NAYA RAIPUR, INDIA
Call for applications to select the 21 participants for the professional workshop

SHAPING A NEW CAPITAL CITY TO FIT INDIAN LIFE
Exploring the thresholds, limits and in-between zones

Explore, test and propose ways that the new, emerging city of Naya Raipur can provide for Indian Life: Inhabiting the thresholds and spaces between buildings and streets; city and landscape; neighbourhoods and districts; providing for the needs of city-dwellers to become more equal and prosperous in the future.

Engage with the design of a new city, as it comes into being.
Preamble

Naya Raipur Development Authority (NRDA) is the development authority for a new capital city in the central Indian state of Chhattisgarh. As a partner in the European-Union funded Euro-Asian Sustainable Towns Programme (EAST), the NRDA has invited Les Ateliers to hold a professional workshop on the topic of the development of the new city in November 2012. The workshop will fulfill the aims of the EAST programme to promote exchange of knowledge and learning about new towns between Europe and Asia.

Websites:
Naya Raipur Development Authority: http://www.nayaraipur.com
Euro-Asian Sustainable Towns Programme: http://www.east-project.org

Members of EAST and Les Ateliers made preparatory visits to Naya Raipur in September 2010 and November 2011 to agree with the NRDA the objectives, topics and arrangements for the workshop, which are outlined in this document. As part of the visits, meetings were also held with other stakeholders in the adjacent city of Raipur, including the Raipur Development Authority, Universities, Developers and others. These meetings provided valuable insights into the opportunities and issues present in the development of a new city and have informed this document.

The team of Les Ateliers express their gratitude to the S. S. Bajaj, Chief Executive of the NRDA and the NRDA staff for their support for the workshop and for the open access provided to the new and existing cities and their stakeholders.

This document has been prepared by Florence Bougnoux and Roland Karthaus, scientific directors of the workshop. Sketches by Florence Bougnoux and photographs by Roland Karthaus.

The document is available at http://www.ateliers.org

Presentation of the international network of urban planners, Les Ateliers de Cergy, France.
Les Ateliers are a non-profit non-governmental organisation that brings together universities, decision makers and professionals dedicated to urban planning, development and design. Focusing on urban development, the Ateliers organise workshops and aim to provide a space for reflection on urban design and creativity. In France or other countries, each workshop offers local authorities new and innovative urban development proposals, international experiences and innovative ideas about urban planning problems. In addition, by confronting different disciplines and cultures, each Ateliers session is also a source of training for all the participants, whether they are local or international experts, and a source of high quality exchanges of views. At the beginning, the Ateliers focused on urban planning issues for the Paris Ile de France Region (one workshop each summer since 1982). Then, the Ateliers developed a very deep knowledge of Asia (sessions in Tokyo, Doi Tung, Canton, Shanghai, Ho Chi Minh City, An Giang, Can Gio, Phnom Penh, Bangkok) and recently diversified their fruitful work by combining workshops along the Mediterranean Sea (Casablanca, Marseille) and in Africa and South America (Benin, Senegal and Brazil).
1 – Introduction

Naya Raipur is a new, planned capital city for 560,000 inhabitants, adjacent to the existing city of Raipur and currently under construction. The state government is moving to Naya Raipur in 2012, attracting new workers, residents and businesses and beginning the establishment of a new, urban population centre. This is a critical moment for the region: the way that the new city develops and is inhabited in the early years will greatly influence its future form and success. The workshop in November 2012 will take place at a point in time when the first steps of a new city are being taken, but different possibilities remain open. NRDA, the development agency responsible for the new city are open to ideas and wish to invite professional participants to work under the les Ateliers method, to explore these possibilities, with the intention of implementation of the best results.

The Naya Raipur Masterplan sets out phased development over the next 19 years through to 2031. The document sets out the objective of the new city as follows:

'It will be modern in the use of technology, uphold worthy traditions and core values, and conserve the prevailing man-nature symbiotic culture as well as abundant natural & cultural assets in the region. The citizens will be offered a wide range of living options with equity and dignity’

Naya Raipur lies to the southeast of the former state capital, Raipur. The elongated, north-south rectilinear form of the arterial road structure can now be seen from satellite photos. The international cricket stadium is the first completed major building (below right) and the state administration is in the process of moving into the capital complex.
Constructing a new city in India provides the opportunity to incorporate modern engineering solutions to deal with the normally chronic problems of transport, drainage, water and electricity supplies and the plan for Naya Raipur is based on a sophisticated layering of modern infrastructure. This aspect of the design is well-developed and necessary, but the fast pace of development in India has not resulted in the loss of spiritual and cultural traditions and modes, as it has in other developing countries. Religion permeates contemporary life in myriad ways and the culture of ‘informality’ is an important form of social ‘glue’ that mostly ensures a tolerant, diverse society. The Naya Raipur plan aims to accommodate this Indian way of life, but it is not yet clear how it will provide a spiritual and cultural infrastructure; overlapping layers that are no less important than the layers of engineering infrastructure. The goal is not to re-make society to fit a new model, but to think about how a new town can grow with the traditional ways of life. Especially in this part of India, newly urbanised people bring with them rural social norms and remain connected to the life of the village, as can be seen in the existing city of Raipur. The goal is therefore to increase the level of life of the inhabitants in a sustainable and equitable way and to recognise these social structures as a positive factor in the design of a new city.

The objective of the workshop is to explore the potential for the new city plan to achieve its goal of becoming a ‘city for everyone’.

A means to explore this potential is through the ‘thresholds’ that are highly significant in Indian architecture and the main space where social interaction occurs. To test the potential of these spaces, four topics are given: i. ‘mixity’ of forms, functions and people; ii. transport and density; iii. space and water as a social resource; iv. ‘positioning’ of the city. A number of sites will be identified as testing grounds for these topics, based on the identification of particular threshold conditions.

2012 is an important time for Naya Raipur. A great deal of planning has gone into the new city; the first districts are under construction and the first inhabitants arriving, but many details will have to be worked out over the following 20 years of construction. The future of a city can never be fully planned in advance and once inhabited it will take on a life of its own.

The opportunity of the workshop is to test the new plan in certain critical respects and to make proposals for how it can be adjusted and adapted to anticipate and accommodate Indian life.
Above: a threshold space in an existing village within the Naya Raipur development area

Above right: threshold in Delhi; note how the doorway is marked by a small shrine

Right: layering of the street in Chandigarh

Below: how will the new city provide for the same social functioning in a new urban environment?
Urban Growth, India

In the coming 25-year period, India will be adding 220 million to its urban population, taking it up by 77 per cent.

18 Mumbais
14 Delhis
30 Bangalores

Slide from a presentation by Alpan Nawrell
2B – A new state at the crossroads of India
Chhattisgarh became a new state in 2000. Resource-rich (particularly coal and metal ores) and industrially powerful it supplies 15% of India’s steel and is a net exporter of electricity. The state also contains large areas of forest, with great biodiversity and indigenous tribes whose traditional ways of life are increasingly threatened due to mining activities and infrastructure development. This disenfranchisement is being exploited by Maoist groups in the south who are waging a guerrilla campaign against the state. Chhattisgarh is also important for agriculture, particularly rice and the landscape is dotted with man-made ponds that hold water from the monsoons to irrigate the paddy-fields during the dry season. The rural pattern is an even distribution of small villages surrounded by productive fields and ponds. Urbanisation is less advanced than India as a whole and 80% of the population is rural. In the central-eastern area of the state are major wildlife reserves, which attract tourists from across India.
2C - Urban centres: Durg-Bilhai, Raipur, Naya Raipur; in a rural state

Raipur is the existing capital of Chhattisgarh (until 2012). It is in a key location, on the main rail and road routes between Kolkotta and Mumbai. Bilhai is a major agglomeration in the central west Durg region of Chhattisgarh. It is a new, planned city centred on the major Bilhai Steel Plant and has good transport connections with Raipur. Since becoming the capital, Raipur has grown rapidly and infrastructure is struggling to keep pace. There is a lack of development space in the city and congested roads are inhibiting growth. Naya Raipur, 30 km to the east of Raipur centre, will become the new capital, with administrative functions, university and healthcare campuses, employment, commerce and housing. The future relationship between these three urban centres needs to be considered by the workshop as part of the ‘positioning’ topic.

Raipur:
There is evidence of an ancient settlement in Raipur, with the remains of a fort dating back to the 9th century. The city was conquered by the British in the mid-19th Century who made it the headquarters of the administrative district of Chhattisgarh. Following independence, Chhattisgarh was part of the state of Madhya Pradesh, until the new state formation in 2000. The modern city has a population of 1,000,000 and is ethnically diverse, with a long history of ethnic and religious tolerance. An important commercial hub, its primary industries are agricultural processing and trading and milling of metals, such as iron and aluminium. It has several Higher Education institutes and is currently the seat of state government (planned transition in 2012). Water bodies are a key feature of the city, with several major basins forming focal points in the centre. The streets are narrow and quite congested. Rainwater gulleys are inadequate and often blocked, meaning that flooding is a significant problem during the monsoon. The city has seen increasing levels of prosperity and fast development since 2001. There are slum areas, but less than the Indian average. The situation of a rapidly-developing urban agglomeration, surrounded by a highly rural population means there are strong development pressures, especially around the edges of the city. The lack of development control or taxation in rural areas results in unplanned, ‘sprawl’ development and this is one of the driving forces for the establishment of a new, planned city. The suburbs are currently under a separate city redevelopment programme being delivered by the Raipur Development Authority (RDA) with the first phase taking place in the southeast corner of the city, near to the Naya Raipur administrative boundary. The model for the RDA plan involves trading parcels of privately owned, formerly agricultural land for regularised, planned plots which are smaller than the original ownership, but with the benefit of infrastructure and services. The Naya Raipur plan envisages 40% of the new population migrating from Raipur, so an understanding of the existing social practices in the existing city will be important.
Naya Raipur:
The site for the new city was chosen for its proximity to Raipur, the airport and existing land-uses and topography. There are 41 villages in the entire planning area, with 13 villages in Layer I (the planned urban part of the city, phased to 2031). Village farmland is being compulsory purchased by the NRDA with financial compensation paid to the owners, but the villages themselves will remain to be absorbed into the new city (one village only has been relocated). The topography is generally flat, but with some localised features.

Thierry Paquot said: “In a few years, India changed her speed: from the cow speed to the plane speed, from rural traditional country, living in the seasons’ rhythms, to an unbelievable melting point of modernity; India combines temporalities, without losing their compasses” (translated from the French)

Naya Raipur exactly typifies this Indian situation: it is next to a nationally-connected and currently expanding airport whilst being surrounded by villages and rice fields.

NRDA and the future city governance:
The new city is being delivered by the Naya Raipur Development Authority (NRDA); a state development agency with powers to acquire land within the identified boundary and to administer the development of the new city. The capital complex, arterial roads and other key infrastructure are state-funded, whilst other parcels of land will be sold to developers, or housing agencies to complete the plan. The remit of the
NRDA is clearly for the development phase of the new city. Once the city reaches a certain administrative threshold size, a city government will be formed with elected members and city-management officials. This transition will be a critical point in the creation of the city and the way in which the facilities designed in the development are taken forward in the new operational regime will set the city on one of many possible paths. In Raipur, it can be seen that the maintenance and management of the city operates on a low-tech basis, due to the low cost and surplus of low-skilled labour. This creates problems, as the low-tech infrastructure (such as open sewers, for example) cannot cope with the high speed of development. The new plan, however relies on modern, high-tech infrastructure, which can better provide for a modern urban environment, but it is not yet clear how the operational requirements will be met by a new city administration. Modern infrastructure requires high-skilled maintenance and operation, as well as higher taxation and it is not yet clear whether a city that is striving for social equality will be able to afford the long-term cost of providing high-tech services to all of its citizens.

2D - Presentation / Society and culture

Social equality has developed greatly since India’s establishment as a democratic state and as a result of economic development and state initiatives, though of course social division still exists. The public realm, however is a remarkably egalitarian space: in the Indian street, the beggar may talk to the prince. All aspects of life take place in the public realm of the street and the pavements serve as productive spaces for industries, for selling goods and even for living. The ‘pavement’ is in fact, an intermediate zone rather than simply a walkway. It is a threshold between the public thoroughfare of the street and the private realm of individual homes, businesses and so on that line it. This ‘threshold’ zone exists in a multitude of forms and scales across India, both in cities and villages and is an essential space in Indian life. The establishment of this threshold zone and its inhabitation is a critical challenge for any new city: without it, the Indian city will not work.

Chhattisgarh, being in central India is also a kind of threshold between regions and Religions (north and south / east and west). In Raipur one finds Sikh Gurdwaras, Hindu temples, Islamic Mosques and Christian churches all within sight of each other and the city has a long tradition of ethnic and religious mixity and tolerance. It is also a threshold between the wilds of India (forests and nature reserves) and industrialisation; between indigenous tribes living traditional lives and the modern world. It is at these interfaces that the future India is being shaped and contested and the workshop will consider the social role of spaces in Naya Raipur, taking inspiration from some of the more successful spaces in Raipur.

*The street is not only for traffic: festival procession in Raipur*
2E - Presentation / Transport and urbanisation

Public transportation takes place in a variety of modes, scales and speeds, and the road is shared, or negotiated between all forms of transport without segregation. Walking is the first level of transport, then on a bicycle: two people or goods; a rickshaw: three people and goods; a motor rickshaw: five people and goods; a motorcycle can take a family. Car ownership is increasing and small cars, big cars and SUVs are all common, together with Taxis and buses. There are local railways in Raipur (both industrial and passenger) as well as the national railway. The variety of modes and scales is important to the needs of the population and supports the mixed urban pattern. A BRT system is planned for Naya Raipur, to connect the new city and existing Raipur, but it’s not clear how this will integrate with the other modes. It can also be seen from the air that development is sprawling along the existing transportation corridors. These issues will be considered by the workshop.
2F - Presentation / Environment

The landscape is quite particular in Chhattisgarh, with the water bodies that serve a functional purpose for agriculture in the rural areas also being prominent in the cities as in Raipur. The functional purposes of the water bodies (irrigation, washing etc.) overlap with spiritual and cultural purposes and they are places of special importance in Indian life. Water exerts a strong force on people’s lives due to the polarised climate (dry season / rainy season). The water bodies help to conserve water from the rainy season through the dry season, but as the population grows, they are under greater pressure. Drinking water is taken from the water table through wells, which is also diminishing and in some areas of Chhattisgarh is contaminated with by-products of mining activities. In the monsoon, the dense and impermeable ground of urbanised areas quickly floods, causing serious problems. The temperature also varies greatly, with 45C being common in the summer months.

The architecture of vernacular villages has evolved to deal with these climatic conditions, but in cities, the balance between development and the environment is different. As an example in Raipur the waste water infrastructure is overwhelmed by storm water in the monsoon, meaning the water bodies become polluted. These water-bodies exist as soon as there is a single inhabitant area and are important to both rural and urban life. This is common feature between Raipur and Naya Raipur, as many water bodies are regenerated in Raipur, and many water bodies from villages will be included in Naya Raipur.
2G - Presentation / Masterplan 2031

The masterplan for Naya Raipur sets out a phased development for Layer I (the coloured, linear area in the centre) to the year 2031, with a use-based development-control approach to Layer II (the surrounding green area). The two Layers are separated by a 'greenbelt' in which no development is allowed. The full Masterplan document, containing a wealth of contextual and technical information is freely available to download as a series of pdfs from the NRDA website: http://www.nayaraipur.com
Currently, the capital buildings and the first housing sector are nearing completion and a new village for the community of relocated villagers is complete and inhabited.

3 – Workshop Issue

Four general topics for the workshop are to be explored:

1. **Mixity**

   The masterplan includes mixed-income housing, which is a positive step towards inclusivity. Cities, though are made of many different elements, bound together by infrastructure, so to think beyond only mixed housing, what are the elemental and infrastructural needs of a ‘city for everyone’? How can the new city accommodate the inevitable slums, both as an economic system and as a housing system? Retail has a special place in Indian life and is dependent on the symbiotic relationship between formal and informal, micro and macro; how can such relationships be sustained in a new city? How can the new administrative, educational, healthcare and industrial facilities be connected to support public life and improvement in the city? The life of the Indian street is dependent on mixity; how can this be planned for?

Chandigarh: Corbusier’s planned city was limited by a greenbelt, but the slums were not catered for and so they now occupy the greenbelt area and stand in stark contrast to wealthy dwellings on the greenbelt boundary.
2. Public transport and urban density

Public transport has especially many levels in India, and the road is shared between many speed levels, not in dedicated lanes; These transports are intimately connected with the life and small scale all along the road. Indian cycling and walking distances vary greatly: 10-20 kms is a normal distance to bike from village to work, 4-8 kms by walk is also normal. How can the public space of the street be best organised to continue to support this critical connection between the different scales of transport and the mixed urban scales? Should the traffic be segregated, or will this work against the urban life? Indian transport is not simply about moving from A to B. How is the local scale transport related to the intercommunal and logistic scales?
Logistic scale: between Chattisgarh’s towns, ports (Mombai, Kolkotta, Vizag), mines, airport

Intercommunal scale: intermodal nodes, between BRT and local bus lines, and cycle / pedestrian lanes, rickshaw lanes, airport

Local scale: pedestrian and cycle lanes, crossing roads and green and blue framework, rickshaw lanes.

The new city infrastructure includes a BRT and improved rail connections, to link with Raipur. The interchange nodes will become pressure points for urbanisation. How can development be controlled, or encouraged in more sustainable concentrations or forms? How can we articulate all these levels in these specific places, from the big to the small scale? Charles Correa’s plan for Navi Mumbai provides one example of how these issues can be managed together.

3. Space and water as social resources

Water bodies, prevalent in the area, are the most significant social spaces. Their religious and functional importance supports their social use as gathering spaces, for washing and playing and for reflection. In the new city, the functional and social purposes of water are more segregated, but is there a risk that the social value of this important resource becomes too narrow? Are there ways of continuing to combine the different functions?

Within the urban fabric, even in Raipur, courtyards perform both environmental and social functions. Charles Correa identifies the courtyard as a necessary feature of urban life: The courtyard is not simply a space, but a proportion of building to open sky. These open to sky spaces have a usability factor: 70% x 75% (75% functions outdoor, during 70% of the year) = 50% of an enclosed room, much cheaper than a built space, which raises the question: how do we manage these open to sky spaces when we build tall buildings?

Correa says these spaces take several forms:
• courtyards and terraces: for cooking, sleeping
• the front door step: where children play, ...
• the water tap or village well
• the principal open space used by the whole community

Correa’s four categories of open-to-sky social space (private to public)
4. ‘Positioning’ of the city
How can the complexity of a real place be communicated? This is not simply about marketing, but about the kind of place that Naya Raipur will become and the direction of travel towards it. Although the future cannot be predicted, the aspirations for the city will inform its future and set forces in motion. The three preceding topics will only be realised if they are commonly understood to be aspects of the character of the new city. The first step in establishing Naya Raipur is the new administrative capital, but the objective is for a rich and diverse city with a broad range of functions. The Masterplan includes a variety of functional categories, such as Industry, Education and so on, but within each of these there can be great diversity and interaction: industrial use can range from high-tech through to home-based industries; education can be formal and academic, but through more employment-based education and training can also bridge the gap between rural and urban ways of life. This pattern of functional interactions will develop a ‘character’, by which the city will come to be known, but will also depend on the measures taken in the early stages of development and construction.

Naya Raipur aims to be more socially inclusive than Lavasa and more functionally diverse than Navi Mumbai. How can the new character be expressed?

Sites and techniques for testing
A number of areas will be defined for the workshop as sites to explore the topics in a tangible way and show possibilities for future implementation. The areas will consider key boundaries of the city, the integration of existing villages into the urban fabric and a typical housing area. The teams should also consider wider areas, as described in the first part of the document and the test areas should act as a focus for wider ideas. We will also look carefully at some key sites in Raipur, to understand how certain existing aspects of urban life may be reprovided in the new city, whilst dealing with some of the difficulties. As well as drawing and writing, the workshop teams will make sketch models to explore and explain relationships of form and mass.
4 - Format and schedule of the workshop

The workshop will be organized according to the original method of Les Ateliers, which consists in gathering over two weeks 21 various professionals from different countries. International participants will be divided into three teams of five, plus two local professionals in each team, one of which will be working in the technical services NRDA (Naya Raipur Development Authority).

The early days will focus on meetings and tours. During the opening ceremony, the local authorities will have the chance to express their views to the participants and their particular expectations. Then, the leading committee will announce the composition of the teams, and they will begin working on the subject - without computers. After three days, the forum will take place. It is a key moment of the workshop where the teams will present the first elements of their work, their first analysis, and will freely exchange and debate with a local committee. During the second week, the team will finalize their productions; they will have access to computers in order to hand in their written and graphic work that will be used during their presentation to the international jury.

Composed of local players, representatives, city development executives, Naya Raipur partners and personalities from Les Ateliers’ network, the workshop jury is like a “fourth team”. Its function is not to rank the teams but to identify within the teams’ production the most relevant propositions for the local authorities to use. The workshop is not a contest; there is neither a prize nor a market to win. What matters is the capacity to produce analysis, new representations, and threads in a collective way that can be easily used for Naya Raipur’s development.

Provisional schedule

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<tr>
<th>Date</th>
<th>Activities</th>
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<tr>
<td>Saturday, November 17</td>
<td>Arrival of foreign participants in the morning. Visit of Raipur followed by a welcome dinner.</td>
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<tr>
<td>Sunday, November 18</td>
<td>Introduction conferences and visit of Naya Raipur.</td>
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<tr>
<td>Monday, November 20</td>
<td>Theme conferences. Opening ceremony. Thematic visits</td>
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<tr>
<td>From Tuesday, November 21 to Thursday, Oct. 23</td>
<td>Team constitution. Workshop (without computers). Possibility at any time to organize specific visits on site for the teams.</td>
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<tr>
<td>Friday, November 24</td>
<td>Exchange forum with the local stakeholders.</td>
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<tr>
<td>Saturday, November 25</td>
<td>Day off. Possibility of excursion in the region.</td>
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<tr>
<td>From Sunday, November 26 to Tuesday, Oct. 27</td>
<td>Workshop.</td>
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<tr>
<td>Friday, November 30</td>
<td>International jury. Presentations from the 3 teams, discussion, and then private deliberation of the jury. Final evening with announcement of the results, dinner, and awards ceremony.</td>
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<tr>
<td>Saturday, 1st of December</td>
<td>Morning: possibility of thematic group works. Possible excursion. Departure in the evening or the next day.</td>
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5 - To take part in the workshop

Taking part in the workshop – November 17 to November 30, 2012

This workshop is for professionals of every age and nationality, and whose education and/or work is related to urban planning: architects, geographers, landscape artists, engineers, economists, artists... The goal is to create 3 multi-disciplinary teams. A good command of English is required. We must say to the young graduates that an application with less than 3 years of experience is very unlikely to be selected. The participants will stay in Central Raipur at the hotel Celebration, and will work in the workspace provided nearby for them. Documentary resources with maps and information cards introducing the context will be available. They will have access at any time to the sites they wish to visit. The participants are not remunerated but the following expenses are covered: travel expenses (flight + visa), accommodation in individual rooms, catering, interpreting, visits and work equipment.

The selection is made by the workshop’s leading committee, based on the professional abilities of the participants, their experience on similar projects, their approach of the subject, their communication skills (language, graphics...) and their motivation!

If you want to apply, please send the following elements before Sunday, the 29th of July, to application@ateliers.org:

- Filled application form (attached file or on www.ateliers.org) Name of the file: NAME_Surname
- 1 page résumé. Name of the file: NAME_Surname_CV
- A one or two pages note with text and graphic elements that you have produced (sketches, charts, drawings, blueprints...) explaining why you are interested in the project, what is the approach you would select for the project, the abilities/previous experience that you can bring to the workshop. Name of the file: NAME_Surname_Note

Results will be announced at the end of August.

More information: raipur@ateliers.org

www.ateliers.org/en
Appendix: readings for participants

Here is a selection of the best books references which helped the authors to take a grasp at the Indian Raipur’s context, and to prepare and write this topic document. They might be useful to you as well.

**Architecture & Natura Quarterly, Chandigarh: Forty Years After Le Corbusier, ANQ, Amsterdam, Netherlands**


There are many books both by Charles Correa and about him and his work, all of which are worth reading. There are also many books about Chandigarh from many different perspectives, which are relevant.