

Chennai Metropolitan Development Authority
Tamil Nadu Housing and Habitat Development Project

REVISED TERMS OF REFERENCE

Preparing the Vision Document for the Third Master Plan for

Chennai Metropolitan Area (2026-2046)

Project Implementation Unit, CMDA

1.0 Background

Tamil Nadu (TN) is the leading urbanizing state in India with its capital, Chennai (formerly known as Madras) the sixth most populous city in India. Per Census 2011, TN is about 48.5% urbanized. About 35 million people reside in urban areas and account for 9.6% of India's urban population; TN is in the third position in number of urban inhabitants after Maharashtra (>50 million) and Uttar Pradesh (> 40 million). Urban growth rate, at 27% from 2001 to 2011, outpaced the rural growth rate of 6% during the same period. Urban growth combines net in-migration into urban areas, expansion of city boundaries to accommodate peri-urban growth, and natural growth of existing urban populations. Urbanization in TN is widely dispersed and encompasses 12 municipal corporations, 124 municipalities, and 528 town panchayats. In addition, 374 "census towns" are identified as areas with urban characteristics but have not formally been notified as urban.

The Chennai Metropolitan Area (CMA) is spread over an area of 1189 sq.km. and had a population of nearly 8.65 million in 2011. It is the fourth largest urban agglomeration in India after Mumbai, Delhi and Kolkata metropolitan regions. The metropolitan area covers the entire Chennai district and parts of Thiruvallur and Kanchipuram districts. The Chennai district is completely urban. Chennai Metropolitan Development Authority (CMDA) is the nodal planning agency of Chennai in the Indian state of Tamil Nadu which administers the Chennai Metropolitan Region. As per CMDA's Second Master plan, CMA's population is expected to increase to 14.8 million by 2035. The Chennai City Corporation with an area of 176 sq.km. witnessed a population of nearly 4.65 million in 2011. In October 2011, the City area was revised to 426 Sq.km, with a population of about 6.6 million (2011). The work force participation rate was 43.3%, indicating that nearly 3.68 million people employed in CMA Chennai is a major transportation hub for road, rail, air and sea transport connecting major cities inland and abroad

Despite a drop in the population growth rate it is still estimated that about 1 lakh people are moving into Chennai every year, a trend that is seen among successful cities worldwide. Urban development and housing have been significant issues in Chennai. Water management has caused severe issues with both floods and acute water shortages during dry months in recent years. Chennai has one of the best developed bus systems in India with about 5000 buses operating on urban routes. Tamil Nadu also has one of the best developed inter-city bus services with Chennai Mofussil bus station being one of the largest in the world. Nevertheless, Chennai faces some significant challenges in relation to transport and urban development. The city's population Chennai has doubled over the past century. The number of trips made by bus has remained stagnant over the same period, while trips by two-wheelers have grown around 30 times and become the main mode of transport in the city.

The draft Comprehensive Mobility Plan (CMP) for Chennai outlined the following key priorities:(i) develop public transit system in conformity with land use that is accessible, efficient and effective, (ii) ensure safety and mobility of pedestrians and cyclists by designing streets and areas that make a more desirable, liveable city for residents and visitors and support the public transport system; (iii) develop

traffic and transport solutions that are economically and financially viable and environmentally sustainable for efficient and effective movement of people and goods. The plan adopted a multipronged approach to achieve the mobility goals of Chennai comprising: (i) land-use transport strategy; (ii) road network development strategy; (iii) public transit improvement strategy; (iv) Non-Motorized Transport strategy; (v) freight management strategy; (vi) traffic engineering and travel demand management measures; and (vii) technological strategy. The CMP targets to achieve a public transport share of more than 50% by the year 2048.

The CMP proposes the development of 8 rail-based transit corridors (266 km), 6 Bus corridors (131 km); the development of bus terminals, multimodal transit hubs; providing adequate facilities and amenities to cater to different user groups, mixed-use development including commercial exploitation; park and ride facilities to encourage use of public transport, the development of mobility corridors including 4 rings & 5 radial roads, missing links, rail over and under bridges; the development of NMT access facilities along mass transit corridors, augmentation of bus services, route rationalization, providing feeder bus services and integrating multiple modes of transport to provide single journey experience.

The Second Master Plan (SMP) for Chennai Metropolitan Area was approved in 2008 after extensive work and public consultation and has a planning horizon to 2026. While the Master Plan was adopted as the official plan for the CMA, still its implementation was far from perfect. In general, weak implementation of master plans in many cities like Chennai is often due to several reasons including the geopolitical reality, changes in the economy and markets, lack of enforcement when it comes to non-conformity, and weak links between the master plan and capital investment programs. However, sometimes constraints on implementation stem from the ambiguity of the implementation roadmap. The second Master Plan for Chennai has such constraints.

CMDA is aware of the constraints of the 2nd master plan and wishes to develop a new master plan. Accordingly, the new master plan should differ in several ways from this 2nd Master Plan. A future Master Plan needs to take a much broader view of planning to allow for a more integrated land use and infrastructure development schemes. Compatibility of land use, improved accessibility and enhanced quality of life are among the key objectives the new master plan should pursue. The new master plan should also contribute to enhancing the resilience of the CMA by incorporating policies to enable the city in coping with urban risks and climate change mitigation and adaptation. The New Master Plan can provide the city with the opportunity to reshape itself around infrastructure, allowing for more sustainable urban growth, better distribution and density and the creation of vibrant economic cores that cities need to thrive. With a growing transit network within CMA as described above, a model of development that capitalizes on the connectivity of the city is logical. Transit Oriented Development (TOD), lends itself as an attractive approach to densify the city, optimize utilization of land, capture land value and provide large number of city dwellers with improved access and mobility. Similarly, several areas within Chennai offers high potential for urban regeneration that can provide more housing options and create employment opportunities at the heart of the city. Places that combine life, work and leisure are to be promoted by such a master plan. This pattern of development gives the city the opportunity to enhance the city's quality of life and urban resilience.

CMDA wishes to hire a Consultant to support the preparation of an initial vision for the CMA, as a preparatory step to the master planning process. An agreed future vision for Chennai that can unleash the development potential of the city and provide improved quality of life and better access is badly needed. The initial vision would be the first step in launching a new master planning effort.

2.0 Objective

The key objective of this consultancy is to draft a long-term vision for desirable urban development of CMA through a participatory approach.

The vision shall:

- provide long-term goals and aspirations that shape the future of CMA
- articulate the desires of the citizens of CMA
- provide the guiding principles, strategies and priorities for the master plan
- be high-level and inspirational, not restrictive or time-specific
- stem from the core principles of sustainable development, resilience and future-proofing
- be relevant, creative and endorsed by the citizens of the CMA
- introduce international good practices, contextualizing them to the local needs and specificities

3.0 Scope of Work

The consultant shall conduct the visioning exercise through a variety of tasks to ensure that the vision is in line with the aspirations of Chennai's residents. As such, the consultant shall conduct:

1. **Outlining the visioning process:** The consultant will elaborate on how the vision will be developed. In particular, the consultant will;
 - Understand the gaps in the second master plan with respect to identifying and executing a strong vision
 - Hold discussions with CMDA on past and current challenges in developing city visions and implementing master plans
 - Support CMDA in forming a core planning team which is representative of gender and differently abled people to support on the visioning exercise and all through the following master planning steps
 - Design the planning process highlighting that the vision as the first step in the master planning process
 - Collect basic information (including identifying sources of information), gather basic demographic, resilience, mobility, supply of services. socio-economic and spatial information
 - Review global experiences in building a city vision.
 - Review of best practices in integrated land use and transport, efficient utilization of urban land, and covering topics like TOD, place making and urban regeneration.
 - Review the cities potential for enhancing urban greening and incorporating resilient green infrastructure to service multi purposes.
 - Review how heritage assets and landscapes in the city can be incorporated and adaptively reused within the urban framework to enhance the city's historic value and community character.
 - Consider the two important attributes / features of the city, i.e. acute water shortages and the coastal management issues, and review of best practices globally of water-starved and coastal cities in developing the vision.

Deliverable 1: Inception Report

In addition to the traditional contents of an inception report, the report shall discuss in details the visioning process. The Consultant shall lead a Project Launch workshop

2. City Analysis: The consultant shall conduct rapid analysis for the CMA to identify areas of strengths and opportunities, and key challenges to sustainable development of the CMA. The analysis will be help in building strong background information to facilitate the visioning exercise. The Consultant shall coordinate with the Assessment of Master Planning Process & Capacity Consultant in conducting the analysis. The rapid assessment will complement the analysis conducted under the Assessment of Master Planning Process & Capacity consultancy and will produce a “City Profile” that can guide the visioning process. In particular, the Consultant shall (but not limited to):

- collect and review past plans, vision documents, and spatial studies for the CMA, including the Second Master Plan (SMP), past for CMA including sectoral vision documents, statutory plans and any other local plans for CMA / local units within it, studies related to mobility including the Comprehensive Mobility Plan and other relevant studies.
- Investigate and trace key plans that have been prepared by CMDA and other stakeholders for CMA or a part thereof. Assess these plans for their ability to have incorporated mitigation measures in response to identified disaster and resilience risks and climate change mitigation and adaptation principles into these plans as relevant to a coastal city.
- Identify deviation from original plans and reasons for such deviations.
- Prepare illustrative maps that shows the key structural elements of CMA including land use, urban form, metropolitan corridors and nodes, etc. This can be based on secondary maps and visual assessments.
- Collect and review demographic data and studies. Data / parameters of analysis will include population, densities, growth rates, workforce participation, workforce in primary, secondary and tertiary, literacy levels, age, sex, education etc. Primary population forecasts will also be done to inform stakeholders participating in the visioning exercise with the potential future growth. These will keep in view the national projections and proposed developments.
- Collect and review data on economic activities and planned economic development projects in the CMA. This exercise will map and identify the spatial dimensions of the local economy, recognizing key measures and trends in the changes of economic agglomerations and labor markets especially in relation to the transport and logistics sectors.
- Collect and review data on crime and accident hot spots, unsafe neighborhood, areas without provision of basic services and connectivity, lack of provisions for pedestrians, lack of provisions to ensure accessibility to public spaces and buildings by differently abled people, old and children.
- Conduct a quick assessment of city infrastructure, and social and public amenities.
- Assess the water availability scenario given the past trends and plans proposed by concerned agencies for augmenting supply capacity.
- Based on the rapid assessment and analysis, prepare a City Profile to be shared with stakeholders as part of the visioning process.

It should, however, be understood that this assembly and analysis of data does not represent the entire range of information that the Consultant will need to use. In strategic assessments, qualitative information can be equally valuable. As noted below therefore, the Consultant will be expected to undertake structured discussions with both public sector stakeholders and agencies in order to provide insights into the way that agglomeration effects operate in CMA.

- 3. Identification of partners and stakeholders:** The vision should be drafted through consultation and should have the buy-in from various GoTN and external stakeholders. Accordingly, the consultant shall;
- Support CMDA in launching the visioning exercise by holding the first stakeholders meeting to introduce the project and collect input on key development issues. Most importantly, the meeting aims at introducing best practices to help stakeholders understand how cities can transform (awareness campaign)
 - Conduct a stakeholder analysis and identify key stakeholders for shaping the vision,
 - Support CMDA in the formation of the needed committees to ensure proper representation of gender, socially excluded groups, differently abled people and senior citizens.
 - Agree with CMDA on the planning process and the roles of the various stakeholders and committees.
 - Review the Stakeholder Engagement Plan produced under the Assessment of Master Planning & Capacity Consultancy and support CMDA in the SEP and in implementing it during the visioning exercise. This shall help anticipate and address questions that may come from the stakeholders during initial consultation. It may also help CMDA plan next steps.

Deliverable 2: Revised SEP

- 4. Stakeholder Consultations:** Following the preparation of SEP, the consultant shall conduct a series of meetings with governmental, non-government, and private entities including inter-alia academic institutions, research institutions, think tanks, NGOS, community groups, activists, among others, to share information and craft the vision in a participatory manner. Consultation will include the following activities:
- **Informative Workshops:** The consultant shall conduct 2-3 information dissemination workshops which are meant to help stakeholders:
 - understand the different issues that need to be addressed in the vision
 - gain exposure of other vision statements for cities around the world
 - be exposed to best practices in developing visions
 - be fully aware Sustainable Development Goals (SDGs) pertinent to cities (for instance SDGs 7, 8, 9 and 11)
 - **SWOT Analysis:** The consultant shall conduct a strength, weaknesses, opportunities and threats analysis (SWOT) for Chennai so that the CMDA and stakeholder groups can discuss, prioritize and agree on the issues the city is facing. These include addressing issues such as what are the city's advantages, its resources (strengths), what are the bad performing services and sectors, and how can they be improved (weaknesses), what are the city's urban trends (opportunities), and what obstacles is the city facing (threats).
 - **City-Wide Survey:** The consultant shall develop a simple online survey to be agreed with the Bank team and client in advance and disseminated city-wide through universities and governmental institutions to gather feedback on how residents envision the future of their city. The survey shall be developed in consultation with CMDA and the World Bank team and should be in accessible language and ideas to ensure wide participation. The consultant shall think about innovative ways to spread the survey (for instance through social media and mobile phone messaging services). The consultant shall also plan in advance on using a survey service that allows for the gathering and processing of a large volume of responses, as well as identifying existing platforms such as the Chennai Smart City platform where links to the survey should be provided.

- **Visioning Workshops:** The consultant shall conduct 3-4 visioning workshops which are meant to:
 - discuss the SWOT analysis and document the ideas and aspirations of the stakeholders for Chennai (point 3.a).
 - share the outcome of the city-wide survey (point 3.c)
 - draft the vision in a consultative manner and share the agreed vision (points 47 below)

- **Other formal and informal meetings:** To secure better representation of the Chennai community in this visioning exercise, the Consultant shall conduct other formal and informal meetings with different CSOs, NGOs, academia/research institutes/private consultancy firms, business houses and institution/commercial associations, among others. Engaging the various stakeholders in these types of meetings shall begin from the launch of the project and continues all through the process of preparing the vision. The Consultant shall also support CMDA in organizing meetings with key GoTN stakeholders as well. The Consultant shall provide the details of such meetings in the SEP.

Deliverable 3: Diagnostic Report

The Consultant shall prepare a Diagnostic Report summarizing the process and reporting the results of the analysis including the city analysis conducted by the Consultant and the results consultations.

5. **The Vision:** The Consultant shall lead 2-3 stakeholder workshops focusing mainly on drafting a vision for the Chennai Metropolitan Area. The vision will attempt to articulate a sense of local identity in physical, economic, social and environmental terms. The vision however will not be restricted to matters that can be implemented through the planning system. It will need to give expression to other strategies and programs, including regeneration, economic development, transport and TOD, education, housing, health, waste, energy, recycling, eco-centric, and water-centric development, environmental protection and culture. The vision shall also provide the city with the opportunity to enhance the city's quality of life and urban resilience.

The vision shall reflect sustainable development principles, having regard to the communities of place, and explain how the area might change, both in terms of its geography and its socio-economic characteristics. It also needs to identify clearly the outcomes sought. The vision shall highlight what is unique about Chennai, and its identity. It should unite the resident's future aspirations for their city while building on the cities assets and strengths and addressing its challenges. The vision shall include, but not be limited to:

- Three suggested slogans which capture Chennai's vision (this also can be the basis for the master plan's promotion). The slogans need to be easy, relevant and contextualized to Chennai. Cliché slogans of cosmopolitan nature void of local meaning need to be avoided. They shall also capture relevant feedback from the city-wide survey (pointed above).
- A series of thematic vision statements that address future growth aspirations in the city to include, and not be limited to:
 - Identity
 - Social Cohesion
 - Housing
 - Affordability
 - Transport and Mobility

- Disaster Risk, Climate Change & Resilience
- Commerce
- Industry & Trade
- Tourism
- Culture & Heritage
- Health & Lifestyle
- Safety & Security
- Urban Resilience
- Bio-diversity
- Eco – Centric development
- Urban greening & Agriculture
- Gender, differently abled, Senior Citizens & socially excluded groups participation in preparation of inclusive plan.
- Accessibility
- Road safety,
- Pedestrian.
- Open spaces
- Water bodies & water supply
- Sewage & Waste disposal
- The Consultant will develop a set of strategic objectives based on the thematic vision statements
- The Consultant will prepare ideas on making the vision happen including high level scoping of detailed studies required to turn the vision into a reality and a sense of timeline.
- The Consultant will develop key performance indicators to support the strategic objectives.

Deliverable 4: (i) Vision Report

The Consultant shall prepare a Vision Report summarizing the process and the conclusions. This report shall be first submitted in draft form then in final form after gathering feedback from stakeholders (point 5 above). The report shall also include the detailed steps to be taken to adopt this vision as the final vision that would guide the future development of the CMA. The report shall also include ideas on making the vision happen; a high-level scoping of detailed studies required to turn the vision into a reality and a sense of timeline in addition to the key performance indicators to support the strategic objectives.

(ii) Communication Package

The final package will also include a full communication package in addition to the report, with a strong narrative. This would contain presentations/short videos/mobile friendly website/ brochures targeted at communicating the vision with all stakeholders.

6. **Training and Capacity Building Assessment:** The consultant shall review the capacity assessment prepared under the Assessment of Master Planning Process & Capacity consultancy, validate the recommendations and prepare a training plan to enhance the capacity of CMDA in master planning. In doing so the Consultant shall:

- Undertake a review of the capacities of the CMDA to be able to lead the master plan preparation process.
- Identify additional resources required in terms of staff and working infrastructure
- Identify training needs of the staff
- Develop a training plan

Deliverable 5: Detailed Training Plan

4.0 Proposed Staffing and Qualifications

Position	Education	Experience Requirements
Project Manager / Senior Spatial Planner (14 weeks)	Postgraduate degree in spatial planning, regional planning, urban planning or territorial/urban development.	<ul style="list-style-type: none"> • Minimum of 15 years of professional experience in the fields of education mentioned. • Minimum of 10 years of experience in the fields of: land use, sustainable development, strategic planning, socio-economic analysis and prediction in urban planning, and urban economics, particularly in developing countries. • Proven track record of having been project manager of consulting teams • Strong experience in working with cities on visions/branding • Proven record of working with cities globally (in more than one county)
Institutional Development/ Capacity Building Expert(8 weeks)	Postgraduate degree in development studies, public administration, or a related field.	<ul style="list-style-type: none"> • Minimum 10 years of relevant professional experience in working with national and local governments in developing countries. • Experience in facilitating similar exercises • Strong experience in institutional development and management / capacity enhancement of human resources, as well as in the design and development of government policies and strategies. • Undertaking capacity/training needs assessment and development of training modules/packages. • Proven record of working with cities globally (in more than one county)
Gender Specialist	Postgraduate degree in sociology, specialization in gender	<ul style="list-style-type: none"> • Minimum 10 years of relevant professional experience in working with communities in developing countries. • Experience in facilitating similar exercises • Excellent language skills (written and spoken) in Tamil.
Social Development/ Community Engagement Expert (8 weeks)	Postgraduate degree in sociology, psychology, or a related field.	<ul style="list-style-type: none"> • Minimum 10 years of relevant professional experience in working with communities in developing countries. • Experience in facilitating similar exercises • Strong experience in facilitating stakeholder engagements • Excellent language skills (written and spoken) in Tamil.
Urban Designer (Mid-level) (12 weeks)	Postgraduate degree in urban design	<ul style="list-style-type: none"> • Minimum of 7 years of in relevant professional experience in working with national and local governments in developing countries. • Familiarity with Indian urban planning systems is a must and prior experience in India and Tamil Nadu Metropolitan would

		<ul style="list-style-type: none"> be an asset. Proven record of working on projects that entail place making Skills in imaging and visualization
Senior Transport Planner (6 weeks)	Postgraduate degree in transport planning.	<ul style="list-style-type: none"> Minimum of 10 years of professional experience in transport strategy development; Strong knowledge and understanding of mobility corridors and nodes (hubs and gateways) and TOD. Excellent and proven coordination skills, including working with senior level counterparts and experts.
Disaster Resilience Management (DRM) /Climate change specialist (6 weeks)	Postgraduate degree in urban planning or environment planning preferably with specialization in Disaster Resilience / Climate change	<ul style="list-style-type: none"> Minimum of 7 years of in relevant professional experience in working with national and local governments in developing countries. Demonstrated experience in urban planning with focus on water management, disaster risk management, and climate change adaptation.

5.0 Duration and Location

The duration of the services will be (18) weeks from the time of the consultant's mobilization. The services shall be delivered in Chennai, Tamil Nadu, the team is expected to stay in Chennai for at least **60%** of the time. Deployment arrangement to be made in consultation with CMDA.