

# 1.0 CITY DEVELOPMENT PLAN

## 1.1 THE CONCEPT

City development plan is nothing but strategic planning through a consultative process incorporating local level institutional and financing reforms.

City development strategies are a major and recent initiative within The World Bank, and reflect the increasing importance of urban regions as centers of population and engine of economic development. World's population is urbanizing and wealth creation is increasingly clustered in urban region. Furthermore, processes of democratization and social welfare development often find most intense expressions in urban regions.

City development Plan is an endeavour, which promotes partnership among various stakeholders in a city videlicet city government, business community, civil society, academic and national agencies- to jointly analyze growth issues, develop a vision for future, formulate development strategies, design programmes, prioritize projects, mobilize resources, implement, monitor and evaluate implementation.

## 1.2 URBANIZATION, URBAN PLANNING AND THE CDP UNDER UIDSSMT

It is widely acknowledged that the 21<sup>st</sup> Century will emerge as the era of urbanization, with rapid global economic integration driving forward growth, prosperity and social well-being in cities across the world. Cities will emerge as important nodes in a network of flowing investments, information, goods and people, as well as centers of culture, innovation and knowledge management.

The emergence of the urban space as a vanguard of evolution and progress in socioeconomic development has largely been an organic process. The urban space is typified through complex and multi-dimensional interactions between various characteristics, including:

- /// **Social and Intellectual character** size, composition and socio-economic make-up of the urban residents and their knowledge.
- /// **Historical character** the temporal changes experienced by the city.
- /// **Geographical character** largely driven by location, topography and climatic environment.
- /// **Economic character** economic activities that enables sustenance and growth.
- /// **Cultural character** the artistic, intellectual and literary milieu.
- /// **Physical character** the physical spaces, infrastructure and built environment.
- /// **Institutional character** the urban governance mechanism.

Till recently, urban planning was primarily considered as planning for physical spaces in anticipated new human settlements, and therefore was primarily focused on land-use planning. Regulation too was focused on ensuring compliance with designated use of land and built environment.

Of late, however, planning has evolved into developing a long-term perspective, as encapsulated in a *vision*, developing integrated multi-disciplinary strategies for achieving the vision and specific and identifying specific action plans and initiatives for implementing the

identified strategies supported by a robust financial and Capital Investment Plan. The key objective of such a plan was to guide public investments, programmes and plans of various government agencies and also to identify opportunities for community and Private Sector Participation. Herein lies the genesis of the **City Development Plan**.

### **1.3 URBANIZATION IN INDIA**

Cities in India have not been immune from the rapid changes taking place globally. The share of urban population to total population has increased from 21% in 1975 to around 28% in 2003 and it is expected that by 2015, around a third of India's population will be urban residents. Indian cities have been experiencing rapid change characterized by burgeoning population growth, pressure on urban services and infrastructure, competitive forces driving inward investment into cities and the need to create a socially, economically and environmentally conducive living space.

Agencies engaged in planning and regulating the urban environment, creating and managing infrastructure services and economic actors need to constantly recognize and adapt to the changing characteristics of the city, as outlined in the earlier section. Also, from an institutional perspective in the Indian context, agencies that focused on planning and infrastructure creation were typically different from agencies that operated and managed cities on a day-to-day basis (usually urban local bodies). Multiplicity of urban agencies, especially in large cities, while having helped build a level of technical specialization has also been the cause of some of the ills in urban management in India, viz. duplication or gaps in mandates and responsibilities, incongruent investment and operational plans between different agencies, and poor levels of accountability to one another and to the citizens.

In the era post the 74th Constitutional Amendment Act, urban local bodies are emerging as the focal point of city management and there is an increasing focus on making these institutions the center of all urban management plans, investments and operations. In view of the mandate ordained in the 74th Constitutional Amendment Act, urban planning therefore acquires an even wider meaning to include Socio-economic development with focus on urban poverty alleviation, financial sustainability of investments being made and participation of citizens and civil society in the process of governance and service delivery; apart from the traditional areas of land-use, infrastructure and physical environment.

### **1.4 BRIEF OUTLINE OF UIDSSMT SCHEME**

Urban Infrastructure Development Scheme launched by GoI for Small & Medium Towns aims at improvement in urban infrastructure in towns and cities in a planned manner. It shall subsume the existing schemes of Integrated Development of Small and Medium Towns (IDSMT) and Accelerated Urban Water Supply Programme (AUWSP).

#### **1.4.1 Objectives**

- a) Improve infrastructural facilities and help create durable public assets and quality oriented services in cities & towns
- b) Enhance public-private-partnership in infrastructural development and
- c) Promote planned integrated development of towns and cities.

### **1.4.2 Admissible Components**

- a. Urban Renewal i.e redevelopment of inner (old) city areas [this would include items like widening of narrow streets, shifting of industrial/commercial establishments from non-conforming (inner-city) to `conforming' (outer-city) areas to reduce congestion, replacement of old and worn-out water pipes by new/higher capacity ones, renewal of sewerage/drainage/solid waste disposal systems, etc.
- b. Water Supply (including de-salination plants) and sanitation
- c. Sewerage and Solid Waste Management
- d. Construction and improvement of drains/storm water drains
- e. Construction/Upgradation of roads, highways/expressways
- f. Parking lots/spaces on Public Private Partnership basis
- g. Development of heritage areas
- h. Prevention & rehabilitation of soil erosion/landslides only in case of Special Category States where such problems are common and
- i. Preservation of water bodies

### **1.4.3 Inadmissible Components**

- a. Power and telecommunication works,
- b. Rolling stock like buses and trams,
- c. Health and educational institutions,
- d. Urban transport (MRTS, LRTS etc.)
- e. Wage employment programme and staff component
- f. Maintenance works

## **1.5 NEED FOR CDP**

Preparation of City Development Plan is not mandatory under UIDSSMT but is being presently initiated as in order to identify projects under various eligible sectors; there is a need to evolve a planning framework wherein: -

- ~~///~~ Projects fit in with a long-term vision of city, keeping in context with previous growth structure of city.
- ~~///~~ Projects can be identified in consultation with stakeholders and may be prioritized in accordance with benefit to user population.
- ~~///~~ Optimal utilization of the central grant that may be upto 80% of project cost.
- ~~///~~ To evolve a Public Private Partnership framework

## **1.6 STAGES IN CDP PREPARATION**

The process of preparation of city development plan can be divided into four phases, which are listed as follows:

1. **Process Phase:** This is the initial phase in CDP preparation and involves following aspects:
  - ~~///~~ Assessment of readiness of city.
  - ~~///~~ Identification of chief concerns of city.
  - ~~///~~ Framing city's Vision
2. **Analytical Phase:**
  - ~~///~~ Analysis of structure and trends in economy.
  - ~~///~~ Identification of obstacles impeding city growth
  - ~~///~~ Defining available strategic options
3. **Consensus phase:**
  - ~~///~~ Setting priorities and decisions
  - ~~///~~ Identifying sources of assistance to achieve city goals.
4. **Implementation Phase:** This involves implementation of identified city goals.

## **1.7 WORK APPROACH AND METHODOLOGY**

Broadly, work approach for the assignment was across four main aspects of planning, listed as follows:

### **ACTIVITY 1: APPRECIATION OF EXISTING URBAN INFRASTRUCTURE**

#### **A Mobilization and Start up Activities**

PDCOR mobilized their team and finalized proposed methodology to undertake City Development Plan (CDP) preparation exercise. As a part of this activity PDCOR undertook detailed review of existing legal framework in urban infrastructure in CDP cities. This included appreciation of role and functions of various urban development authorities, other statutory bodies, special planning authority etc. Further this activity also focused on existing role of various multilateral agencies in provision of urban infrastructure in Rajasthan. PDCOR also undertook detailed review of current legislative provisions related to urban development sector. A major task under this activity was to estimate present demand supply gap in various urban infrastructure services across various municipalities. This activity was primarily based on secondary data as available in published sources. Further PDCOR also appreciated existing status of municipal financing in state. Various subtasks to be undertaken as a part of this activity were as follows:

#### **A1 Start up Meeting & Mobilization**

This activity was focused on project planning and finalization activities. In mobilization and start-up activities, Consultant on award of project mobilized planning team, take approval of methodology from client (SLNA), and collect various documents relevant to study.

#### **A2 Formulation of Final Methodology and Work Approach**

During start-up meeting, Consultants in discussion with client/authority finalized proposed approach and methodology for project. Work-plan for completion of different tasks like survey schedule, activity schedule and deployment of key personnel and support staff were

finalized in consultation with client.

### A3 Collection of Relevant Policy and other Documents

This activity assembled and catalogued copies of existing reports and documents comprising previous studies, on-going urban infrastructure projects and other documents containing urban services or related information covering study area that were relevant for this project. PDCOR with assistance from client obtained and reviewed existing information related to objectives of this study and as appropriate, made arrangements to obtain such data in most expeditious manner.

## B CITY ASSESSMENT

City Assessment was conducted using SWOT, base line study for existing infrastructure gaps, current deficit, future demand and investment requirements. This also included appreciation of institutional, legal and financial frameworks.

### B1 Conducting a SWOT Analysis

City was assessed in terms of its strengths, weaknesses, opportunities and threats as a part of city assessment. This formed important part of framing a perspective vision for city, as this enables city managers to understand positive and negative aspects of the urban area.

### B2 Analysis of Existing Gaps in City Infrastructure

Formulation of City Development Plans largely depended on detailed analysis of existing levels of city infrastructure in terms of access and coverage to city population. The current deficit could explain critical gaps that were considered as backlog for provision of urban infrastructure and formed part of total infrastructure requirements.

Special focus was given on Environment Management Plan for environmentally fragile Udaipur. Lake system management and development of water bodies were thrust areas.

### B3 Demand Estimations and Investment Requirements

This activity involved estimation of infrastructure demands for future (next 20 years time frame). Demand estimations (including backlog requirements) were converted in terms of investment requirements based on norms available through Government of India sources (Planning Commission, Zakaria Committee, ORG etc).

### B4 Appreciation of Existing Institutional and Legal framework related to urban infrastructure

This activity reviewed organizational structure, their roles & responsibilities and assess institutional capacities of key stakeholders agencies involved in planning and development of city. This included review of capacities of local authorities in delivering and managing urban services including slum improvements and poverty alleviation initiatives.

### B5 Appreciation of Existing Municipal Finances

This activity involved an appreciation of finances of key stakeholders agencies involved in service delivery and O&M, i.e. Municipal Body, Development Authority/ Urban Improvement Trust, Public Works Department and Public Health Engineering Department.

This precisely included sources and uses of funds, base and basis of key revenue sources, collection performance in case of demand based revenue items and outstanding liabilities – debt and non-debt.

## **ACTIVITY 2: DEVELOPMENT OF A PERSPECTIVE – VISION OF CITY**

This activity specifically focused on development of a futuristic vision for Udaipur that would help in orienting City Development Plan towards achieving the identified vision. Development of a vision is based on strengths, opportunities, weaknesses and threats of Udaipur. This was a consultative process involving key stakeholders. The vision will orient city managers in directing change and expectations of city dwellers.

### **C CONDUCTING MULTI-STAKEHOLDERS CONSULTATIONS**

Framing of a perspective vision required conducting of a multi-stakeholder meet. Envisioning a vision is decided through a consultative process involving key stakeholders from local authorities, elected representatives, community organizations, resident welfare associations, traders association, chamber of commerce and NGO's etc.

#### **C1 Defining the potential of City**

This activity involved defining of competitive advantages and disadvantages, values and preferences of city's resident's, relationship of city to State, national and global economies. A large understanding for this will come from basic analysis of strengths, opportunities, weaknesses and threats of city.

#### **C2 Developing a vision of Future**

A vision statement is an orienting tool for city managers. This guides city through the road map for achieving its vision based on inherent characteristics of city in terms of strengths, opportunities, weaknesses and threats. The urban development will then be framed around vision statement and development of strategies will be oriented likewise.

#### **C3 Direction of Change and Expectations**

Perspective vision statement for city directs the city for certain changes so as to meet expectation of city dwellers. Changes and expectations are adequately incorporated in development of city plans and strategies to achieve vision will ensure sustainability and longevity of development interventions proposed. This ensured people's participation in development process.

## **ACTIVITY 3: STRATEGY FOR BRIDGING GAP**

### **D IDENTIFICATION OF STRATEGIES FOR ATTAINING THE VISION AND PERSPECTIVE**

This activity involved identification of strategies for achieving the stated vision for city to

guide itself in an appropriate manner. Strategies were segmented to meet plan requirements such as for annual plans, short term finally synergizing with long-term vision statement.

#### D1 Developing Alternative Strategies for Meeting Identified Gaps

Identification of strategies to attain the vision and perspective plan for city. Equally important is development of strategies to meet current deficits and backlog carried forward in terms of access to basic urban services, especially to urban poor and people living below poverty cut-off.

#### D2 Linking of Urban Poor with Infrastructure Service Provisions

The mission clearly spells out importance of improving access to urban basic services to urban poor. CDP will ensure that identification of infrastructure gaps and strategy to meet the gaps are linked to improvement of living conditions by improved access to basic and support services to poor dwellers. CDP were therefore proposed to be consultative process wherein adequately people's participation can be ensured.

#### D3 Urban Renewal Strategy

Urban renewal strategy will detail out the road map for urban renewal. This includes improvement in economic opportunities, access to basic services, financial resources of urban local body, self-sustenance of city economy on long-term basis.

#### D4 Reform Agenda

This activity involved listing of reforms that are essential in achieving the stated vision for city and corresponding development interventions. CDP enlists priorities and actions essential in meeting the gaps in urban infrastructure through wide range reforms such as financial, operational and management based.

### **ACTIVITY 4: CITY INVESTMENT PLAN AND FINANCING STRATEGIES**

The last set of activity involved development of a City Investment Plan. The plan was based on estimation of infrastructure deficits and new requirements for future need. Estimation for level of investment requirements was based on the prescribed norms of government agencies. This activity will frame role of Private Sector Participation in generating adequate financial resources and simultaneously develop capacities of city governments to raise financial resources.

#### **E DEVELOPMENT OF CITY INVESTMENT PLANS**

City Investment Plans addresses acute problems such as poor living conditions, inadequate urban services, and low local government revenues that a city faces. Strategy of City Investment Plan seeks to reduce urban poverty by providing basic urban services. The investment plan emphasizes improving economic efficiency.

#### E1 Defining Norms and Standards for Physical & Financial Investment

This activity involved setting up of norms and standards for provision of infrastructure

requirements in city. This included physical and financial needs of infrastructure to estimate the investment requirements. Main sources for the definition are through Planning Commission, Zakaria Committee and ORG Marg studies.

#### E2 Estimation of Level of Investment Required and Strategy to Finance

Estimation of level of urban infrastructure needed forms a very crucial part of CDP. Estimation explains backlog investments requirements; current deficit requirements and investment need for future. Framework to finance investment requirement, such as possibilities for Private Sector Participation and other PPP options, are also be explored.

#### E3 Prioritization of Investment Requirement

Total investment requirements are bifurcated in phases based on priorities and chronic need of the urban infrastructure facilities. This varies between cities as for some the chronic need might be water and for others it might be waste management. Prioritization is done through a consultative process and also on basis of investment plan.

#### E2 Resource Mobilization for Local Government's

Investments plans need to be backed up by elaborate resource mobilization strategy for local government. This enables the local government to raise its finances and become self-sustaining over a period of time. This activity involves sensitization, and capacity building workshops for municipal – urban administrators to ensure that the best practices, innovations and locally suitable solutions can be introduced for raising finances.

#### E3 Developing Partnerships with Financing Institutions, Users and Civil Society

This activity involves identification and partnering with financing institutions, users and the civil society. Underlying concept is realization (globally) of the fact that it may not be possible for Government to ensure effective delivery of services on sustainable basis. And therefore, partnering and involvement of other local institutions such as user community, civil society organization's (NGO and CBO) may be done along with financing institutions for sustainable flows of funds.

## 1.8 ACTIVITY SCHEDULE

