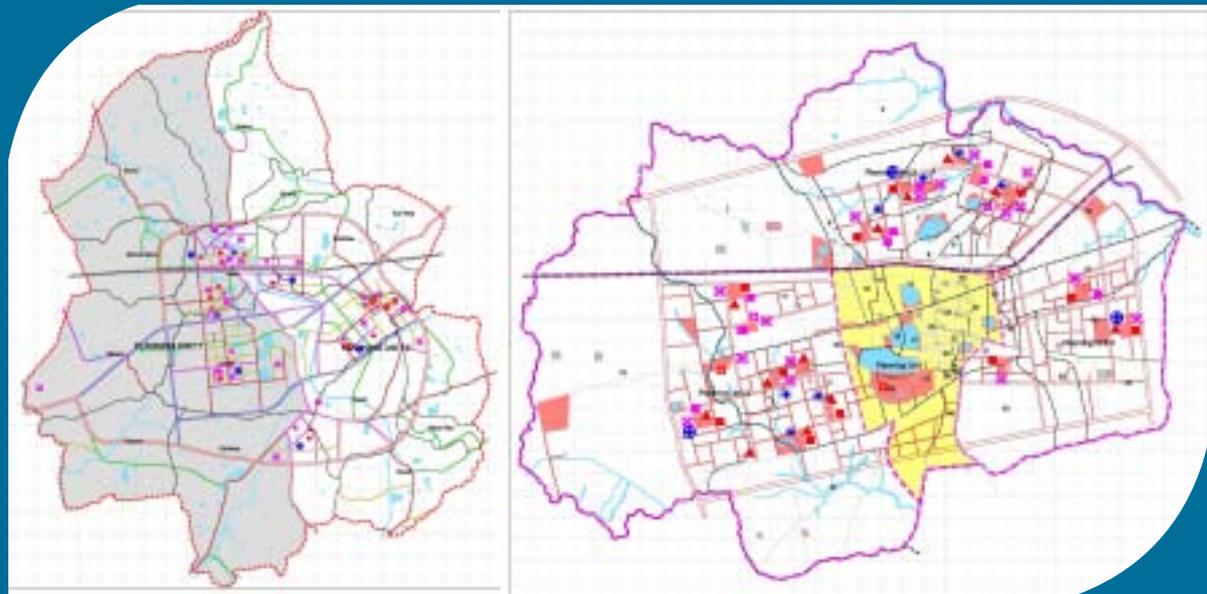


Urban Governance

Participatory Urban Planning



Innovation from Rajnandgaon and Janjgir, Chhattisgarh

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Participatory Urban Planning

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Rajnandgaon and Janjgir, Chhattisgarh



Society for Participatory Research In Asia

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ACKNOWLEDGEMENT

Urban planning in India is considered as an expert driven, top-down and a technical activity. It is predominantly a domain of the professional planners and is controlled by the town planning departments and by various urban development authorities. Despite the Constitutional provision, the responsibility for urban planning has not been devolved to the municipalities by most of the State Governments. However, rapid urban growth and urbanization have created unprecedented chaos in Indian cities. Cities are lacking the basic amenities like water, sanitation, SWM, road etc. The problem has exacerbated due to lack of planned development in most of the cities in India.

The 74th Constitutional Amendment brought out in 1992 guaranteed the existence of municipalities as institutions of urban local governance. The Schedule Twelve of the Constitution listed eighteen items as the functional domain of the municipalities. It entails that the elected municipality will be responsible to provide basic services to the citizens, and the State Government will devolve authorities, funds and functionaries as necessary for the municipalities to become institutions of local governance in urban areas. However, even after almost fifteen years of Constitutional Amendment it remains a distant reality.

Urban planning including, town planning is one such important responsibility of the municipality. The municipalities are supposed to be responsible for preparing comprehensive development plans and their effective implementation. To achieve effective democratic urban governance Municipalities will be expected to act as institutions of local governance who will foster civic engagement in the planning, resource allocation, utilization and efficient service provision in the towns. However, for most of the cities in India and particularly for numerous small and medium towns, it's a distant reality.

Citizen participation in governance has become a buzzword in recent times. Many exemplars and methodologies for citizen participation in development and governance have been evolved and up-scaled in the last two decades. However, most exemplars have been evolved in the rural development planning contexts, whereas, very few in urban contexts. The existing legal framework of urban planning and governance in small and medium municipalities does not support citizen participation. The efforts

from civil society organizations to promote citizen participation in urban planning are also very limited due to a variety of reasons.

PRIA since its inception in 1982 has been actively engaged in building models and advocating to foster citizen participation in development and governance. However, until recently most of these exemplars have been carried out in the rural contexts. In 2005, PRIA initiated a novel experiment on participatory urban planning in two urban centres of Chhattisgarh. The entire process was an intensive learning process for everyone involved, like – the State Governments, elected and non elected officials of the municipalities, local Community Based Organizations, local citizens and their organizations, various other stakeholders and, PRIA and EPC as collaborative facilitating agencies. The experiment has immense potential of replications in numerous small and medium towns of India and elsewhere.

The experimentation could not be successfully accomplished without the technical support from Environment Planning Collaborative (EPC), an urban planning consultancy firm based in Ahmedabad. We learned a lot from EPC about the nuances of urban planning. We want to convey our sincere thanks to the Secretaries of Department of Housing and Environment and Department of Urban Development, Govt. of Chhattisgarh. Our sincere thanks to the Director, Town and Country Planning Organization, Govt. of Chhattisgarh for his encouraging support and keeping faith in the entire process of the planning. These novel-planning initiatives could not be undertaken without the support of the officials, councillors, Chairperson and President of Rajnandgaon and Janjgir municipalities. We must acknowledge the wholehearted participation of the citizens of these two towns by keeping trust and faith in the planning process. Their engagement made the planning process truly participatory and transparent.

We proudly acknowledge the contribution of our colleagues, particularly Ms. Shalini Grover and Dr. Khatibullah Sheikh who led the experimentation with intellectual and managerial contributions. The contributions of our field-based colleagues in Rajnandgaon and Janjgir who helped in implementation of the planning process were exemplary. We must acknowledge the contribution of Neha Verma who contributed in the preparation of this paper. This publication would not have been possible without the support and contributions from Anwar Khan, Mini Varghese, Vipin Kumar and Rambha Tripathy.

We are deeply indebted to Dr. Rajesh Tandon, President, PRIA who provided opportunity and constant guidance to undertake this planning initiative in Chhattisgarh.

Dr. Kaustuv Kanti Bandyopadhyay
Director, PRIA

ABBREVIATIONS

Abbreviations	Full Form
CAA	Constitutional Amendment Act
CBOs	Community Based Organizations
CDS	City Development Strategy
CSOs	Civil Society Organizations
DP	Development Plan
EPC	Environment Planning Collaborative
JNNURM	Jawaharlal Nehru National Urban Renewal Misiion
MoU	Memorandum of Understanding
NGOs	Non Governmental Organizations
TCPO	Town and Country Planning Organization
TDS	Town Development Scheme
TPS	Town Planning Scheme
UD	Urban Development
UIDSSMT	Urban Infrastructure Development Scheme for Small and Medium Towns
ULB	Urban Local Body
ZP	Zonal Plan

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EXECUTIVE SUMMARY

Participatory planning is seen as important tool for decentralization and effective implementation of the 74th Constitutional Amendment Act. However, its application is still a far cry.

The bottom-up approach in the planning process is an important tool in effective delivery of planned development of any area. The recent thrust of Government of India to upgrade urban infrastructure and basic services through a comprehensive scheme – Jawaharlal Nehru National Urban Renewal Mission (JNNURM) by developing City Development Plans (CDPs) through a community consultative process, is step forward in endorsing and recognizing participatory method of urban planning as a precursor to any sustainable city development strategy. The 74th Constitutional Amendment brought out in 1992 guaranteed the existence of municipalities as institutions of urban local governance. The Schedule Twelve of the Constitution listed eighteen items as the functional domain of the municipalities. It entails that the elected municipality will be responsible to provide basic services to the citizens, and the State Government will devolve authorities, funds and functionaries as necessary for the municipalities to become institutions of local governance in urban areas. However, even after almost fifteen years of Constitutional Amendment it remains a distant reality.

Urban planning including, town planning is one such important responsibility of the municipality. The municipalities are supposed to be responsible for preparing comprehensive development plans and their effective implementation. To achieve effective democratic urban governance Municipalities will be expected to act as institutions of local governance who will foster civic engagement in the planning, resource allocation, utilization and efficient service provision in the towns. However, for most of the cities in India and particularly for numerous small and medium towns, it's a distant reality.

Some of the reasons behind ineffective use of participatory methodologies are:

- There are very few practitioners with the requisite skills to engage with the community in order to chalk out common ways forward;
- There is overlap of functions and responsibilities between the plan implementing agencies like the urban local body and, the plan making agencies like Town and

Country Planning Organization (TCPO) and Urban Development Authority, that creates an unfavorable situation;

- Participation of all stakeholders and inclusion of the otherwise 'unheard' voices of the marginalized sections of the society is a slow process. Often due to time and budgetary constraints the participatory techniques are opted out by professional consultants/planners;
- There has been lack of commitment from stakeholders especially in terms of bureaucratic / political will and also the lack of resources towards the development planning itself.

The purpose of taking up this project was to undertake a model building initiative on community based urban planning in two towns of Chhattisgarh. PRIA's attempt was to develop a methodology, that could be integrated in the larger municipal developmental agenda, a process that would have more widespread application in numerous cities and towns of the country that are taking up urban planning initiatives.

The lesson's and experiences from the participatory urban Planning exercise in Chhattisgarh has immense potential for scaling up, especially in the numerous towns, which are in the process of preparing City Development Plans to reap the benefits of JNNURM.

Chapter 1

INTRODUCTION

1.1 Background

Conventionally, urban planning or town planning is the discipline of land use planning which deals with the physical, social, and economic development of metropolitan regions, municipalities and neighbourhoods. In other words it deals with design and organization of urban space and activities like residential, commercial, institutional, industrial etc.

Historically, urban development in India has been more often haphazard, incremental and episodic than a deliberate planned process. In the nineteenth century, urban planning was influenced by the newly formalized disciplines of architecture and civil engineering, which began to codify both rational and stylistic approaches to solving city problems through physical design. However, a number of broad critiques of the rational planning model gained momentum after the 1960s, which helped to expand the domain of urban planning to include economic developmental planning, community social planning and environmental planning.

Participatory planning is now largely being acknowledged by practitioners and also within the academic circles as the suitable planning approach to overcome the gaps in the existing “top-down” methodology. It is a process wherein the local community tells the professional urban planners about their developmental needs and, about the potential resources of the region, which can be tapped. They work together to produce plans of the settlement that address the identified priorities of people. These plans have greater chances of effective implementation as stakes are evolved, trade-offs made, conflict resolution and consensus building done during the interactive planning process itself. The planning process recognizes the role that communities especially, the informal sector and the urban poor play in developing their towns, and ratifies it.

Till recently, the usual mode of urban plan preparation was a technical expert driven exercise, done on the basis of historical and trend data, which was quite detached from the environ for which it was being prepared. The only form of community participation was indirect in nature, was where salient features of the development plan were presented in a public meeting before formal approval of the plan was granted.

However, this is also just a token gesture that does not foster any institutional commitment from the community. There is no community participation in the entire plan formulation process. Also, the 'technical' terminology of the plans also makes it inaccessible to the local communities, for whom the plans were prepared.

Participatory Planning is seen as an important tool of decentralization, but its application is still a far cry. The bottom –up process has been authorized by the UN-HABITAT, multilateral and bilateral agencies and also, by various Governments, as means of building effective partnerships, strengthening communities, reduction of conflicts and improving effectiveness. The recent thrust of Government of India to upgrade urban infrastructure and basic services through a comprehensive program (Jawaharlal Nehru National Urban Renewal Mission and Urban Infrastructure Development Scheme for Small and Medium Towns) by developing City Development Plans (CDPs) through a community consultative process, is step forward in endorsing and recognizing participatory method of urban planning as a precursor to any sustainable city development strategy.

By its very definition, urban planning must necessarily be an organic process that involves the communities it affects. In other words, it must be completely decentralized. The 74th Constitutional Amendment in the Indian Constitution, which came into force in 1992, aimed to do it exactly, by vesting constitutional powers in local bodies with the spirit of developmental planning through local governance. However, with reference to the current scenario, planning in cities and town, a very traditional, rigid and conservative approach is projected from planners and implementing agencies while formulating a city plan. This is due to the undemocratic nature of the plan where there is no role for citizens to reflect their aspirations and needs in plan preparation. Thus, it is very difficult to make this plan conducive for the overall development of the city.

Majority of plan preparation in India had been unsuccessful due to its inward looking approach. The urban planning practitioners and policy makers have started understanding and appreciating the limitations of such approach, and more emphasis is now being given on participatory development. This would enable every stakeholder of the plan making process, to participate by sharing their vision, suggestions and aspirations for the proposed development with the technical persons, thus, democratise the entire process.

1.2 Process of Planning

In order to understand the town planning process in Chhattisgarh with a historical perspective, it is essential to have basic information on the planning processes in India. Therefore, this chapter will provide brief information on the planning practices in India.

In India, urban planning is a State subject and the Central Government (Ministry of Urban Development and Ministry of Housing and Poverty Alleviation) lays down policies and guidelines for urban planning and development. The urban planning projects and schemes are taken up either in the State sector or in the central sector. The finance is provided by the central Government either in form of grants or on matching basis; or by the State Government based on their capacity of implementation. The constituent

States and Union Territories are required to enact their own Urban and Regional Planning Acts. These acts are by and large based on model Regional Planning law prepared by Town and Country Planning Organization (TCPO)¹. At present, urban planning and developmental activities are undertaken at three levels:

- (a) Central Level
- (b) State Level
- (c) Local Level

(a) Central Level

At the central level, Ministry of Urban Development, Ministry of Housing and Poverty Alleviation and Central Planning Commission are the main agencies dealing with the subject of urban planning and development. Central Town and Country Planning Organization (TCPO), Housing and Urban Development Corporation (HUDCO), Central Public Health Engineering and Environment Organization (CPHEEO) are the important nodal organizations that provide technical assistance and advice in urban planning and development related issues. The central Government agencies perform advisory and coordinating role for promoting orderly urbanization through policy planning and allocation of plan funds to the states. These agencies also monitor central sector schemes, provide incentives to achieve national goals and objectives, and facilitate inter-state coordination. The central agencies formulate model planning and development legislation, guidelines and thereby, develop and disseminate innovative approaches and techniques for improving efficacy of urban planning and development systems.

(b) State Level

At State level, urban planning is governed by respective State Town Planning Acts and other development acts. State Town and Country Planning Departments in one form or the other have been established almost in all the states and Union Territories of the country. Although role and function of Town Planning Departments may vary from State to State, but by and large preparation of Master Plans/ Development Plans, Regional Plans, Town Planning Schemes, Zonal Plans, Development Scheme, Area Schemes, implementation of central and State sector schemes, development control and planning permissions are their major functions all over the states. State level policies and strategy plans are also worked out to prepare and implement development plans and improvement schemes.

(c) Local Level

At local level, the planning administrative field offices of the State Town Planning Departments have been established either at district or administrative division level. In most of the towns and cities urban local bodies in the form of Municipal Corporation or Municipal Council or Nagar Panchayat have been constituted. In some of the large and metropolitan areas Planning and Development Authorities have also been constituted to look after the planning and development of the respective towns. These authorities have been created either under State Town Planning Acts or Complementary Development Authority Act. In some cases, power has also been delegated to municipalities for preparing plans and for giving permissions to developmental activities.

¹ Town and Country Planning Organization is a nodal agency for preparing town plans of cities in India

1.3 Delineation of Zones for Planning Activities

Planning and developmental activities are taken up in three concentric zones depending upon the extent and spread of the respective town or city.

The first zone (Zone I) is comprised of municipal area strictly within municipal limits. The planning and development in this

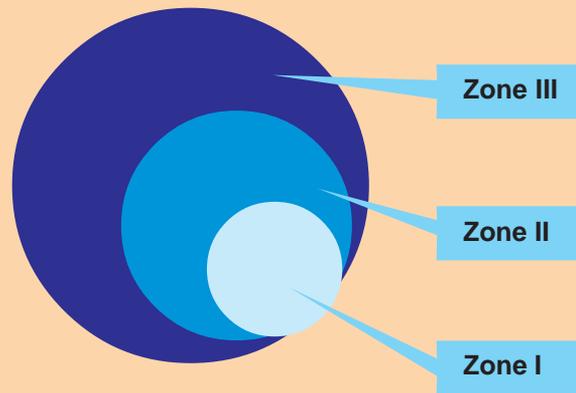
zone comes under the jurisdiction of the respective urban local body. The second concentric zone (Zone II) around the municipal limits is covered by the Urban Development Authority or by the Local Planning Area Authority. The outer zone (Zone III) that consists of outskirts area, urban fringe and rural environs is either part of Urban Development Authority or outside the local planning areas, thus, is controlled by city Development Authority or Village Panchayats.

In the Zone I and Zone II developmental activities and urban growth are generally regulated through the Master Plan / Development Plan of the area. In this area particularly in Zone II, scope for town planning scheme is encouraged. In Zone III either there is no development control or very marginal control. This is the zone where most of the development is takes place, as the core is almost developed and there is very little scope for further growth. The efforts in the core are generally geared up towards strengthening the existing set up. In the fringe areas planning and development mechanism needs to be followed in a phased manner through the instrument of Master Plan / Development Plan to tackle the problem of urbanization in a comprehensive basis.

1.4 Development Plan Approach

Over the years Master Plan / Development Plan approach has emerged as an important instruments of urban planning systems in the country. Initially, process of Master Plan followed in India derived its base from the erstwhile comprehensive planning system under the 1947 Town and Country Plan Act of United Kingdom. Later on a Model Town and Country Planning Legislation was prepared which formed the basis for State Town and Country Planning Acts. The Master Plan for Delhi (1961-81) prepared by TCPO was perhaps the first statutory comprehensive development plan in the country. The concepts, measures, methodology and techniques known as 'Delhi Imperatives' have been widely used while preparing Master Plan for various towns and cities in the country.

Figure : 1
City Showing various Zones for Planning Activities



Box 1**Three Major Components of Planning**

1. **The legal framework:** *The legal framework is provided by the state-planning Act and is known by different names in different states. For instance, Haryana Urban Development Act, Chhattisgarh Nagar Tatha Gram Nivesh Act, Karnataka Town and Country Planning Act etc. These Acts provide broad guidelines to be followed by the planning agency to get legal sanction.*
2. **Different institutions of planners:** *Each state has its Town and Country Planning Organizations (TCPO) with the task of planning within the state at regional as well as local level. There are similar bodies such as The Town Planning and Valuation Department (TPVD), Area Development Authorities etc. For the industrial development there is separate body known as State Industrial Development Corporation.*
3. **Implementing institutions:** *The implementing institutions constitute of, Municipal Corporations, Municipal Councils and Nagar Panchayat etc.*

The momentum in Master Plan Approach was, however, generated during the Third Five Year Plan (1961-66), when Central Government provided cent percent financial assistance to the State Governments to set up town planning departments for preparation of Comprehensive Master Plans for the fast growing cities and towns under a legislative framework based on the Model Law formulated by TCPO. Since then, process of Master Plan formation picked up and concerted efforts were made for providing appropriate legislative support for preparation, enforcement and implementation of the Master Plans. As per the study conducted by TCPO in 1995, about 879 Master Plans were prepared under the State Town Planning Acts, Town Improvement Trust Acts, City Development Authority Acts and other related Acts/Legislations. Master Plans for 319 towns/ cities are in the process of preparation and in the draft stage. Some of the states also have non-statutory plans mainly for guidance and policy purposes, as they could not be approved due to lack of appropriate legislative framework.

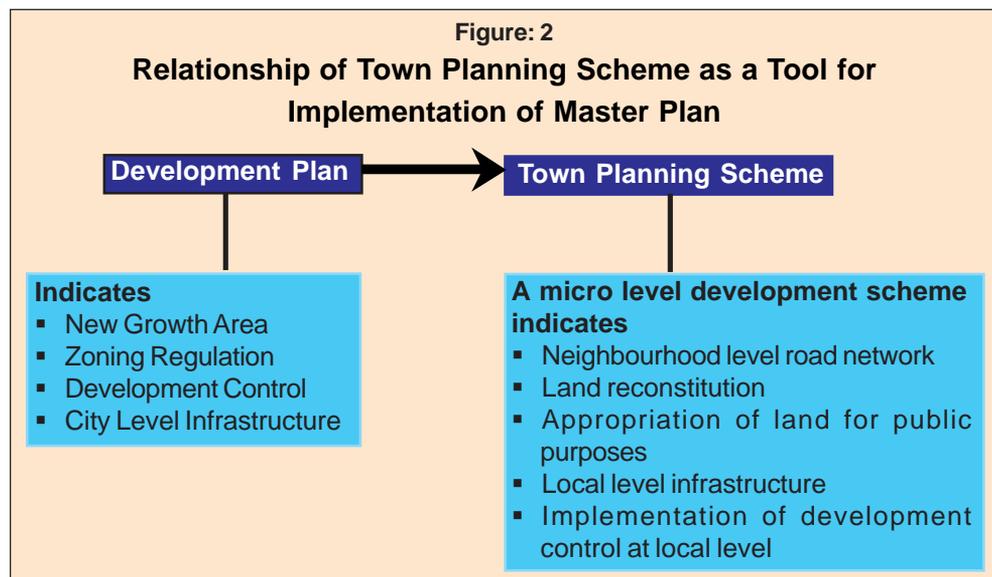
Scope of Master Plan has been clearly defined in various Town Planning Acts and other relevant legislations. Basically, it is a statutory instrument for controlling, directing and promoting the sound and rational development and/or re-development of urban areas with a view to achieving maximum economic, social and aesthetic benefits. Broadly, it indicates the proposals for allocating the use of land for various purposes such as residential, industrial, commercial, recreational, public and semi-public purposes, etc. It proposes a network of roads and street pattern and traffic circulation system for present and future requirements. It identifies areas required to be preserved and conserved and provides for all such matters as may be necessary for the development of the respective town / city or as may be prescribed by the State Government and other specialized agencies. It indicates the stages by which the plan is to be implemented. The Master Plan is followed by preparation of Zonal Development Plan, Development Schemes, Town Planning Schemes, etc. which indicate details and specific locations of various activities, facilities and services as suggested in the Master Plan. Such detailed plans and Town Planning Schemes are necessary for smooth enforcement and implementation of Master Plan.

Urban land development is controlled by the following objectives:

- Access to urban land ensuring optimum social use of land,
- Making available adequate quantity of serviced land at reasonable price to both public authorities and individuals,
- Encouraging cooperative community efforts in the field of land development,
- Preventing concentration of urban land in a few private hands, thereby, safeguarding the interest of economically weaker sections of the society.

Master Plan inter-alia contains zoning and sub-division regulation, development of control norms and building bye-laws which are the instruments to access, use and control of land. Various models for assemblage of land have been in force as part of urban planning and development. The concept of Accommodation Reservation (AR) and Transfer of Development Rights (TDR) are the new policy instruments for resolving the problems of land acquisition / land assembly to some extent.

Town Planning Schemes like pooling of land of identified owners for development as a unit, by the planning agency is important. Pooling technique is in vogue since beginning of the twentieth century. Under this technique land is adjusted by sharing the same in a common pool where landowners become partners in the city planning process, which helps in implementation of city Master Plans in various states. A relationship of Town Planning Scheme as a tool for implementation of Master Plan is depicted below (Figure: 2).



The conventional approach to land acquisition, even for public purpose, has become a time consuming process. Sometimes it leads to unending litigation and encourages speculative tendencies. The acquisition process besides being time consuming also becomes cost prohibitive while on the other hand, the owners whose land's are acquired, feel that they have not been adequately compensated. The Town Planning Scheme is followed as an alternative method to assemble the land for urban development activities in a faster and financially affordable manner without taking recourse to compulsory acquisition of land. Town Planning Scheme (TPS) is in operation in some of the states of Indian Union in the form of plot reconstitution. It is basically an area planning technique patterned on the concept of land re-adjustment.

1.5 Devolution of Powers and Its Significance in Planning

Till early 90's there was no direct participation from citizens in city planning process. The responsibility of formation of plan was in the hands of few techno-bureaucrats who were completely oblivious to the ground realities and were just confined to their meeting rooms and drew up the colorful utopian plans. Those plans were not realistic as there was no feedback from the citizens of their needs in the city, which were to be focused upon. Whatever they devised was completely non conversant with the real life situations and thus they were unable to meet up the aspirations of the local population.

The 74th Constitutional Amendment Act (74th CAA) has been flaunted as an initiative to decentralize power and strengthen democracy at local level. The 74th CAA accords constitutional status to the urban local bodies (ULBs) and prescribes near uniform local governance structure valid across the country. It provides a framework for electing local Governments. It also provides urban local bodies with political, functional and fiscal empowerment. Prior to this amendment, most of the states have done their best to keep the local Government under their control. The State Governments to achieve this purpose have followed several methods:

- Not providing adequate funds for local Government;
- Exercising bureaucratic control over the local Government budget and developmental efforts;
- Insisting on seconding State bureaucrats to local Governments;
- Creating State agencies to usurp the legitimate functions of the local Government;
- Prohibiting and inhibiting the locals from developing professional competence in their areas of concern;
- Keeping the emoluments of the local government employees lower than their equivalents in the State service cadres;
- Threatening the local governments with 'dissolution' as opposed to the old 'superseding';
- Extending various forms of political and bureaucratic patronage to keep the local government under control;
- Packing the various committees of planning and development with nominees of the State and neglecting representatives of citizens and citizen interests.

The 74th CAA attempted a long-overdue devolution of powers and responsibility to the municipality, by evolving a framework for the States to transfer some 18 functions to the ULBs that included areas that are vital to the growth of cities, from urban planning to regulation of land use, etc. After the implementation of this act, there is a considerable shift from the earlier bureaucratic style of functioning of the Government with the realization that the citizens are the most valuable source of input in anticipating future needs and rationalizing developmental priorities. Provision of urban services and maintenance of assets is now the responsibility of the ULB. The Twelfth Schedule (items 1,2,3) of the landmark Act significantly enhanced the role and functions of ULBs by including functions such as: Urban planning including Town Planning;

Regulation of Land use and construction of buildings; Planning for economic and social development.

Despite of devolving the above functions to ULBs there is still no considerable attempt from the local Government to implement the Town Planning initiatives in their areas. Except for few land use changes, there is no endeavor to make a realistic comprehensive town planning initiative. The State planning departments count various lacunas in terms of inadequate expertise, human resources and negative influence from local politics. Some of them are listed below:

- There are very few practitioners with the requisite skills to engage with the community to chalk out common ways forward. The necessary experience, the know-how of the dynamic nature of the processes involved of sparking debate and consensus building etc. are few in the country. There is little practical experience of developing community strategies, let alone their interface with development plans.
- There is ambivalence and overlap of functions and responsibilities between the plan-implementing agencies i.e. the urban local body and the plan making agencies like Town and Country Planning Organization (consisting of professional town planners), which creates an unfavorable situation. Both these entities are governed by differential set of rules and regulations leading to uncoordinated efforts and ad-hoc decisions. There is need to create structural convergence between these agencies. The aspirations and need of the people should be conveyed to the planners by the elected body and the plan should be prepared in close consultation with them. Likewise there is an urgent need to train the local Governments on the basic tenets of urban planning, for them to contribute meaningfully to the plan making and implementation process.
- Participation of all stakeholders, inclusion of the otherwise 'unheard' voices of the marginalized sections of society is a slow process. Often due to time and budgetary constraints the participatory techniques are opted out by professional consultants/planners who are caught in the dilemma of the demand for end product vis-à-vis the 'rightness' of the (participatory) process adopted.
- There has been lack of commitment from stakeholders especially in terms of bureaucratic/ political will and also the lack of resources towards the developmental planning itself. Within the limited resources the extensive consultation and participation is seen to be a burden on the given workload.

The participatory process requires commitment from all stakeholders, which is sometimes short. The general apathetic attitude and cynicism of some primary stakeholders that 'nothing will ever change' is a deterrent in developing necessary partnerships for effective participation.

The experience with the 74th CAA up till now has not been a very successful one. Till date, all the powers to legislate the provision of urban infrastructure are still vested with the States, as is the resource-raising activity, which is evident in the usual urban taxes that include taxes from stamp duty to entertainment tax. The only levy left to the

municipalities is property tax. But here, too, the State decides the tax base, rates and modes of assessment. Contrary to the federal practices of modern democracies, India fares poorly in its record of devolution of power to local bodies. Civic Government expenditure in India is just 0.6 per cent of national GDP, compared with 5 per cent in Brazil and 6 per cent in South Africa.

In December 2005, the Central Government came up with an ambitious program called Jawaharlal Nehru National Urban Renewal Mission (JNNURM) for the planned development of the cities. The schemes proposed under its umbrella had shown some hope for implementing the participatory planning approach in the cities by way of preparing City Development Plans (CDPs) and Detailed Project Reports (DPRs). However, unfortunately most of the plans prepared so far suffered the same deficiency in stakeholder participation. The techno-bureaucrats prepared these plans without consulting the citizens and other stakeholders in the city, thereby, reinforcing the conventional top-down approach to planning.

Another encouraging aspect of JNNURM is its much-required urban governance reform orientation. A number of these reform proposals are to ensure functional autonomy for local bodies. The Central Government, State Governments and municipalities selected under JNNURM have already signed tripartite agreements to enable the full implementation of 74th CAA. This again emphasizes the devolution of authority and resources to municipalities to undertake city level planning. However, so far, most of the State Governments have not devolved appropriate authority, technical capacities and resources to the municipalities. In the absence of such devolution of participatory approaches, town planning is still a distant dream.

As discussed earlier, town planning in India has been a very exclusionary process. Since independence, the State Governments have been acting as the dominant actor in the planning process. The State Governments act as a plan formulator and regulator with little or no scope for citizens to participate in the plan making process. There is hardly any transparency and accountability from the State Government and they don't consider public participation as a conducive task for formulation a development plan.

Things have changed slightly, albeit in slower pace and in an unsatisfactory state, after the introduction of 74th CAA where, the State Governments have adopted a perfunctory approach. There is now scope for citizen participation at the last stage of planning process, when the final plan is advertised through newspapers for comments, objections and suggestions. This last stage calling is not enough to galvanize the community to participate in the process. As the exercise of plan making by public consultation is a tedious task and involves large scale operation of various tasks simultaneously, thus, many NGOs and CBOs have restricted themselves to a few local issues.

Chapter 2

PARTICIPATORY TOWN PLANNING METHODOLOGY

2.1 Understanding Participation

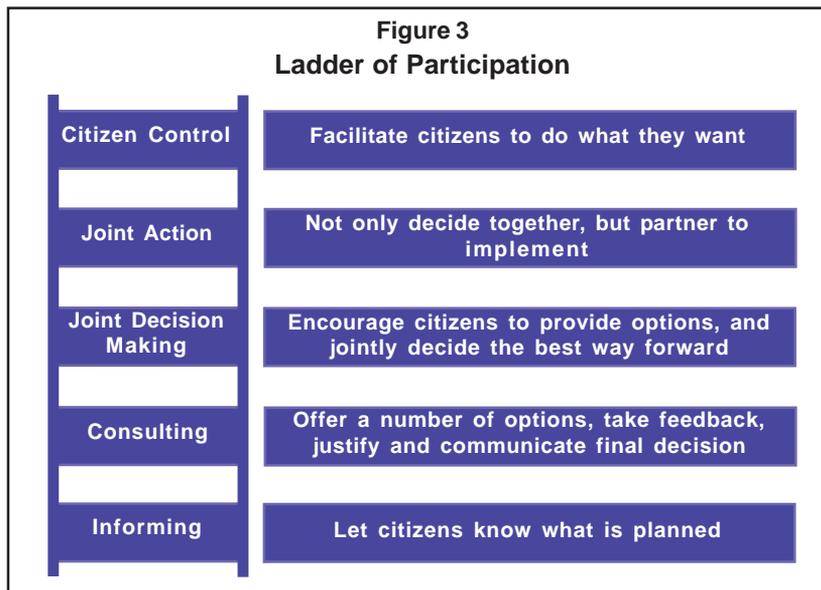
It is very difficult to get an ideal definition of participation. The World Bank defined participation as, 'a process through which stakeholders influence and share control over development initiatives, decisions and resources which affect them'. Also in a more comprehensive manner, it is the active engagement of citizens and stakeholders in sharing ideas, committing time and resources, making decisions, and taking actions to bring about a desired developmental objective.

Active participation includes citizens and stakeholders in the task of identifying, planning, implementing and evaluating programs and projects executed by the agency. Passive participation implies voluntary or other forms of contribution by the people to predetermined programs and projects, in return for some perceived expected results. Though this is also participation but, here projects or programs are not designed to change the fundamental problems.

The factors that help in enabling the citizen participation include:

- (a) **Encouraging climate** – This includes political support within and outside the implementing agency;
- (b) **Educational intervention** – This helps in enhancing the awareness of the citizens to enhance own understanding of development needs;
- (c) **Skills building** – This involves skills for self-management, technical skills, and collective forums, that act as mechanisms to generate and sustain citizen participation.

The stages and processes of participation could be understood by considering it as a ladder of citizen participation (Figure 3). The diagram below presents five-stage level of participation in which with each rung corresponds to the extent of citizens' power in determining the end product. The five stages are described below.



The bottom two rungs allow the citizens to hear and to have a voice by informing and consulting. However, under these conditions they lack the power to insure that their views will be heeded by the authorities. Here, participation is restricted and there is no follow-through, hence no assurance of changing the status quo.

Further up the ladder are levels of citizen power with increasing degrees of decision-making clout. Citizens can enter into a partnership that enables them to negotiate and engage in trade-offs with authorities. At the topmost rung of citizen control, citizens obtain the majority of decision-making seats, or full managerial power.

As the process allows people to determine the objective, it therefore enhances successful achievement of the objective. Thus, the projects act as effective instruments of development. Participatory processes bring to the projects close knowledge of field reality not available to outsider technicians and Government bureaucrats. The network of relations is important for success of project and the long term investment, and co-operation of grassroot organizations for developmental activities.

The process also increases self-reliance among the citizens, and develops in them a sense of dignity. The focus shifts from passive dependence to active independence. The coverage and scope of development project also gets an impetus, with the sustainability of the project outcomes being insured, as a result of the community participation in the development process.

The initiative described here was an attempt by PRIA, a Civil Society Organization, to undertake a model building initiative on participatory urban planning in two towns of Chhattisgarh – Rajnandgaon and Janjgir. The inspiration for this initiative was taken up from the shadow planning initiated by Unnati, another Civil Society Organization, in Gujarat for rehabilitating the victims of Kutch earthquake. The approach focused on forging genuine partnerships, thereby, raising stakes and developing ownership in this process, ensuring greater chances of plan implementation by an 'inclusive community'. PRIA's attempt was to develop a methodology that could be integrated in the larger municipal developmental agenda. The objective was to develop a process that would

have more widespread application in numerous cities and towns of the country that are taking up urban planning initiatives. A planning firm, Environmental Planning Collaborative (EPC), provided technical support to the project. The lesson's and experiences from the Participatory Town Planning exercise in Chhattisgarh has immense potential for scaling up, especially for the numerous towns which are in the process of preparing City Development Plans to reap the benefits of JNNURM.

2.2 Background of the Intervention Area and PRIA's Initiative

The new State of Chhattisgarh was carved out of India's largest State of Madhya Pradesh on November 2000. It is the 10th largest State of India. Chhattisgarh takes its name from 36 (Chattis is thirty-six in Hindi and Garh is Fort) princely states of this region which existed in the earlier times. It borders Madhya Pradesh on the northwest, Maharashtra on the west, Andhra Pradesh on the south, Orissa on the east, Jharkhand on the northeast and Uttar Pradesh on the north.

The present developmental and infrastructure priorities of the Government are focused on top five large urban centers of the state. In 2005, the State Government had undertaken the initiative to develop infrastructure plans for 13 large towns in a phase wise manner.

Figure 4 :
Map showing Rajnandgaon and Janjgir



However, there was still dearth of any planning attempt for the 100 small and medium towns, which are urbanizing at an intensifying rate and would soon assume the size of any large town in the state. As is the case with any large town, the phenomenal urban growth is resulting in severe pressure on the basic infrastructural facilities and amenities. The existing planning efforts of the Government to control the urban growth have evidently failed. The urban fabric is thus, bursting at its seam and spilling over in form of unregulated and unplanned development in all the urban centers.

Table 1
Demographic Statistics of Chhattisgarh

Capital	Raipur
Population (2001)	20,795,956 (17 th rank in terms of population)
Urban population	4,175,000
Density	108/km ²
Districts	16
Urban population Growth Rate	17.4 percent in the 1990's and during the last decade (1991-2001) the rate has increased to 20.08 percent.
Urban Birth Rate	23.6 %
Urban Death Rate	7%

PRIA is working in Chhattisgarh for many years and PRIA has vast experience from numerous initiatives in the State on citizen engagement. The initiative in the two urban local bodies at Rajnandgaon and Janjgir, revealed that, most of the urban dwellers were disillusioned by the lack of access to the basic infrastructure facilities and developmental gains. Thereby, forcing them to lead lives below an acceptable standard of living.

Initiating process in Chhattisgarh was much more easier than in any other state, as PRIA was working in this state for many years. There is support from all the sectors to initiate the Town Planning process. In the intervention State most of the developmental initiatives are not really aimed at improving the plight of the marginalized sections of the society. These people especially, *adivasi* women, dalits suffer multiple focus of exclusion. Further, any attempt made by these groups to make any claim on their rights and entitlements on developmental gains is generally curtailed. The community clusters and new land uses were mushrooming more in response to local needs rather than as per any stipulated planning guidelines. The growth of the town was thus, guided more by the locational opportunities that were rarely envisaged by the planners.

PRIA attempted to initiate the process of participatory urban planning wherein the planning process was receptive to citizen inputs. To achieve the desired result, planned capacity building initiatives were taken with the citizens and representatives of the municipalities so that they know the basic framework of the planning process and are able to respond more effectively in giving suitable answers to the questions like, 'what should be done?' and 'how could it be done?'. Partnerships were formed for interdepartmental cooperation and coordination that resulted in pooling of information, expertise, resources and created greater chance of maximizing collective action for plan implementation.

2.3 Existing Planning Approach in Chhattisgarh

The Legal framework of planning in Chhattisgarh is governed by the guidelines mentioned in the '*Chhattisgarh Nagar Tatha Gram Nivesh Act*' 1973. The Town and Country Planning Organization (TCPO) is the nodal agency responsible for town planning in the State. As already discussed in the earlier chapter, there are basically three kinds of planning exercises in the state:

- (a) **Development Plan (DP)** – The first level of the planning exercise has been carried out for very few towns of the State. The DP broadly identifies land use, road network and development control regulations for development for next ten years. Once the land use and road network has been identified the land gets frozen for any other kind of development.
- (b) **Zonal Plan (ZP)** – Zonal Plan is normally prepared for planning units identified in the DP and similar to a DP, but it carries minute details and it addresses planning issues at the micro level. No town has prepared a ZP in Chhattisgarh until PRIA's initiative. It needs to be mentioned here that the Act is not very clear on the level of details (plot level or neighbourhood level), which need to be provided in a ZP.
- (c) **Town Development Schemes (TDS)** – The third level of plans are the town development schemes which include plot level details in terms of provision of service delivery networks and layouts. The State Planning Act does not also clearly define the deliverables for TDS.

Figure 5
Roles and Responsibilities of ULB in Chhattisgarh

Institutions	Development Plan	Urban Development	Water Supply		Sanitation	City Roads	SWM	Housing	Slum Improvement
			Development	O and M					
TCPO									
ULB									
UDA									
PHED									
DUDA									
SUDA									
MPHB									

Source: Environmental Planning Collaboration (EPC), Ahmedabad.

TCPO is the nodal agency to prepare all these plans but, at the same time, a municipality can also declare its intention to prepare them especially the ZP and TDS. However, till date the prerogative and responsibility for plan preparation has rested with TCPO and the State departments.

Another big problem in the planning process in Chhattisgarh is the multiplicity of organizations that are assigned same functions. In Chhattisgarh, there are two planning departments dealing with planning issues. The Housing and Environment Department prepares the DP, and the lower level plans are prepared by another department i.e. Urban Development Department. There is no link between these two departments except at the ULB level, which has the responsibility to carry through the implementation of the plan. Thus, it is clearly visible from Figure 5 that the ULB is responsible for everything except preparing the Development Plan.

The ideal scenario would be when the people's need and vision are conveyed to the planning agency by way of a participatory process, and the plan preparation is done by the technical department (TCPO) in close consultation with all municipal stakeholders as a team. Thereby, each component of developmental planning would be built with community perspective and bring in a developmental agenda which fulfills people's priorities, whether it is land use planning, financial investment or implementation of building development control regulations.

2.4 Planning Status in Rajnandgaon and Janjgir

The Development Plan for Rajnandgaon was prepared for the period 1991-2001 and its updation is in process. For the first time, a DP has been prepared for Janjgir and has been sent for publication. Till date there was no Zonal Plan (ZP) for any city in Chhattisgarh and therefore, there are also no TDS for any city of the State. The earlier DP of Rajnandgaon divided the city into four planning units/ zones where ZP has been proposed and shall be prepared. Since there has never been an attempt before in Chhattisgarh, the preparation of a ZP in Janjgir and that too in a participatory manner was going to learning experience for all those involved – TCPO, ULB, PRIA and EPC. It would set a role model for preparation of Zoning Plans for other cities in Chhattisgarh.

In the given scenario, PRIA took up the task of preparing participatory Development Plan for Rajnandgaon and a Zonal Plan for Janjgir. A consulting firm Environmental Planning Collaborative (EPC) provided the technical support to the process.

2.5 Participatory Planning Approach

Development Plan is the vision for a city's growth and thus, it cannot be prepared by a group of planners in isolation. Therefore, people of the city need to participate and direct that vision. Their involvement is very much essential in the planning process. Planners, in most cases, will be there to represent these aspirations through a statutory format, under a formal process.

The plan preparation process facilitated by PRIA encouraged extensive consultation and participation throughout the Development Plan and Zonal Plan of Rajnandgaon and Janjgir respectively. This included identification of stakeholders who could guide in making the plan for the city, therefore helping in developing a City Development Strategy (CDS). City Development Strategy, is strategic planning through a consultative process incorporating local institutional and financial reforms. This was done by sharing the conceptual plan and getting the inputs from stakeholders' involved through group meetings.

After having series of discussions and structured dialogue with the stakeholders about the planned development, the plan was evolved. Before the formal plan preparation process started, the local Government institutions and planning officials of both the departments (Urban Development as well as Housing and Environment) were involved in the process through a training workshop. The idea was to demystify the parlance of 'the technical process of urban planning'. The content of the sensitization workshop included understanding the various aspects of the spatial planning, the legal framework, financial operating plans and municipal budgets. It was seen that procrastination in

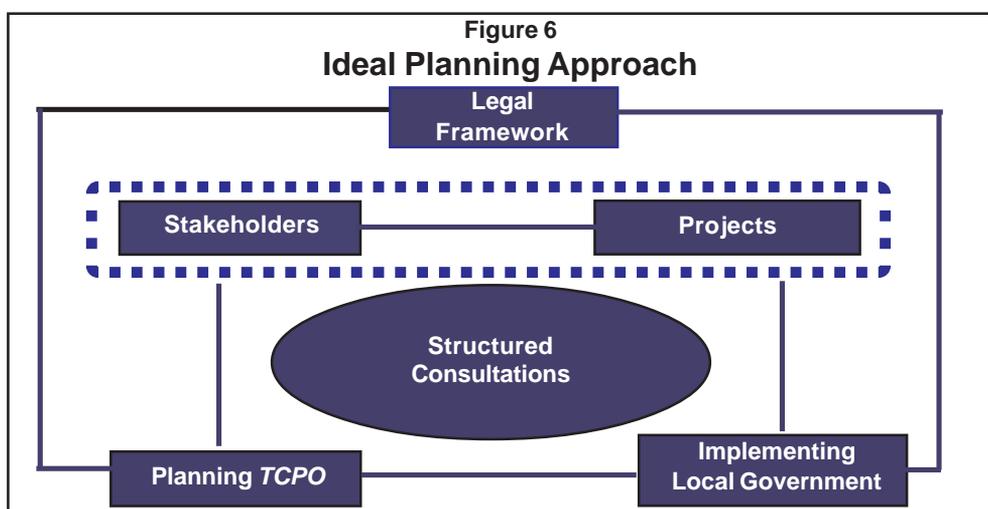
plan implementation, poor quality of the final product, non-implementable proposals have been mainly because of the lack of basic knowledge of the key players, which involved officials from various departments. Thus, the training workshop was organized which ensured that even after the plans are submitted to the State Government and sanctioned, the officials and people's representatives would have a fair idea of the nuances and intricacies of the plans. So that they can take rational, consistent and informed decisions during their implementation.

The approach deployed in the participatory process went much beyond the statutory process. The broad aim of this inclusive approach was to strengthen local urban governance institutions and developing a participatory planning agenda was to:

- Develop a vision statement for the city through consultations – the vision statement to guide the preparation of the zoning plan and its implementation
- Identify a set of projects for implementation through a structured consultation process
- Prepare a phasing of plan for these projects with municipal stakeholders
- Integrate these projects into the municipal budget, to make them financially viable
- Prepare area specific urban design guidelines for specific areas – slums, inner city, heritage precincts etc.
- Demarcate areas to be developed as TDS for the next 5, 10 and 20 years based on people's consensus and needs
- Build capacity of the ULB and create a process to review the plan every year and make appropriate modifications if required
- Ensure that the informal sector and the marginalized are a part of the planning process

2.6 Steps in Evolving Partnerships and Participatory Innovations

The planning methodology agreed upon was through partnership, dialogue and discussions involving stakeholders at all levels. The collaborative methodology was aimed to be participatory at all possible stages, technically sound, adhering to the legal planning guidelines of the State, financially viable and implementable by the ULB. The key steps undertaken are described in the following pages and given in Figure 6.



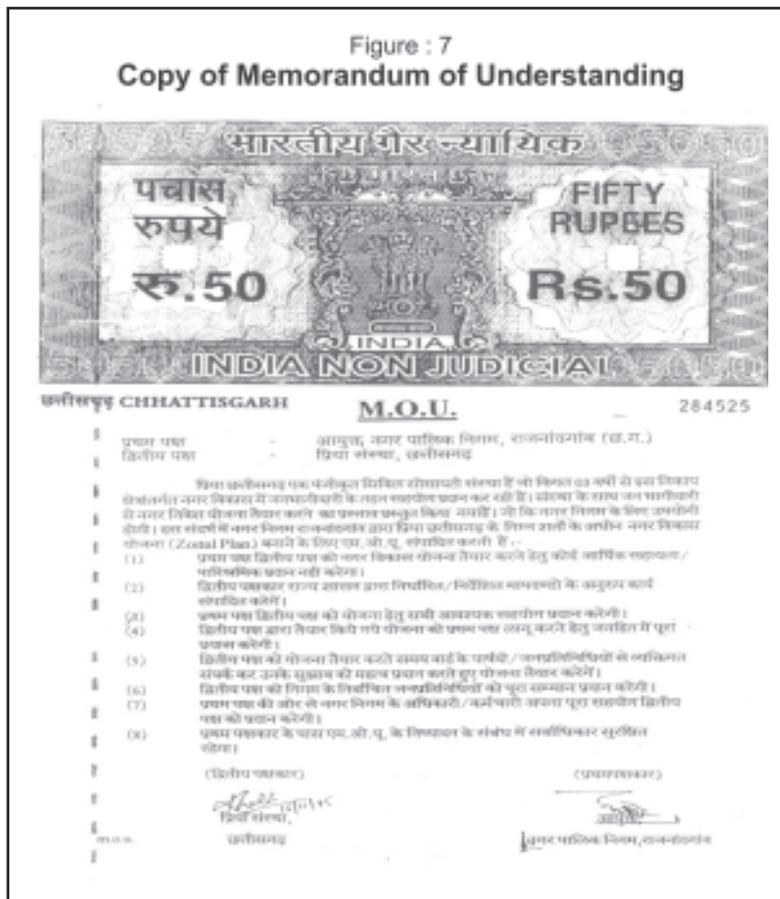
Source: EPC, Ahmedabad

(a) Liaison and Negotiation with the State Government

Initially, State Government was consulted for the possibilities of plan making process. The aim was to garner the support and confidence to undertake the participatory process from the State Government. Thus, a formal validity to undertake the process and to procure the requisite secondary information and data. The concerned State level departments joined hands in the endeavor and the department of Urban Development sent a letter to the two municipalities for their comment and discussion to Mayor in Council and President in Council.

(b) Signing of MoU with the Municipalities

After discussion and getting approval from the State Government PRIA sent a letter to the ULBs to discuss the issue in a relevant forum. The Mayor in Council and President in Council approved the proposal and a formal Memorandum of Understanding (MoU) was signed with them. The understanding was that municipality would partner in the entire process in terms of local support and participation.



(c) Orientation of Municipal Officers and Elected Representatives

Key role players need to be informed of the planning process, if they are expected to support the local planning process. Preparation of a DP or a ZP is not a one-time affair. The DP has to be monitored constantly to ensure that it enables sustainable growth. Therefore, it was essential that the local Government officials, who are directly

responsible for implementing projects under the DP, know the intricacies of the preparation and monitoring of DP. A two-day training workshop for local Government officials and elected representatives from both towns along with officials from State departments was conducted at Raipur (State Capital). The workshop included training on basic elements of DP, ZP, and TDS. The workshop focused on the sensitization of the participants on the basic concepts of good governance and participatory planning, need for reform in municipal finance and accounting, inputs to augment sources of municipal income and ways to implement plan and projects etc. The training sessions helped to improve the understanding on technical aspects, legal provisions, statutory planning procedures and methodologies of preparing participatory plans. The training workshop was particularly useful to the local Government stakeholders as it helped them to articulate a vision and identify important issues of their towns, which was a starting point for the facilitators. The Secretary, Town Planning and officials from TCPO also pro-actively participated and contributed to the process.

(d) Preparation of a High Quality Base Map

Using geo-coded satellite imagery bought from National Remote Sensing Agency (NRSA) a good quality map was prepared. The Khasra map having plot level details was digitized and overlaid on the imagery to correlate both. The linear features are updated and corrected with the satellite images using rubber-sheeting method. It is through this methodology, that ground check was done to verify the output and to achieve more accuracy, after preparation of the draft base map.

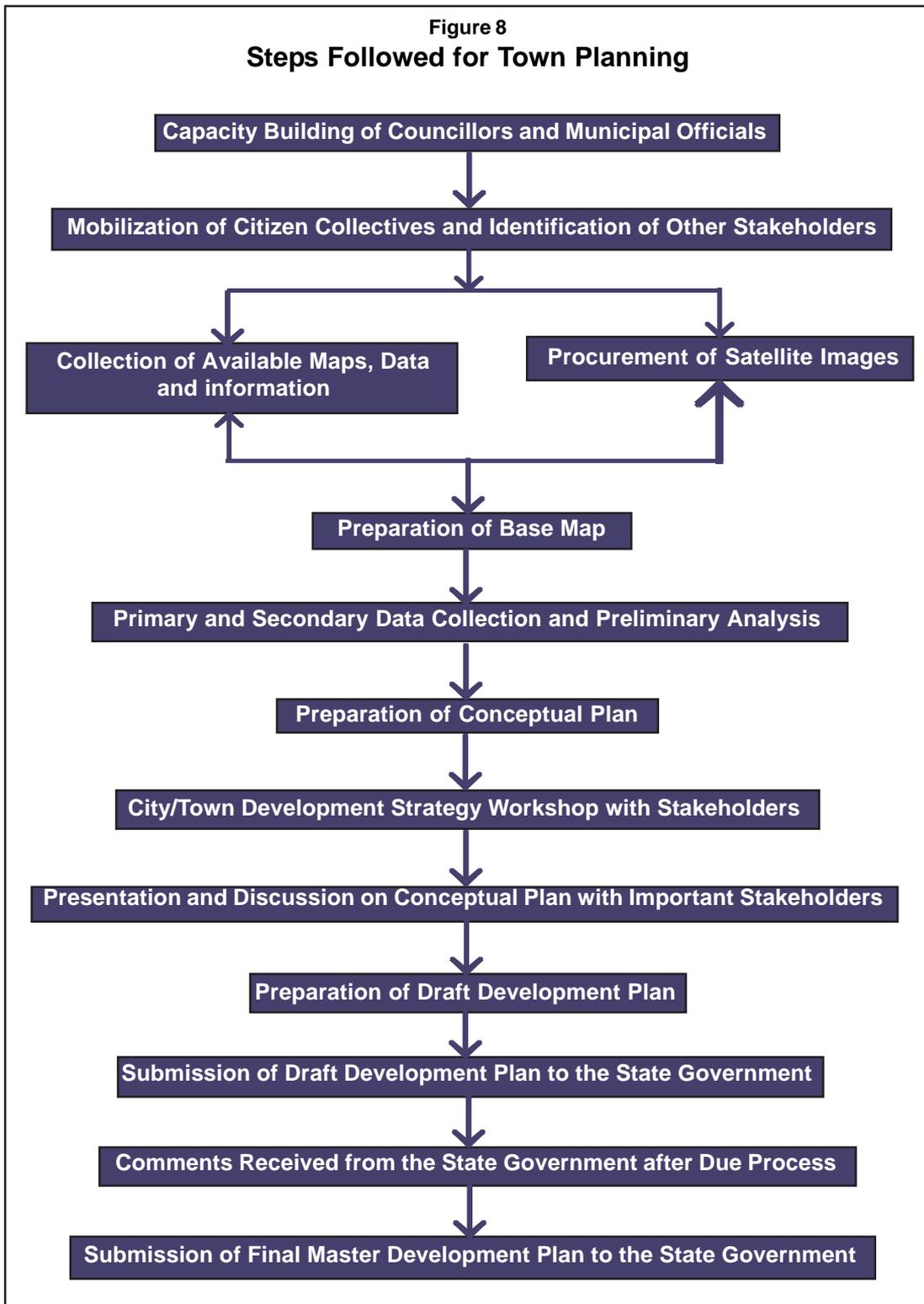
The insights gained through the imagery (which depicting updated ground features on a scale of 1:8000) were analyzed and shared with the community. This depicted the way of kick starting civil society involvement in the process. The maps and drawings had proper boundaries, building typology, settlement densities, watersheds, public utilities, land use etc. This was one of tools on which the community expressed their concerns and gave their suggestions for improvement. The base map was put up at strategic locations of the towns where maximum participation was anticipated. People's concerns/issues were mapped and recorded by developmental professionals present on various facilitation points of the city.

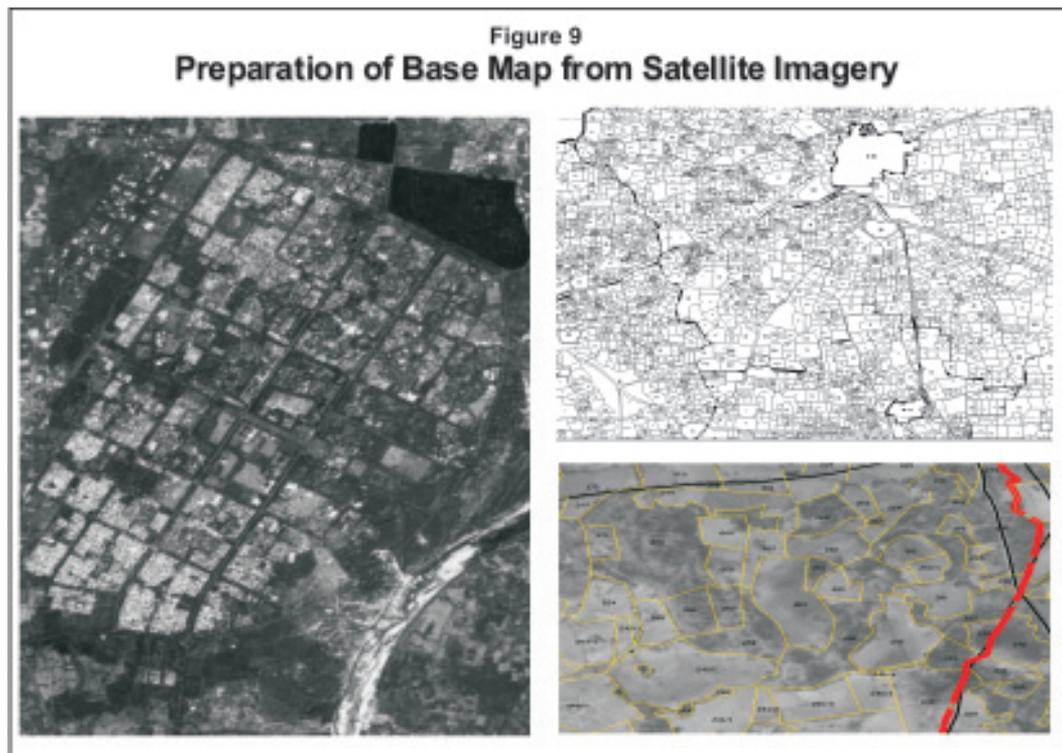
(e) Data Collection, Awareness generation and Stakeholder Consultation

The backbone of participatory town planning is the public consultation for capturing the resident's view of town and its development road map. Extensive public consultations were held in both the towns. The awareness about the intervention was created through distributing pamphlets, issuing press releases and in the form of advertisement in the local TV channels. In both the towns, appeal was made by administration through advertisements to participate in the process.

The citizens sent their concerns and suggestion by post apart from phone calls. Local people were also contacted through informal household visits and their views were recorded. The purpose of individualized contact was to focus on capturing voices that do not have a tradition of active engagement in planning, e.g. marginalized class.

Figure 8
Steps Followed for Town Planning





In a more formal process, 40 stakeholder working groups such as local communities, officials, market organizations, traders, unions, informal sectors etc. were identified and consulted through semi-structured interviews to make sure that larger and converging interests are taken care of. Some critical stakeholders were also identified from the field of academia, media, politics, health, public works departments, transport, and youth groups etc. to seek their participation about specific sectoral issue.

Box 2

Some Problems Experienced During Stakeholder Consultations

- Unrealistic community expectations
- Difficulty in involving citizens/groups with apathetic attitude or those who were less articulate
- The powerless felt inadequate to make any difference in the planning process or for that matter in bring about any change.

In the second phase of consultation the town was divided into clusters of few wards where public meetings were conducted in smaller groups. This was a more intensive approach where half-day camps were held at nodal locations of the clustered wards. The process also facilitated exchange of information between all parties and not just information from the planning authority to others. Focus was given to receive non-traditional forms of information from groups who are not usually reached by public participation strategies.

Therefore, data was collected from the public about the status and issues with regards to the following, for which background data through secondary sources (various departments, gazette etc) were already procured:

(a) Demography/population: It pertains to the size, growth, age and geographical distribution of human population, births, deaths, marriages, and migrations;

- (b) Physiography and drainage:** The study of physical features of the area;
- (c) Environmental features:** Locations of river, canal and other water bodies;
- (d) Economic development:** Potential development of economic wealth of the region for the material well being of their inhabitants;
- (e) Land development/ land use zoning:** The improvement of land with utilities and services, making the land more suitable for resale as developable plots for housing or other purposes;
- (f) Road network and transportation:** The existing road layout and overall transport network;
- (g) Water supply, sewerage and drainage;**
- (h) Solid waste management:** This implies supervised handling of waste materials from their source through recovery processes to disposal;
- (i) Social amenities and facilities;**
- (j) Housing and informal sector.**

(f) City Development Strategy (CDS) Workshop

The representative groups of stakeholders were invited in the CDS workshop in both the towns to synthesize the public consultation and the vision for the city. The workshop agenda was to present the base maps and data to stakeholders in order to validate the inputs received so far, develop a vision statement, conduct a SWOT analysis (Strength, Weaknesses, Opportunities and Threats), discuss strategies for future development and identify sources of revenue for projects. Questions were posed to the stakeholders about contentious issues liable to mediation and negotiation. Active dialogue between range of players helped to reconcile differences within the agreed rules and timetable. Negotiations and compromises were made for the overall development of their town. The role of the facilitator was to simplify the technical jargon for meaningful local participation. The role of the catalyst planners was not to impress answers but to facilitate the process and make the mechanisms available through which locally suitable solutions would emerge.

Box 3 Strengths of the CDS Workshop

- Simplicity, key to the process
- Technical components sensitively addressed
- Focus on marginalized and less educated participants
- Language simple and illustrative, ensuring comprehension
- Extensive use of graphics – maps, drawings, photographs and pictures
- Workshop conducted in local language

Box 4

Rajnandgaon City Vision
Suggestions made through Public Consultation

- 1. Rajnandgaon to develop as an Educational Hub of Chhattisgarh:**
 - More technical institutes in the city.
 - More colleges in the city.
 - Colleges of vocational studies.
- 2. To act as an Economic Generator:**
 - Industries based on local resources like forest based industries and cottage industries should open here.
- 3. To grow as Tourism Hot Spot:**
 - Historical sights of the city like Triveni Bhavan, Digvijay College, Sheetla Mandir and Patal Bhairavi Mandir must be revived so that more tourists would come.
 - Scenic beauties like Rani Sagar, Buddha Sagar and Choupati in front of Circuit House should also be revived.
 - ITDC hotel is required.
 - Connectivity by road and rail.
- 4. Efforts to sustain Clean Environment in the city:**
 - Construction on By-pass in the city releases the pressure on G.E. Road. It will also minimize the level of pollution in the city.
 - Old gardens should be revived and some more new gardens should be developed in the city.
 - Planting of trees on both sides of the Road.
 - Alternative sources of energy like solar lights in the streets & roads.
- 5. To build Sports Stadium:**
 - Beside Digvijay Stadium one more stadium is required.
 - More National and International tournaments (Hockey, Football, Volleyball) should be organized.
- 6. Health Care System to be focused upon:**
 - District Hospital is not well equipped. It should be equipped with more beds, competent staffs etc.
 - One more hospital is required.
 - In Jaundice prone areas like Lakholi, proper cleaning of sewage and drinking water facilities should be available.
 - PHC at the ward level.
- 7. Planned city:**
 - Wider Roads.
 - Well-Maintained Roads.
 - Proper Traffic Management.
 - Construction of By pass Road so that heavy vehicles won't touch the Rajnandgaon.
 - Construction of Transport Nagar in Pendri.
 - Construction of Underground Sewage.
 - Potable water facility in all the wards.
 - Water Treatment Plant in the City is required so that all the wastewater can be treated first and then drain out to the main river (Shivnath).

Cont....

- Proper drainage system in the city.
- Truck Terminals.
- Factories like Poha Mill should be shifted to the peripheral areas so that city become dust free.
- Providing basic infrastructural facilities in the rural wards.
- Redensification and movement of all developmental activities away from G.E. Road.

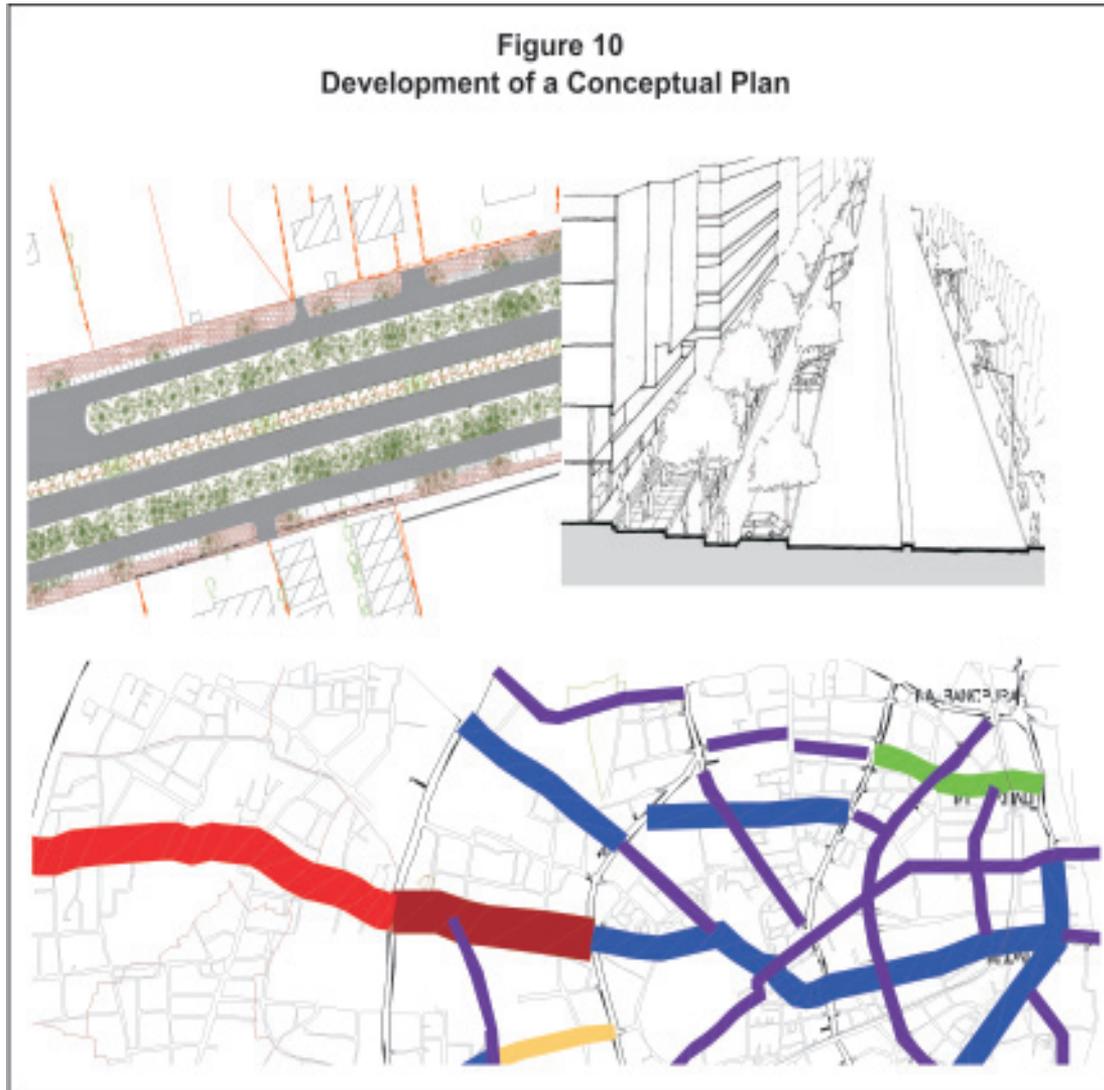
Table 2
Strength, Weakness, Opportunity and Threat (SWOT) Analysis of Janjgir

ECONOMIC DEVELOPMENT			
Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> • Strong mineral base in hinterland • Proximity to Champa and Korba • Local economy: Kosa • Agriculture base • Religious tolerance 	<ul style="list-style-type: none"> • Poor industrial capacity • Lack of organized economic activities • No investment attracting factors • Low skill base • Low entrepreneurship 	<ul style="list-style-type: none"> • Natural resource base – mineral and timber based industries can be developed • Promotion of agro-based industries 	<ul style="list-style-type: none"> • Economic development is low, almost stagnant • Migration of existing skill and labour base • Stronger economy in the surrounding area Champa, Korba–can divert investment
PHYSICAL INFRASTRUCTURE / EQUITY			
Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> • Availability of water supply • Strong regional road and rail links • Adequate power supply 	<ul style="list-style-type: none"> • Sewage outflow seeping into drinking water supply • Pipeline corrupted enormously • Sanitation/sewage disposal is inadequate • Poor city road network • Highly subsidized, unwillingness to pay use charges • Inefficient SWM 	<ul style="list-style-type: none"> • Upgrade water supply by tapping natural sources • Pricing of user charges • Use the existing RoW on major roads to promote higher density retail development 	<ul style="list-style-type: none"> • Contamination of drinking water supply through disposal of untreated sewage • Continued subsidies on services • Direct impact on health and hygiene
SOCIAL INFRASTRUCTURE / EQUITY			
Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> • Diverse cultural population • Strong primary education • Adequate health facilities 	<ul style="list-style-type: none"> • Low population base • Lack of higher education facilities • Inadequate hospitality • Risk averse town 	<ul style="list-style-type: none"> • Exposure to diverse cultures – creation of a more tolerant society • Creation of higher education facilities 	<ul style="list-style-type: none"> • Proliferation of dubious educational facilities • High possibility of a “brain drain”

LAND DEVELOPMENT			
Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> • The Chhattisgarh Town Planning Act provides for zoning plan and Town Development Schemes • Land available near city centre for development • The SH road acts as a catalyst for land development 	<ul style="list-style-type: none"> • Micro –level planning is not practiced • Serviced land is not available • No Development Plan exists for Janjgir • Land acquisition is an expensive and time consuming mechanism • There is a tendency of ribbon development along the State Highways • Low Taxation base • Scarcity of housing 	<ul style="list-style-type: none"> • Ability to implement the Act for micro plans • Use land redistribution mechanism to create supply of serviced land • Re-densification possible in key areas • Revaluation of properties for taxation • Create more equitable land use • Private real estate development 	<ul style="list-style-type: none"> • Real estate market imbalance • Poor/ inadequate infrastructure and planning • Lack of political will
TRAFFIC AND TRANSPORTATION			
Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> • Strong regional road and rail linkage • State Highway passes through the town 	<ul style="list-style-type: none"> • Through traffic on State highway • Unplanned right of way • Non-availability of alternative routes • Absence of public transport • Congestion on major junctions 	<ul style="list-style-type: none"> • Develop the State highway as main commercial street • Create bypass • Development of another bridge to connect Champa 	<ul style="list-style-type: none"> • Unavailability of the proposed by-pass leading to more congestion on the State highways • Accelerated growth of traffic leading to congestion and pollution • Over dependence on external funding
ENVIRONMENT			
Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> • Presence of lakes, river and water bodies 	<ul style="list-style-type: none"> • Dumping and encroachment in water bodies • Sewage outflow in the lakes • Inadequate public open spaces 	<ul style="list-style-type: none"> • Develop lakes and lake fronts, create integrated lake development plan • Use road development to create public spaces in RoW 	<ul style="list-style-type: none"> • Continued encroachment – sewage disposal • Informal sector encroachment and pollution
INSTITUTIONAL FRAMEWORK			
Strengths	Weaknesses	Opportunities	Threats
<ul style="list-style-type: none"> • District Headquarters • Applicability of the 74th Amendment Act 	<ul style="list-style-type: none"> • Poor urban management • Poor enforcement mechanism • Financially unsound models of development 	<ul style="list-style-type: none"> • Enabling the ULB to constitute development planning in the town 	<ul style="list-style-type: none"> • Over dependence on central and State institutions • Lack of coordination between the ULB and TCPO for planning

(g) Preparing Conceptual Plans

Based on people's suggestions and feedback during the CDS, a draft conceptual plan and a development roadmap for both the towns were prepared. The main contents of this draft were: preliminary road network, land use zoning, building control regulations and identified areas of future expansion.



(h) Conducting the Working Group Meetings with Stakeholders

The conceptual plan was presented to stakeholders. Objections and suggestions were invited. This was done by creating working groups, each headed by a local stakeholder who gave recommendations on their subject area to be incorporated in the development plan.

(i) Preparation of final plan

Based on the collated data from the working group, the process of plan preparation follows as a draft development and zonal plan, for Rajnandgaon and Janjgir respectively.

Chapter 3

KEY LESSONS AND FUTURE RECOMMENDATIONS

3.1 Key Achievements

The participatory urban planning process brought in a new partnership approach to the city development planning process in the two pilot towns. The integrated partnership model has helped to generate a demand based realistic plan which was effective as all the urban stakeholders identified and prioritized issues to be addressed, consolidated their strengths to confront these issues in order to achieve an action oriented plan. Each component of the plan was envisaged by the community and made operationally feasible by tapping resources that have been identified and prioritized by the people. The planners helped in demystifying the town planning process, collated the people's need in a legal format and built the capacities of the municipal stakeholders to understand, implement and monitor the plan. Therefore, the partnership facilitated in evolving a plan, which was participatory, technically feasible and economically viable.

The process established the link between planners and implementing agencies i.e. the two State urban departments (Environment & Housing and Urban Development Department) and the municipality. By roping in all the key stakeholders in the plan preparation process, inter-departmental cooperation was elicited. Capacities of local Government were built, so that, they would participate in the plan preparation process, understand the need to bring in municipal reform and effectively discharge their implementation role. The partnership development approach between the coordinating agencies was facilitated by learning, capacity building processes and by building relations that were mutually supportive.

The planning process enabled pro-active developmental planning initiatives by the ULBs. Through a consultative process, the professional planners and the municipality identified 'projects that drive the planning process', as against the conventional approach where 'planning drives projects'. The former approach brought in a practice of developing realistic plans.

Another significant aspect was the integration of the plans and projects with municipal budgets. This was to curtail dependency on external resources, enabling the municipality to implement the projects yearly as prioritized.

The municipalities were ailed with lack of funds and heavy loan burden. Internal generation of income was minimal which substantially stalled the development works. Capacity building of ULBs to identify and raise revenue through internal and external resources was undertaken. Tapping resources through UIDDSMT was also suggested. A systematic structure and procedure was consented upon, by which the ULB's could review the plan every year and make appropriate modifications.

4.2 Key Challenges

There is an absence of a supportive legislation both in the State municipal as well as the State town planning acts, which posed limitations for community and civil society engagement in the plan making process. The existing State legislation does not adequately recognize the potential contribution of the demand side stakeholders i.e. the community and the larger civil society. Their valuable contribution to the planning process and the subsequent implementation process is missing. There is need for Governments to acknowledge local people's knowledge and work in close collaboration with the communities in all aspects - information procurement, planning, prioritizing, monitoring, implementing etc. Support to the process by senior level bureaucrats, politicians, and senior planners helps in taking forward the process and in influencing policy.

Many a times facilitators were moved by the thought that participatory process is an elusive concept. Planners, local leaders, municipal authority are at times apprehensive and resentful about participatory approaches as they wrongly conjure the approach as, a need arising out of failure on their to deliver. They become apprehensive to the process as they think it is a challenge to their authority, which may result in their losing control. Therefore, there is need to build the capacity of the local authority and citizen leaders on the process and its benefits. Effective dialogue and capacity building was key to effective partnership. Everyone involved was coordinated and informed through a structured platform of a resource center at the State and district level.

There was no proper channel through which the existing information can be generated. Neither municipality nor para-statal agencies have full information on the existing infrastructure.

Many a times it is seen that, the community interest is visible in tangible developmental results. The participatory process raises people's expectations and therefore, it is imperative that the plan includes a investment strategy which identifies resource needs, potential areas of tapping resources and roles of each partner with respect to short, medium and long term. Therefore, development plan should have phase wise implementation strategy

4.3 Recommendations

Participatory town planning initiative by PRIA has given important lessons to be learnt. These lessons in the form of recommendations can be further applied to other areas where another initiative needs to be planned. These following recommendations are

the outcome of key challenges and constraints faced by PRIA during the intervention in Chhattisgarh.

- (a) There should be proper mechanism for preparation of databases, which gives a clear picture on the existing physical and social infrastructure of the city. Many a times due to unavailability of proper data or availability of only old data it is very difficult to get the relevant information. There should be considerable effort to develop an infrastructure database so that, it can be updated regularly and can be used for making any new intervention.
- (b) The resource requirement in terms of water, sanitation, housing and other needs of people living in underprivileged areas should be realistically estimated. Hence, it is them who should be given preference when resources are available, that have been raised by the municipality.
- (c) Compulsory city stakeholder meetings should be held at each stage of preparation of the CDP. There should be publicity of activities and outcomes through website and newspapers, and acceptance of proposals developed through genuine consultation. There should be proper consultation process in which facilitators should know the level of participation from each stakeholder.
- (d) Local Knowledge and information should be respected for effective implementation and sustainability. The plan should be based on local knowledge and resources. Therefore the plan should reflect community needs (of all socio-economic groups), priorities and should be bankable depending largely on local resources, which in turn would reduce the pressure on scarce Government resources. Also, participatory plan will deliver effectively as, it emanates community ownership. Further, various stakeholders gain access to each other's skills and resources reducing the need-demand gap. Thus, the participatory process ensures that the community becomes the guardian of the assets created (physical infrastructure) and maintains it, rather than, disregard and misuse them.
- (e) All DP's must be assessed based on the guidelines laid down by the National Slum Policy, National Housing and Habitat Policy and National Street Vendors Policy.
- (f) Area and Basti Sabhas, Mohalla Samitis, Ward Committees/Sabhas, Swachchata Samitis etc. must play a forefront role in planning and monitoring the implementation of the CDPs in each city. The proposed Community Participation Law under JNNURM reform should be implemented in this direction.
- (g) Funds should be devolved as untied funds to Ward Committees in order to implement their area development plans. Funds should be allowed to be used for strengthening primary education, primary health care and social security to the urban poor.
- (h) While taking suggestions from the stakeholders, emphasis should be given to gather that information which can serve as practical purposes for the plan. People usually have high aspirations from the plan. It is generally observed that, citizens don't have a larger view for the plan, they just want to reform the area which is near to their living place, like developing a park near their house or cleaning the roads in their neighborhood. The consultative process should be such that, instead

of satiating individualistic aspirations, we should concentrate on larger vision for the development of a planned city.

- (i) The organization workshops should be explicitly set for specific stakeholders. It is generally seen that in a common workshop, which includes all the stakeholders no considerable input can be sort out due to simultaneous inclusion of all kinds of feedbacks. For example, in the workshop designed for traders, maximum efforts should be taken to include the comments from traders and try to include the practical inputs in the plan. In the final workshop the feedbacks should be collated and then discussed with all the stakeholders.
- (j) The Development Plan should have a phase wise implementation strategy. Since the participatory process raises people's expectations, therefore, it is imperative that the plan includes an investment strategy which identifies resource needs, potential areas of tapping resources and roles of each partner in the short, medium and long term. It is also important that all implementing actors should be comfortable with the process (contentions are resolved) and the phasing strategy so that, they are able to contribute and complete the deliverables.
- (k) The role of Civil Society Organizations (CSOs) facilitating the town planning process must be recognized and legitimized. The following roles stand out significant:
 - Informing and educating citizens and civil society as widely as possible.
 - Facilitating citizen voice and active participation (particularly that of women and other marginalized) in the planning, implementation and monitoring.
 - Offering technical capacities to the State Government and ULB's.
 - Monitoring the implementation of reforms and development interventions.

4.4 Way Forward

Participatory urban planning is an egalitarian process, which supports the 74th Constitutional Amendment Act, that gave sweeping powers to the local authority, especially in planning and development by involving people at all levels in preparation of development plan for their city in which they live. However, it is palpable that, in practice the inward looking conventional approach is in use where people's participation is almost negligible. The indirect participation, which offhandedly involves citizen's participation, is also a token gesture as the prepared plan is presented to the elected body for objections/suggestions, who are generally incapacitated to comprehend the full significance (as it relies heavily on technical data and maps, etc).

The participatory urban planning process is on the contrary a viable urban management tool that focuses on mutual partnership and continuous dialogue between planners, Government officials, elected representatives and the community for incorporation and convergence of knowledge, skills and resources to prepare a plan which people can relate to and can show their interest, can have the feeling of ownership and have concern for investment since the decisions directly affects them. Thus, these plans after they get implemented are more sustainable and the process helps to reduce operation and maintenance costs as local stakes and ownership has been generated.

The success of the process rests heavily upon effective facilitation to mobilize and sensitize the stakeholders for effective participation. It is critical that they understand the benefits of the town plan and its implications. CSOs/NGOs can play a key role in supporting grassroot mobilization, in documenting and sharing their knowledge and in training the divergent groups to contribute to the inclusive process. The capacities of the all partners in the planning and implementation process should be strengthened.

The initiative of participatory town planning process in Rajnandgaon and Janjgir has confirmed that if properly channelized the participatory approach in planning is feasible. For mainstreaming the participatory urban planning, there is need for continued dialogue and advocacy. The professional planning colleges and learning institutions need to confirm and adopt this approach as a part of teaching curricula. Media, both electronic and print are important linkages to disseminate the process to a wider audience. Exchange visits (especially inter-state, comprising of mixed teams of planners, elected representatives, officials and citizen leaders) have been found to be most effective to supplement to the application agenda of participatory urban planning.

The example of Rajnandgaon and Janjgir can be successfully replicated where there is a scope for plan making process. In the true sense it represents the immense scale of institutionalization of the participatory intervention through JNNURM and UIDSSMT schemes, which lays stress on the preparation of City Development Plan (CDP) through participatory process. The CDP specifies a process of city assessment (opportunities, strengths, weaknesses and demand-gap), future perspective and visioning, strategies for development and the preparation of a city investment plan. There is extensive stakeholder and civil society consultation envisaged in the first three stages under the scheme. The participatory approach as illustrated in this paper would be a good reference towards conducting the consultative process. According to the latest media reports, a good number of projects relating to infrastructure upgradation of various cities under the JNNURM are awaiting clearance from the urban development ministry. Before these projects are eventually sanctioned, it is imperative for the ministry to ensure that participatory process is adopted before the making the respective City Development Plans for ensuring sustainability and growth of urban centers. Through effective monitoring by the ministry and other stakeholders, the concept of '*participatory town planning*' process for the development of City Development Plan could be mainstreamed in the long run.

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