URBAN POLICY

The history of urbanization is the narration of human evolution, thus, making it an overhauling phenomenon since its inception. So strong has been its foothold that its pace has been ever advancing with the passage of time. The study as to what has happened to the human settlements over the stretch is an unanswered spectacle as apart from two facets i.e. the study of internal migration and local development, nothing holds much importance in this foray. In recent times, numerous changes have been observed in the dynamics of growth of cities that enquire the classical paradigm of urban concentration. Accordingly, globally there is an inexorable heading of a process of increased urbanization, which implies population concentration in the densest cities, to the damage of fundamentally rural spaces. This was an evolutionist interpretation, understood as a process of social change, tied to another broader process, related to modernization and industrialization.¹

2.1 THE HISTORICAL PERSPECTIVE OF URBANIZATION

Owing to its impact over the majority of population and its direct relationship with sustainable development coupled with remarkable societal and scientific importance have impacted the ideologies of global and empirical growth. Thus, from Mesopotamia to Indus Valley Civilization and China, Egypt to Greece and Meso-America, urbanization is one trend which has been inevitable to the growing culture; but with significant non-uniform distribution as different ages has seen different levels of growth from localised to universal occurrences. There have been significant disagreements amongst the scholars regarding the advent of urban culture as to the growth and vis a vis planning of those cities, however, with the ever changing dynamics of the literary world some believe that the ancient cities were found along side of the banks of the Mediterranean and Gulf region, whereas, the old Biblical writings discern the existence of old cities in Greece, Rome and Egypt where the urban hubs were also the concentration for political autonomy. Furthermore, the development of the political milieu coupled with religious and military control brought about the advancements of trade and commerce, thus, making cities popularly

known as ‘international metropolis’ aka cities of Taxila, Pataliputra, Rome and Constantinople were classifying examples of this urban trend.

During the medieval period the urbanization trends were predominantly controlled by the European nations as the Renaissance period brought in the emergence of guilds and cooperative associations as trade and export of goods rose from various direction, thus, giving rise to cities of Naples, Florence and Amsterdam with the simultaneous growth of ports viz. Antwerp, Lisbon, etc. The spirit of enquiry generated by the Renaissance stimulated science, and the philosophy of humanism spurred the understanding and wellbeing of man. When we analyse the advancement of urban development in Western civilization, it occurred not only in response to the technological aspects of industrialization of eighteenth and nineteenth centuries, but also as a consequence of the transformation of the social structure where renaissance values contributed in building up a civilization more complex and far-flung than any one that preceded it.\(^2\) London and Paris, the two major metropolises were also growing rapidly by this time.\(^3\)

A paradigm shift in the account of urbanization was achieved with the arrival of Industrial Revolution in the eighteenth century as it not only changed the economic but affected the political and social milieu of urban planning, thus, creating new waves of urban trends with reference to the transformation of the concept of City. The major watershed in the urban culture was apart from segregating an altogether new economic working class, also commonly known as the urban middle class; it also broadened the economic capacity of the society and hence laid the basis of growth of large cities. Thus, grew classifying examples of urban growth such as Johannesburg, Calcutta, Colombo, Batavia, Bombay, Madras, etc.

The beginning of urbanization dates back to 2350 B.C. with the Indus Valley civilization until the end of the Mughal era and the coming of the British, the Indian subcontinent experienced several stages of its urbanization process. Nevertheless the story of urbanization in India in historical times is a story of spatial and temporal discontinuities. The earliest urban developments were confined to the Indus Valley and the adjoining parts of Rajasthan, Punjab, Haryana and to some extent western

\(^3\)http://shodhganga.inflibnet.ac.in/bitstream/10603/41245/6/06_introduction.pdf
Uttar Pradesh. Other parts of the country remained outside the realm of urbanization. This spatial discontinuity in urbanization is visible again when we study the early historical phase which represented a long period of urban growth stretching from the sixth century B.C.E to the third century C.E. Thus, urbanization in ancient India had two distinct phases. The first phase characterized by the emergence of Harappan cities which collapsed after about 600 years without leaving any surviving urban centres. It was only after another thousand years or so that we find towns emerging in ancient India for the second time. The second phase of urbanization emerged and flourished in an altogether new socio-economic milieu generated by the widespread use of iron technology aka the advent of Industrial Revolution in India. Both the phases have had deep impact on the growth of urban culture in India whether in terms of policy making process of the ever dynamic urban trends.

From the earliest cities dating back to 300 B.C with ancient yet highly modernised forms of human settlements to the satellite towns with skyscrapers which captivate their present, from barter system to the modern methods of demonetisation; from the skilled craftsmen designing the pottery and the wheel to the most modern form of livelihoods and the fast paced automobiles capturing the Indian markets; from the rural to the urban drift of population and from the commercialization of crops to the creation of international markets, urbanization and its manifestations have always given the society an insight of the coming times because as far as the historical perspective of urbanization is concerned it had had an indelible impact on human life.

Thus, India as a nation shares most characteristic feature on urbanization and urban agglomerations, being the second most populous country of the world it has brought about various changes in the political, social and economic through important administrative tools. One such imperative is the connotations of ‘Urban Policy’ as with the changing dimensions of our culture the only way to channelize and mould the waves of urban growth to foster development is to initiate the process of planning; wherein, planning as a task requires the input of policy making. Thus, making urban policy as the soul of urban planning.

2.2 URBAN POLICY: AN IMPERATIVE IN URBAN PLANNING

The rapid levels of urbanization has brought in several complexities both in the context of spatial concentration and urban agglomerations becoming one of the most dominant changes that the world is witnessing, globally, especially in the middle income nations. This growth comes both as an array of opportunities and a set of challenges. The opportunities come in the context of betterment of social services, cities splurging with better housing facilities, dynamic and diverse employment opportunities and most significantly local to universal economic contributions.

Moreover, this rosaceous picture has a gloomy side too, wherein, these opportunities give rise to a set of challenges which incorporate a coupling effect on the input and output ratio of resources. One of these noteworthy challenges, which have been observed on a global context are as hereunder, the uncontrolled pace of urbanization has set in an imperative need to foster the framing and implementation of urban policy as this not only steer clears various aftereffects of urbanization but also provides the undue channelization of human resources, thus, accommodating rapid urban growth.

The incorporation of urban policy has also created an avenue for the involvement of various stakeholders from the different strata of society, thereby, providing a means to control urbanization and capitalize on the opportunities of urbanization. The crux of urban planning aka urban policy does not only lie in the input but on the process undertaken, thereunder.

Cities of the 21st Century have become places of complexities and contradictions, wherein, it takes an amalgam of on one hand the grave manifestations of globalization and on the other hand there emerges an array of social stresses and dislocation. Amidst the two mentioned intricacies it urbanization and its agglomerations which serve the purpose of coordinated efforts in environmental, social and economic milieu.

Indeed, rapid urbanization has not only been a crucial social process of the past century, but it also promises – along with climate change – promises to be a globally defining characteristic in decades to come. In 2014, 54 per cent of the world’s population could be found in urban areas, and it is projected that by 2050, 66 per cent of the world’s population will be urban. There are substantial variations in the level of
urbanization across continents; in 2014, in North America, 82 per cent of people lived in urban areas, compared with Asia and Africa with 40 per cent and per cent respectively. Those areas that currently have the lowest level of urbanization (Asia and Africa) are also the continents that are urbanizing the most rapidly (United Nations Department of Economic and Social and Affairs, 2014).

Thus, considering the fact that urbanization is such a breakthrough force with majority of populace being urban there lies an urgent imperative need for the governments across globe to sift through the requirements of a the given milieu and undertake the process of policy making in the sphere of urbanization. Though, historically speaking urbanisation has fascinated the globe with its dynamics yet now there is a dire need to generate a policy which goes beyond the spatial dimensions of urbanization, thus, coordinating and directing the process urbanization for the benefit of all. As the changing times are bringing diverse social conditions which call for broader approach with an amalgamation of horizontal and vertical coordination with diverse partnerships beyond the public sector.

As through the channels of public policy, especially the urban policy, the governments in collaborations with different actors will have the opportunity of sharing goals, setting up of a developmental agenda to act in the necessary and proactive way to transform the output of opportunities presented by urbanization into further resourceful inputs and take cognitive steps to limit the challenges of urbanization. In lieu of the pressing demand and the crucial challenge facing the community, urban policy, both as a discipline and practical tool has made the world a global village.

The term ‘Urban policy’ has had a long and tartan history in many countries, due to its wide stretch with a colossal edifice requiring two most important tasks, namely, mobilisation of political and institutional sustainability to harvest efforts to shape urban growth, to broaden technical capabilities, legal structures and financial organizations to employ this assurance consistently. Thus, a nation urban policy is primarily a framework with a vision, guiding principles and a set of linked actions undertaken by the governments to comprehend the positive possibilities and tackle the

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problems arising from the concentrated growth and economic activities of the populace. As this will help them accommodate future growth more efficiently and equitably so that the welfare of citizens is improved and they are less vulnerable to hazards.

2.3 PRINCIPLES OF URBAN POLICY

Urban policy is a systematic and conceptual framework taken into action by a public authority aimed at the development of urban areas, especially cities. Its prime objectives are derivatives of the various urban challenges encountered by the populace of that region, from their socio-economic status and their settlements in the regional sphere. This framework is basically expressed in the form of six commonly applicable principles. Thereby, urban policy implies a cross-cutting and interdisciplinary approach, wherein, the creation and implementation of urban policy involves the joint and coordinated effort of individual sub-policies, regional policy and land use planning which provide it a substantive approach.

The principles of urban policy act as guidelines which coordinate the efforts taken by various levels of governments for a conducive and sustainable urban development. In this effort to weave a standardised way of living it also involves a facet which is mainly contributed by the GDP growth with an amalgamation of urban services such as transportation, environment and social inclusion. Thus, the need for competitiveness, sustainable development, and other new global challenges, it becomes imperative for every government to bring to the fore the principles of partnership, coordination, community development at all thematic levels.

Although, the process of urban growth has had several grave manifestations in the past, yet it is necessary to create a dialogue at all levels of governance which promotes long-term strategic planning on a large scale, along with related aspects of strategic management with the main aim to enhance prosperity of the country with the provision of quality life.

The six principles guiding the various aspects of urban policy are listed below:
2.4 THE INTERNATIONAL PERSPECTIVE

The global attention on urbanization in the current context began with the International conference on Human Settlements in Vancouver in 1977 resulting in creation of UNCHS (United Nations Centre for Human Settlements) followed by intensive activities of two decades covering inter-country research, discussions and exchange of information and knowledge on the subject. This was accompanied by similar initiatives from other partners such as UNESCAP, UNDP, UNEP, bi-lateral and multilateral agencies. This led to Habitat Agenda in 1996 and Habitat II in 2001 focusing on global urban assessment on social and economic development, governance, environmental protection, service delivery and mutual cooperation along with development of urban indicators, documentation of best practices under Dubai International award etc. At the same time couple of other initiatives such as WSSD (1992 and 2002) and MDGs (2001) and Economic Liberalization Policies across the countries also gave due cognizance to the role of urbanization in the overall context of economic development and equity. These stakeholders, by mid-nineties, came to the conclusion that (i) Urbanization is inevitable (ii) Cities and towns are engines of economic growth (iii) National issues on environment, productivity, quality of life
and poverty alleviation have local solutions, and (iv) Decentralization is essential to empower urban local governments for that reason. (UN Habitat 2007)⁶

Thus, from the early Greek, Roman, Egyptian and Indus Valley Civilizations, wherein, the layout of out many of their towns and cities was according to the proposed plan; to the introduction of formal urban planning systems in Britain, Germany, Sweden and other parts of Europe, to the influential role of pioneers such as Ebenezer Howard, Patrick Geddes, Le Corbusier, Sigfried Giedion and the international Bauhaus design school, the ideas of land-use zoning, town expansion schemes, garden cities and master planning became highly influential and subsequently spread throughout the world; to Philadelphia’s rigid grid plan which particularly influenced the urban thinking by its technicalities; to the redevelopment of large parts of Berlin, Moscow, Rome and Madrid in the twentieth century, wherein, urban planning became an unambiguous tool between political power and social coercion; to the origin of muscular stylised urban planning of Paris by Baron Haussmann; to the reorganization of United States of America and Europe post the World War II scenario as an instrument of growth control, urban management and balanced regional development; to Stockholm’s Finger Plan which focused more on the transport-oriented development than the tough green belts in the centre; to the development of cities in African nations of Malawi, Nigeria, Botswana and Tanzania along the corridors of national pride whilst segregating the colonial legacy; to the 1960s which made the Urban Policy discussion revolve around environmental and social concerns; to the 1980s, wherein, the channels of Urban Policy brought private investment into the loop and to the 1990s which brought accountability and participation the steering wheels for the incorporation of Urban Policy.

Although, the different countries across the world have been understandably wary of their approach towards urban policy, yet with certain set goal, standards, procedures and assumptions they have been able to set a benchmark in the field of urban policy to match the changing political, social, economic and environmental scenario. A few classifying examples from both the developed and developing world have been illustrated, hereunder:

2.1 COMPARATIVE STUDY OF URBAN POLICY (INTERNATIONAL FRAMEWORK)

<table>
<thead>
<tr>
<th>CHINA</th>
<th>BRAZIL</th>
<th>U.S.A</th>
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<tbody>
<tr>
<td>The country witnessed an explosive urban surge due to its economic transition.</td>
<td>The nation has been referred to as a pioneer in urban policy, since its inception in 1985.</td>
<td>The nation has embarked on to the process of development since its creation.</td>
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<td>Its seventeen (17) large cities contributed for over thirty percent (30%) of the country’s GDP.</td>
<td>A chapter on ‘urban policy’ was added into its Constitution in 1988. Also, an inclusion on ‘right to housing’.</td>
<td>It has not seen any specific creation of an ‘urban policy’ but a cyclic addressing of metropolitan strategies.</td>
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<td>The cities also achieved the high income status as quoted by World bank &amp; OECD.</td>
<td>Although, urbanization was at a skewed rate yet it saw quite repulsion in various forms.</td>
<td>It witnessed productivity gains with well-functioning cities but social inclusion was a task.</td>
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<td>Nearly, 500 million people have been lifted over the poverty index (World Bank, 2014).</td>
<td>The number of towns and cities with over 20,000 residents grew from 59 in 1940 to 867 in 2010.</td>
<td>The 1970s saw the most holistic response with a well established framework suiting the market needs.</td>
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<tr>
<td>The following decade saw the government pursue a combination of vision and pragmatism to upgrade several locations.</td>
<td>From 2000-2010, one-million-plus cities accounted for 54% of urban growth. This is now slowing down, for three reasons: fertility decline, economic difficulties, and industrial dispersal from São Paulo towards less-congested regions.</td>
<td>The 1980s marked the era of revitalization of cities to foster efficient national growth coupled with private sector involvement.</td>
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<td>Special Economic Zones were set up in the coastal regions to boost the blue economy, thus, making these regions as engines of growth.</td>
<td>The 1960s saw stern measures to boost urbanization; coupled by the slum clearance movement.</td>
<td>The 1990s saw rejuvenation in urban policy making as it included polarization of rich &amp; poor, social inclusion, housing for all &amp; civic engagement.</td>
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<tr>
<td>Event</td>
<td>Description</td>
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<td>Additional powers were devolved to the local governments to incentivize local government; especially, by the merger of small municipalities to create larger and more capable entities.</td>
<td>The inability to sustain the urbanism compelled the migrants to create housing accommodation wherever suitable from steep slopes to other precarious locations.</td>
<td>The Housing &amp; Urban Development was responsible for the measures as given by the Congress. Neighborhood Revitalization Initiative, 2007, to help local communities revitalize neighborhoods with concentrated poverty into areas of opportunity.</td>
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<td>Expropriation of land into industrial and residential land has been a boon to its growth.</td>
<td>In 1985 the government introduced decentralization and participation.</td>
<td>The Performance &amp; Accountability Report was generated each year to monitor the housing &amp; urban dev.</td>
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<td>The larger cities also have been empowered to issue bonds, construct roads, water works and other infrastructural projects.</td>
<td>In 2001, law called ‘Statute of the City’ was established with the creation of Ministry of Cities, 2003.</td>
<td>In 2009, the first National Urban Policy was drafted.</td>
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<td>The nation’s five year planning strategy supports urbanization and emergence of mega cities.</td>
<td>A variety of legal and public instruments have been introduced to ensure public interest.</td>
<td>It followed the launch of various flagship programs, namely, the Strong Cities, Strong Communities Initiatives (2012) to catalyze economic growth with community participation.</td>
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<td>The year 1999 saw the introduction of a law to curb the malpractices of land zoning and limit its extension to urban practices.</td>
<td>The Ministry of Cities designed &amp; implemented a national policy to upgrade informal and precarious settlements along with state and municipal governments.</td>
<td>In 2015, Promise Zones were created to designate high poverty urban, rural and tribal communities and develop them whilst public-private venture</td>
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<td>The nation spends about 50% of its GDP to promote the urban services.</td>
<td>In 2007, the Growth for Acceleration Programme was launched to upgrade slums,</td>
<td>The country also saw the launch of initiative viz. Choice Neighbourhood,</td>
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<td>To explicit land conversion policy there has been inefficient urban sprawl, ghost towns and wasteful real estate development.</td>
<td>holistically. It has covered 2.5 million families with USD 20 billion.</td>
<td>which focused on distressed neighbourhood to reorganize them</td>
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<tr>
<td>Stark migration has resulted in congested cities with growing social inequality, political tension and spatial disparity among cities.</td>
<td>To address large housing backlog in the country, the Minha Casa Minha Vida (My House, My Life) was launched in 2009.</td>
<td>Thus, as a nation no explicit initiative has been taken by it to foster urban growth, however, the present policy guidelines undermine community development on holistic prospects.</td>
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<td>Civil society is directly involved in defining priorities for municipalities (Porto Alegre &amp; Heliopolis favela, Sao Paulo)</td>
<td>Environmental concern has become the central tenet of urban policy.</td>
<td>To achieve sustainable support a border culture of institutional and capacity building, has been undertaken.</td>
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<td>Thus, the National Urban Policy in China aimed at fostering quantitative economic growth but with changing patterns the focus has now shifted to the creation of more livable and inclusive cities with sustainable usage of land and natural resources.</td>
<td>Thus, in Brazil there was industrialization which drove urbanization but its only post-2003 through social mobility and strengthening of local government’s institutional and planning capacity which improved the urban policy.</td>
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2.5 SUSTAINABLE DEVELOPMENT GOALS: AGENDA 2030

GOAL 11- SUSTAINABLE CITIES AND COMMUNITIES

Cities are the most dramatic manifestations of human activities as they epitomize creativity, imagination and mighty power of the human populace. Over the last few years the debilitating edifice of our societies has incapacitated the metropolitan systems to bring an imperative engagement through a multitude of initiatives aimed at upgrading the urban infrastructure and services with the view of creating better social, environmental and economic conditions, thus, enhancing the liveable quotient of the cities. In the international fabric where the states guard their sovereignty and political autonomy, is it impossible for the diverging political leaders to converge on an issue, especially, global development. The unthinkable happened in the United Nations Resolution, “Transforming our World: The 2030: Agenda for Sustainable Development”, which led us to believe that this remarkable feat is indeed possible. The global scenario has the possible agglomeration of resources to cater the sustainable development goals with the tool of urban governance with the dynamic dynamics of the socio-economic scenario, in the progress. But the prevailing model of urban sustainability is too narrow, challenging the intent of the United Nations' Sustainable Development Goals for cities.
It was the Habitat III and the corresponding conference, the New Urban Agenda which aimed to identify the National Urban Policy as the ‘drivers of change’, thus, the harnessing the complex forces of urbanization to foster urban growth. Thus, though there exists a wide variety of experiences from around the world yet there are certain general observations which if incorporated globally and uniformly will bring about inclusive and liveable atmosphere in the cities. The following annotations have been analysed:

- Although, the idea of urban policy has evolved through various programs and policies yet the governments need to adopt a more receptive approach to transform the challenges of the cities into opportunities with sufficient mobilization of resources, intellectual leadership skills, a trajectory shift of inertia to the stakeholders outside the government; thus, linking urban policy with the different interplayers.

- The successful implementation of the urban policy in any given milieu requires a sustained technical process of creating the legal foundations, institutional capabilities, administrative procedures and financial tools for its effective pursuit.

- Decentralization is the central tenet in the implementation of an urban policy as the local government has superior prospects of awareness, knowledge and accountability to manage urban development, holistically.

- The core objective in the management of a national urban policy is to manage the peripheral expansions of growth, thus, encouraging high density and integrated development. This should be bound by strategic planning and coordination of public-private partnership coupled by administrative scrutiny.

- The promotion of growth in urban hubs should be driven on positive connotations which require a shift in attitude of the policy makers and the citizenry.

- The national urban policy should resort to an all inclusive approach with a sincere understanding of urban growth pressures with preventive measures to treat dysfunctional physical forms.
The lacunae between cities and towns need elimination, thus, escalating connectivity and collaboration between them. This fosters functional efficiency of the urban areas and their effective linkage and interdependence with the surrounding areas, thus, promoting national economic competition.

The five pillars of the nation urban policy i.e. feasibility, diagnosis, policy formulation, implementation and monitoring and evaluation should be tailored to the national context undermining the availability of resources, political desires and response of the society to aim the achievement of an inclusive, participatory and sensitized realm.

WORLD URBAN TRENDS (FIGURE 2.1)

The growing populace and its escalating demands have shifted the trajectory of growth to that of development and planning as the alarming mode of pull in the urban areas have lead to the creation of some unexpected yet noteworthy trends. A few global recognitions are mentioned below:

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In 2016, an estimated 54.5 percent of the world’s population lived in urban areas; however, this proportion is expected to rise by 60 percent in 2030.

There were nearly 512 large cities with one million inhabitants in 2016 and by 2030 this number is expected to increase to 662.

The cities with over ten million populations are termed as a mega city and there were 31 such cities in 2016 which is estimated to increase to 41 in 2030.

The megacities are located basically in the southern part, globally, with China and India housing six and five of such cities, respectively. However, the anticipated increase in such cities is in the southern developing nations.

Most of the world’s fastest growing cities are located in Asia and Africa.

The ‘primate cities’ including Hong Kong, Special Administrative Regions of China, Singapore, etc. has more than 40 percent of the urban population concentrated in them.

Although, there has been significant technological advancements with the changing tides of urbanization yet most cities, housing millions of inhabitants (of 1692 cities accommodating 300,000 people nearly 944 were at a high risk of exposure to at least one of the six major natural disaster) are located in close proximity of natural disaster vulnerability; especially, related to economic losses.

In anticipation to the tangible size and economy of the growing household there is a projected rise by more than 20 trillion USD in 2025 out of which 14 trillion USD will alone be in the large cities.

It is also expected that by 2025, cities will need to construct floor space equivalent to 85 percent of all residential and commercial space.

By 1990 the consumer class grew with an expected of 300 million people, however, this is to rise 1.8 billion more people joining it. Thus, giving an increase to the service sector which further has escalated the growth of science and technology, globally.
The increase in population will surely increase in the demand for ‘Right to Life’ aka Water, thus, it is expected that by 2025 the annual demand for municipal water in large cities will increase from 190 billion cubic meters per year to 270 billion cubic meters.

2.6 THE INDIAN PERSPECTIVE OF URBAN POLICY

There is a growing consensus amongst the international settlement today about transformative influence of urbanization, so much that the most talked about Sustainable Development Goals Agenda, 2030 consolidates urbanization both as a tool and a device; especially Goal 11. Moreover, good urbanization does not take place by possibility it occurs through preference and in a country like India, being the second most populous nation of the world, where the different factors of urbanization are giving rise to diverse factions of the society, thus, drawing a close linkage between the community and its needs. Thereby, the government along with the policy makers and other stakeholders need to make an assessment of the fact that urbanization will not directly correlate with efficiency and opulence but rather it is an imperative to necessitate a tool, commonly known as the urban policy, which will facilitate and develop conditions fostering productive and prosperous urban growth.

The ‘city’ as an object of study is of recent origin in India, though as an object of assessment has a history tracing back to nearly 3500 years. The dawn of independence though saw the birth of a nation trysting its destiny, however, urbanization or urban planning were terms yet to be explored or addressed largely as a supplementary entity while referring unbiased regional development, housing issues and industrial growth. Thus, at the time of independence, only seventh population of India inhabited cities, consequently, making rural development a key affair. Gyan Pandey (2002) however makes an interesting observation when he points out that despite the fact that most of the nationalist leaders hailed from cities, the urban question was curiously absent from their imagination.⁸

The milieu that gave support for the creation of urban policy has its roots embedded in the partition period of India (1947-48), when millions of refugees arrived in northern parts of the country to seek shelter and attain safe livelihoods. This change

⁸LalitBatra (2009), “A Review of Urbanisation Urban Policy in Post-Independent India), Centre for the Study of Law and Governance Jawaharlal Nehru University, New Delhi
gave rise to new employment opportunities, thus, resulting in a considerable increase in the urban population by 53.7 percent in 1951 and rural increment only by 7.4 percent.

The *First Five Year Plan (1951-56)*, thus, provided a notable mention of sub-standard housing areas aka slums. As a response to the sudden created problems due to rapid increase in population, the First Five Year Plan primarily focused on rehabilitating and housing the immigrants. To relocate the refugees and ensure speedy and peaceful settlement of people, initiatives, such as, the Ministry of Works and Housing was set up to rehabilitate large colonies and sub-towns set up in areas of Uttar Pradesh, Punjab, Haryana, Ahmadabad, Calcutta, etc. This phase also saw the establishment of the city of Chandigarh with the setting up of the National Buildings Organization and the School of Planning and Architecture, to foster a conducive and inclusive urban growth. Also, the setting up of the Town and Country Planning Organization, to provide management and support to central and state governments were a few others to name. Thus, the First Five Year Plan specifically was aimed at industrial-employer housing and slum clearance. However, the establishment of TISCO in the city of Jamshedpur was perceived as hogwash by the private sector in lieu of its social responsibility.

The *Second Five Year Plan (1956-61)* began with the identification of hike in land prices, provisional procurement of land in the vicinity of growing towns, increasing rentals and desolate development of slums. These urban trends were rooted in the growth of industrialisation. Therefore, it led to the inception of the theme of regional planning with the emphasised practice of master plans.

These suggestions saw the enactment of the Town and Country Planning and the Slum Areas (Improvement and Clearance, 1956) legislation, thus, recognising housing deficits and the problem of planning as a central issue, especially the urban and local planning. The plan also incorporated certain fundamentals while taking the references from the socialist concept of society as it emphasised upon the policy of minimum dislocation of the low income groups.

The *Third Five Year Plan (1961-66)* initiated the rationalised form of urban policy and developmental planning as it was during this period the process of creation of Master Plans became imperative with simultaneous strengthening of the urban local
authorities, a few notable mentions Delhi Developmental Authority (DDA), Madras Metropolitan Development Authority, etc. were set up. The distinctive facets of master plans so initiated were “a) designing of land use with a future perspective; b) a city without slums, or in other words, a standard ‘decent’ housing for everyone; c) detailed modernized Central Business District; d) division of major land use into zones; e) an efficient highway and transportation system, and f) adequate community facilities with residential areas divided into neighbourhoods”.9 This plan also balanced spatial approach and demographic development by placing the industrial location away from cities, thus, bridging the urban-rural linkages.

“Although, the first phase of urban development and planning in India was based on a piecemeal and ad hoc approach largely highlighting a lack of inclusive vision on urbanization and urban issues. Thus while urban poverty rose rapidly between 1960 and 1966, adding 15 million people to officially designated population of the poor in cities, the plans made during the same period were seized with the fetish to build leisurely, low density, spread out cities, such as Chandigarh, which are highly expensive for people to live in and municipalities to maintain. It is not surprising then that master plans in almost all Indian cities have been followed more in violation than compliance.”10 Inspite of the efforts made by the creation of master plans there was a limited availability of land for the poor in the cities, whereas, it continued to attract migrants at high levels due to brimming employment opportunities; resultant being proliferation of slums.

The Fourth Five Year Plan (1969-74) marked the second phase of the urban policy in India as it worked on the policy of dispersal of the urban mass to the sub-town areas near the metropolitan cities, thus, lessening their burden. This act was underscored due to its lacunae in providing spatial demographic distribution to ensure a balanced economic growth. It further ascended the process of planning by articulating the requirement for urban land policy at the State level through its various recommendations, namely,

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10 Lalit Batra (2009), “A Review of Urbanisation Urban Policy in Post-Independent India), Centre for the Study of Law and Governance Jawaharlal Nehru University, New Delhi
1. To optimize the usage of land.

2. To make the land available to the marginalized sections of the society.

3. To check the absorption of land possession, rocketing prices and speculations associated, therein.

4. To allow land to be used as a resource for city development plans.

In the light of these developments the government established the Housing and Urban Development Corporation (1970) to provide financial assistance to the urban development authorities and state housing boards. Moreover, some cities adopted the ‘Blanket Strategy’ through the incorporation of the Environmental Improvement of Urban Slums (1972-73) for slum removal by recommending the amelioration of the living conditions; with a set of eleven cities in the experimenting phase and later extending to nine more cities and the World Bank taking up the Calcutta Urban Development Project (1973).\(^\text{11}\)

**The Fifth Five Year Plan (1974-79)** remarkably stressed upon the inclusion of methods to augment the land prices, thus, providing a ground for the creation of small and medium towns. This way a localised approach to the provision of basic urban services was introduced. The pivotal aspects expressed in the Plan were partly based on the guiding principles of National Urbanisation Policy Resolution of the Town and Country Planning Organisation. In lieu of these developments a task force under the chairmanship of Prof. Bijit Ghose was set up in 1975, which published its report in 1977 were a number of significant recommendations, wherein, the prime objective was to formulate a National Urban Policy. In the ambit of the need of infrastructural development of cities as formulated by the Plan an Integrated Urban Development Programme and Urban Land (Ceiling and Regulation) Act were launched, respectively. Thereafter, the adoption these legislations ensured equitable distribution of land along with its socialization in the society.

**The Sixth Five Year Plan (1980-85)** was launched with a focus on urbanization in medium and small towns, with the setting up of basic services in slums, as a prerequisite of development; with the aim to foster environmental growth, especially,

\(^{11}\text{Ibid}\)
the sanitation, and sewerage and drainage systems. Also, it is most importantly remembered for the launch of the program, known as the Integrated Development of Small and Medium Towns (IDSMT). This scheme primarily functioned on the holistic development of the semi-urban areas hinterland by focusing on the issues viz. slum improvement, small scale employment generation, low cost water supply schemes, sewerage, drainage and sanitation, parks, playgrounds, preventative health provisions, etc. This period saw significant political changes from the Emergency (1975) to the promulgation of ULCRA to the biggest ever slum deportation drive carried out by the Sanjay Gandhi-Jagmohan duo (1976), wherein, nearly seven lakh people were evicted from the interior slums of Delhi and rehabilitated on the periphery of the city without any provision of basic services. Thus, there was a dispersal of industrial growth and economic activities in the small and medium towns and satellite towns, in particular.

The Seventh Five Year Plan (1986-1991) heralded the move in urban policy with the first step of liberalisation, especially, the private sector involvement in urban planning. This action was initiated through radical reorientation of the housing sector in which primarily focused on mobilisation of resources for housing, provision of subsidised housing for the poor and acquisition and development of land. This period marked the setting of institutions like the National Housing Bank, National Urban Infrastructure Development Finance Corporation; along with the launch of the first National Housing Policy in 1988. Also, Integrated Development of Small and Medium Towns (IDSMT) was the most important scheme under this plan as it aimed at community development to undertake the crisis of urban poverty with coverage of 102 towns under its ambit. Furthermore, to there was a launch of the program Urban Basic Services which targeted the alleviation of poverty in the urban milieu; which had its focus on certain issues viz. improvement of the status of children and women in low income strata, integrated development with the efficacy of the expenditure involved. This was later merged into the plan known as Urban Basic Services for Poor. “A few milestones during this period are the following:

1. The Nehru RojgarYojana (1989) to generate employment opportunities for the poor with microenterprises, wage employment and shelter upgrading as its tools.
2. The National Commission on Urbanization under the chairmanship of Charles Correa submitted its report, wherein, the former was entrusted with the task of making a detailed investigation into the process, pattern, trends and issues of urban development and planning, thus, suggesting a framework for urban policies. Thus, there was a link drawn between urbanization and economic development.

3. The Commission also identified 329 cities under the scheme known as the Generator of Economic Momentum (GEMs) which were further dichotomized into National Priority Centres (NPCs), State Priority Centres (SPCs) and Spatial Priority Urban Regions (SPURs) respectively.

4. The liberalization was undertaken through the scheme of Structural Adjustment Programme (SAP), thus, placing the nation on the road to neo-liberal globalization."

The Eighth Five Year Plan (1992-1997) marked as the first initiative post liberalisation period and the paradigm year which saw the laying down of the foundation stone of the rural and urban development in India with the steering wheel of constitutional mandate. This period was profoundly influenced by the vital changes brought about by the New Economic Policy (1991). “It also carried the imprint of the recommendations of the National Commission on Urbanisation. The Plan expressed the need to link urban growth with economic development and advanced the following policy directives (Ibid):

a. Consolidation and operationalisation of spatial and economic dimensions of planning by:

- involving an integrated hierarchy of rural and urban settlements based upon primary economic functions;

- linking the urban development plans with respective district level planning processes including the programmes of various state level and central departments like agriculture, rural development, environment, telecommunications, industries and other such organizations.

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12 Lalit Batra (2009), "A Review of Urbanisation Urban Policy in Post-Independent India), Centre for the Study of Law and Governance Jawaharlal Nehru University, New Delhi
b. Convergence of all related programmes, i.e. IDSMT, housing and infrastructure development programmes of HUDCO, NRY and UBSP to create the desired impact in small and medium towns beyond the threshold level.

c. Taking legal, organizational and financial measures for enhanced and equitable supply of urban land and promotion of housing, including review of master plan standards, amendments to Land Acquisition Act, Urban Land Ceiling and Regulation Act, Transfer of Property Act and Rent Control Laws.

d. Promoting public-private partnerships in the urban development sector.

e. To develop appropriate specialized institutional support at the central and state levels to deal with financing and development aspects of urban infrastructure.”

Moving further this period also witnessed the launch of a scheme known as Scheme for Educated Unemployed of Employment Generation in Urban Localities (SEEGUL) and the Prime Minister’s Integrated Urban Poverty Eradication Programme (PMIUPEP); wherein, the former focused upon the formulation of employment prospects for the educated and unemployed, while the latter focused on urban development measures in Class II cities, respectively.

This period witnessed the landmark step in the field of urban development which promulgated through the 74th Constitutional Amendment Act, 1992. The step was a breakthrough as it aimed decentralisation in the evaluation and assessment of cities and towns whilst creating institutions of democracy at the grassroot level i.e. elected urban local units, thus, inculcating self-governance and devolution of funds for the essence of city planning and provision of basic services to its populace. The corresponding amendment added Twelfth schedule to the Constitution with the following salient features:

- Structure of the Urban Local Bodies
- Determining an Urban Area
- Composition of Municipalities

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13 Ibid
14 Lalit Batra (2009), “A Review of Urbanisation Urban Policy in Post-Independent India), Centre for the Study of Law and Governance Jawaharlal Nehru University, New Delhi
Ward Committees
Reservation of Seats
Tenure of Urban Local Bodies
12th Schedule
Provision of the State Election Commission
Fiscal Decentralization
State Finance Commission
Provision of District Planning Committee
Metropolitan Committees

“The Plan also witnessed the drafting of the *National Urban Policy (1992)* by the Town and Country Planning Organisation with the following main objectives:

- To evolve a spatial pattern of economic activities and population distribution based on regional development and planning.
- To secure a balanced distribution of population among the various urban centres.
- To control the further growth of metropolitan cities by dispersal of economic activities in new growth areas.
- To prioritize the growth of those urban hubs which have made significant contributions in the economic development?
- To improve the diligence of the process of urbanization by removing the blocks and kaput in the supply chain of urban services.”

Thus, this policy aimed at revamping the edifice of urbanisation through effective resource allocation and efficient urban service delivery.

One of the highlighting features of this Plan was the *India Infrastructure Report: Policy Imperatives for Growth and Welfare (1996)* under the leadership of Rakesh Mohan, which is considered as an essential document in the advent of privatisation of infrastructural creation, service provision and regulatory governance; especially focusing on six sectors, namely, telecommunication, power, urban development,
roads, industrial parks and roads. Henceforth, the role of the government was transformed from the provider of the services to that of the facilitator. “The India Infrastructure Report has been criticized on grounds of making faulty assumptions about the required infrastructure investment, skewed priorities, and uncritical faith in the ability and efficiency of private capital, especially foreign capital (Ghosh et al, 1997).”

The Ninth Five Year Plan (1997-2002) was under the influence of the India Infrastructure Report, thus, it primarily aimed at identifying the skewed urban development during this time period and suggested a uniform regional growth leading to a homogeneous economic growth, as well. This Plan intended at the removal of regional disparities as now the State governments were entitled to heave funds for their actions, thus, making the Urban Local Bodies and the parastatal agencies financially accountable. Lastly, it also created the Urban Development Fund to financially empower the small and medium towns. The Hashim Committee saw the weeding out of many previously launched programmes for the launch of the Swarn Jayanti Shahari Rajgar Yojana and National Slum Development Programme. This plan recommended the either localization or privatisation of water supply in urban areas. Through the private sector participation it promoted an inclusive development, Moreover, for the housing policy the plan aimed to focus on the lower stratum of the society i.e. prioritizing the needs of marginalised, physically challenged, women controlled homes, etc. Thus, it demarcated the role of the government as a facilitator of housing services, especially for the urban poor.

Furthermore, in 1998 with the National Housing and Habitat Policy (NHHP) an initiative to emphasis the privatisation of housing schemes with the simultaneously limiting of the role of government was carried. The policy assured “Shelter to All” scheme, wherein, by 2001 housing to all was promised with the elimination of all hindrances.

The year 1999 saw the draft of the National Slum Policy, which projected the combination of slum dwellers into the mainstream urban areas through in-situ progression. In other words, the policy provided for the development of these underserviced settlements with the provision of basic amenities and land ownership on tenure basis. Although, this draft was adopted yet in 2001 a sum of 20 billion, as a
subsidy, was initiated through Valmiki Ambedkar Awas Yojana (VAMBAY) to provide shelter based services to slums; with a target to upgrade 16.7 million households over a period of ten years in 5161 cities and towns.

Also, other major steps taken under this Plan to upgrade the land status was the involvement of liberalization in the real estate market. The first action in this direction was the repealing of the *Urban Land (Ceiling and Regulation) Act, 1999* but it was observed that not this step failed to achieve its targets but it also aggravated the problems pertaining to land issues. The second action step was undertaken in 2002, wherein, through 100 percent *Foreign Direct Investment (FDI)* the government authorised an integrated approach in townships, including commercial premises viz. hotels and resorts. This also permitted FDI in various infrastructural projects

The *Tenth Five Year Plan (2002-2007)* with its onsetsaw the incorporation of radical urban reforms, especially in the avenue of legislative and administrative along with urban service delivery, in cities in the ambit of the Union Budget (2002). Some of the major schemes adopted in this field were *Urban Reform Incentive Fund, Pooled Finance Development Scheme, City Challenge Fund, Model Municipal Law and Jawaharlal Nehru National Urban Renewal Mission (2005). The JNNURM (GoI: JNNURM)* is primarily a reform aimed policy to provide aid and assistance to both the state and local governments for urban emancipation. The set target were 63 cities with all over one million population, state capitals, places with religious and tourist importance with urban reformation facilitating urban services and infrastructure. “The broad framework of the scheme has been discussed below:

- Preparation of City Development Plans (CDPs) by respective cities with a 20–25 years perspective.
- Sector-wise detailed project reports to be prepared by identified cities listing projects along with their financial plans.
- A Memorandum of Agreement (MoA) to be signed between the central government, state governments and ULBs containing the time bound commitment on the part of states/ULBs to carry out reforms in order to access central funds under the Mission.
Funding pattern in terms of percentages would be 35:15:50 (between Centre, States and Urban Local Bodies) for cities with over 4 million population, 50:20:30 for cities with populations between one and four million, and 80:10:10 for other cities.

Assistance under the Mission to be given directly to nominated State Level Nodal Agencies, who in turn would give the same to state government/ ULB in the form of soft loan or grant cum loan or grant.

The assistance thus provided would act as seed money to leverage additional funds from financial institutions/capital markets.

Public Private Partnership (PPP) to be the preferred mode of implementing projects.\(^\text{15}\)

Thus, it is evident that through the first flagship programme of urban development the government set in a wave of market dominant process with the role of the State being reduced down to that of a ‘facilitator’ and ‘regulator’. Also, the scheme prioritised the reforms to be carried out at the state and local levels for the disbursement of funds. The reforms were subdivided into two groups, namely, mandatory and optional reforms, wherein, the latter was also a rhetoric classification as it was mandatory to carry them with a stipulated time period of seven years.

Apart, from the cities not covered under the JNNURM were to be roofed in the programme of Urban Infrastructure Development Scheme for Small and Medium Towns, which was an amalgam of previous schemes viz. IDSMT and AUWSP. The only difference between the two was that unlike JNNURM there was no requirement of creating a City Plan in UIDSSMT, respectively.

**The Eleventh Five Year Plan (2007-12)** further escalated the neo-liberal policy of economic reforms in India, especially with reference to land use and housing sectors. Through the incorporation of the *National Urban Housing and Habitat Policy (2007)* the eleventh plan emphasised to increase the diligence and yield of cities by deregulation and progress of land along with simultaneous removal of the public sector cartel. Various land reforms policies were introduced in the ambit of the fact

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\(^{15}\) Lalit Batra (2009), "A Review of Urbanisation Urban Policy in Post-Independent India), Centre for the Study of Law and Governance Jawaharlal Nehru University, New Delhi
there is an imperative for the government to act in social housing to make housing available to the economically weaker sections of the society. These reforms compelled the Urban Local Bodies to raise money or take loans from financial institutions, privatise their services or corporatize themselves but become self-reliant.

The Twelfth Five Year Plan (2012-17) has its framework rooted in the Census 2011, wherein, accordingly 377 million people inhabited the urban areas, which though for the nation was comparatively with respective to other countries but for itself was a gigantic leap in time (45 per cent in China, 54 per cent in Indonesia, 78 per cent in Mexico and 87 per cent in Brazil). Thus, the projections stated that in 2031 nearly 600 million Indians will be residing in urban areas. This brought ‘urbanisation’ to the locus of planning in this plan to achieve faster economic growth with inclusion and sustainability; which further escalated in the creation of the High Powered Expert Committee by the Ministry of Urban Development under the aegis of Dr. Isher Judge Ahluwalia for estimating the infrastructure costs required for efficient urban service delivery. In the ambit of the fact that ‘cities are engines of growth’ and with the Eleventh Plan introducing concepts viz. Mission Cities and Statutory Towns, this HPEC analysed that although the urban growth in India was rapid yet the urban infrastructure of the rapidly growing areas inhabiting millions of people was skewed. Thus, the nation’s urbanization challenge is transform land-use and expand its infrastructure, correspondingly.

The Plan saw the extension of Rajiv Awas Yojana to its second stage i.e. RAY II, Jawaharlal Nehru National Urban Renewal Mission I and II, respectively. Further incorporation of the scheme, the National Urban Livelihood Mission enforced the demand to refurbish the guidelines set up SJSRY. Thereafter, it helped in widening the latter’s ambit, as it emphasised on building skills and competency in all sectors to ensure employment opportunities; thus, elevating the socio-economic conditions of the milieu. The scheme of NULM primarily proposed focus on important areas of concern such as, the inclusive financial and legal aspects of a policy, absence of adequate resources of technology, raw materials and markets, etc. It also emphasised on drawing a link between the private sector and the society to include vocational training programmes. The suggestion of the Smart City initiative could transform the cities as engines of growth as they would not only grow but act as magnets of national and international investments. Thereby, the pivotal focus of this plan was the
enhancement of the enablers of urbanization i.e. planning, financing, governance, capacity building and innovation. (Twelfth Five Year Plan)

This period also witnessed the launch of two schemes on urban development, namely, the Smart City Mission and the Atal Mission for Rejuvenation and Urban Transformation (AMRUT, 2015), wherein, the former worked on a ‘City Challenge Competition’ scheme for hundred cities with a coverage of hundred crore for a period of five years and the latter aimed to recast the urban edifice of the country i.e. to make the cities more liveable and inclusive. Thus, both these programmes are architecture to suit the growing dynamics of the urban world in a sustainable way with the simultaneous assurance and accessibility of urban services vide benefits to the various stratum of the society, especially, the socially and economically weaker sections viz. widening the employment pool and optimum utilisation of the urban space.

The challenge called the ‘implementation and execution of urban policy’ can be considered even more intimidating with an analysis of the various process of urban India. Although, today the City offers seldom prosperity and hope to poor migrants but it still suffers a lacunae in the ambit of development; as a stratum of urban population lives in slums, especially in major cities. Though urban development and its various facets such as urban policy, urban planning and housing are subjects of Constitutional importance; therefore, a thorough analysis of urban development across the nation will provide a inclusive image of urban policy. The Centre can, at the most, “issue directives, provide advisory services, set up model legislation and fund programmes which the states can follow at will” (Shaw: 1996). However it is beyond the scope of this monograph to study urban policy at the state level. “Furthermore, as Ramchandran (1989) points out, despite the fact that states have been empowered to make urban policy, they have rarely done so. Thus the urban policy existing in the states is largely an off shoot of that outlined in the national five years plans and other policies and programmes of the central government. It is in this context that an analysis of the national level urban policies and programmes become important to understand the general direction of urban policy in India.”

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16 Lalit Batra (2009), “A Review of Urbanisation Urban Policy in Post-Independent India), Centre for the Study of Law and Governance Jawaharlal Nehru University, New Delhi
2.7 PUNJAB: A PROFILE FOR ANALYSIS

There are several factors which have contributed for the increased pace of urbanization and the urging need of urban planning in India and amongst all of them globalization happens to be the steering wheel, as it can alone be considered as the pivotal reason for the socio-economic manifestations and the spatial distribution of cities. In anticipation to the above discussion it can be clearly stated that India as a nation, along with its various cities, are gearing to secure a mantle of them in the global village. In lieu of this there are significant advancements done at the legislative to the civil society point of view which draw a qualitative reception of ideas from their global partners. This when coupled with the land use patterns and the inclusive growth strategies as adopted by the megacities transform them as ‘engines of growth and sustainability’.

Punjab being one of the most advanced states of the nation has not remained untouched by the advantages and disadvantages of urbanization. The process of planning, thus, becomes imperative as it expresses a transfer from physical and design based concept of town planning to that of more in an inclusive and socially informed citizenry. The resourceful nature of the state of Punjab are attributed to high agricultural productivity, a well-developed physical structure, high human capital with remarkable entrepreneur skills and an industrious workforce account for its fast paced development.

“It accounts for almost 1.53 per cent of India’s geographical area and 2.37 per cent of its population. State represents a unique example of a fast developing economy based on agriculture despite all physical and developmental odds. State is credited with ushering in the green revolution and white revolution in the country. It today contributes nearly 40% of the wheat and 60% of rice procured for distribution through the public distribution system. An agro-based and agro-oriented industrialization is another prominent feature of the state economy. No less commendable are the efforts to strength the infrastructure, particularly irrigation and power. The cumulative effect of all this is manifest in the high per capita income of the state, a position which Punjab has been holding for most of the years since its formation in 1966.”

17Report on Ludhiana, India Smart City Profile, 2017
A glimpse of the urban growth in Punjab has been discussed, hereunder, in Table I:

### 2.2 GROWTH OF URBAN POPULATION IN PUNJAB

<table>
<thead>
<tr>
<th>Year</th>
<th>Total Population</th>
<th>Urban Population</th>
<th>% of Urban Population</th>
<th>Decadal Growth of Urban Population</th>
<th>Total No. of UAs/Towns</th>
<th>ACGR%</th>
</tr>
</thead>
<tbody>
<tr>
<td>1951</td>
<td>9,160,500</td>
<td>1,989,267</td>
<td>21.72</td>
<td>20.02/331,853</td>
<td>110</td>
<td>-</td>
</tr>
<tr>
<td>1961</td>
<td>11,135,069</td>
<td>2,567,306</td>
<td>23.06</td>
<td>29.06/578,039</td>
<td>106</td>
<td>1.96</td>
</tr>
<tr>
<td>1971</td>
<td>13,551,060</td>
<td>3,216,179</td>
<td>23.73</td>
<td>25.27/648,873</td>
<td>106</td>
<td>1.98</td>
</tr>
<tr>
<td>1981</td>
<td>16,788,915</td>
<td>4,647,757</td>
<td>27.68</td>
<td>44.51/1,431,578</td>
<td>134</td>
<td>2.16</td>
</tr>
<tr>
<td>1991</td>
<td>20,281,969</td>
<td>5,993,225</td>
<td>29.55</td>
<td>28.95/1,345,468</td>
<td>120</td>
<td>1.90</td>
</tr>
<tr>
<td>2001</td>
<td>24,289,296</td>
<td>8,245,566</td>
<td>33.95</td>
<td>37.58/2,252,341</td>
<td>157</td>
<td>1.82</td>
</tr>
<tr>
<td>2011*</td>
<td>29,088,860</td>
<td>11,344,249</td>
<td>39.00</td>
<td>39.00/3,098,683</td>
<td>-</td>
<td>1.82</td>
</tr>
<tr>
<td>2021*</td>
<td>34,836,818</td>
<td>15,607,417</td>
<td>44.80</td>
<td>44.80/4,263,168</td>
<td>-</td>
<td>1.82</td>
</tr>
</tbody>
</table>

Although, there is a trajectory shift in the edifice of the urban centres of Punjab, however, cities like Amritsar, Ludhiana, etc have been transformed by the tidal effect of globalisation and liberalised policies, as undertaken by the government, over the years. The globalising urban landscape of the cities play a pivotal role in transforming the socio-economic fabric of the city, thus, affecting its growth patterns and furthermore raising the standards of urban policy and its implications. The process of planning as undertaken in the state was in reference to the *Public-Private Partnership Model*, wherein, the planning policies have been modified to accommodate the various factions of infrastructural and societal connotations. “The glittering designs of new shopping malls, villas and independent gated areas are the market icon of land

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use transformations in Punjab. In this globalizing process the poor has been marginalized and the state has shifted its planning priorities from comprehensive planning to project specific planning. It is required to study the nature of land use transformation, spatial spread of investments in land and response of the projects initiated in the cities. The urban planning policies and strategies adopted by the government are diagnosed; the performance of the urban local bodies in response to the JNNURM reforms is also made.”

The above analysis of the state and its corresponding cities give us an overview that development is a term which is often discussed with ‘developing nation’, however, it is a term which relates all levels and rungs of the societal ladder. Thereafter, it becomes imperative that irrespective of the present status of the vicinity it is indispensable to emancipate it as it not only benefits the mankind but opens various new avenues of growth. “The broad categories of key actors who are involved in the planning process can be identified as the State, the professionals (planners, architects and contractors), the interest groups (economic development agencies and community representatives etc.), the development industry (the land, property and construction sectors) and the wider stakeholders (citizens, business and cities). The interaction between these actors, and between them and the context within which they operate, shape the highly political process of planning.”

The dawn of independence brought several initiatives of the country undertaken for peregrination of urban development through the process of policy making and active involvement of citizen participation, there upon. Moreover, state of Punjab took on the expedition of urban planning through the following enterprises:

- Since the inception of the State, the government took its responsibility to chart a plan to develop and plan the urban standards; thereafter, the first step introduced was the ‘agencification’ to segregate the policy making from implementation and to incorporate professional management in the system.

- In the ambit of the public service reforms, globally, and to improve the housing stock of the state the Punjab Housing Board Development was established in May, 1973 under the Punjab Housing Board Development Act,

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19 http://shodhganga.inflibnet.ac.in/bitstream/10603/176805/15/15_chapter%20v.pdf
1972. It was entrusted with the major task of providing housing facilities, especially, to the masses in the economically and socially weaker stratum.

- Due to the futile efforts of the department a comprehensive legislation was disseminated in 1976 i.e. *The Punjab Town and Country Planning Ordinance* which was recommended to repeal *The Punjab Scheduled and Controlled Areas Act, 1963*.

- This saw the need for the creation of a separate and autonomous structure in urban planning as there was a lacuna in the functions of the various departments involved in this task. This further hurdled smooth urban planning and development of the State.

- **74th Constitutional Amendment, 1992.**

- Thereby, the need for the creation of a single and central agency was culminated through the government’s initiative known as *The Town and Country Planning Bill, 1994* and ultimately the *Punjab Regional and Town Planning and Development Act, 1995*.

- This culminated in the creation of the *Punjab Urban Development Authority* on 1 July, 1995 which was entrusted with the task of balanced urban growth and as an umbrella authority over other *Regional Development Authorities*, with the task of preparing long term strategic plans with an in depth local approach for coordinated planning and physical development to turn the urban dream into reality.

- Furthermore, several other centrally sponsored schemes, namely, the *Urban Services for the Poor, Prime Minister’s Integrated Urban Poverty Eradication Programme and Nehru Rojgar Yojana* all of which merged into the *Swarn Jyanti Shahari Rojgar Yojana* in 1997; though were initiated in the state to charter the course of urban development but could not make a remarkable indentation due to various reasons.

- In the ambit of the national reforms undertaken the state of Punjab was in sync with it; wherein, the year 2005 saw the incorporation of the *Jawaharlal Nehru National Urban Renewal Mission*, respectively. Although, the state failed to
achieve success in the mission as there was an abysmally low economic growth when compared to various states in national development (5.9% in 2007-08).\textsuperscript{21}

Due to the skewed development of the state under the JNNURM (2005) and government’s futile initiatives to bridge the gap between the socio-economic fabrics, other significant projects viz. Jawaharlal Nehru National Urban Renewal Mission I and II or New Improved Jawaharlal Nehru National Urban Renewal Mission (NIJNNURM) were subsequently undertaken.

As engines of growth cities have globally brought about a raise in the expansive population to an estimate of 31% of housing in the urban areas whilst making a contribution of 63% in the Gross Domestic Product, respectively. This statistics are expected to increase to nearly 40% of urban populace contributing to 75% to the Gross Domestic Product by 2030; thereby, there arises an imperative need to focus on a comprehensive and integrated approach for the physical, social and infrastructural development. As this progressive step to improve the quality of life in cities will not only make them better places to reside but will also attract and breed sustainable human capital. Thus, the \textit{Smart City Mission} was adopted by the government in 2015 with about 100 cities (with a revised target of 109 cities), for over a period of five years, in its ambit to complete the righteous series of augmentation and improvement.

With the state government initiative to enhance economic growth to raise the standard of living whilst coupled with local development mushroomed by technology and innovation, the corresponding mission marked its entry into the state through the lines of three cities, namely, Ludhiana, Amritsar and Jalandhar, respectively. This initiative is considered to be the gateway to \textit{Smart Outcomes} viz. area based development to transform the existing areas such as slums, unplanned colonies, etc into better and planned accommodations; to develop the ‘Greenfield Belt’ to lodge the mounting populace. Thereafter, the application of \textit{Smart Solutions} has enabled the cities as a place with enriched and sustainable livable quotient.

\footnotesize{\textsuperscript{21}http://indianexpress.com/article/india/india-others/punjab-has-failed-to-utilise-jnnurm-isher/}
To augment the expansive estimates of urban population in India has from 27.7% in 2001 to 31.1% in 2011, especially with an urban expansion in Punjab of about 37.48%. It is estimated that urbanization in the country will reach a level of 50% by the year 2050. The population growth and infrastructure are not growing in direct proportion. Rapidly growing economy and increased industrial activities, huge population growth are calling the attention of planners for demand of better quality and coverage of water and sanitation services, sewerage and drainage systems, solid-waste management, transport, roads, and power supply etc. The purpose of the Mission is to ensure that every household has access to a tap water with assured supply and is connected with sewerage line. Beyond household level services, its aim is to improve urban environment to add values in the city and its citizen by adopting multi pronged strategy. Prominent among them are promoting non-motorized public transport, developing open and green space and promoting cities to adapt innovative strategy, practices and technologies in Punjab. For universal coverage of water supply & sewerage system, urban Transportation, Storm water Drains and Development of Green Spaces/Parks as per service level gap assessment and Prioritization, total investment of Rs 3915.49 Cr is required in AMRUT towns during the mission period 2015-2020.

2.8 URBAN POLICY FRAMEWORK IN LUDHIANA

The increasing phenomenon of urbanization is inevitable for the growth of the society and the failure of urban local bodies in providing adequate services catering to the demands of the dynamic scenario in maintaining pace with the administration contributes to the significance of the study proposed. As one of the advanced states, Punjab, accounts for 1.53% of India’s geographical area, and 2.37% of demographic distribution with 33.95% of urban population; thereby, making the advancement of the state an outcome of the interplay of an array of factors contributing in urbanization.

As the first metropolitan centre and a hub of expanding important business centres, Ludhiana has depicted major urban transformations. Positioned at 30 56' N and 75 52' E, Ludhiana is located about 10 km south of the Satluj, one of the five major rivers of Punjab.

22https://amrut.gov.in/writereaddata/SAAPPunjabRevisedFinal.pdf
pre-independent Punjab; thus, making the city the first metropolitan town in the north western India with a historical significance spanning for over 525 years.

Through this study an attempt has been made to comprehensively study the process of urban planning and growth in the city of Ludhiana in the State of Punjab. Furthermore, during the course of the study undertaken, it has been analyzed that the various problems and issues in the implementation of urban policies to confront the supervision of urbanization, can be addressed whilst combining facets of implementation of infrastructure, reinforcing the frontiers of governance & financing institutions and charting an all-inclusive capacity building programme at all rungs of government. In a nutshell, India as a nation has heralded development, wherein, the country cannot have an erroneous urban strategy but to have it precisely incorporated a fundamental transition in the attitude dichotomising the rural –urban shift is imperative.

Through the study an endeavour has been made to validate the findings through the primary as well as secondary data to steer clear the gap between the principal and practical implication of the policies for urban planning and growth. Thus, there arises a need to study the recital of the Urban Local Bodies involved in the delivery of the services rendered, namely, GLADA, PWD, MC, etc in context of urban planning and growth which is to be reviewed in terms of satisfaction of the people and management of resources, enabling the Urban Local Bodies to meet the challenges of urbanization. The status of urban growth in Punjab is expected to increase in the present and coming decades due to the various factors, such as, industrialization, economic
reforms, commercial success and the subsequent migration in lieu of employment opportunities. This scenario will create a demand for efficient and effective urban infrastructure. Amidst all this, it is the role of the ULBs and other public sector organizations which can be scrutinised as the altitude of the available urban services will need an enhancement. Thus, measures such as revamping the standards norms of efficiency, ways to incorporate financial improvement, incorporation new technologies, etc. to manage the pressure augmented on the urban government. (Planning Commission)\(^2\)

Ludhiana as a city has witnessed a global explosion of population which has resulted in the high density growth of towns, thus, decreasing the space between the two urban hubs. This has further expanded urban limits with contributing factors viz. rural to urban migration attracted by better standards of living. All these factors have made Ludhiana the first metropolitan city of Punjab, with its population crossing over million in 1991. Amidst this, there is a significant disproportionate of the population in the city, which compels the policy makers to view the city with concern as there are in particular some inhibitors of growth and development, namely, deficient civic services, scarcity of land, housing problem, stipulation of municipal services and enhancement of urban infrastructure has become the major bottlenecks.

The spatial analysis of urbanization depicts that Ludhiana, a corporation town is situated on the highway corridor which is leading to a haphazard growth of sub-standard colonies, i.e. slums, due to unabated migration in search of economic growth. “The goals of urbanization strategy in a an urbanization promoting city aka Ludhiana should involve strengthening of urban local bodies by transferring funds and functions, adequate/sustainable provision of urban infrastructure/basic civic services, such as water supply, sewerage, solid-waste management, roads, street lights, drainage, environment conservation, housing, land development and transport infrastructure. Capacity building of elected and appointed representatives of local self-government and other urban managers is one of the major constituents of the urbanization strategy and a prerequisite for institutional development and functional strengthening of ULBs. The urban strategy must emphasize creation of an enabling

\(^2\)http://planningcommission.nic.in/plans/stateplan/sdr_punjab/sdrpun_ch8.pdf
legal, financial and regulatory framework for urban development, housing and poverty alleviation.”

One of the prime concerns in the globalizing process is to initiate and implement administrative reforms in the Urban Local Bodies (ULB), some of the important ones are discussed, hereunder:

- The Ludhiana Municipal Corporation has entered into a contract with the Central government to employ the reforms under the scheme of JNNURM. These reforms are in cognizance with aspects of e-governance, land reforms, new accounting methods, data identification and mapping, community participation strategies and identification of the stratum, especially, the urban poor. Most importantly, a review and evaluation of the previous reforms in anticipation to aforesaid initiative.

- The other major initiatives undertaken were the AMRUT (2015) and SMART CITY (2017) projects which became an essential element of urban development in Ludhiana. Under the Atal Mission of Rejuvenation for Urban Transformation launched Ludhiana as the first city in the state on the journey of urban planning with endeavours such as water supply to 46000 households under 25 wards, construction of 322.14km long pipeline, 32 tube wells and 28 OSHR for storage of water; with latest being the allotment of 111 crores worth project pertaining to the management of solid waste. (AMRUT, 2018).

- Through the SMART CITY mission the Ludhiana Municipal Corporation was given a new task to promote cities with sustainable and equitable growth, whereby, the citizens are aimed to be provided with a quality life with quality urban services delivered to them. This is achieved by the incorporation of Smart Solutions in the process of urban development.

- Through the Master Plan (2021) the administration tried the unplanned and haphazard mounting population force supported by a sturdy economic support resulting in problems, namely, housing shortage, traffic congestion, health hazards, environmental degradation, absence of open and recreational places, growth of slums, etc. The incorporation of Master Plan was an endeavour

24http://planningcommission.nic.in/plans/stateplan/sdr_punjab/sdrpun_ch8.pdf
taken to bridge the gap created between the infrastructural availability and urban services accessibility due to urban sprawl.

- National Urban Policy (2018) is the latest development in the avenue of urban policy by the Central Government which incorporates a uniform policy for multiple states that widens the horizons of urban planning from being a State subject to Central entity as it includes urban planning, urban economy and urban legislation for urban development under the guidelines of Habitat III, United Nations.

The fast paced development of Ludhiana is undoubtedly a boon for its economy but is adversely affecting the lives of the residents. The rapid urbanization accompanied by widespread urban sprawl is depleting the resources viz. the green belt of the city, the spaces under the flyovers are being misused, excess amount of solid waste being generated, shortage of water supply, haphazard and congested traffic, rapid growth of slums, increased number of privatised transport, aggravated parking problem, rising levels of pollution, etc. is the common view in the city.

Through the statistical analysis as projected by the World Bank, “ease of doing business” and “ease of living” are two prominent aspects visible in the cities, today. These facets require a top to bottom approach of strategizing and planning for urban growth. However, this growth cannot be infrastructure driven but people. According to a noted urban sociologist Robert Park, “the city is man's most consistent and on the whole, his most successful attempt to remake the world he lives in more after his heart's desire. But, if the city is the world which man created, it is the world in which he is henceforth condemned to live.” Thus, indirectly, and without any clear sense of the nature of his task, in making the city man has remade himself.” In the governance model, the cities are being developed in a way that a central command and control centre can be set up, so that such a centre can monitor everything within the city. There is no difference of opinion as to whether such centres should be developed or not. Who would not like to have such governance where from one office everything gets monitored at a click of the mouse? But the point is who owns these command centres. These centres are developed by mega giant data operators and earn phenomenal profit from the city. The smart city is a classic example of it. The smart city is an urban development plan that uses data points to automate citywide
responsibilities such as policing, traffic, and energy. These plans transfer key
decisions from local governments to multinational corporations, while privatising
many urban services traditionally governed by municipal officials.\textsuperscript{25}

\section*{2.9 DATA ANALYSIS}

In the data collected for the aforesaid study, aka to evaluate the status of land use
patterns and the role of the various operating agencies through a structured
questionnaire and formal/informal interview from a sample size of 300 i.e. 150
officials and 150 citizens, using the Rensis Likert 5-Point Scale, the data was
analyzed using the Mann-Whitney Test.

\section*{2.10 MATRIX SUMMING UP THE TESTING OF HYPOTHESIS}

\textbf{HYPOTHESIS}: Gap between the framework and implementation of policies has
resulted in inadequate delivery of services.

\subsection*{2.3 TABULAR REPRESENTATION OF THE DATA ANALYSED}

<table>
<thead>
<tr>
<th>Ranks</th>
<th>Group</th>
<th>N</th>
<th>Mean Rank</th>
<th>Sum of Ranks</th>
</tr>
</thead>
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<tr>
<td>q34</td>
<td>Official</td>
<td>150</td>
<td>115.63</td>
<td>17344.00</td>
</tr>
<tr>
<td></td>
<td>Citizen</td>
<td>150</td>
<td>185.37</td>
<td>27806.00</td>
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<tr>
<td></td>
<td>Total</td>
<td>300</td>
<td></td>
<td></td>
</tr>
<tr>
<td>q6</td>
<td>Official</td>
<td>150</td>
<td>88.10</td>
<td>13215.00</td>
</tr>
<tr>
<td></td>
<td>Citizen</td>
<td>150</td>
<td>212.90</td>
<td>31935.00</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>300</td>
<td></td>
<td></td>
</tr>
<tr>
<td>q26</td>
<td>Official</td>
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<td>151.00</td>
<td>22650.00</td>
</tr>
<tr>
<td></td>
<td>Citizen</td>
<td>150</td>
<td>150.00</td>
<td>22500.00</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>300</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

\textsuperscript{25}Tikender Singh Panwar (2018), “Ease of Living: Another Virtual Data-driven Matrix Far Away from
Reality”, News Click
<table>
<thead>
<tr>
<th>Test Statistics(^a)</th>
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<th>q6</th>
<th>q26</th>
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<td>Mann-Whitney U</td>
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<td>1890.000</td>
<td>11175.000</td>
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<tr>
<td>Wilcoxon W</td>
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<td>22500.000</td>
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<td>Z</td>
<td>-7.471</td>
<td>-13.971</td>
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<tr>
<td>Asymp. Sig. (2-tailed)</td>
<td>.000</td>
<td>.000</td>
<td>.891</td>
</tr>
</tbody>
</table>

\(^a\) Grouping Variable: Group

The test so conducted had two independent variables i.e. the Officials and the Citizens, whereby, the results upon analysis depicted the following observations:

Through the test the mean rank of three (3) questions was carried out with the following observations:

- The mean rank of the responses is ordinal.
- As the p value (significance) is less than 0.05 then the data analyzed is significant.
- The two groups considered for analyses have different opinion for the given question.
- Null hypothesis
- In Questions 6 and 34 the mean values of the citizens are greater than that of the officials, thereby, signifying that the citizens are more dissatisfied than the officials.
- In Question 26 the mean value of the officials group is greater than that of the citizen group, signifying that the officials are more dissatisfied than the citizens.

A bar chart or a bar graph is a categorical representation of data with rectangular bars with heights or lengths proportional to the values that they represent. A grouped bar chart, also known as clustered bar graph, multi-set bar chart, or grouped column chart,
is a type of bar graph that is used to represent and compare different categories of two or more groups. As the categories are grouped and arranged side-by-side, the bar clusters make easy to interpret the differences inside a group, and even between the same categories across groups.

Furthermore, through a bar chart the percentage value of their responses of the two groups i.e. the Officials and the Citizens have been calculated, which have the following observations:

**FIGURE: 2.3**

- In the first bar chart the responses of the Officials and the Citizens both agree and strongly agree on the authentication of a planning authority with a 100 percent consensus.

- Also, a few citizens, namely, the migrant citizenry is unaware and dissatisfied by the planning authority.
FIGURE 2.4

- In the second bar chart, the citizens agree strongly about the lacuna in the work of the authorities resulting in an unplanned and haphazard approach with a 100 percent representation.

- It is only a group of officials which somewhat agree to the presence of an unplanned and haphazard approach.

FIGURE 2.5
In the third bar chart, it is the pronounced response of the officials (Town Planning and Solid Waste Management) which strongly agree to the adoption of urban policies as per the changing needs of the city and its people with a 100 percent representation.

However, rest the entire sample population has responded to the fact that the lack of a planned approach in urban policies have resulted in an unplanned and haphazard approach with a below 60 percent representation.

STATUS OF THE HYPOTHESIS: Accepted

2.11 CONCLUDING OBSERVATION

The following concluding observations have been inferred on the basis of testing and analysis of data to validate the hypothesis.

ANALYSIS

Urbanization as a phenomenon in India is not an age old concept as the Indus Valley Civilization is classical example of urban planning and growth. The prime criterion of urbanization fostering urban growth is the framework which weaves the holistic process of urban planning and growth. India, as nation has not been able to create such a structure, wherein, the multiplicity of its states can be accommodated uniformly and consistently to achieve the urbanization on an inclusive and sustainable domain. The lacuna lies in the policy framework. India though a nation with a federative set-up and a unitary approach i.e. the 73rd and 74th Constitutional Amendment Acts, 1992 had clearly defined the legislative structure of rural and urban planning, respectively. However, from the First Five Year Plan (1951-56) to the Twelfth Five Year Plan (2012-17) the urban policy saw the dawn of its inception only in March 2018 with its single dimensional approach towards multiple states and their needs. Moreover, several policies and programmes have been undertaken in the diverse political scenario viz. the first National Housing Policy in 1988, the Nehru RojgarYojana (1989), the National Urban Policy (1992), the National Housing and Habitat Policy (1998), the National Slum Policy (1999), Jawaharlal Nehru Urban Renewal Mission (2002), the National Urban Housing and Habitat Policy (2007) and the Smart City Mission and the Atal Mission for Rejuvenation and Urban

131
Transformation (AMRUT, 2015) commonly lacked a mere clear set of guidelines to be implemented holistically.

The National Commission on Urbanization had eloquently pointed out an imperative to develop an umbrella like structure to match the intensity of urbanization, its infrastructural competencies, vast concentration of the urban poor, acute disparities in necessary accessibility to basic services, its impact on the environmental degradation and the connotations of poor governance. This analysis of the Commission brought into picture the importance of urban planning and thereafter the role of urban sector in the economy. The year 1991 with the formulation of the National Housing Policy saw the role of the government transform from that of regulator to facilitator of services.

A similar picture has been witnessed in Punjab, wherein, under the National Urban Housing and Habitat Policy the central government provided certain guidelines to the states to enact their respective policy frameworks, which in 1995 saw the creation of Punjab Regional and Town Planning and Development Act (1995) a body which was enacted to draw an interlink and optimise the valuable usage and construction of urban land. The body corporate is the chief agency to be entrusted to monitor the physical development of the State with Regional and Master Plans created under its authority. However, despite of its strenuous efforts for over two decades it has been able to identify certain locus and focus areas in the Ludhiana Master Plan 2021, respectively. The data analysed so far has is indicative of the fact that from the first Master Plan (1971-91) there were some great initiatives undertaken with respect to Urban Estate, Developmental Schemes, Town Planning and Industrial focal strategies but due to the influx of heavy population and instable political conditions (terrorism) this could not achieve its set targets. Similar was the fate of the next Master Plan (1985-2001) and followed by the subsequent (2001-2021) but all these master plans lacked one thing commonly aka legal backing which has been considered a major obstacle in the implementation of these master plans.

Therefore, in a city with spurring economic contributions and with the State Government allocating funds worth 3586 crore in the next five years for planned and strategic development has seen some local government initiated measures, namely,

- Provision of clean drinking water coming from Sidhwan and Sirhind Canal with a 2500 crore project
➢ To encourage water harvesting 64 such plants will be started

➢ The One Time Settlement Scheme, wherein, a major financial cess will be taken from residents to ease them of property and house tax.

➢ To procure all types of maps related to residential construction, Kaptan E Seva, an online scheme with a validity period of 20 days has been started.

➢ The Smart City Project saw the expenditure of 366 crore.

➢ A Railway Corridor to be started between Pakhowal and Jagroan bridges, which act as a life line for the city.

In a nutshell, a city known for its pecuniary strength should not be neglected in terms of social growth. On one hand we have multiple projects and schemes as government response for urban planning and development, henceforth, it becomes an imperative, indispensable and moral responsibility of its municipal officials and citizens, domesticating, migrant commercial citizenry to find innovative, inclusive and sustainable solutions to make the city liveable.