
OVERVIEW OF IMPLEMENTATION OF DEVELOPMENT PLANS IN INDIA

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Abstract: For planning and development of a city considering its infrastructure master plans or development plans are traditional instruments used. Over a period of it is realized that percentage of implementation has received less attention than formulation. Increase in ratio of effective execution is missing in development plan. Review of development plans and analysis of its application in Indian context is discussed. Thus status of the execution of development plan with identification of barriers in its implementation is focused.

Keywords: Implementation, Status, Strategy, Execution, Urban, Development/Master Plans.

1. Introduction: Preparation of Plans is a lengthy and time-consuming process. Development Plan/Master Plan are prepared for controlled and planned growth of cities. The plan preparation process involves planners, administrators, technocrats, policy makers with public suggestions and objection.

Master plans or development plans are traditional instruments to plan and develop cities as well as their infrastructure. It is assumed in the process that adequate resources either exist or can be mobilised by concerned urban local governments with the help of eminent domain legislation. Indian town planning system, like several other planning systems in the world, relies on the preparation of master plans or development plans over long time horizon (typically, 20-25 years) and implementing them through the mechanisms of zoning, land use specification, development control and planning for infrastructure provision. However, as the experience shows the development cycle of infrastructure tends to be very long, cumbersome and fraught with several ground level problems (Meshram 2006).

Evaluation and effective implementation of development proposals raise critical development issues for which no policy guidance is available. Various Factor and insufficient implementation policies affects the efficiency of Development Plans. Development authorities are facing problems in implementation of these plans.

More effective and responsive planning by revisiting the formulation strategies and analyzing tools in its implementation is required. Efforts are required to identify various factors acting as barrier in execution. Disintegration of departments, lack of institutional setup, resources, flexibility, financial limitations etc. are some of the reasons for non implementation.

Therefore in order to make them successful efforts are required to identify the barriers which would give a long term result.

2. Development Plan As A Structure to Guide and Accomplish Urban Growth: Development plan is one of the important tools to guide and manage future growth of the cities in a planned manner. Since its introduction in UK under the Town and Country Planning Act 1947, master plan has been widely prepared for many cities of both the developing and developed countries. It is a long term plan and usually prepared to guide the future growth of a city for the next 20 years mainly consisting of a report,

land use maps, and programme of action. Conceptually, master plan is based on study of existing situation of each and every component of a city comprising land use, socio-economic and other facilities' (Rizwan Hameed, Obaidullah Nadeem,2006)

The third tier of Local Government post independence was largely sidelined and often superceded with the state deciding on a planned agenda for the people.It was in this context that the 73rd and 74th Amendments to the Constitution were made in the year 1992.Known as a decentralization agenda,the main aim being a gradual government change from a Central-State partnership to a local Government – State -Central equation with the Local Bodies(LB's) emerging as units of self governance .(SCE Group India Pvt. Ltd,2013)

Master planning aims at improving the urban life and largely govern the efficiency level of human settlements. In one sense, master planning is basically an exercise of resource planning, generation, development and management (Tiwari, 2002).

The master plan provides guidelines for the physical development of the city and guides people in locating their investments in the city. In short, Master Plan is a design for the physical, social, and economic development of the city, and also to improve the quality of life as well. The functions of the Master Plan / Development plan are as follows (Tiwari, 2002):

- To guide development of a city in an orderly manner so as to improve the quality of life of the people
- Organize and coordinate the complex relationships between urban land uses
- Chart a course for growth and change, be responsive to change and maintain its validity over time and space, and be subject to continual review
- Direct the physical development of the city in relation to its social and economic characteristics based on comprehensive surveys and studies on the present status and the future growth prospects; and
- Provide a resource mobilization plan for the proposed development works.

The concepts and methods of the traditional Master Planning in India owe their origin to the British town planning laws. The Development Plans are more focused on the aspects of land use and development. Demands are very heavy which are not met by the local bodies due to shortfall of resources. Their incomes are much less compared to the ideal level of expenditure.

Because of the timeworn urban land policies and rent control acts, income of local bodies has remained static. These urban local bodies are also overwhelmed with high levels of corruption, poor managerial capacity, lack of technical expertise and constant interference of elected representatives. These bodies are spending nearly 50 percent on establishment, about 30 percent on maintenance of utilities and 10 to 15 percent on development works. It is therefore not surprising that execution of development plan suffers (Patharkar,1995). In spite of these limitations as mentioned above, the concept of statutory master plan has been in vogue over the last four decades and it has no doubt made noticeable impact in regulating and guiding the development of cities and towns. (Meshram, 2006)

The Maharashtra Regional and Town Planning (MRTP) Act 1966 mandated the local and regional planning authorities to prepare plans for the use and development of land in cities and empowered them with imposing regulations on them for orderly city growth (both horizontal and vertical). However, the experience shows that these powers were used to curb growth and development of cities like Mumbai through the pursuit of decongestion policies and through the imposition of restrictions on the development of land, which turned out to be a misery to city development in Mumbai (Nallathiga, 2005)

A number of development plans for city were introduced at different times to guide the development of the city. Various factors and insufficient implementation policies affects the efficiency of development plans .Problems in execution gave rise to some of its success and failure factors.

3. A Historical Perspective: As per 2011 census 2230 towns have approved Master Plans and for another 400 towns the same are in different stages of preparation against the total number of 7933 in the

country. The root cause of urban maladies is disconnection of plan preparation and plan implementation.

Master plan inadequacies in the Indian context result the findings that the root-cause of the urban maladies has been the divorcing of the plan preparation from plan implementation. Master plans rarely provide guidelines on the plan techniques of implementation and are too static in nature and they take very long time to prepare and are too infrequently updated.(Ramakrishna Nallathiga, 2009)

Proven by various cities like the lack of enforcement of the Bangalore Metropolitan Region Revised Structure Plan 2011 in totality with only about 30% of the development plan (ward open spaces) is executed and that too in a fragmented manner. There is an urgent need to tackle the issues in an integrated manner. The revision needs to incorporate suitable modifications in the strategy and set targets adhering to the overall vision mission of balanced regional.(Groupe SCE India Pvt. Ltd. Bangalore Metropolitan Region Revised Structure Plan,2031)

Only 5% to 7% of actual plan got implemented of Mumbai DP in 1991 .Only 30% of the development plan (ward open spaces) was executed and that too in a fragmented manner. Reworking of the standards and guidelines is required. Developing a framework to monitor and modify the plan at regular intervals is needed.(Aravind Unni,Dhanraj Khare,2013)

The strategies for raising funds required for plan implementation are generally not an integral part of a master plan. For example Master Plan for Delhi, 1962, 2001 and 2021 are silent on investments required and sources of funding. While the Report on the Development Plan for Greater Bombay, 1964 ends with the hope of raising financial resources for plan implementation by noting, 'with little sacrifice on the part of all citizens and sympathetic attitude of state and central governments towards Corporation's problem, this plan can be translated into reality'(D.S.Meshram, 2006)

Similarly in an overview of Development Plan of Pune, on an average around 40% Development Plan is implemented till now. (pune municipal corporation, revision of development plan sanctioned in 1987,as per mr & tp 1966 section 38,strategic environmental assessment)Thus various newspaper citations states that preparing a DP takes about two to three years. After this, if it lies with the government for seven to eight years for approval, such a plan is of no use as the spaces mentioned in the DP may have already been used for other purposes. There is a need to simplify a few policies and do away with some.Clear policies with less interpretations.to increase the speed of decision making is required.

Thus to speed up the process of plan formulation simplified planning techniques, norms and standards for social and physical infrastructure planning with amendments in the respective state town and country planning acts and related laws of the state government is required (URDPFI) guidelines Volume I , january, 2015 , Volume II A and II B, 2014)

Lack of coordination between agencies and need of control mechanism is added by Development and Housing Dept, Government of Sikkim, March 2016.Nagpur Vidharbha Builders Association, 2009, mention the need of integration of physical and fiscal planning.

Plans and policies are only useful if they are implemented and enforced consistently and religiously with every application.

4. Conclusions: Planning is a continuous process involving not only plan preparation but also plan implementation. A comprehensive implementation framework based on judicious allocation of financial and institutional resources in a coordinated manner is a must for the successful implementation of a plan. After completion of all the elements of the plan, special attention is needed to focus on implementation tools. These tools include legal protection of the plan, capital improvement programme, zoning regulations, land sub-division regulations, building regulations, and urban renewal programme

(A. K. Bahtti ,1993). Other tools include tax policy, institutional re-organization, and purchase of land for public purposes, incentives for private sector and various other specialized tools to deal with particular elements.

Without master plans the situation would have been much worst in our towns and cities. A structured plans leads to organized, planned and healthy life of cities and its people. The land use planning function must be viewed as an integral part of the national development process that cannot be viewed in isolation from the other critical elements of that process, namely social and economic planning.

To reduce the gap between planning, coordination and implementation need of inclusiveness, reciprocal communication, transparency, and objectivity for effective land use planning in urban communities is the analysis. Amendment of the land use act and strengthening institutions is essential to achieve efficiency in implementation of development plans.

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