CHAPTER 3
URBAN PLANNING AND ADMINISTRATION: A CONCEPTUAL FRAMEWORK

3.1 INTRODUCTION

Urban planning has emerged as a landmark phenomenon of the twentieth century. In the words of the late Gordon Cherry, “...in its long standing sense of common concern for environment and the setting it provides for individual life chances and community satisfaction, planning ranks as one of the most significant movements of the past one hundred years”1. The modern urban planning emerged in the late nineteenth century to address the calamitous by-product of industrial urbanization. Further, its evolution could be linked with the process of modernization. Various scholars such as Fredrick Law Olmshed Sr., Joseph Stubben, Patrick Geddes, Eugene Henard, Otto Wagner, Le Corbusier, Werner Hegemann, Clarence Stain, Robert Moses, Hans Blumenfeld, Victor Gruen, Thomas Sharp and Ed Bacon have contributed towards the development of various aspects of urban planning. However, all of them shared some common threads i.e. “…the conceptual commitment to holistic templates; the emphasis on logic, order, science and rationality and the belief in enlightened public intervention for greater social good”2.

Furthermore, the unprecedented developments that have taken place within our cities and metropolitan areas during the past several years have shown upon the vital necessity for intelligent planning of our urban communities. Cities required space for their existence and for carrying out various activities. Thus, space, as a scarce resource demands optimum allocation and effective management for the smooth interaction between these activities3. Urban planning thereby has been sought as an instrument that allowed public intervention in the allocation of resources in order to rectify the prevailing market imperfections and their price mechanisms4. It aimed at streamlining the resources (physical & financial) for an integrated urban development.

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This chapter discusses the conceptual framework for urban planning and administration. It illustrates the various concepts and processes involved in urban planning. It is important to study the theoretical aspects of urban planning and administration to relate them with the ongoing urban planning practices and processes. Further, the features of urban administrative structure and the urban administration system in India and Punjab have also been discussed.

3.2 URBAN PLANNING: CONCEPT

Before considering the concept of urban planning it has been essential to conceptualize the term ‘urban area’. Despite the different criteria, most of the countries have defined their settlement as urban on the basis of minimum qualifying size of population. In India, Census 2011 defines an urban area as5:

i. All places with a municipality, corporation, cantonment boards, notified town area committee etc.

ii. All other areas which satisfy the following criteria: -

(a) A minimum population of 5000.
(b) Minimum 75% of male population engaged in non-agricultural pursuits
(c) A density of population at least 400 person per square mile.

The first category of urban units is known as Statutory Towns. These towns are notified under law by the concerned State/UT Government and have local bodies like municipal corporations, municipalities, municipal committees, etc., irrespective of their demographic characteristics as reckoned on 31st December 2009. Examples: Vadodara (Municipal Corporation), Shimla (Municipal Corporation). The second category of Towns is known as Census Town. These were identified on the basis of Census 2001 data.

Therefore, an area possessing the above-mentioned characteristics could be defined as urban areas. These urban areas are complexes of social, economic, political and administrative structures; they are also considered as economic engines generating economic growth and development. However, the consequent urbanization has led to the deterioration of urban environment due to over-crowding, congestion in housing, inadequate education, health and transport facilities. Inevitably, a robust urban management and decision-making systems needs to be installed for undertaking viable

and comprehensive urban planning process to streamline the unregulated and unbridled urbanization process.

Urban planning is defined as a technique and method of development of urban areas and their urbanizing environs, based on economic, social, legal and aesthetic concepts and conditions in order to promote the welfare of the public and the quality of environment. Thus, it could be considered as a method to determine public investment and other policies, which would regulate and direct the future growth of the urban areas. On the other hand, urban planning is also defined “as a deliberate ordering by public authority of the physical arrangements of towns or parts of towns in order to promote their efficient and equitable functioning as economic and social units and to create an aesthetically pleasing environment”. Hence, urban planning ensured that all the socio-economic communities and activities of a society have been distributed in an equitable manner in urban areas.

Further, urban planning is not intended to fit each individual into an appropriate place in a planned society, rather it aimed at providing an orderly environment that would ensure the greatest possible freedom for all. The primary emphasis of urban planning has been on the physical development of the community. Also, the objectives of urban planning are both economic and social. Economically, it aimed at efficient operation and management of business activities by influencing location of people, commerce and industry. Socially, it tended to understand human and social values and gratify them through planned community development. This resulted in improved health conditions, up gradation of quality of civic amenities, better transport facilities etc. Thus, an urban plan tries to comprehend the interrelationship between the various factors, which affected the urban community.

The concept of urban planning has undergone tremendous change under globalization. It is neither just a rational way of delineating comprehensive perspective of the city nor is just concerned with attaining hierarchical coordination. Today, urban planning consisted of interdependent processes that act together for creating more

livable and life enhancing cities and regions. It provided four important contributions for government.

1. "It adjudicates the competing land-use requirements in a holistic manner. Without planning, cities and states can be compartmentalized and divided into unequal components that might not address the current or long term needs of citizens. Planning has to be ‘holistic’ and ‘integrated’ in its inputs and outcomes as a process.

2. It ensures that land-use changes are not purely a product of capitalistic demand but also a balance of public and private sector interests. More important planning will ensure that social justice in urban areas can be catered for. The last thing we need in a city is for the rich to dominate and subjugate the lower and poorer social class of people through land use ownership. Growing disparities or wealth that is spatially defined and determined provide the tinderbox from urban riots, civil unrest and social instability.

3. It ensures that future competing land use demands and trends can be catered for. Given that urban areas are growing rapidly, without proper forward planning, the city infrastructure will be overtaxed if forward looking urban plans are not put in place.

4. With cities as major magnets of foreign direct investment (FDI) and capital accommodation modes, urban planners are instrumental in ensuring that cities should stay economically competitive and attractive living areas. In the ‘new urban politics’ mayor and city politicians have to count on private investors and trans-national corporations to invest in their cities. Urban planners have become ‘entrepreneurial’ to ensure that the cities they plan can be plugged into the global economy and thus exploit the ‘global space of flows’."

Hence, in simple terms, urban planning could be considered as an instrument that:

(i) "Serves as basis for comprehensive development policies and programme so as to relate goals to resources, define options for decisions, and provide guidance for setting up development policies; (ii) Broadens the basis for decision-making by providing the requisite and much needed utilization; (iii) Undertakes temporal dimensions so as to integrate current projects with medium and long range forecasts. This ensures efficacy

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in resource utilization and (iv) Provides innovative approaches and solutions to urban problems by developing effective systems of information, improved technical skill and by establishing new structures of urban regional administration."9 Thus, the concept of urban planning has envisaged broader perspective of urban development.

3.2.1 Meaning of an Urban Plan

An urban plan is the tangible manifestation of urban planning process. A plan is an official statement formulated by the legislative body which defines the major policies concerning desirable future physical development. “It sets forth goals; analyzes existing conditions and trends; describes and illustrates a vision for the physical, social and economic characteristics of the community in the years ahead and outlines policies and guidelines intended to implement that vision.” It describes the important relationship between economy, transportation, community facilities and services, housing, environment, land-use, human services and other community components. The basic objectives for preparing a comprehensive plan have been:

i. “To present a broad picture of inter-relationship between various components i.e. housing, economic development, public infrastructure and services, environment for balanced urban development.

ii. To coordinate the activities of various agencies involved in local decision-making to achieve the goals identified by comprehensive plan.

iii. To guide the decisions of land owners and developers by describing the trends of public investment for future urban development and by defining the land development controls.

iv. To establish a sound basis for urban policy decisions by providing factual information pertaining to various components of urban development.

v. To involve the active participation of various stakeholders such as elected and appointed officials, citizens, business community, non-governmental organizations and so on for incorporating the varied interests of the community”.10

Hence, an urban plan should be comprehensive, general and long-range in character. Here, Comprehensive means that the plan encompasses all geographical

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parts of the community and all functional elements which bear on physical development. **General** means that the plan should summarizes policies and proposals; however, it does not indicate specific locations or detailed regulations. **Long-range** means that besides the current issues, the plan should identify the problems and possibilities that is likely to come up in future.\(^{11}\) Besides this, an urban plan should adopt an integrated approach for the all round development of urban areas. Figure 3.1 presents the basic elements of urban planning.\(^{12}\)

**Fig 3.1**

**Comprehensive Plan Elements**


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12 Steiner & Butler, op. cit, p. 7-9
i. **Land use element:** It describes the general distribution, location and characteristics of current and future land uses and urban forms. There are various land use categories such as residential, commercial, industrial, institutional, community facilities, open space, recreational and agricultural uses.

ii. **Transportation element:** It consists of traffic circulation, transit, bicycle routes, ports, airports, railways, recreation routes, pedestrian movement and parking. It describes the general locations and extent of existing and proposed streets and highways.

iii. **Housing element:** It evaluates local housing conditions and projects, housing needs by housing type and price. It identifies the regional needs for affordable housing. It examines job-housing relationship. The job-housing relationship is the ratio between the “expected creation of jobs in a region and the need for housing expressed as the number of housing units.”

iv. **Community Facilities element:** It refers to those activities which are provided by government and quasi-government agencies. These include parks and open spaces, water and sewer line, waste water treatment, water supply, storm water management, school, hospital, police and fire facilities. For community facilities, the local government prepares an inventory and assesses the conditions and adequacy of existing facilities. It further proposes such activities that will support the land use element’s development pattern.

Besides these core elements, there have been other important elements that should be included in an urban plan. These elements relates to economic development, critical and sensitive areas, natural hazards and agricultural land. There are also certain optional elements which require attention within a particular temporal dimension. The present study, however, has dealt only with four basic elements of urban planning explained above.

### 3.2.2 Types of Urban Plans

Modern urban planning has emerged in the latter part of the 19th century. However, over the years, different terms have been used to describe plans. Various types of plans have been formulated which are either generic or specific in nature. **Master plans** depict the spatial or physical form of an urban area. **Comprehensive plans** are concerned with planning of wider regions i.e. for whole town. **Layout plans** are physical plans that depict roads, public spaces and so on within a defined urban area. **Strategic plans** are selective spatial plans that relates to particular location or environment. **Land use zoning** defines the detailed usage of every piece of land. It is
aligned with master plans. **Regulatory plans** define the legal requirements involved in the process of allocation, change in land use, building, and space. Table 3.1 enlist the main types of plan with broad definition of each plan.

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<tr>
<th>S. No.</th>
<th>Types of Plan</th>
<th>Description</th>
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<tbody>
<tr>
<td>1.</td>
<td>Master plan</td>
<td>These are spatial or physical plans that depict on a map the state and form of an urban area at a future point in time when the plan is ‘realized’. Master plans have also been called ‘end-state’ plans and ‘blue-print’ plans.</td>
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<td>2.</td>
<td>Comprehensive plan</td>
<td>Reflects the belief that the planning system should plan towns (or large parts of them) as a whole and in detail. In the past, this term also suggested that wholesale clearance of the existing city should occur in order for the new comprehensive plan to be realized.</td>
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<td>3.</td>
<td>Comprehensive City Plan</td>
<td>Term used in China to describe an urban master plan (1989 City Planning Act).</td>
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<td>4.</td>
<td>General plan</td>
<td>Another term for a master plan, indicating uses and building norms for specific plots. Usually underpinned by a zoning system.</td>
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<td>5.</td>
<td>Layout plan or local plan</td>
<td>These are physical plans, often at a local scale, depicting details such as roads, public spaces and boundaries. Destination plan or building plan A plan for a specific area where substantial change is anticipated, usually in the context of a wider strategic or ‘structure’ plan or ‘scheme’.</td>
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<td>6.</td>
<td>Strategic spatial plan</td>
<td>The terms ‘structure plans’ and ‘strategic plans’ are closely related, and the latter term is now more commonly used. A strategic plan is a broader-level selective (or prioritizing) spatial plan, usually showing, in a more conceptual way, the desired future direction of urban development. Particular decision-making processes accompany the production of a strategic plan.</td>
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<tr>
<td>7.</td>
<td>Directive or Development plan</td>
<td>A more generic term referring to structure or strategic plans.</td>
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<tr>
<td>8.</td>
<td>Land-use zoning</td>
<td>Detailed physical plans or maps show how individual land parcels are to be used, and assigning to the landowner (which may also be the state) certain legal rights and conditions pertaining to the use and development of the land. Ideally the zoning plan aligns with the master plan.</td>
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<tr>
<td>9.</td>
<td>Regulatory planning</td>
<td>Refers to the rights and conditions set out in the zoning plan, along with legal requirements pertaining to the process of allocating or changing land-use rights, buildings and space use.</td>
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**Source:** UN Habitat

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Thus, it is evident that for streamlining the process of urban planning; plans embracing the requirements, general or specific, of an urban area could be formulated. Each typology of plan dealt with the different dimensions of urban planning and administration.

3.2.3 Requisites for Urban Planning

The cities, where the scarce land is always under pressure, land and its usage needs to be regulated. Majority of middle and low income countries of the Asian region have adopted mixed economy and substantial urban land is, generally, privately owned and developed for maximum returns. Therefore, to ensure systematic urban development and efficient use of land, governments have exercised statutory control over urban development and use of land. Large urban areas i.e. metropolitan and megacities have been transforming into global cities due to globalization. Consequently, rapid transformation of built space has been witnessed in urban areas. However, such ramification could only be accepted if a well-defined spatial framework consisting of the following pre-requisites has been orchestrated:

i. **A Well Defined Organizational Pattern:**

Each country has its own defined pattern of organization for ensuring orderly growth of urban areas. The basic aim towards adopting such structure has been to ensure that the projects have been undertaken within a spatial framework. Generally, the national government has enunciated urban policies; the state or provinces promote or guide development through strategies/resources and the municipalities process/undertake/ regulate development through spatial plans. An ideal urban administration system should possess certain essential characteristics that facilitate result-oriented and change-oriented urban management. These are:

a. **A Comprehensive Approach:** “Comprehensiveness” refers to the physical, social and economic characteristics of an urban area and implies creation of such a physical unit of government whose boundaries correspond closely to its pattern of activity.

b. **Vertical Integration:** The success of urban management largely calls for the reconciliation of the group and personal motivations of all levels of government. Sufficient opportunities must exist for proper interface between various levels.

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Coordination between different levels of government through highly developed communication channels is essential for policy determination, resource allocation (physical and financial), information exchange and conflict resolution.

c. **Horizontal Relationship**: The complex physical, social and economic problems of an urban area demand coordination of decision-making at each level of government. Detailed legal prescriptions explicitly defining individual institutional mandates, to a large extent, resolve the problem of coordination, duplication, conflict and overlapping generally faced by departments at each level of government.

d. **Sound Financial Arrangements**: In reality, public bodies are set up with big mandates and are finally constrained in performing on account of inadequate financial resources. A rational organizational structure should observe the principles of providing for financial autonomy commensurate with plan-making power, clearly enunciating financial relationships and encouraging self-financing projects.

e. **Responsiveness and Relevance**: Responsiveness implies the ability of the government to adapt its policies to the needs of the society. Relevance implies the formulation of policies based on a shared perception between the government and the society in terms of needs and priorities. This is possible through citizen participation, political will to respond to current problems and built-in flexibility in an organization.

f. **Adaptability**: refers to the changes, small and large, that an organization can make to its structures where necessary to deal with new situations as they arise. While “ad-hoc” changes can be made, however, too much of “adhocracy” also has negative implications; this can compound problems or create new ones. Built-in flexibility should be a feature of an organization and both long-term and short-term goals should be determined in view of current changes in society.  

Thus, an efficient and effective urban management is essential for creating liveable and sustainable cities.

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ii. **Spatial planning and urban development regulation**

To undertake urban planning in an articulated manner, there has been a need to define the spatial planning and urban development regulations. The well defined regulation ensures:

- **Easy access to land:** Urban development regulation ensures that land is available at reasonable rates for public purposes and acts as a deterrent against speculative purposes. Thus, land acquisition laws have been enacted so that land could be acquired for urbanization and mega projects. Further, land pooling, land reconstruction, land sharing, land exchange and land banking are all part of the process where amicable access to land is being ensured for all income groups at affordable prices.

- **Planned Development:** Ensuring and undertaking planned development would require pre-defined statutory planning system, plan-making processes and plan implementation technique should be pre-defined. The statutory planning system should enact urban and regional planning and development law at the central level so as to regulate the urban development and land use. This should also define the role of local authorities, who should work in co-ordination with the central government to implement the regulations. For this purpose, the local authority could formulate a land use plan defining the uses disallowed in each land use zone and indicating the uses allowed on each plot.

- **Appropriate Municipal Action:** It encourages induction of participatory processes in the urban development plans. The municipal functions are though identified in a comprehensive central law however rules and regulations for action plans, for provision of municipal services, for facilitating community initiatives, for issuing building permits and related licenses for commercial and transport activities are being determined in urban development regulations. In addition, supplemental laws are enacted for housing and slum up-grading, industrial development, traffic and transportation and infrastructure provisions.

- **Adequate Environment Protection:** Development regulations pertaining to environment protection both manmade and natural began to receive attention after HABITAT (I) at Vancouver in 1976. In Asian region, environment protection laws are generally enacted by the national government while supplemental laws are passed by the provincial government for implementation.
In present context, environment impact assessments have emerged as a prerequisite for large development projects.

iii. Urban development and planning controls

It consists of zoning and sub-division regulations in the planning process and building bye-laws as a part of a municipal regulatory process. The development controls defining and regulating the use of land and built space are the most crucial component of development regulations. It guides and controls the actions of both the provider and user of land and built space. Therefore, transparency in understanding and applying the controls is essential.

iv. Genial Partnerships

The development control should promote partnerships between the government department and developers of the built environment. The principle agents in such partnerships have been:

✓ The investor/developers whether an individual or corporate owner/developer of land
✓ The professional i.e. town planners, architect, engineer or surveyor acting on behalf of their client.
✓ Government infrastructure agencies
✓ Government development control agencies

In short, a prudent administration of urban planning should be based on robust legal framework incorporating relevant legislations and acts, a well-articulated organizational structure and a reasonable public private partnership.

Furthermore, The UN-HABITAT Report, 2004 stated that to resolve the mounting urban challenges, it is imperative that a strategic urban planning approach constituting of following essential elements should be adopted16:

i. A long-term vision for the city.

ii. An integrated strategy addressing all the city’s sectoral concerns.

iii. Focus on critical issues.

iv. Consolidation of the socio-economic and environmental contexts of the city.

v. Identification of city’s competitive advantages.

vi. Addressing the implication of change for the future of the city.

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vii. An action-oriented participatory process involving urban stakeholders.
viii. Induction of flexibility in decision-making.
ix. Emphasizes on action within the context of a new cultures of urban management.

However, the Report elaborated that the success of strategic urban planning largely depends upon: -
i. Political will.
ii. Institutional framework of key actors.
iii. Thematic focuses.
iv. Technical capacity involved.
v. Participatory processes.

Hence, it is concluded that the urban planning is a function of aforesaid pre-requisites. The administration of urban planning influences and in turn, is influenced by the ecological factors i.e. social, political, economical and cultural factors.

3.2.4 Urban Planning and Urban System

Each urban system constituted of a complex of ‘sub-systems’ – transportation network, educational and cultural activities, infrastructure facilities etc. Further, each sub-system is a complex of sub-systemic components. Such intricacies determined the complexion of urban development process. This perplexing process of urban development is elaborated in figure 3.2

Figure 3.3 illustrates the dynamics of urban development process. The national development goals are determined by multiple actors i.e. both public and private agencies depending on the needs and aspirations of urban areas. Urban local bodies undertake the development of various components of urban development i.e. housing, transportation, housing, infrastructure facilities and so on to accomplish the predetermined goals. For this purpose input are sought from sources i.e. social sciences, natural sciences, economic and planning science and so on. Thus, urban development is an integrated and complex process.
This process of development consists of objectives (ends), which are enunciated in the plan and certain operational modalities and instruments of change (means). Urban Planning, therefore, is an action-directed goal and a dynamic process, through which the plan objectives are achieved. While plan is a decided-upon scheme that aimed to achieve time bound objectives. Also, the act of planning reflects acceptance of certain state approved goals that could be accomplished through state or societal endeavors together with individual initiatives.

Source: Rao and Gupta (1978)\textsuperscript{17}

3.2.5 Components of Urban Planning

Urban planning involves planning for various components of an urban area such as land, transportation, community facilities, housing, open spaces and so on. However, for the purpose of the present study the emphasis has been laid on three major components i.e. land use, infrastructure facilities particularly water supply, sanitation and roads and housing.

I. Land Use Planning

Land use is the most important component of urban planning. It reflects the form and nature of city’s physical space and change and growth of city over the period of time. In other words, the amount of land that has been put to various qualitative uses and their spatial distribution reflect the city’s socio-economic development. The term ‘land’ and ‘land use’ have different connotations in various disciplines. In simple terms, urban land refers to “total area of the city lying at disposal for various kinds of development, planned or unplanned. The land as a space may be considered as real space, which provides support to man and his activities.” Whereas, the term land use is simply concerned with the “surface utilization of land”. In urban area “land is a site rather than a factor of production” and land use is defined by the statues and acts of urban administration.\(^1\)

Land is both an input to and product of the planning process. While preparing for a land use plan, it is viewed through several perspectives. A land use information module incorporating technical, social, economic and institutional aspects of land use recognizes:-

1. **Land as functional space devoted to various uses:** Land use is a complex mix of various functional uses. These functional uses are derived from structures placed on the land and from the use of available space that results from population and economic expansion. Table 3.3 describes twenty four (24) such functional space characteristics that have been identified for a single urban land.

   Thus, it is very clear that land use planning does not sole depend upon the raw urban growth. It is also required to look after other concerns such as environment, agriculture, commercial, industrial etc. Further, for each functional characteristics specific data regarding its size, value, zoning, slope,

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\(^1\) Lalita Rana, “Urban land use planning in Delhi” in Baleshwar Thakur; George Pomeray; Chris Cusack & Sudhir. K. Thakur (ed.) (2007), City, Society and Planning, Concept Publishing Company, New Delhi, p.361
soil, building and existing and proposed use is required to be collected. In other words, as more and more functions and conditions are added, the spatial planning becomes more complex.

Table 3.2
Functional Space Characteristics

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<th>PARCEL</th>
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<tbody>
<tr>
<td>Location</td>
<td>Area</td>
</tr>
<tr>
<td>Ownership</td>
<td>Assessed value of land</td>
</tr>
<tr>
<td>Zoning</td>
<td></td>
</tr>
</tbody>
</table>

| ENVIRONMENT |  |
| Slope | Soil type |
| Land cover | Wet land |
| Flood Plains | Hazards |

| STRUCTURE |  |
| Building Type | Floor Area |
| Ground Coverage | Height |
| Number of Stories | Conditions |
| Assessed value of improvements |  |

| SPACE USE |  |
| Existing use: primary & secondary | Intensity |
| Number of units | Number of residents |
| Number of employees | Planned future use |

**ii. Land as a setting for activity systems:** As an activity system, land use illustrates more dynamic aspects of functional characteristics i.e. understanding the household and businessman location decisions, patterns of commuters and so on. In simple words, land use, to a large extent, is being determined by the social and life sustaining activities. Such land use arrangement takes into account social access, economic opportunity, habitat and travel patterns. Therefore, to alter the existing urban settings, the land use planner should develop a knowledge base that provide accurate information with respect to the status and trends of activities and problems pertaining to existing land use arrangements.

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iii. **Land as a commodity to be developed:** As a commodity land should be utilized to its fullest. A developable land is planned or zoned for more intense use and has access to urban services necessary to support development. “A more complete meaning of “developability” would include the land’s market availability and the economic feasibility of developing it.” Generally, large amount of developed land is available with the public planning agency that focus on the physical and regulatory characteristics of development. While market availability of land for development is comparatively small. Realtors and developers focus on the market oriented characteristics. However, more often the government planners do not incorporate market consideration in its growth management plans. Consequently, land use regulations are not successful in checking inappropriate large scale speculative land development schemes. Hence, it is imperative that land use regulations should consider real estate implications.

iv. **Land as a perceptual image or aesthetic resources:** Land as a perceptual image or aesthetic resource provide a “visible system of orientation, aesthetic appeal and social symbolism”. It is through these distinctive uses of land that people interpret and evaluate social environment of an urban area and this in turn, help to define and reinforce the social order.

This land use information when combined with information on population, economy, environment and infrastructure illustrates the dynamics of community change. Thus, an effective land use plan ensures the fulfillment of community’s need throughout the planning period and enhance the commodity value of land over the planning area.19

The land use classification commonly refers to the “service utilization of land” in the city and it consists of only major uses and further each use composed of several sub-uses. In other words each major land use category is a distinct grouping of its sub-uses. These sub-uses highlight the real nature of urban land use development. The perspective Planning Wing of Delhi Development Authority in its First Master Plan (1961-81) illustrated the distribution of various uses of land. The Delhi Master Plan (1961-81) consisting of detailed land use plan should be considered as the forerunner of

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modern town planning in the county. Annexure II clearly represented the major land uses and their sub-uses in the land use plan. It highlighted the 13 major land uses and 58 sub-uses. All these land uses and sub-uses are meant to provide a desirable physical shape to the city. However, all these uses are not of equal significance since all land uses do not have the capability to influence the growth and expansion pattern of the city. Out of the 13 major land uses, residential, commercial, industrial and government uses are the ‘primary’ or basic uses in the context of any Indian city.

An effective land use planning is both a technical as well as a political process. It’s the responsibility of the government officials to determine the constitutional provisions, laws, regulations, planning powers and decision processes so as to check the unregulated maximization of market, social or environmental values and protect the overall public interests. The urban land use planning process mainly consists of four interrelated phases: (i) Operational Stage; (ii) Projection Stage; (iii) Implementation Stage and (iv) Evaluation Stage. (Figure 3.3)

**Figure 3.3**

**Process of Land Use Planning**

Source: Ashok K. Dutt, p.366

i. **Operational Stage:** After the selection of spatial unit for planned development, formulation of objectives is the key phase of operational stage. For this purpose, during this stage, a plan undertakes: “(a) an assessment of available physical space and of existing population and land uses to know future land
requirements; (b) determination of appropriate quantitative and qualitative physical standards for each use and (c) a decision on the type of land use control required to assure conformity with the adopted standards and methods for effective enforcement.” At this stage not only the anticipated problems during plan implementation are being perceived but also adjustments are made for unforeseen elements and for changing urban conditions in future.

ii. **Projection Stage:** An assessment of the space required for various uses and sub­uses on the basis of the projected population, density pattern and work force is made during this stage. These detailed land use proposals are published in the zonal development plans.

iii. **Plan Implementation Stage:** The implementation stage has been the most crucial phase of land use planning process. The success of land use plan depends largely on its execution. A planner come across numerous impediments during plan implementation stage such as slow acquisition of land for development, implementation delays, plan violations, partial implementation of land use proposals, problem of multiplicity of planning and implementation authorities and agencies, financial constraints and lack of effective enforcement machinery. However, implementation delays are mainly of two types: (i) Procedural (i.e. delay in seeking approval for implementation) and (ii) Administrative (such as delay in land acquisition and disposition for development). The existence of such predicaments during plan implementation highlights the gaps and lapses of a land use plan.

iv. **Evaluation Stage:** A comprehensive analysis of success and failure of a land use plan is being undertaken during this stage. The evaluation aims at doing away with previous plan fallacies and reorienting the future planning strategies. In the process, the distorted results of planning are examined, delays and lapses are brought to the light and the undesirable land uses are identified. The evaluation of a plan serves as a feedback for the operational stage.²⁰

Thus, it is evident that the process of urban land use planning is a complex process. A meticulously designed land use plan is imperative for reasonable utilization of scarce urban land. All the four stage are indispensable

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²⁰ Thakur, op.cit, pp.366-368.
as they are linked to each other in a cyclical manner. (i.e. an outcome of one stage becomes an input for another stage).

The process of land use planning has been based on certain fundamental principles which facilitate efficient planning of available land in accordance with the demands of an urban area. These principles provide a systematic approach to the entire process of land use planning. Some principles are generic in nature while some relates specifically to various components of urban planning.\footnote{http://www.uwsp.edu/cnr/landcenter/Publications/elementguides/Land_Use_Element_GuideZLUG-AppendixA.pdf. Last accessed on 25.08.2010.}

i. \textit{Principles for General Land Use}

a) Separate incompatible uses such as industrial from residential by locating them in different parts of the community or buffering them from each other.

b) Consider potential “nuisances” such as noise, light, smell, high volume roadways and industrial uses.

c) Accommodate daily services in a central location or business district.

d) Locate institutional uses in areas to serve as focal points for the community and where appropriate support downtown or special district activities.

e) Continue developing in areas where existing development is already located or where public services already exist rather than developing new areas.

ii. \textit{Principles for Housing and Neighborhood Development}

a) Provide enough area for housing to meet future growth expectations.

b) In cities and villages and urban towns, incorporate a mix of housing types, densities and costs (single family, multi-family, apartments, senior & affordable housing)

c) Distribute affordable housing throughout the community.

d) Plan for multi-family developments in parts of a city or village where streets and sidewalks can handle the increased amount of traffic generated by the project, where there are adequate parks and where the utility system and schools have sufficient capacity.
e) Within cities and villages and urban towns, design new neighborhoods that are located within walking distance of civic spaces, churches, commercial uses and jobs.

f) Encourage small scale retail and services to locate close to residential neighborhoods.

g) Separate and buffer mainly residential neighborhoods and schools from large scale commercial and industrial areas.

iii. Principles for Utilities and Community Facilities

a) Maximize use of existing utility system and facilities before extending systems

b) Avoid urban development in areas that cannot be easily or economically served with municipal utilities.

A planner should, therefore, consider these principles while formulating a land use plan; since the principles allow systematic allocation of various urban activities over a period of time.

Further, land use planning also aims to ensure the reconciliation of interests, actions and alliances of all stakeholders namely development market players, government officials and advocates of various interests, who influence the future urban growth and changes. The market-oriented players include private sector land owners, developers, builders, realtors and other who seek to profit from land use change. Government players include public sector elected and appointed officials at the federal, state, regional and local levels, who frame laws and make governmental land use decisions aimed at the overall public interest. Interest group players include representatives of special interest- neighborhood pressure, environment conservation, economic development, farming, minority groups and others. These stakeholders compete over the content and procedures of land use regulations, plans and development decisions. The planner, therefore, must integrate these contending interests into land use and development management plans by formulating feasible and desirable objectives and developing responsive and defensible implementation strategies.\(^{22}\)

In urban planning process land is an important component because success of every urban activity largely depends on its spatial dimension. Thus, land use planning

\(^{22}\text{Thakur, op.cit, pp.7-10.}\)
becomes imperative for orderly disposition of land, resources, facilities and services for securing the physical, economic and social efficiency of urban and rural communities.

II. Infrastructure Facilities

An urban land should be available for public and quasi public structures which are essential for creating sustainable environment in modern urban places. These public structures or services are called infrastructure and community facilities. The term “infrastructure facilities” generally refers to public water and sewer facilities, highways and public transportation. The term “community facilities” refers to schools, parks, fire and police station, libraries, hospitals, community centers and so on. However, both the terms are sometimes used interchangeably “to designate the entire underlying public physical plant and system of services.”

The process of urban plan formulation facilitates assessment of social and economic needs of the population relating to infrastructure. It undertakes macro view of an urban area and its interlinkage with land use and development. The planning for infrastructure and its integration takes place at three levels: (i) the Macro level i.e. at the city level, it is essential to integrate the planning and infrastructure facilities such as road network, large scale utilities, housing facilities etc; (ii) the Intermediate level i.e. a zone or a cluster of local areas; (iii) the Micro level i.e. a local ward in case of ULBs. These levels are significant for formulating a relevant and responsive urban plan. Further, for efficient delivery of infrastructure facilities, an urban plan should deliberate on following components:

i. “Macro policy or consistent policy of the government.

ii. Institutional clarity.

iii. Legal and regulatory framework in the form of zonal regulations.

iv. Simplified flexible systems for ease of implementation.

v. Robust spatial information and monitoring tools.

vi. Financial backing for the plan.

vii. Participatory approach across the service providers, private investors, beneficiaries and other stakeholders.”

Furthermore, incorporation of community facilities is essential to planning from two perspectives:

i. **Social use values perspective:** It projects the desirability and undesirability of particular service by the community. Therefore, depending upon the social acceptability, the plan projections of the facilities should be drawn in the plan on priority basis.

ii. **Market value perspective:** An urban area possessing adequate infrastructure facilities would have high market value. This implies that establishment of requisite infrastructure strengthen the scope for further development of an urban area.

Thus, infrastructure facilities both from social use value perspective and market value perspective has been a significant component in determining land use planning. From the market perspective, there has been three most essential infrastructure facilities i.e. transportation, water and sewer facilities. However, school, park and recreational facilities are important only for creating conducive social environment for the community residents.24 Urban infrastructure generally covers what may be described as ‘amenities’, such as (a) water supply (b) sanitation and sewerage, (c) solid waste management and (d) urban transport management25.

a) **Water Supply**

Water is the most essential component for sustenance of all types of life i.e. human, animal and plant. This is evident from the fact that all the world’s greatest civilizations have evolved around one or other source of water. However, in present times the ongoing water crisis has been posing the greatest challenge for survival of human race. In 21st Century the world has been facing following challenges with respect to water:

a) “Water scarcity due to population growth, finite fresh water resources and/or its uneven distribution; and development constraints due to technological, economic and environmental factors. All these have severe consequences for food security, deforestation and desertification in many parts of the globe.

b) Lack of universal and affordable access to clean drinking water, sewerage and sanitation, particularly to women, children and disadvantaged populations especially in water scarcity regions.

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24 Edward J. Kaiser; David R. Godschalk & Francis Stuart Chapin, op.cit, pp. 228-229.
c) Deterioration of surface and groundwater, water quality due to inadequate pollution control and waste treatment resulting from rapid urbanization, industrialization and intensification of water usage causing pollution of rivers, lakes, wet lands. More and more money is spent on health care and to combat water-borne diseases.

d) Increasing competitive demand and disputes on shared water resources and inter-sectoral water allocation which can threaten peace and security.

e) Decline of financial resources in the water sector is bound to slow down the development process of this vital infrastructure and affect the levels of service. The strategies have to be evolved to encourage much needed private sector investments and its involvement for bridging the gap.

f) Inadequate awareness among the public and decision makers in understanding the full extent of the water crisis, and to find lasting solutions.

g) Fragmentation of water management at the sectoral, national, regional and international levels with very little coordination amongst them.  

Thus, it is evident that as the society has become more complex in its urban-industrial concentration, new problems of water supply and use has emerged. These problems are largely the product of interaction of two factors: (1) the concentration of demand upon local water resources; and (2) the increasing value which the urbanized public attaches to water amenities, such as outdoor recreation and esthetic pleasures of water location. Urban planning, therefore, must be prepared to express and document the city's water service needs and priorities in terms of long-range goals. Water managers must participate in the planning process and should be guided by the planning product in selecting the mixture of multiple water services.

In India, the rate of urbanization has been amongst the lowest in the world. However, presently 250 million people have been dwelling in the cities and by 2020 it is expected that 50% of India's population shall be residing in cities. Consequently, enormous pressure would be exerted on already strained water supply systems of urban areas. According to the World Bank study of 27 Asian cities with population of over one million, Chennai and Delhi has been ranked as the worst performing metropolitan cities in terms of water availability per day while Mumbai and Kolkata have been

ranked second and fourth respectively. Hence, it becomes essential that an urban plan 
should envisage adequate provisions that ensure systematic and reasonable availability 
of water in urban areas.

It has been found that urban water supply and sanitation sector has remained an 
important area. However, allocation of funds from 1st Five Year Plan onwards has 
varied from 1.0% to 1.5% of the total public sector outlay. It was during the 9th Plan 
that allocation could be stepped up to 2.17%. The tentative 10th Plan outlay for urban 
water supply and sanitation was 18749.20 crores, which was only 1.3% of the total 
public sector outlay. During the 11th Plan, the total fund required to achieve 100% 
population coverage with respect to urban water supply, sewerage and sanitation and 
solid waste management have been discussed in Table 3.4. Furthermore, to expedite 
creation of infrastructure and to improve the urban environment, the Government of 
India has launched the Jawaharlal Nehru National Urban Renewal Mission in 2005. 
The Mission has accorded the highest priority to urban water supply and sanitation, as 
40% of the total outlay has been allocated to this sector.

Table 3.3

<table>
<thead>
<tr>
<th>S.No</th>
<th>Sub-Sector</th>
<th>Estimated Amount (in crores)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Urban Water Supply</td>
<td>53,666</td>
</tr>
<tr>
<td>2.</td>
<td>Urban Sewerage and Sewage Treatment</td>
<td>53,168</td>
</tr>
<tr>
<td>3.</td>
<td>Urban Drainage</td>
<td>20,173</td>
</tr>
<tr>
<td>4.</td>
<td>Solid Waste Management</td>
<td>2,212</td>
</tr>
<tr>
<td>5.</td>
<td>Total</td>
<td>129219</td>
</tr>
</tbody>
</table>

Source: 11th Five Year Plan

The Constitution of India has declared water supply and sanitation as a state 
subject and therefore, the onus for planning, implementation and O&M including cost 
recovery of water supply and sanitation projects lies with the state governments. 
Further, at local level, institutions of local government i.e. municipalities or statutory 
odies shoulder this responsibility. The Central Government, Ministry of Urban

Development and Poverty Alleviation formulated policy guidelines and provided technical assistance as required. It also mobilized external financial assistance in the water supply and sanitation sector and route the assistance through state plans. The Centre Government has formulated the National Water Policy (NWP) in 2002 and the state governments are expected to formulate the corresponding policies. The Punjab Government has first adopted the State Water Policy in May 1987 on lines of NWP (1987) to manage and utilize the water resources in judicious manner. The policy was updated in 2002 and was further revised in 2008.

At state level, the Public Health Engineering Department (PHED) has been the principal agency for planning and implementation of water supply and sanitation programmes. However, in some states, the Water Supply and Sewerage Boards (WSSBS) have taken over the function of PHEDs. The WSSBs have been created with a view to introduce commercialization in the water supply and sanitation sector management and ensure greater accountability. The Boards have been established in Assam, Bihar, Gujarat, Karnataka, Kerala, Maharashtra, Orissa, Punjab, Uttar Pradesh and Tamil Nadu. The autonomy and responsibility of these statutory bodies varies across different states. At local level, the ULBs undertake operation, maintenance and revenue collection with respect to water supply and sanitation. However, the paucity of funds has adversely affected the service delivery mechanism of ULBs.28

b) Sanitation and Sewerage

The Indian cities have been experiencing poor sanitation conditions due to high rate of urbanization. The 54th round of National Sample Survey (NSS) reported 26% of households having no latrines, 35% using septic tank and 22% using sewerage system. About 43% of households in urban areas either had no latrines or no connection to a septic tank or sewerage. In urban areas sewerage connections varied from a low 48% to a high 70%. Out of 300 Class I cities, about 70 have partial sewerage system and sewage treatment facilities. According to Central Pollution Control Board, the waste water generated in 300 Class I cities is about 15800 million litres a day while the treatment facilities existed for hardly 3750 million litres per day.29

The data clearly revealed the need to take steps to upgrade both the existing quality and quantity of sanitation and sewerage systems in urban areas.

The Ministry of Urban Development had published the rank wise list of cities on sanitation under the National Urban Sanitation Policy, 2008\(^\text{30}\). The findings of the survey on where the Indian cities stand on safe sanitation practices revealed some grime figures. A majority of 423 cities that were rated on various sanitation parameters like absence of visible open defecation, proportion of total human excreta generated that is safely collected, proportion of treated waste water that is recycled etc. have been found wanting on various accounts. Nevertheless, the city of SAS Nagar (48.430) ranked 28\(^\text{th}\) while its neighbor, Chandigarh (73.480) gained 1\(^\text{st}\) rank. The gap in their ranking clearly highlighted the difference in the sanitary conditions of the two cities.

c) Urban Transport – Roads

The success of economic development initiatives in any country or region largely depends upon the establishment, maintenance, and continued refinement of an appropriate road network. Such networks are essential elements in moving people, products, and services from one location to another as they link the core of a region or country to the rings of development leading to the periphery. In the case of developing nations or countries that are experiencing exponential population growth and creation of centers of commerce and human activity beyond the traditional population core, the creation of a national strategy for sequential development of a comprehensive road network capable of meeting present and future needs is an essential component of urban planning.

The city of Curitiba has presented an excellent example of integration of the transportation system with urban planning. The development of Curitiba’s well-renowned transportation system is the manifestation of its urban planner’s realization that the adequate development of infrastructure could guide the expansion of the city, even if the growth of population could not be controlled. They recognized that transportation system could serve as the backbone for the perspective development and growth of the city. Therefore, the Curitiba’s Master Plan in 1966 established guidelines that restructured the city’s radical configuration into a linear model of urban expression. Accordingly, urban planners thought that transportation land use and road


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system could be used as integrated tools of development in compliance with these guidelines. Subsequently, in 1970, the zoning laws were designed to direct linear growth of the city by attracting residential and commercial density along both sides of the road network.  

Theoretically, under the functional classification system, the roads have been classified into four types: (i) Principle Arterials: These are long distance ‘trunk lines’ and provides for perennial routes within and between urban areas. They generally carry high volume of traffic at high speed. Freeways including interstate highways are principal arterials; (ii) Minor Arterials: These are the backbone of the urban road network which provides continuous routes through urban areas. They contain most of a city’s commercial and institutional uses and therefore traffic management on these roads poses a great challenge. Minor arterials include state, county and city streets. They are referred to as numbered streets; (iii) Collector Roads: They are minor tributaries that gather traffic from numerous local streets and deliver it to and from minor arterials. Collectors are mainly city or county streets. Generally, they are bordered by properties (both business and residential) with driveways to street and (iv) Local Streets: It refers to the streets system that exists within the local area. They are short in length and are interrupted frequently by traffic control devices (stop signs or devices). The travel distance is short mainly up to nearest collector street and speed of vehicles is usually low i.e. 20 to 30 kilometers per hour. They embraced numerous driveways that provided accessibility to residential as well as non-residential land use (officials, churches or small businesses).

The most important function of local streets has been to provide greater connectivity and immediate access i.e. to connect two places directly and through multiple routes. For this purpose, the streets have been organized under a wide variety of network patterns such as Grid, Grid and Square, Web, Radial, Curvilinear and Irregular. Amongst these entire patterns, the traditional rectilinear grid pattern provides relatively direct connection and multiple routes and thus has high connectivity. In Chandigarh, the traffic circulation system has been organized in a grid pattern. A graded system of circulation has been adopted. The 7Vs road network presents an

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31 Effective Transportation for successful urban planning in Curitiba, www.curitiba.pr.gov.br. Last accessed on 09.08.2010  
organized hierarchy of roads which could bring traffic circulation under control. The 7Vs hierarchy of road network consists of: (i) Arterial Roads [V1]; (ii) Major Boulevards [V2]; (iii) Sector definers [V3]; (iv) Shopping Streets [V4]; (v) Neighborhood streets [V5]; (vi) Access lanes [V6]; and Pedestrian path and cycle tracks [V7 & V8]. The gradation of road network elucidates the systematic approach of urban planning process in the city that in turn, contributed to the efficiency of transportation facilities.

However, the rapid urban growth has been posing as a key challenge in establishing a coherent road network both in the new extension areas and urbanized areas in a plan. In general terms, the existing road networks have proved to be insufficient and have been suffering from following shortcomings:

- High growth rate of vehicles and heavy vehicular volumes on roads causing congestion, delay, safety and pollution.
- Ineffective utilization of road space – street parking, encroachments and lack of pedestrian facilities.
- Improper road design – no consideration of disabled and pedestrians of roads.
- Inadequate and inefficient public transport system – need to address transport system for masses according to their affordability.
- Lack of integration of transport system and land uses.
- No provision for environment friendly modes like cycles and cycle rickshaw in road design.
- Intermixing of local and regional passengers and goods traffic.
- Inadequate parking at commercial areas and work centers and lack of parking policy.
- Lack of co-ordination in implementing au agencies at city as well as regional context.
- Lack of user system interface and transport information.
- Lack of adequate enforcement and implementation of planned schemes.

Thus, for the success of an urban plan, a sound system of road network needs to be developed. A mix of approaches from laying new roads, to road widening and traffic management should be deployed to meet planning objectives and creating a road framework. The creation and up gradation of roads have positive effect on urban

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33 http://chandigarh.gov.in/nowchd_gen_circulation.htm, Last accessed on 29.08.2010
development. Therefore, roads should be designed in such a manner that it adds to the value of surrounding land and streamline the urban growth.

III. Housing

In India, the housing sector has been considered an essential component for ensuring rapid economic development of the nation. For this purpose, provisions have been made in five year plans and the Centre Government has initiated various policies/programmes and schemes, from time to time, for addressing the housing problem. It initiated (i) the National Slum Development Programmes (for provision of basic infrastructure and services in slums); (ii) Swarna Jyanti Shahari Rozgar Yojana (for provision of employment opportunities to urban poor); (iii) the Two Million Housing Programmes (emphasized on housing for all, particularly EWS/LIG sectors) and (iv) the Valmiki Ambedkar Awas Yojana (aimed at providing subsidy for construction of housing and sanitation facilities for urban slum dwellers living below poverty line).

However, the condition of urban housing presents a gloomy picture. The Technical Group for the 11th Five Year Plan estimated that the magnitude of urban housing shortage has been quite high. The housing shortage has been estimated to be around 24.7 million for 67.4 million households, at the end of the 10th Five Year Plan. Ironically, 99% of this shortage has been related to Economically Weaker Sections (EWS) and Lower Income Groups (LIG). The Group estimated that during the 11th Plan, a total of 26.53 million housing units (including backlog) would be required for 75.01 million households.

With the view to ameliorate the existing scenario, the National Urban Housing and Habitat Policy (NUHHP), 2007 aimed at enhancing the provision of housing facilities to all sections of society, especially the EWS/LIG sectors by adopting a “Regional Planning approach”. The NUHHP, 2007 “seeks to use the perspective of Regional Planning, as brought out in the 74th Amendment Act in terms of preparation of District Plans by DPCs and Metropolitan Plans by MPCs, as a vital determinant of systematic urban planning. The policy seeks to promote a symbiotic development of rural and urban area. In this regard, the policy seeks to ensure refinement of Town and Country Planning Acts (wherever required) and their effective implementation.”

In order to integrate housing with urban planning, the Policy intended (i) “encouraging state governments, urban local bodies and development authorities to periodically update their master plans and zoning plans which should inter alia
adequately provide for housing and basic services for the urban poor; (ii) promoting balanced urban-rural planning by following the Regional Planning approach, take the whole State/UT as a region, under the town and country planning acts in the states and (iii) planning for mass rapid transit system (MRTS) at the city metropolitan planning area and sub-region levels. Thus, the Policy has called upon for identifying the housing needs within the urban planning process\textsuperscript{35}.

Likewise, the State of Punjab has, for the first time, adopted the Punjab Housing and Habitat Policy, 2008 to develop a comprehensive perspective on housing and addressing the housing requirements of all sections of society, especially the EWS/LIG groups. Due to rapid urbanization, the provision of housing facilities in the State has been found to be deficit. As per Census, 2001 in Punjab nearly 34% of the total population lived in urban areas as compared to 28% at the national level. Further, the NSS Report No. 486 stated that the proportion of slum dwellers living in notified slums in the State is higher than the national average.

Consequently, the urban housing and infrastructure facilities have been experiencing colossal pressure. As per Census, 2001, the State had a housing shortage of 3 lacs units of which 2.10 lakh units shortage was in urban areas and 90,000 units in rural areas. (Table3.5) Further, the number of dilapidated houses in the State was 1.81 lakh units both in urban and rural areas. In addition, the State has houseless population of nearly 47,000. As per NBO, the urban housing shortage in the State in 2007 was 6.90 lakh units.

<table>
<thead>
<tr>
<th>S.No.</th>
<th>AREAS</th>
<th>TOTAL SHORTAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Urban + Rural Areas</td>
<td>3 lakhs</td>
</tr>
<tr>
<td>2.</td>
<td>Urban Areas</td>
<td>2.10 lakhs</td>
</tr>
<tr>
<td>3.</td>
<td>Rural Areas</td>
<td>90,000</td>
</tr>
</tbody>
</table>

The Policy, therefore, estimated that during 2007-12, the State would require an additional 12 lacs housing units. Out of these 12 lacs, 11.40 lacs houses (i.e. 95%)

would be required for poor/EWS/LIG/MIG households. About 6 lacs houses would be needed for the EWS; 3.60 lakh for LIG; 1.80 lakh houses for MIG and the remaining 60,000 for HIG category (Table 3.6)\textsuperscript{36}.

Table 3.5

<table>
<thead>
<tr>
<th>S. No.</th>
<th>CATEGORY</th>
<th>TOTAL NO. OF UNITS</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>EWS</td>
<td>6 lakh</td>
</tr>
<tr>
<td>2.</td>
<td>LIG</td>
<td>3.60 lakh</td>
</tr>
<tr>
<td>3.</td>
<td>MIG</td>
<td>1.80 lakh</td>
</tr>
<tr>
<td>4.</td>
<td>HIG</td>
<td>60,000</td>
</tr>
<tr>
<td>5.</td>
<td>Total Requirement</td>
<td>12 lakh</td>
</tr>
</tbody>
</table>

Hence, it is evident that the State has been reeling under acute housing shortage. Therefore, to overcome the on-going crisis, it is imperative to integrate housing with urban planning process.

3.3 GENESIS OF URBAN PLANNING IN INDIA

The need for optimum location of various human activities over space led to the emergence of the field of Spatial (Physical) Planning that includes town, regional and country planning. It has two important constituents: - Human Activities and Space. Human activities, however, are more significant and calls for proper location of various activities thereby ensuring optimum utilization of scarce space. This process of proper location of activities can be termed as “Spatial Planning”. In India, urban planning dates back to Vedic times. The excavations of the cities of Harappa and Mohenjodaro revealed towns constructed on well- conceived notions of urban planning. In later periods, different rulers developed a good number of planned cities. However, urban planning as a conscious effort aiming at planned urban development is of recent age.

The Vedic Settlement Planning emphasized the organic unity of man and nature resulting in creation of pollution free environment. However, in the medieval period i.e. during the regimes of the Mauryas, Guptas and Mughals, a large number of cities (such as Patliputra, Vaishali, Delhi and Ajmer) emerged as the political, educational, religious and cultural centers. The city of Jaipur, however, has been the

\textsuperscript{36} Government of Punjab, \textit{Punjab Housing and Habitat Policy (PHHP-2008)}, Department of Housing and Urban Development, www.punjabgov.nic.in. Last accessed on 4.08.2010

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first planned city of India of the pre-modern times. The city was built by following the classical principles of Vastu Shastra and Shilpa Shastra. During the \textit{pre-independence era}, the British Government undertook planning of towns with the aim to promote cities as the strategic linkages for the purpose of defense, trade and commerce. Nevertheless, modern spatial planning was brought to India in the late 19th century during the British regime. With the aim to ameliorate the degraded sanitation conditions in the cities, Sanitary Commissions were appointed in 1864 for the presidencies of Madras, Bengal and Bombay. Further, in 1896, after the outbreak of plague, Bombay Improvement Trust Act was enacted in 1898. Thereafter, to regulate the development activities, Land Acquisition Act was enacted in 1894. The British enacted Housing and Town Planning Act in 1909 relating to preparation of Town Planning Scheme. However, it was observed that the need for spatial planning had been more pronounced in urban settlements. Therefore, after Bombay, Improvement Trusts were created in Calcutta (1911) and in cities of Uttar Pradesh (1919). The Trusts aimed at developing the blighted areas and providing housing to the poor. However, it was the visit by Patrick Geddes, a pioneer in the field of town planning, to India in 1915 that gave impetus to spatial planning activities. Consequently, town planning legislation was enacted i.e. Bombay Town Planning Act 1915 and Madras Town Planning 1920, which provided for preparation of town planning schemes by the planning authorities in the State.  

In the \textit{post independence period}, the need was felt to have a comprehensive Town and Country Planning Act, on the lines of United Kingdom’s Town and Country Planning Act 1947, for preparation of master plans. Therefore, model Town and Country Planning Legislation was discussed in the first Annual Town and Country Seminar of the Institute of Town Planners at Hyderabad. Subsequently, Central Town and Country Planning Organization drafted model Town and Regional Planning Development Law for the states. On the basis of the law, various States enacted the respective Town and Country Planning Acts. The following observation by Bhore Committee (1946)\textsuperscript{39} highlights the importance of spatial planning for regulated urban growth

\begin{itemize}
\item Shamsher Singh, op.cit, p.10.
\end{itemize}
Most of the populated rural and urban centers in the country have grown up in the past without due regard to the principles of planning. In the post-war period new large scale industrial developments, the execution of large public works and other activities will, in all probability, help to create new townships and settlements and thus, further the process of urbanization. It is, therefore, essential to regulate the growth of towns in accordance with the principle of sound town planning, to make a determined effort to eradicate existing slums and to prevent conditions in which they can again grow and thrive.

Further, after 1947, much emphasis was on establishing self contained towns, so as to rehabilitate the migrant population. As a result, new state capitals like Chandigarh and Bhubaneshwar were set up. However, from the conceptual point of view, it was the Third Five Year Plan that marked a water shed in urban planning thought. The initial policy of piecemeal infrastructural development became redundant whereas emphasis had been laid on overall urban development. The Third Five Year Plan(1961-66) considered urbanization as “an important aspect of the process of economic and social development” and linked urban planning with the broader goals of economic development and “balanced development between large, medium-sized and small industries and between rural and urban areas”. The Plan indicated certain minimum directions in which action should be taken.

1. Control of land values through public acquisition of land and appropriate fiscal policies.
2. Physical planning of the use of land and preparation of master plan.
3. Defining tolerable minimum standards for housing and other services to be provided for towns according to their requirement and also prescribing maximum standards to the extent necessary.
4. Strengthening of municipal administration for undertaking new development responsibilities.

Thereafter, subsequent plans began to consider development of urban areas as an important aspect for achieving the desired economic and social development goals.

41 Mohit Bhattacharya, op.cit, p.119
3.4 ADMINISTRATION OF URBAN PLANNING IN INDIA

An efficient and responsive organizational structure is essential for materializing the objectives set forth by an urban plan. This calls for dynamic urban management that ensures balanced economic growth through rational allocation of resources. Urban management means developing, managing and coordinating resources to achieve objectives of urban development. Stern, however, opined that urban management is an ‘elusive concept which escapes definition’. He stressed that “urban management is an integrating concept. It implies an integrated approach to the major issues of cities in emerging economies.” Thus, this called for shift of loci from “physical planning” to “comprehensive urban management”. An organizational framework conceived for urban management is concerned with the geographical patterns, functions, powers, responsibilities, legislative bodies and informal measures relating to all levels of government. The dynamics of urban management is a logical outgrowth of the commitment to balanced economic growth, to environmental quality and to rational resource allocation.

The haphazard growth and the ribbon development (i.e. development along roadside) of the cities, due to massive migration in 1947, resulted in decline in the quality of life in urban areas. This espoused the need to undertake the comprehensive planning approach aiming at doing away with prevailing inadequacies and ensuring balanced development of areas as well as hinterlands. Therefore, serious thought was being given to urban planning in various five years plans.

3.4.1. Provisions for Urban Development under Five Year Plans

- The First Five Year Plan (1951-56) envisaged the establishment of National Town and Country Planning Act which would provide for zoning and use of land, control of ribbon development, location of industries in suitable areas, clearance of slums, carrying out civil and diagnostic surveys and preparation of master plans etc.

- The Second Five Year Plan (1956-61) laid down specific priorities and programmes of urban planning in a broader framework of regional development and emphasized on ‘the regional planning approach’. It envisaged that:-
  (i) Town and Country Planning Legislation should be enacted in each State to evolve balanced ‘urban- rural regions’. (ii) Each state should have a phased programme for the preparation of master plans in all-important towns. (iii)
preparation of regional plans for upcoming towns should be taken in hand. (iv) The urban development programmes in the Second Five Year Plan should be important in an integrated manner by taking into account their impact on urban and regional development within different parts of each State or region.

➢ The Third Five Year Plan (1961-66) marked radical transformation in urban planning thought. It viewed urbanization “as an important aspect of the process of economic and social development” and integrated urban planning with broader goals of economic development and “balanced development between large and medium-sized and small industries and between rural and urban areas”. It realized that urban and regional planning is an integral part of economic development and emphasized strengthening of municipal administration. It advocated the preparation of comprehensive land use policy; for this the Central Government provided 100% financial assistance to the States for establishing Town Planning Departments for preparation of Comprehensive Master Plans.

➢ The Fourth Five Year Plan (1969-74) envisaged formulating district plans in order to interlink the process of urban planning with national planning. It emphasized the integration of the planning of urban and rural areas by the States. District was accepted as regional unit for planning in order to eliminate the regional imbalance.

➢ The Fifth Five Year Plan (1974-79) laid down that the problems of metropolitan cities should be tackled at comprehensive and regional basis. In order to reduce the pressure of urbanization, smaller towns or new urban areas should be developed and effort should also be made to augment the civic services in the cities. It provided that assistance would be provided to the State Government to implement the urban development projects related to metropolitan cities.

➢ The Sixth Five Year Plan (1980-85) identified the problems of ever expanding urbanization. It emphasized the development of small cities along with the large cities. For this, it recognized three basic aims of urban planning - altering the pattern of growth, decongestion of large cities and removal of existing problems in the cities.

➢ The Seventh Five Year Plan (1985-90) envisaged that urban areas should support economic development in the country. It emphasized the adoption of
industrial location policy for appropriate formulation and implementation of regional and urban plans and spreading of the private industries in small and medium towns to check migration in metropolises. It lays down regional urban systems should be identified on the basis of regional characteristics and municipal bodies should be strengthened.

➢ The Eighth Five Year Plan (1992-97) identified the need to consolidate and operationalize the spatial and economic dimension of planning in urban sector. It provides for taking up requisite measures – legal, financial and organizational - for enhancing the equitable supply of urban land for urban development. It realizes that private participation should be encouraged and public and private sector should work together for developing urban infrastructure and housing. In view of rapid deterioration of environment, the plan emphasized that the conventional city plans should be modified. The city plans should incorporate measures to protect the environment.

➢ The Ninth Five Year Plan (1997-2002) envisaged to develop ‘urban areas as economically, socially equitable and environmentally sustainable entities’. It laid stress on developing and upgrading of urban infrastructure and improving the environment. It promotes participation of private sector in provision of urban infrastructure and community participation in urban planning and management. It realized the need to strengthen the municipal governance.

➢ The Tenth Five Year Plan (2002-07) identified that in face of rapid urbanization, it is imperative to improve urban governance. This would be possible only by strengthening the urban local bodies. They should function as autonomous and self-reliant units. It emphasized for generating city-level data and city maps through satellite imagery. This could be used further for comparing service standards among the cities for urban planning42.

➢ The Eleventh Five Year Plan (2007-2012)43 has been highly sensitive, in globalization era, towards addressing the urban issues constraining the economic growth of the country. To make urban planning and management a sustainable process, the Plan envisaged: (a) Developing inter-linkage between

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42 www.planningcommission.nic.in. Last accessed on 20.12.2010
national level spatial strategies, regional level strategy plans, metropolitan region strategy plans and city and ward level land use and development plans. (b) Developing a scheme of inter-related plans at three levels, namely Perspective/Structure Plan (20-25 years), Short-term Integrated Infrastructure Development Plan (5 years) coterminous with the National Five Year Plans and plans of projects and schemes. (c) Preparation of the state spatial plans by taking into account demographic and economic potentials, broad land use configurations, infrastructure requirements, project implementation schedule including mechanism for public-private partnerships. (d) Providing adequate infrastructure and manpower to municipalities for preparing development plans. (e) Implementing user friendly and transparent development control norms.

An Approach to the Twelfth Five Year Plan (2012-2017)\textsuperscript{44} emphasized for undertaking long term strategic urban planning to ensure that urban management is not only limited to ‘renewal’ of cities. Long term urban plans must anticipate emergence and growth of new cities along with expansion of economic activities. Thus, urban planning exercise should not be situated only in the specific context of municipal limits but it must encompass the overall regional planning perspective. Regional planning should aim to identify small and medium size towns and expanding villages with location or natural resource advantages for future socio-economic growth.

Table 3.6 summarizes the initiatives undertaken during each plan period to upgrade the urban environs.

\textsuperscript{44} Government of India, \textit{Approach Paper to the Twelfth Five Year Plan (2012-2017)}, Planning Commission, New Delhi.
<table>
<thead>
<tr>
<th>S.No</th>
<th>Plan Period</th>
<th>Focus of Plans</th>
<th>Urban Initiatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>I Plan</td>
<td>• Concern for housing in metropolitan cities</td>
<td>• Institution building (e.g. creation of Ministry and Works and Housing, Town and Country Planning and Housing Boards.)</td>
</tr>
<tr>
<td></td>
<td>(1951-56)</td>
<td>• Curbing land speculation</td>
<td></td>
</tr>
<tr>
<td>2.</td>
<td>II Plan</td>
<td>• Master Plan</td>
<td>• Financial assistance to state and local bodies.</td>
</tr>
<tr>
<td></td>
<td>(1956-61)</td>
<td>• Land acquisition and development</td>
<td></td>
</tr>
<tr>
<td>3.</td>
<td>III Plan</td>
<td>• Master Plan</td>
<td>• Preparation of Master Plans for major cities</td>
</tr>
<tr>
<td></td>
<td>(1961-66)</td>
<td>• State capitals</td>
<td>• Building state capitals</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• Committee on Urban Land Policy</td>
</tr>
<tr>
<td>4.</td>
<td>IV Plan</td>
<td>• Urban Land Policy</td>
<td>• Creation of HUDCO and urban development authorities.</td>
</tr>
<tr>
<td></td>
<td>(1969-74)</td>
<td>• Financing of urban development projects</td>
<td>• Launching of Environmental Improvement of Urban Slums (EIUS) scheme.</td>
</tr>
<tr>
<td>5.</td>
<td>V Plan</td>
<td>• Problems of metropolitan cities</td>
<td>• Launching of Integrated Urban Development Programme for large cities (IUDP)</td>
</tr>
<tr>
<td></td>
<td>(1974-79)</td>
<td>• Urban Poverty Alleviation</td>
<td>• Task force on Small and Medium Towns</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>• Urban Land (Ceiling and Regulation) Act</td>
</tr>
<tr>
<td>6.</td>
<td>VI Plan</td>
<td>• Development of small and medium towns</td>
<td>• Launching of Integrated Development of Small and Medium Towns scheme</td>
</tr>
<tr>
<td></td>
<td>(1980-85)</td>
<td>• Urban Poverty Alleviation</td>
<td>• Continuation of EIUS scheme and Low Cost Sanitation scheme for weaker sections</td>
</tr>
<tr>
<td>7.</td>
<td>VII Plan</td>
<td>• Urban poverty alleviation</td>
<td>• Launching of Urban Basic Services (UBS) scheme</td>
</tr>
<tr>
<td></td>
<td>(1985-90)</td>
<td>• Urban Basic Services in backward towns</td>
<td>• Setting up of National Housing Bank (NHB)</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>• National Commission on Urbanization</td>
</tr>
</tbody>
</table>
8. VIII Plan (1992-97)
- Employment generation
- Urban Basic Services
- Strengthening of Urban Local Bodies (ULBs)
- Launching of Nehru Rozgar Yojana (NRY) and Urban Basic Services for the poor (UBSP)
- Passing of Constitution Seventy-fourth Amendment Act, 1992
- Integrated Urban Poverty Eradication Programme (IUPEP)

- People oriented participative planning
- Special Action Plan for social infrastructure
- Decentralize the responsibility to ULB’s
- Housing and Habitat Policy (Implementation of Agenda 21)
- Effective partnership of the government and non-government agencies

10. X Plan (2002-07)
- Strengthen ULB’s
- Development of cities
- Emphasis on the weaker sections
- External Assistance
- Involvement of private sector
- Institutional Market Finance to augment resources

- Sustainable urban planning and management
- Preparation of Perspective/Structure Plan (20-25 years), Short-term Integrated Infrastructure Development Plan (5 years) coterminous with the National Five Year Plans
- User friendly urban development control norms

- Long term strategic urban planning
- Growth of cities along with expansion of economic activities
- Regional Planning perspective


Therefore, it could be concluded that the government, from time to time, has been undertaking initiatives to address the challenges posed by rapid urbanization and due to changing morphology to cities. However, the Third & the Eighth Five Year Plans marked a watershed in field of urban planning. The plans acknowledged the

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significance of urban planning and outlined substantial provisions for its integration in urban development process.

3.4.2 Recommendation of Various Commissions on Urban Development

A number of committees, commissions and conferences have focused on urban planning. Nevertheless, not much improvement has been observed in the status of urban planning and its management. A summary of some relevant recommendations is presented below.

The National Commission on Urbanization (NCU) (1988)\textsuperscript{48} recommended for upgrading urban planning. These include the disaggregating of development policies i.e. preparing a General Spatial Plan (GSP) for a period of 10-15 years within which spatial plans for a period of five years coinciding with the Five Years Plans should be prepared; bringing various state departments dealing with urban activities under one umbrella; filing a Spatial Impact Statement; establishing Indian Council for Citizen Action (ICCA) for increasing citizen participation and establishing similar state level bodies; establishment of a state-wide cadre of municipal employees for uniform level and good quality service delivery.

The 2nd Administrative Reform Commission (2005)\textsuperscript{49} noted the unpleasant manifestations of rapid urbanization. It observed that urban planning, an instrument for streamlining urban resources, in reality begins and ends with the preparation of zoning regulations. Further, these regulations are often violated by the local bodies, other authorities as well as by the citizens. Thus, the Commission believed that the concept of urban planning needed revamping. It proposed that District Planning Committees and Metropolitan Planning Committees at the regional level should prepare the Master plans and Zonal plans whereas Layout plans at the local level should be prepared by the Panchayats and Municipalities.

The Commission, with a view to establishing an effective system of urban planning and administration, also recommended that (i) the approved City Development Plan and zoning regulations should be enforced for ten years without any changes. (ii) the Infrastructure Plans should be integrated with City Development Plans, and (iii) specific provision for Disaster Management should be included in spatial planning.


The India Urban Space Conference, Goa, (2006)\textsuperscript{50} noted that the organization of urban space in the city determines the physical expression of its economy, environment and equity. While emphasizing the adoption of an integrated approach it advocated

“A new paradigm for planning .... Not one that takes a myopic view of planning as zoning and land use, but a development plan that is informed by the issues of public governance, the need for connectivity, environmental cost of urban expansion, of the impact on depleting resources and vanishing ecological diversity, the requirements of water, power and infrastructure. Of planning that ensures social housing, that fosters the building of communities. One that gives us public realms that are inviting. That allows street vendors to earn their living and provide a valuable service and yet is not unreasonable or inconvenient. That allocates space for new industries and businesses to thrive but builds in flexibility for changing economies. That provides and works towards a vision for a city that all its citizens can own”

It could be seen that the need to pay attention to improving urban planning and its governance has been apparent since long. Till now 1200 development plans/master plans have been prepared; however, their implementation leaves much to be desired. The deficiencies of urban planning are fundamental including lack of integration of spatial planning proposals with economic development plans, inadequate legislative support, lack of coordination between multiple development agencies, expropriation of urban local bodies from their constitutional jurisdiction, lack of community participation, poor integration of development activities, inefficient urban services delivery systems and so on.

The High Powered Expert Committee on Urban Infrastructure (2011)\textsuperscript{51} recommended that “spatial planning be made an essential part of the state plans and that the Planning Commission provide incentives to state governments for integrating socio-economic planning with spatial planning”. The Committee emphasized on undertaking regional planning to integrate traditional spatial planning with environmental, socio-economic, and cultural considerations. The expansion of towns should be accompanied


by development of hinterlands. However, regional planning in India has suffered because of absence of requisite urban planning institutions at local level. The Committee strongly recommends the creation of Metropolitan Planning Committees (MPC)/District Planning Committees (DPC) for undertaking planned urban development. DPCs have not been empowered to function in most states, while MPCs have not even been constituted in most states. The Committee, therefore, recommended that the MPCs/ DPCs should be made the focal point for all activities related to regional planning. It is vital to have a certain number of eminent citizens on these Committees.

The review of the recommendations of aforesaid commissions/ conferences highlighted that the need for urban planning has long been realized. From time to time, efforts have been made to upgrade procedures and techniques engaged in urban planning process. Some factors, however, such as lack of perspective planning, lack of co-ordination, multiple agencies, absence of well defined jurisdiction, overlapping of functions and so on have become features of urban planning. Thus, it is evident that the on-going problems relating to urban planning have been deeply embedded and have assumed acute dimensions over the period of time.

3.4.3 Administration of Urban Planning in India

India is a quasi federal state. The power of legislation has, therefore, been distributed between the centre, state and local governments. Though administration of urban planning has been a state subject, however, the Union plays a coordinating and monitoring role and also supports the concerned programmes through centrally sponsored schemes. In addition, it provides requisite policy and legislative guidance on various macro urban issues. The report of Technical Group on “Urban Planning Systems”, May, 1996, Planning Commission, India succinctly presented the organizational interface of various levels of government for ensuring planned growth of the nation (Table 3.8).

52 Rebeiro, op.cit, p.6.

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<table>
<thead>
<tr>
<th>S. No</th>
<th>LEVELS</th>
<th>ACTIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.</td>
<td>District Planning Committees</td>
<td>District Structure Plans: Regional networks, regional social services, regional environmental conservation, allocation of funds, identification of regional projects, intra and inter district coordination.</td>
</tr>
<tr>
<td>5.</td>
<td>Local Government</td>
<td>Detailed Development Plans: Project formulation, implementation and monitoring coordination; Between ward levels (Ward Level Committees are recommended); Consolidation of ward level and other plans and projects, prioritizing projects, project investment plan, project outlays, project implementation and monitoring etc</td>
</tr>
<tr>
<td>6.</td>
<td>Ward and Local level Committees</td>
<td>Locally Specific Action Plans: local project formulation, implementation and monitoring, coordination with local government, inputs to development plan</td>
</tr>
</tbody>
</table>

Hence, administration of urban planning has been organized at three different levels i.e. national, state and local levels for establishing an integrated urban system. The two most important urban development agencies at the Central level are as follows:

1. Ministry of Urban Development and Poverty Alleviation

The Ministry came into existence on 27th May, 2000 by merging previous two ministries i.e. Ministry of Urban Development and Ministry of Urban Employment and Poverty Alleviation. It is the central nodal agency for ensuring all round development of urban areas. It addresses the various issues of urban set-up through policy, legislative guidance and sectoral programmes. The Ministry has two Departments:

(i) Department of Urban Development

(ii) Department of Urban Employment and Poverty Alleviation.

  - Department of Urban Development: The department is responsible for balanced urban development. It is responsible for:
    - Broad policy formulation for urban development, urban water supply and sanitation
    - Monitoring programs
    - Planning and coordination of urban transport
    - Construction and maintenance of central government buildings
    - Management of central government land/property mostly confined to Delhi and some of the metropolitan cities.

2. Town and Country Planning Organization:

It is an apex technical advisory body on the matters pertaining to urban and regional planning strategies, research, monitoring and appraisal of central government schemes and development policies. It provides technical inputs to the Ministry for the formulation of urban development and infrastructural development programmes and policies. It also provides consultancy services on various aspects to central ministries/state governments/public sector agencies/on matters of urban development.

Thus, Ministry of Urban Development is the apex agency for undertaking planned and systematic development of urban areas. The Town and Country Planning Organization has been the apex technical wing of the Ministry.

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3.4.4 Administration of Urban Planning in Punjab

Under the federal system, the Constitution of India has empowered the state governments to undertake planned urban development. Urban planning is a State subject as provided in List II i.e. State List in Schedule VII of the Constitution. Accordingly, the State of Punjab has established a comprehensive administrative structure for carrying out planned urban governance. The administrative agencies have been created both at the State level and the Local level throughout the state for ensuring planned urban development. These agencies are of two types (i) Government Departments and (ii) the Statutory Authorities. During the study, the researcher found that while the government departments are the state level nodal agencies for formulating and implementing the policies and programmes for urban development; however the statutory authorities are being considered as the specialized agencies for formulating and implementing the urban plans. With regard to statutory authority, the researcher found that PUDA, a state level authority, have been looking after the overall urban development of the State of Punjab, where in some cities, separate statutory authorities have been created to cater to their urban demand such as GMADA for SAS Nagar. Thus, it has been found that statutory authorities have been created both at state and local levels. These role and functions of various agencies have been discussed in detail in Chapter – 5.

➢ Agencies at State Level

1. **Department of Housing and Urban Development (HUD):** It is the nodal agency for formulating policies, sponsoring and supporting programmes, coordinating the activities of various urban authorities and monitoring the programmes concerning all the issues of urban development and housing in the State. It consists of two wings namely: (a) Housing Wing and (b) Urban Development Wing.

2. **Department of Town and Country Planning (TCP):** It has been established for undertaking the physical planning in cities, towns and rural areas of the state for all round planned development. It prepares the master plans for various cities and schemes or programmes related to urban development and provide planned development sites for residential, industrial and commercial purposes etc.\(^{54}\)

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3. *Punjab Urban Planning and Development Authority (PUDA):* This state level statutory authority had been established in 1995. It had been created under state urban planning legislation i.e. The Punjab Regional and Town Planning and Development Act, 1995. It received the assent of the President on the 24th May, 1995. It is the parent act for guiding and monitoring planned urban development in the whole State. The Authority is responsible for all round development of urban areas in the State.

 Agencies at Local Level – SAS Nagar (Mohali)

With the exponential growth of urban centers and the increasing complexity of urban environs the need for establishing the decentralized administrative structures has become more pronounced. It seems that urban decentralization has gained greater recognition. This represents convergence of two major strands in urban theory and practice. *Firstly,* the doctrine of federalism put forth normative and political justification for local autonomy. *Secondly,* the recognition of neighborhood as a basic unit of planning and administration further demanded citizen involvement in local public affairs. Hence, urban decentralization facilitates greater local autonomy and citizen participation.55

Thus, with the view to establish urban decentralized administrative structure, the Government of Punjab have entrusted the responsibility of planned urban development to urban local agencies. In SAS Nagar, the Greater Mohali Area Development Authority and the Municipal Council, Mohali has been responsible for administration of urban planning in the city. However, the quantum of power enjoyed by each agency varies enormously.

1. *Greater Mohali area development authority (GMADA):* The Government of Punjab, Department of Housing and Urban Development, under Section 29 (1) of the Punjab Regional and Town Planning and Development Act, 1995 constituted Greater Mohali Area Development Authority (GMADA) on August 14, 2006. It has been constituted to ensure the planned development of the city by formulating and implementing the urban plans

2. *Municipal Council (MC):* The Municipal Council, SAS Nagar has been set up under Section 4 of the Punjab Municipal (Amendment) Act 1994. Though, the

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74th Constitutional Amendment Act, 1992 has assigned the function of urban planning to it. However, the Council is only concerned with maintenance of urban areas developed by GMADA within the municipal limits. In simple words, it acts as a maintenance agency.

3. **District Planning Committees (243ZD) (DPC):** The constitution of DPC as envisaged in the 74th Constitutional Amendment Act, 1992 has been approved by the State Cabinet in October, 2005 and the Punjab District Planning Committee Act, 2005 has been enacted. Prior to 2005, annual plans prepared by PRI’s were examined by the District Planning and Development Board, which function like DPC’s; it was, however, not an elected body. Nevertheless, the constitution of District Planning and Development Board was challenged by Punjab Panchayat Union in court as a violation of article 243ZD. As a result, Punjab and Haryana High court in November 2003 directed the State Government to notify the constitution of DPCs. As a result, the Punjab District Planning Committee Act was enacted in 2005. Further, the 2nd ARC in its report also highlighted the plight of DPC’s in all the States of Indian Union.

**Table 3.8**

<table>
<thead>
<tr>
<th>S.No.</th>
<th>States/ UT’s</th>
<th>Status of Constitution of DPC’s</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Andhra Pradesh</td>
<td>Not yet Constituted. However, an ordinance has been issued by the Govt. of AP in December, 2003 for constitution of DPCs.</td>
</tr>
<tr>
<td>2.</td>
<td>Arunachal Pradesh</td>
<td>Not Constituted</td>
</tr>
<tr>
<td>3.</td>
<td>Assam</td>
<td>Not Constituted</td>
</tr>
<tr>
<td>4.</td>
<td>Bihar</td>
<td>37 districts out of 38 Districts constituted on adhoc basis. Chairman ZP in the Chairperson of DPCs.</td>
</tr>
<tr>
<td>5.</td>
<td>Chattisgarh</td>
<td>Constituted. Minister is the Chairperson of DPC.</td>
</tr>
<tr>
<td>6.</td>
<td>Goa</td>
<td>Constituted. President of ZP Chairperson of DPC.</td>
</tr>
<tr>
<td>7.</td>
<td>Gujarat</td>
<td>Not Constituted</td>
</tr>
<tr>
<td>8.</td>
<td>Haryana</td>
<td>Only in 16 Districts out of 19 Districts.</td>
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<tr>
<td>9.</td>
<td>Himachal Pradesh</td>
<td>Constituted only in 6 Districts out of 12 Districts. Minister is the Chairperson of DPC.</td>
</tr>
<tr>
<td>10.</td>
<td>Karnataka</td>
<td>Constituted. President of ZP Chairperson of DPC.</td>
</tr>
<tr>
<td>11.</td>
<td>Jharkhand</td>
<td>Panchayat Elections yet to be held.</td>
</tr>
<tr>
<td>12.</td>
<td>Kerala</td>
<td>Yes, Chairman of District Panchayat(DP) is Chairman of DPC.</td>
</tr>
</tbody>
</table>


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Table 3.9 shows that DPCs have not yet been constituted in many states including Punjab, even after 18 years. The State of Punjab have enacted the requisite legislation in 2005, however, constitution of DPC’s have not taken place at the time of publication of this report.\(^58\) It was in July 2006 that the Punjab Government ordered the District Commissioners of all districts to constitute DPCs in their respective districts\(^59\).

In SAS Nagar, DPC has been constituted in 2009. The Punjab State Planning Board exercises administrative control over DPC. The Board appoints a Deputy Economic and Statistical Advisor for providing secretarial assistance to the committee. The DPC is headed by the chairman nominated by the State Government. During the study, singer Harbhajan Mann was the chairman of DPC, SAS Nagar. However, appoint of a person with no planning background really questions the seriousness of the Government towards urban development planning. Presently, it consists of 12 members; 5 from urban local bodies and 7 from zila parishads. There is a provision for


2 nominated members; however, they have yet not been nominated by the State Government.

3.5 CONCLUSION

Urban planning has gained greater currency in view of rapid urbanization and globalization. Also, the concept of urban planning, in current times, has undergone tremendous changes for creating life enhancing cities. A well-articulated urban plan, therefore, is essential for integrating various components of urban planning i.e. land use, housing, economic development, public infrastructure and services, environment and so on, for balanced urban development. In India, the Third Five Year Plan (1961-1966) has been the harbinger for undertaking planned urban development. The Plan advocated for linking urban planning with the broader goals of economic and social development. Thereafter, the subsequent five years plans, formally, recognized the critical role of urban planning in streamlining urban development process. Thus, for materializing the planned urban goals, a well-defined organizational structure has been created both at the centre and state level in India. The State of Punjab, in view of exponential urban growth, has established a comprehensive administrative structure for carrying out planned urban governance. However, various commissions identified that urban planning in India has been suffering on several counts such as lack of perspective planning, lack of co-ordination, multiple agencies, absence of well defined jurisdiction, overlapping of functions, non-constitution of local planning institutions and so on. This, therefore, calls for creating an administrative system for urban planning that is committed to balanced economic growth, to environmental quality and to rational resource allocation.