRAFT DEVELOPMENT PLAN FOR KOCHI CITY REGION 2031

In line with the objectives of this assignment, this section is discussing the latest available plan Kochi City Region Development Plan 2031, with objectives to review the methodology for plan preparation, stakeholder involvement, attempts for sectoral integration and status of implementation.

Documentary evidences from KMC and Office of RTP, it is observed that the process of Development Plan preparations for Kochi city regions had been carried out in two phases over a span of 6 years from 2004 to 2010.

The first phase of the development plan preparation was initiated by Kochi Municipal Corporation in 2004 and major activities related to data collection, analysis and sectoral proposals were prepared, jointly by KMC team, GCDA and RTP. However, later in 2008 the KMC entrusted Town and Country Planning department to prepared the plan due to the lack of technical and financial resources at KMC.

### 6.2.1 Phase - 1 Master Plan Preparation process at Corporation of Cochin

In the absence of a sanctioned master Plan and upon the request from the Kochi Municipal Corporation in 2004, Vide GO(MS) No 348/04/LSGD dtd 30-12-2004, State Government accorded special sanction to Corporation of Kochi to undertake the preparation of Master Plan using own fund, with the assistance of TCPD and GCDA. Subsequently a meeting of the subcommittee - Town Planning was held on 20th December 2004 under the Chairmanship of Hon Mayor Kochi Municipal Corporation and it was decided to formulate a Master Plan for the CoK. A technical committee was constituted to overlook the process of Master Plan preparation. In order to ensure comprehensive approach for plan preparation, it was decided to hold meeting the sectoral experts in the field of Socio- Economic Development, Health, Environment, Culture and People's planning campaign. (Annexure - XXX).

#### 6.2.1.1 Methodology and Process adopted for Master Plan preparation

One of the study objectives of the assignment is to assess the efficacy of institutional frame work and the effectiveness of interdepartmental coordination during the Master Plan preparation. The draft KCR Master Plan have not discussed the process for Master plan preparation. However through consultations, document review etc , we attempted to document the process for Master Plan preparation and strategies adopted for interdepartmental coordination.

The guidelines laid out in IX plan preparation process under Decentralized planning was adopted by the Municipal Corporation for an integrated plan preparations. At KMC, the Standing Committee of Town Planning was the responsible for coordinating the Master Plan preparation and after passing the resolution by the Council of KMC to prepare the Master Plan for Kochi city, a general committee was constituted with members from Steering Committee, Professionals, Academia etc. Along with the general committee, sectoral committees were also constituted to coordinate the sectoral activities and for effective coordination among the Nodal departments and para-statal agencies. Moreover, Corporation a core committee with the experts from National Level Organization like HUDCO, SPA etc to review the technical documents.

Table 9 : Two Phases of Master Plan Preparation in Kochi

SN	Particulars	Phase -1	Phase -2
1	Period	2004-08	2008-10
2	Coordinating Agency	<ul style="list-style-type: none"> <li>Kochi Municipal Corporation</li> </ul>	<ul style="list-style-type: none"> <li>Ernakulum Regional Town Planner</li> </ul>
3	Area Coverage	<ul style="list-style-type: none"> <li>KMC -94 m2</li> </ul>	<ul style="list-style-type: none"> <li>KMC and villages in the influential areas ( 269sqkm)</li> </ul>
4	Guidelines and Approach	<ul style="list-style-type: none"> <li>74th CAA, UDPFI</li> <li>Comprehensive approach</li> </ul>	<ul style="list-style-type: none"> <li>UDPFI</li> <li>Comprehensive approach</li> </ul>
5	Institutional Mechanism	<ul style="list-style-type: none"> <li>Multilayer institutional systems to coordinate the intersect oral plan preparation</li> </ul>	<ul style="list-style-type: none"> <li>No documentary evidence available on the approach for sectoral coordination</li> <li>Focused mostly on the planning of LSGs in the peripheral areas</li> </ul>
		<ul style="list-style-type: none"> <li>KMC Council</li> <li>SC - Town Planning               <ul style="list-style-type: none"> <li>General Committee</li> <li>Functional Team</li> <li>Core team</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Joint Town Planning Committee</li> <li>Mayor, KMC as Chairman</li> </ul>
6	Technical Document preparation	<ul style="list-style-type: none"> <li>Consultants were hired for preparing the sectoral reports for               <ul style="list-style-type: none"> <li>Demography</li> <li>Land use survey</li> <li>Traffic and Transport</li> <li>Water supply, Sewerage and Drainage</li> <li>Disaster management</li> <li>Heritage and Culture</li> <li>Trade and Commerce, Heritage, Tourism</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Town Planning department updated the report based on the studies carried out by the consultants in phase 1</li> </ul>

The process of preparation of Master Plan had been carried out through a participatory planning process. Ward Sabhas was organized in all the wards to capture the aspiration of the citizen on the future development of the city. However due to administrative delay, the draft plan was not published for public consultation.

### a.1 Strategies for sectoral analysis and Interdepartmental coordination

The development plan preparation in Kochi had adopted a participatory planning process as envisaged in guidelines issued for IXth Plan preparation process by LSGD, Govt of Kerala. Therefore, the development plan was conceived as a comprehensive document for future development. KMC initiated the Plan preparation process in line with KM Act 1994 and UDPFI guidelines, however in the absence of a dedicated Urban Planning Team the Corporation constituted various functional framework to facilitate the participation of all relevant agencies in the City. Also, various sectoral advisory committees were constituted to ensure the coordination of various departments, para-statal agencies in planning the sectoral plans including Water Supply, Traffic- Transport, Trade and commerce, Disaster Management etc. The sectoral advisory committees were constituted with members from respective nodal agencies, professionals, subject experts from Academia etc.

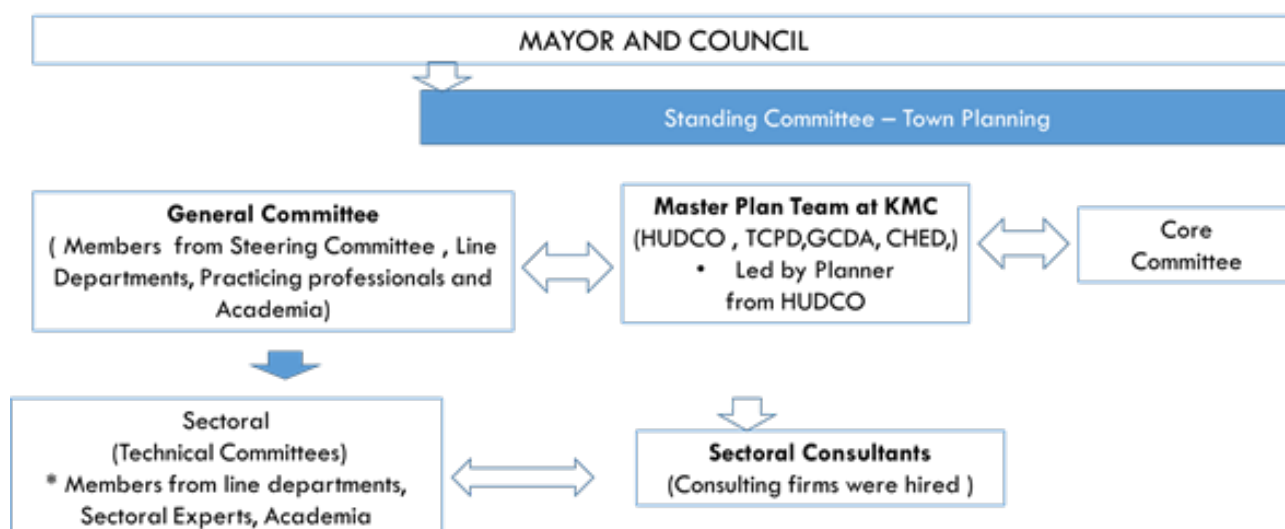


Figure 8: Town Planning Standing Committee in Kochi

A functional committee as also a constituted at KMC with members from Town Planning, CHED and a Urban Planner on deputation from HUDCO, to coordinate the everyday activities for Plan preparation. Moreover, consulting agencies were hired for sectoral plan preparation process and the specific responsibilities of the consultants were data collection & analysis, stakeholder consultations, draft proposal preparation etc. The agencies hired for providing technical support to the corporation were.

The survey findings, data review reports including projected infrastructure requirement etc were submitted to the nodal departments and also presented to the respective technical committee for review and suggestions. The consultants prepared draft sectoral reports after incorporating the suggestions from nodal departments, technical committees and the Council.

Table 10 : Agency and its sectoral focus for Master Plan Preparation in Kochi

SN	Agency Name	Sectoral Focus
1	Cochin University Science and Technology (CUSAT)	Demography
2	National Transportation Planning and Research Centre (NATPAC)	Traffic & Transport
3	FITCHNER	Water Supply and Sanitation
4	Centre for Environmental Science	Tourism, Disaster Management (Environment ) Whole Sale Trade
5	NORMA	Trade and commerce sector - Industries, Housing
6	Heritage and Culture	C-HED
7	Land use Map updation	VISMAYA



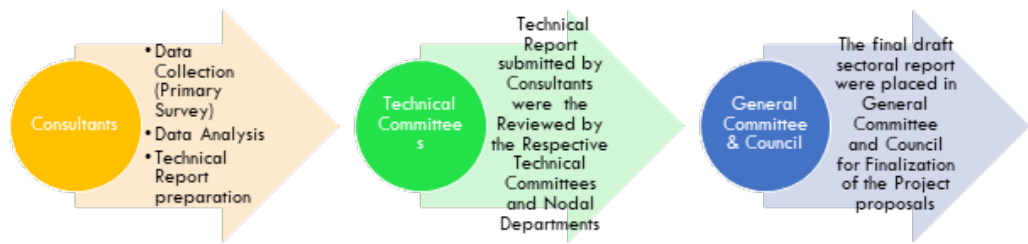


Figure 9: Sectoral Advisory Committees in K

### a.2. Participatory Planning Master Plan Preparation Process

In complementary to the Annual Plan preparation methodologies adopted in the KMC, the Ward sabhas were conducted in selected areas by the Local Councilors to capture the challenges of the development at grass root level and also to capture the aspirations of the people for future development. Besides, special note was issued by Hon Mayor to the councilors on 8th June 2006 (Annexure - X) to submit the ward wise suggestions to incorporate the plan

### a.3. Review of the Draft Plan by the Core committee members

Kochi Corporation had also constituted Core committee with experts from National level agencies like SPA Delhi, NIUA, HUDCO etc to review draft Master Plan (Annexure\_XX). The core committee meeting was held in Kochi to review the draft Plan.

Draft Plan Publication and Approval Process at KMC.

The draft Master Plan Preparation Started in 2004 under the Chairmanship of then the Mayor of KMC, Sri Dinesh Mani and later the process was carried forward by the subsequent mayor Prof Mercy Williams during 2005-06 period. Towards the mid of 2006, the draft sectoral plans were prepared however the process got delayed and the City council prioritized the preparation of the City Development Plan in 2006 as it was a prerequisite document for enabling funding support and to priorities the infrastructure developments in the city region under JnNURM. However, land use planning/spatial planning was not addressed in Kochi CDP.

Later in 2007 upon the decision of Council, KMC the Development Plan preparation files were handed over to GCDA and further to the office of the Regional Town Planner in 2008.

### 6.2.2 Phase - 2 Kochi City Region Development Plan preparation by the office of the Regional Town Planner

In November 2008, the Government of Kerala accorded administrative sanction (G.O.(Rt) No. 3982/2008/LSGD dated 13.11.08) for the implementation of the Scheme 'Preparation of Master Plans and Detailed Town Plans' and Development Plans for 32 towns are to be prepared in a time bound manner. Further as per G.O. (Rt) No.2766/2009/LSGD dated 24.10.09 the Planning Area for each Development Plan to be determined by the development scenario and in case, parts of local governments outside the municipal limits were to be included in the delineated planning area, the boundaries of the planning area have to be fixed so as to include the entire area of such local governments. Also to constitute Joint Town Planning Committees as provided in section 37 of Town Planning Act 1108 in the case of multiple LSGs.

In response the above listed GOs, the office of the Regional Town Planner Ernakulam initiated the preparation of Development Plan for Kochi city and the surrounding areas as the latest available development plan guided the development of the region was structure plan of 2001 and there wasn't any attempt to prepare the Master Plan for the city region, however the process was initiated in 2005 by CoK was only for the Municipal Corporation limit. Therefore, the scope of the Development Plan for Kochi City Region was to bring out a comprehensive long range development guideline with Development Regulations to guide the development in the selected villages within the influential areas of Kochi as well.

This Development Plan envisaged to promote planned development of 17 Local Governments ( Kochi City Corporation, Municipalities and the Grama Panchayats) included in the Kochi city planning region for compatible land utilization, augmentation of infrastructure, judicious use of the natural resources and conservation of natural and manmade heritage. The Plan was also envisaged as a guiding document to provide framework for Government Departments , semi government agencies and Citizens.

Table 11 : Details of three volumes of Draft Kochi Master Plan 2031

		Volume I	Volume II	Volume III
1	Primary Objectives	Study Analysis	Development Concepts and Strategies	Development Proposals and Development Control regulations
2	Sectors Covered	a. Planning Process b. History Evolution of Kochi c. Earlier Planning Efforts and studies, Review of Policies d. Sectoral studies <ul style="list-style-type: none"> <li>• Demography</li> <li>• Economic Base</li> <li>• Urban Form &amp; Infrastructure</li> <li>• Land Utilization</li> <li>• Housing Transportation</li> <li>• Infrastructure services</li> <li>• Environment</li> <li>• Heritage &amp; Tourism</li> <li>• Disaster Risk Assessment</li> </ul>	a. Major development issues b. SWOT Analysis c. Development concepts and Strategies <ul style="list-style-type: none"> <li>• Delineating the potential areas</li> <li>• Strategies for re-densification</li> <li>• Traffic and Transportation</li> <li>• Housing</li> <li>• Environment</li> <li>• Infrastructure</li> <li>• Sewerage</li> <li>• Storm Water Drainage</li> <li>• Solid Waste Management</li> </ul>	a. Broad concepts and development strategies b. Proposed Land Use c. Proposal for Urban Environment d. Urban design e. Conservation of natural and manmade heritage f. Implementation Plan
3	Remarks	<ul style="list-style-type: none"> <li>• Volume I of KCR DP 2031 has attempted to holistically assess the development parameters in the Kochi city. However Social sector did not get its due consideration especially the status of Education, Health, Security aspects not effectively captured</li> </ul>	<ul style="list-style-type: none"> <li>• Volume II of KCR DP 2031 has attempted to highlight the challenges and potentials of Development in the region and also brought out the strategies for future development.</li> </ul>	<ul style="list-style-type: none"> <li>• Volume III of KCR DP 2031 has its primary focus on Land use regulations and Transportation sector.</li> <li>• Also attempted to propose the future projects for Urban Environment, Heritage and Urban Design.</li> <li>• However the plan does not reflect neither the projected demand nor the resources requirement for infrastructure services including Water supply, sewerage, solid waste management etc</li> </ul>

## 6.3 REVIEW OF THE SECTORAL PROPOSALS IN DRAFT DP

Subsequent to the documentation of planning process through various primary research, the team also reviewed the effectiveness of the sectoral and land use proposals made in the KCR 2031. The Development Plan document 2031 published in 2010 consists of 3 volumes.

- Volume I - Study Analysis
- Volume II - Development Concepts and Strategies
- Volume III - Development Proposals and Development Control regulations

### 6.3.1 Sectoral strategies

The study reveals that though the initial stages of plan preparations, efforts were made to address the issues of urban development in a comprehensive manner in the initial stage the plan attempted to cover the sectoral assessment of all major parameters influencing the growth of the Kochi city region including , Demography, Economic Base, Urban Form & Infrastructure, Land Utilization, Housing Transportation, Infrastructure services, Environment, Heritage & Tourism, Disaster Risk Assessment etc. While the Development concepts and Strategies primarily focused on Land use strategies and strategies for Physical infrastructure development. Though in the initial volumes of the Development Plan attempted to push the agenda for an Integrated Urban development in Kochi, the final volume is restricted to Land Development Proposals and Development Control Regulations.

KCRDP 2031, failed to capture the existing gap in the service delivery in terms of water supply, sanitation, storm water drainages etc as well as to assess the future demand and thus the project requirements for the plan period. Moreover, the plan has not addressed the financial resource requirement for meeting the Gap as well as the future infrastructure needs. But stated that it is the responsibility of the local governments to phase the strategies and develop detailed project proposal however timeline or the phasing of the projects are not addressed in the plan.

This lapse could be due to ineffective interdepartmental coordination and not adhering to holistic approach in proposal preparation.

The draft KCR DP 2031 was prepared in 2010 and hence had not captured the impacts of new developments happened across influential areas of KCR over the years. Also many of the primary studies including the Land use pattern, Traffic and Transport plan etc are outdated and needs to be updated. TCPD informed that the KCR DP is submitted to the State Government in April 2010 for permission for publication and even after a decade the Plan could not be published for public consultation.

## 6.4 CURRENT STATUS OF THE PLAN

### Legal and other hurdles to the approval of the Plan

As per the report from TCPD revealed that the KCRDP 2031 is with the State Government for approval for public consultation. As per the TCP Act 2016, the additional process to be completed for Plan approval includes constitution of Joint Planning Committee (JPC), review of the Draft Plan by JPC, Publishing the plan for citizen's consultation, review by DPC, CTP's review, State Government's approval etc. The plan formulation and sanctioning process is described in the schematic diagram in fig X.

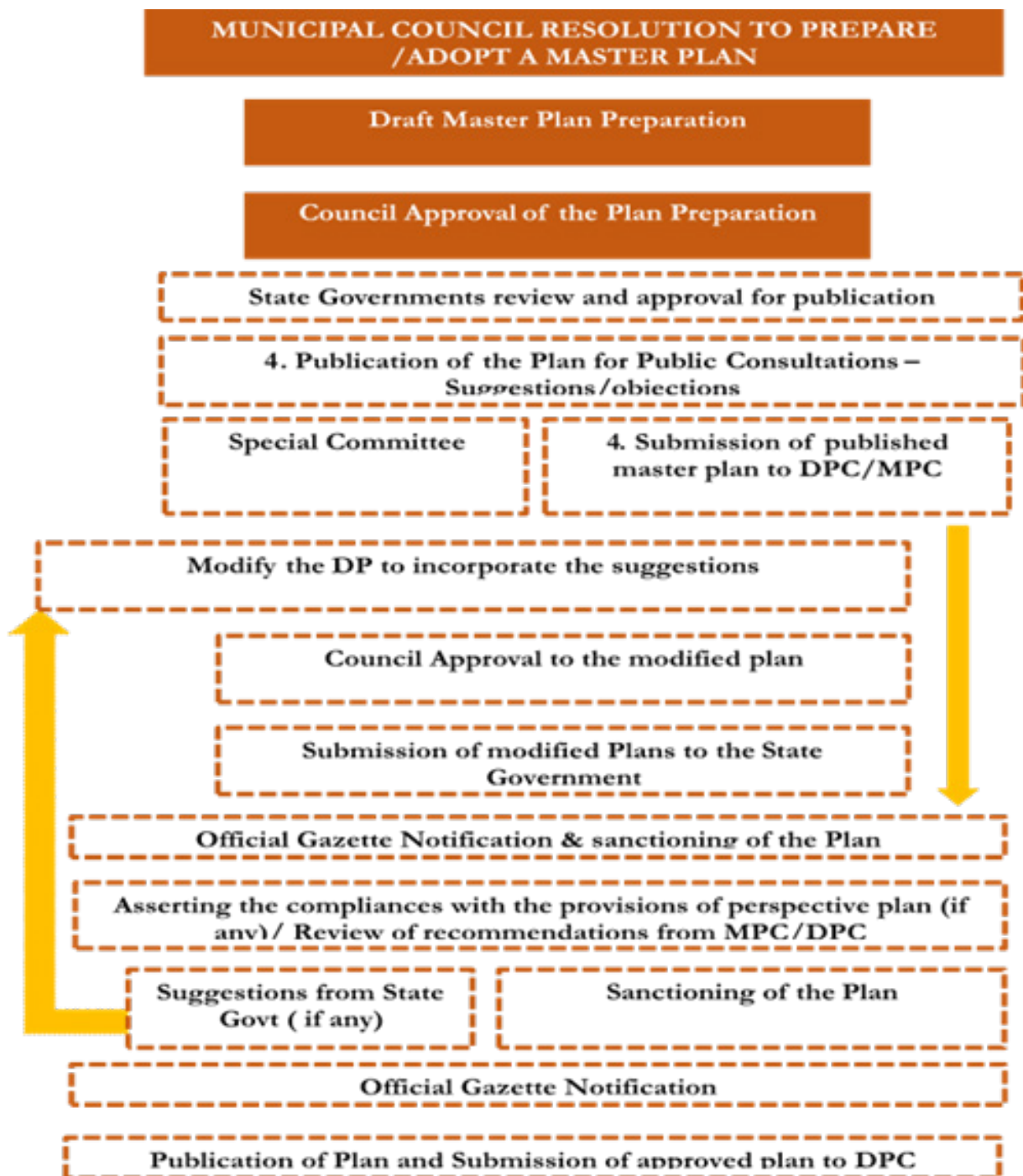


Figure 10 : Master Plan formulation, publication and sanctioning process as per KM Act 2016

The first draft KCR DP was prepared under the provisions of Travancore Town Planning Act-1108 and a Joint Town Planning Committee (JTPC) was constituted in 2011 for coordination among multiple LSGs, for draft plan approval process. Subsequently a meeting was also held for reviewing the proposals in the draft Plan. In spite of experiencing the impact of environmental degradation, there were objections from the LSGs in KCR DP, on the consideration of "Wet Land and Paddy Land Act 2008 and substantial percentage of area was designated as "No Development Zones".

Besides the Kerala State Town Planning Act came into being in 2016 and as per the act the institutional framework proposed is Joint Planning Committee (JPC). Therefore, JTPC constituted has to be replaced by JPC in Kochi. CoK being the lead LSGs in the KCR, the documentary evidences reveals that the Corporation had submitted a request to the Government in 2017 to constitute JPC and to issue permission to publish the draft DP. However there has been considerable delay in constituting the JPC as the rules under KTP Act is not yet finalized.

Town Planning Department has also informed that the land use plan in KCR 2031 had been amended to be in the line with clauses of TCP Act 2016 and activities for publications and sanctioning of the plan are pending since 2017

A background pattern of white lines and dots on a teal background, resembling a circuit board or a network diagram. The lines are of varying thickness and connect various circular nodes, some of which are solid black and others are hollow white.

# 7

## INSTITUTIONAL FRAMEWORK IN KOCHI

### 7.1 ROLE OF LOCAL GOVERNMENTS IN SPATIAL PLANNING AND INFRASTRUCTURE DEVELOPMENT

### 7.2 TOWN PLANNING DEPARTMENT

- Major functions of Town and Country Planning Department
- Town and Country Planning Department - Organogram

### 7.3 SECTORAL INSTITUTIONS MAPPING

One of the major observations during the study was that there are multiple agencies responsible for various infrastructure development. Especially in recent times many externally aided infrastructure projects are being implemented in Kochi by various National and State level agencies. The integrated Port Terminal and the international airport had helped Kochi to grow as global city moreover the presence of strategic institutions like Indian Navy and Coastguard has positioned the Kochi as location with national importance.

In this context, it is important to understand that not just the Local Governments but there are multiple institutions, agencies and departments that are responsible for inducing development in Kochi city region. Multiple agencies are involved in the service delivery, infrastructure planning, development, operations & management.

Corporation of Kochi being the largest LSG in the region, KMC had often taken a lead role in creating platform for ensuring the participation of all stakeholders including departments, academia, sectoral experts, civil society organizations in development process. While GCDA was the agency responsible for preparing the Statutory plans for the region. However after the enactment of KM Act 1994, the responsibility of urban planning was transferred to the LSGs and hence budget allocation to the development authorities considerably reduced. In accordance to the Kerala Panchayat Raj Act, District Planning Committees have been constituted in all the districts to guide the Socio-Economic, Spatial Planning and Development in region. Although DPC is very active SE planning process, spatial planning is often been overlooked because its complex and regulatory nature.

## Schematic representation urbanization pattern Kochi Urban Agglomerations ( 2001 )

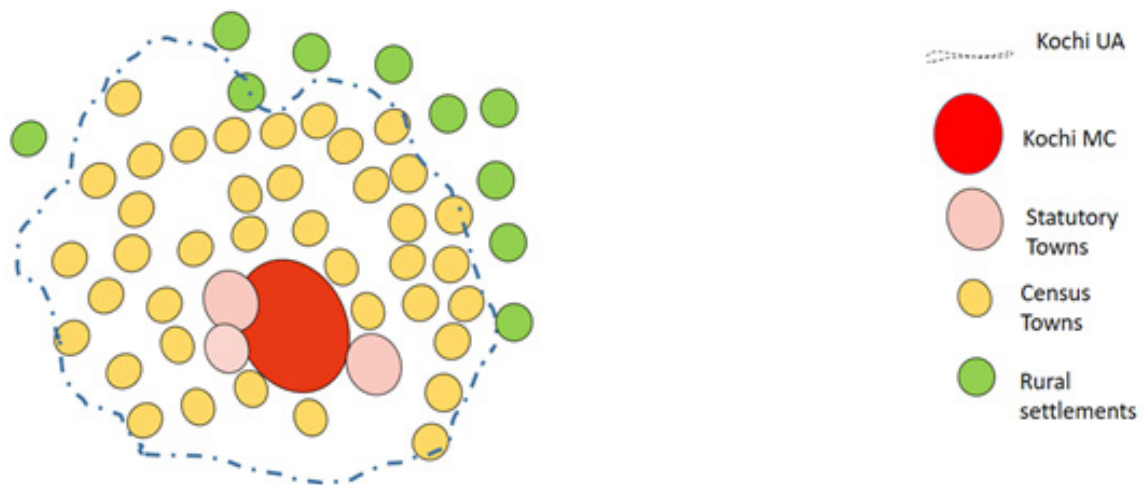
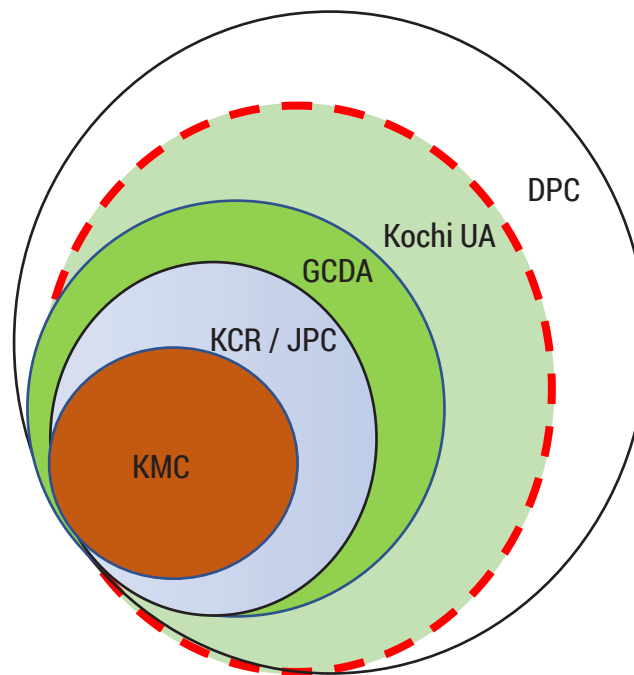


Figure 11 : Schematic Representation of Urbanization Pattern in Kochi Urban Agglomeration Area



Kochi is one of the fastest growing agglomerations in Kerala, geographical area has increased from 330 sqkm to 440 sq km during 2001-11, besides the number of LSGs had also increased from 24 to 52 during the period. This data had revealed that the peri urban region of Kochi city is induced to high character change from Rural to Urban. However, there is no mechanism available to measure or to guide the urban transformation in the region. The developments are merely guided by the demand generated by various commercial establishments and industrial townships.



- DPC:** District Planning Committee  
**Kochi UA:** Kochi Urban Agglomeration  
**GCDA:** Greater Cochin Development Authority  
**KCR:** Kochi City Region  
**JPC:** Joint Planning Committee  
**KMC:** Kochi Municipal Corporation

Figure 12: Multiple institutions and their jurisdictions in Kochi

In Kochi city region multiple institutions are involved in the development and governance. However there is no single agency to ensure the scientific planning and sustainable growth of the city region.

## 7.1 ROLE OF LOCAL GOVERNMENTS IN SPATIAL PLANNING AND INFRASTRUCTURE DEVELOPMENT

As per the KM Act Local Governments are responsible for the preparation and execution of Annual Plan, Five Year Plan and Master Plans and also the agency for enforcing Master Plan regulations. However, none of the LSGs including Kochi Municipal corporation does not have dedicated staffs or budget provisions to carry out the spatial planning process. It is also interesting to note that the Town Planning Department has been appointed as the nodal agency for leading the ongoing GIS based master plan preparation process under AMRUT .

Engineering Department in the LSGs is responsible for issuing the building permits in accordance to the regulations specified in the sanctioned Master Plans/Town Planning Schemes. The department is also responsible for implementation and monitoring of developments works including the construction and maintenance of roads, drains, building construction etc.

The Public Works Department (PWD) of the Government of Kerala is entrusted with development of District Roads and State Highways. The Kerala Water Authority is responsible agency for planning, construction and supply of water.

## 7.2 TOWN PLANNING DEPARTMENT

To ensure planned development of urban settlements, the Department of Town Planning was established in 1957. Later, considering the unique scattered development with rural urban continuum prevalent in the state, the functions of the Department was extended to cover the rural settlements as well. Accordingly, in 1999 the department was renamed as the 'Department of Town and Country Planning'

### 7.2.1 Major functions of Town and Country Planning Department

Major functions of Town and Country Planning Department are

- Preparation of various Plans at State , District and Local level (Master Plans and Detailed Town Planning Schemes )
- Statutory Approvals for constructions & land developments as per KMBR-1999, KPBR-2011 & Town Planning Schemes
- Drafting Legislations & Government Policies on settlement planning and development.
- Technical secretariat of the Art & Heritage Commission.
- To advise the LSGIs and Government on matters related to planning and development of settlements.
- Spatial Planning Wing of the DPC.

### 7.2.2 Town and Country Planning Department - Organogram

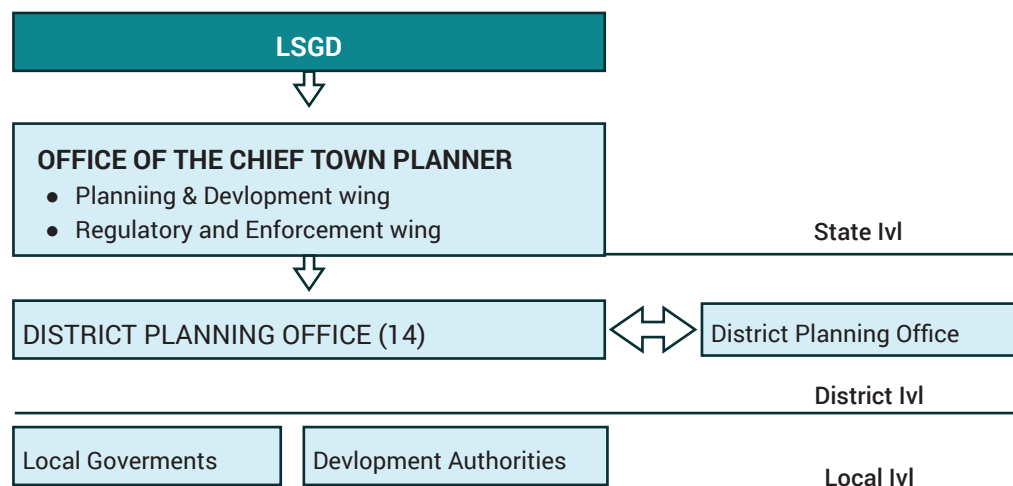


Figure 13 : Town and Country Planning Department - Organogram

The district offices are the spatial planning wings of DPC's and officers of this Department are nominated as members of various sectoral committees of Corporations and Municipalities to advise spatial planning activities.<sup>1</sup>

### 7.2.2.a Office of the Chief Town Planner

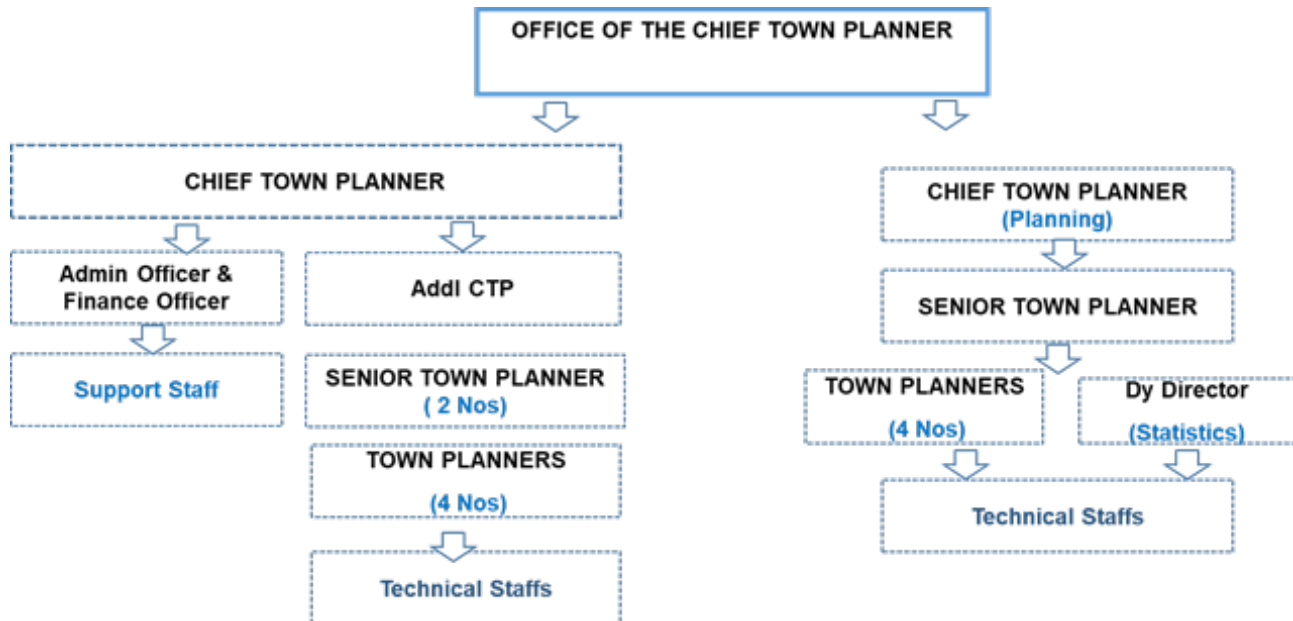


Figure 14 : Office of the Chief Town - Organogram

## 7.3 SECTORAL INSTITUTIONS MAPPING

This section is analyzing the important institutions that had influenced the growth of Kochi, along with, its responsibility and associated legislative framework

Table 12: Institutional Framework for Urban Planning in Kochi

INSTITUTIONAL FRAMEWORK KOCHI					
A	LOCAL GOVERNANCE AND LAND USE PLANNING				
		Name of the institution	Relevant acts	Departments	Role / Responsibility
	A	District Planning Committee (DPC)	Kerala Municipal Act 1994	LSGD, GoK	Local Governance
	B	Kochi Municipal Corporation (KMC)	Kerala Municipal Act 1994	LSGD, GoK	Local Governance
	C	Greater Cochin development Authority (GCDA)	Madras Town Planning Act of 1920 and Travancore Town Planning Act IV of 1108	LSGD, GoK	Integrated Developments of Kochi and its influential area
	D	Gosree Island development Authority (GIDA)	Madras Town Planning Act of 1920 and Travancore Town Planning Act IV of 1109	LSGD, GoK	Integrated Developments Islands in and around Kochi
	E	Centre For Heritage and Environment Development (CHED)	Travancore-Cochin Literary, Scientific and Charitable Societies Registration Act, 1955	LSGD, GoK	Research and Development wing of the Kochi Municipal Corporation in the fields of Urban Development, Governance, Environment, Tourism, Culture and Heritage
	F	Cochin Smart Mission Limited (CSML)	Companies Act 2013	SPV ( KMC &LSGD GoK)	Integrated Infrastructure Development
	G	Regional Town and Country Planning Office, Ernakulum	Madras Town Planning Act of 1920 and Travancore Town Planning Act IV of 1108	LSGD, GoK	Integrated Land Use Planning
B	LAND MANAGEMENT & SURVEY				
	B1	Village office	Kerala Land revenue Manual	Revenue Department	Protection of government lands, trees, minerals, collection of tax etc , maintenance of land records etc
C	PHYSICAL INFRASTRUCTURE SERVICES				
	C1	Water Supply & Sewerage Management			
		Kerala Water Authority, Ernakulum	The Kerala Water Supply and Sewerage Act 1986 (Act 14 of 1986)	Water Resources Dept, GoK	Planning, Implementation and O&M, of Water supply projects

## INSTITUTIONAL FRAMEWORK KOCHI

	C2	Solid Waste Management			
		Kochi Municipal Corporation (KMC)	K M Act 1994	LSGD, GoK	Responsible for collection, Segregation and treatment of Solid Waste
		Clean Kerala Company	Companies Act 2013	SPV, LSGD	Non-biodegradable solid waste management (E Waste, Plastic Waste management etc)
	C3	Storm Water Management			
		Kochi Municipal Corporation	KM Act 1994	LSGD ,Dept	Construction and maintence of primary drains within the corporation limit
		Irrigation department	Kerala Irrigation and Water conservation Act 2003	Water Resources Dept, GoK	Planning, Implementation and O & M, of Major and Minor irrigation Projects. Restoration of canals
	C4	Traffic And Transport			
		Kochi Metro Rail Limited (KMRL)	Companies Act 1956	Transport Department, GoK	Planning, Execution and O&M of Metro Rail and Water Metro systems
		Vyttila Mobility Hub Society (VMHS)	Travancore-Cochin Literary, Scientific and Charitable Societies Registration Act, 1955	SPV ( LSGD, GoK)	Passenger centric Multi - Modal Transport Hub
		Kochi Unified Metropolitan Transport Authority (UMTA)	Kerala Metropolitan Transport Authority Act 2019	SPV ( GoI & GoK)	Integrated Transport systems
		Regional Transport Officer, Ernakulum	Kerala Motor Vehicle Act 1988	Transport Department, GoK	Control of Vehicles
		Kerala State Road Transport Corporation	Road Transports Corporation Act in 1950	Transport Department, GoK	Inter and Intra city Public Transport
		Kerala Inland Navigation Corporation	Companies Act 1956 (Govt of Kerala undertaking)	Coastal and Shipping dept, GoK	Develop, operate maintain and transportation services for the trans port of goods and passengers in inland water
		Kerala Public Works Department	State Department	Public Works Department, GoK	Planning, Implementation and O & M, of State Highways, District Highways
		Roads and Bridges Development Corporation(under PWD)	Companies Act 1956 (GoK undertaking)	Public Works Department, GoK	Planning, Implementation and O & M , of Flyovers and bridges
		Cochin International Airport Limited	Companies Act, 1956	PPP ( 30% share to GoK)	Air Traffic Management

## INSTITUTIONAL FRAMEWORK KOCHI

INSTITUTIONAL FRAMEWORK KOCHI					
D	SOCIAL INFRASTRUCTURE				
	D1	District Disaster Management Authority	DM Act 2005	Revenue dept, GoK	Nodal agency for Disaster Management ( Emergency response and recovery)
	D2	District Education Office, Ernakulum	Kerala Education act 1958	Education Dept, GoK	Monitoring the functions of Educational Institutions ( other than professional colleges)
		District Medical Office, Ernakulum	State Department	Health Dept, GoK	Nodal agency for development and operationalization of health facilities ( PHC,CHC,Taluk Hospital, GH etc )
E	ECONOMY AND LIVELIHOOD				
	E1	Kudumbashree CDS, KMC	Travancore-Cochin Literary, Scientific and Charitable Societies Registration Act, 1955	LSGD	State Poverty Alleviation Mission and works on the concept of NHGs. CDS coordinates the activities under Urban Poverty Alleviation
	E2	District Tourism Promotion Council, Ernakulum	The Kerala Tourism (Conservation and Preservation of Areas) Act, 2005	Tourism Department, GoK	Tourism Promotion
	E3	District Agriculture Office	State Department	Agriculture Dept, GoK	Promotion of Agriculture practices ( Pokali farming in Kadamakkudy)
	E4	District Industries Centre , Ernakulum	State Department	Industries Dept GoK	Nodal agency for industrial promotion
	E5	The Travancore Cochin Chemicals Limited,	Companies Act, 1956	Industries Dept GoK	
	E6	Info Park Kochi (SEZ)	Travancore-Cochin Literary, Scientific and Charitable Societies Registration Act, 1955	IT Dept, GoK	Commercial (Office and supporting facilities) establishment for service industries
	E7	Kerala Technology Innovation Zone - Cochin	Kerala technology startup policy 2014 and IT policy 2017.	IT Dept, GoK	Start up incubator
	E8	Cochin Shipyard	Companies Act, 1956	Gol Ministry of Shipping	Shipbuilding & Ship repair
	E9	Kochi Port Trust (The Kochi International Container Transshipment Terminal (ICTT),)	Port Trust Act of 1964	Ministry of Shipping, Gol	Maritime Services
	E10	BPCL Kochi Oil Refinery	Nationalized under the Act on the Nationalization of Foreign Oil companies ESSO (1974	Ministry of Petroleum and Natural Gas, Gol	

INSTITUTIONAL FRAMEWORK KOCHI					
F	ENVIRONMENTAL PROTECTION				
	F1	Kochi Municipal Corporation	KM Act 1994		Solid Waste Management Urban Forestry Renewable Energy promotion
	F2	Irrigation department	Kerala Irrigation and Water conservation Act 2003	Water Resources Dept, GoK	Planning, Implementation and O&M, of Major and Minor irrigation Projects. Restoration of canals
	F3	Regional Pollution Control Board, Ernakulum	Water (Prevention and Control of Pollution) Act, 1974, and the Air (Prevention and Control of Pollution) Act, 1981	Environment Department, GoK	Nodal agency for prevention of pollution
G	CULTURE AND HERITAGE				
	G1	Directorate of Archaeology	Kerala Ancient Monuments and Archaeological Sites and Remains Act, 1968	Department of cultural Affairs	Protection of ASI listed building ( 2 buildings in W Kochi )
H	OTHER IMPORTANT INSTITUTIONS /AGENCIES IN KOCHI				
	H1	High Court of Kerala	Constitutional Agency		Highest court in the Indian state of Kerala
	H2	Southern Railway (Ernakulum Junction & Ernakulum Town)	Railways Act of 1989 (Railways Act of 1890)		Rail Transport and Traffic
	H3	The Southern Naval Command, Indian Navy	Indian Navy Act 1957	Ministry of Defence, GoI	Naval Armed Force
	H4	Indian Coast Guard	Indian Navy Act 1957	Ministry of Defence, GoI	Armed Force, Search and Rescue and Maritime Law Enforcement agency, enforces its maritime law

From the table above, it is evident that there are multiple Local, State and National level institutions within Kochi that contribute to the building of City as a system. The fact of the matter is that there are also institutions that are powerful than LSGs and strengths are attributed to sectoral significance, financial resource availability, administrative control etc.

For Urban Planning alone there are 4 agencies, including the LSGIs, GCDA, GIDA and Office of RTP. Interestingly all these agencies are under single umbrella that is LSG Department at State level and moreover there is no clarity on roles, responsibilities of each agency in plan preparation. Therefore, objectives of these agencies fails to culminate to a common goal and in the long run the human resources and financial resources are neither judiciously allocated nor consumed.



Management of systems for Drinking Water Supply, Sanitation and storm water drainage is an ever growing problem in the Kochi City region. In spite of having multiple policies and project interventions through KWA and KMC, enhancing the quality of primary infrastructure services continues to be an unresolved challenge. Fundamental problems in this sector includes lack of integration in institutional and policy, operations, technology etc. Nevertheless, lack of comprehensive and long-term plans for Waster-Sanitation sector for the entire Kochi city region is also a challenge.

Similarly, in the case of Urban Mobility, there are dominant National and State level players deciding upon the agenda leaving no room for the LGIs to participate. In fact, Kochi is the first city in India to set up an umbrella agency 'Unified Metropolitan Transport Authority (UMTA)' to coordinate the Urban Traffic and Transport services. Though establishing UMTA is a promising attempt to bring all the agencies to a common platform and to promote Mobility as a Service (MaaS), the institutional mechanism is not effectively stitched in. UMTA has been established under State Transport Department and there is no clarity on how the system will interact with the LSGIs in integrating the Land use with Transport.

The agencies of national importance like Cochin Port Trust, Cochin Shipyard, Southern Naval Command, CIAL etc functions by a set of their own strategy, mostly confidential in nature and often contrasting to the common needs of the citizens. However local departments are often under pressure to ensure efficient service delivery in these protected territory as well.

More than 12% of the area in Kochi is categorized as wetland and waterbodies. Vembanadu lake, one of the Ramsar site falls within the Kochi City Region. Reclamation of wetland have been a trend across the city region in the last two decades till the Supreme Court verdict to demolish the flats in Maradu Municipality. There is neither an agency nor a plan for the protection and conservation of the environmentally sensitive region in the city.

In the absence of a clear framework for institutional coordination at city level, LSGs in the city region doesn't have a platform not only to interact with each other but also to interact among various line departments and para-statal agencies. Besides, with current technical and financial resources, LSGs cannot initiate strategic planning with long term perspective. Therefore to ensure integrated urban development it is essential to restructure the existing institutional coordination by creating a single agency to coordinate both spatial planning, infrastructure project formulation and implementation through a participatory process.

Kochi being one of strategic cities in terms of geographic location, industrial growth, and National security. Therefore, it is challenging for the Local Government Institutions in the city region to deal with the growth dynamics. In the absence of an umbrella agency it is difficult to bring various National, State and Local agencies to a common platform to strategies Kochi's growth perspective. As discussed in Section 4.3, there are multiple agencies involved in each of the sectors and it is a difficult task to chalk out a comprehensive plan to satisfy the interest of each of the agencies but without compromising the need of local citizens.

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# 8

## REVIEW OF MASTER PLAN PREPARATION PROCESS IN KOCHI

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8.1 PLAN PREPARATION PROCESS

8.2 INSTITUTIONAL FRAMEWORK

8.3 PLAN APPROVAL PROCESS

## 8.1 PLAN PREPARATION PROCESS

In section 3, it is seen that the plan preparation activities were carried out in two phases. The first phase was coordinated by KMC while in the second phase by the office of RTP. During the consultative meetings the officers involved in the plan preparation of KCR DP 2031 claimed that the planning process was designed based on the UDPFI guidelines and had attempted an integrated approach.

Upon the scrutiny of files in KMC and Office of RTP, it is revealed that KMC had sought the support of various external experts, academia and sectoral consultants for sectors that are not under prerogative of the local bodies. Besides, corporation had constituted multiple layers of ad-hoc committees to facilitate the sectoral as well as inter departmental consultations to ensure effective coordination in plan formulation.

Whereas no documentary evidences could be traced from the Office of RTP regarding the process adopted for plan preparation and inter departmental coordination in the 2nd phase of the KCR DP 2031. However, it is evident from the files that the TCP Department had coordinated multiple consultation among the local Governments within the Planning area for finalizing the land use plan.

The proposals in KCR DP 2031 are primarily on the land use allocation, zoning etc and there are no sectoral strategies to meet the future infrastructure requirement, vision for economic or to enhance the social security measures etc. Besides the document lacks long-term strategies for Economic growth, infrastructure requirements, Housing demands, Environmental Sustainability, Governance Structure and Financing Model.

## 8.2 INSTITUTIONAL FRAMEWORK

In Section 4.3, it is discussed that the departments are working in silos and often difficult to ensure convergence among systems, projects and finance. To ensure comprehensive and sustainable development, it is vital to have robust network of horizontal and vertical integration various Central, State and Local Agencies along with an active community network.

One of the most critical attributes of the inter departmental coordination is the trust among the agencies for sharing the data, technology, man power and finances to enable integrated operations, optimal resource utilization and transparency. Robust systems are required for formulating Goal for the city region, sectoral visions and strategies etc and also a platform for free interaction, data sharing, resource analysis and project prioritization. It may also be required to relook into the roles and responsibilities of the organizations to minimize the overlapping. For ensuring integration, it is critical to frame an effective mechanism to ensure sectoral coordination without much administrative and financial hurdles. Empower the existing Ernakulum District Planning Committee (DPC) or setup a Joint/Metropolitan Planning Committee (JPC/ MPC) as the nodal agency for guiding the integrated urban development in the City region could be one of the strategies. While the infrastructure and the technical teams in GIDA/GCDA may be integrated with DPC/MPC instead of creating a new system.

Moreover, it is also important to encourage the participation of Civil Society Organizations, Private agencies, Academia in plan formulation and project monitoring to ensure collaborative city making. Along Ward sabhas, Kochi has strong citizen collectives of RWAs, Artists, Youths etc that participate actively in developmental issues.

## 8.3 PLAN APPROVAL PROCESS

In section 3.5, has discussed about the status of draft KCRDP2031 publishing the draft plan for public consultation is still pending with the State Government due to administrative delay in the constitution of Joint Planning Committee (JPC). Along with this issue, it is also important to note that the conventional planning process is impacting the statutory planning.

### **Ownership dilemma between LGs and TCPD**

KM Act 1994 enables the Urban Local Governments to prepare the Development Plans. However due to lack of human resource support at LGs, the plans are prepared by the Town and Country Planning Department. Moreover, the budget support for the plan preparation is also directly allocated to TCPD hence LSGs often consider that the Statutory Plan preparation is not a critical responsibility. This has resulted to ownership dilemma between LGs and TCPD

### **Priority to short term projects (Mission Projects, Projects under State Plan funds)**

In Kerala, the tenure of a Local Governments is 5 years and the infrastructure developments are guided by annual planning system with the support of State Budget. While the Development Plans are primarily land use regulations with long term strategies but without addressing the required resource support including land availability, financial requirement , timelines etc for implementation of proposed projects. Therefore, the LSGIs often find it mundane to endorse the long term plans.

Major infrastructure development in Kochi city region are being funded by GoI through various CSS projects like AMRUT, Smart Cities Mission, Mobility projects etc and project proposal preparation would be prerequisite to these missions. Therefore, Local Governments prioritize the mission project document formulation and its implementation rather than funding the formulation of statutory plans which are regulatory in nature

### **Delay in the plan publication and approval process**

In Kerala, Average time taken for formulation and sanctioning of the Master plan is around 3-8 years and exceeds the tenure of the Municipal Council. The long duration of plan preparation is also major reason for the LSGs to prioritize the Five Year Plan and Annual Plan formulation activities over the Statutory Planning.

An abstract graphic of a circuit board pattern in a lighter teal color, overlaid on the main teal background. It consists of numerous thin lines and small circles, some solid and some hollow, arranged in a complex, branching, and interconnected manner.

# 9

## PLAN PREPARATION PROCESS AS DEFINED IN KERALA TOWN PLANNING ACT 2016

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9.1 INSTITUTIONAL FRAMEWORK

9.2 PLAN PREPARATION PROCESS

## 9.1 INSTITUTIONAL FRAMEWORK

Kerala being one of the pioneers in promoting decentralized governance systems, in the TP Act has formulated a participatory framework for the preparation of Development Plans with the objective of creating a platform for sectoral integration, co-creation of plans and projects through participation of various stakeholders including citizens, civil society organizations, academia, professional associations etc. The fig below has depicted the various institutional arrangement for Development plan preparations at city level. Roles and responsibility of the each of the institutions are discussed here.

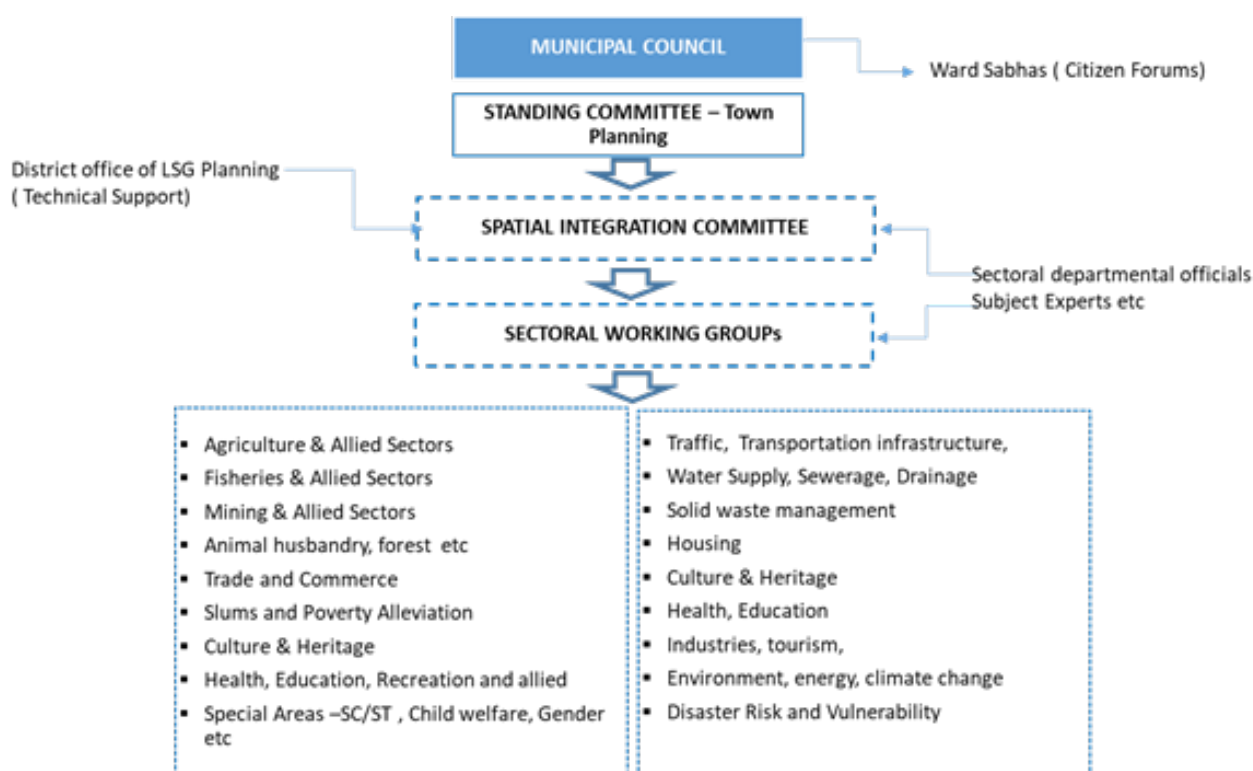


Figure 15 : Institutional Framework for Urban Planning in Kochi

**Municipal Council (Local Government):** Local Governments are responsible for the preparation a Master Plan, Special Area Plan and Town Planning schemes under KTP Act which have relevance to the Local Planning Area.

**Standing Committee:** The State Committee responsible for Town Planning (Public works in Municipalities) would be delegated to coordinate the Master Plan Preparation activities by the Municipal Council under the TP Act.

**Special Committee:** Special committees constituted to coordinate the technical activities and the members of the committee are

- The Chairperson of the Municipal Corporation or the Municipal Council or the President of the Town Panchayat etc
- Members of the LSGs planning area



- District Town Planner, Department of Town and Country Planning or his representative;
- Secretary of the Local Self Government ( Convener)
- Sectoral Expert (Nominated member)

#### **Working Groups:**

Working groups to be constituted as per the guidelines for the prevailing Five Year Plan, for various sectors for giving guidance and support to the special committees in the preparation of master plan and execution plan. The suggestive working group are

- a. Agriculture & Allied Sectors
- b. Fisheries & Allied Sectors
- c. Mining & Allied Sectors
- d. Animal husbandry, forest etc
- e. Trade and Commerce
- f. Slums and Poverty Alleviation
- g. Culture & Heritage
- h. Health, Education, Recreation and allied
- i. Special Areas - SC/ST , Child welfare, Gender etc
- j. Traffic, Transportation infrastructure,
- k. Water Supply, Sewerage, Drainage
- l. Solid waste management
- m. Housing
- n. Culture & Heritage
- o. Health, Education
- p. Industries, tourism,
- q. Environment, energy, climate change
- r. Disaster Risk and Vulnerability

Each working group will be having officials from respective departments, subject experts, members from Professional organization, CBOs, NGOs etc.

**Ward Sabhas :** Ward sabhas are citizen forums in each of the wards and these platform enables the participation of local residents in plan preparation.

## 9.2 PLAN PREPARATION PROCESS

Once the council resolution is passed by the Municipal Corporation/Council for Master plan preparation, Standing Committee leads the constitution of special committees and working Groups.

Further, the sectoral data collection, primary survey and sectoral data analysis would be carried out by the Working Group and will be discussed in ward Sabha for incorporating citizen's suggestions. Further would be presented in the special committee for consensus and prioritizing the challenges and sectors.

Following to the situational analysis, the sectoral visioning activities and strategy formulation to be carried out through ward sabhas. Once the vision and strategies are finalized, it would be presented in the special committee and further the technical team under the District Town Planner leads the technical document and land use plan preparation process.

The Kerala Town Planning Act 2016, enables the preparation of comprehensive Master Plan for settlements through a well-defined participatory framework. The institutional framework facilitates the inter departmental/sectoral coordination during the plan preparation. However, the framework for the departmental coordination is adhoc in nature. Therefore, there is no guarantee that the sectoral proposals in the City Master Plan will be referred further by the para-statal agencies to project formulation and fund allocation. Nevertheless, operations integrations, integration of sectoral policy etc are envisaged to be developed by the Local Government, after the sanctioning of Master Plan.

### 10.1 URBANIZATION IN TAMIL NADU

- Dynamics of Urban Development in Tamil Nadu
- Urban Governance System in Tamil Nadu

### 10.3 SPATIAL PLANNING SYSTEM IN TAMIL NADU

- Levels of Spatial Planning in Tamil Nadu
- Local Planning Authority

### 10.5 SPATIAL PLANNING EFFORTS IN COIMBATORE

- Master Plan 1994
- Review of Master Plan 2010
- Draft Master Plan for Coimbatore LPA 2031
- Current Status of the Plan

### 10.7 INTEGRATED URBAN DEVELOPMENT

- Sectoral Strategies

### 10.2 STATE AND LOCAL DEPARTMENTS FOR URBAN DEVELOPMENT

### 10.4 COIMBATORE LOCAL PLANNING AREA

- About Coimbatore
- Local Planning Area Jurisdiction

### 10.6 INSTITUTIONAL FRAMEWORK IN COIMBATORE

- Departments
- Local Planning Authority
- Coimbatore City Municipal Corporation (CCMC)
- Inter-departmental Co-ordination

## 10.1 URBANIZATION IN TAMIL NADU

### 10.1.1 Dynamics of Urban Development in Tamil Nadu

One of the leading states of India in terms of economic as well as social development, Tamil Nadu is the southern-most state of Indian peninsula. Administratively, Tamil Nadu has 33 districts, 15 municipal corporations, 146 municipalities, administering 1097 towns of which 721 are statutory towns and 376 are census towns.

With an estimate of over 48 per cent of its population living in urban areas, Tamil Nadu is regarded as one of the most urbanized states amongst the large states of India.

Table 13 : Demographic comparison India and Tamil Nadu

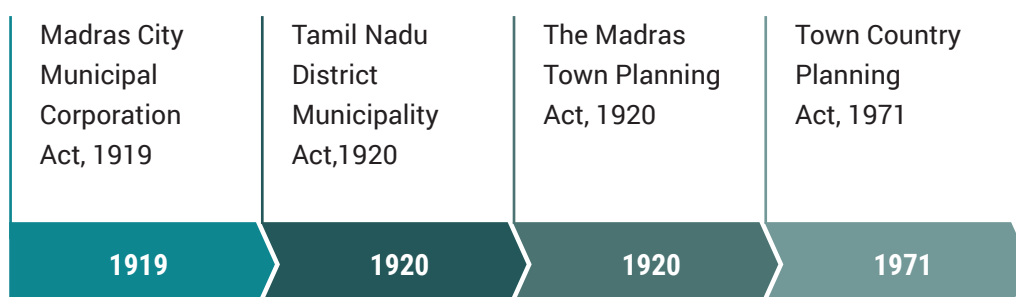
SN		Population (in Million)	Decadal Population Growth rate (%)		Urban Character as per census 2011		
		2011	2001	2011	% Urban	Urban growth rate	No of Census Towns
1	India	1210	21.15	17.5	31%	31%	7935
2	Tamil Nadu	72	11.19	15.61	48.40 %	27.05%	376

Source : Census 2001 and 2011

### 10.1.2 Urban Governance System in Tamil Nadu

Municipal governance in India has existed since the year 1688, with the formation of Madras Municipal Corporation which is generally acknowledged to be the second oldest Municipal Corporation in the world outside the UK. The first example of Local Self-Governance during the British era is the enactment of the Madras Municipal Corporation Act, 1919 which was first of its kind in British India. Later, the Madras District Municipality Act (now referred to as 'Tamil Nadu District Municipality Act') was adopted in 1920, which extended to Presidency of Madras and empowered Councils to elect their own Chairman and frame their own budgets, dealt with the subjects of public health and safety, levy of property taxes, profession tax and pilgrim taxes.

In the same year, the Madras Town Planning Act 1920 persuaded by Patrick Geddes was the first time that urban issues were included in urban policy. This act shaped the development schemes for Municipal and other local areas within urban centers. There was assigned use of land parcels and regulations were specified to supervise each type of development.



### 10.1.2.1 Town and Country Planning Act, 1971

This act came into existence in 1971 by replacing Madras Town Planning Act, 1920 which was applicable to only urban areas. The jurisdiction of this act was extended to both urban and rural areas. Initially, the planning functions were bestowed with the urban local bodies as per Madras Town Planning Act, 1920. The T&CP Act took away the planning functions and entrusted them to specialized planning authorities such as CMDA (Chennai Metropolitan Development Authority), Local Planning Authorities (LPAs) and New Town Development Authorities. It provides for the notification of the areas and the constitution of the planning and the development authorities, preparation and implementation of the Master Plans.

The Act has provision for preparation of Master Plans, Zonal Plans, Local Area Plans, Detailed Development Plan, prepared under on a scale 1:10,000 or higher indicating precise boundaries of the various land use zones. Such plans will be statutory plans that can be enforced at local/plot level. All plans prepared under the framework of settlement level land use plans will be in accordance with Tamil Nadu Town and Country Planning Act 1971 (Act 35 of 1972) and will be guided by Urban and Regional Development Plan Formulation and Implementation (URDPFI) Guidelines of Government of India in urban areas.

### 10.1.2.2 Master Plan (Preparation, Publication and Sanction) Rules 1983

The Master Plan (Preparation, Publication and Sanction) Rules were passed in 1983 in coherence with the Tamil Nadu Town and Country Planning Act 1971. The rules permit Local Planning Authorities (LPAs) to prepare master plans including land and building use maps in a time bound manner in consultation with regional planning authority and other administrative authorities within the planning jurisdiction. As per the Rules, the draft master plan is to be submitted to State Government for consent and later to be published in public domain inviting suggestions/objections.

### 10.1.2.3 74<sup>th</sup> Constitutional Amendment in Tamil Nadu

The 74th Constitutional Amendment not only allows greater devolution of functions and resources to ULBs from the Centre and State but also provides a significant thrust to participatory planning process. However, in the case of Tamil Nadu it is observed that fresh laws were not worked out post the passage of 73rd & 74th Constitutional Amendment Acts.

Through 74th Constitutional Amendment Act, out of the 18 functions to be devolved to ULBs, only 7 functions are fully devolved whereas 7 other functions are partially devolved and 4 functions are retained with the State. As a result of the planning function being partially devolved, the ULBs merely collect data required for master plan preparation and share it with Local Planning Authorities, who are mandated to anchor the master planning process as per T&CP Act 1971.

## 10.2 STATE AND LOCAL DEPARTMENTS FOR URBAN DEVELOPMENT

The preliminary set-up of horizontal and vertical levels of departments is given below:

The institutional mechanism for the Hierarchical Planning Framework will be as under:

- State Level Steering Committee
- Regional and Sub-Regional Planning Committee
- Local Planning Authority

Following is the table showing the various plans and the departments / agency responsible for plan formulation, approval, implementation, monitoring and evaluation:

Table 14 : Various Levels of Plans and Organizations in Tamil Nadu

National Level	MoHUA	TCPO			
State Level	DTCP	TCP Board	State Planning Commission	Housing & Urban Development	Municipal Administration & Water Supply
Local Level	Local Planning Authority	Municipal Corporation & Municipality			

Plan Hierarchy	Department / Agency Responsible			
	Formulation	Approval	Implementation	Monitoring and Evaluation
Regional and Sub-Regional Plan	RPA's	SPC + DTCP or HUDD + DTCP	RPO / RPA/ Sectoral Departments	Steering Committee/ HUDD/ Independent Auditor / Social Audit
Master Plan for urban Areas	Local Planning Authority	Directorate of Town & Country Planning	Local Planning Authority + Municipal Corporation	District Administration / Independent Auditor / Social Audit
Detailed Development Plans	LPA/ Sectoral Departments	LPA	ULB / Gram Panchayats and other sectoral departments	LPA/ Independent Auditor / Social Audit

## 10.3 SPATIAL PLANNING SYSTEM IN TAMIL NADU

### 10.3.1 Levels of Spatial Planning in Tamil Nadu

In Tamil Nadu, there are primarily, 3 levels of authorities preparing different scales of plans: Regional Plans for identified region (including districts), Master Plans for Urban Agglomerations (LPA Area) and Detailed Town Planning Schemes or other area/city level plans by Urban Local Bodies.

The below table details out the levels of Spatial Planning in Tamil Nadu with a case of Coimbatore City Municipal Corporation and its Urban Agglomeration i.e. Coimbatore Local Planning Area.

A total of 123 towns have prepared Master Plans or New Town Development Plans and this process is anchored by regional DTCP office, LPA & NTDA. Since there are no Metropolitan Planning Committees across Tamil Nadu, there are no spatial plans such as perspective plans or metropolitan area plans being developed. In case of Chennai Metropolitan Area (CMA), there is an integrated plan prepared by the Chennai Metropolitan Development Authority (CMDA) in which the local bodies in CMA have no role in detailing out their own plans and also there is an absence of a Metropolitan Planning Committee (MPC).

Table 15.: Levels of Spatial Planning in Tamil Nadu

Spatial Scale	Terminology	Levels of Plans		Tamil Nadu
				Coimbatore
State		State	Regulations	Tamil Nadu Combined Development and Building Rules, 2019
Regional	Regional plan	Metropolitan Region	Name	Draft Coimbatore Regional Plan - 2038
			Preparing Authority	Regional planning Authority constituted under The Tamil Nadu Town and Country Planning Act, 1971 (TNTCPA), 1971. No RPA in Coimbatore.
			Sanctioning Authority	State Government
			Provisioning act	Chapter 3, section 11,12 & 15 of TNTCPA
Urban development Area	Master plan	Urban development Area	Name	Coimbatore Master plan -1994
			Prepared by	Local Planning Authority
			Sanctioned by	State Government
			Provisioning act	Chapter 3, section 11,12 & 17 of TNTCPA,1971
			Regulations	Master Plan (Preparation, Publication and Sanction) Rules 1983
Sub-city	Local Area plan	Scheme	Name	Detailed Development Plan
			Prepared by	Local Planning Authority
			Sanctioned by	The Director of Town and Country planning appointed under section 3 of TNTCPA,1971
			Provisioning act	Chapter 3, section 11,12 & 19 of TNTCPA,1971
			Regulations	Tamil Nadu combined development and building regulation, 2019

## 10.3.2 Local Planning Authority

### 10.3.2.1 Declaration of Local Planning Area

As per Section 10 of the Tamil Nadu Town and Country Planning Act 1971, the Government may, by notification in the Tamil Nadu Government Gazette can show their intention to specify any area in the State (Other than the Chennai Metropolitan Planning Area) to be local planning area.

### 10.3.2.2 Constitution of Local Planning Authority

After declaration of a local planning area, the Government may, constitute for the purpose of the performance of the functions assigned to them, an authority called the "local planning authority".

Government Order (G.O.) issued by Housing and Urban Development Department notifying the formation of Coimbatore Local Planning Area as per T&CP Act 1971

**APPENDIX NOTIFICATION**

In exercise of the powers conferred by sub-section 91) and (3) of section 11 of the Tamil Nadu Town and Country Planning Act 1971 ( Tamil Nadu Act 35 of 1972), the Governor of Tamil Nadu hereby constitutes the Local Planning Authorities specified in column (3) of the Table below constituting the Chairman and Member Secretary specified in the corresponding entries in column (4) and (5) thereof, as the Local Planning Authorities for the Local Planning Areas specified in the corresponding entry in column (2) thereof.

Sl.No.	Name of the Local Planning Area	THE TABLE	Chairman	Member Secretary
1.	2.	3.	4.	5.
9.	Coimbatore	Coimbatore	Chairman of Coimbatore Municipality	Town Planning Officer of Coimbatore Municipality

Sd/-  
SECRETARY TO GOVERNMENT

Sd/-  
SECTION OFFICER

/true copy/forwarded by order/

**GOVERNMENT OF TAMILNADU**  
**ABSTRACT**  
Local Planning Area – Coimbatore – Declaration – Notification under section 10(4) of the Tamil Nadu Town and Country Planning Act 1971- confirmation issued.

**HOUSING AND URBAN DEVELOPMENT DEPARTMENT.**

G. O. Ms. No. 503 Dated : 17.04.80.  
G. O. Ms. No. 256, Housing and Urban Development Department dated 22.02.78. Read:

**ORDER :**

A proposal notifying the intention of the Government to declare certain local areas forming the site for Coimbatore Local Planning Area and to constitute for such Local Planning Area, a Local Planning Authority, was published, at pages 222-223 of Part II, Section 2 of Tamil Nadu Government Gazette dated 12.04.78 for general information as required under section (3) of section 10 of the Tamil Nadu Town and Country Planning Act 1971 ( Tamil Nadu Act35 of 1972). No objection or suggestion having been received, the Government declare the Local area specified in column (2) of the Table in the notification appended to this order to be a site for Local Planning Area and the name specified in the corresponding entry in column (1) thereof.

(BY ORDER OF THE GOVERNOR)

Sd/-  
COMMISSIONER & SECRETARY TO GOVERNMENT

/TRUE COPY/FORWARDED BY ORDER/

Sd/-  
SECTION OFFICER

/true copy/

Figure 16 : Government Order issued by HUDD for formulation of Coimbatore LPA

The functions and powers of the Local Planning Authority are:

1. To carry out a survey of the local planning area and prepare reports on the surveys so carried out;
2. To prepare a present land use map and such other maps as may be necessary for the purpose of preparing a master plan or a detailed development plan;
3. To prepare a master plan and a detailed development plan;
4. To carry out works as contemplated in the master plan and detailed development plan

Earlier, the Local Planning Authority (LPA) was headed by Chairperson of the Municipal Corporation / Municipality and Town Planning Officer of the Municipal Corporation / Municipality. However, in 1993 with the change in constitution of LPA, the District Collector will be the Chairperson and, the Regional Director of DTCP will be the Member-Secretary of LPA.



The following is the composition of the LPA:

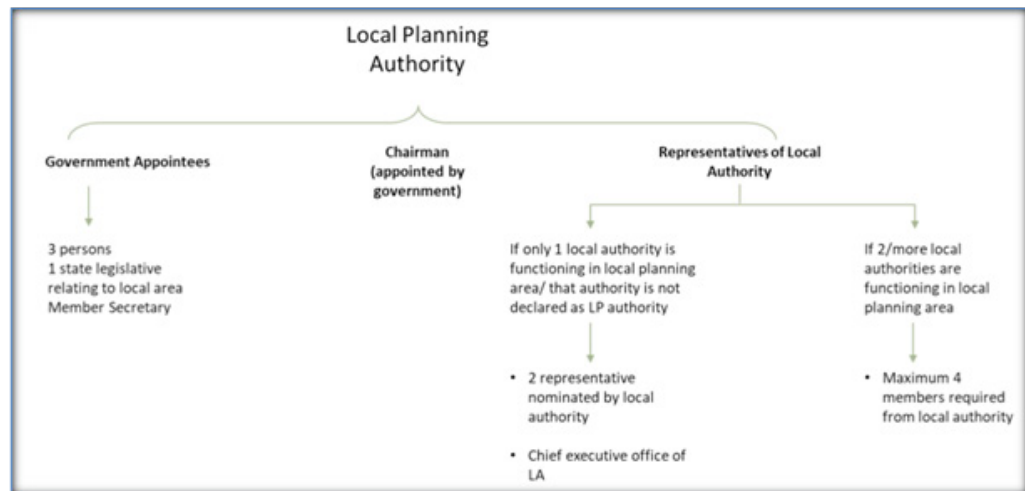


Figure 17 : Composition of the LPA

### 10.3.2.3 Preparation of the Development Plan/Master Plan

Under Section 19 and 26 of T&CP Act 1971, the Development Plan/Master Plan may be prepared by the Local Planning Authority for any land within its planning area. The Development Plan/Master Plan is considered a statutory plan for the local planning area since it is prepared and approved under the T&CP Act 1971. Tamil Nadu appears to have solved the jurisdiction problem faced by Kerala for master plan preparation by constituting Local Planning Authorities.

## 10.4 COIMBATORE LOCAL PLANNING AREA

### 10.4.1 About Coimbatore

Coimbatore is the second largest city next to Chennai in Tamil Nadu state. It shares about 6.62% of total state urban population. It is the 16th largest urban agglomeration in India as per 2011 census. The rate of urbanization in Coimbatore district is 75.7%.

Table 16 : Rate of Urbanization

SN		Population (in Million)	Decadal Population 2001 Growth rate (%)		% Urban	
			2001	2011	2001	2011
1	India	1210	21.15	17.5		31
2	Tamil Nadu	72	11.19	15.61	44.04	48
3	Coimbatore District	3.46	16.96	18.56	66.02	75.73
4	Coimbatore city municipal Corporation	1.05	17%	72%*	100%	100%

\*The increase in growth rate to 72% is due to the extension of CCMC's Jurisdiction from 105.60 Sq.km to 257.77 Sq. km

The continuous urban spread constituting Coimbatore and its adjoining outgrowths (OGs) area called the Coimbatore agglomeration includes the population of 21,51,466 as per 2011 census, while the Coimbatore Corporation has a population of about 15,84,719. The growth population of the Coimbatore urban agglomeration has increased rapidly from the year 2001-2011. About 73.66% of the total population present in the Coimbatore urban agglomeration is contributed by the CCMC.

Table 17 : Change in Coimbatore LPA Area

SN	Coimbatore UA	In 1994 (As per Master Plan-1994)	In 2017 (As per Draft Master Plan-2031)	Change
1	Population	1.43 million	2.32 million	61%
2	Area Coverage	1287 sq. km.	2869 sq. km.	123 %
3	No of local Governments	88 Municipal Corporation-1 Municipality-1 Census Towns-31 Revenue villages-55	223 Municipal Corporation-1 Municipality-2 Census Towns-49 and revenue villages (Pollachi taluk - partly included)-171	1 Municipality, 18 Census Towns and 116 Revenue villages are added to the Coimbatore planning area

### 10.4.2 Local Planning Area Jurisdiction

The Local Planning Area for Master Plan formulation of Coimbatore City and its vicinity was notified by the Government of Tamil Nadu under Section 10(1) and 10(4) of T&CP Act 1971. As per the G.O. (MS) No 399 RD & LA Department dated 22.02.1974, preliminary notification was issued for declaring the Local Planning Area consists of 42 revenue villages in Coimbatore Taluka and 10 Revenue Village in Palladam Taluka.

The Master plan was prepared for the delineated area along with the Coimbatore corporation area in 1992 with a horizon period of 20 years. While preparing this Master Plan for Coimbatore Local Planning Area (LPA), the area of Kurichi New Town Authority (KNTA) area with an extent of 47.97 sq. km. was excluded.

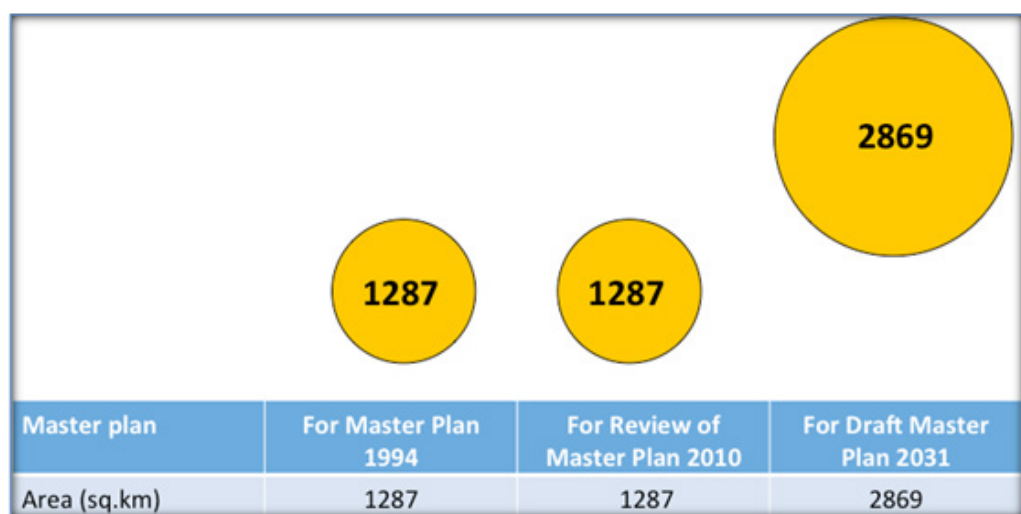


Figure 18 : Schematic representation of area covered under each spatial plans.

For the preparation of new Master Plan, as per the G.O. (MS) No 41 dated 26.04.2014, the Coimbatore Local Planning area was expanded to 2869 sq.km. area which include the amalgamation of Mettupalayam and Pollachi local planning area with Coimbatore local planning area under sub-section (5) of section 10 of the T&CP Act 1971. Kurichi New Town Development area was also de-notified and those areas were included in the Coimbatore Local Planning area.

*“Only 5% area in Tamil Nadu (out of 130,058 sq.km) falls under the planning area, which is very less. Hence, due to corridor growth and industrialization beyond city boundaries, LPA areas consist of larger jurisdiction area. In the case of Coimbatore, LPA area is considered to be around 2870 sq.km, that includes almost the entire district except the hilly areas and forest reserve”*

*- Mr Sivaprakasam, Addl. Director, DTCP Chennai*

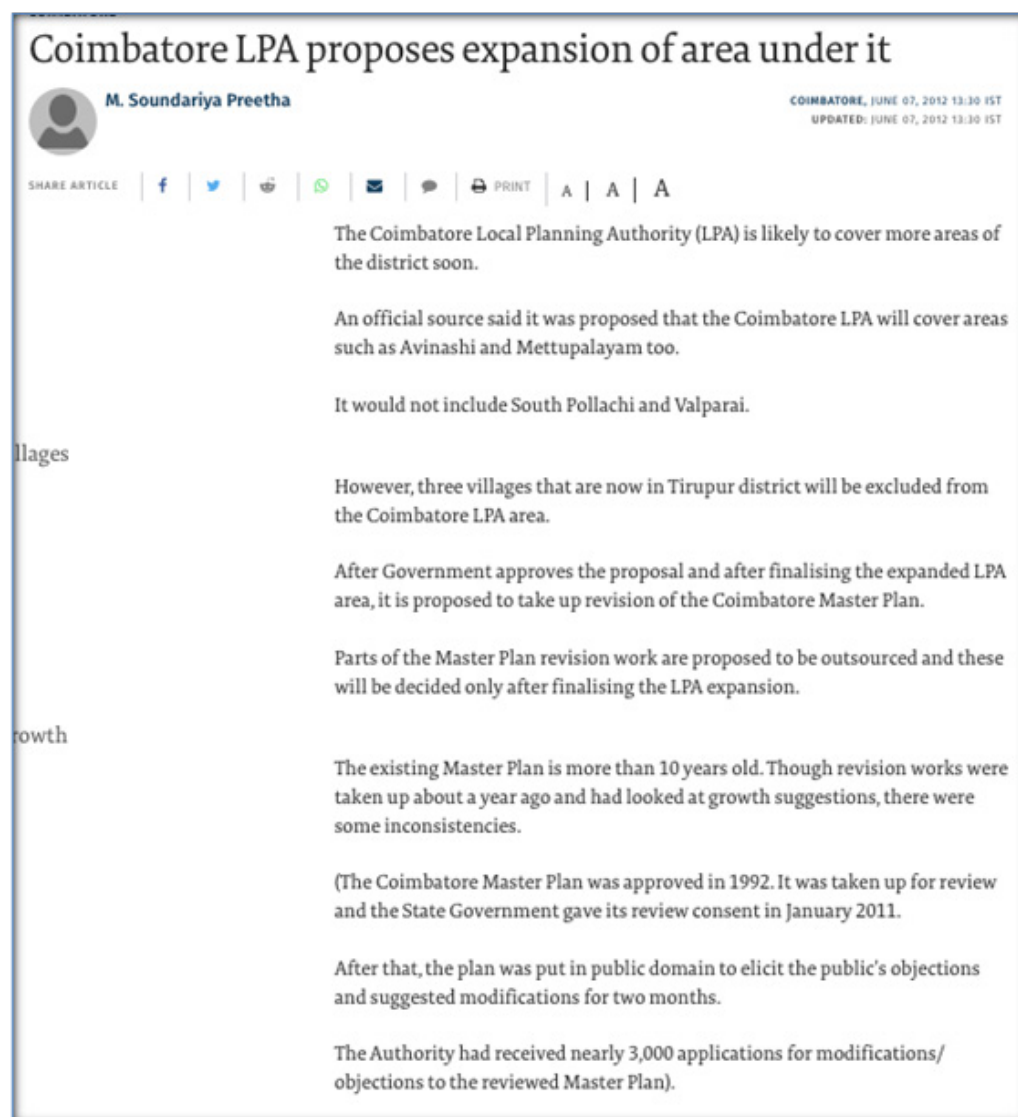


Figure 19 : Newspaper clipping: Coimbatore LPA area expansion

During the Coimbatore Master Planning exercise, all panchayats and local bodies within Coimbatore LPA area were willing to be part of the LPA area except Metupallayam Municipality, which passed a resolution against being included in LPA area. However, later the issue was resolved through extensive consultations and negotiations.

## 10.5 SPATIAL PLANNING EFFORTS IN COIMBATORE

### 10.5.1 Master Plan 1994

The Master plan approved by the State Government in 1994 was prepared for the delineated area along with the Coimbatore corporation area in 1992 with a period of 20 years. While preparing this Master Plan for Coimbatore Local Planning Area with an extent of 47.97 sq. km., the main objective of the Coimbatore Master Plan 1992-2002 was to make the developments in orderly manner. The implementation of the Master Plan was to be carried out in two phases (1992-2002, 2002-2012).

The directions of growth emerged from this master plan but there were several problems with its implementation. The rapid population growth, inadequate infrastructure for controlling development and paucity of funds led to unplanned organic growth, the zoning, sub division regulations were rarely applied, and growth seemed to emerge despite the plan.

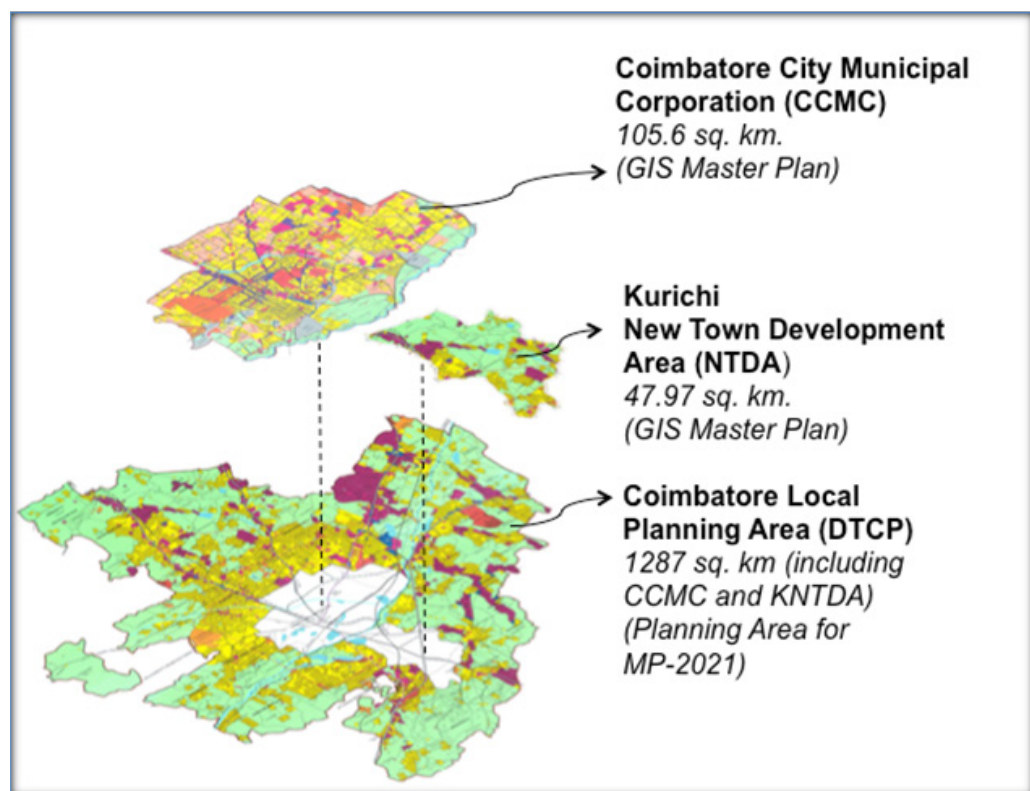


Figure 20 : Areas indicating jurisdiction of various authorities in Coimbatore region

The Master Plan (1992-2002) is still in practice and multiple attempts have been made to review and prepare a revised/new master plan for Coimbatore LPA area after 1994, with no success.

Below is a timeline of important events pertaining to the master plan formulation in Coimbatore:

<b>1971</b>	Town & Country Planning Act 1971 Notification
<b>1974</b>	Declaration of LPA Area
<b>1974</b>	Zoning regulations for Master Plan
<b>1976</b>	LPA Chairman: Chairman of Coimbatore Municipality; Member Secretary: Town Planning Officer of Coimbatore Municipality
<b>1980</b>	Revision of LPA Area, Inclusion of revenue villages
<b>1987</b>	Govt of TN gives consent to Coimbatore LPA to the publication of a notice of preparation of the master plan for LPA area
<b>1993</b>	Change in Constitution of LPA. LPA Chairman: District Collector, Member Secretary: Regional Director, DTCP
<b>1994</b>	Governor of TN approves Master Plan for Coimbatore LPA. Govt permitted the delay of 1189 days in preparing the Master Plan. The master plan of LPA was also kept open to public inspection in the office of Coimbatore LPA and Coimbatore Municipal Corporation Compound.
<b>2000</b>	Govt of TN permitted Coimbatore LPA to review the master plan
<b>2005</b>	High Court of Madras delivered judgment that DTCP has to do reclassification of land use in Coimbatore within 6 months, because of environmental concerns due to industries in residential zones. Coimbatore LPA mentioned these industries were set up prior to 1994 Master Plan. However, reclassification of land use is done after inspections
<b>2010</b>	Review of Master Plan carried out by DTCP Coimbatore. Development Control Regulations (DCR) for LPA area, incorporated in existing Master Plan.
<b>2014</b>	New Master Plan Preparation Process Initiated, LPA jurisdiction updated, revisions recommended
<b>2017</b>	Revised Master Plan Prepared, incorporated suggestions
<b>2019</b>	Submitted to Government of Tamil Nadu for approval
<b>2021</b>	Approval pending for Coimbatore LPA Master Plan 2031

Ever since the enactment of T&CP Act 1971, multiple amendments have been made to the constitution of LPA and rules pertaining to its functioning and jurisdiction. This has significantly contributed to the non-implementation of the sanctioned master plan, and frequent delay in approval of new master plans for Coimbatore LPA area.

*“As per law - once in every 5 years, the master plan has to be revised but the master plan of Coimbatore was not revised. Few years ago, Residents Awareness Association of Coimbatore (RAAC) engaged various planners to prepare a master plan, which included signatures of two lakh local citizens and submitted it to the then Deputy Chief Minister of Tamil Nadu. The master plan was not accepted and could not be taken forward since it was not prepared statutorily”.*

*- Mr Swaminathan, Chairperson, RAAC Coimbatore*

### 10.5.2 Review of Master Plan 2010

Coimbatore does not have any approved / notified Master plan since 1994 which has resulted in the haphazard development. The Master Plan 1992-2002 was prepared only for the city along with some of the surrounding villages, together constituting the Local Planning Authority (LPA) Area. But the unplanned area as per Master Plan 1992-2002 were facing critical problems due to high population growth trend, housing demands, water supply, drainage etc. This triggered the process to review the existing Master Plan in 2010 and update land uses and sectoral proposals for Coimbatore LPA.

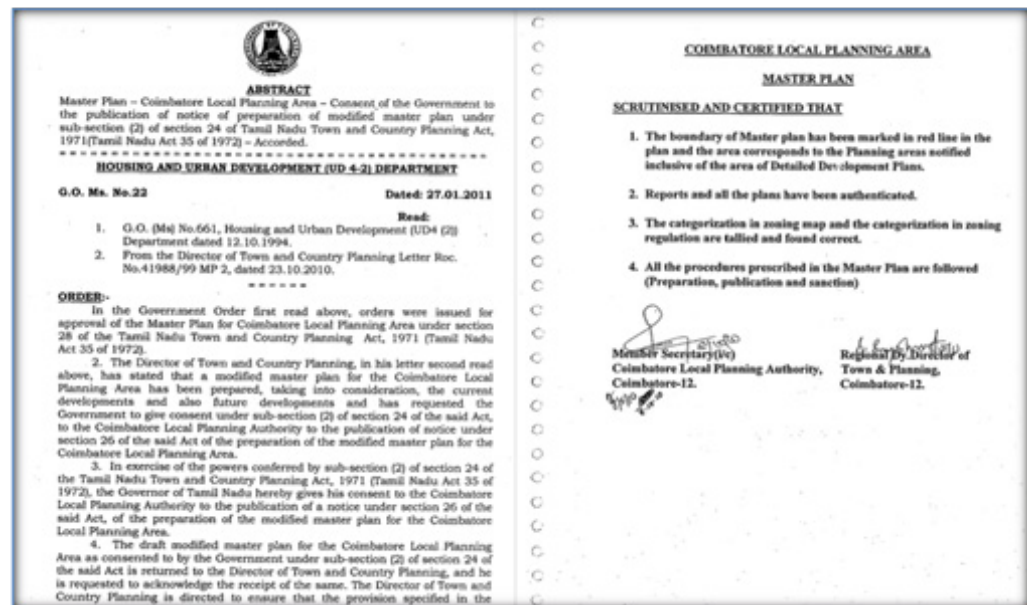


Figure 21 : Government Order issued by HUDD for review of Coimbatore Master Plan in 2010

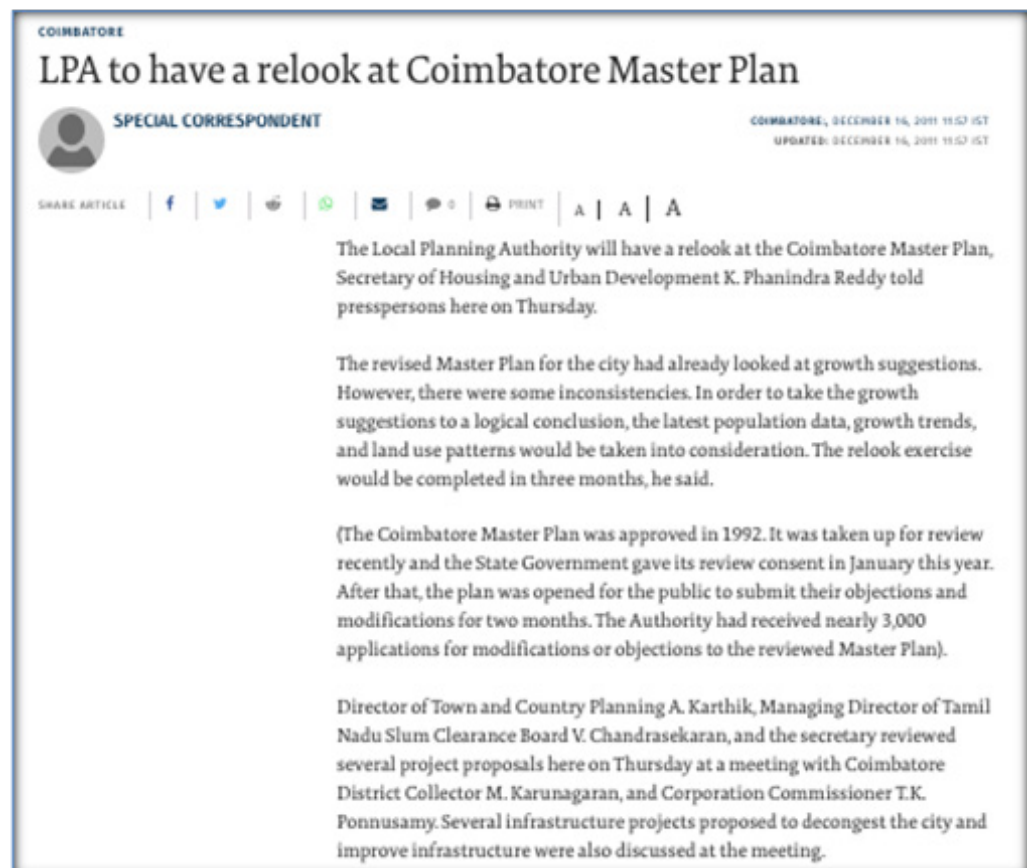


Figure 22 : Newspaper clipping: Coimbatore LPA to relook at Master Plan



### 10.5.3 Draft Master Plan for Coimbatore LPA 2031

Coimbatore Local Planning Authority took initiative for preparing the Master plan for the city because of its rapid development in the recent years. As per the G.O.(MS).No. 41 dated on 26.04.2014, the Coimbatore Local Planning area was expanded which include the amalgamation of Mettupalayam and Pollachi local planning area with Coimbatore local planning area, and the preparation of Master Plan 2017-2031 started.

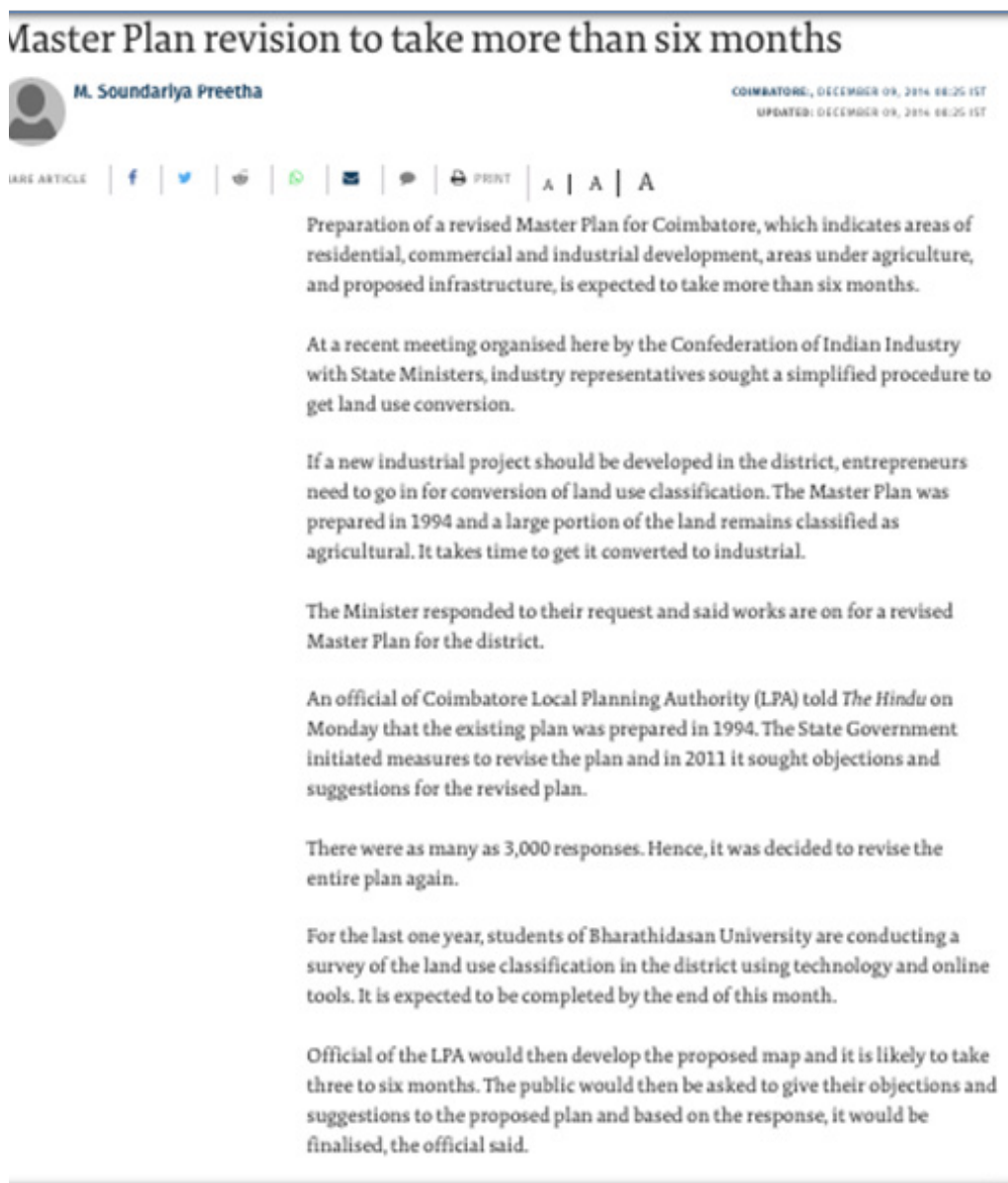


Figure 23 : Newspaper clipping: Update on Draft Master Plan or Coimbatore LPA 2031



### 10.5.4 Current Status of the Plan

The last approved Master Plan for the city was approved in 1994, and was primarily developed by the Local Planning Authority (LPA) for Coimbatore. As per our interviews with local officials, it emerged that the land use was the sole focus of the master plan 1994 and the plan had little to do with economic development, city finances and investment or transportation planning. Coimbatore City Municipal Corporation (CCMC) has to interact with the Coimbatore Local Planning Authority to ensure that its projects were developed according to the land use norms delineated in the plan, even though it had little input into the original plan. This has made managing the city's growth a cumbersome process. As a result, observers have noted that a great deal of Coimbatore's recent development has been unauthorized (Kamath, 2015).

As per T&CP Act 1971, the ideal time taken to prepare and approve the master plan must be 41 months 15 days without any rejection by the government. Furthermore, the public consultations are supposed to be held twice - once during the local planning area declared and second after the draft master plan is prepared. The master plan can be revoked or modified by the approval board. Once the master plan is either approved, it will be published in Tamil Nadu government Gazette.



Figure 24 : Timeline for preparation of Master Plan as per statutory act

However, after the previous master plan was approved in 1994, it has been more than 27 years since a revised or new master plan for Coimbatore LPA area has been approved. The below timeline indicates the delays and reasons for delays in the plan approval.

As per the latest report from DTCP, it is revealed that the Draft Coimbatore LPA Master Plan 2031 is pending with the State Government for approval. As per the T&CP Act 1971, the Government shall, within 3 months of receiving the draft master plan, must

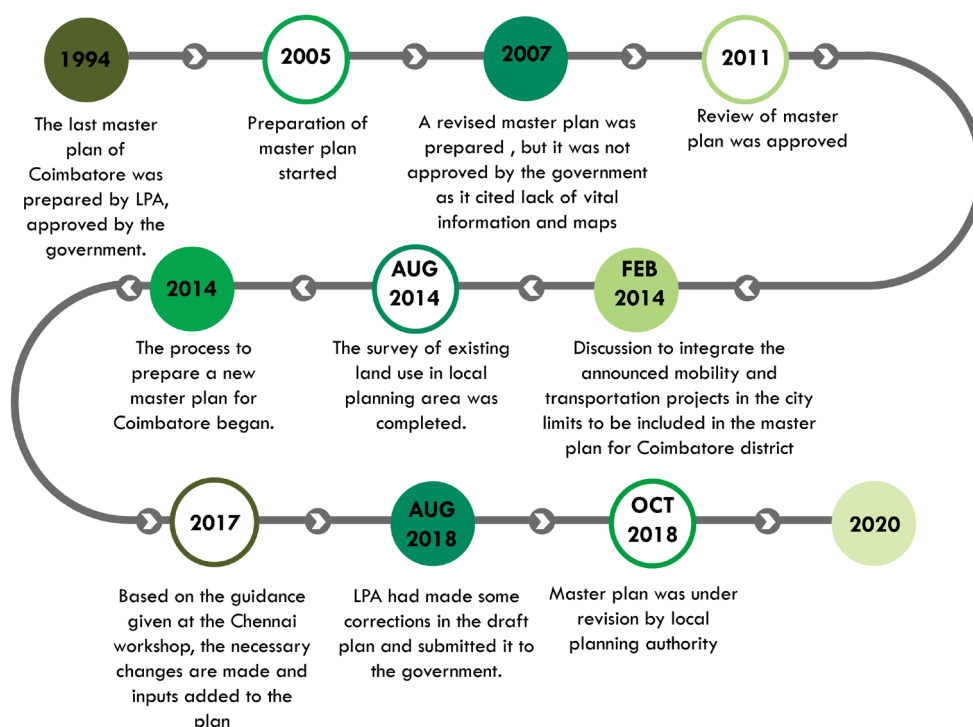


Figure 25 : Actual timeline for preparation of Coimbatore Master Plan from 1994 till date

either approve the master plan or approve it with modifications or may return the master plan to the LPA to modify the plan or prepare a fresh plan. However, with the available inputs, it is evident that the Draft Coimbatore LPA Master Plan 2031 has still not received approval from the Government of Tamil Nadu for reasons not known.

Recent attempts to revise the land use plan and update it for current conditions have not moved forward, suggesting that improving the management of land use is not a priority for either the city or the state. A modified Master Plan based on the earlier one was written in 2007, revised based on feedback from stakeholders, and put out for conditional approval in 2011. However, according to newspaper reports, this plan never went through the full approval process. Newspapers also reported that yet another version of the Master Plan was in the process of being prepared in 2014, with the help of students from Bhartidasan University in Trichy who conducted many of the surveys required. This plan, like earlier draft plans, was also subject to repeated delays. After discussions between Local Planning Authority officials and the senior bureaucrats at the Coimbatore City Municipal Corporation to ensure that there would be no conflicts between the new draft of the Master Plan and project proposals already in the pipeline, newspapers reported that the new plan would be ready in 2018. However, the new plan has not yet been released or approved (Kamath, 2015).

Table 18 : Planning Area Descriptions for spatial plans

SN	Plan	Planning Area descriptions
1	1994 (approved)	<ul style="list-style-type: none"> <li>The master plan was prepared in 1994 based on the population 1.43 million (Census 1991).</li> <li>The delineated area for the local planning area consists of Coimbatore Municipal Corporation, Madukkarai Township, 31 census towns and 55 revenue villages.</li> <li>The total planning area is 1287 sq. km.</li> </ul>
2	2010 (review draft)	<ul style="list-style-type: none"> <li>Coimbatore Review Master plan was prepared in 2010.</li> <li>A fresh study made and updated to the report.</li> <li>The total planning area remained same, i.e. 1287 sq km</li> </ul>
3	2031 (draft)	<ul style="list-style-type: none"> <li>The draft master plan prepared in 2017-18 jointly by DTCP Coimbatore and DTCP Chennai.</li> <li>The planning area is 2869 sq. km.</li> </ul>

## 10.6 INSTITUTIONAL FRAMEWORK IN COIMBATORE

### 10.6.1 Departments

#### 10.6.1.1 Directorate of Town and Country Planning (DTCP)

Government of Tamil Nadu enacted Town & Country Planning Act (T&CP Act), 1971 by repealing Town Planning Act 1920. The Directorate of Town & Country Planning (DTCP) headed by the Director is functioning under the Tamil Nadu T&CP Act, 1971. It functions under the control of Housing & Urban Development Department (HUDD) of the Secretariat. The department has its jurisdiction over the entire Tamil Nadu except Chennai Metropolitan Development Area (CMDA) ([ccmc.gov.in](http://ccmc.gov.in)).

The diagram below explains the state, regional and local offices of DTCP.

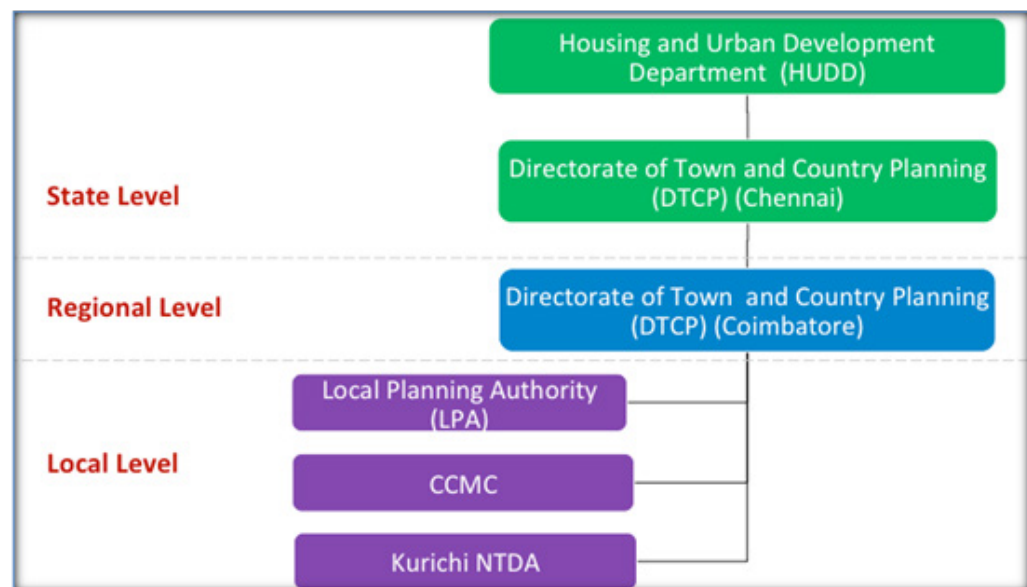


Figure 26 : State, regional and local offices of DTCP

As per T&CP Act 1971, DTCP has the following key functions:

- To provide effective land development plans with adequate infrastructural facilities for a conducive living environment required for the society.
- To achieve socio-economic development of the state through systematic development and regulation of growth of urban and rural areas of the State through Master Plans/New Town Development Plans and Detailed Development Plans.
- To arrest the rural migration to cities and towns by rural-urban integration through Regional Plans
- To preserve the historical, heritage and tourism important places in the state.
- To protect environmentally and ecologically sensitive areas of the state.

DTCP Coimbatore is a regional office and anchors the plan preparation process through coordination with CCMC and other municipalities and town panchayats in the Coimbatore LPA Area. The Regional Director of DTCP holds the key position of Member Secretary in the Coimbatore Local Planning Authority.

The office of DTCP Chennai supports DTCP Coimbatore during the plan preparation process, as shown in figure below:

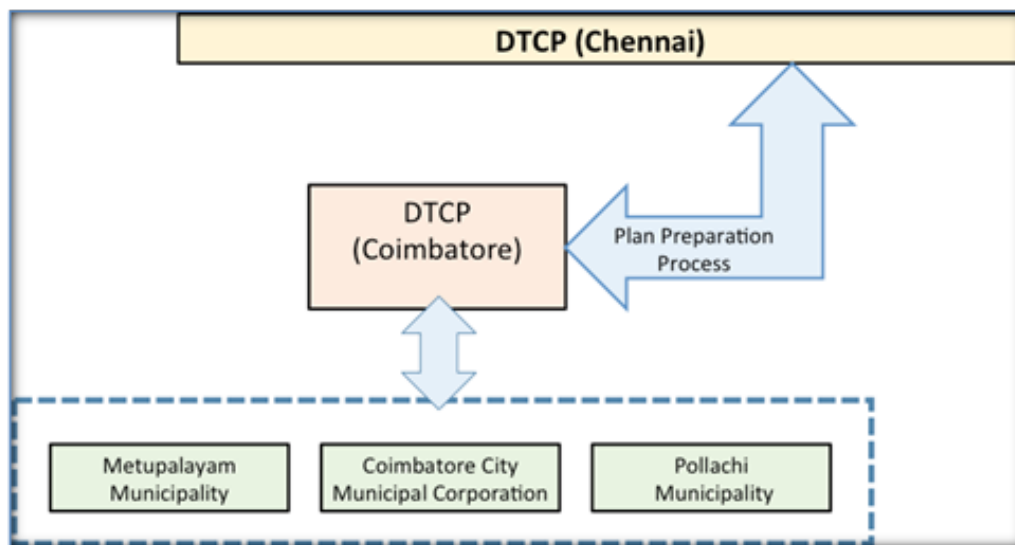


Figure 27 : Organizational relationship for master plan preparation

The organizational chart below shows the existing institutional capacity of DTCP Coimbatore. Joint Director heads the Regional DTCP office and is Member Secretary of Coimbatore LPA. When comparing the existing capacity to the capacity as per the Town and Country Planning Act 1971, it is found that there is a shortage of technical capacity especially Deputy and Assistant planners for the preparation of the master plan of Coimbatore.

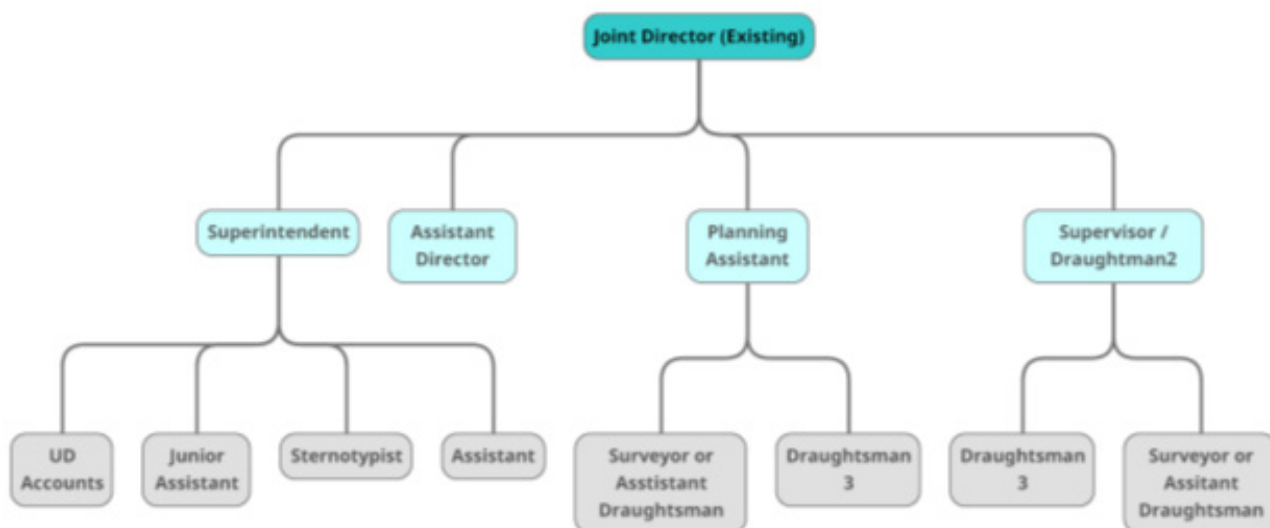


Figure 28 : DTCP Coimbatore - Organogram

At present there are no qualified urban planners employed at DTCP Coimbatore and as a result the latest draft Master plan of Coimbatore LPA 2031 was primarily prepared by Planning Assistant and Supervisor. Owing to the Tamil Nadu Planners' Recruitment Rules, the qualification for planning positions in DTCP is engineering background instead of urban planning background, which is a major drawback.

Hence, there is an urgent need to fill the vacant posts and increase technical capacities to ensure timely and efficient master plan preparation and implementation. Furthermore, there is a need for involvement of sectoral experts and master planning consultants with the department.

### 10.6.2 Local Planning Authority

Although the Coimbatore Local Planning Authority (LPA) is not an independent institution but a functional authority anchored at DTCP Coimbatore, it is mandated to prepare and anchor the master plan preparation process for the entire Coimbatore LPA area. The Collector (Coimbatore) is Chairperson of Coimbatore LPA and Regional Director of DTCP is the Member Secretary. The Government of Tamil Nadu nominates 1 MLA from the LPA area and 3 other members to be part of LPA. Furthermore, at least 1 representative from each municipality/municipal corporation in LPA area is a member of LPA. In this case, Municipal Commissioner, Coimbatore City Municipal Corporation (CCMC) holds an important position in Coimbatore LPA.

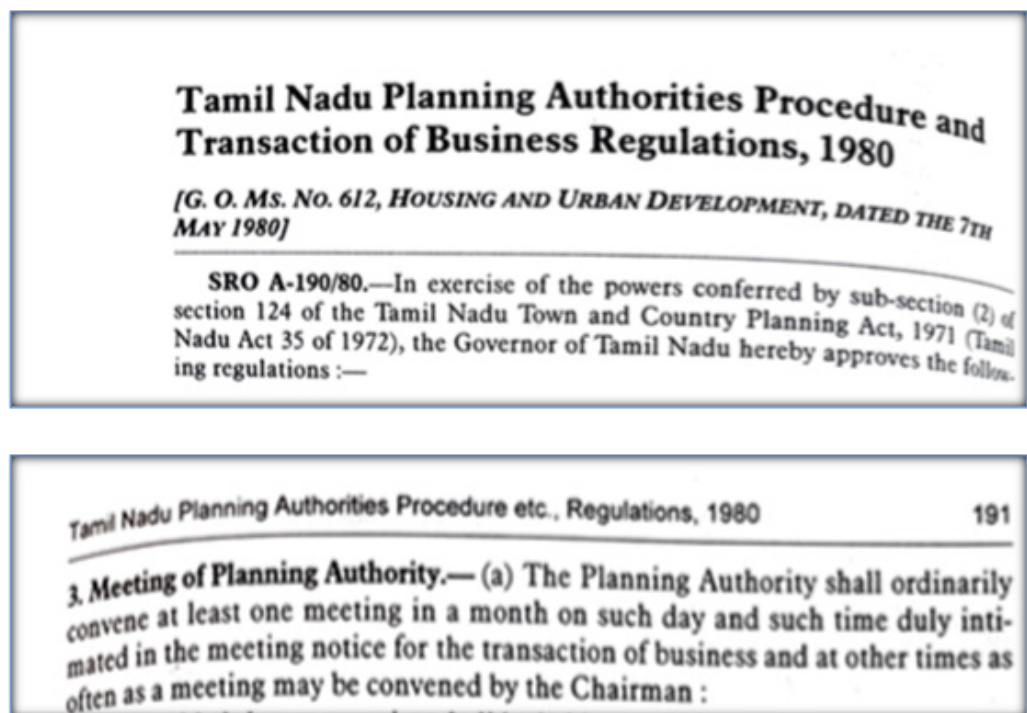


Figure 29 : Tamil Nadu Planning Authorities Procedure and Transaction of Business Regulations, 1980

As per the Tamil Nadu Planning Authorities Procedure and Transaction of Business Regulations, 1980, the Collector is mandated to conduct regular meetings on a monthly basis to ensure smooth coordination between the line departments. These monthly meetings are also important to ensure integration of sectoral plans during the preparation of proposed master plan.

*"Before formulating the master plan, Local Planning Authority collates all the futuristic plans and projects of various line departments, and appropriate land allocation is done in the proposed master plan. Some departments are approached at state-level since district offices do not have required projected plans, whereas, in some cases local/district offices are approached to avail data."*

- Mr Sivaprakasam, Addl. Director, DTCP Chennai

### 10.6.3 Coimbatore City Municipal Corporation (CCMC)

The Coimbatore LPA Area also includes the jurisdiction of Coimbatore City Municipal Corporation (CCMC) and hence it is important to understand the role of the urban local body in master plan preparation and implementation process. CCMC has a town planning section and a town planning standing committee as shown in the organogram below:

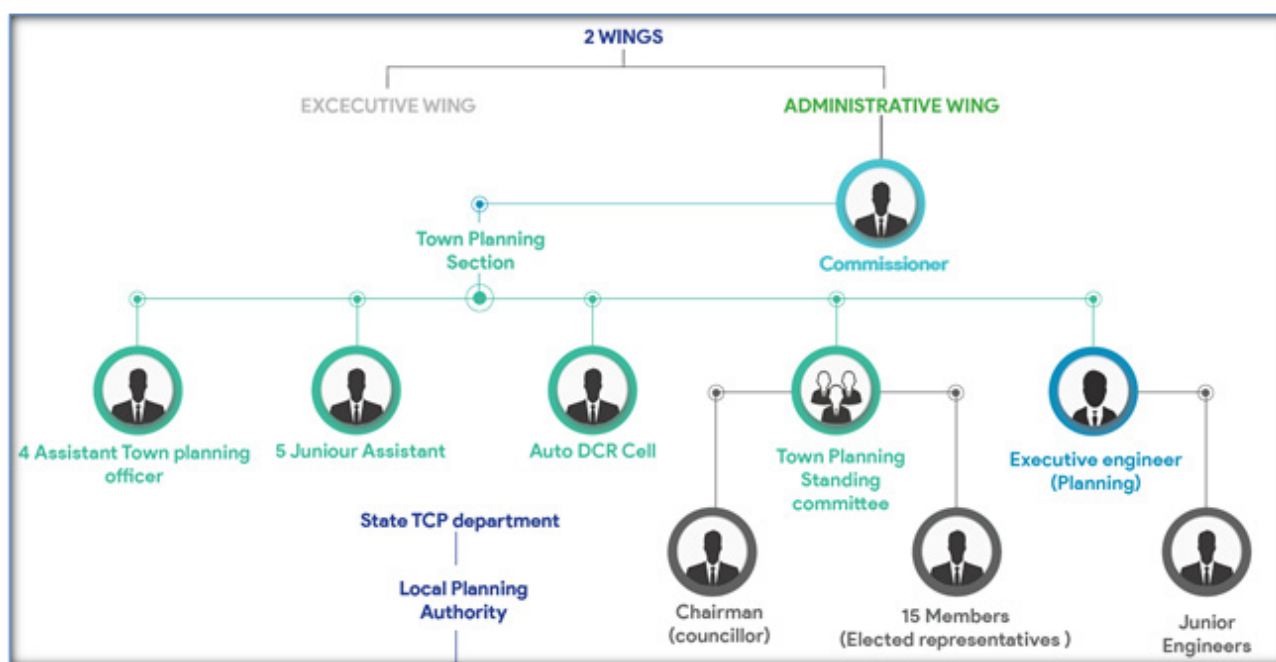


Figure 30 : CCMC - Organogram

#### Town Planning Section at CCMC

Town Planning Section in Coimbatore Corporation is functioning under the head of Executive Engineer (Planning) with 4 in-charge Asst. Town Planning Officers, 5 Junior Assistants and the Auto DCR Cell in Main Office assisting the Commissioner, Town Planning Committee and Council in town planning matters ([ccmc.gov.in](http://ccmc.gov.in)).

As ordered by the Government in GO.Ms.No.237 in 1997 the Town Planning Section in all the Corporations including CCMC has merged with Engineering section, and most of the town planning functions like plan approval, control of unauthorized constructions, layouts, prosecution, encroachment removal, land management, and implementation of Master Plan are delegated to the Asst. Commissioners of Zone Offices ([ccmc.gov.in](http://ccmc.gov.in)).



However, the Town Planning functions and powers referred in Town and Country Planning Act, 1971 are vested with the DTCP and CCMC can exercise the limited powers under the delegated power from the DTCP. Thus it is the responsibility of the Planning Authority to enforce Planning Parameters, while the CCMC is responsible for enforcement of building parameters (ccmc.gov.in).

### Town Planning Standing Committee at CCMC

It is a statutory standing Committee on Town Planning headed by a Chairperson and 15 members, who are the elected representatives. The Committee is supposed to meet once in a month to discuss the issues related to town Planning and recommend the Council to take a decision. No power has been delegated to the Town Planning Standing Committee either by the Government or the council and hence it is functioning as an advisory body to the Council (ccmc.gov.in).

### 10.6.4 Inter-departmental Co-ordination

As per the Tamil Nadu Planning Authorities Procedure and Transaction of Business Regulations, 1980, the Collector is mandated to conduct regular meetings on a monthly basis to ensure smooth coordination between the line departments. These monthly meetings are also important to ensure integration of sectoral plans during the preparation of proposed master plan. However, it is found that the agenda for these monthly meetings is to primarily review and monitoring of district-level projects and addressing existing issues. Hence, master plan formulation is not taken up on a priority basis; as a result, there have been multiple delays in the formulation of new master plan for Coimbatore LPA area.

The following institutions are mapped to analyze the inter-departmental and inter-sectoral coordination for formulation of Coimbatore Master Plan:

Table 19 : Agency and its sectoral focus for Master Plan Preparation in Coimbatore

SN	Sector	Major Agencies
1	Urban Governance	<ul style="list-style-type: none"> <li>District Collectorate, DTCP(CHE), DTCP (CBE), CCMC</li> </ul>
2	Spatial Planning	<ul style="list-style-type: none"> <li>DTCP (CHE), DTCP(CBE)</li> </ul>
3	Infrastructure Development	<ul style="list-style-type: none"> <li>Water Supply -TWAD, CCMC, PWD</li> <li>Drainage and Sewerage - TWAD, CCMC, PWD</li> <li>Solid Waste Management - CCMC</li> <li>Traffic &amp;Transport - CCMC, TNSTC, RTO, LPA, UMTA, CMRL</li> <li>Roads &amp; Bridges - CCMC,PWD, LPA, Highways, Metupalayam Municipality, Pollachi Municipality</li> <li>Parks &amp; Open spaces - CCMC, LPA,</li> <li>Energy Management - TANGEDCO, TNEB, TEDA,</li> <li>Housing - TNHB, CCMC, TNSCB</li> <li>Industrial Estate - SIPCOT</li> </ul>
4	Major National Level Institutions	<ul style="list-style-type: none"> <li>Army Cantonment</li> <li>National Highway Authority of India (NHAI)</li> <li>Indian Railways</li> <li>Civil Aviation</li> </ul>

Additionally, through the interviews and research, it is found that Coimbatore LPA has not convened face-to-face meetings with various line departments working in Coimbatore region, specifically to discuss futuristic sectoral plans of these departments. Instead, this consultation is done through letters to all line departments and information is sought in exchange. This highlights the absence of structured

*"Government bodies and ULBs will be consulted before and during preparation of master plan. The consultation is mainly done through letters to different institutions inviting objections and futuristic sectoral proposals. However, LPA and CCMC communicate at multiple-levels for Survey numbers and land use changes".*

*- Mr Murugan, Junior Planner, DTCP Coimbatore*

stakeholder consultations, which are an important aspect in the urban planning process.

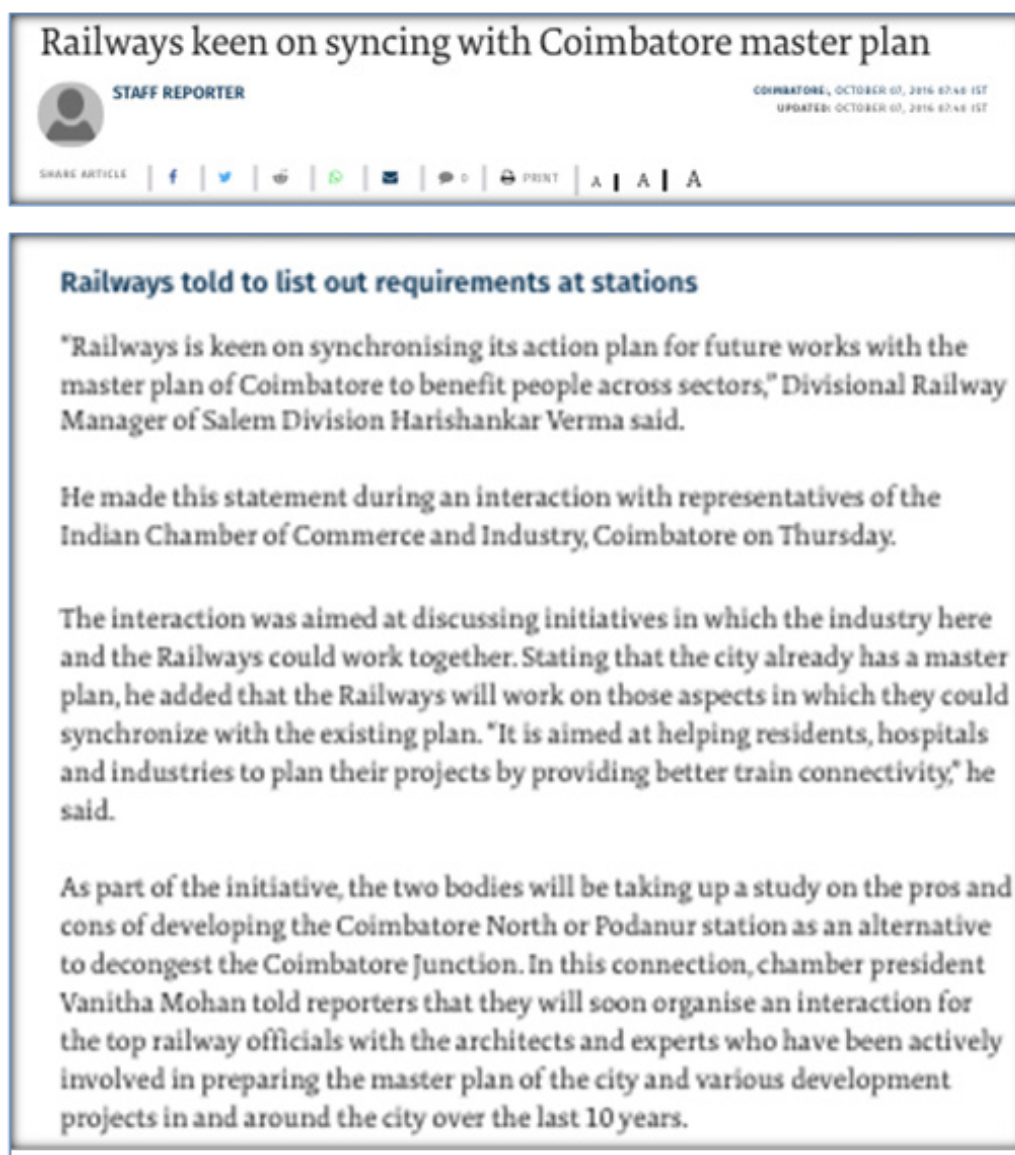


Figure 31 : Newspaper clipping: Integration of action plan by Railways with Coimbatore Master Plan



A good example from Coimbatore: Railways Divisional Manager expresses willingness of Railways Department to integrate its action plan with Coimbatore LPA Master Plan (in Oct 2016)

For an integrated approach in urban planning, the inter-departmental co-ordination plays a vital role. To strengthen such coordination, generally a committee should be formed consisting experts from other departments (CCMC, TWAD board, TNSCB, TNHB, TANGEDCO, Transport etc.) and they must meet regularly to discuss and identify master plan projects and proposals. However, it is observed that:

- The coordination between LPA/DTCP and other line departments are only through letters, i.e. paper communication with a sole purpose of collecting data and future sectoral plans. Hence, no regular face-to-face meetings are organized to pro-actively discuss and formulate an integrated vision for LPA.
- However, it is to be noted that as per Tamil Nadu Planning Authorities Procedure and Transaction of Business Regulations, 1980 the Collector must conduct regular meetings on a monthly basis to ensure smooth coordination between line departments.
- No sectoral/thematic committees were formed during plan formulation. As a result, in-depth and comprehensive sectoral proposals are not developed.

*"After incorporating proposals from line departments, a consent order is issued by LPA committee to all stakeholder departments to invite their comments on the draft master plan. Similarly, public consultations take place both at DTCP and CCMC offices to invite comments/objections/suggestions on the draft master plan. In 2011, when the revision to existing master plan 1994 was done, DTCP received more than 3000 comments from the stakeholders and attempted to address feedback received".*

*- Mr Sivaprakasam, Addl. Director, DTCP Chennai*

#### 10.6.4.1 Absence of Metropolitan Planning Committee

Coimbatore DTCP at present lacks the technical capacity to prepare a comprehensive master plan for LPA area by itself, and has to depend on external consultants. Also, in the absence of a well-defined administrative structure for smooth co-ordination between multiple local bodies, town panchayats and gram panchayats in LPA area, there are challenges for plan formulation and implementation.

Coimbatore achieved the population of more than 10 lakhs in 2006 itself, when the DTCP announced that they shall constitute a MPC for Coimbatore, but until now it has not been constituted. It appears that formation of Coimbatore MPC would solve existing issues related to planning of LPA area to an extent and smoothen the co-ordination process as well. There have been repeated demands from citizens, urban practitioners and industrialists for a larger authority in the region.

The Indian Chamber of Commerce and Industry, Coimbatore impressed upon the State Government the need for Greater Coimbatore Development Authority and to revise the Master Plan passed two decades back (in Nov 2017)



Figure 32 : Newspaper clipping: Industry body emphasizes the need for Coimbatore Development Authority

#### 10.6.4.2 Lack of Human Resources and Limited Technical Capacities

The organizational chart below shows the existing institutional capacity of DTCP Coimbatore. Joint Director heads the Regional DTCP office and is Member Secretary of Coimbatore LPA. When comparing the existing capacity to the capacity as per the Town and Country Planning Act 1971, it is found that there is a shortage of technical capacity especially Deputy and Assistant planners for the preparation of the master plan of Coimbatore.

At present there are no qualified urban planners employed at DTCP Coimbatore and as a result the latest draft Master plan of Coimbatore LPA 2031 was primarily prepared by Planning Assistant and Supervisor. Owing to the Tamil Nadu Planners' Recruitment Rules, the qualification for planning positions in DTCP is engineering background instead of urban planning background, which is a major drawback.

Hence, there is an urgent need to fill the vacant posts and increase technical capacities to ensure timely and efficient master plan preparation and implementation. Furthermore, there is a need for involvement of sectoral experts and master planning consultants with the department.

#### 10.6.4.3 Stakeholder and Public Consultations

Both the draft Master Plans include proposals by line departments, such as proposals submitted by the electricity board, railway-over-bridges proposals for LPA area, etc. Hence, it reflects the draft master plans have included sectoral requirements based on inputs from some of the line departments. Divisional Railways department has been pro-active in aligning its action plan with Coimbatore LPA Master Plan, whereas this is not the case amongst other state and national departments/agencies.

Both the draft Master Plans also mention - Coimbatore LPA has received a number of representations from various industrial associations in the city and many individual applications for regulating existing industries and some proposals in the reviewed master plan. However, there have been limited instances of structured stakeholder consultations for plan formulation. The opinions from industrial associations regarding proposed requirement of industrial lands and expansion plans is sought only through letters and not through sectoral committees or face-to-face discussions.

Public consultations were conducted at DTCP and CCMC premises in Coimbatore to invite comments/objections/suggestions on the draft master plans in 2011, when the revision to existing master plan 1994 was done. During that time, DTCP received more than 3000 comments from the stakeholders and attempted to address feedback received. Incorporating so many suggestions received periodically in the draft master plan is also cited as one of the reasons for frequent delays in finalizing the master plan by the authorities. However, a similar exercise inviting suggestions through extensive public consultations have not been conducted during the preparation of latest draft master plan 2031. This emphasizes a need to have structured stakeholder and public consultations mechanisms in place to incorporate citizens' aspirations in the master planning process.

## 10.7 INTEGRATED URBAN DEVELOPMENT

### 10.7.1 Sectoral Strategies

The latest draft Master Plan for Coimbatore LPA 2031 attempts to follow the principles for Sustainable Urban Development in accordance to the Urban and Regional Development Planning Formulation and Implementation (URDPFI) Guidelines, 2016 of Government of India.

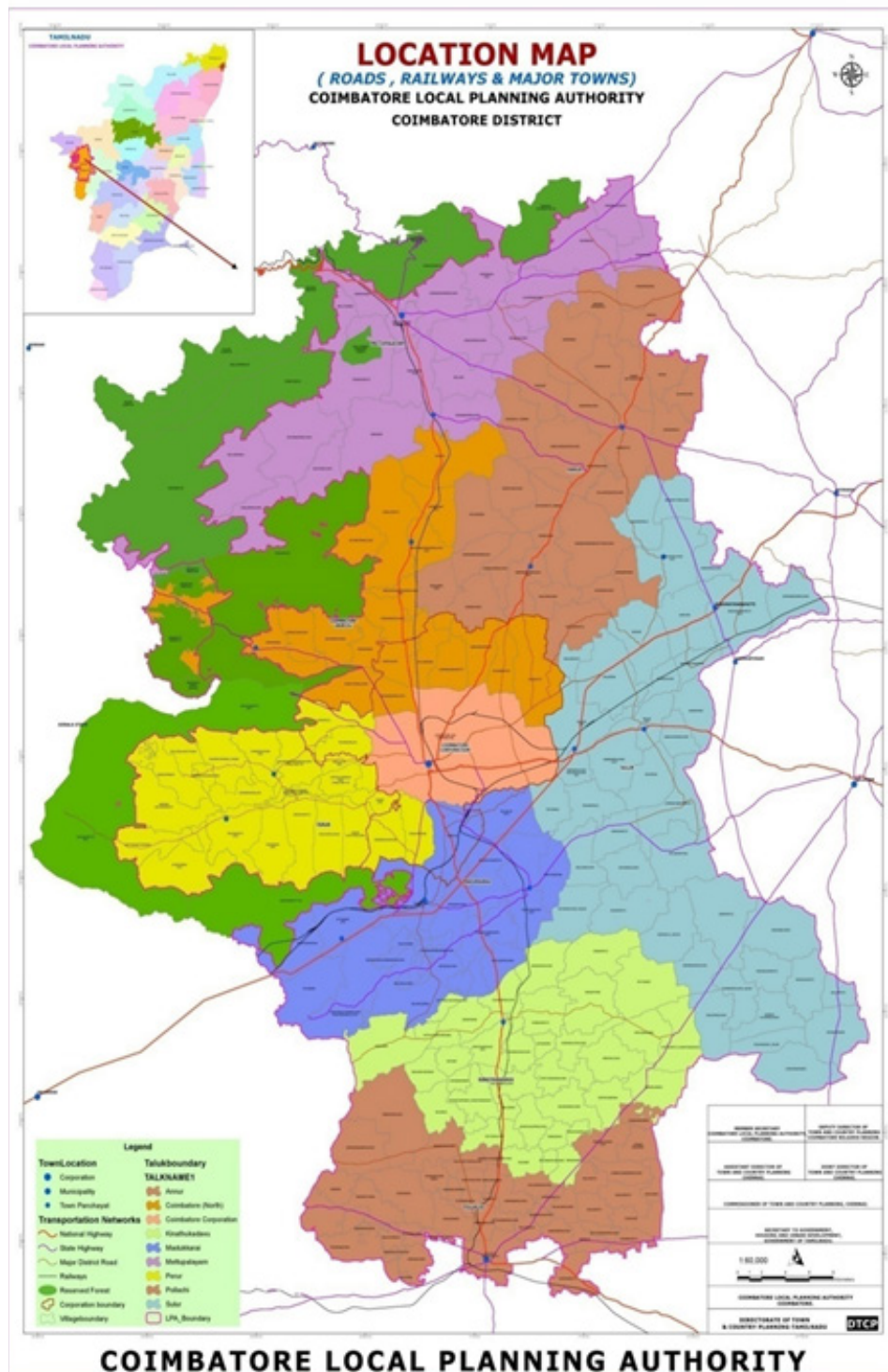


Figure 33 : District Map of Coimbatore highlighting LPA area

The proposals in the draft master plan focus on development that implies good education, health, and provision of adequate and good infrastructure and civic amenities to the residents of the region. Based on the studies of the existing conditions and considering the growth opportunities and potential of the site, the following vision statement was arrived: To develop Coimbatore Local Planning area as an economic region with locally competitive infrastructure, social amenities and have controlled developments to provide a better standard of living for the people in future by focusing on sustainable development.

The document also states that the Guiding Principles for Master Plan preparation for the region are derived from planning theory and practice across the world including:

- Smart City
- Rural Urban Continuum
- Transit Oriented Development
- Peri-urban Development
- Provision of Social Amenities
- Environmentally Suitable Development

The sectoral integration in the master plan formulation was a challenge for DTCP officials. With the limited human resources and GIS expertise within the DTCP, the land-use map preparation exercise for Master Plan 2031 was outsourced to private consultant (Indian Geo informatics Center, Chennai). Similarly, based on inputs from DTCP, the GIS consultant developed proposed land-use and sector maps in master plan.

The team also reviewed the effectiveness of the sectoral and land use proposals made in the Draft Coimbatore LPA Master Plan 2031. It is observed that the plan has attempted to cover the issues and challenges with respect to all major parameters influencing the growth of the Coimbatore LPA. The plan has also attempted to propose the Land development strategies and Land use proposal for Coimbatore.

Draft Coimbatore LPA Master Plan 2031, has successfully captured the existing gap in the service delivery in terms of water supply, sanitation, storm water drainages etc. as well as to assess the project requirement for the plan period. However, it is to be noted that, the existing gaps and future project requirements are done in absence of a structured and in-depth inter-departmental co-ordination between these line departments and LPA. This raises a contradiction to the theory that an integrated and well-defined proposal is possible only through a structured inter-departmental co-ordination.

The draft master plan has not addressed the financial resource requirement for meeting the existing gap. Also the implementation plan states that it is the responsibility of ULBs to phase the strategies and develop detailed project proposal. However, with limited communication during plan formulation between LPA and ULBs, and the absence of phasing of the projects, this seems difficult to achieve.

The Draft Coimbatore LPA Master Plan 2031 was prepared in 2017 and hence had not captured the impacts of new developments happened across influential areas of

LPA over the last few years. Also many of the primary studies including the Land use pattern, Traffic and Transport plan etc. are outdated and needs to be updated.

DTCP Coimbatore informed that in 2019, the Draft Coimbatore LPA Master Plan 2031 has been submitted by DTCP Chennai to the State Government for approval. DTCP Coimbatore has responded to queries and made necessary modifications, as suggested by the State Government. This plan is yet to be published for public consultations and remains unapproved.

The background of the page features a complex, abstract pattern of thin, light blue lines and dots, resembling a circuit board or a network diagram. The lines are of varying lengths and orientations, creating a dense, interconnected web of shapes. The dots are small circles, some solid and some hollow, scattered throughout the pattern.

# 11

## ANNEXURES

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**11.1 STAKEHOLDER CONSULTATIONS**

**11.2 IMPORTANT GOVERNMENT ORDERS (G.O.)**

**11.3 NEWSPAPER CLIPPINGS**



## 11.1 STAKEHOLDER CONSULTATIONS

The following interviews were conducted as a part of the research investigation. The minutes of the meeting are available below.

### KERALA

- Ms. Sarada Muraleedharan IAS, Addl. Chief Secretary, LSGD, Kerala
- Mr. Jacob Easow, Ex-CTP, DTCP, Kerala
- Dr. Rajan Chedambath, Director, C-HED, Kochi
- Dr. May Matthew, Former Secretary & Senior Town Planner, GCDA, Kerala
- Ms. T Sudha, Ex-CTP, DTCP, Kerala
- Dr. PP Anil Kumar, Head, Dept. of Architecture & Planning, NIT Calicut
- Dr. Dhanuraj, Chairperson, CPPR, Kochi
- Dr. Angelique Chettiparamb, Professor, University of Reading, UK
- Mr. N Jagjeevan, Former Project Officer, Kudumbashree, Kerala
- Mr. KT Ravindran, Urban Design Expert & Former Dean, SPA Delhi
- Chief Town Planner, LSGD, Kerala

### TAMIL NADU

- Mr. Sivaprakasam, Addl. Director, DTCP Chennai
- Mr. Murugan, Junior Planner, DTCP Coimbatore
- Mr. Saravanan Baskaran, Chief Coordinator, Siruthuli NGO, Coimbatore
- Ms. Kshama P, Professor, SPA Bhopal
- Mr. Swaminathan, Chairperson, RAAC, Coimbatore
- Dr. Manimekalan, Professor and Head, Department of Environmental Sciences, Bharathiar University
- Ms. Vidhya Mohankumar, Urban Design Collective, Chennai



## KERALA

**Ms. Sarada Muraleedharan IAS, Addl. Chief Secretary, LSGD, Kerala****Date : Friday, 19/03/21****Time : 2:30 - 3:30 pm****Venue : Google Meet (online)****Attendees:**

- Stakeholder - Ms. Sarada Muraleedharan IAS, Addl. Chief Secretary, LSGD
- CRDF Team - C K Koshy, Darshan Parikh, Mohit Kapoor, Riby Rachel Matthew

**Discussion Points:**

- Ms Sarada mentioned that though the CTP Office is part of Local Self Government Department, it is the least integrated and therefore assimilation of plans do not happen efficiently since there is a certain disconnect between departments w.r.t spatial planning.
- To facilitate the spatial planning process at local level, various measures have been adopted by the State Government such as:
  - The State Government is trying to strengthen coordination between CTP Office with LSGs
  - To appoint urban planners in major Municipal Corporations
  - Awareness programmes for local councillors, on the need of spatial planning and an integrated approach.
  - Strategies for assimilating ward-level projects with city-level requirements
  - Amendment of T&CP Act 2016 (Ordinance published recently)
    - » To promote GIS-based Disaster-Risk Resilient planning
    - » Reduce the time taken for plan preparation
    - » Provisions for various plan formulation, approvals etc during emergency situations
  - Local level Hazard vulnerability and risk assessment (HVRA) is in progress
- In the context of recommendations from 15th Finance Commission, Kerala State is assessing the potentials and challenges in the Metropolitan Level (UAs) planning. The T&CP ACT 2016 already has provisions for MPC, JPC etc.
- World Bank-KfW is supporting in the preparation of Risk-based Master planning of LSGs along Pampa river Basin (Though Ms Sarada mentioned about Ernakulam, it doesn't fall under Pampa basin).

In response to question on the creation of platform for inter-departmental coordination (quoting IDDP process) and getting District Collector as the Chair, Ms Sarada explained the process adopted for Risk-based Master plan preparation process carried out at Mananthavady Municipality. She also suggested CRDF team to organize a consultative meeting with CTP Office next week to avail further details on the plan preparation process adopted and inter-departmental coordination mechanisms.

## Mr. Jacob Easow, Ex-CTP, DTCP, Kerala

**Date** : Wednesday, 05/08/20

**Time** : 10:00 - 11:00 am

**Venue** : Google Meet (online)

### Attendees:

- Stakeholder - Mr. Jacob Easow, Ex-CTP, DTCP, Kerala
- CRDF Team - C K Koshy, Darshan Parikh, Mohit Kapoor

### Discussion Points:

- The working group in Kochi attempted to follow participatory process for plan preparation, but it did not effectively function primarily due to non-interest of local government. Hence, DTCP was entrusted responsibility for plan preparation.
- In the draft Kochi master plan 2031, the land-use plan suggested retention of paddy lands, and hence no construction was allowed as per the Wetlands Act. This faced resistance with stakeholders and owners of these lands which has contributed in the delay of the approval of the draft master plan.
- The generic Floor Area Ratio (FAR) of 4 in Kerala is a major drawback to the implementation of a master plan.
- The present Kerala Town and Country Planning Act 2016 does not specifically mention the formation of Joint Town Planning Committee.
- Around 15-16 towns in Kerala have sanctioned master plans.
- The Kochi urban area is not extending beyond district boundary, so forming Metropolitan Planning Committee is not advisable. Therefore, District Planning Committee can be given this responsibility. Otherwise, a Joint Planning Committee (JPC) can be formed to ensure smooth plan preparation and implementation.
- A broad regulatory plan with a dynamic 5-year execution plan having regulatory aspects is required for successful implementation of urban planning in Kerala.

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## Dr. Rajan Chedambath, Director, C-HED, Kochi

**Date** : Wednesday, 05/08/20

**Time** : 2:00 - 3:00 pm

**Venue** : Google Meet (online)

### Attendees:

- Stakeholder - Dr. Rajan Chedambath, Director, C-HED, Kochi
- CRDF Team - Darshan Parikh, Mohit Kapoor

### Discussion Points:

- Kochi generates 40% of entire Kerala's revenue, however, it does not receive special preference as compared to any small urban local body. There is a paradigm shift required to devolve more functions to ULBs from the state.
- The officials at ULBs are part of Kerala Municipal Common Services, controlled by the state and ULBs have no powers on this.

- The Regional Town Planning office of Town and Country Planning Department resisted giving the plan preparation powers to Kochi Municipal Corporation, however, in 2005, Government passed a notification giving special powers to KMC to prepare the master plan. Thereafter, in 2007-08, these special powers given to KMC were handed over to Town and Country Planning Department.
- A regional coalition of urban planners and technical expertise of urban design experts is required to improve urban planning process in Kochi.
- Local governments must have more powers, human resource and finances to prepare master plan and implement it. Also, efficient management is required especially in the spatial planning domain.
- In absence of a recently approved master plan, KMC has to plan and coordinate for projects with line departments independently, and this process is quite arbitrary. The city is not following any logical process for spatial planning.
- KMC is not responsible for water supply, wastewater, transport etc. hence there are very few local functions devolved by the state.
- C-HED does a lot of advocacy in coordination with councilors and citizens bringing in a technical insight. We are strategically positioned at Kochi Municipal Corporation focusing on research and development for Kochi, preparing local level policies.

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### **Dr. May Mathew, Ex-Senior Town Planner, GCDA, Kerala**

**Date** : Thursday, 06/08/20

**Time** : 10:00 - 11:00 am

**Venue** : Google Meet (online)

#### **Attendees:**

- Stakeholder - Dr. May Mathew, Ex-Senior Town Planner, GCDA, Kerala
- CRDF Team - C K Koshy, Darshan Parikh, Mohit Kapoor

#### **Discussion Points:**

- The Department of Town and Country Planning was involved with building applications, master planning, layout approval etc, and accordingly after 22 years the Kerala Town Planning Act 2016 was prepared.
- This made the system very centralized and Greater Cochin Development Authority did not have many responsibilities left to do. GCDA must be given powers instead of waiting to form Joint Planning Committee.
- In 1995, original GCDA was declared as Metropolitan Area, therefore Metropolitan Planning Committee (MPC) should have been formed, but unfortunately it was not formed.
- The draft Kochi master plan was prepared in 2010, but then it was decided to pass Kerala Town Planning Act in 2016. The formation of Joint Planning Committee was supposed to be formed, but it is still not formed. The Member Secretary of JPC will be the district head of the Department of Town and Country Planning.
- GCDA should have been involved by DTCP more pro-actively in the master planning process, but it has not been involved.

- As a statutory solution to the present issues for master plan preparation and implementation, MPC must be formed, GCDA must provide technical support to MPC.
- The top-down approach to planning has resulted in limited implementation of urban planning projects.
- Kochi Metro has been involved with a lot of urban projects and decision making in Kochi including Smart Cities Mission (SCM), and the role of GCDA has been diminishing.

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### **Ms. T Sudha, Ex-CTP, DTCP, Kerala**

**Date** : Wednesday, 09/09/20

**Time** : 11:30 - 12:30 pm

**Venue** : Google Meet (online)

#### **Attendees:**

- Stakeholder - Ms. T Sudha, Ex-CTP, DTCP, Kerala
- CRDF Team - C K Koshy, Darshan Parikh, Mohit Kapoor, Riby Rachel Matthew

#### **Discussion Points:**

- During draft master plan preparation, efforts were made by DTCP to bring in several local bodies and panchayats for master plan preparation. Research studies, proposals and development control regulations were developed as part of the draft Kochi master plan 2031.
- The local government took the initiative, and then requested DTCP to take forward the plan preparation process. All local bodies and panchayats passed a resolution for DTCP to prepare the master plan.
- The studies and surveys, structured consultations took lot of time and delayed the draft master plan preparation. First structured proposals were developed for consultations in 2008, and in 2010 a public consultation was held to present the draft master plan and invite comments and feedback.
- The UDPFI guidelines 1996 document and other advisory documents were also referred to by the DTCP for master plan preparation.
- There were extensive consultations with line departments through a structured approach by DTCP and all proposals of line departments were considered for formulation of new projects and future growth areas in the master plan.
- Annually, DTCP receives a list of suggestions for future projects considered to be the 'wish list'. These are also considered while the preparation of the master plan.
- Most of the studies and surveys were done with internal human resource. However, some support for land use surveys and primary data collection was taken through consultants.
- DTCP simplified the development regulations for harmonious development, in the proposed master plan for Kochi.
- There was limited land use control in the peri-urban areas, and the individual master plans of other local bodies and town panchayats impacted the development trends in the peri-urban areas.

**Dr. PP Anil Kumar, Head, Dept. of Architecture & Planning, NIT Calicut****Date : Monday, 10/08/20****Time : 4:30 - 5:30 pm****Venue : Google Meet (online)****Attendees:**

- Stakeholder - Dr. PP Anil Kumar, Head, Dept. of Architecture & Planning, NIT Calicut
- CRDF Team - C K Koshy, Darshan Parikh, Mohit Kapoor

**Discussion Points:**

- The duplicity of functions between authorities and overlap of jurisdictions has primarily resulted in the current state of affairs in Kochi metropolitan region.
- An alternate approach to planning can be explored by onboarding experts and developing informal arrangements between departments to work together. It also needs to be empowered to push informed development within the city.
- In presence of a complex mosaic of institutions in Kochi, there hasn't be proper legislations in place for planning authorities' functions till 2016. The new Act looked into jurisdictions and management of hierarchy of institutional framework, thereby coming up with a required approach to streamline process.
- Post 2016, there hasn't been political pressure to prepare master plans, till 2018 floods forced Kerala to rethink the way urban planning was carried out.
- There was criticism of the Act that it took away powers from peoples' representative, and there were many suggestions to amend the Act after it was formulated.
- Kochi Metro and Cochin Airport has influenced the growth of the Kochi metropolitan area in absence of a recently approved master plan. Such projects and the institutions involved with these projects have a larger say in the way city has developed in the last decade.
- There are clear hierarchies and structured functional required for integrated urban development.

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**Dr. Dhanuraj, Chairperson, CPPR, Kochi****Date : Thursday, 13/08/20****Time : 11:00 am - 12:00 pm****Venue : Google Meet (online)****Attendees:**

- Stakeholder - Dr. Dhanuraj, Chairperson, CPPR, Kochi
- CRDF Team - C K Koshy, Darshan Parikh, Mohit Kapoor

**Discussion Points:**

- There is a present disconnect in the urban planning practice with the past of Kochi. It is important for planners to take cognizance of the historic legacy of Kochi.
- The local governance in Kerala performs well at the district level, but not in terms of urban local body level. Only 11 out of 18 power functions have been transferred to Kochi.

- Not enough studies on urbanization have been carried out in Kerala to dissect the issues and challenges cities face. Local bodies face a constant challenge of capacities to perform planning. Kochi Municipal Corporation does not have qualified urban planners, but have civil engineers holding the urban planning posts. Therefore, prior educational background of urban planning becomes essential.
- Many activists working in the urban development sector in Kerala do not have informed knowledge on urbanization. Urban planning as a subject is under studied by researchers here, and needs more importance.
- Urban local bodies need to build partnerships with institutions and research bodies, academia and technical experts to deliver urban planning and ensure citizens' participation in plan making.
- Strengthening municipalities is the only way we can get urban planning more realistic and formulation of committees across municipalities will be essential to plan for a larger metropolitan area. The planning exercise needs to be more collaborative and municipalities need to be empowered to anchor it.
- Kochi Municipal Corporation, has shown negative population growth rate. Hence, Kochi Metro might not be a successful solution to cater the transportation issues in the city because of the limited population in KMC and the metro route.
- Kochi Metro Rail Corporation and Kochi Municipal Corporation also need to integrate and strengthen relationship between them for smooth functioning.
- The way we have organized the Town Planning Standing Committee at ULBs need to be revisited. There are structural changes towards capacities and outlook required for urban planning in cities.
- For many years, Kochi Municipal Corporation did not have a Secretary (equivalent to Commissioner). The Kerala Government has not given enough importance to KMC and the citizens are paying price for this.

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### Dr. Angelique Chettiparamb, Professor, University of Reading, UK

**Date** : Monday, 27/07/20

**Time** : 5:30 - 6:30 pm

**Venue** : Google Meet (online)

#### Attendees:

- Stakeholder - Dr. Angelique Chettiparamb, Professor, University of Reading, UK
- CRDF Team - C K Koshy, Darshan Parikh, Mohit Kapoor

#### Discussion Points:

- There is an institutional integration in the participatory planning process at district level, where local government is considered a key stakeholder.
- In UK there are 38 planners per 100,000 population, whereas in India has 0.33 and Nigeria has 1.44. The planners are not placed in the right positions within urban local body and state government.
- The municipalities must own up planning and have its own planners, rather than planners being deputed from DTCP and state government department.

- Planner needs to be own the city, and cities need to own the planners technical suggestions. A comprehensive plan may not be the most ideal approach where one has a broader idea and zooms into micro-zones later on. Instead an integrated approach is better where one looks at the impact of projects on other sectors and develops proposals accordingly.
- In United Kingdom, planners ask the developers to contribute to the city through infrastructure levy, to carry out projects for the developed land parcels.
- In Kochi, huge apartments coming up with narrow roads, there is an imbalance in terms of densities and infrastructure provisions.
- It is a half myth that capacity building is an issue. Instead, responsibilities must be given to municipal officials and capacities need to be built in parallel.
- There needs to be a body within ULBs that pushes integration and anchors the planning process with support from DTCP.
- The spatial manifestation of plans is essential at the metropolitan area level for successful implementation of plans. Planners are equipped to do this, but unfortunately planners are missing at the local level and this hampers making the concept of integrated urban development - a reality.

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### **Mr. N Jagajeevan, Former Project Officer, Kudumbashree, Kerala**

**Date : Tuesday, 28/07/20**

**Time : 10:00 - 11:00 am**

**Venue : Google Meet (online)**

#### **Attendees:**

- Stakeholder - Mr. N Jagajeevan, Former Project Officer, Kudumbashree, Kerala.
- CRDF Team - C K Koshy, Darshan Parikh, Mohit Kapoor

#### **Discussion Points:**

- Planning is not only a technical subject, but a social and participatory subject as well. Hence, Kerala has attempted to learn from the successes of participatory planning process.
- Unfortunately, city planners do not have enough exposure to social and participatory aspects. Therefore, mission oriented projects do not contribute to holistic planning.
- The DTCP never attempted to integrate their city development plans with local annual plans and five year plans prepared by the urban local body.
- The city planning process needs to be converged with local planning process and decentralization is required. Based on the spatial plan, the city can then prepare local annual plans.
- Most of the planners are focused on infrastructure, not on social factors. In Kochi, the state should leverage the District Planning Committee for formulation of comprehensive plan.

- Kochi Municipal Corporation did not take City Development Plan forward to integrate with plans considering the ownership of City Development Plan was with DTCP. There needs to be clear distinction between roles and responsibilities of KMC and DTCP.
- The maximum powers need to be given to Urban Local Bodies. The structure of governance hierarchy is considered to be fully vertical. Hence, ULBs being the bottom tier have limited powers to manage planning initiatives in the cities.
- To ensure democratic culture and boost creativity of communities, decentralization is the key.

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### Mr. KT Ravindran, Urban Design Expert & Former Dean, SPA Delhi

**Date** : Monday, 31/08/20

**Time** : 4:00 - 5:00 pm

**Venue** : Google Meet (online)

#### Attendees:

- Stakeholder - Mr. KT Ravindran, Urban Design Expert & Former Dean, SPA Delhi
- CRDF Team - C K Koshy, Mohit Kapoor

#### Discussion Points:

- The internal migration within small towns of Kerala to Kochi has resulted in a lot of investments and development, but the unplanned development is a result of proper institutional hierarchies within the city.
- The financing firms and real estate developers are major players and influence the growth of Kochi city in absence of an organized institution responsible for urban planning implementation. Massive violations have taken place in spite of the Coastal Regulations Zone (CRZ).
- The flood plains have been encroached and has resulted in partial failure of infrastructure provisions.
- There are micro-level problems in Kochi due to the gaps in the multiple mandates and responsibilities improperly divided between institutions and planning authorities.
- The social and cultural factors should be acknowledged in the planning process.
- The aspirations of the non-resident individuals in the Gulf are investing in Kochi and there is a demand that gets generated for this by the real estate developers.
- Post-covid the demand for home cultivation has grown, and most Keralites own the small lands. This has resulted in changes in the living patterns of the localities.
- The distinction between villages and towns is very less in Kerala, and has resulted in peri-urban development which is very natural to Kerala. Whereas, Kochi and Trivandrum are contradicting to this structure, and bringing a metropolitan perspective.



## Chief Town Planner, LSGD, Kerala

**Date** : Friday, 23/03/21

**Time** : 9.00 - 11:00 am

**Venue** : Google Meet (online)

### Attendees:

- Stakeholder - LSGD (Planning), Kerala
  - Mr Gigi George, Chief Town Planner, CTP Office
  - Mr H Prashanth, Senior Town Planner, CTP Office
  - Ms Shiji, Senior Town Planner, TRIDA
  - P N Rajesh, Senior Town Planner, CTP Office
  - A Ramchandran, Senior Town Planner, CTP Office
  - K M Gopakumar, Senior Town Planner, Ernakulam RTP office
  - K M Sindhu Senior, Town Planner, CTP Office
  - M M Sheeba, Town Planner, Ernakulam RTP office
  - Mitzie Thomas, Deputy Town Planner CTP Office
- CRDF Team - C K Koshy, Mohit Kapoor, Riby Rachel Matthew

### Discussion Points:

- In 2016 Kerala state enacted Town Planning Act and prior to that the master plan preparation was primarily adhere to the Madras Town Planning Act.
- As per the new state TP Act, the Local Governments are responsible for preparation of master plans and Town Planning department is facilitating the plan preparation on behalf of LSGD.
- TP act has defined the process of plan preparation process through a participatory techniques.
- Participation of various departments, citizens, academia, NGOs etc. are ensured through various platforms like ward sabha, sectoral working group, development seminar etc.
- Around 12-18 Working Groups (WG) are constituted during the Master plan preparation process for critical sectors pertaining to ULB. Each WG will have members from Local Government Council, parastatal agencies, academia, CBOs etc. WGs are responsible for sectoral data collection, data analysis and sectoral priority settings. The LSG is responsible to formulate and to convene WGs.
- Subsequent to the Kerala flood 2018, the Town Planning Act was amended to:
  - » To enable Risk Informed Master Plan preparation process
  - » To avoid the delay in plan approval and sanctioning process
  - » Provisions for Special Area Plans and Priority Action Plans
- Kochi City Regional Master Plan
  - » The first Draft Master plan of Kochi City Region was published in 2010, however the plan was revised to adhere to provisions of KTP Act of 2016. The latest plan is with the State Government for approval to publish the

plan for public consultation.

- » Master plan for Kochi MC region is being prepared under AMRUT, also the land use plans of the remaining local governments in the Kochi region will also be updated and incorporated with the latest draft Master Plan before sanctioning.
- » Under Rebuild Kerala Initiative (RKI), World Bank-KfW is giving technical aid to LSGD in the preparation of Risk-based Master planning and Hazard Vulnerability and Risk Assessment (HVRA) .

## TAMIL NADU

### Mr. Sivaprakasam, Addl. Director, DTCP Chennai

**Date** : Thursday, 11/03/21

**Time** : 5:00 - 6:00 pm

**Venue** : Google Meet (online)

#### Attendees:

- DTCP Chennai - Mr. Sivaprakasam, Additional Director
- GIZ Team - Deeptha Jayakar
- CRDF Team - CK Koshy, Mohit Kapoor

#### Discussion Points:

##### 1. How was the Coimbatore LPA Area demarcated? What was the rationale?

- Mr Sivaprakasam mentioned that in entire Tamil Nadu, only 5% area (out of 130,058 sq.km) falls under the planning area, which is very less. Hence, due to corridor growth and industrialization beyond city boundaries, LPA areas consists of larger jurisdiction area. In the case of Coimbatore, LPA area is considered to be 2870 sq.km which includes almost the entire district except the hilly areas and forest reserve.
- During the Coimbatore Master Planning exercise, all panchayats and local bodies within Coimbatore LPA area were willing to be part of the LPA area except Netupallayam Municipality which passed a resolution against being included in LPA area. However, later the issue was resolved.

##### 2. What is the composition of LPA?

- The key members of LPA are: Collector (Chairperson), Member-Secretary, a MLA, Councillors and three eminent persons (members) nominated by the Government among others. Once the LPA passes a resolution, it is sent to DTCP, which sends it to Government of Tamil Nadu for approval.

##### 3. Which of the master plan for Coimbatore LPA is presently under implementation?

- Presently, the approved master plan 1992 is into implementation and the subsequent attempts to approve a revised master plan have not been successful.

##### 4. What is the process adopted for preparing a master plan? How are individual departments consulted?

- Before formulating, all the futuristic plans and projects of various line departments are collated and appropriate land allocation is done in the proposed master plan. Some departments are approached at state-level since district offices do not have required projected plans, whereas, in some cases local/district offices are approached to avail data. As per the Tamil Nadu Planning Authorities Procedure and Transaction of Business Regulations, 1980 the Collector conducts regular meetings on a monthly basis to ensure smooth coordination between line departments.

### 5. Whether any consultants were involved in the Master Plan formulation process?

- Previously DTCP itself prepared 123 Master Plans. However, after 2006-07 due to rapid urbanization in Tamil Nadu DTCP and the additional responsibilities of dealing with building permission approvals at DTCP, it was difficult to manage the master plan preparation process in-house. Hence, consultants were hired for preparing new master plan for Coimbatore LPA - Bharathidasan University and IGC Chennai were hired for GIS mapping and few local planners were hired as consultants to prepare the new master plan document.

### 6. What are the existing capacities of DTCP - both in terms of staff strength and technical capacities?

- Presently only 50% of staff positions are filled in DTCP, and as per the recruitment rules it is not mandatory to have 'planning' background for staff up to Additional Director.
- CMDA being Quasi-Govt has more flexibility to hire professionals and consultants and hence it is technically well capacitated. Whereas, DTCP being Govt body has limited flexibility to hire professional and consultants for technical support.
- However, every LPA in Tamil Nadu hires local urban planners as consultants for various plan development activities.

### 7. How do public consultations take place during the master plan preparation process?

- After incorporating proposals from line departments, a consent order is issued by LPA committee to all stakeholder departments to invite their comments on the draft master plan.
- Similarly, public consultations take place both at DTCP and CCMC offices to invite comments/objections/suggestions on the draft master plan. In 2011, when the revision to existing master plan 1992 was done, DTCP received more than 3000 comments from the stakeholders and attempted to address feedback received.

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## Mr. Murugan, Junior Planner, DTCP Coimbatore

**Date** : Thursday, 01/04/21

**Time** : 3:00 - 4:00 pm

**Venue** : DTCP Coimbatore Office

#### Attendees:

- DTCP Coimbatore - Mr Murugan, Junior Planner
- CRDF Team - Yamini A (Intern)

#### Discussion Points:

### 1. Could you please briefly describe the procedure followed for formulating the recent master plan? When was it initiated and what is the status now?

- The master plan and report was already submitted to DTCP Chennai. It was forwarded for Secretary approval.

- The plan was already submitted multiple times. DTCP office has forwarded queries and changes to be made. But there were repeated queries even it was answered.
2. **What process was followed in consulting various state and para statal departments of the state government including PSUs operating in the Coimbatore region? How did inter-departmental co-ordination take place?**
    - Government bodies like TNHB, TNSCB, Highway department, local body will be consulted before and during preparation of master plan.
    - The consultation is done through letters to different institutions asking for any objections and proposals.
  3. **How much consultations took place between the Planners in the DTCP and the local bodies in the Coimbatore urban agglomeration in drafting the Master Plan? Are there any minutes of meeting/Government Orders (G.O.) that could be shared?**
    - LPA and Local body communicate at multiple-level. The local body updated its proposal constantly to LPA and LPA gets the details of Survey numbers, temple, and educational and other land use from local body.
  4. **Were any external consultants or urban planners hired to prepare the master plan report? If yes, which consultants, and if no, who all within DTCP prepared the master plan?**
    - External consultant from Chennai is appointed by DTCP office for preparing Drawings and Reports, as there are no trained teams.
  5. **What procedure was followed in ensuring structured stakeholders consultation? Has DTCP or CCMC organized public consultations for master plan preparation in the past?**
    - The preparation of Master Plan is announced in newspapers, mentioning about the proposals and plot numbers under those proposals.
    - For further details the owners or the public are asked to visit the office. The plan will be displayed in CCMC, COLLECTOR OFFICE, DTCP OFFICE.
    - Structured stakeholders: Top industry's land use requirement and proposals are noted by circulating letters. No common meetings are held for the same.

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### **Mr. Saravanan Baskaran, Chief Coordinator, Siruthuli NGO, Coimbatore**

**Date : Monday, 30/12/20**

**Time : 11:30 am - 12:30 pm**

**Venue : Google Meet (online)**

#### **Attendees:**

- Stakeholder - Mr. Saravanan Baskaran, Chief Coordinator, Siruthuli, NGO
- CRDF Team - C K Koshy, Mohit Kapoor, Chandrakanth K

#### **CRDF Questions:**

1. What is your area of operation and what is your association with the cooperation and other development organizations of Coimbatore?
2. What's your organization involved in any advisory of creating any buffer zones for the natural bodies?

3. What is the total number of tanks within the city?
4. Is a community involved in the protection of the water body?
5. Out of the total water body how many of the tanks cancel for urban needs? How are they maintained and by whom?
6. Are the waters of the tank pump into the municipal water supply system?
7. Is the water management part of the planning process?
8. What is your contribution to the city's development?
9. Was Sirithuli NGO involved in the smart city project related to the lake development? Do they consult you regarding the lake project?
10. Was any NGO involved in the environmental aspect of the master plan?
11. What are the institutions involved in the smart city project?
12. Is rainwater harvesting a mandatory component of the building approval?

#### Stakeholder's Responses:

1. Siruthuli was formed in 2003 with the necessity to protect the water bodies both surface and groundwater of Coimbatore. The NGO is involved in the protection of the water body which primarily involves the cleaning process. We were also involved in the planting of trees.
2. Yes, we are actively involved in the advocacy related to the water bodies especially with the PWD department make sure there is the availability of water.
3. Of 32, there are 21 tanks are within the city.
4. Yes, the farmer communities help us in informing the status of the water body and seek our help to restore it to its original condition. There is an example of a lake called Ukkadam.
5. At present, nine tanks are serving the urban population. These tanks are maintained by the Coimbatore city municipal corporation. The streams are under the control of the PWD department.
6. No, this water is used only for groundwater recharge. A minimum capacity was used for agriculture.
7. Yes, the corporation is involved in the removal of encroachment on the bank of water bodies.
8. Constructed around 700 rainwater harvesting structures in Coimbatore supported by the CGWB and private donors. We got credits from the media for increasing to 2 meters of groundwater height.
9. No, the CCMC neither involved nor consulted with Sirithuli.
10. No, Siruthuli was not involved in the master plan process.
11. Smart city, PWD, and town planning organization of CCMC, RAAC, and other NGOs were involved.
12. Yes, rainwater harvesting is a mandatory component for building approval.

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#### Ms. Kshama P, Professor, SPA Bhopal

**Date** : Monday, 04/01/21

**Time** : 11:30 am - 12:30 pm

**Venue** : Google Meet (online)

#### Attendees:

- Stakeholder - Ms.Kshama P, Professor, SPA Bhopal
- CRDF Team - C K Koshy, Darshan Pareek, Mohit Kapoor, Chandrakanth K

**CRDF Questions:**

1. What are the statutory provisions for the regional plan of Coimbatore?
2. The last approved master plan of Coimbatore was 1994. After that, there is a huge delay in the approval of the latest master plan. Do you know the reason why there is a delay?
3. When you are doing the regional plan did you face any data constraints?
4. Different departments have different data on how the integration of data happened. How did you manage the collaboration and consultation meetings with the departments?
5. The master plan collects data from different departments and finds development regions do they inform the particular department to increase the capacity of their proposal. Did you give any recommendation to the concerned department about the proposal in the master plan and the constant which they have?
6. Is there a metropolitan planning committee for Coimbatore and a dedicated urban planning department for Coimbatore?
7. In Chennai, there is Chennai metropolitan Development authority similarly did you include any proposal for Coimbatore?
8. In your project did you have any stakeholder consultation for public consultation?
9. Did DTCP help you with stakeholder consultation?
10. During your interaction with different stakeholders share for example the industrial association did they inform about the delay in the master plan caused any issues for them? Did you have any structured interviews with the nongovernmental organization of the civil society?
11. Did you know a government official for stakeholder consultation with the industrial association?
12. Do the interviews happen with a structured questionnaire?

**Stakeholder's Responses:**

1. There is a local planning authority for Coimbatore. Apart from it, there is an institution in Chennai that deals with the planning of the Coimbatore region. It is the state-level responsibility to deliver the planning of the Coimbatore region.
2. Apart from the technical reason, several other reasons are causing the delay they are mainly due to the dynamism of other interventions which are happening in the city.
3. Yes, it was a challenge. We relied on the secondary sources of data for the preparation of the regional plan. The data is available but it is in a different format which requires some homework to convert it to the required format.
4. A letter from the university was sent a prayer to the direct meeting with the departments. We had a meeting with the collector and other subordinates then the intention was delivered to other departments so that it is easy for us to meet individual departments and collect data. We interacted with the person who prepared the plan so we get a lot of important data.

5. Since it is a six-month project we do not have that much time to convey our recommendation to individual departments but I don't think that two-way interaction happened between the master plan department and other departments. The institutions are overwhelmed with the issues which are already facing now so they don't focus on the long-term projects. So data is just collected updated in the master plan rather than focussing on integrated planning and development.
6. Unlike other states, Tamilnadu has a unique way for Urban Development they have their local planning authority and DTCP to carry out any urban activities. So far there is no MPC or DPC formed for Coimbatore.
7. That should be a proposal for such an authority that supersedes other planning departments.
8. Yes, we had a meeting with the collector and we also attended different departments meeting for discussion. Apart from it we did go to the rural area and people and discussed various issues. It was a kind of focus group discussion with involved with small groups of our big team.
9. Yes, they did they were also introduced as two different experts who are specialized in their field.
10. Yes, we had an interview with the various industrial association and traders to identify the growth center and priority development off Coimbatore. There is a master plan but it is not an updated one and it is too old.
11. No, we didn't involve the government official.
12. It consists of both structured and semi-structured questionnaires and interviews.

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### Mr. Swaminathan, Chairperson, RAAC, Coimbatore

**Date** : Friday, 08/01/21

**Time** : 11:30 am - 12:30 pm

**Venue** : Google Meet (online)

#### Attendees:

- Stakeholder - Mr. Swaminathan, RAAC Chairman.
- CRDF Team - C K Koshy, Mohit Kapoor, Chandrakanth K

#### CRDF Questions:

1. After the 1994 Master Plan, there appears to have been multiple attempts to prepare a development plan/master plan for Coimbatore, i.e. Coimbatore Business Plan 2004, Master Plan in 2010, 2016 etc. Why do you think there are multiple delays in preparing a draft master plan and its approval?
2. What is the process adopted by RAAC in the preparation of the master plan of Coimbatore?
3. What is the role of the Coimbatore city municipal corporation in the preparation of the master plan? The area covered by the Coimbatore city municipal corporation is very less when compared to the local planning area. What is the influence of CCMC on the local planning area?



4. Was RAAC was invited for any consultation meeting for the preparation of the master plan?
5. Was RAAC, still engaged in the consultation meetings of the smart city projects or ignored?
6. Is RAAC involved in the draft master plan which is submitted for approval?
7. What is your view on the master plan area which encompasses almost the entire District area including rural areas?
8. The change in land use happens in DTCP or collector office?
9. Do DTCP, LPA, CCMC, and other departments coordinate with each other are they work in silos?
10. Who is responsible to remove or monitor any unauthorized construction which is constructed outside the municipal corporation limit?
11. Is there any Coimbatore urban development authority existing to manage the urban development outside the Coimbatore municipal area?

#### **Stakeholder's Responses:**

1. As per law once in 5 years, the master plan has to be revised but the master plan of Coimbatore was not revised. The public of Coimbatore has made various representations to the chief minister and municipal local administration to revise the master plan. RAAC engaged various planners to prepare a master plan which includes signatures of two lakh local citizens and submitted it to the chief secretary of Tamil Nadu. Also, right approach the chief minister to form the Coimbatore Urban Development authority for the effective work of urban planning but this was not formed. The main issue related to the industry is due to the absence of zoning classification such as residential industrial commercial etc, which makes the public close the industries.
2. The master plan prepared by RAAC was not considered by the government. Later, 3 years ago, the master plan preparation duty was given to Bharathidasan University Tiruchirappalli. But the master plan prepared by them was not contextual especially the geographical characteristics of the city.
3. There is no proper urban planning with the advent of the city which leads to traffic congestion. Coimbatore second biggest city next to Chennai nearly about 2.3 million people. The city is choking due to the large percentage of roads and flyovers. The underground sewage project was going on for the last 10 years. Of the 5 decentralized sewage treatment plants, only 2 STP are working that too with only 30 % capacity. The recycled water is not used efficiently.
4. RAAC was involved in the smart city project during the Inception stage but later it was not a part of the committee. The RAAC's idea of the proposal of a walking track and cycling track for the lake beautification smart city project was not considered by the CCMC. There is no council for the maintenance of the smart city projects after implementation.
5. For some projects, they invite RAAC mostly it is ignored.
6. The master plan which was prepared by RAAC involving planners and a retired officer from the World Bank 10 years ago was not considered as a master plan but as a recommendation.

7. Satellite towns can be established at Mettupalayam, Sulur, Annur, and Pollachi to avoid the in-migration of people from the respective area to Coimbatore. Slums are being removed under the smart city project.
8. The changes in land use happen in the DTCP?.
9. No proper coordination between the departments can be seen in the poor implementation part.
10. The public approached the court to remove such illegal construction and the court has ordered the respective government to remove any illegal construction.
11. In Tamil Nadu other than Chennai no city has a dedicated urban development authority.
12. But local planning authority was established as per the TCP Act, to excise some limited functions of the urban development authority. As per the constitution, metropolitan planning committee should be formed and a dedicated urban development authority should be formed to perform urban development activities of Coimbatore but these were not formed for Coimbatore.

### **Dr. Manimekalan, Professor and Head, Department of Environmental Sciences, Bharathiar University**

**Date : Monday, 23/01/21**

**Time : 11:00 - 11:30 am**

**Venue : Google Meet (online)**

#### **Attendees:**

- Stakeholder - Dr. Manimekalan, Professor and Head, Dept of Environmental Sciences, Bharathiar University
- CRDF Team - C K Koshy, Darshan Pareek, Mohit Kapoor, Chandrakanth K

#### **CRDF Questions:**

1. The last approved master plan of Coimbatore is the master plan of Coimbatore 1994. after that, there are several attempts to make a new master plan and the latest draft has been submitted for approval. Do you know the reason for the delays?
2. Is Bharathiar University involved in the preparation of the master plan of Coimbatore?
3. Was the university involved, or were the students and professors involved in the preparation of local planning area maps of Coimbatore?
4. What kind of work do you involve with their CCMC?
5. What are the government's initiatives in environmental protection and natural resource management?
6. How urban sprawl affects the ecology of Coimbatore there is development's close to the Western that's, does that have any impact on ecological resources?

**Stakeholder's Responses:**

1. The last draft master plan was prepared in 2011 and it was given for approval and the delays are due to administrative delays. Also, the administrators are often changed. The master plan approval can be materialized if there is a dedicated team and enough time is given for a particular team without changing the team.
2. Not completely, but some portion of the work is given to the GIS team.
3. Earlier in the beginning assignments were given to Bharathiar University but recently there was no work allocated to the university.
4. We were allocated with the formulation of ideas for the effective solid waste management of Coimbatore city. The per capita solid waste generation calculation was our target. Then the extended producer responsibility (EPR) is also a part of the project. It was a six-month project.
5. Earlier, water bodies experience issues related to solid waste dumping. Now because of the initiatives of the nongovernmental organizations many projects related to the restoration of the lake are carried out. Restoring the lakes is an integrated part of the smart city project.
6. Yes, there is development such as Isha yoga and colleges very close to the forest area along Western Ghats this is due to the cheap land price and abundant supply of water. This phenomenon affects the path of migratory birds.

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**Ms Vidhya Mohankumar, Urban Design Collective, Chennai****Date : Monday, 26/01/21****Time : 9:00 - 10:00 am****Venue : Google Meet (online)****Attendees:**

- Stakeholder - Ms. Vidhya Mohankumar, Urban Design collective
- CRDF Team - Mohit Kapoor, Chandrakanth K

**Discussion:**

Meeting objectives:

- Integrated Urban Development - A Critical Analysis of the Efficacy of Institutional Framework in the Urban Planning Process of Coimbatore

**CRDF Questions:**

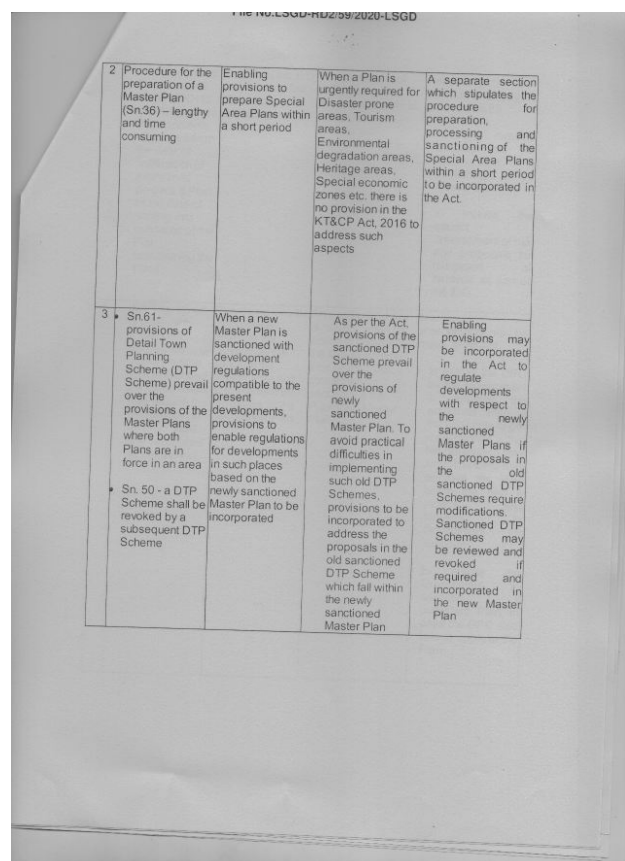
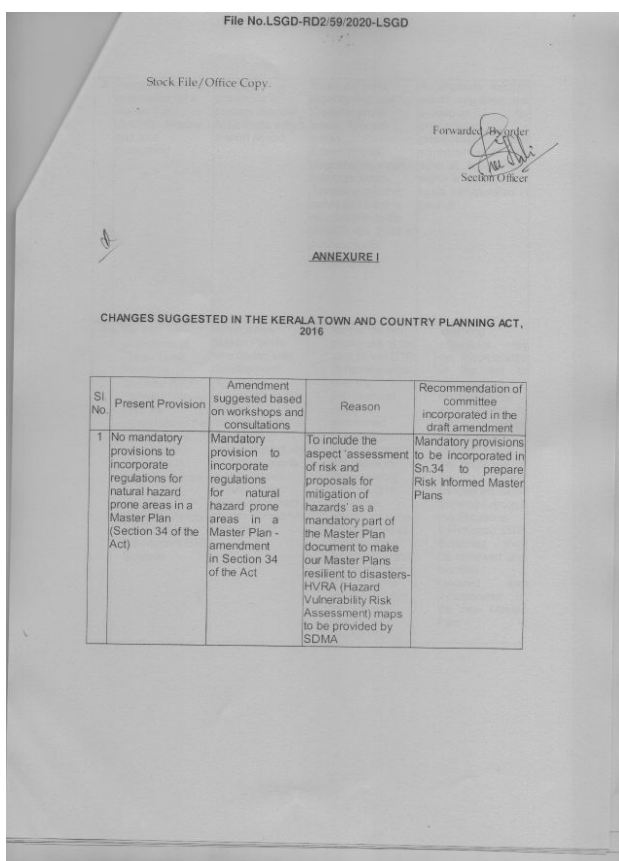
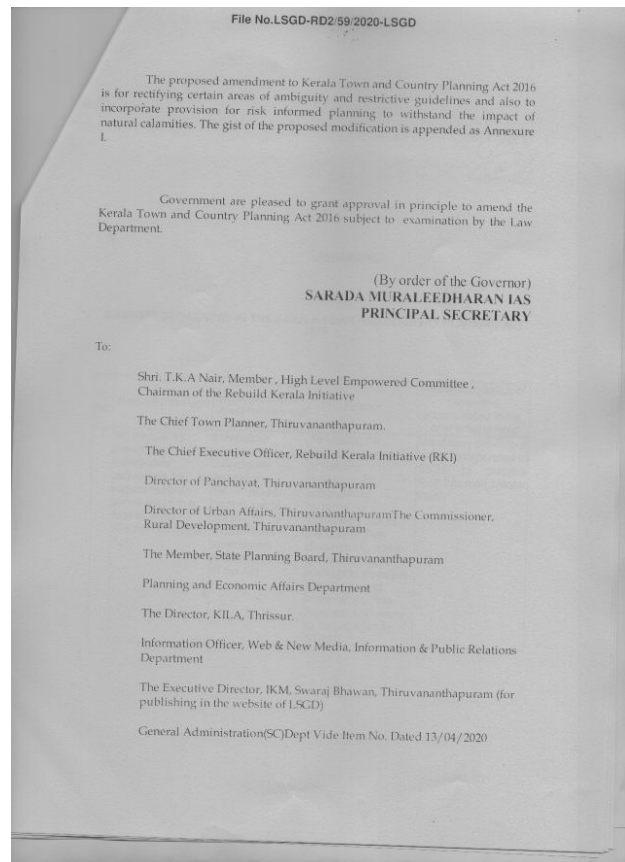
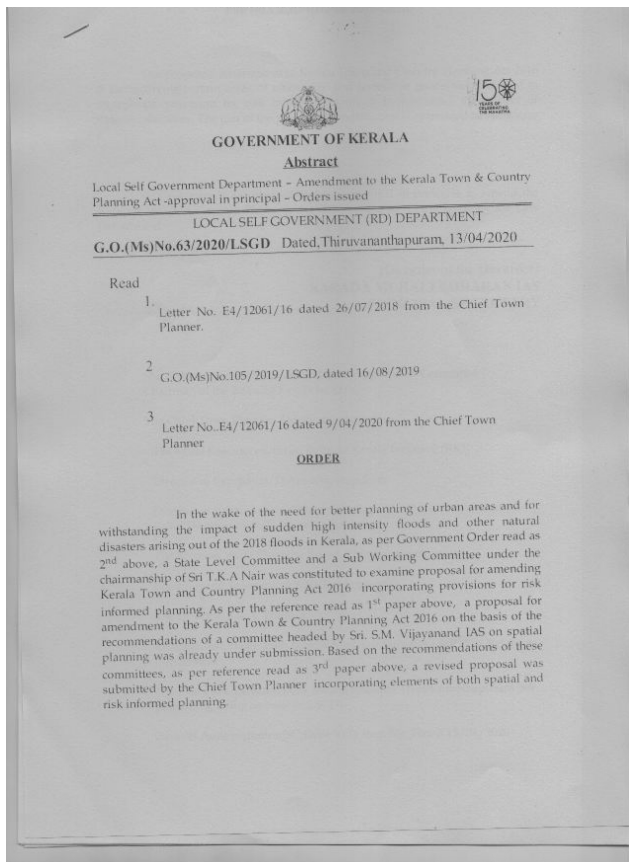
1. What is the role of CCMC in the master plan process?
2. With CMDA in place, is the urban development activities of Chennai are better than Coimbatore?
3. The local planning area is almost equivalent to the Coimbatore district area. Is there any District planning happening in any part of Tamil Nadu?
4. How do you ensure your community or public participation in the street development project in which you worked in Coimbatore?

5. Is there any inter-departmental coordination happening in Coimbatore for any urban project?
6. For working on the NMT project what kind of documents do you refer to?

#### **Stakeholder's Responses:**

1. CCMC officials are overwhelmed with numerous projects they don't work on a specific task. The officials are not qualified enough they join the organization then learn based on the project. The capacity of the organization is too weak. Work is allocated on day-to-day basis. CCMC has taken 3 model road projects and still, it is going on. One of the streets namely DB road is built. One street TV Samy road has been dropped. Three project monitoring consultants are working on the smart city project. The local planning authority is understaffed with very little capacity.
2. Chennai has all Urban Development departments it is very well funded but the master plan report is not inspiring. The World Bank initiated the current master plan of Chennai. CMDA also so worked on Satellite Township, bus terminus, and the market as a decongestion measure of the city core. But there was no measure to revive the core area. Coimbatore doesn't have a foundational city-planning base. The core area is small. So far, there was no effort made to consolidate the urban agglomeration. Tamil Nadu Institute of Urban Studies (TNIUS) is another urban body that works on training. They have urban development as one of their focus. They're short of employees.
3. Not aware of district plans. For large scale projects are approved in Chennai CMA, not in Coimbatore.
4. Public street surveys were carried out. Also, we attended a workshop with LPA, TNIUS, and other departments.
5. Since engineers are overwhelmed with different sectoral duties the need for coordination is reduced. The engineers have working knowledge on different sectors like water supply sewage system drainage etc. The coordination with other departments such as the traffic and road department is poor. Even the smart city team which is located in the CCMC doesn't have proper coordination with the other teams of CCMC.
6. We didn't have many of the documents to refer to. Since they don't have the capacity they could not operationalize the plans. The reason for the same is the officials are overburdened with their projects.

## 11.2 IMPORTANT GOVERNMENT ORDERS (G.O.s)





4	Sn. 63 – Interim Development Order (IDO) to regulate interim developments of an area from the date of notification of intention to prepare a Plan till the date of coming into operation of the Plan (sanctioning the Plan)	Validity of the IDO may be modified till the date of publication of the Plan	The provisions of IDO need not be made applicable in places where a sanctioned/ published Plan exist	Necessary amendments may be made in Sn.63 <ul style="list-style-type: none"> <li>to regulate developments till the date of publishing of a Master Plan</li> <li>to include the aspect 'assessment of risk and proposals for mitigation of hazards' as part of the IDO</li> </ul>
5	Sn. 38 – When a published Plan is not sanctioned within the time limit prescribed, the Government may require the Master Plan to be processed and sanctioned as per the Act.	Provisions may be incorporated enabling the Government to sanction the Master Plan and to implement the provisions of the sanctioned Plan	An inordinate delay is caused when no action is taken within the stipulated time limit by the LSG concerned for sanctioning the Published Master Plan	Necessary amendments may be made in the Act <ul style="list-style-type: none"> <li>to entrust the DPC by the Government to approve the published Plan if the LSG fails to get it sanctioned within the prescribed time limit. The DPC may approve the Plan within the next 6 months and forward to Government for sanction.</li> <li>to enable the Government to sanction a published Plan, in case the DPC also fails to approve the Plan.</li> </ul>

6	Sn. 35, 37 – Execution Plan – mandatory provision	Provisions for Execution Plan may be omitted	The legal procedures to sanction the Execution Plan are very long	Provisions for Execution Plan to be omitted <ul style="list-style-type: none"> <li>Provisions to include Priority Action Plan in the Master Plan by the LSG concerned to be incorporated in the Act.</li> </ul>
7	Sn. 67 – Obligation to acquire land – where any land is designated for compulsory acquisition in a Master Plan or DTP Scheme, the Act provides for serving purchase notice by the owner or person affected.	Sn. 67 may be omitted or modified	Master Plans / DTP Schemes are long term Plans. Releasing the land earmarked for compulsory acquisition in such a Plan through purchase notice is against the interest of planned development envisaged in the Plan. Also, this provision is misused for land reserved for road widening, etc. This will defeat the very purpose of preparing the Master Plan	Sn. 67 to be omitted
8	No provisions to levy Betterment charges	Enabling provision to levy Betterment charges and a procedure for collecting the same may be incorporated	To collect a percentage of the appreciation in land price resulting from the implementation of a Plan	New provisions to levy Betterment charges may be incorporated



## GOVERNMENT OF KERALA

### Abstract

Local Self Government Department - Town and Country Planning Department – Implementation of the Scheme of preparation Development Plans for Municipalities - Constitution of Joint Town Planning Committee for the Preparation Development Plan for Kottayam - Orders issued.

### LOCAL SELF GOVERNMENT (DC) DEPARTMENT

G.O.(MS) No. 12/2011/LSGD.

Dated, Thiruvananthapuram, 14/01/2011

Read: 1) G.O. (Rt) No. 3982/2008/LSGD dated 13.11.08  
 2) G.O. (Rt) No.2766/2009/LSGD dated 24.10.09  
 3) G.O. (Rt) No. 3353/2010/LSGD dated 28.10.10  
 4) Letter No. F/379/10 dated 13.12.10 of Chief Town Planner

### ORDER

As per Government Order read as 1st paper above administrative sanction was accorded for the implementation of the Scheme 'Preparation of Master Plans and Detailed Town Plans' and Development Plans for 32 towns are to be prepared in a time bound manner under this scheme. As per the guidelines for implementation of the Scheme issued as per Government Order read as 2nd paper above, the Planning Area for each Development Plan shall be determined by the development scenario and in case, parts of local governments outside the municipal limits are included in the delineated planning area, the boundaries of the planning area have to be fixed so as to include the entire area of such local governments. As per the guidelines, constitution of Joint Town Planning Committees as provided in section 37 of Town Planning Act 1108 may be resorted to in such cases. In this connection, Government have, as per Order read as 3rd paper above, issued guidelines for the purpose of constituting and functioning of Joint Town Planning Committees.

Now, as per letter read as 4<sup>th</sup> paper above, the Chief Town Planner has informed that the delineated planning area for preparation of Development Plan for Kottayam comprises of Kottayam Municipality and the peripheral Grama Panchayats of Vijayapuram and Panachikad and recommended constitution of Joint Town Planning Committee with Kottayam Municipality as mother town and the Grama Panchayats of Vijayapuram and Panachikad as constituent local governments.

Government have considered the matter in detail and hereby constitute Joint Town Planning Committee for the preparation of Development Plan for Kottayam with Planning Area comprising of areas of Kottayam Municipality and the peripheral Grama Panchayats of Vijayapuram and Panachikad, with Kottayam Municipality as mother town as provided in

section 37 of Town Planning Act 1108 and the Joint Town Planning Committee consists of the following members:

- |                                                                                                               |                    |
|---------------------------------------------------------------------------------------------------------------|--------------------|
| 1. Chair Person, Kottayam Municipality                                                                        | - Chairman         |
| 2. President, Vijayapuram Grama Panchayat                                                                     | - Member           |
| 3. President, Panachikad Grama Panchayat                                                                      | - Member           |
| 4. Chairperson of the Standing Committee in charge of Town Planning/Spatial Planning of Kottayam Municipality | - Member           |
| 5. Secretary, Kottayam Municipality                                                                           | - Member           |
| 6. Secretary, Vijayapuram Grama Panchayat                                                                     | - Member           |
| 7. Secretary, Panachikad Grama Panchayat                                                                      | - Member           |
| 8. Municipal Engineer, Kottayam Municipality                                                                  | - Member           |
| 9. Executive Engineer, PWD (Roads), Kottayam                                                                  | - Member           |
| 10. Executive Engineer, LSGD, Kottayam District Panchayat                                                     | - Member           |
| 11. District Town Planner, Kottayam                                                                           | - Member Secretary |

In addition, the Resource Person(s) nominated as member(s) of the Spatial Integration Committee by the Joint Town Planning Committee will also be member(s) of the Joint Town Planning Committee.

By order of the Governor

**M.Unnikrishnan,**  
Additional Secretary to Government

To

The Chief Town Planner, Thiruvananthapuram.  
 The Director of Urban Affairs, Thiruvananthapuram.  
 The Director of Panchayats, Thiruvananthapuram.  
 The Chair Person, Kottayam Municipality  
 The President, Vijayapuram Grama Panchayat  
 The President, Panachikad Grama Panchayat  
 The District Town Planner Kottayam  
 The Secretary, Kottayam Municipality  
 The Secretary, Vijayapuram Grama Panchayat  
 The Secretary, Panachikad Grama Panchayat  
 Stock File/Office Copy.

Forwarded/By order,

Section Officer



GOVERNMENT OF KERALA  
Abstract

Local Self Government Department- Smart City Mission- Preparation of Smart City proposal for Kochi City- Sharing Data for Smart City proposal- Organizations/ Departments identified for the consultative meeting- Sanction accorded- Orders issued.

LOCAL SELF GOVERNMENT (DC) DEPARTMENT

G.O (Rt) No.2848/2015/LSGD.

Dated, Thiruvananthapuram, 17.09.2015

Read :- Letter No. A1-181/2015/KSUDP dtd. 14.09.2015 from the Project Director, KSUDP, Thiruvananthapuram

**ORDER**

The Project Director, KSUDP (Nodal Officer, Smart City Mission) vide letter read above has reported that under Smart City Mission, Kochi has been selected from the State of Kerala for the inter-state Smart City challenge. For inter-state challenge, Kochi City has to prepare their Smart City Proposal (SCP) containing the vision, plan for mobilization resources and intended outcome in terms of infrastructure upgradation and smart applications. ICRA Management Consulting Services Ltd. has been selected by the State Government as the Consultancy firm for the preparation of the Smart City proposal for Kochi.

In order to facilitate the consultative process among the Service providers in the city and to facilitate the data collection for the preparation of Smart City proposal, it is required to organize an interdepartmental consultative meeting. Therefore the Nodal Officer, smart City Mission (Project Director, KSUDP) forwarded a list of organization/ Departments identified by KSUDP to facilitate the data collection for the preparation of Smart City proposal and requested to approve the list and accord sanction to organize an inter departmental consultative meeting.

Government have examined the matter in detail and are pleased to accord sanction to organize an inter departmental consultative meeting with the following organizations/ departments to facilitate the consultative process among the service provider in the city and data collection for the preparation of smart city proposal.

[.. 2]

- 2 -

1. Kochi Corporation
2. Ernakulam District Administration
3. Department of Urban Affairs
4. Revenue Department
5. Chief Engineer (LSGD)
6. Kerala Water Authority
7. Irrigation Department
8. Town and Country Planning
9. Greater Cochin Development Authority (GCDA)
10. Goshree Island Development Authority (GIDA)
11. Public Works Department (Works)
12. Public Works Department (Roads)
13. Kerala State Road & Transport Corporation
14. Kochi Metro Rail Ltd (KMRL)
15. Inland Water Transport Agency
16. Motor Vehicle Department
17. National Transportation Planning and Research Centre (NATPAC)
18. Roads & Bridges Development Corporation Kerala (RBDCK)
19. National High Authority of India (NHAI)
20. Indian Railways
21. Cochin Port Trust
22. Cochin Shipyard Limited
23. Southern Naval Command
24. International Container Trans-shipment Terminal, Kochi
25. Police Department including Traffic Police
26. Fire and Safety Department
27. Housing Department
28. Agriculture Department
29. Fisheries Department
30. Animal Husbandry Department
31. Social Justice Department
32. Kudumbashree District Mission- Ernakulam
33. Pollution Control Board
34. Suchitwa Mission

[... 3]

- 3 -

35. Clean Kerala Company
36. Environment and Climate Change Department
37. Education Department
38. Archeology Department
39. District Tourism Promotion Council (DTPC)
40. Information Technology Mission (ITM)
41. Information Kerala Mission (IKM)
42. Info Park Kochi
43. Kochi LNG Terminal
44. Department of Commerce and Industry
45. Bharat Petroleum Corporation Limited Kochi
46. Cochin International Airport Ltd. (CIAL)
47. Directorate of Factories Kerala

(By order of the Governor),  
**JAMES VARGHESE IAS**  
Principal Secretary to Government

To,  
The Mayor, Kochi Corporation  
The Project Director, KSUDP, Thiruvananthapuram  
The District Collector, Ernakulam  
The Secretary, Kochi Corporation  
The Information Officer, Web & New Media  
The Departments concerned  
Stock File/ Office Copy

Forwarded/ By order,

*Maya*  
Section Officer



## Tamil Nadu Planning Authorities Procedure and Transaction of Business Regulations, 1980

[G. O. Ms. No. 612, HOUSING AND URBAN DEVELOPMENT, DATED THE 7TH MAY 1980]

**SRO A-190/80.**—In exercise of the powers conferred by sub-section (2) of section 124 of the Tamil Nadu Town and Country Planning Act, 1971 (Tamil Nadu Act 35 of 1972), the Governor of Tamil Nadu hereby approves the following regulations :—

### REGULATIONS

**1. Short title.**—These regulations may be called the **Tamil Nadu Planning Authorities Procedure and Transaction of Business Regulations, 1980**.

**2. Definitions.**—In these Regulations, unless the context otherwise requires,—  
(i) "Act" means the Tamil Nadu Town and Country Planning Act, 1971 (Tamil Nadu Act 35 of 1972);

(ii) "Chairman" means the Chairman of the Planning Authority appointed by the Government under the Act;

(iii) "Executive Authority" means the Member-Secretary of the Planning Authority appointed by the Government under the Act;

(iv) "Government" means Government of Tamil Nadu;

(v) "Member-Secretary" means the Member-Secretary of the Planning Authority appointed by the Government under the Act;

(vi) "Planning Authority" means a Regional Planning Authority or a Local Planning Authority or a New Town Development Authority constituted under the Act (and does not include <sup>1</sup>[Chennai] Metropolitan Development Authority);

(vii) "Presiding Authority" means a member elected as Presiding Authority in the absence of the Chairman by a majority of members present at the meeting of the Planning Authority;

(viii) "Member" means a member of the Planning Authority appointed by the Government under the Act;

(ix) "Section" means section of the Tamil Nadu Town and Country Planning Act, 1971 (Tamil Nadu Act 35 of 1972).

<sup>1</sup> Substituted for the word "Madras" by City of Madras (Alteration of Name) Act, 1996 (Tamil Nadu Act 28 of 1996).

**3. Meeting of Planning Authority.**—(a) The Planning Authority shall ordinarily convene at least one meeting in a month on such day and such time duly intimated in the meeting notice for the transaction of business and at other times as often as a meeting may be convened by the Chairman:

Provided that no meeting shall be held on a public holiday.

**Explanation.**—The words "public holiday" include Sundays and any other day declared by the Government by notification in the Official Gazette to be a public holiday.

(b) Any meeting may be adjourned until the next or any subsequent date and an adjourned meeting may be further adjourned in the like manner.

(c) The agenda for the meeting shall be prepared by the Member-Secretary or the Executive Authority of the Local Planning Area concerned in consultation with the Chairman. The Member-Secretary or Executive Authority concerned of the Local Planning Authority may include in the agenda any subject, which in his opinion, should be considered by the Local Planning Authority and shall also include therein any subject specified by the Chairman. On any subject included in the agenda, the Chairman as well as the Member-Secretary shall have the right of recording their views in a note and such note shall be circulated to the Members of the Local Planning Authority or placed before the authority before or at the time of consideration of such subject by the Local Planning Authority.

**4. Notice of meetings and business.**—Five clear days notice of an ordinary meeting, or three clear days notice or such shorter period as is reasonable of a special meeting, specifying the time and place at which such meeting is to be held and the business to be transacted there at shall be given to the members and posted up at the office of the Planning Authority.

**5. Place of meetings and maintenance of order thereof.**—(a) Every meeting of the Planning Authority shall, except for reasons to be specified in the notice of convening the meeting, be held in the office of the Planning Authority.

(b) Every meeting of the Planning Authority shall be presided over by the Chairman and, in his absence, a member shall be elected as Presiding Authority by a majority of members present at the meeting. The Presiding Authority so elected shall, for the meeting, have all the powers of the Chairman and be subject to all the obligations of the Chairman.

(c) The Chairman or the Presiding Authority shall preserve order thereat and shall have all powers necessary for the purpose of preserving such order.

(d) The Chairman or the Presiding Authority may direct any member, whose conduct is in his opinion, grossly disorderly, to withdraw immediately from the meeting and the member, so directed to withdraw shall do so forthwith and shall absent himself during the remaining part of the meeting. Notwithstanding anything contained in this clause, in the case of grave disorder arising in a meeting, the Chairman or the Presiding Authority may, if he thinks necessary to do so, adjourn the meeting to any later date.

**6. Quorum.**—No business shall be transacted at any meeting unless one-third of the members then in the Planning Authority are present. If at any meeting, quorum is not present, the Chairman or the Presiding Authority shall, after waiting for 30 minutes, adjourn the meeting to such hour on the following day or some other future date, as he may reasonably fix and a notice of such adjournment shall be affixed on the notice board of the office of the Planning Authority and the business which should have been brought before the original meeting had there been a quorum thereof shall be brought before the adjourned meeting and may be disposed off at such meeting.

**7. Method of deciding questions.**—(a) All questions which may come before the Planning Authority at any meeting shall be decided by the majority of the members present and voting at the meeting and in case of equality of votes, the Chairman or the Presiding Authority shall have and exercise a second or casting vote.

(b) At any meeting, unless voting is demanded by at least two-thirds of the members present, a declaration by the Chairman or the Presiding Authority stating that a resolution is carried out or lost and an entry to that effect in the minutes of the proceedings shall for the number these rules, be conclusive evidence of the fact without proof of number or proportion of votes recorded in favour of, or against such resolution.

(c) If voting as aforesaid is demanded, the votes of all the members present who desire to vote shall be taken under the direction of the Chairman or the Presiding Authority over such meeting and the result of the voting shall be deemed to be the resolution of the Planning Authority at such meeting.

**8. Business to be transacted.**—Save as otherwise provided in the regulations mentioned above, no business shall be transacted and proposition shall be discussed at any meeting, unless it has been mentioned in the notice convening such meeting.

**9. Minutes of the proceedings.**—(a) The minutes of the proceedings at each meeting of the Planning Authority shall be drawn up and entered in a book to be kept for that purpose and shall be signed by the Chairman or the presiding authority of the meeting.

(b) The Member-Secretary of the Planning Authority shall have the custody of proceedings and records of the meeting of the Planning Authority.

(c) The Member-Secretary of the Planning Authority shall submit a copy of the minutes of each meeting to the Government through the Director of Town and Country Planning within fifteen days from the day of meeting.

**10. Members not to vote on matters in which they are interested.**—(a) No member of the Planning Authority shall vote or take part in the discussions on any question coming up for consideration at the meeting of the Planning Authority, if the question is one in which, apart from it general application to the public, he has any direct or indirect pecuniary or other interest for himself or his relatives.

(b) If the Chairman or the Presiding Authority is believed by any member to have such interest or interest in any matter under discussion and if a motion to that effect be carried, he shall not preside at the meeting during such discussion or vote or take part in it. Any other member may be chosen or elected to preside at the meeting during the continuance of such part of the meeting.

(c) The Chairman or the Presiding Authority may prohibit any member from voting or taking part in the discussions on any subject matter in the notice, in which the member is believed to have such interest or he may require the member to absent himself during the discussion and abstain from voting.

**11. Adjournment of meeting.**—An ordinary meeting may, with the consent of a majority of the members present, be adjourned, from time to time, to a later hour on the same day or to another day, but no business shall be transacted at any adjourned meeting other than left indisposed of at the meeting from which the adjournment takes place. A notice of such adjournment posted in the office of the Planning Authority shall be deemed sufficient notice of the adjourned meeting.

**12. Modification and cancellation of resolution.**—No resolution of the Planning Authority shall be modified or cancelled within three months after the passing thereof except at a meeting of the Planning Authority specially convened therefor and by a resolution of the Planning Authority by not less than one half of the total number of members appointed.

**13. Motions and amendments.**—(a) Every motion or any amendment thereof shall be received in writing and then duly moved.

(b) Any motion or amendment included in the agenda may be withdrawn by its proposer with the consent of the Planning Authority through a resolution.

**14. Conduct of ordinary meetings.**—(a) At any ordinary meeting, business shall be conducted in the following order :—

(i) The minutes of the previous ordinary meeting and special meeting held since shall be read and confirmed;

(ii) The business postponed at the previous meeting shall be considered;

(iii) Subjects included in the agenda shall then be considered.

(b) Any member may propose any resolution connected with, or incidental to, the subjects included in the agenda:

Provided that the Chairman or the presiding authority may propose any subject relating to a routine matter of urgency not included in the list of business, if no member objects to it.

(c) All points of order shall be decided by the Chairman or the Presiding Authority with or without discussion, as hereby deem fit and his decision shall be final.



## 11.3 NEWSPAPER CLIPPINGS

### LPA to elicit views from public on Master Plan



M Soundariya Preetha

COIMBATORE, SEPTEMBER 24, 2016 00:29 IST  
UPDATED: SEPTEMBER 24, 2016 00:29 IST

SHARE ARTICLE | f | t | e | s | p | 2 | PRINT | A | A | A



One of the demands in Coimbatore Master Plan is that the scheme roads notified in it should be removed from the Plan if the roads are not laid in five years. | Photo Credit: S. JAYA SHANMUGAN

#### It made some corrections in draft Plan and submitted it to government

The Coimbatore Local Planning Authority (LPA), which is revising the Master Plan for the region, is awaiting orders from the government to conduct a public meeting and elicit views of the public on the revised plan.

An official source told *The Hindu* that the LPA had made some corrections in the draft Plan and submitted it to the government. "We need to conduct a meeting to get the views of the public after when we get orders from the government," the official said.

The proposal is to finalise the revised Plan by March next year.

The existing Plan is more than 20 years old. Industrial, trade, and consumer organisations have been seeking revision of the Plan at the earliest, reflecting the long-term infrastructure needs of the region. The Plan covers Coimbatore city, and nearby places such as Mettupalayam.

COIMBATORE

### Coimbatore's wait for revised Master Plan continues



M. Pradeep

COIMBATORE, JULY 24, 2017 18:04 IST  
UPDATED: NOVEMBER 11, 2017 12:24 IST

SHARE ARTICLE | f | t | e | s | p | 2 | PRINT | A | A | A



The existing Master Plan is very old and the revision work started years ago. | Photo Credit: M. Pradeep

#### 'Draft of the revised plan consolidated and the public meeting likely next month'

The existing Master Plan for Coimbatore is more than 20 years old and works to revise it started over a decade ago. But the revised plan is yet to be finalised.

With proposals in different stages of planning under Smart Cities project, plans for Metro Rail and flyovers, the city is expected to get better infrastructure.

The Master Plan, even after revision, will reflect only those projects that have received administrative sanction when the plan is finalised and not those that are just announced, said an official source here. The revision process is on. When it is finalised, there will be a meeting to get feedback from the public.

The draft of the revised plan has been consolidated and the public meeting might be held next month, the official said.

COIMBATORE

### LPA to have a relook at Coimbatore Master Plan



SPECIAL CORRESPONDENT

COIMBATORE, DECEMBER 14, 2011 11:57 IST  
UPDATED: DECEMBER 14, 2011 11:57 IST

SHARE ARTICLE | f | t | e | s | p | 2 | PRINT | A | A | A

The Local Planning Authority will have a relook at the Coimbatore Master Plan, Secretary of Housing and Urban Development K. Phanindra Reddy told presspersons here on Thursday.

The revised Master Plan for the city had already looked at growth suggestions. However, there were some inconsistencies. In order to take the growth suggestions to a logical conclusion, the latest population data, growth trends, and land use patterns would be taken into consideration. The relook exercise would be completed in three months, he said.

(The Coimbatore Master Plan was approved in 1992. It was taken up for review recently and the State Government gave its review consent in January this year. After that, the plan was opened for the public to submit their objections and modifications for two months. The Authority had received nearly 3,000 applications for modifications or objections to the reviewed Master Plan).

Director of Town and Country Planning A. Karthik, Managing Director of Tamil Nadu Slum Clearance Board V. Chandrasekaran, and the secretary reviewed several project proposals here on Thursday at a meeting with Coimbatore District Collector M. Karunakaran, and Corporation Commissioner T.K. Ponnusamy. Several infrastructure projects proposed to decongest the city and improve infrastructure were also discussed at the meeting.

COIMBATORE

### Master Plan delay irks residents



SPECIAL CORRESPONDENT

COIMBATORE, FEBRUARY 10, 2016 08:14 IST  
UPDATED: FEBRUARY 10, 2016 16:15 IST

SHARE ARTICLE | f | t | e | s | p | 2 | PRINT | A | A | A

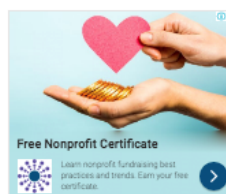
#### Government yet to elicit public opinion on draft

With several deadlines crossed on finalising the Coimbatore Master Plan, the residents are unsure whether the plan will be finalised, says K. Kathirmathiyon, secretary of Coimbatore Consumer Cause.

The Master Plan, which was last reworked in 1995, is yet to be revised.

An official of Coimbatore Local Planning Authority said a draft plan has been sent to the Government. However, further details were not available.

Mr. Kathirmathiyon said the officials have been saying for the last five or six years that the revised plan is under process or it has been drafted.



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They have been saying that students were involved in finalising the field-level land use classifications. "The existing plan is more than 25 years old. Now, there is no hope that it will come. And, no one knows why there is so much delay in revising it."

Whenever a resident wants land conversion, it is done through individual applications. Maybe the plan is not revised as it will then have clear land use classifications, he said. The Government is yet to take opinion from the public on the draft.

Instead of having such a delay for the Master Plan, "What Coimbatore needs is a development authority so that the public are not put to hardships," he said.

COIMBATORE

## Coimbatore Master Plan to be ready soon



SPECIAL CORRESPONDENT

COIMBATORE, AUGUST 26, 2014 13:21 IST  
UPDATED: APRIL 21, 2016 05:21 IST

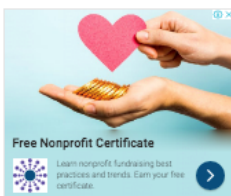
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A revised Master Plan for Coimbatore is likely to take shape soon as the Government is expected to take it up as a time-bound project.

An official of Coimbatore Local Planning Authority (LPA) told *The Hindu* on Wednesday that students of Bharathidasan University had completed a survey of the existing land use in the LPA area. This needs to be verified by the officials and the process has started. The LPA will prepare a draft of the proposed land use and submit it to the Government.

Though this could take about a year, the State Government is monitoring the progress of the Master Plan preparation work and is expected to fix a deadline to complete it, the official said.

A revised Master Plan for the city is one of the long-pending demands of the district. With rapid development, industries and residential development need changes in land use classification.



K. Kathirmathiyon, secretary of Coimbatore Consumer Cause, says the existing Master Plan for Coimbatore was prepared almost two decades ago and is obsolete now.

A revised Master Plan was expected seven years ago and it was almost ready. If preparation of the plan gets delayed after completing the initial survey, it will not serve any purpose. Developments after the survey will change the land use pattern and the purpose of the Master Plan will be defeated. Hence, preparation of the Master Plan should be given priority and completed on a time-bound manner.

## Master Plan revision to take more than six months



M. Soundariya Preetha

COIMBATORE, DECEMBER 09, 2014 08:25 IST  
UPDATED: DECEMBER 09, 2014 08:25 IST

SHARE ARTICLE | f | t | w | g | e | p | PRINT | A | A | A

Preparation of a revised Master Plan for Coimbatore, which indicates areas of residential, commercial and industrial development, areas under agriculture, and proposed infrastructure, is expected to take more than six months.

At a recent meeting organised here by the Confederation of Indian Industry with State Ministers, industry representatives sought a simplified procedure to get land use conversion.

If a new industrial project should be developed in the district, entrepreneurs need to go in for conversion of land use classification. The Master Plan was prepared in 1994 and a large portion of the land remains classified as agricultural. It takes time to get it converted to industrial.

The Minister responded to their request and said works are on for a revised Master Plan for the district.

An official of Coimbatore Local Planning Authority (LPA) told *The Hindu* on Monday that the existing plan was prepared in 1994. The State Government initiated measures to revise the plan and in 2011 it sought objections and suggestions for the revised plan.

There were as many as 3,000 responses. Hence, it was decided to revise the entire plan again.

For the last one year, students of Bharathidasan University are conducting a survey of the land use classification in the district using technology and online tools. It is expected to be completed by the end of this month.

Official of the LPA would then develop the proposed map and it is likely to take three to six months. The public would then be asked to give their objections and suggestions to the proposed plan and based on the response, it would be finalised, the official said.

## Master Plan for city will be released soon: Collector



STAFF REPORTER

COIMBATORE, SEPTEMBER 16, 2014 9:52 IST  
UPDATED: SEPTEMBER 16, 2014 9:52 IST

SHARE ARTICLE | f | t | w | g | e | p | PRINT | A | A | A



K. Rajamani (fourth left), Collector, Suman Kumar Jatawath (third left), Corporation Commissioner and P. Anbarasan (second left), founder of Nallaram Trust, at one of the stalls in Fairpro 2019 in the city on Friday.

Asks builders to take efforts to effectively dispose of construction debris

6

Remaining articles this month

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The Master Plan for the city will be released soon, said Collector K. Rajamani at the inauguration of the property fair organised by Confederation of Real Estate Developers' Associations of India (CREDAI) here on Friday.

The three-day fair, titled 'Fairpro 2019', was inaugurated in the presence of Corporation Commissioner Suman Kumar Jatawath, founder of Nallaram Trust P. Anbarasan, and Mr. Rajamani along with CREDAI officials.

In his address, Mr. Rajamani said that the Master Plan would "receive its final shape in a short while" and would be made public.

"Coimbatore is next only to Chennai in the construction sector," Mr. Rajamani said, appreciating the works done by CREDAI. Noting that the housing projects must not harm the environment, he said that the projects must add to the "beauty, sheen and originality" of the city. The builders must also take efforts in effectively disposing of the construction debris and must invest in rainwater harvesting, the Collector said.

## LPA officials prepare draft Master Plan



M. Soundariya Preetha

COIMBATORE, SEPTEMBER 08, 2015 00:00 IST  
UPDATED: SEPTEMBER 08, 2015 05:45 IST

SHARE ARTICLE | f | t | w | g | e | p | PRINT | A | A | A

As part of the process to revise the Master Plan for Coimbatore, the Coimbatore Local Planning Authority has completed field-level verification in 70 villages, said an official of the LPA.

The LPA covers 250 villages and the areas under Coimbatore Corporation.

Member Secretary of the LPA, C. Mathivanan, told *The Hindu* that students of Bharathidasan University had studied and conducted a survey of the existing plan.

The LPA officials are now verifying these inputs at the field-level and making changes in the existing plan based on the development in each area. The LPA hopes to complete the survey in the remaining villages by the end of this month. It has already written to various departments (highways, TWAD, and PWD) to share details of the projects proposed in the LPA area.

Even the Central Government approves projects based on the Master Plan. So, the plan should have details of the proposals that the departments might implement in the LPA area. There might be a meeting of different departments to collect the required details. These details will be included in the draft plan, he said.

Regarding applications from educational institutions for building plan approval, he said the LPA had issued notices to several institutions and some had given applications for approval.

## Coimbatore LPA proposes expansion of area under it



M. Soundariya Preetha

COIMBATORE, JUNE 07, 2012 13:30 IST  
UPDATED: JUNE 07, 2012 13:30 IST

SHARE ARTICLE

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The Coimbatore Local Planning Authority (LPA) is likely to cover more areas of the district soon.

An official source said it was proposed that the Coimbatore LPA will cover areas such as Avinashi and Mettupalayam too.

It would not include South Pollachi and Valparai.

However, three villages that are now in Tirupur district will be excluded from the Coimbatore LPA area.

After Government approves the proposal and after finalising the expanded LPA area, it is proposed to take up revision of the Coimbatore Master Plan.

Parts of the Master Plan revision work are proposed to be outsourced and these will be decided only after finalising the LPA expansion.

The existing Master Plan is more than 10 years old. Though revision works were taken up about a year ago and had looked at growth suggestions, there were some inconsistencies.

(The Coimbatore Master Plan was approved in 1992. It was taken up for review and the State Government gave its review consent in January 2011.

After that, the plan was put in public domain to elicit the public's objections and suggested modifications for two months.

The Authority had received nearly 3,000 applications for modifications/objections to the reviewed Master Plan).

## ICCI calls for Coimbatore development authority

Our Bureau | Coimbatore | Updated on November 25, 2017



### RELATED

Coimbatore industry bodies hail CM's move to set up investment zones

### Outgoing president calls city a major economic centre

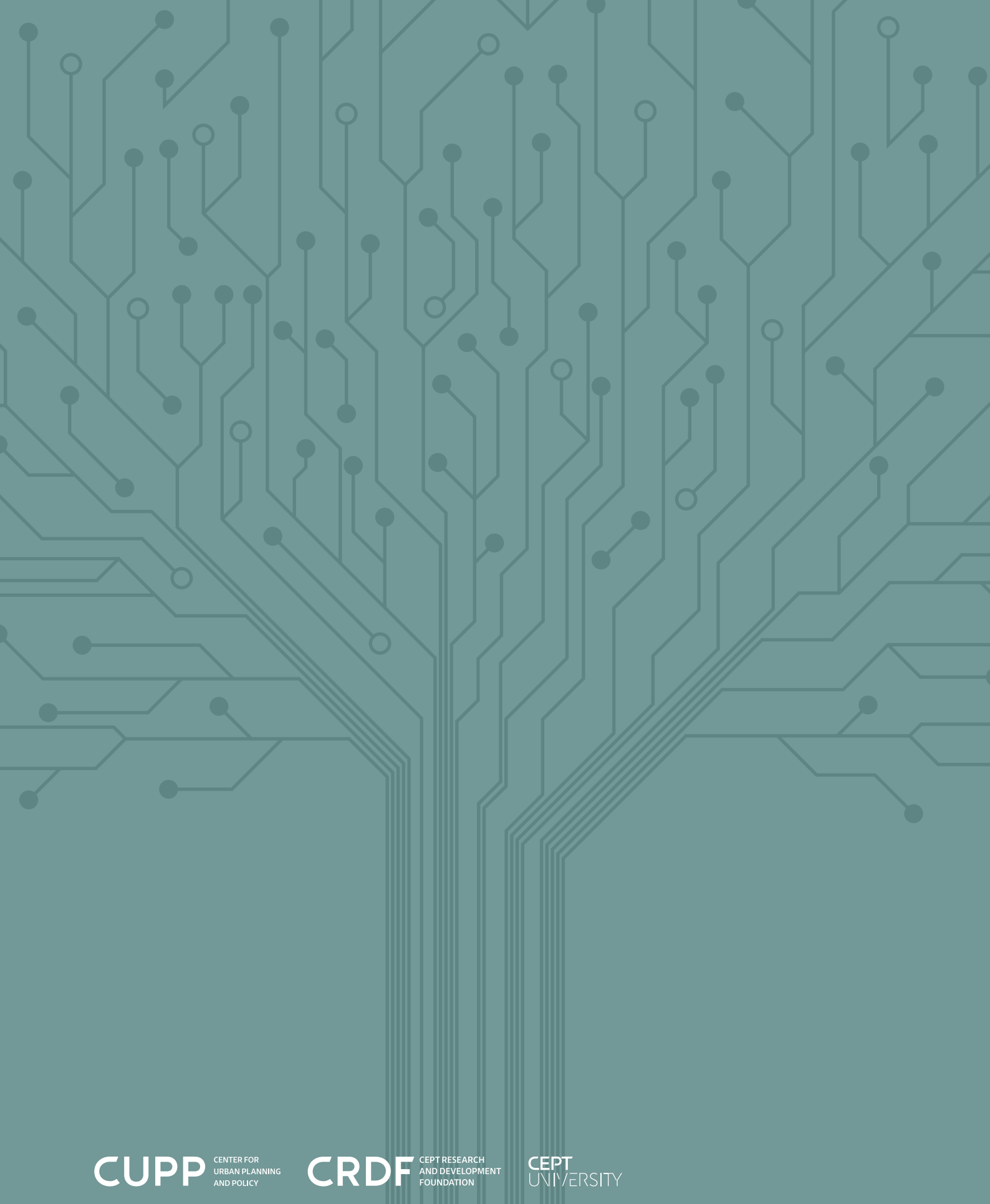
The Indian Chamber of Commerce and Industry, Coimbatore (ICCI), has resolved to impress upon the Government the need for a Greater Coimbatore Development Authority, similar to the Chennai Metropolitan Development Authority.

Speaking at the 80th Annual General Meeting of the ICCI, outgoing President, R R Balasundharam said the city, apart from being the second largest in Tamil Nadu, had also emerged as a nationally important economic centre.

The Chamber also seeks to request the Government to revise the Master Plan for Coimbatore (passed two decades back), keeping in mind the present and future needs. "Master Plan Maps with present land use may be prepared both for Coimbatore and Local Planning Area," he said.

## Notes





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