

Assessing Inclusive Approach in Urban Planning Process for the Case of Madhya Pradesh

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Abstract

The Challenges of Urbanization in India are unprecedented in scale and significance. It can be better understood by the proportion of population in India and the lack of social and physical infrastructure required to cater the needs of the target. The increasing number of slums reveals the imbalance effectively. In order to ensure positive growth of our cities and basic services to our citizens, urgent steps are required. Also, the efforts should be taken to avoid urban decay. The fast growing metropolitan cities in India has contributed negatively in the development process through different issues. Lopsided pattern of urbanization and improper planning initiatives has led to serious problems in urban infrastructure and services like housing, transport, water supply, sanitation and social infrastructure. The planning processes as of now have neither any way of including spaces for living, working and mobility of the bottom half of the city populations nor any participatory processes built into the system to include their aspirations. Taking example of Madhya Pradesh in India, this paper attempts to build the strong critique of the present urban planning practices and processes. Urban planning is majorly a state responsibility in India, thus Madhya Pradesh has been selected for the same and its capital city Bhopal to discuss the problem at grass root level. The study aims to understand urban planning and development process in Madhya Pradesh and finds its shortcoming. Study finally comes with suggestions and recommendations to overcome the issues identified during the plan preparation and its implementation.

Keywords: Urban poor, inclusive, urban planning, Madhya Pradesh

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BACKGROUND

Presently, 31.16% of India's population is living in urban areas, which rose by 3.35% between 2001 and 2011, and 2.10% between 1991 and 2001. According to a survey by UN State of the World Population report in 2007, by 2030, 40.76% of country's population is expected to reside in urban areas bringing up challenges related to land-use and expanding infrastructure development to new cities and metropolises^[1]. With India's burgeoning population, the issue of increasing urban poor and providing basic amenities like sanitation, water supply,

affordable housing and public transport remains a huge challenge in urban areas.

In Madhya Pradesh, there are 26 towns/cities with populations over 100,000 including the capital city Bhopal. As per census 2011, the state is undergoing considerable change in terms of urban and economic growth, with the population of 72 million. Despite its reputation as a largely rural state, Madhya Pradesh has a large and growing urban population. The estimated urban population is 16.1 million, 27% of the total, very similar to the all India

proportion of 28%. In line with expected trends in India, urbanization in Madhya Pradesh is expected to intensify over the coming decades. The urban population is therefore likely to exceed 2 million by the year 2021^[2]. JNNURM, RAY and other project oriented schemes are still beyond the success to cover urban problems.

Need for the Study

Inadequate investments has led to serious deficiencies in urban infrastructure and services like housing, transport, water supply, sanitation and social infrastructure especially in small and medium size cities^[3]. Not just the informal settlements, but large parts of many cities in India qualify for demolitions because of the urban planning paradigm, mainly the Master Plan approach to Planning. The planning approach and processes as of now have neither any way of including spaces for living, working and mobility of the bottom half of the city populations nor any participatory processes built into the system to include their aspirations^[4]. It is required to find the loophole of urban planning and development issues.

Association of Municipalities and Development Authority^[5] in a study “Inclusive Urban Planning Reservation of Land & Floor Space Index (FSI) for housing and amenities to the Urban Poor – Innovative Methods”, talks about vulnerable groups in the Master Plans of cities through the process of inclusive urban planning by reservation of certain percentage of land or FSI in all new developments. The study also suggests a conceptual model framework to guide the process of inclusive urban planning including mechanisms for meaning participation of urban poor in the decision-making process. Similarly for inclusive growth and poverty alleviation on the theme of inclusive planning for empowering poor, recommended need for supplementing the UDPFI Guidelines for

inclusive planning with certain suggestions^[6].

These studies are broad in nature and suggest general recommendations for incorporating inclusive planning, mostly at the enforcement or at the implementation level. These studies neither evaluates the level of incorporation of inclusive planning in the urban planning process, nor do they propose any comprehensive framework for inclusive planning. There is a need to assess the urban planning and development process for inclusive approach to achieve satisfactory success.

Purpose of the Study

The aim of the study is “*Assessing inclusive approach in Urban Planning Process for the case of Madhya Pradesh*”. It covers broad ideas which expect to find role and responsibilities of planning and development agencies, its legal framework, plan preparation, implementation and enforcement process. The focus of the study is public participation in planning and development process. Following tasks have been drawn to stream the idea:

- 1) Role of different agencies in the urban planning & development in MP.
- 2) Legal framework with plan preparation, implementation and enforcement process for urban planning in MP
- 3) Assessing land use proposal and slum encroachment conflicts

LITERATURE REVIEW

Urban development programs and policies in India have been changing since independence with the alterations in the paradigms of development. The policy influences in India are a result of the changing role and reach of the government at all levels, the influences from the global institutions along with the changes in the social strata and economic class^{[4][7]}. Based on the first few decades of Urban Planning in India, it was pointed out that

the Master Plans were too high in standards and had no place in the free-and-easy sector^[8]. It has also been reasoned that the interferences in space in the 'name' of Urban Poor have created conditions where the subsidies, such as the housing subsidy, have been seizure by the non-poor^[9]. These difficulties are because of lack of possibility and knowingness issues.

As urban sector is largely a state subject, the role of Government of India (GoI) is to provide assistance to the State Government in taking up the projects for improving the delivery of urban amenities. Studies have shown that the infrastructure-based urban development approaches have created vulnerabilities because economic growth though the former has in many instances resulted in displacements of traditional livelihoods and shelter options of the poor. Present urban planning and development process approach is lacking to achieve its goal. Urban development in India was sought to be pursued through the process of Rational Planning, also called Comprehensive Planning. Its actual form in the cities is a Ruler Plan or an Improvement Plan. But, the State itself has not been able to apply these.

Urban Planning and Development Process

As per census, "Urban" in India is defined as a human settlement with a minimum population of 5000 persons, having 75% of the male working population engaged in non-agricultural activities and a population density of at least 400 persons per sq. km. Further, all statutory towns having a Municipal Corporation, Municipal Council or Nagar Panchayat as well as a Cantonment Board is classified as "urban". Urban planning is designed to regulate the use of land and other physical resources in the public interest and can make a tremendous difference in the

quality of life and well being of people living in the cities. A guide to reorienting urban planning towards local agenda 21, European Sustainable Development and health states that new approaches of planning, including environmentally sound land use policies, accountability and participation are essential to achieving, healthy, productive and equitable human settlement.

Urban planning process is a complex web of political and administrative set up, organizational structure, legislative frame work, planning professionals, planning tools and technology, planning process, public participation, financial management, enforcement and implementation support, monitoring process etc. All these systems are so inter-linked that failure of any one may cause failure of the whole planning process. Thus urban planning and development process works on public interest includes land use policies, accounting and participation to improve the quality of life for citizen. Urban planning works in a system in which groups of subsystems are interrelated.

Inclusive Planning

Inclusion Tool Kit, Every Child Belongs, Special Needs Inclusion Project, San Francisco discusses inclusion as an attitude and approach that seeks to ensure that every person, regardless of ability or background, can meaningfully participate in all aspect of life. NCSE elaborate inclusion as an approach and process that embraces all groups and promotes tolerance for attending to the needs of all. The inclusive city concept of UN-Habitat defines "Inclusive city", a place where everyone, regardless of wealth, gender, race or religion, can participate in the [social, economic and political] opportunities that cities have to offer. Participatory planning and decision-

making are the means for realizing this goal. Rauniyar & Kanbur talk about inclusive that it refers in some sense to the distribution of well being, however measured^[10]. Thus inclusive notion aims to the equity. In the Agenda for Change, inclusive growth is characterized by people's ability to participate in, and benefit from, wealth and job creation^[11]. TRIP also in its publication of "Innovation in urban mobility - policy making and planning" discuss inclusive as design and planning for all^[12].

A technical report of 'Spatial development plan and environmental management framework' by City Space finds rigorous and inclusive public engagement process critical for the successful preparation of the district plan^[13]. An inclusive, integrated and vibrant city requires basic services, social facilities and public open spaces available and accessible to everyone. The inclusive urban planning includes inclusive growth by ensuring adequate space for housing and informal sector activities for urban poor, people living in slums and other disadvantaged groups in towns and cities^[14]. Thus inclusion suggests that a city needs to promote equal opportunities, improve the quality of living environments, and reduce the levels of crime.

Efforts at International and National Level

The importance of inclusive planning has been manifested in different forms in different forums at international level in last few decades. "*Declaration of the United Nations Conference on the Human Environment Stockholm in 1972*" suggests a principle, which state the common strong content, is that the planning must be practical to human settlements and urbanization with a view to avoiding harmful effects on the surroundings and obtaining maximum societal, economical and environmental benefits for all. "*The Vancouver Action Plan, Recommendations*

for National Act, Approved at Habitat: United Nations Conference on Human Settlement, Vancouver 1976" states that human settlement policies should aim to improve the condition of human settlements particularly by promoting a more equitable distribution of the benefits of improvement among regions; and by making such benefits and public services equally accessible to all groups. In "*World Summit for Social Development 1995 held in Copenhagen*" governments reached a new consensus on the essential to put people at the centre of development. It committed to make the conquering of poorness, the goal of full employment and the fostering of social integrating overriding objectives of development. 'A society for all' is the mental object for such a statement where all singles with their rights and responsibilities has an active role to play in the functioning of the government and society they live in. Inclusive planning is the way to achieve this goal.

"*United Nations Millennium Declaration 2000*" targets to end poverty by 2015. The MDGs are an eight-point road map with measurable targets and broad deadlines for up the lives of the world's pathetic people. World leaders have united to achieve the MDGs by 2015. The millennium Development Goals are End Thirst, Universal Education, Gender Equality, Child health, maternal health, Conflict HIV/AIDS, Environmental sustainability and Global Partnership. Achieving the goals will require equitable and inclusive economic growth—growth that reaches everyone and that will enable all people, especially the poor and marginalized, to benefit from economic opportunities. "*City Development Strategies to Reduce Poverty by Asian Development Bank 2004*" states that cities are the prime drivers of economic growth, and they need to become the focus of good government and the venue for social inclusion and poverty reduction. "*The United Nations*

Global report on Human Settlement 2009” notes that traditional approaches to urban planning have largely failed to promote equitable, efficient and sustainable human settlements and to address twenty-first century challenges, including rapid urbanization, shrinking cities and ageing, climate change and related disasters, urban sprawl and unplanned peri-urbanization, as well as urbanization of poverty and informality. It concludes that fresh approaches to planning can only be significant, and have a greater chance of succeeding, if they effectively address all of these situations, are democratic and comprehensive, as well as coupled to discourse socio-political procedures.

At the national level also the government has recognized the need for inclusive planning and taken many initiatives for inclusive planning. *“Nation Commission of Urbanization 1990”* comments that planners have not taken cognizance of the predominance of the poor and the informal sector while planning for the urban areas and there is imperative need to awaken to this significant shortcoming and to readjust the planning practices. *“11th Five Year Plan (2007–12) by Planning Commission of India”* focuses inclusive growth, that is, a growth process which yields broad-based benefits and ensures equality of opportunity for all. *“National Urban Housing and Habitat Policy 2007, Government of India”* intends to promote sustainable development of habitat in the country with a view to ensuring equitable supply of land, shelter and services at affordable prices to all sections of society. At the local level, cities should prepare 15–20 years perspective plans in the form of City Development Plans which take into account the deficiencies in housing and urban infrastructure with special emphasis on the urban poor and indicate a vision based on various levels of spatial plans. Policy lays particular accent on

stipulation of social housing for the EWS/LIG classes so that they are fully incorporated into the mainstream of environment well-balanced urban evolution.

One of the objective of *“Jawaharlal Nehru Urban Renewal Mission, Ministry of Urban Development, Government of India 2005”* is, provision of elementary services to the urban poor excluding security of tenure at cheap prices, improved housing, water supply and cleaning, and guaranteeing delivery of other existing universal services of the government for educational activity, wellness and social security. Also, one of the two sub mission is basic services to the urban poor and its thrust will be on integrated development of slums through projects for providing shelter, basic services and other related civic amenities with a view to providing utilities to the urban poor. *“Urban Poverty Report 2009 UNDP”* comments that with growing poverty and slums, Indian cities have been grappling with the challenges of making the cities sustainable i.e., inclusive, productive, efficient and manageable. On the basis of these importance and need of inclusive planning in the urban planning process can easily be established, but it is all the more important to have an urban planning structure to ensure inclusive planning. *“Rajeev Awas Yojna 2012 (MHUPA)”* guides city master plans to follow an exclusionary model that reserves land for housing for high and middle income groups, commercial, institutional, recreational and other uses, with no earmarking for Economically Weaker Subdivisions and Low Income Groups.

URBAN PLANNING AND DEVELOPMENT PROCESS IN MP

Government of Madhya Pradesh has 53 departments which work for different sectors. Out of these Housing and

Environment Department (HED) and Urban Administration & Development Department (UADD) majorly work for urban sector. These two departments have been recently merged into Department of Urban Development and Environment. There are two Directorates namely Directorate of Town and Country Planning and the Directorate of Urban Administration and Development in the department which deals mostly the urban sector. The former deals with the preparation and enforcement of Development Plans, whereas the later deals with the administration of the urban local bodies. The later is also the nodal agency for all the central government funded schemes. The other organizations under the department are:

1. Capital Project Administration
2. Disaster Management Institute
3. Environmental Planning and Co-ordination Organization (EPCO)
4. MP Housing and Infrastructure Development Board
5. Madhya Pradesh Environmental Impact Assessment Authority
6. MP Pollution Control Board
7. State Institute of Town Planning (SITOP)
8. Municipal Corporations and Municipal Councils.
9. Development Authorities And Special Area Development Authorities

Madhya Pradesh has 378 Urban Local Bodies comprising 16 Municipal Corporations, 98 Municipal Councils and 264 Nagar Parishads. Since December 2005 JNNURM, a central government initiative was the base for urban development. Sixty three cities from India were identified for JNNURM schemes. Capital city, population more than 10 lakh and tourism or heritage important city were criteria for the selection of cities. Bhopal, Indore, Jabalpur and Ujjain were selected to implement JNNURM projects. BSUP (Basic services for Urban Poor) and UIG (Urban Infrastructure and Governance) were two schemes to achieve

the vision of JNNURM. Focus of BSUP was on slum housing only while UIG had urban infrastructure, water supply, sewerage, drainage and roads. Funding of these projects were shared in ratio of GoI:GoMP:ULBs::50:20:30. Other cities which were not identified in JNNURM were managed by IHSDP and UIDSSMT. The role of IHSDP and UIDSSMT were similar to BSUP and UIG respectively. The Directorate of Urban Administration and Development has got CDP's prepared for 377 towns. Six cities namely Bhopal, Indore, Gwalior, Ujjain, Sagar and Jabalpur were in its first phase and 12 cities are in second phase. GoI has accepted the development proposal for first phase cities. Phase one cities has identified 1761 slums. DPR of 10 cities has been prepared from second phase. Under UIDSSMT, total 284 projects have been sanctioned by State level sanction committee. Out of which 181 projects of 114 cities with total project cost of Rs 2860 crores have been sanctioned by GOI. There are 101 water supplies, 65 road developments, 8 sewerage and 7 other projects in the sanctioned projects.

There are ten Development authority constituted for the implementation of the urban plans, for the cities Bhopal, Indore, Gwalior, Jabalpur, Ujjain, Dewas, Ratlam, Amarkantak, Singrauli, Katni and five Special Area Development Authorities for Pachmarhi, Gwalior Counter Magnet, Maheshwar- Mandleshwar, Orchha and Khajuraho.

The Directorate of Town and Country Planning has prepared the Development plan for 95 towns out of them 72 Development Plans have been adopted. The planning area of 158 towns, have been constituted and existing land use maps for 100 towns have been published.

Legal Provision for Urban Planning and Development in Madhya Pradesh

Urban development and environment related acts, rules and policies guide the

urban development progress. It covers a long list of regulatory provisions. Municipal solid waste (Management and Handling) Rules, 2013; State funds for special needs and the use of casual purpose in urban area of Madhya Pradesh Rules, 2006; MP Municipalities (buildings / lands of the annual letting value retention) Rules, 1997; Madhya Pradesh Nagariya Kshetron Ke Bhumihin Vyakti (Pattadhriti Adhikaron Ka Pradan Kiya Jana) Adhiniyam, 1984; State Municipal (working procedure of operation) Act, 2005; Madhya Pradesh Nagar nigam (Coloniser ka regitrikaran, nirbandhan tatha Shartey) Niyam 1998; Madhya Pradesh Municipalities Act, 1961; Madhya Pradesh Municipal Corporation Act, 1956; Madhya Pradesh Nagar tatha Gram nivesh Adhiniyam 1973; Madhya Pradesh Bhumi Vikash Niyam, 2012; Madhya Pradesh Nagar tatha Gram nivesh Niyam, 2012; TCP Vyvan Niyam; MPHB Act; MPHB Regulation; M. P. Pollution control Board legislation; Disaster Management Act, 2005 etc. are some of these.

City development plan is a future vision plan for next twenty to thirty years. Development plan is also known as master plan, is a statutory document which is a perspective plan. Projects are drafted on the vision of city development plan. Land is acquired for future planning through the provision of town planning scheme to manage development as estimated and projected in master plan. Development perspective of different plans could not being achieved within the defined future limit. There are some ambiguities at different level of planning which need to identify and overcome.

Provision of Different Urban Plans

Town and country planning act 1973 suggests preparing plans at regional level, city level and sub city level. These are known as Regional Plan, Master

Plan/Development Plan and Zonal Plan respectively. Only city level Master Plan is in practice. Zone boundaries have been delineated in some of the cities in Madhya Pradesh but plans are not prepared for any of these zones. Spatial plans also not available for regional level. These two regional and zonal plans are important for a sustainable future. The role of Development plan is to bridge zonal plan and regional plan of a city. Development plans have been prepared for most of the important cities but the vision of development could not been achieved due to number of ambiguity in its provision and in implementation process.

Beside these three statutory plans city development plan and slum free city plan are also being prepared. These two are also perspective plans. Urban development projects are drafted based on the proposals of city development plan. Slum free city plan provides housing for urban poor with basic services.

The Development Plan preparation process involves calling objections and suggestions at different levels but the process is not inclusive. An analysis of 2150 objections/suggestions filed on the draft development plan of Bhopal published in August 2008 reveals that only 9 of them were with respect to 366 slums which house less than 2.5% of total slums.

City Development Plan (CDP) was prepared as per JNNURM guidelines. It is expected to have CDP for all city indicating policies, programs and strategies, and financing plans. Detailed Project Reports (DPRs) for undertaking projects are in the identified sphere. It is essential that projects are planned in a manner that optimizes the life-cycle cost of projects. The life-cycle cost of a project would cover the capital outlays and the attendant O&M costs to ensure that assets

are in good working condition. In order to optimize the life-cycle costs over the planning horizon, private sector efficiencies can be inducted in development, management, implementation and financing of projects, through Public Private Partnership (PPP) arrangements^[15]. Thus JNNURM was majorly central government funded mission which tries to optimize life-cycle cost of the project. It invites private sector participation in this regard only.

RAY planning process could be discussed into 5 steps^[16]. Preparation of Geo-referenced city base map is the initial step. It covers entire urban agglomeration area. Identification & demarcation of slum area & vacant lands on base map, delineation of slum areas and mapping slum infrastructure with total station survey is made. Slum Socio-economic survey identifies slum condition in terms of basic services and tenure. Spatial and socio-economic data is integrated slum/city level to create GIS-enabled slum MIS. Slums are categorized and redevelopment plans are prepared with options. Slum-free City Plan is prepared based on some selective model of development. Modifications are made in master plan and CDP as per proposal of slum free city plan.

Town planning scheme acquire land for housing and other as suggested in Master Plan. CDP accounts city level future requirements in terms of housing and basic services. It has scope to develop projects and suggests financing for these projects. These two has top down planning process. Inclusive aspect could be supported by bottom up approach in which public are engaged from the foundation day of planning at grass root level. It defines the role of authorities as a facilitator. Detail socio-economic survey at household level is suggested in RAY guideline. It tries to develop inclusive projects. RAY provision is still argued to have lack of strength for inclusive urban

planning because it covers a holistic development of a city.

Beside Master Plan, CDP and Slum free city plan in M. P., government has a milestone step of Patta Act 1984. It supports poor by providing tenure security. Also Housing and Environment Department took many steps to provide shelter to urban poor by reserving land or buildings in all colony development permission. Slums were considered as a major issue for the city. Reservation of some part of colony to secure existence of poor was initiated since 7th December 1982 (Refer letter No. 5441/6/82/32/82, Housing and Environment Department, GoMP). It suggests reserving 5% of total land of the colony project along with public open spaces beyond the residential plot area. Subsequently reservation provisions for EWS housing were made in Colonizer's Rules with three options of reservation for developers: (1) developer or owner could leave the developed plots, (2) they can construct dwelling units, (3) they can pay shelter tax. But all these efforts were hardly implemented.

Slum Areas Viz a Viz Development Plan

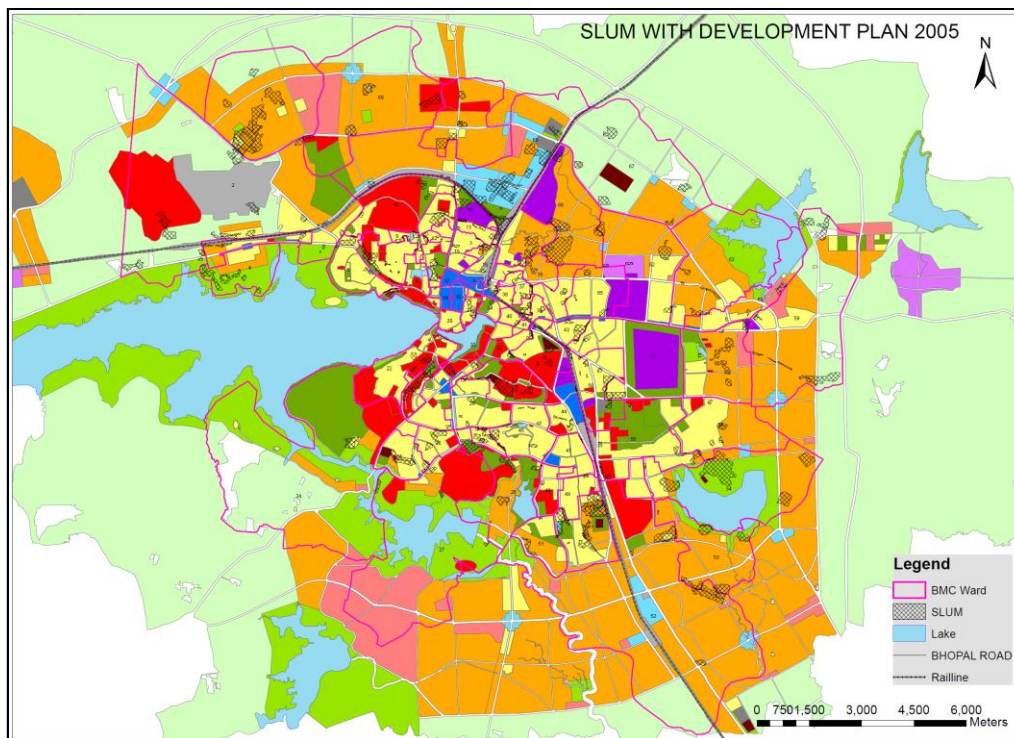
There are total no of 366 slum areas identified by Bhopal Municipal Corporation, in the report submitted to GOI for Rajeev Awaas Yojna. These slum pockets cover an area of 1238.08 Ha. and they house a population of 4.79 lacs. The slum areas have an average density of 387 person per hectare.

Bhopal Development plan 2005 was adopted in the year 1995, for a planning area of 601 sq km. The plan has a land use map for different land use categories showing existing and proposed Residential, commercial, industrial, PSP, PUF, recreation, transport, agricultural and road.

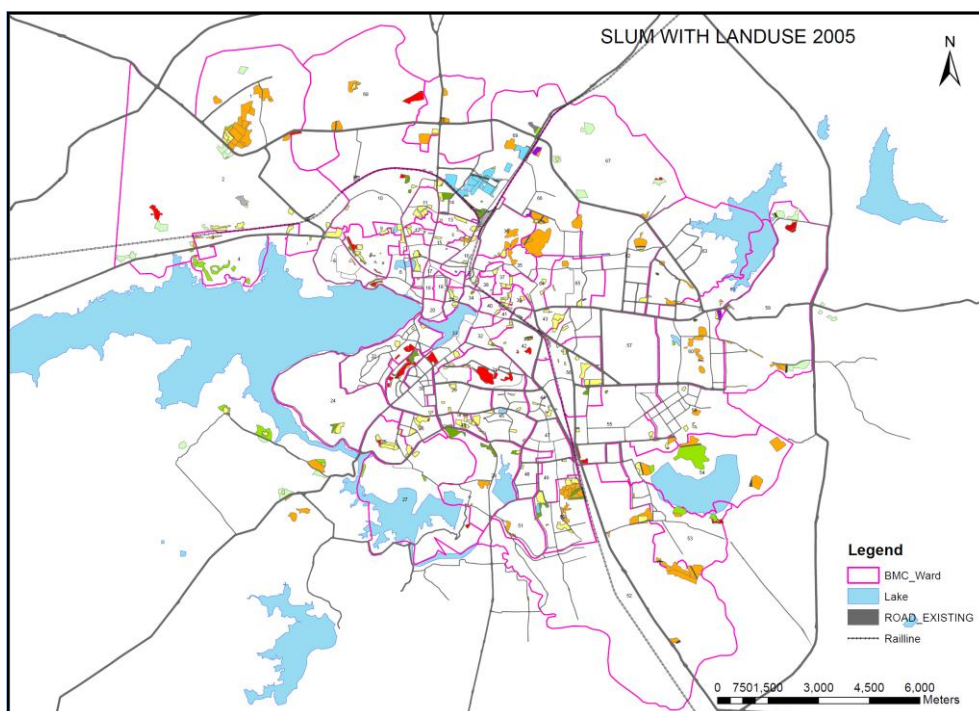
The land use proposals have been vitiated for different reasons one of being slum

development. Poor people migrate to urban area in search of their livelihood and encroach open lands for their shelter. Poor supply of affordable housing at the appropriate location promotes the

phenomenon. A study to assess the impact of such slum growth on the Development Plan has been made. The slum areas have been overlapped on land use map through GIS.



Map 1: Impose of Slums on Landuse.



Map 2: Slums in Different Landuse.

The results are shown in the following table:

Table 1: Slums in Different Land Uses.

Land use	Existing land use shown in Dev. Plan (Ha)	Slum Area in Existing land use(Ha)	Areas under Proposed land use in Dev. Plan (Ha)	Slum Area in Proposed land use(Ha)	Total Area of land use (Ha)	Total slum area (Ha)	% coverage of slum area	Population of slum in land use
Residential	4159.13	305.69	10374.03	411.30	14533.15	716.99	4.93	295,775
Commercial	200.33	1.12	472.35	68.32	672.68	69.44	10.32	16,038
Industrial	556.63	11.04	342.41	2.14	899.04	13.18	1.47	6,818
PSP	1968.47	86.00	1235.92	4.29	3204.39	90.29	2.82	52,472
PUF	79.68	1.72			79.68	1.72	2.15	1,346
Recreation	1426.37	60.39	3755.29	106.46	5181.66	166.85	3.22	55,171
Transport	879.04	22.57	107.98	3.88	987.03	26.44	2.68	10,033
Agricultural	28137.94	97.02			28137.94	97.02	0.34	16,192
Road	2775.27	56.14			2775.27	56.14	2.02	25,538
TOTAL					56470.84	1238.08	2.19	479,384

Major Findings:

1. The average density of the slum area is 387 pph, which falls under medium & high category as per para 2.45 of BDP-2005.
2. About 57.9 percentage of total slum area which houses 61.69 percent of slum population falls under Residential land use as per BDP-2005.
3. As per para 4.4.3 the slum relocation/rehabilitation is possible in any land use except Recreational and Road. Slum area under these two land uses constitutes 222.99 Ha. of land and a population of 80715, which is 18.01 and 16.83 percentage respectively.
4. Slum rehabilitation is possible for 81.99 percent of slum area and 398669 people.
5. Out of 7703.06 Ha. developed residential area of Bhopal, area under slum is 16.07 percent, which houses 26.69 of urban population.
6. No or very less participation of slum dwellers in the plan preparation process.
7. The rules of reservation for LIG/EWS housing too less and too little and that too not followed.

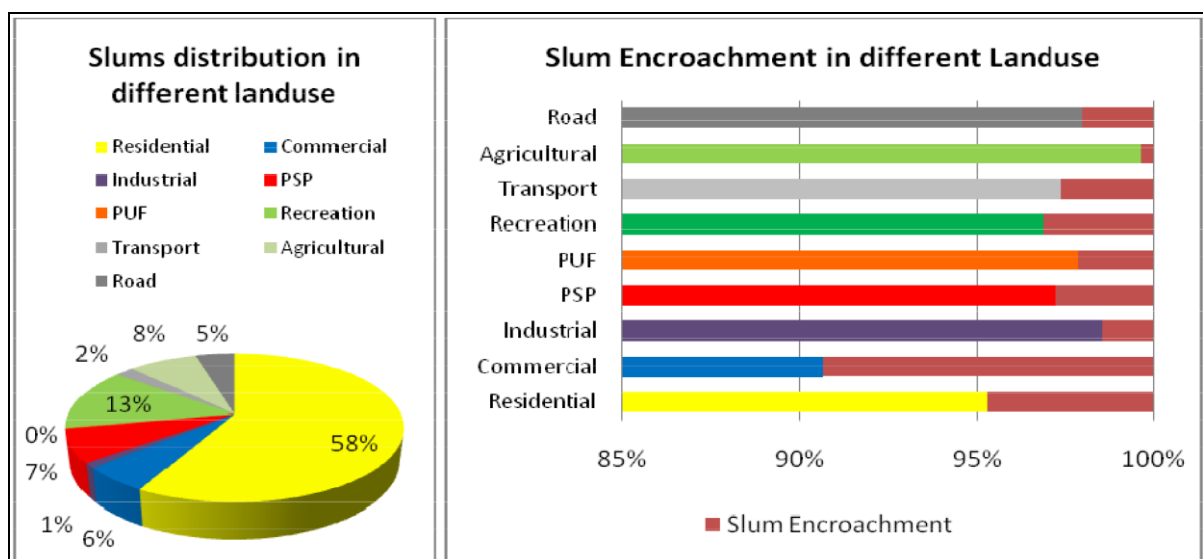


Fig 1: Slums Sprawl in Different Landuse.

Issue in inclusive urban planning and development process:

1. Non inclusive approach in urban planning and development,
2. Lack of participatory approach in Development plan preparation process
3. Very little or almost no defined provision for urban poor in development plan
4. Development plan is a city level initiative it is difficult to access urban poor through development plan practice
5. Regional level and zonal plan level interventions for poor not possible because of non preparation of these plans
6. Wide gap between demand and supply of housing for poor
7. The provision of social and physical infrastructure not inclusive in nature.
8. No incentives at the state level for affordable housing
9. Poor implementation of Development Plan
10. Zonal plan at local level could work well for urban poor but zonal preparation is neither in good practice nor does it deal the participation of urban poor.
11. Poor implementation of policies pertaining easy to address urban poor.
12. No or very little coordination between Development plan and City development plan (CDP).
13. Multiplicity of urban planning and implementation agencies with overlapping responsibilities and poor coordination with each other.
14. Overlapping legal provisions with too much complexities

CONCLUSION AND SUGGESTIONS

Based on NSSO Report, it is estimated that the number of urban poor had increased by 34.4 percent from 1973 to 2004. With the rural urban migration set to rise, unless the urban poor are skilled to be

gainfully employed either through self-employment or through wage employment, the rural poverty would get converted to urban poverty. Urban poverty is now accepted as autonomous phenomenon and not just release over of rural poverty. In absence of broad social security measures in Asia, a large population is vulnerable to falling in poverty. Urban planning paradigm-policies, tools and practices plays a very dominant role in denial of urban citizenship to the poor and in particular the new unsettled among them. Urban planning inflection works through aggregation of countless judicial provisions and selective application of these legal provisions by the State.

One essential link of urban planning with wealth reducing is the construction security. Mahadevia has attempted to link shelter security for comprehensive social protection and have attempted to link property rights with transformative social protection. There are many studies that have pointed out the differences between the formal and informal tenure status, tenure quality, role of actors in tenure and tenure quality, difference between property rights and occupancy rights, and customary land rights and tenure in the urban areas. There has been no attempt by the formal planning systems to address the question of land tenure, either giving of formal property rights or enhancing perceived security of tenure.

City master plans follow an exclusionary model that reserves land for housing of advanced and in-between income groups, commercialized, organization, activity and other uses, with no earmarking for Efficiently Weaker Subdivisions and Low Income Groups. These plans are not in consonant rhyme with the income dispersion structure of cities and towns. The standards of planning including

density and development controls favour the comparatively better off sections. These factors, coupled with sky-rocketing urban land prices, have squeezed the urban poor out of formal urban land markets. Slum areas are an inevitable outcome of this deficiency in urban policy and planning. It is necessary that the master plans make provision for EWS/LIG classes by treating them as distinct segments for the intent of land use and urban planning. There is also a need for 'small lot zoning' in layouts for housing approved by city government, creating EWS and LIG plots along with MIG and HIG. The population density norms also require a re-look, not only to apologize them across cities, but, in perceptive of the basic tenet that the poor are disadvantaged of housing where land values are high, to enable better use of priceless land by construction perpendicularly on it. It is necessary to catalyze and assist the review of these issues with capability building and expertise. Working for urban poor with inclusive approach requires public participation in urban plan and planning process as well as security for urban poor to achieve equity. After assessing the case of MP, it could be concluded that many small efforts have been taken to overcome the issues of urban poverty. These efforts have different vision and scopes which need to unify and promote with a clearly defined goal. Role of concern agencies are also not clear. There is overlapping in their roles and responsibilities which also need to be defeated. Urban planning tasks should be identified for inclusiveness. These inclusive tasks should be fastening in urban plans. Plan preparation and implementation authorities need to describe with their role in whole process from plan preparation to implementation stage.

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