

# Participatory Planning Practices in Indian States

Ashank Chaudhary<sup>1</sup>, Shabana Singh<sup>2</sup>

<sup>1</sup>School of Planning and Architecture, Vijayawada, AP, India  
chaudhary157@gmail.com

<sup>2</sup>School of Planning and Architecture, Vijayawada, AP, India  
shabana@spav.ac.in

**Abstract:** *Urban Planning in India has come a long way, the planning methods & techniques used for tackling with urban issues had witnessed multiple reform; thus making the planning practices more streamlined over the years. Master Plan for example expected to create solutions for current urban issues as well as develop a balanced growth vision for future. Whereas it is important to understand that the cities contents vast array of stakeholders and a balanced growth means inclusion of all these stakeholders. Since there is existing set of guidelines for development plan preparation process, like UDPFI of 1996, URDPFI in 2015; along with AMRUT guidelines for preparation of City Development Plan (CDP). Purpose of these reforms is not taking control of current haphazard growth but also to establish broad vision for sustainable urban growth which can be achieved over the period of 20 to 25 years. This paper is trying to find and compare the existing Legal Planning Process, i. e. 'Stage wise Development Plan Preparation framework and the actors involved', that has been practiced across six different states of India: Maharashtra, Gujrat, Delhi, Telangana, West Bengal, Karnataka with focus on stakeholder participation.*

**Keywords:** Development Plan Preparation, Planning Guidelines, Stakeholder Consultation, Public Participation

## 1. Background

During Third Five Year Plan (1961 – 1966) Government of India decided to provide full financial assistance to the states for setting up Town Planning Department in order to improve Urban Planning & Design situation of Indian cities. The establishment of town planning departments was meant for preparation of Comprehensive Plans & schemes for cities and towns. To support the actions a legislative framework had been created based on the Model Law formulated by Town and Country Planning Organization (TCPO). It was an effort to manage ever - growing rate of urbanization of large metropolitan cities.

By 1980s the country was experiencing economic growth of secondary & tertiary sector, the population migration towards urban areas becomes more prominent. Hence measures were taken to manage the urban growth & its diffused patterns in metropolitan area and the stimulating the growth centers of secondary cities and smaller towns (Shaw, 1999).

The major development in urban areas always been driven through Master Plan, so to achieve maximum economic, social, and aesthetic betterments of urban areas the need for master plan was very evident. Broadly Urban planning has been assumed as land use planning through Master Plan by following zoning regulations, development control/ building by - laws, which are the legal tools of intervention

## 2. Objective

Originally Town & Country Planning Organization/ TCPO, is a statutory body, meant for controlling, directing, and promoting the rational development in and around urban areas, along with providing framework and technical method of various methods to manage urban growth.

Development plan preparation is a state subject & the rights reserved with respective development authorities, hence the

initiatives, guidelines & mechanism been followed may vary state to state. The reforms can be pioneered by states, but it is mandate for all TCPOs to follow UDPFI/ URDPFI guidelines, still from governance & execution point of view few reforms or practices possibly been adopted to suit the local set - up.

The objective of this paper is to understand the variations of development plan preparation process in different states of India and find out the gaps; with reference to stakeholder's participation.

It will be interesting to understand how the planning practices have evolved from over the years with respect to their planning policy and implementation strategy.

## 3. Methodology

This research aims at undertaking a comparative study of development planning processes in six Indian cities from different states, namely Pune, Ahmedabad, Delhi, Hyderabad, Bengaluru, and Kolkata (Figure 1).

The review shall be carried out in two different sections. The first section of the review of TCPO guidelines of respective states & second part to review the methodology adopted by different ULBs/ Metropolitan Development authorities of selected metropolitans, where the changing pattern of governance, stakeholder interventions, data management, time - frame & execution shall have been compared. The paper will try to reach a conclusion with highlighting new practices that need to be adopted by all the ULBs/MCs.

### 1) Urban Planning in India

#### a) Indian Planning Policy

On 5th March 1950, the Planning Commission (PC) was formed under Central Government of India to give planned recommendations. India had its first Urban Planning policy in

1988 prepared by the National Commission of Urbanization (NCU). The NCU examined urbanization aspects, identifies priority action areas and prepare basic guidelines, which evolve as policy frameworks. The NCU focused more on strengthening urban areas through action plans. The commission through these action plans made projections of future needs against available resources and suggest an institutional framework for monitoring the progress

In 1992, to recognize and protect local governments legislation, the Urban local bodies (ULBs) were given self-governing rights by the constitution of India under the 74th Constitutional Amendment act (CAA). Thus, started a new

urban governance era in India. Under the 74<sup>th</sup> CAA, a three-tier governance system (ULB, State and Central) formed across the nation.

Till January 1st, 2015 Planning Commission has launched 11 five - year plans. At the end of 12th Five - year plan, NITI Aayog was introduced. As the five - year plans were failed to reach estimated targets; hence NITI Aayog selected cities from different corner of India & suggested a 15 - year road map, 7 - year vision plan, strategy and action plans along with initiatives like Digital India, AMRUT & several other flagship programs.

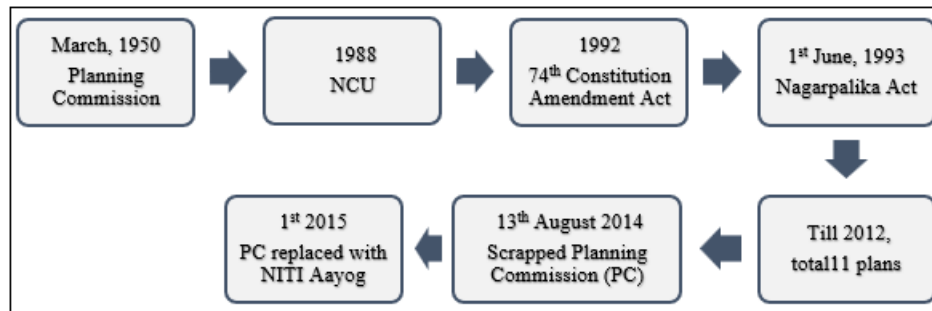


Figure 1: Chronological Order: Master Planning Process in India

#### b) Early initiatives of Metropolitan Planning

Post - independence the centralization approach was adopted to manage the emerging urbanization in terms of administratively, economically and demographically. On March 15<sup>th</sup>, 1950 Planning Commission (PC) was formed under Central Government of India which gives planned recommendations.

In 1954 Central Council of Local self - government was established and started to execute the urban community development programs. It was a decade later in 1963 the state ministers of town and country planning along with Central Council of Local Self - Government initiated some policy form to create a framework to solve the prevailing urban issues. The measures were:

To establish urban local bodies in all major urban areas.

Promoting town area committees and Notified Area committees into full - fledged municipalities.

Increasing the urban limits of bigger municipalities further. (Karmarkar, 2015)

In 1962 the Town and Country Planning Organization (TCPO) drafted a Model Town and Regional Planning Development Law. The comprehensive Urban & Regional Plan Legislation was applicable in all states & Union territories of India which made it mandatory to prepare Master Plans for all urban committees & municipalities.

In the early 70's it was realized that spatial disparity was growing very fast, during this time the regional development pointed out that if appropriate measures are not taken then the situation would be worse (John, 1983). Soon in 1975 government of India constituted the Task force to study the problems of small and medium towns (Gnaneshwar, 1995). The committee noted that the problem could be solved

through manifold approaches which involve social, economic and spatial approach. Two important recommendations were made, first to formulate the national urbanization policy and second to formulate urban land policy.

#### c) URDPFI Guidelines

It was recommended that urban planning system need to consider various sets of statutory and non-statutory plans & implemented at different levels. The various plans such as Urban Revitalization Plan, City Development Plan, Comprehensive Mobility Plan, City Sanitation Plan, City Infrastructure Plan, Coastal Zone Management Plan etc. A brief framework & guidelines has been suggested through 'Urban Development Plans Formulation and Implementation Guidelines (UDPFI)' in 1996. These guidelines provided a framework for development plan preparation and implementation process. To suit the changing pattern of urban areas a revision of UDPFI guidelines taken place in 2014 as Urban and Regional Development Plan Formulation and Implementation (URDPFI) guidelines.

These revised guidelines suggest sustainable development that intended to achieve a balance between economic and social development of human habitat while emphasizing on environment protection, equity in employment, shelter, basic services, social infrastructure. Similarly advised on control, inclusion & regularization of 'unplanned and un-organized' growth beyond the development plans limits by integration of land use and transport. They recommend re-development and re-densification of existing habitat.

#### d) Development Plan

Master Plan/ Development plan is a visionary and strategic spatial planning document prepared for a timeline of 20 years. URDPFI Guidelines, 2014 state that, development plan should be phase out for time period of 5 years, so that it will be convenient for periodic assessment and revision of the

plans. A target/s can set for each 5 - year assessment cycle termed as the mid-term review. Also to make it more effective, these 5 - year assessment cycle could coincide with

the State Five Year plans, though such an alignment cannot be made mandatory. Table 1 shows the Chronological Order of Master Plan Process as suggested in URDPFI, 2014.

**Table 1: Chronological Order: Master Plan Process in India**

Plan Formulation	Plan Implementation	Plan Financing	Plan Monitoring and Enforcement
<p>Stage I includes: population projections, assessing the space requirements, land use zoning classification of land and its use, planning and development process.</p> <p>Regulating the development of land for different purposes.</p> <p>Land use zoning and development control/ promotion regulations (DCR) 3 under Master Plan forms as the basis for land development process.</p>	<p>Stage II: Implementation of Master Plan</p> <p>Three types of instruments need to develop -</p> <p><b>1) Development instruments</b> like Layout development, Land Pooling Scheme (LPS), Town Planning Scheme (TPS), etc.</p> <p><b>2) Regulatory instruments</b> which comprises zoning, layout/ sub - division and building regulations.</p> <p><b>3) Master plan proposals</b> done through zonal development plans and inbuilt development controls.</p>	<p>Stage III: Financing a master plan.</p> <p>To generate investment proposals and allocate resources for it.</p> <p>A city investment plan has to be prepared.</p> <p>Developing Financial instruments like taxation and town planning charges etc.</p>	<p>Stage IV: monitoring and enforcement</p> <p>Master plan is a dynamic document,</p> <p>Enforcement of a master plan are largely done by multiple institutes/ statutory departments through programs or schemes</p>

Source: URDPFI Guidelines 2014

**Parameters for Review of existing Master/ Regional Plan of UDA’s**

“Development plans, are statutory documents that identify and propose direction of growth, land-use, transportation network and several other projects for an area comprising the core city and its periphery. However, since there are often no capital investment plans linked to the development plan, they remain mere proposals on paper, far from implementation” (Mahadevia and Joshi 2009).

As per the TCPO, Report<sup>1</sup>, sustainability in planning cannot be obtained without addressing the planning process like land use, transport, infrastructure, environmental services, governance, local economic development, social services and participation.

Since this review is concerned only with the process of preparation of development plans, the few of the indicators suggested by the TCPO report would be considered.

**2) Frequency & time line of plan preparation and revision**

Adoption of land suitability analysis  
Inclusion of stakeholders while revision of earlier plan and collection of primary data,

Inclusion of factors like different interest group, gender representation and universal access to housing in land use planning.

While reviewing the methodology practiced in different states, the above framework shall be considered as it fits the contextual location.

**e) Local Governance in Planning:**

Historically, Republic of India has established strong local governments system in the form of public representative run government, a democratic practice where all citizens are equal. Most likely, this same spirit reflected while enacting 73rd and 74th Constitutional Amendment Acts (CAA). These amendments primarily aimed at redistribution of powers in order to strengthen local bodies which are in concurrence with local areas; which means for quick and efficient response.

*“However, the practices in participatory planning in Indian cities have been, at best, tokenistic in nature in the face of the challenge of implementing an effective decentralization processes” (Sudeept Maiti, 2016).*

The local governments gained importance after introduction of 73<sup>rd</sup> and the 74<sup>th</sup> CAA, in 1992, it was also indicated towards making planning process more participatory by decentralization processes.

As suggested by World Bank, participatory planning is “a process that convenes a broad base of key stakeholders, on an interactive basis, in order to generate a diagnosis of the existing situation and develop strategies to solve jointly identified problems.”

**Table 2: Chronological Order: Participatory Governance in India**

Participation has been exercised by individual practitioners out of self - motivation while working	Mandated decentralization and participatory governance through 74th CAA by amendment in local government law	Community participation Law (CPL) came into force, which mandated decentralization and participatory governance.	the launch fo smart cities mission introduced methods for ICT based citizen engagement
---	--	--	--

<sup>1</sup> Report of the Sub Committee On Development of Sustainable Habitat Parameters in the Field of Urban Planning, Town and

Country Planning Organization Government of India Ministry of Urban Development July, 2011

with communities at a local level.				Concept of Area Sabhas, Ward committees stated under JNNURM			
<b>1960s</b>	<b>1970s</b>	<b>1992</b>	<b>1996</b>	<b>2005</b>	<b>2007</b>	<b>2015</b>	<b>2015</b>
	Polices of donor agencies such as world bank adopted participation as one of their major goal		For the first time Ministry of Urban Development had published UDPFI guidelines which suggested participation during preparation of development plans		JNNURM mandated stakeholder’s participation while preparation of City Development Plan. Under JNNURM a model participation law was prepared for states.		The revised URDPFI guidelines mandated stakeholder’s consultation in the development plan preparation process. The consultation suggested at different stages i. e. plan formulation, approval, implementation and monitoring

**f) Participatory Governance:**

In recent times governance indexing has become a report card for ULB’s apparently people participation in urban governance has become a concern. Many attempts and methodologies towards people participation have been evolved and practiced in the last two decades. Yet most of the efforts have been used in the rural development precisely in execution & infrastructure planning, like water & sanitation schemes, whereas very few in urban contexts. The existing legal framework of urban planning and governance in small and medium municipalities does not support people participation. The efforts from civil society organizations to promote people participation in urban planning are also very limited.

**3) Review of existing Master/ Regional Plan for select UDA’s:**

During colonial era, the town Planning legislation has made history with the enactment of Bombay Improvement trust act

1920. A Model Town and Regional Planning & Development law (MTRPDL) was brought into force by Central Town and Country Planning Organization (TCPO) drafted in 1962. This formed the basis Town and Country Planning Acts for various states & UTs. It was upto the respective state planning department to make modifications to suit local scenarios.

Planning and Development Law was revised in 1985 to enact urban and regional planning legislation. As per the 74th Constitutional Amendment Act there is provision of formulation of Urban development plans and implementation of (UDPFI) Guidelines which was prepared in (1996). It also referred constitution of Metropolitan Planning Committee (MPC) and District Planning Committee (DPC) and the function of Metropolitan Plans and District plans was given to these committees.

**Table 3:** An introduction to development planning processes in select states,

State	Year of Est.	Area (sq. km)	Population - 2011 census	TCP Act	No. of UDA	No. of Development Authorities	No. of Municipal Corporations	No. of Municipal Councils	Special Act for Urban Development	Guidelines for Master Plan Preparation
Maharashtra	1960	3, 08, 000	11, 24, 00, 000	Maharashtra Regional and Town Planning Act, 1966	7	5	26	230	NA	AMRUT guidelines & Unified Development Control and Promotion Regulations for Maharashtra State.
Karnataka	1956	1, 91, 791	6, 10, 95, 000	Karnataka Town and Country Planning Act, 2021	6	1	10	185	Urban Development Authorities Act, 1987.	AMRUT guidelines & Karnataka Model Building Bye - Laws 2017
Telangana	2014	1, 12, 077	3, 50, 00, 004	Telangana Town Planning act - 1920	10	1	13	129	Urban Development Authorities Act, - 1975	AMRUT guidelines & G O 168

Gujarat	1960	196,024	60,383,628	Gujarat Town Planning & Urban Development Act, 1976	6	6	08	156	NA	Gujarat Town Planning & Urban Development Act, 1976
Delhi	1985	1484	46,069,000	National Capital Region Planning Board Act of 1985.	05	01	01	01		Delhi Development Act, 1957
West Bengal	1947	88,752	91,347,736	West Bengal Municipal Act 1993		21	7		Bengal Municipal 1993	

Source: Compilation from the respective State Govt. websites

**1.1 Maharashtra**

*Urbanization in Maharashtra:*

In 1951, Maharashtra had 9 million people living in the urban areas. However, today there are over 51 million people living in urban areas and it is estimated to cross 71 million by 2036 (National Commission on Population, 2019). Maharashtra is now the third most urbanised among major states after Tamil Nadu and Kerala and this accounts for 13.5 percent of the total urban population in the country.

*State Municipal Laws:* There are three municipal acts in effect in Maharashtra:

- Maharashtra Municipal Corporations Act 1949.
- Maharashtra Municipal Councils, Nagar Panchayats and Industrial Townships Act, 1965
- Mumbai Municipal Corporation Act, 1888

**Development Plan Preparation**

Provision was made under Maharashtra Regional and Town Planning Act (MRTP Act, 1966), for the areas of the Municipal Corporation / Municipal Council or Nagar Panchayat to prepare a draft development plan.

Apart from this, development plans have been prepared for some non - Panchayat areas, for which the Zilla Parishad is the Planning Authority. The brief process of Master Plan preparation mentioned in TCPO Act 1966. Fig No 2.1

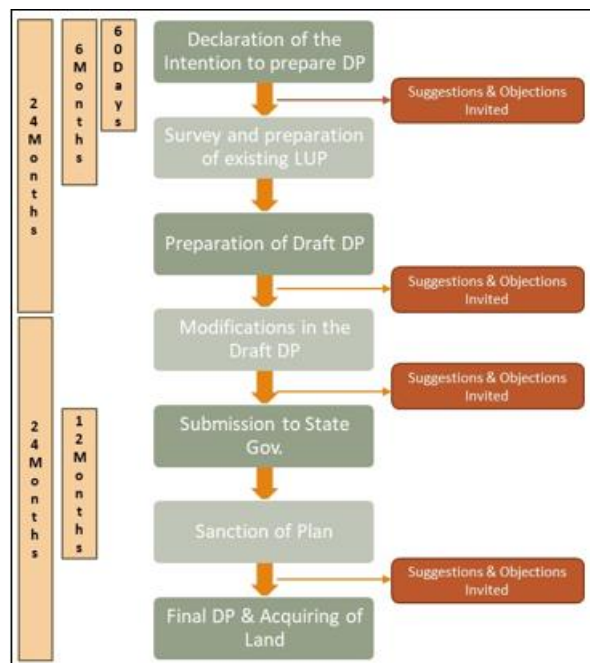


Figure 2: Maharashtra Regional Town Planning Act 1966

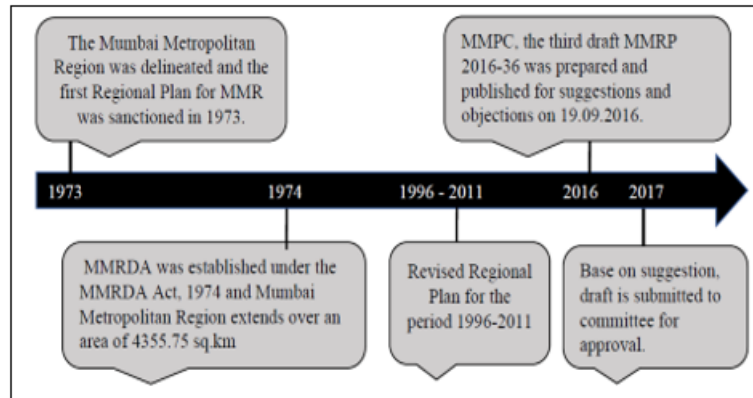
**Stakeholder Participation**

Maharashtra was the first state which has introduced its own Community Participation Law (CPL). The participation was meant to be exercised while preparing infrastructure plans, transportation and social welfare schemes under JNNURM prog. Eventually this Community Participation Law also termed as the Nagar Raj Bill is an elaborate law that prescribes the structure.

**Mumbai, Maharashtra:**

Mumbai Metropolitan Regional Development Authority (MMRDA) was established for implementation of the Regional Plan and planning & development co - ordination within the Mumbai Metropolitan Region (MMR).

Under the Maharashtra Town & Country Planning Act, 1966 (MR&TP Act), a Municipal Corporation or Council is the planning authority for the area under its jurisdiction.



**Figure 3:** Timeline of Urban planning processes in Mumbai

### **Public Participation**

Under the 74th Constitutional Amendment, the function of Metropolitan Planning is assigned to the Mumbai Metropolitan Planning Authority (MMPA) and MMRDA is to assist in this task.

As directed by the MMPC, the third draft Mumbai Metropolitan Regional Plan, 2016 - 36 was prepared and published for inviting suggestions and objections from the public on 19.09.2016. The procedure is detailed out in the MR&TP Act, 1966, which based on the suggestions & objections received along with Planning Sub - Committee's report, MMRDA submitted the modified draft Regional Plan to the Mumbai Metropolitan Planning Committee on 30.10.2017 for its approval and then submitted to the government of Maharashtra for sanctioning. Figure 3.1 shows the urban planning process for MMRDA & Maharashtra State.

### **1.2 Karnataka**

#### *State Municipal Laws*

- Karnataka Town & Country Planning Act, 1961, has provision of ward committee

- The State government approved an ordinance to the Karnataka Municipal Corporation Act in 1994
- **The ward committee** & rules came into existence in 1998. The state government can nominate up to five experts on municipal administration and two civil society representatives.

The elected representatives and participants nominated by the State government, have equal voting rights, and this created conflict and resistance from the elected councilors.

*Stakeholder Participation* Karnataka's citizen participation law is void of real citizen power and influence, given the veto power awarded to the councilor. Despite different sizes and varying resident populations, wards receive a standard budget with no connection to their projects or property tax collection. Furthermore, ward committees do not have a budget under the State regulation, but only have administrative approval to works not exceeding a nominal 50, 000 INR despite their multiple responsibilities (INR 100, 000 in the case of Bangalore) Mangalore has an informal ward committee functioning since the 1980's. Bangalore has had functioning ward committees since 2004.

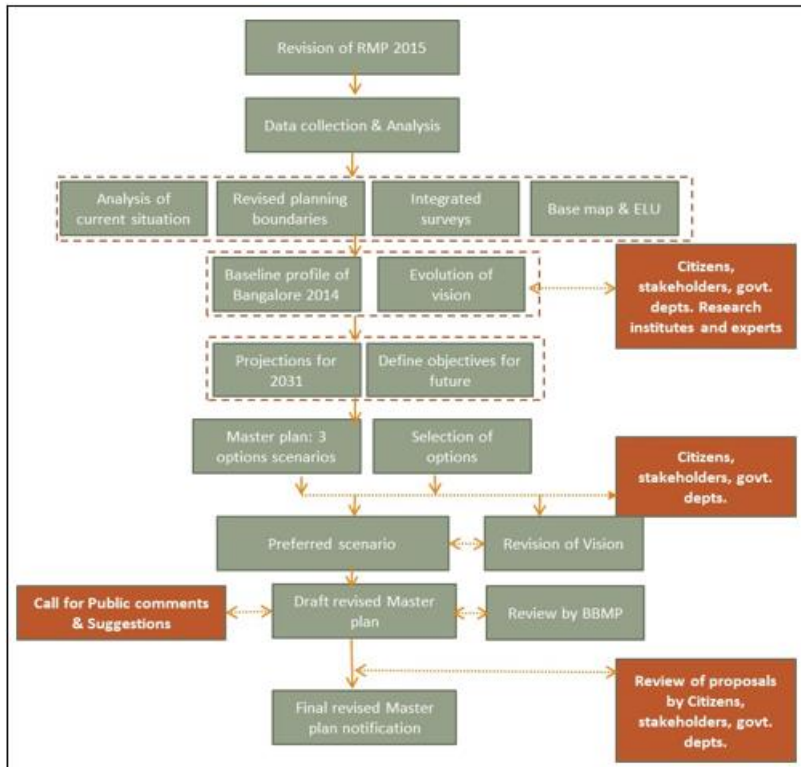


Figure 4: Development Plan Process for Bangalore as per, KTCP Act, 1961

**Bengaluru**

Bengaluru is the largest city in Karnataka and fourth most populous city in India with a population of 8.43 million and area of 741 square Km. The Bruhat Bengaluru Mahanagara Palike (BBMP) is administration body. It is part of the Bangalore Metropolitan Area (BMA). The Bangalore Development Authority (BDA) is responsible for planning and development functions in BMA. The BDA uses the 2015

Revised Master Plan for Bangalore (2007b) to regulate and facilitate urban development in the area under its jurisdiction. In addition, BMRDA plans and coordinates development in the Bengaluru Metropolitan Region. As of 2011, some 10.70 million people live in the BMR. Planning in areas outside the BMA is undertaken in accordance with the provisions of the Karnataka Town & Country Planning Act, 1961.

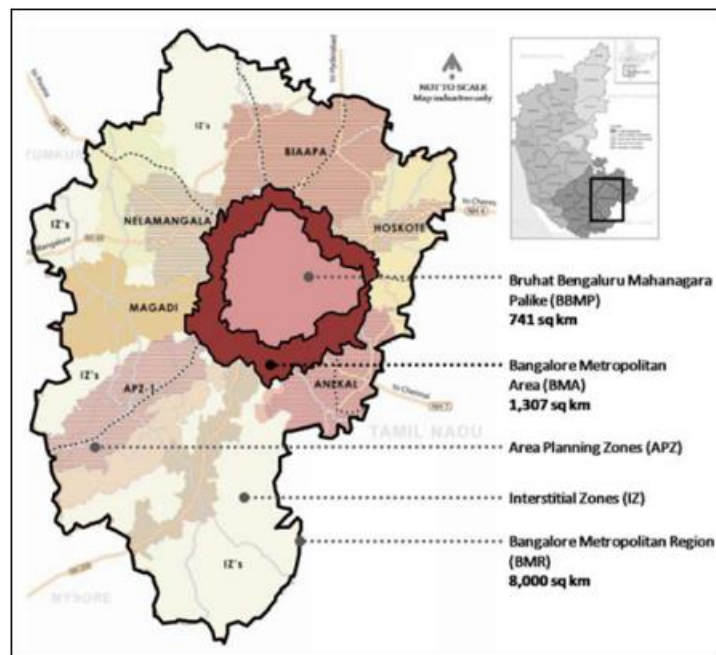


Figure 5: Jurisdiction Map of Bengaluru,

Source: Group SCE India Pvt. Ltd.2013

Structural plan is prepared by BMRDA under the BMRDA Act, 1984. A structure plan is a regional level perspective plan supporting a long - term vision for development and related

spatial perspective for integrated development in the area. Structural plan also forms five local planning authorities and six interstitial zones, outside the BMA area. The local

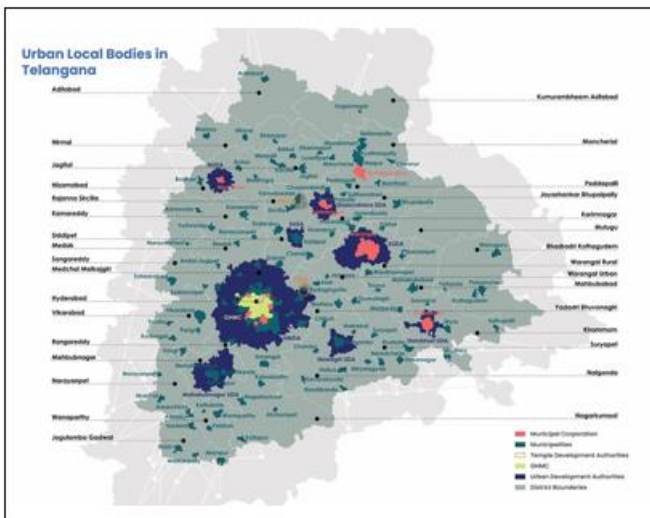
planning authorities have their own master plans under KTCP Act, 1961. The structural plan recommended certain guidelines for Master Plan for respective planning areas.

**1.3 Telangana**

**Urbanization in Telangana:**

The state of Telangana is one of the fast - urbanizing states in the country, along with the rapid economic transformation. Driven largely by the services sector, nearly 70% of Telangana’s GSDP comes from its urban areas.

Since 2014, Telangana has notified 73 new Urban Local Bodies (ULBs) & 7 new Urban Development Authorities (UDAs). Telangana’s urbanization is currently estimated at 47.6%, compared to 39% in 2013 - 14.



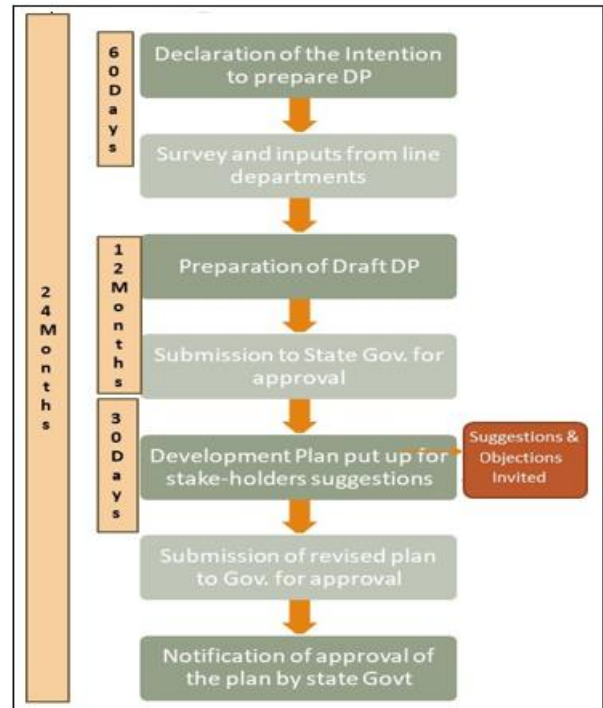
**Figure 6:** Urban agglomeration in Telangana state,

**The Demography:**

Telangana has a total urban population of 1, 36, 08, 665 persons according to Census 2011 which accounts for 38.67 % of the state's population.

**Hyderabad**

Hyderabad city is governed by the Greater Hyderabad Municipal Corporation (GHMC) and accommodates 6.81 million people in an area of 650 square kilometres as of 2011. The city is located within the larger metropolitan area under the Hyderabad Metropolitan Development Authority (HMDA) which covers an area of 7, 228 square kilometres (Hyderabad Metropolitan Development Authority



**Figure 7:** Andhra Pradesh Urban Area Development Act 1975

HMDA is the planning authority for the entire metropolitan area comprising areas under the GHMC, the Buddha Purnima Project Authority (BPPA), the Cyberabad Development Authority (CDA), the Hyderabad Urban Development Authority (HUDA) and Hyderabad Airport Development Authority (HADA) along with the extended area of HMDA. Except for the GHMC, all the other administrative authorities have been dissolved into HMDA. The GHMC exercises civic administration in the entire corporation area that includes the erstwhile MCH.

**Master/ Regional plan Legislation of Hyderabad**

HMDA is entrusted with the responsibility of preparing master plans under Hyderabad Metropolitan Development Authority Act, 2008. As per section 11 (1) of HMDA act 2008, “within two years of its constitution, a metropolitan development plan and metropolitan investment plan with time frame of twenty years has to be prepared”.

HMDA MDP 2016 - 2031: The Metropolitan Development Plan 2031 is one of the milestones in the history of Hyderabad urban development process. This is the first plan prepared at a metropolitan level in Hyderabad covering an area of 5965 Sq. Kms.



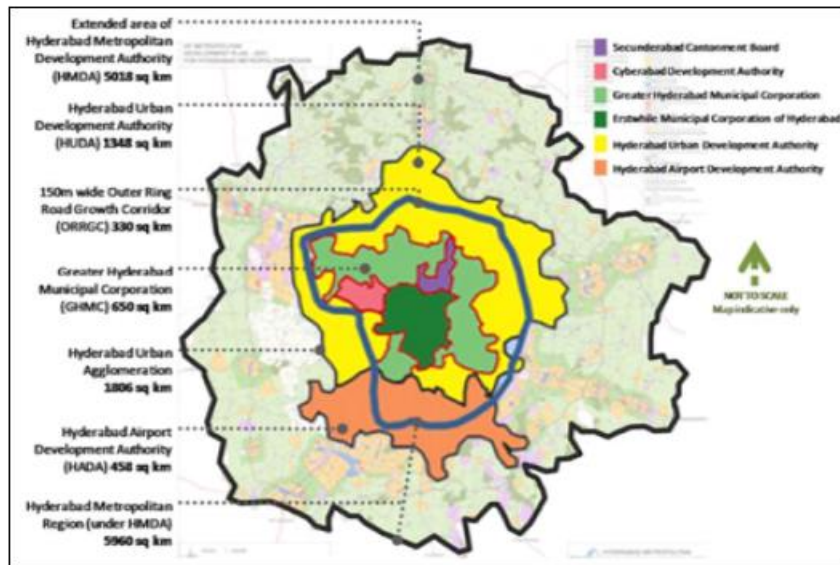


Figure 8: Jurisdiction Map of Hyderabad Metropolitan Region,

Source: HMDA, 2013

Hyderabad Metropolitan Region has Five Master plans. The current Master plans in Hyderabad, their jurisdictions are as listed below and their details are presented table 2 - 2.

- a) Development Plan (MDP) – 2031, for MDP area which extends from Outer Ring Road Growth Corridor (ORRGC extends 1 km from both the sides of Outer Ring Road), partly erstwhile HUDA and HADA area and extended area of HMDA.
- b) Revised Development Plan - 2031, for the erstwhile MCH Area (HMDA core area),

- c) Revised Master plan – 2020 for Non - Municipal Areas of HUDA,
- d) Master Plan - 2021 for Airport Development Area, and
- e) Master Plan – 2021 for Cyberabad Development Area.2013).

1.4 Gujarat

Gujarat is one of the most urbanized and prosperous state of India. Around 42% urbanized area compared to national average of 31.16%.

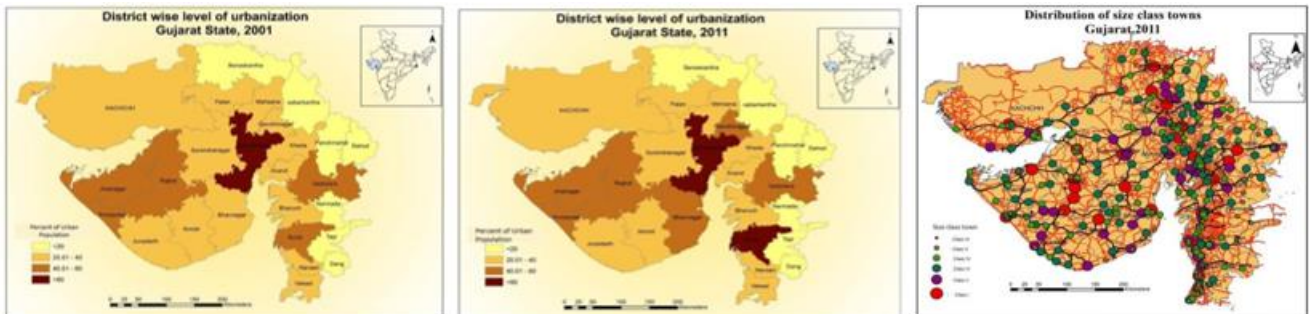


Figure 9: Gujarat: Urbanization level 2001,

State Municipal Laws

The Bombay TP Act of 1915 provided guidelines only for developed part of the city. Further it was repealed by Bombay TP Act 1954 which made it obligatory to prepare Development Plan of whole city area.

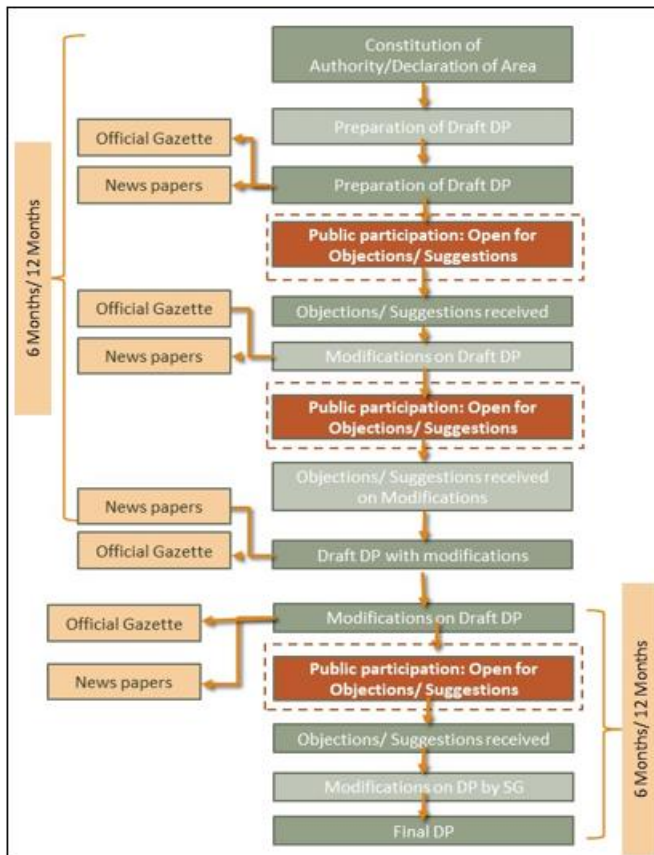
developed urban area. ' Once the constitution designated local authority as area development authority. It is the duty of (ADA) to prepare & submit the development plan and to the Government for approval.

To tackle the fringe area, Gujarat Town Planning & Urban Development Act, 1976 came into force by repealing the earlier Act.

The Gujarat Town Planning & Urban Development Act 1976 was made for the area governed by Development Authority.

Development Plan

As per the Gujarat Town Planning & Urban Development Act, 1976 definition 'a "development plan" means a plan for the development or re-development or improvement of a



**Figure 10:** Gujrat Town Planning Act 1966: Development Plan Preparation Process,  
 Source: Gujrat Town Planning Act 1966

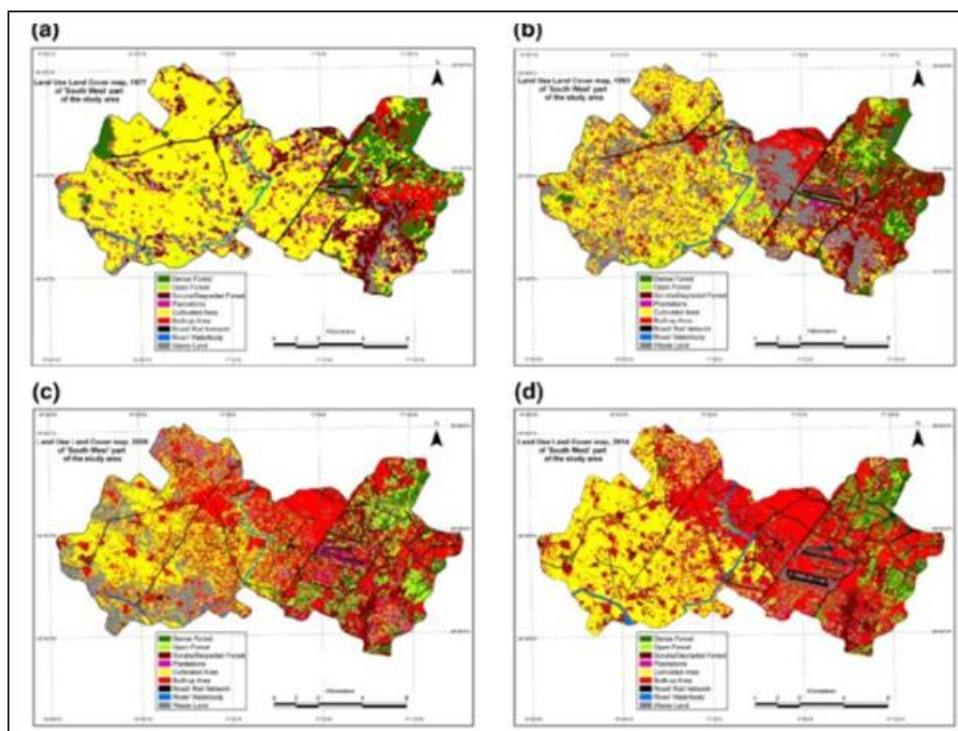
**1.5 Delhi NCR**

National Capital Region (NCR) plays an important role of inter - state regional planning and development for a region with NCT - Delhi as its core. The area of National Capital Territory (NCT) is 1483Sq. kms.

*Urbanization of Delhi*

The NCR covers the whole of NCT - Delhi and some districts of Haryana, Uttar Pradesh and Rajasthan, all together comprising an area of about 55, 083 sq. kms. National capital Region Planning Board (NCRB) has been formed to prepare National Capital Region Plan (2013) under NCRB Act, 1985. The Draft Master Plan for Delhi 2021 which is currently out for public discussion & opinions was prepared by the Delhi Development Authority (DDA) which is a para - statal body under the provisions of the Delhi Development Act 1957. Figure 3 - 6 explain the timeline process of Urban planning in Delhi.

Development plans are referred to as master plans in the context of Delhi. Other Urban Development Authorities in NCR – Ghaziabad, Faridabad, Noida and Gurugram responsible for making the master plan for their jurisdiction with respect to their Town and Country planning acts. Any plans which are prepared under NCR fall within the larger context of the 2021 National Capital Region Plan (2013) prepared by the National Capital Region Planning Board (NCRPB).



**Figure 11:** Jurisdiction map of Delhi, Source: Delhi Municipal Corporation website

**Demography of Delhi**

Delhi, or the Indian National Capital Territory (NCT), is an Indian metropolitan city. Delhi is the world's fifth most populous city, and the largest area - wise city in India. Delhi's metro population is estimated at 30 million by 2020. Delhi

occupies a vast area of some 1, 484 square kilometers. The city has a population density of 29, 259.12 individuals per square mile which is one of the world's largest.

Delhi has a skewed female - to - male ratio, with 866 women for every 1, 000 men. The city has a literacy rate of 86% (91% for men and 81% for women).

The population of Delhi as of 2020 is now estimated at 30, 290, 936. In 1950 Delhi 's population was 1, 369, 369. Since 2015, Delhi has risen by 4, 425, 061, which reflects an annual increase of 3.21 per cent. Such figures and forecasts of the population come from the current revision of the UN World Prospects for Urbanisation. Such figures reflect Delhi 's urban agglomeration, which usually includes the population of Delhi apart from neighboring suburban areas.

The urban agglomeration area grew from a mere 43.25 sq km in 1901 to 888.74 sq km in 2001, while in the same time the population rose from 5501 persons per sq km to 14521 persons per sq km. Over time Delhi has developed like a borderless city. Although some of these outward extensions (without densifying the existing areas) were expected, for example pockets such as Narela and Rohini on the North and North - West and Dwarka on the South - West, a large proportion of the sprawl remains unplanned. Two large trajectories seem to have emerged. The first is, as a nucleus of sorts, the development of high density, mixed use areas and lower income housing with the innermost old town city.



Figure 12: Growth of Delhi, Source: Managing Peri - urban

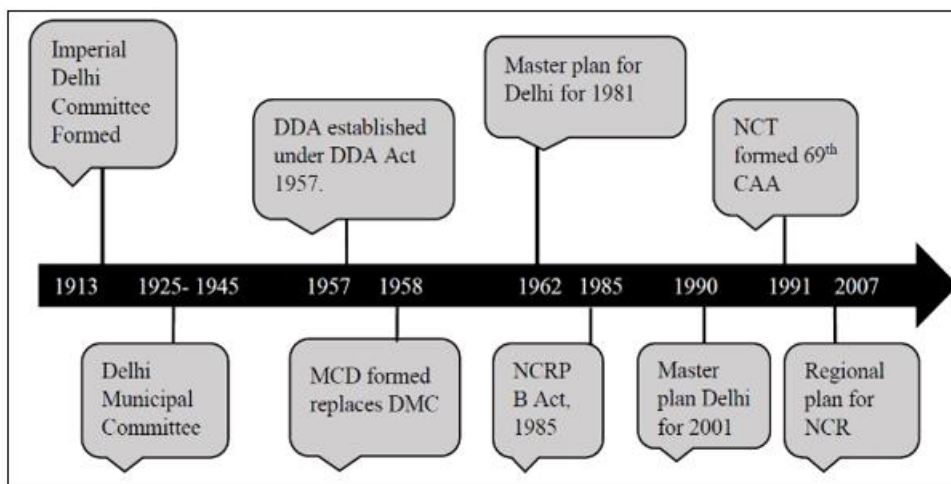


Figure 13: Timeline: Planning Reforms in NCR

*Key highlights of Delhi development plan 2021*

- The Master Plan incorporates several innovations for the development of the National Capital.
- Together with planned development of new areas, a major focus has been on incentivizing the recycling of old, dilapidated areas for their rejuvenation.
- The Plan contemplates a mechanism for the restructuring of the city based on mass transport.
- The Perspective Plans of physical infrastructure prepared by the concerned service agencies should help in better coordination and augmentation of the services.

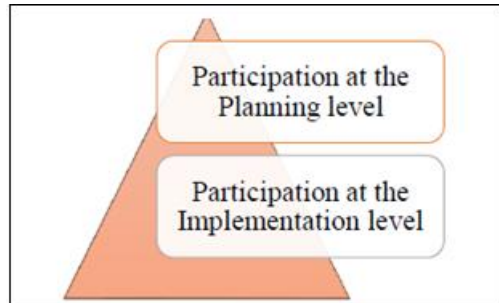
- It is proposed that the Plan be reviewed at five yearly intervals to keep pace with the fast - changing requirements of the society.

**Public Participation**

Following are the critical areas which have been focused more in making of Master plan for Delhi -

- To optimize utilization of available resources, both, public and private in land assembly, development and housing.
- To encourage public participation through decentralized local area planning with focus on implementation and monitoring.

- To incentivize redevelopment with additional FSI along MRTS corridors, low-density areas, special areas and unplanned areas.
- To involve the private sector in tackling the housing problem.
- To promote trade and commerce as well as the informal sector.
- To conserve the heritage precincts.



### Local Area Planning:

Local Area Planning is one of the best used techniques in Delhi to develop a certain area in different parts in the city. So basically, Participatory Planning has two facets.

Based on the type and size of location, the criteria for the adoption of Local area planning changes and the type of settlements have been divided into seven categories as given below

Based on local needs and characteristics

- In a relatively open area in the urban periphery
- In an already existing built up area
- In an old and dilapidated area
- In a disaster prone part of the city
- An area where there is a heritage site

In an urban village area

Delhi, plays an important part in national governance, business, culture, education and sports in India. Delhi population had its inevitable implications and impact in terms of shelter, including squatter settlements, and other infrastructure facilities. Detailed Planning of different sectors of such complex city is vital in developing Delhi as a world-class city. This needs a coordinated and integrated approach amongst several agencies involved with urban services and development along with a participatory planning process at local levels

## 1.6 West Bengal

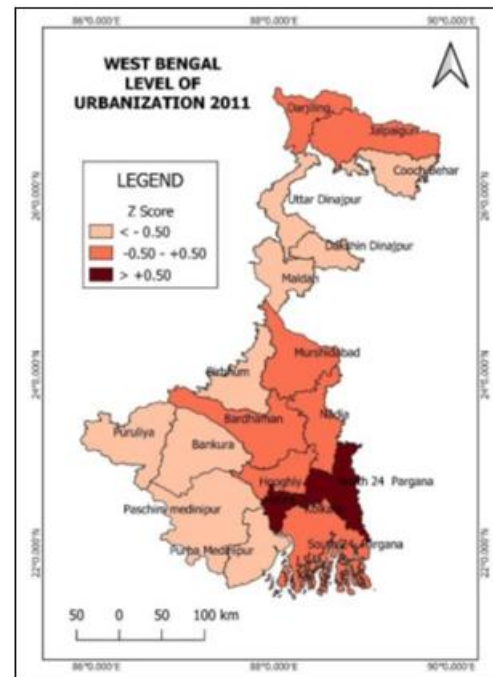
### Urbanization in West Bengal

The Urban Population in 1911 census was 13.054 % of the total population, however, in 2011 Census this has increased to 31.18 percent, and West Bengal is now the fourth - most populous state in our country (Fig.3).

### State Municipal Laws Municipal Governance Sector

- Bengal Municipal (Amendment) Act of 1980 were enforced from 2nd April 1981, others came into effect from October 1982.

- In 1961 the Kolkata Metropolitan Planning Organization, the first of its kind in India, was set up through a resolution of the Development and Planning Dept. to develop a comprehensive development plan for the Metropolis of Calcutta.
- Repealing Act and amendment of the West Bengal Town & Country (Planning & Development) Act, 2017 for integration and quicker implementation of various Urban Development Projects within the KMA.
- It is a transitional arrangement in the way of creation of an Urban Local Body (ULB).



**Figure 14:** West Bengal: Level of Urbanization, 2011, Source: Ref 6 (IJCRT | Volume 11, Issue 2 February 2023 | ISSN: 2320 - 2882)

### Urban Agglomeration in State of West Bengal

Kolkata Metropolitan Area (KMA), the largest urban agglomeration in eastern India, extends over 1886.67 sq. km. and envelopes 3 Municipal Corporations including Kolkata municipal Corporation, 39 Municipalities and Panchayat Samities KMA held a population of around 17 million according to 2011 Census.

West Bengal is one of the few states to quickly constitute functional wards committees following the 74th CAA. Presently West Bengal is constituted of 127 Urban Local Bodies with 2819 wards, and among these Ward Committees have been constituted in 2534 wards

### Public Participation

- The State introduced amendments to the West Bengal Municipal Act in 1994 and published ward rules in 2001. Under these regulations, each ward in a municipal corporation that meets the population requirements shall have its own ward committee, constituted both by elected and nominated members.
- Nominations come from the elected councilors and the number of nominated members is contingent on the population of the ward. Under 2, 500 people, there are

seven nominated members, additional members added with every extra 500 people up until 17 members.

- To ensure diversity in the committee, the rules state that at least two members must come from the community development societies created for West Bengal’s poverty alleviation program (at least three if the committee has more than nine members). All members need to be residents of the ward. Ward committees do not do physical planning, but are required to prepare a list of schemes for deciding priorities, which is prepared and submitted within three months of the constitution of the committee.
- The list should be for two time frames, short - term (1 year) and long - term schemes (5 years).

*The participation in the preparation of the draft development plans*

The participation is conducted with the widest range of stakeholders, building on existing grass root structures such as Ward Committees,

- Neighborhood Groups (NHG),
- Neighborhood Committees (NHC), and
- Community Development Society (CDS)

*Neighborhood Groups (NHG)* are constituted by 15–20 families and may have volunteers that work in micro neighborhood scales in education, planning and health. NHGs in a ward together

Neighborhood Committees (also known as Moholla Samitis) represent polling booth areas in civic elections and need a representation from at least 10 percent of residents of the area

*Ward committees.* can implement development projects, but do not have planning powers, however, ground realities show that one of the biggest drawbacks in the functioning of the ward committees have been the lack of funds for development work and that the committees have not been entrusted with any power to generate resources.

The intention of the 74th CAA was not just decentralized administration and a bottom up approach to city planning, but also create system which encourages democratic participation of citizens in the planning process of urban areas. Though this goal has not been achieved yet in Indian cities; the reasons could be identified as host of issues, precisely to the structuring and language of the CAA, the social, cultural and economic gaps and the lack of clarity with regards to implementation processes.

The case examples are evidence to some clear challenges faced by ward committees alongside developments and strategies that have proven ineffective.

**Stakeholder Participation in Development Plan Preparation**

**Table 4: Review & Comparative Analysis of Stakeholder Participation**

Cities	Plan Making Authority	ULB or Parastatal	Year of Establishment	Current plan in force	No of Members for committee	Non - civil society representation	Civil - society representation	Participation Level
Ward Committee Policy Provision by State								
Mumbai	MMRDA	Parastatal	1974	The Metropolitan Development Plan 2036	Fixed	Councillors & official	Nominated by councillors	Meetings once a month Annual Ward Committee meeting for members only
Bengaluru	BBMRDA	Parastatal	1985	2015 Revised Master Plan for Bangalore	Fixed	Present	Present	Meetings once every month
Hyderabad	HMDA	Parastatal	2008	HMDA Metropolitan Development Plan 2031	As per ward population	Member of the Council	10 electors members	every months
Ahmedabad	AMRDA	Parastatal	1978	2021 Comprehensive Development Plan	Fixed			
Delhi	DDA	Parastatal	1957	2041 Master Plan for Delhi	Fixed (Bhagidari & LAP)	Official	Consultant planners	participation never practiced for larger groups
Kolkata	KMDA	Parastatal	1970	Perspective plan for 2025	As per population	Ward Councilors	Nominated by ward councilors	Annually 2 meetings with all residents and Monthly meetings with committee members

**Table 5: Review & Comparative Analysis of Development Plan Preparation**

Cities	Plan Making Authority	Updating Existing Development Plan	Data Collection & Analysis for new Development Plan	Preparation of Base map, Land Use Map	Identifying Future visions & Projections	Selection of Options	Preparing policies, proposals & recommendations
Stakeholder consultation concerning stages of Urban Development Plan formulation across selected states							
Mumbai	MMRDA	No	Yes	No	No	No	No
Bengaluru	BBMRDA	No	No	Yes	Yes	Yes	No
Hyderabad	HMDA	No	Yes	No	No	Yes	No
Ahmedabad	AMRDA	No	Yes	No	No	Yes	Yes

Delhi	DDA	No	Yes (Pre - planning Stage)	Yes	Yes	Yes	Yes
Kolkata	KMDA	No		No	No	No	No

### Inference

Comparing the approaches and methodology of formulation of the urban development plan and analyzing public participation across different Indian states & Cities is comparatively difficult since the methodology for plan preparation is not consistent and most of the time suitable to local conditions & political will.

This discussion lead to some major issues in the preparation of development plan across the states:

- 1) The revision time line of development need to be followed strictly and should be repeated at gap of 5 years.
- 2) Most of the ULBs/ Development authorities do not approach the line - departments of the state government for the purpose of data collection, vision development plan & technical inputs like. There should be a common notice/ circular to be served to all line department to surface all the statistical data, information with Master Plan department.
- 3) Similarly, the data published under the development plan document is not similar (refer Table 1). For instance, The Ahmedabad Development Plan 2021 published document has a chapter on Stakeholder consultation processes performed, but the information in a similar format cannot be extracted out for Delhi 2021 Master Plan and Chennai Master Plan.
- 4) The stages during development plan preparation where specific details the type of stakeholders consulted during the plan preparation has not mentioned clearly. Hence there could be set of guidelines to select the stakeholders.

E. g Ahmedabad's Development Plan targeted primary and secondary stakeholders for consultation. The stakeholder group which was to be directly affected by the intervention was consulted. Apparently this list majorly included representatives and heads of villages, institutes, and professionals such as Architects and Urban Planners. On the contrary the secondary stakeholders were identified as ones who could influence the development intervention, such as Chief Town Planner, government officers, political leaders such as Member of Parliament and Member of Legislative Assembly. Evident efforts and methods of ensuring common citizens' participation were not practiced during the consultation process.

The public's common interest and relevant motivations to engage in urban planning is an important topic that triggers people to participate. The quality and legitimacy of the decision in urban local governance can be positively improved by enhanced public participation. The participatory process also aids in the development of social capital and building community capacity.

Van Herzele (2004) says that

*"knowledge from the non - expert (citizens) can prove beneficial since the ideas thought would be outside and without consideration of the profession of urban planning".*

This approach may result in the reinvention of the creative solutions which could work in the specified local context.

### References

- [1] Anil Kumar Joy, Meghnath Saha, (2023), *"Emerging trend and pattern of urbanization and its contribution from migration in Gujarat: Evidence from district level analysis"*, Original research paper, Frontiers in Sustainable Cities March 2023.
- [2] Joy Karmarkar, (2015), *"Retrospect of Post - Colonial Metropolitan Planning in India: Critical Appraisal, Research Paper, Journal of Geography & Regional Planning"*, Vol 8 (6)
- [3] Kumar, R. (2011). *Research Methodology - A step - by - step guide for beginners*. New Delhi: Sage
- [4] Dr Mohamed Abdul Razak (2004). *'Managing Research in Architecture and Town Planning'* - Research Exercise Work Book - AICTE Faculty Training Prog - SAP Chennai
- [5] Abdul Razak Mohamed (2020); *'Integrated Approach towards Participatory Development of Urban Neighborhood Spaces: Chennai, India'*; Sustainability in Urban Planning and Design
- [6] Debashish Mahapatra, (2023), *"COMPARATIVE ANALYSIS OF URBANIZATION IN WEST BENGAL: A QUANTITATIVE STATISTICAL APPROACH"*, IJCRT / Volume 11, Issue 2 February 2023 | ISSN: 2320 - 2882
- [7] Karan N Davis (2010) *"Exploring The Level of Public Participation in Planning: A Case Study Approach"*, Thesis for Masters Degree, Dept of Geology, University of Alabama'
- [8] *Urban Governance Index, Conceptual Foundation and Field Test Report*; August 2004, UN - HABITAT
- [9] *'Planning Analysis: The Theory of Citizen Participation'*
- [10] Ashok Kumar (2016): *"Urban Governance and Right to the City"*; Economic and Political Weekly, Aug 2016, Vol 32
- [11] J. KSHIRSAGAR, R. SRINIVAS, *"Town Planning And Development Laws: Evolution And Current Amendments, Report, Town And Country Planning Organization Ministry of Urban Development Government Of India."* 2014
- [12] C. Acioly (2000), *'Note on Governance and Urban Management in Brazil'*, in *'Cities Made by People'* Volume II, A. Hartkoorn (ed), Coplan, Tirana, Albania, 2000. (pp.59 - 72)
- [13] Discussion Paper (August 2012); *"Measuring Democracy and Democratic Governance in a post - 2015 Development Framework"* UNDP
- [14] Sudeept Maiti, João Villela de Faria, (2017), *Participatory planning processes in Indian cities: its challenges and opportunities*, original Research Paper, Journal of Sustainable Urbanization, Planning and Progress (2017) –Volume 2, Issue 1

- [15] NIUM, (2022), *“Study Report on Master /Regional Plans of Different UDA’s /RDAs: Recommendations for Developing New Regional Plan for HMDA. ”*
- [16] National Institute of Urban Management Report, 2018
- [17] Dr. Talat Munshi, Dr. Rutul Joshi, Dr. Bhargav Adhvaryu, (2019), *“Development Plan Preparation in Indian Cities: A Comparative Analysis of Five Million - Plus Cities”*, Working paper, Research Gate Publication, [www.researchgate.net/publication/332370360](http://www.researchgate.net/publication/332370360)
- [18] Bansari Sharma, Swasti Sharma, Ashwani Kumar, Nand Kumar, Satish Pipralia, (2022), *“Analysis of Urban Development Plan Formulation in India with Special Reference to Public Participation, SPSD, International review for spatial planning and sustainable development C: Planning and Design Implantation”*, Vol.10 No.4 (2022), 192 - 208