

Section 1

Approach To The City Development Plan And Methodology

1.1 INTRODUCTION

The concepts of governance are broadly identified by the four elements i.e accountability, participation, predictability and transparency. JNNURM recognizes the lack of these four principals of governance in the municipal bodies and the State Government agencies of the municipalities and State capitals in India, thus hampering economic growth and prosperity of its citizens besides lowering the quality of life in these cities. The JNNURM is guided by the objective of accountability in governments, building the capacity to undertake economic reforms, implement them successfully, and provide citizens with an acceptable level of public services and mechanisms set up to make sure the standards are met. It also encourages the participation of project beneficiaries and empowerment of the Urban Local Bodies. The JNNURM also recognizes the need to strengthen the citizens right to information with a degree of legal enforceability, transparency in government decision-making and public policy implementation thus reducing the uncertainty and helping inhibit corruption among public officials.

With a liberalized economy and economic trends indicating that India has emerged as a global economy with a achievable double digit growth in the coming years, the urban India needs to face the challenges of overpopulated cities outstripping its infrastructure and facing the corresponding downsides of proliferating slums, increasing homelessness, growth in urban poverty and crime, and growth in pollution and ecological damage.

The objective of the JNNURM envisages an integrated framework, in which spatial development of cities goes hand-in-hand with improvement in the quality of living of ordinary people living there through scaling up of the delivery of civic amenities and provision of utilities with emphasis on universal access to the urban poor. An important element of the mission has provision of slum improvement and provision of housing for the poor. To provide catalyst to the mission objectives an overarching third component of the mission is that of reforms in the governance which will enable the mission to move forward.

The JNNURM also envisages planned development of identified cities including peri-urban areas, outgrowths and urban corridors leading to dispersed urbanization and special focus on urban renewal program for old city areas to reduce congestion.

The City Development Plan is anchored on the JNNURM goals of creating economically productive efficient equitable and responsive cities. Towards that goal the CDP focuses on the strategies that deal specifically with those issues that affect the urban poor, adopting practices and structural changes that provide for improved financial management and elimination of legal bottlenecks that discourages Private investments in the cities infrastructure and provision of services.

The objectives of the mission are designed to be met by the following strategies:

- (1) **Preparing City Development Plan:** The selected town will formulate a City Development Plan (CDP) indicating policies, programmes and strategies, and financing plans.
- (2) **Preparing Projects:** The CDP would facilitate identification of projects. The Urban Local Bodies (ULBs) / Parastatal agencies will prepare Detailed Project Reports (DPRs) for undertaking projects in the identified spheres. 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. A revolving fund would be created to meet the O&M requirements of assets created, over the planning horizon. In order to seek JNNURM assistance, projects would need to be developed in a manner that would ensure and demonstrate optimization of the life-cycle costs over the planning horizon of the project.
- (3) **Release and Leveraging of Funds:** JNNURM assistance would serve to catalyze the flow of investment into the urban infrastructure sector. Funds from the Central and State Government will flow directly to the nodal agency designated by the State, as grants-in-aid. The funds for identified projects across cities would be disbursed to the ULB/Parastatal agency through the designated State Level Nodal Agency (SLNA) as soft loan or grant-cum-loan or grant. The SLNA / ULBs in turn would leverage additional resources from other sources.
- (4) **Incorporating Private Sector Efficiencies:** 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.

1.2 BASIC PRINCIPLES OF CDP:

Preparation of the CDP is guided by the principles of:

- i) **Comfortable Living:** The quality of life in the urban society is an important factor for urban living. It depends on basic services like supply of water, electricity, collection and disposal of solid waste, provide health and education facilities, clean environment, housing for the poor, connectivity and other social amenities. It is the responsibility of the Urban Local Bodies to ensure providing such services.

- ii) **Creating Competitive Environment:** The ULBs will not only ensure such services but will also try to ensure that they are comparable to other cities to attract visitors, investors and tourists. They should cater to the needs of all categories of people, should have access to modern technology, market and should create a sound business environment.
- iii) **Sustainability:** The Infrastructure created need to be sustainable in the long run and must therefore be structured in such a way that their operation and maintenance is taken care of by way of contractual arrangement through ‘users must pay’ principle where ever applicable.
- iv) **Governance:** Good governance is an absolute need to ensure sustainability of any services incorporated. Integrity, accountability, transparency and people participation should be the integral part of the city management.

1.3 APPROACH AND METHODOLOGY FOR PREPERATION OF CDP

Gangtok falls under category C of the eligibility criteria for JNNURM being a State Capital .The CDP prepared is both a perspective and a vision for the future development of a city captured through the consultative process. It provides the current stage of cities Development: *where we stand today*. It sets out the direction of changes: *Where do we want to go*. It identifies the thrust areas: *What do we need to address on a priority basis*. It also identifies the strategies and interventions required for bringing about the change: *what are the interventions to be made to attain the vision*. It provides a realistic framework within which the projects need to be identified and implemented. It also provides a logical and consistent framework for the evaluation of investment decision. The plan will provide a distinctive thrust for introducing enabling rather than restrictive regulatory mechanisms through realistic planning and management interventions within the overall regulatory and institutional framework. A development implementation action plan comprising of implementation schedule, role of stakeholders, regulations and institutional strengthening mechanisms will be formulated, with special emphasis on institutionalizing the monitoring mechanisms.

1.4 STAKE HOLDERS CONSULTATION

The CDP took into consideration the works and plans of other government and quasi-government agencies contributing towards the growth and development of the Gangtok city and have been prepared through multistage stakeholder participation at various stages. The concerns of the urban poor were captured through a series of consultations with the stakeholders. The key stakeholders viz., the Urban Development & Housing Department, (UD&HD), Water Security & Public Health Engineering Department (WS&PHE), Town Planning Cell, PWD (Roads and Bridges), the City Police, and Development NGOs etc. were involved in the process.

All the stakeholders were familiarized with the purpose, process, and expected outcomes of the CDP, and build enthusiasm, understanding and commitment to the CDP. The copy of the Draft CDP was posted on the Internet before a Final workshop was organized at Chintan

Bhawan. This process helped in deriving a consensus along with the stakeholders firming the process and agreeing upon a structured programme to take the CDP forward.

On 6th Nov. 2006 a presentation of the draft CDP was made to the senior officials of the UDHD chaired by the Pr. Secretary. Following the meeting at the official level on 6th Nov. 2006, a day long stakeholders meeting was organized on 7th Nov. 2006 at the Chintan Bhawan, Gangtok where there was a broad representation of people from all sections of the society including Government officials.

Stakeholders' meet at Chintan Bhawan on 7th Nov. 2006



The daylong meeting was chaired by Mr. N.K. Pradhan, Honorable MLA of Gangtok, the Chief Secretary, Additional Chief Secretary, Principal Secretary, UD & HD, Special Secretary, Additional Chief Engineers PHED, UDHD and Tourism Department, District Collector, Joint Secretary, Senior Town planner and large number of other officials. The Stakeholders meeting was also attended by the media personalities. (The list of the stakeholders who attended the meeting is given in Annexure 1.1)

1.5 AREA COVERAGE FOR CDP

Apart from being the State capital, Gangtok is the most important town of Sikkim. All developmental activities in Gangtok are going to be significant for the state. Inadequate accessibility and availability of suitable land for spatial growth suggest the need for a decentralized growth concept for the state. The state's small size results in interdependency amongst the towns. Therefore creating growth centers/magnets will decongest Gangtok as well as accelerate the growth of areas that are interlinked and service the city. A key step in the development of the CDP is the delineation of its limits - the geographic extent to be considered in the Plan.

The area of proposed Municipal Corporation of Gangtok as per draft notification no. GOS/4D and HD/ 6 (70) 2942 dt. 23/11/04 will be taken as Greater Gangtok Planning Area in which will be in addition to the peri - urban and the rural hinterland areas. This in totality is being considered for coverage under the CDP. The spatial limits considered for developing the CDP include the Old Gangtok Municipal Area and Greater Gangtok Planning area including adjoining revenue blocks located in the watershed areas of the two rivers of Ranikhola and Bhusuk Khola which flows on the Western and Eastern slopes of the city.

Within a radius of 30 -35 kms (Ground distance)
 Courtesy: Town Planning Cell, UD&HD

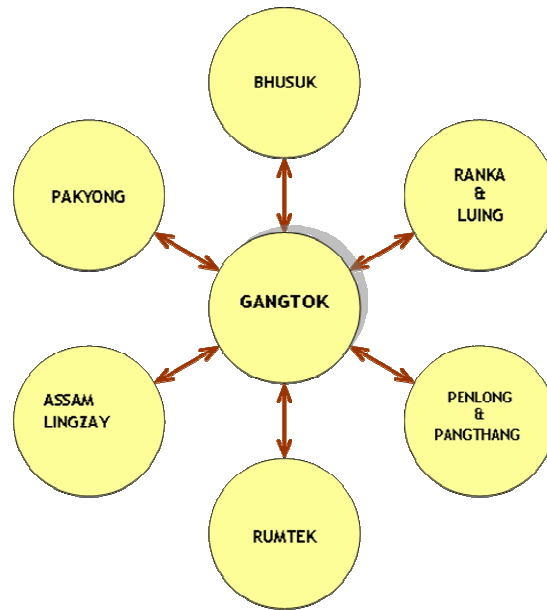


Figure 1.1: Greater Gangtok Planning Area

Thus the methodology adopted for the CDP starts from area appreciation, because there is no urban local body functioning at present. The area for CDP under the toolkit is explained as that of the municipal authority. Since Gangtok is a linear town and inhabited all along NH, the area under urbanization is comparatively low but dense. The effect of developments envisaged in Gangtok will definitely influence the adjoining rural hinterlands; therefore it is required to delineate an area which may become the planning area. At present the notified area of Greater Gangtok covers an area of 76.95 sq kms and population of 93,955 persons (2001 census). The Greater Gangtok Planning Area represents an area of potential urbanization in due course along with the development of the urban core, its peri - urban fringe and the rural hinterland.

The JNNURM implementation programme will consider the entire Greater Gangtok Planning Area as its focus region, and develop a CDP that addresses issues of infrastructural, environmental and social and economic consequence within this limit.

The Greater Gangtok Planning Area as shown in the above picture provides a broad understanding of the areas that are envisaged to develop in the future. The table below enlists in detail the areas that will comprise of Greater Gangtok Planning Area.

Table 1.1 : Greater Gangtok Planning Area

Saramsa	Balwakhani
Ranipul	Decheling
Jalipull	Namnang
Samdur	Sokaythang
Adampul and Rumtek	Ranka
4 th , 5 th and 6 th Mile	Resithang
Maneparbing	Tathang Chen
Parbing	Upper and Lower Tadong

Thamidara	Lingding
Penlong/Pangthang	Upper and Lower Sichay
Daragaon	Lower Siyari
Luing	Assam Lingzey
Lower Bojoghari	Upper and Lower Siyari
Deorali	Libing

Development area is described as an area or group of areas declared as development area under subsection (1) of Sec. 21 of “The Sikkim Urban and Regional Planning and development Act, 1998”, under which a development plan can be prepared. This area becomes the influence area of the main town and directly impacts the development taking place at the town level. Under Section U/S, 21(1) development area of Gangtok town covering the urban and rural areas within the radius of 15 km is proposed to be notified. Sec. 23 (1) gives power to the Government to appoint any local authority as the Development Authority for the area of that local authority and for other contiguous area. With the help of these sections the Municipal Authority coming into power can be authorized to act as Development Authority, thus enabling to incorporate the development proposals of other areas falling within development area; and the proposals can be brought under CDP of Gangtok.

1.6 CITY DEVELOPMENT STRATEGY

The preparation of the CDP took into consideration the following criteria:

- Dispersal of activities concentrated in the core areas of town.
- Better infrastructure facilities to enhance trade and economic activities.
- Environmental awareness and sustainable development.
- Achieving equitable growth by addressing the issues of economic growth.
- Improving urban governance and management.
- Increasing investment to expand employment and services.
- Systematic and sustained reduction in urban poverty.

The CDP outlines the strategic policy and investment interventions to achieve the vision including formulation of sector specific plans for the identified sectors. The scope of work is to:

- Assess the current situation in respect of demographic and economic growth, infrastructure services, municipal finances etc.
- Identify the gaps in service delivery;
- Outline the issues faced by the city’s poor;
- Prepare a vision and sector specific strategic framework, outline the goals, strategies, interventions and projects to achieve the vision;
- Formulate a city investment plan with appropriate financing strategies and an implementation action plan; and
- Focus on the reforms to be carried out at the state and local levels in consonance with the vision and strategic plan outlined to sustain the planned interventions.

1.7 SWOT ANALYSIS

SWOT analysis for the development of Gangtok under the mission can be detailed as follows:

Strengths	Weakness
<ul style="list-style-type: none"> • Prime location in Sikkim • Centre for Administrative, Economic and Political power • Nathula Pass for International Trade and Commerce • Availability of developable land in peri-urban sector • Considerable greenery in the city • Cultural & Traditional Heritage • Skilled manpower available • Peaceful and Safe City • Vicinity to International Border 	<ul style="list-style-type: none"> • Difficult topography and poor infrastructure • Public transport is virtually non-existent • Inadequate sewerage system • Inadequate solid waste disposal • Lack of a citywide storm water drainage system • Lack of public utility infrastructure • Presence of many slum areas • Inadequate employment opportunities for educated people
Opportunity	Threat
<ul style="list-style-type: none"> • IT and infrastructure development • Opportunities for development of trade and commerce • Development of special education areas • Considerable tourism potential • External financial assistance • Preference under Gol Schemes • Potential private sector investment in developmental activities 	<ul style="list-style-type: none"> • Competing economic activities in the adjoining area • Lack of industrial investment inspite of liberal policies • Infrastructure deficiencies • Resources constraint

1.7.1 Outcome

The driving force for all round development of the city could be the uniqueness in its location, its natural beauty, flora and fauna for which it could be developed into a world class tourist destination for religious tourists, nature lovers, adventure sports, ecological study, pleasure and business tourism. To achieve such desired goals, it is important to provide better and faster connectivity, improved roads, water supply, solid waste management, addressing environmental problems, drainage of storm water, slum rehabilitation, development of hotels and other residential facilities for both budget tourists and high end tourists preferably through PPP mode, rain water harvesting and so on to ensure comfortable living of the people with all civic amenities. The JNNURM gives the opportunity to fulfill the dream. The mission is very generous in nature to provide the financial assistance for the Detailed Project Reports (DPRs) to fulfill the vision envisaged in report.

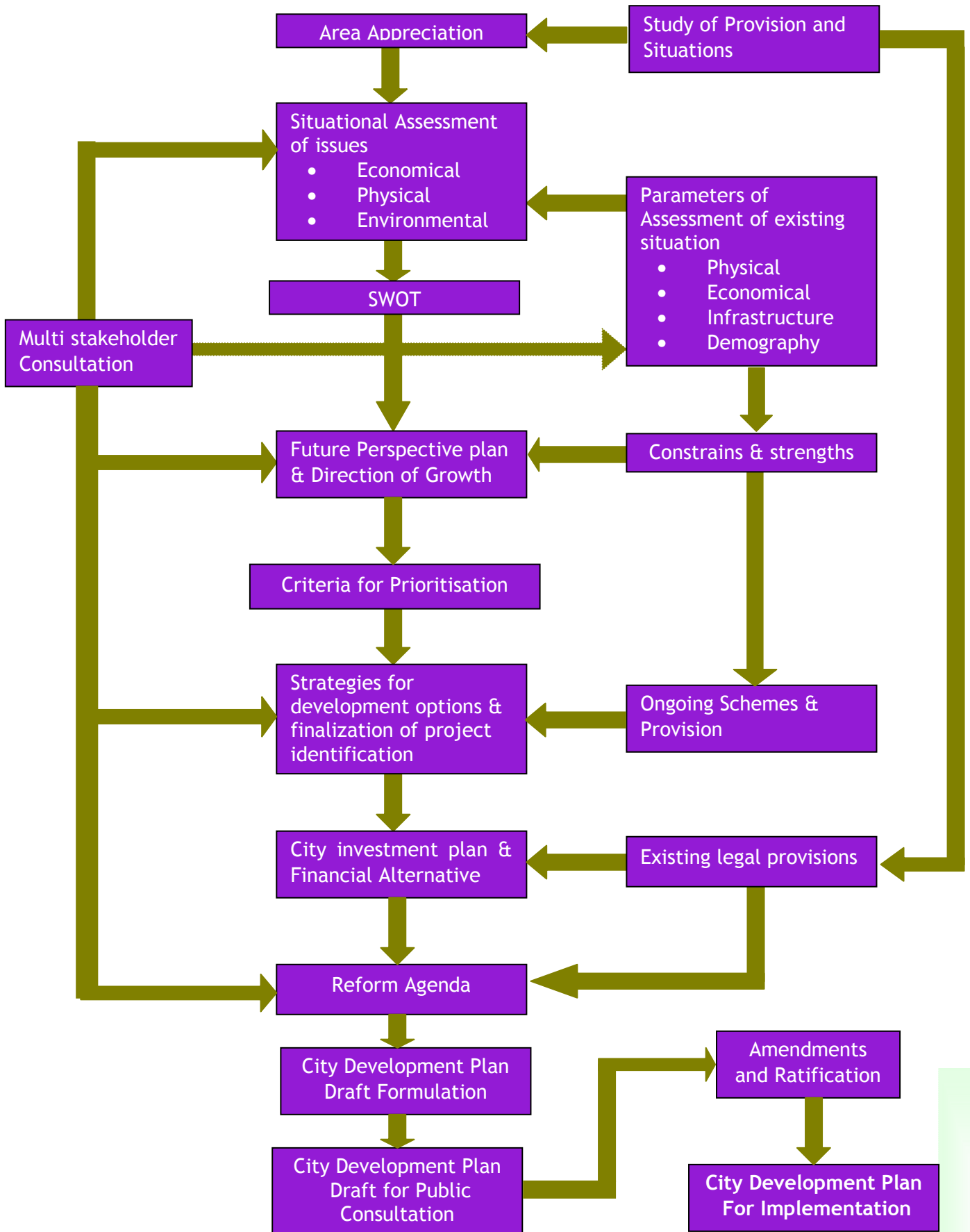


Figure 1.2: Methodology

1.8 EMERGING ISSUES THROUGH STAKEHOLDERS MEETINGS

A number of constructive suggestions were made for incorporation in the CDP. Based on the concerns and suggestions that emerged from the consultations, the issues have been broadly categorized as follows:

1.8.1 Transportation

Issues pertaining to urban transportation and traffic management were voiced loud and clear by the stakeholders in reaction to the rapid urbanization and problems that emerge thereof. Some of the points raised were:

- Vehicular congestion needs to be reduced.
- No. of taxis may be reduced and mini buses inducted to decongest the city.
- Introduction of Multimode transport like ropeways and minibus may be considered depending upon the location and its suitability.
- Public bus services could be introduced.
- Innovative transportation facilities like mini-bus with open roof etc. for the tourists may be introduced.
- Bus and taxi terminuses may be re-located.
- Zoning of areas will be necessary and a concept of Ring road may be considered for the city.
- Traffic intersections may be identified and appropriate steps incorporated to mitigate congestion.

1.8.2 Physical Sprawl

- It was suggested by the local MLA that considering the State's small size, its geography and small population, it may be appropriate to consider a development plan for the whole state instead of restricting it to Gangtok alone. He proposed that the whole State of Sikkim should be conceived as one large urban agglomeration.
- The rural population will need to be provided with urban amenities so as to decelerate migration into the cities, hence decrease congestion in the cities.
- Participants also felt that to decongest the city of Gangtok, State Government offices may be established and relocated in the periphery of the city, rather than concentrate them within the city's urban core. The existing offices should be used for business development etc. The concept of growth magnets/centers in the long term, as visualized by the Town Planning cell of the UD&HD was shared by the planners and was well accepted by the stakeholders.
- There should be more open spaces, parks and gardens in the city along with other public amenities such as public toilets and street furniture etc. in the city.
- Part of the forest area could be reclaimed by the Government for public use for the building of parks and gardens.
- The business community felt that commercial activities along the high way should be promoted. The general feeling of the people of Gangtok is that the core business

area is now saturated and that there should be more commercial areas in the city to promote business.

- Housing for the people should be more organized and better planned. The stakeholders have expressed that proper zoning of residential and commercial areas has to be done and locations for housing should be earmarked. They have expressed that real estate and private participation in the housing sector should be introduced soon now.
- School, amusement parks, health service facilities etc. are integral to the development plan, hence these aspects should be incorporated in the city's vision.
- Land use pattern should be analysed and formalized and the social needs of the people be addressed.
- Multipurpose parks will have to be developed for holding fairs, exhibitions etc.

1.8.3 Environmental Issues

- It was suggested that while working out the development plan, the carrying capacity of the city and the topography of the land should be assessed and development plan worked out and if need be even tunnels could be considered for urban transportation.
- Development of Gangtok should show concern for the ecology of the city.
- Recycling of water from Jhoras could be an option for the future.
- Rain water harvesting should be made mandatory by the ULB once established.
- Sewage treatment facilities may be provided both for Gangtok and the proposed growth magnets.
- Territorial jurisdiction for Gangtok may be identified and a task force for solid waste management suggested
- Technology that is proposed to be used with regards the above issues should be the best available.
- Waste management may include land cost as well.
- Services need to be provided to all the people and locations for healthy living.
- Environmental issues should be addressed to ensure healthy and sustainable growth.
- A disaster management plan may be put into place to avoid landslips and drainage problems.
- Sky bus, toll free taxi stand, a no. of nursing homes, a no. of library facilities, multilevel car parks, Sulabh type sanitation facilities, death service carriages, pedestrian footpath with rain water drainage system etc. should be incorporated in the report.
- It was mentioned that the sky lines are crisscrossed with cables and wire and need to be stream lined.
- It was also suggested that good public health facilities should be put into place under the scheme.
- The stakeholders expressed their concern about the growing menace of noise pollution. Measures for controlling noise pollution may be devised by the authorities.

1.8.4 Tourism Issues

- Tourism could be expanded to other parts of the state and necessary logistics created to help in income generation and creation of employment opportunities across the state.
- In order to boost tourism, the destinations may be clearly identified and synergy built between these locations.
- To attract tourists beyond Gangtok, existing facilities like lakes etc. need to be accounted for and further improvement of tourism destinations in and around the city was suggested.
- There are tour operators i.e. SATO (Sikkim Association of Tour Operators) and other TAAS (Travel Agents Association of Sikkim) in existence and their services should be utilized.
- Handicraft and handloom products need promotional efforts.

1.8.5 Issues of the Urban Poor

- Poverty alleviation program and rehabilitation of slum dwellers.
- Slum upgradation program should be built in.
- Complementary rural developmental programs should be identified.
- Housing for the poor may be added to the program.
- Re-introduction of the small grants scheme that was implemented during the AusAID programme.

1.8.6 Other Issues

- The Addl. Chief Secretary and Pr. Secretary, Finance expressed that population be projected and control mechanism worked out
- Institutional capacity has to be built and strengthened for:
 - City management including economic planning
 - Disaster management
- An urban art commission be established for the aesthetics of the city.
- Above all the program once implemented should improve the quality of life for the people.
- SWOT analysis should be expanded with clear outputs identified.
- It was also suggested that the CDP should take into account all the past and ongoing central and multi lateral projects to avoid overlaps and duplication, and implement lessons learnt from these experiences.
- Opportunities created for development of trade and commerce on a/c of the Nathula pass being reopened needs to be examined and viability kept in mind.
- Education being the human capital of a nation, appropriate program was suggested for all round development of Human Resources along with children Parks and sports complexes, public parking space and good transportation facilities.

- All such facilities proposed to be created should have an integrated program of Operation and Maintenance (O&M) to make them sustainable over the life span of such projects.

1.9 DATA LIMITATION

The assessment of existing infrastructure and services, and projections of infrastructure requirements are based on the secondary data provided by the Government agencies and in consultation with the interested groups. The data is collected from a variety of sources and over a period of time, hence each source of data has its limitations. A few case studies of the urban poor in Gangtok were specifically carried out to have a realistic assessment on the living conditions of the urban poor. Subsequently, a KAP (Knowledge Attitudes and Practices) study was also carried out to understand their mindsets and their expectations.

The project cost estimated and presented in the CDP are based on preliminary assessment of base engineering cost excluding land cost and would need to be ascertained through the detailed feasibility studies to be taken up during the DPR stage. Certain projects may require acquisition of land and same needs to be internalized in the project cost while designing the projects. The costing is based on base year 2006. The scheduling of finances during mission period is on current cost and does not take into account the escalations.