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# STRATEGIC ISSUES CONCERNING PREPARATION OF MASTER PLAN FOR CORE AREAS

## PREAMBLE

### 1.0 Introduction

The 74th Constitutional Amendment Act stresses on a spatial base for socio-economic investments through a public participation process. Thereby the interface between state governments and their development authorities on the one hand and urban local bodies (municipal corporations, municipalities, nagar panchayats) on the other are to be strengthened. This assumes great importance in core areas which are largely understood to be urban areas that existed prior to the master plan process. These areas are particularly ripe for redevelopment as they incorporate historical footprints, mixed uses, informal trades and heterogeneous traffic, requiring in the process a mix of conservation and guided redevelopment. Each city has its own spatial scenario and by and large, their core areas are overlooked by development authorities in comparison to new areas of growth which are relatively easier to access and plan for. Today in an integrated metropolitan scenario comprising broadly of the core city, the planned extended city and the expanding periphery, great importance is being given to the integrated growth and redevelopment of the core areas.

To discuss issues pertaining to the redevelopment/development of metropolitan core areas and where the municipal corporations are important partners, HUDA in association with AMDA, hosted a seminar on the theme “**Strategic Issues Concerning Preparation of Master Plan for Core Areas**”. In 2001, there were 35 metropolitan agglomerations in India. Several other large cities are emerging as metropolitan entities and for which the central and state governments have laid stress on them being engines or catalysts of socio-economic growth. For this, substantial and increasing resources are being earmarked, notably with the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and where for the first time, stress has been laid on ‘urban renewal’ through plan funds. Therefore, it was felt that through focused interactive discussions, recommendations would emerge of significance to the integrated growth of the metropolitan and large cities of India and especially on the role to be played by development authorities, urban local bodies and state parastatals on this theme.

### 1.2 Programme

To discuss these and related issues through experiences and ideas HUDA organized a two-day Seminar with technical support of AMDA on the theme “**Strategic Issues Concerning Preparation of Master Plan for Core Areas**” in The Central Court Hotel, Lakdi-ka-pul at Hyderabad from 21-22 April, 2006 as per the following programme :



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## Friday 21st April, 2006

### 10.30 hrs **Session I - Inaugural Session**

- Welcome Address by Shri Jayesh Ranjan, IAS, Vice-Chairman, HUDA
- Keynote Address - by Shri P.V. Mahashabdey, Director (MPD-2021), DDA and by Prof. E.F.N. Ribeiro, Director, AMDA
- Inaugural Address by Dr. H.S. Anand, IAS, Chairman, AMDA and Member-Secretary, NCRPB
- Vote of Thanks by Shri. S.P. Shorey, Special Officer (Revised Master Plan), HUDA

11.30 hrs Tea Break

### 12.00 hrs **Session II - Paper Presentation**

1. "Some basic issues concerning preparation of Master Plans for core zones of cities" by Prof. E.F.N. Ribeiro, Director, AMDA
2. "An Approach to Population Holding Capacity (PHC) of Hyderabad Metropolitan Core Area – Existing and Future" by Dr. Uttam K. Banerjee, Professor & Head, Department of Architecture and Regional Planning, IIT Kharagpur.

13.30 hrs Lunch Break

### 14.30 hrs **Session II - Continued**

1. "Planning for Hyderabad: An overview" by Shri. S.P. Shorey, Special Officer (Revised Master Plan), HUDA
2. "Strategy For Planning of Core Areas: Delhi" by Shri P.V. Mahashabdey, Director (Planning) MPD-2021, DDA

16.00 hrs Tea Break

1. "Strategic Approach for Planning, Conservation and Redevelopment of Core Area of Delhi" by Shri A.K. Jain, Commissioner (Planning), DDA (Paper presented by Shri P.V. Mahashabdey)
2. "Development Plan for Chennai Metropolitan Area" by Shri M. Sivashanmigam, Deputy Planner, CMDA

20.00 hrs Dinner at Party Zone, NTR Garden, Hyderabad

## Saturday 22nd April, 2006

### 10.00 hrs **Session III Recommendations and follow up action**



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## SECTION - A

### Session – I: Inaugural Session

1. This session was chaired by Shri Jayesh Ranjan, IAS, Vice-Chairman, Hyderabad Urban Development Authority (HUDA). The programme for the session was as follows:
  - **Welcome Address** by Shri Jayesh Ranjan, IAS Vice-Chairman, Hyderabad Urban Development Authority (HUDA)
  - **Keynote Address** by Shri P.V. Mahashabdey, Director (MPD-2021), DDA and Prof. E.F.N. Ribeiro, Director, AMDA
  - **Inaugural Address** by Dr. H.S. Anand, Chairman, AMDA and Member-Secretary, NCRPB
  - **Vote of Thanks** by Shri. S.P. Shorey, Special Officer (Revised Master Plan), HUDA

### 2. Welcome Address

In his welcome address, Shri Jayesh Ranjan, IAS welcomed the Chairman of AMDA, Dr. H.S. Anand and Director AMDA, Prof. E.F.N. Ribeiro and other delegates from different development authorities, urban local bodies and other agencies from different parts of the country. He stated that the issues of urban core areas mainly concern decongestion of core areas, emergence of slums and deteriorating environment. He hoped some positive steps will come out from the recently launched central government's mission on urban development - 'Jawaharlal Nehru National Urban Renewal Mission (JNNURM)'. He further stressed the need for revising the master plan of city core areas of Hyderabad. He informed that the master plan for core area i.e., Municipal Corporation of Hyderabad (MCH) was under process. It would be a challenge to decongest the core city area and making slums livable besides resettlement of slums from uninhabitable areas and traffic re-engineering. He was very hopeful that the recommendations of this two-day seminar organized by HUDA, with technical support from AMDA, will bring some new ideas which will help to plan for healthy and sustainable core areas of Hyderabad under its Master Plan.

### 3. Keynote Address

The keynote addresses were delivered by Shri P.V. Mahashabdey, Director, Master Plan for Delhi-2021 (MPD-2021), DDA and Prof. Ribeiro, Director, AMDA. Shri Mahashabdey emphasized that in the master plan, stress had to be given on the development of core areas. He explained the experiences of last four decades of planning in the context of Delhi, raised several issues and difficulties of the Master Plan, policies, and implementation etc. He stated that due to non-effective implementation of plan policies, the core areas get gradually congested, adding to deterioration of living and built environment. Therefore, it was essential to prescribe appropriate standards and development control norms for core areas and integration with the rest of the city. There is also a need to identify the heritage buildings/ areas and suggest suitable measures to preserve the past glory of historical heritage. The Master Plan for Delhi-1962 recommended a three-pronged strategy of urban renewal for the Walled City through redevelopment, rehabilitation and conservation. Subsequently the Master



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Plan for Delhi-2001 proposed Special Area Plan for the area comprising of Walled City, Karol Bagh and other specific use zone.

The second keynote address was by Prof. E.F.N. Ribeiro, Director AMDA. He commenced by highlighting the role of AMDA and its activities. He stressed on the importance of defining the core area of cities in the context of the Master Plan. He also stressed on different issues of core area of a city particularly with reference to Hyderabad. He stated that the master plan was often blamed for being long-drawn plan and therefore ineffective. However, the 74th amendment stipulates that spatial plans were essential for integrative investments. The interface between state governments and their development authorities on the one hand and urban local bodies on the other were to be strengthened. He assumed that the core areas are particularly ripe for redevelopment as they incorporate historical footprints, mixed uses, informal activities and heterogeneous traffic, requiring a process — a mix of conservation and guided redevelopment. Each city has its own spatial scenario and by and large, these core areas are overlooked by development authorities in comparison to new areas of growth, which are relatively easier to access and plan for. Today, in an integrated metropolitan scenario comprising broadly of the core city, the planned extended city and the expanding periphery, great importance is being given to the integrated growth and redevelopment of the core areas. In particular the JN NURM gives great importance to urban renewal and which require reforms in governance through ULBs and through which people's participation is facilitated.

#### 4. Inaugural Address

In his inaugural address Dr. Anand, Chairman, AMDA, highlighted the importance of core areas in mega cities in terms of their historical significance. He pointed out that these core areas are a repository of the historical tradition of each such mega city. He pointed out that *urban renewal is a vital instrument for improving the quality of the life in these areas*. Old monuments and buildings in such areas need to be carefully restored. Further, efforts should be made to maintain the style of nature of architecture on selected roads/streets. Moreover, innovative transport planning must be undertaken in such areas with a view to reducing congestion on roads/streets. Heavily congested areas should be restricted to one way traffic. Areas of great historical importance could also be pedestrianised. Since population densities are already high in such areas, minimal increase in FAR should be sanctioned and that to only as an incentive for urban renewal. Dr. Anand also pointed out that there is a dire need in core city areas for multi-level parking so that people can conveniently walk to old commercial areas.

Dr. Anand also stressed *the need for demystifying planning in terms of four basic pillars*:

- i) *Bottom-up planning from the locality and ward level to the city level to be done in the context of district and sub-regional planning.*
- ii) *Ensuring people's participation at all levels both in terms of taking decisions with regard to policies and projects as well as their implementation and evaluation.*
- iii) *Developing an effective system for expeditious redressal of people's grievances and ensuring development of quality infrastructure along with efficient service delivery in the context of urban good governance.*



iv) *Ensuring that urban planning and development is done in sustainable manner with special emphasis on internal resource generation and environmental management in the context of developing healthy cities. He also highlighted the importance of in-situ slum improvement/redevelopment and effective poverty alleviation so that poor residents of any given city can be integrated into its mainstream.*

In the end, Dr. Anand underscored the importance of *urban planning within a regional context* as well as *effective project implementation for development of high quality physical and social infrastructure* as the twin instruments for improving the quality of life in urban India.

## 5. Vote of Thanks

Shri S.P. Shorey, Special Officer (Planning), HUDA, in his vote of thanks said that HUDA was grateful to Dr. H.S. Anand, IAS, Chairman, AMDA and Member-Secretary, NCRPB for inaugurating the Seminar. He also thanked Shri Jayesh Ranjan, Vice-Chairman, HUDA, Prof. E.F.N. Ribeiro, Director AMDA and other members of AMDA and delegates from other municipal corporations and organizations for their participation and support in making this seminar possible. He thanked Prof. Ribeiro, Director AMDA for his technical support in the Seminar. He stated that the urban poor, unauthorized constructions, environmental concerns were main issues and so also neglect of core areas in the wake of new areas of growth. The master plan for core areas should address these issues.

## SECTION - B

### Session – II: Paper Presentations

This session was chaired by Dr. H.S. Anand, IAS, Chairman, AMDA. The Chairman of the session invited Prof. E.F.N. Ribeiro, Director AMDA and Dr. Uttam Banerjee, Professor and Head, Department of Architecture and Regional Planning, IIT Khargapur to present their papers. The following two papers were presented in this session (the papers are at Annex II).

- **Some basic issues concerning preparation of Master Plans for core zones of cities**  
-Prof. E.F.N. Ribeiro, Director, AMDA
- **An Approach to Population Holding Capacity (PHC) of Hyderabad Metropolitan Core Area – Existing and Future**  
- Dr. Uttam K. Banerjee, Professor and Head, Department of Architecture and Regional Planning, IIT Kharagpur

After these two presentations, a discussion was followed and the key recommendation that emerged are as follows:



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## Key recommendations:

- Master plan encompasses the vision of the metropolitan area as envisaged by those in authority of the political and administrative system. It entails equity in governance, finance, planning, poverty to address issues of sustainable development with due participation of stakeholders in service delivery process as well as improving the quality of life of citizens in the core area.
- Building the capacity of municipal organization requires clarification on how we have looked at the notion of “capacity” of an organization. The capacity can be created or enhanced by strengthening factors such as: positive work culture, team spirit, group loyalty, and team work, confidence, trust and communication between higher and lower levels of the organization, decision-making, clear sources of information, undistorted horizontal and vertical communication, rewards to people for performance etc.; In other words, if an organization has positive work climate, good team work, undistorted communication across levels and functions, and effective decision-making structures and processes, it would have greater capacity for meeting and acceding stakeholder expectations.
- Potential areas at the fringe need to be identified to facilitate decongestion. And each natural sub-region needs to produce its own vision by several mapping techniques and taking into account the carrying capacity.
- Infrastructure is the key driver and also the key ingredient of economic development of the quality of life. Hence, core city Master Plan is a critical component of making a city liveable. However, non-integration of institutions, inter-institutional conflicts, multiplicity of institutions, inter-municipal coordination issues, jurisdictional issues and poor accountability are the major bottlenecks in the conflict resolution between state appointed development authorities and the municipal corporations/municipalities in the inner city. The underpinning roadblocks in service delivery outcomes in the current institutional structure outlines the need for achieving institutional and delivery transformation:
- Economic development challenges and poverty
  - Relatively low per capita income and a higher proportion of low income category households.
- Service delivery areas facing significant challenges in Hyderabad include:
  - Water and sanitation
  - Transportation
  - Planned development
  - Solid waste management
- Restructuring agenda need to address issues across multiple services including
  - Coordination across service providers
  - Building human resource capabilities and systems

The population taken into consideration in the traditional planning should focus on the floating population in addition to the resident population projected by the Census of India.

- For arriving at the population holding capacity (PHC), a methodology based on the applicability and limits of technological, environmental, social sustainability and existing dynamics of population is to be evolved. Subsequently, by the application of models of population projection,

a spatial distribution map of sizes and classes of various administrative boundaries (wards, zones, city level) a growth pattern is mapped for zones of high, moderate and low growth models based on demography, resource, technology and environment need to be applied to analyse the spatial planning having perpendicular influence on sustainable population growth.

## **Session - II (Continued)**

In the post lunch session, the Chairman of the session Dr. Anand, asked Shri. S. P. Shorey, Special Officer (Planning), HUDA, Shri P.V. Mahashabdey, Director (MPD-2021), DDA and Shri M. Sivashanmigam, Deputy Planner, CMDA to present their papers. The following three papers were presented in this session followed by discussion (papers are at Annex II)

- 1. Planning for Hyderabad: An overview**  
- Shri. S.P. Shorey, Special Officer (Revised Master Plan), HUDA
- 2. Strategy For Planning of Core Areas: Delhi**  
- Shri P.V. Mahashabdey, Director, (MPD-2021), Delhi Development Authority
- 3. Development Plan for Chennai Metropolitan Area**  
- Shri M. Sivashanmigam, Deputy Planner, CMDA

The following key recommendations emerged after the presentations and discussions.

### **Key recommendations:**

#### **(i) Implementing Master Plan**

Master plan is a vital instrument for achieving the objectives of large-scale land acquisition, development and disposal policy, urban renewal, redevelopment and conservation of old heritage. This should necessarily incorporate tools for:

- Conversion of the policies and strategies into time bound development
- Action plans
- Periodic reviews and close monitoring
- People's will and willingness to adhere to discipline in the use of land, roads, public space, infrastructure by way of:
  - Decentralisation of city centre.
  - Introduction of multi-modal mass transport system.
  - Introducing specific norms for the informal sector.
  - Increasing the holding capacity through the process of low rise high density development.

Addressing the institutional issues ought to be the top priority in implementing the master plan in order to optimise the contribution of metropolitan areas to national economic growth and development.

#### **(ii) Balanced growth/orderly development**

Like most other Indian cities, the growth of Hyderabad and adjoining areas has been organic and un-directed. Within the limits of Municipal Corporation of Hyderabad (MCH) as well,



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growth is random and often unplanned, and the provisions made in the master plan have often been overlooked. The metropolitan authority needs to overcome this by ensuring the overall development of the entire metropolitan region through planning, coordinating and regulating its implementation.

**(iii) Effective Governance**

Effective governance will involve partnerships between central, state and local governments. The main task is to achieve it by identifying major bottlenecks at the local level governance. To achieve transparency in governance, it is essential to encourage citizen's participation in plan-making process, public hearing, and implementing citizens' charter through legislative and regulatory framework, public education, resource mobilisation, and good leadership. In the process, it is essential to have transparency and distinctiveness in the roles and responsibilities.

**(iv) Accountability Mechanisms**

Accountability, by definition, implies voice - the accountable agency is answering a question articulated through a voice. Dissatisfaction with public service institutions relates largely to issues of accountability. The accountability dilemma amongst the institutions is a strong link between anti-corruption initiatives and accountability. Effective implementation of the Right to Information Act would enhance transparency and accountability in the service provision by development authorities.

**(v) Metropolitan Dimension**

The process of urbanization across Hyderabad has resulted in core city's and its hinterlands (areas of social and economic influence), and they become the primary urban form. Most such areas are now coming under metropolitan area, meaning that they function as one interdependent urban region or area. The examples of the dimensions which have not been given adequate attention in the current fragmented development and which require adequate attention in the metropolitan area are:

- **Environment** - An impact assessment study for the respective project/development is essential prior to any sanction given to the development. For example, if a shopping mall is permitted within a residential area and the roads do not have adequate carrying capacity then this development will ultimately have a severe impact on ambient air quality due to heavy vehicular emissions.
- **Transportation** - Transportation solutions are required to be planned keeping in mind the nature of growth faced by the city – as most of the commercial activities will be concentrated in the city centre, resulting in concentrated radial traffic flows; hence, the need for augmenting transportation capacity along key radial routes and de-congestion measures for city centre.





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## SECTION - C

### Session – III: Recommendations

Prof. E.F.N. Ribeiro, Director AMDA, chaired the session. The following key recommendations emerged from the Seminar:

- There is a need to de-mystifying 'planning' with mapping from the sub-regional level down to the local level through public participation process. This implies that the five inter-related plans i.e. the sub-regional plan, the metropolitan plan, the zonal plan, the ward plan and the locality plans are readily available to the people for their inputs through well organized interactive sessions.
- Planning must be in the context of the rural-urban continuum i.e., the urban agglomerate and the rural hinterland with a clear cut objective of promoting symbiotic growth.
- The various sub regional plans should be effectively integrated into a State Vision Plan which appreciates demographic trends, population holding capacity of inner cities, constraints of good quality agricultural lands, food requirements of growing population and developing an economically vibrant and competitive economy.
- Land, as we all know, is organized on a territorial basis in terms of urban local bodies, panchayats, districts, sub-regions in a natural context and the state. Planning must take cognisance of these boundaries thereby integrating the planning process with political realities, natural region parameters and peoples' aspirations.
- The ward and the locality are the most important grass root level units for urban planning with special emphasis on core areas.
- The inner city, within the framework of its natural extension over time, constitutes an ideal fit for a municipal council / corporation. The inner city in a historical context constitutes the repository of the area's cultural heritage. If this 'soul of the city's cultural heritage' is over-congested, it does incalculable damage to the historical link of the city with its future. Therefore, a consensus emerged that inner-cities must go through a planned process of urban renewal based on 'Density Distribution Gradient (DDG)'. DDG refers to the proposed variable densities across the core area based on the available resources, development potentialities and environmental constraints within the core area.
- Just as the extended inner city is the ideal framework for a municipal council / corporation, the development area immediately abutting this territory constitute the appropriate framework for an urban development authority. There is a consensus on the dire need to develop a mutually supportive framework between the two. This consensus should be based on the development authority preparing the Master Plan and its disaggregated Zonal Plans along with effectively stipulating the development control parameters whereas the urban local body (ULB) should prepare the ward plans and locality plans and stipulate the building bye-laws.
- Beyond the area of the development authority lies the rural hinterland. It would be useful to draw a five-kilometre ring around the outer periphery of the development authority's territory and call it a controlled area so that haphazard urbanization does not take place.
- With a view to integrating the urban agglomerates with the rural hinterland, it is essential that we create a sub-regional authority which ensures that the political process within ULB



is integrated with the political process within the zila panchayat institutions. The area of the sub-regional authority must be co-terminus with a natural sub-region in terms of rivers and allied water sources, topography as well as flora and fauna. It would be desirable that the sub-region is co-terminus with a division under the administrative framework.

- The proposed sub-regional level authority should have three clear-cut functions: regional planning and conformity of Master plans, Zonal plans, Ward Plans and Locality Plans to the Regional plan; coordinating enforcement of planning provisions amongst multiple authorities, viz., ULBs, zila panchayat institutions and development authorities; and provision of financial resources for implementing the aforementioned plans.
- It is desirable to have a regulator at the state level for resolving conflicts between multiple urban authorities, rural and urban authorities and infrastructure development bodies.
- The FAR acts as lever for construction. Keeping this in view, it is recommended that the FAR in inner-city areas should be kept lower than outer-city areas. However, with a view to encouraging urban renewal in inner-city areas, the consumed FAR should be permitted for buildings more than 30 years old when redevelopment schemes are solicited from the public or designed by the ULB with due considerations for provision of community facilities, fire requirements and allied services. There was a complete consensus that the heritage buildings should be conserved. Each ULB should constitute a citizens' committee consisting of planners, conservationists, historians and sociologists along with due representation from the municipal council/corporation for designating heritage buildings.
- Any urban renewal scheme must specify the minimum project area which is essential for it to be made operational. After considerable deliberations, it is felt that no urban renewal scheme should be sanctioned for an area less than approximately 4 hectares (10 acres) either by the urban local private initiative or public-private partnership.
- There was consensus that the development control system must work within the ambit of certain basic planning principles. No additional FAR should be sanctioned on the basis of future projections of a given infrastructure until these are actually developed on the ground. FAR permissions must also take in to account existing densities, infrastructure- carrying capacity and clear cut limits to additional densification. Further, as a thumb-rule, no additional density should be sanctioned in various jurisdictional areas with special emphasis on core areas without a detailed planning analysis and public consultation.
- In low income settlements, mixed land use may be permitted to enable poor people a place to live, work and sell, with the proviso that no dangerous, hazardous or polluting activity would be permitted.
- In core areas, concerted efforts should be made to retrieve lands by public purchase or pooling for strengthening social infrastructure and civic amenities such as parks, play grounds, public toilets, community halls etc.
- In core areas, there should be clear cut norms for minimum right-of-way for roads, pedestrian walkways and space for utility services. Further, the right-of-way in inner areas should have a clear priority system beginning with walkways, non-motorised transport, public transport, light transport vehicles like auto-rickshaws/scooters/motorcycles, motor cars etc..
- The historic footprints of our civilisation incorporated in the great national tradition and the local tradition in terms of historic monuments and art forms must be conserved and preserved.
- In a nutshell, the problems and aspirations of all residents as well as all stakeholders of civil society should be carefully considered through an interactive process, and the types of plans mentioned above, must be implemented within a stipulated time frame.



*Annex-I*

## **LIST OF PARTICIPANTS**

1. Dr. H.S. Anand, IAS,  
Member Secretary, NCRPB  
and Chairman, AMDA,  
New Delhi
2. Sri Jayesh Ranjan, IAS,  
Vice Chairman,  
Hyderabad Urban Development  
Authority (HUDA), Hyderabad
3. Dr. P.K. Mohanty, IAS,  
Director General,  
Centre for Good Governance,  
Hyderabad
4. Prof. E.F.N. Ribeiro,  
Director, AMDA,  
New Delhi
5. Sri Sanjay Jaju, IAS,  
Commissioner,  
Municipal Corporation of Hyderabad,  
Hyderabad
6. Dr. K.S. Jawahar Reddy, IAS,  
Managing Director,  
Hyderabad Metro Water Supply and  
Sewerage Board (HMWS&SB),  
Hyderabad
7. Sri Peeyush Kumar, IAS,  
Project Director,  
Outer Ring Road (ORR)  
Hyderabad
8. Sri S. Balakrishna,  
Joint Director,  
Municipal Administration and Urban  
Development (MA&UD), Government of  
Andhra Pradesh,  
Hyderabad
9. Sri S. Vishwanath Rao,  
Officer on Special Duty (OSD),  
Municipal Administration and Urban  
Development (MA&UD),  
Government of Andhra Pradesh,  
Hyderabad
10. Sri K.S. Reddy, IFS,  
Executive Director,  
Urban Forestry, HUDA,  
Hyderabad
11. Sri Alok Srivastava, IPS,  
Director General of Fire Services,  
Government Andhra Pradesh,  
Hyderabad
12. Sri Satish Chandra,  
Director,  
Town and Country Planning,  
Government of Andhra Pradesh,  
Hyderabad
13. Shri S.P. Shorey,  
Special Officer (Revised Master Plan),  
HUDA  
Hyderabad
14. Sri A.K. Khan, APS,  
Add. Commissioner of Police (Traffic)  
Municipal Corporation of Hyderabad,  
Hyderabad
15. Sri Purshottam Reddy,  
Chief City Planner,  
Municipal Corporation of Hyderabad,  
Hyderabad
16. Sri N.V. Reddy, Addl. Commissioner  
(Traffic & Transportation),  
Municipal Corporation of Hyderabad,  
Hyderabad



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17. Sri P.V. Mahashabde,  
Director, Master Plan for Delhi - 2021,  
Delhi Development Authority (DDA),  
New Delhi
  18. Sri Shiva Subramanyam,  
Senior Planner,  
Chennai Metropolitan Development  
Authority (CMDA),  
Chennai
  19. Sri B. Gopala Krishna Pillai,  
Senior Town Planner,  
Greater Cochin Development Authority  
(GCDA),  
Kochi
  20. Dr. V. Srinivasa Chary,  
Professor,  
Academic Staff College of India (ASCI),  
Hyderabad
  21. Dr. Uttam K. Bannerjee,  
Professor & Head of Architecture and  
Regional Planning,  
IIT, Karaghpur
  22. Ms. P. Anuradha,  
Knowledge Manager,  
Centre for Good Governance,  
Hyderabad
  23. Sri Shiva Shanmugam,  
Deputy Planner,  
Chennai Metropolitan Development  
Authority (CMDA),  
Chennai
  24. Sri. Krishna Baji,  
Manager (P&PR),  
Hyderabad Urban Development  
Authority (HUDA),  
Hyderabad
  25. Sri. Ashfaque Alam  
Asstt. Director (R&T),  
AMDA  
New Delhi



*Annex-IIa*

## **SOME BASIC ISSUES CONCERNING PREPARATION OF MASTER PLANS FOR CORE ZONES OF CITIES**

**Prof. E.F.N. Ribeiro\***  
*Director, AMDA*

### **A. INTRODUCTION**

The seminar theme focuses around two key inter-related issues: **(a) Master Plans** and **(b) core areas or zones**. Both these terms have gained importance as **crucial spatial inputs to planned socio-economic investments**. However they have undergone a metamorphosis in terms of interpretation/contents/geographic convergence and the like so as to emerge as facilitators of integrated investments. The time is therefore opportune to arrive at a common viable understanding of these two terms and their impact on urbanization in India in the new millennium.

### **B. THE CONTEXT**

1. **Urbanization in India now acknowledges an urban-rural continuum.** This equation in 2001 stood at 28 per cent urban to 72 per cent rural; **by 2051** it may well be **50 per cent urban to 50 per cent rural** (At the global level, the UNCHS says that by 1950 one-third of the world's people lived in urban areas; by 2000 it was half and by 2050 it would be two-thirds).
2. **By 2051, India would overtake China as the most populous country in the World.** A mind-boggling urbanization scenario is thus unfolding.
  - a) From 330 million urbanites in 2001, we would have around 850 million by 2051;
  - b) Urban agglomerations and other urban settlements would barely increase from around 4,000 in 2001 to 6,000 in 50 years (largely by reclassifying larger rural settlements);
  - c) With nearly all urban areas getting larger, **the metropolitan and large city agglomerations would be disproportionately larger.** Thus, if in 2001, 35 metropolitan agglomerations housed around one out of ten of the total population, by 2051 nearly 100 such entities would house around one out of four of the total population. **Therefore, the focus is on metropolitanisation and not just urbanization.**
  - d) With land being an increasingly scarce resource (if existing primary sector lands have to double the food supply in barely 50 years), **all settlement fences (urban and rural) have to cater to higher densities, largely by appropriate usage of unused and underutilized settlement lands before expanding the urban fringe (perform at high density)**

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*\*With inputs by Sri Ashfaque Alam, Asstt. Director (R&T), AMDA*

Chart A

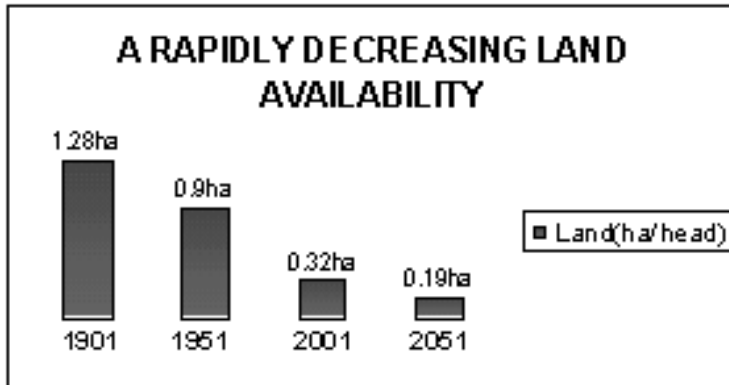
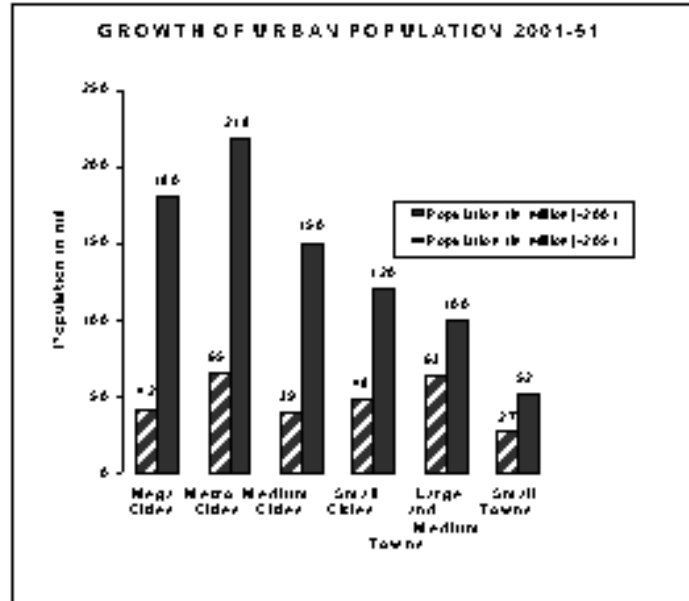
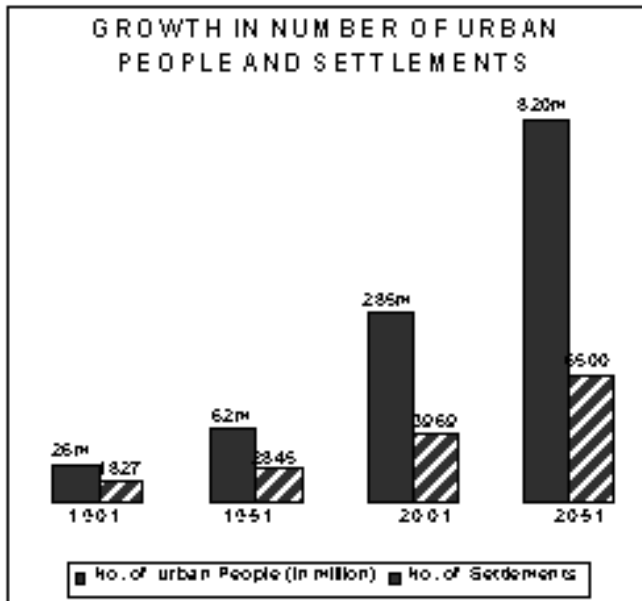
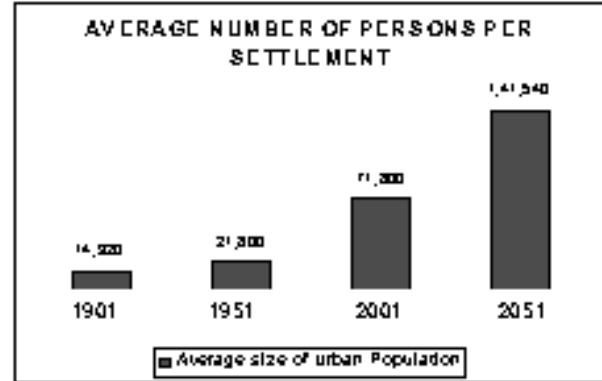


Chart B



1. The fact has also to be underlined that urbanization in India and Asia cannot be compared to that of other continents for the following reasons :-
  - a) Europe achieved an over 80 per cent urbanization level by the late 19th century.
  - b) North America and the colonies peopled initially by the Caucasian races reached around 80 percent urbanization by the early 20th century.
  - c) Latin and Central America reached this level of urbanization largely by the end of the 20th century.
  - d) Asia, notably China and India, expect a nearly 80 percent urbanization by the end of the 21st century, and**
  - e) Africa, could achieve this level somewhere in the 22<sup>nd</sup> century.

2. In this scenario, one typically notices
  - a) European economies coping with zero and minus growth rates and inner city rejuvenation
  - b) America at crossroads of multiracial inner city ghettoisation
  - c) Latin America addressing issues of dual economies of settled communities torn between a predominant religion and left wing ideologies
  - d) China encouraging accelerated urbanization through centralized ground rules
  - e) India with a near similar urbanization focus as China but with a mandated decentralization policies through a federated governance; and**
  - f) Africa with crisis migration and runaway growth of primate cities with escalating gaps in infrastructure and expanding pockets of unrest.
3. **Therefore the inclusive urban agglomerations of India have to deal with a constant inflow of rural migrants.** In search of marginal full time or sporadic or part-time urban occupations as near their shelter as possible. Proportionately, **megacities are under particular stress to cater to in-situ upgradation, and/or in-situ related reconstruction and rehabilitation within the given urban fence as part of inclusiveness.**
4. With the national expressways/highways system and the national trunk double-track electrified broad gauge rail system being accelerated along with the upgrading of international/national airports and major seaport nodes as an integrated network for the movement of goods and people, urbanization 2051 is **emerging in India in the form of regional corridors with large rural intersices.** This would largely govern the movement of goods, services and people by 2051.
5. **In this scenario spatial plans for integrated and sustainable investments in a federated form of governance is perforce high on government's agenda. In the process the package of spatial plans need being restated as a key component of sustainable growth.**
- C. **THE SPATIAL PLANNING AND SOCIO-ECONOMIC SCENARIO IN INDIA PRIOR TO THE 73RD AND 74TH CONSTITUTION AMENDMENT ACTS (CAA)**
  1. In the early 20th century, **the British India provinces** of Bombay and Madras and the princely states of Hyderabad and Mysore, among others, **had Town Planning Acts in place through Presidency levels (or equivalent) Directorates of Town Planning.** Primarily however, **these instruments declared Municipalities as Local Planning Areas (LPAs).** This enabled local government to implement **Town Planning Schemes (TPS)** for widening roads, providing services, low income housing, slum upgradation and the like. **Simultaneously, state level Urban Improvement Trusts (UITs) catered to municipal land infilling and municipal peripheral expansion schemes.**
  2. The Modak-Meyer plan for Bombay in 1949 was considered as a fore-runner in transport-cum land use planning in India; but **the Delhi Master Plan of 1962 for all purposes was the nation's first comprehensive Master Plan for land-use-cum-transport-cum-services for urban form over a 20-year time frame.** This Plan was the basis for almost all comprehensive spatial plans as now available for most of Urban India. It also accelerated the update of comprehensive planning laws by the States of the Union along with appropriate



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state level planning cadres and other forms of capacity building at State levels. In retrospect, **it reversed and diluted the role of local bodies and delayed the down-top participatory requirements in providing the built environment.**

3. **In 1947, socio-economic development was added to the law and order inheritance of British India.** The 5-year plans of the Central Planning Commission were supplemented by corresponding plans by the State Planning Commissions. **This improved Central-State relations for devolution of Plan Funds to District Levels through District Collectors and Chief Executives of Zilla Parishads or their equivalents. Typically, this devolution was and continues sectorally through Central Ministries and State Government Departments and central and state parastatals.** Coordination remains as a bureaucratic process largely through State Development and Financial Commissioners or with spatial plans only offering land uses but with no teeth in programming and developmental trade-offs. More importantly, spatial planning and socio-economic investments only converged if at all as a 'for the people' built space exercise without transparency. **At most times, spatial land use plans were looked down on as deterrents to sectoral socio-economic investments** and which to this day continues on the basis of line agency priorities irrespective of the fact that land is a scarce and diminishing resource and subject to overdue coordinated trade-offs.
4. The fact has also to be stressed that **with a heightened centre-state relationship, local government was systematically given short-shift and was effortlessly superseded by the state machinery - both in terms of elected members and functions. However, the 1992 epoch making 73<sup>rd</sup> CAA for rural India and 74<sup>th</sup> CAA for urban India have now offered a platform for socio-economic investments in India through appropriate spatial frameworks.**
5. In this process, the fact has to be underlined that the subjects of urban and regional planning, local governance, access to land, housing, slum upgradation and urban transport are in the state legislative list, whereas Industrial growth, tourism, transportation, ecological management, heritage promotion, health and education among others are in the concurrent list. These subjects largely govern the use of urban land. **It is envisaged that through the 73<sup>rd</sup>/74<sup>th</sup> CAA'92, a down-top process involving change in the use of scarce and competing uses of land would be through an LSG-State interface (and a loosely knit federal tie-up) rather than the present Federal-State Interface (and a loosely knit LSG involvement).**

#### **D. THE EMERGING PLANNED SPATIAL FRAMEWORK FOR SOCIO-ECONOMIC INVESTMENTS IN INDIA**

1. With the year 2051 in focus, urban developmental planning is undergoing transformations. This is coalesced very broadly in tabular form below.





## EMERGING CHANGES IN PLANNED DEVELOPMENT FRAMEWORKS – 1901-2051

S. N.	Census Year	Urbanisation (in million people)	Trends
1.	1901	11 per cent or 26 out of 236	Urban Settlements primarily act as distribution centres of rural produce and the extractive industry. <b>Urban land use plans</b> accordingly offer frameworks for urban upgradation.
2.	1951	17.29 per cent or 62 out of 351	Urban Settlements as distribution and production centres. <b>Urban land use-cum-transportation plans</b> attempt frameworks for socio-economic growth, often with little or no success.
3.	2001	27.78 per cent or 285 out of 1027	Sustainable planned development through <b>Urban land use-cum-transportation-cum-services frameworks</b> , transcending urban boundaries. Metropolitan and larger settlements growing beyond their managerial capacities.
4.	2051	Estimated at 47.50 per cent or 820 out of an estimated 1,732	Land as a scarce resource. High densities through an <b>integrated urban transport-cum-services-cum land use frameworks and plans</b> through State visions, District and Metropolitan frameworks and Local Bodies development plans for socio-economic investments through regulated projects. The Environment Management Plan being discussed as an appropriate successor to the perceived inflexible Master Plan.

*Source: Census of India + projections. The trends are inferred.*

2. Broadly, we could be looking at an integrated functional canvas for Urban India in 2051 in tabular form below:-

### EMERGING FUNCTION OF URBAN CENTRES - 2051

S. No	Urban Population Size	Approx. number of settlements and their governance	Main functions
1.	<b>Megacities 10 million plus</b>	15 no. as UA's by LSG's, through DA & MPC's.	As <b>international multi-functional centers</b> with multi-modal public transport including dedicated intra-megacity rail.
2.	<b>Other metropolitan cities-1 to 10 million</b>	85 no. as UA's by LSG's, through DA & MPC's.	As <b>national multi-functional centers</b> with multi-modal public transport including (generally) dedicated intra-metro rail.
3.	<b>Medium Cities - 0.3 to 1.0 million</b>	300 no. as UA's by LSG's, through DA's and DPC's.	As <b>state/regional centers</b> with more than one main function and more than one intra-settlement public transport.
4.	<b>Small Cities - 0.1 to 0.3 million</b>	600 no. as UA's by LSG's, through DPC's.	As <b>district level centers</b> with one or two functions and also one or more intra-settlement public transport modes, excluding intra-settlement rail.
5.	<b>Large and medium Towns - 20,000 to 0.1 million</b>	Approx. 1000 no. large towns as UAs and approx. 2,000 no. medium towns by LSG's, through DPC's.	As <b>district/block level centers</b> with a main function and a main mode of intra-settlement public transport.
6.	<b>Small Towns - Less than 20,000</b>	3,500 no. as urban settlements by LSG's, through DPC's.	As <b>block level centers</b> with a main function and a main mode of intra-settlement public transport.

*Note: UA = Urban Agglomeration; MPC = Metropolitan Planning Committee; DPC = District Planning Committee; DA = Development Authority; LSG = Local Self Government.*



3. It is thus expected that the emerging spatial canvas for socio-economic investments from 2001 would emerge as follows :-
- Each State formulates its 20-year vision plan, updated every 5 years;
  - 15 Megacity UA's and 85 metro city UA's have MPC's that formulate 20-year UA spatial frameworks updated every 5-years (based on the State Vision Plans);
  - Likewise other Districts (about 550 outside megacities and metros) have DPCs that formulate 20-year District spatial frameworks updated every 5-years (based on State Vision Plans) and incorporating all non-MPC settlements therein (from large and small cities, large and small towns, central place villages and other rural settlements);
  - LSG – as a third tier of governance (Mun. Corporations, Councils, Boards, Nagar Panchayats and Rural Panchayats) would then take over from the State sponsored flexible framework canvas for preparing sector plans, ward plans and Local Area Plan (LAPs) for facilitating sectoral projects/schemes.

**This would make socio-economic investments more integrated through a better State-LSG partnership.**

4. The 20-year spatial perspective plans (as vision plans or frameworks or advocacy plans or guidance plans or broad-bush structure plans) would be by the 2nd tier of government - i.e. the State, primarily through the Departments/Directorates of Urban and Regional Planning (for DPC's) and Development Authorities or equivalent (for MPC's).

The frameworks would primarily be an exercise of sustainable opportunities and constraints on the use of land. The three major **CONSTRAINTS** as positive objectives are the ensuring of:

- **increase in forest covers (hopefully to be 30 per cent of all lands);**
- **increase in multi-cropped agriculture lands-including orchards and market gardens;**
- **retention and enhancement of wetlands and water courses ;**
- **Conservation of the natural and manmade heritage – both urban and rural.**

The three major **OPPORTUNITIES** are:

- **the imposition of transport linkages for the inter and intra settlement movement of goods and people;**
- **facilitating the supply of adequate services and the proper disposal of waste; and**
- **making the best use of wastelands for development.**

5. The emerging holistic canvas for socio-economic investments through Spatial frameworks is accordingly shown in the chart below.

With access to land being increasingly competitive, planning through the people rather than for the people is necessary. The 2<sup>nd</sup> tier (State URP Depts. and Development Authorities) could intervene upto agglomeration levels and otherwise offer advise to LSG and intervene by default. Basically however the 3<sup>rd</sup> tier would have to promote participatory planned development for their own settlement (as part of agglomerations) and disaggregated zonal/sector/Borough plans composed of wards and Local Area Plans.

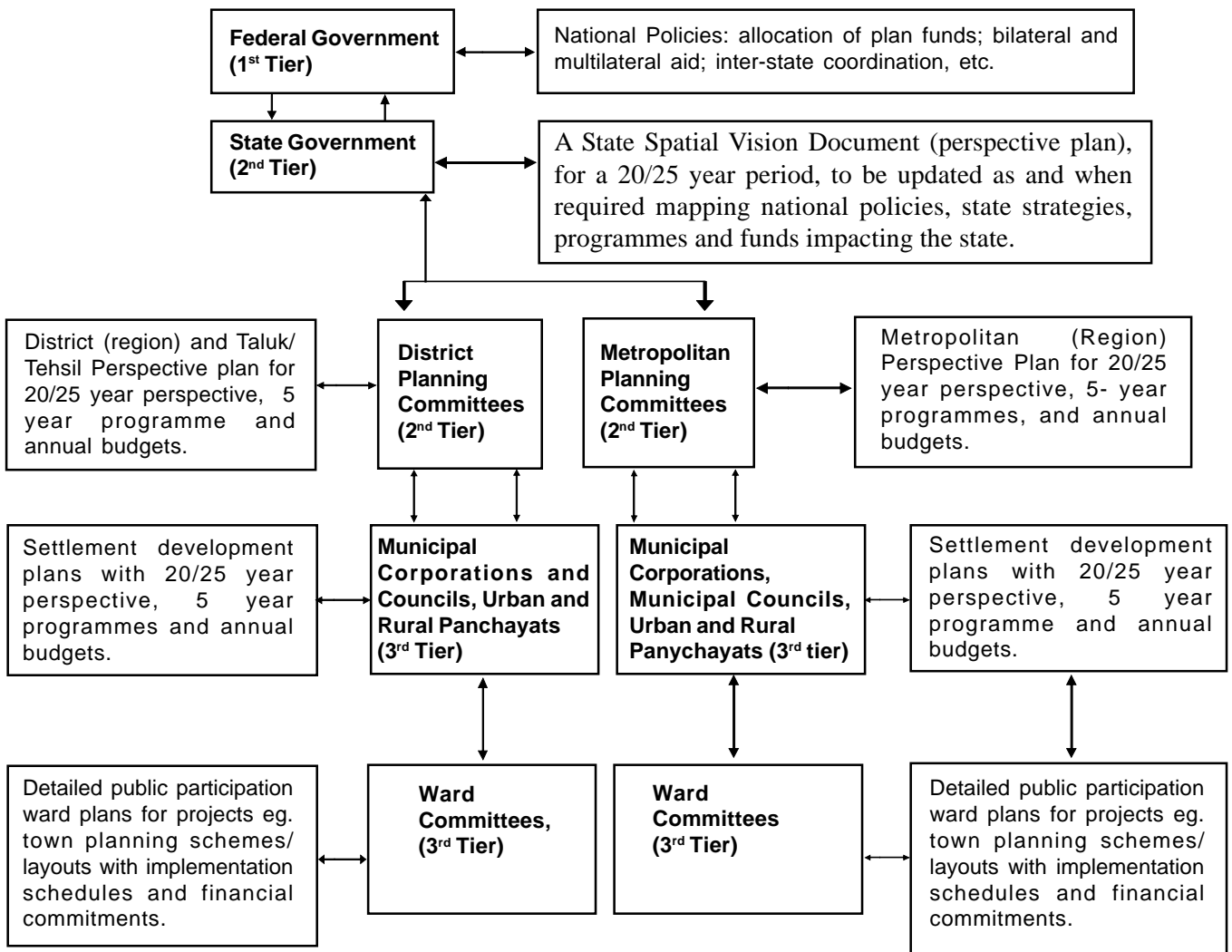
**THE KEY: The LSG Ward Plan as the Basic Planned Development Unit.**

6. Thus, the integrated planning framework comprises of :
- a) Metropolitan of Agglomeration level Master Plan (in effect a flexible Environment Management Plan),
  - b) A disaggregated Zonal or Sector or Borough Plans,
  - c) A disaggregated series of Ward Plans as compact participatory local body plans, and
  - d) A disaggregated series of local area plans or neighbourhood plans as compact participatory neighbourhood plans.

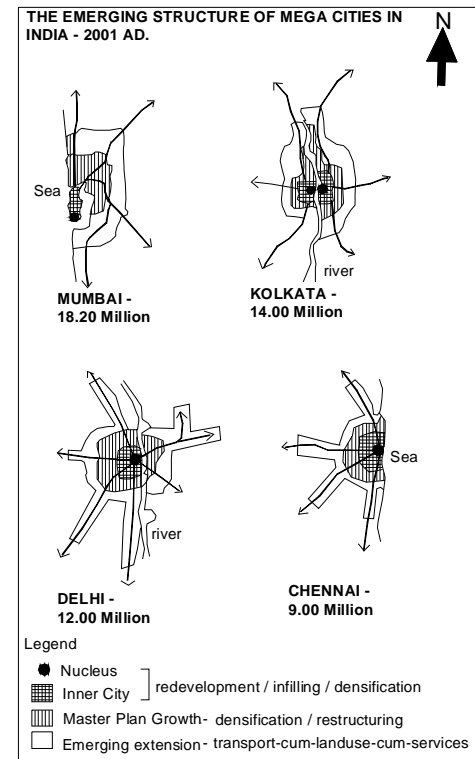
Iteratively, from down-top:

- i) the local area plans constitute the ward plan
- ii) the ward plans constitute the Zonal or Sector plans, and
- iii) the Zonal or Sector plans constitute the Master Plan or Environmental Management Plan

7. Emerging organization for socio-economic investments through Spatial frameworks



Map 1



E. **SPATIAL PLANNING AND THE INNER CITY**

1. **Generally, each urban settlement has a composite form comprising of:**

- a) An **extended inner city** prior to planned intervention and now ripe for redevelopment (generally pre-1961);
- b) an **intermediate city** due to planned intervention (generally 1961-2001) and now ripe for higher density redevelopment ; and
- c) a **city at the periphery** for new growth at high density (post 2001).

The extended inner city has an inner core and largely from where the current built environment has emerged. **Map 1** shows these 4 layers in the megacity agglomerations of Mumbai, Kolkata, Delhi and Chennai i.e. **layers 1a – the inner core or nucleus, 1b – the extended inner city , 2 – the intermediate or planned intervention city and 3 – the city at the expanding periphery.** Such schematic maps can be generated for all urban agglomerations in India.

In effect the extended inner city is in reality the core zone of the city

- 1. In discussing planning and development issues in urban agglomeration layers 1a and 1b i.e. the core and its extended inner city is of overdue relevance as it involves urban renewal, layer 2 i.e. the intermediate or planned intervention city and which largely comprise of new building stock is of increasing relevance as it involves urban restructuring.
- 2. In brief, retaining the footprints of yesteryears is a key ingredient of urban renewal, in both the inner and intermediate city and which continue retaining their vibrancy across the board in India especially in the megacities and metros. **Very broadly, in planning parlance, layers 1a and 1b comprise of redevelopment zones, layer 2 of redensification zone and layer 3 of development zones. Projects (town planning schemes, lay-out plans, action area plans, heritage economic plans, local area plans etc. have to operate through such a framework and pointedly through the third tier of government.**
- 4. Implicitly, settlement plans, sector plans, ward plans and sectoral projects/schemes or local area plans (LAPs) largely encompass urban development planning and design thereof including urban renewal. This comes primarily in the ambit of the 3<sup>rd</sup> tier of governance – Municipal Corporations, Municipal Councils, Nagar (and even rural) Panchayats. Therefore **in detailed urban planning and renewal, the role of local government is crucial but for broad brush perspective plans, the role of development authorities is necessary.**
- 5. Urban local government comprises of **Wards – each with a ward councillor.** Wards are grouped in the form of **Wards Committee (e.g. Delhi) or Borough Committee (e.g. Kolkata).** These collectively constitute a municipal corporation or council. Ideally they should be preparing spatial plans for their wards. **Ward plans by LSG could enable collective action through an interplay between the various neighbourhoods/cells of the ward under an accountable ward councillor. Mapped data and proposals at ward level can**

be more easily understood and digested by the constituency and which hopefully would in stages become more manageable at 30 to 50,000 or so population constituencies for Metro-city and less for smaller settlements. Even, local, state and central sectoral agencies can address integrated environment upgradation and development issues far more effectively through ward plans.

6. **One of the major reasons why ward plans do not take off is the lack of transparency in mapping.** This is an all round malaise in India largely on account of an erroneous belief by government that access to maps have to be restricted and totally under government control. India's track record in map secrecy is among the worst in the world and is a deterrent to participatory development. **Fortunately, the importance of ward level GIS and mapping is picking up (to improve land ownerships and taxation).** Can the liberalization of mapped information be now promoted. (In Kolkata, ward councilors are slowly learning to read maps and plot developmental data on them for constituency level debates on environmental changes).
7. **Zoning/Sub-division regulations is part of a planning process. Building bye-laws (health and fire and building structural safety) is a municipal function.** The two can converge at the level of the ward plan and its LAPs and not the Master Plan, ZDP, and sub ZDP's. They can be simplified so as to be easily digested by all those undertaking development (including additions and alterations). Maximum permissible floor area ratio (FAR) and minimum parking within plots are the two crucial ingredients of development control. Even so, these plans would work only if enforcement is strict and deterrent penalties are imposed. In general, enforcement is weak even if planning prescriptions are simplified.
8. In brief it is necessary to identify the extended inner city as distinct and in contrast to development sectors or zones and new areas of growth. This area requires a transparent and lucid set of rules in terms of usage of space and development control and with deterrent penalties of misuse. Sanitising the living and working environment of low income groups (generally, in the form of older run-down walkups and currently accreted pavement dwellers) and using vacant lands and under utilized spaces for making good deficiencies in ward level, social infrastructure has to be part of the package. The inner cities of India are prone to rapidly changing usage; however, the original dispersal strategies and which are working well in terms of movement of goods even if ever so slowly, does not help where commerce searches for rent controlled land for illegal transformations. Making life difficult for the motor car in the inner city would be refreshingly positive as would support for a series of cheap pollution free para transit modes in empathy with streets of intimate scale. The statutory listing of sites, remains, ruins and buildings of archaeological, historical, architectural, cultural and even environmental value would be a prime positive inner city intervention. Among other advantages it would be the basis for identifying heritage economic areas as statutory projects aimed at enhancing the value of the inner city mixed land use environment.
9. In retrospect, most Master Plans have postponed actions in the inner city and in favour of action in the intermediate city and the city at the periphery. This postponement is no longer tenable. A major bottleneck is the conflict between State appointed Development Authorities and the Municipal Corporations / Municipalities in the inner city. The constitution assigns increasing powers to third-tier governance and actions through a down-top participatory approach. The seminar is required to address this and other issues centering round the renewal of the inner city. This paper is presented so as to focus on areas of implementable actions in the inner city and which at one time comprised the total settlement.

