5.1 INTRODUCTION

Organizations, in present times, have assumed greater significance. According to Etzioni, “modern civilizations depend largely on organization as the most rational and efficient form of social groupings. By coordinating a large number of human actions, the organization creates a powerful social tool. It combines its personnel with its resources, weaving together leaders, experts, workers, machines and raw materials. At the same time, it continuously evaluates how well it is performing and tries to adjust itself accordingly in order to achieve its goal.” In other words, the study of organization has enabled us to study how formal organization are structured, how they worked and governed and how they are maintained or changed over time.

Organization theory and Public Administration share a symbiotic relationship. The formal organization theories had defined the structure as well as process of administration, expounding that an organizational structure possessed certain characteristics for enhancing administrative efficiency both in policy formulation and implementation such as division of labor (specialization), hierarchy, decentralization, delegation, decision making, communication channels and coordination mechanism.

In case of urban planning, a well-defined institutional framework ensures orderly growth of urban areas. An integrated administrative structure would facilitate formulation and implementation of urban plans within a spatial framework. Since urban planning consists of various components such as land use, housing and infrastructure facilities i.e. water supply and sanitation, garbage disposal, transportation and so on. Therefore, various government agencies have been created both at the center, state and local levels for undertaking integrated urban development and management.

The chapter discusses the existing organizational structure for the administration of urban planning in SAS Nagar. The role of various administrative agencies involved in urban planning process was explained in detail. Further, the various factors that influenced the functioning of the concerned agencies were

analyzed. Also, the administration of important components of urban planning i.e. land use, housing and infrastructure facilities was studied. The chapter analyzed the following hypothesis with respect to the listed sub-hypothesis:

I. The existing organizational structure for administration of urban planning is highly complex.
   a. There have been multiple agencies for administration of urban planning in SAS Nagar.
   b. There has been duplication of functions among concerned urban agencies in SAS Nagar.
   c. The administration of urban planning suffers due to weak enforcement control mechanism in SAS Nagar.
   d. There has been lack of political will for curbing detractions to urban planning and administration in SAS Nagar.

II. There has been lack of coordination among the agencies involved in urban planning and administration in SAS Nagar.

III. The administrative agencies have been ineffective in discharging the functions of urban planning and administration in terms of land use, housing and infrastructure facilities.
   a. The land use pattern has been developed in a systematic manner in SAS Nagar.
   b. There has been a gap between demand and supply of housing facilities in SAS Nagar.
   c. There has been a gap between demand and supply of infrastructure facilities in SAS Nagar.

IV. The urban local bodies have been unable to discharge their constitutional duties conferred by the 74th Constitutional Amendment Act, 1992 pertaining to urban planning and administration in SAS Nagar.
   a. There has been incomplete devolution of functions at the local level in SAS Nagar as provided in the 74th Constitutional Amendment Act, 1992.
   b. The Municipal Act does not contain adequate provisions for the discharge of urban planning function by the urban local body.
V. There have been several administrative impediments in the devolution of the urban planning function to urban local bodies in SAS Nagar.
   a. The state government and parastatal bodies are indifferent towards involving urban local bodies in urban planning administration in SAS Nagar.
   b. The parastatal bodies have encroached upon the functional autonomy of urban local bodies in SAS Nagar.
   c. There has been a non-standard approach of allocation of funds for urban development in municipal budgets in SAS Nagar.
   d. There has been lack of technical expertise with respect to urban planning and administration in SAS Nagar.

In India, urban planning has been a State subject as provided in List II, i.e. State List, in Schedule VII of the Constitution. In compliance with the constitutional provisions, the State of Punjab had established a comprehensive administrative structure for ensuring planned urban development of the State. The agencies were created both at the state level and the local level throughout the state. Likewise, in SAS Nagar, a network of agencies had been organized, both at state and local levels, for the administration of urban planning process in the city.

In SAS Nagar, Department of Housing and Urban Development (HUD), Department of Town and Country Planning (TCP), Punjab Regional and Town Planning and Development Board and Punjab Urban Planning and Development Authority (PUDA) were the State level agencies. At the Local level, urban planning and governance was undertaken by Greater Mohali Area Development Authority (GMADA) and Municipal Council, SAS Nagar. The activities of all these agencies were closely interlinked (Figure 5.1). It must be mentioned here that the 74th Constitutional Amendment Act, 1992 assigned the function of urban planning to urban local government. The 74th Constitutional Amendment Act of 1992 also provides for the constitution of District Planning Committees (DPC’s) [Article 243Z (D)] to consolidate the plans prepared by the Panchayats and Municipalities and to prepare the draft development plan for the district as a whole. Furthermore, the Second Administrative Reform Commission (ARC), while recognizing the role of urban local bodies and DPC’s, had put forth that DPC’s should be responsible for preparation of
regional plans (master plans/zonal plans) whereas the layout plans should be prepared by the urban local bodies.\(^2\)

Thus, formally, the Municipal Council, SAS Nagar was responsible for urban planning and development of the city and the other parastatal bodies would function as its supporting agencies in the formulation and execution of urban plans.

The study, however, found that prior to 2006; TCP and the Punjab Regional and Town Planning and Development Board had been responsible for formulation of urban plans/ master plans in the city and PUDA had been the nodal urban development agency for SAS Nagar. Further, after formation of district SAS Nagar in 2006, a separate development agency i.e. GMADA had been established. Thereafter, the Authority became responsible for implementation of urban plans and for undertaking urban development activities such as development of urban estates, housing and so on in the city. On the contrary, the constitutional body i.e. the Municipal Council, SAS Nagar had been made responsible for maintenance of areas so developed by GMADA in the Greater Mohali Region. (Figure 5.1)

**Figure 5.1**

Network of Agencies Involved In Urban Planning

![Diagram of network of agencies]

Key:
HUD- Department of Housing and Urban Development
TCP- Department of Town and Country Planning
PUDA- Punjab Urban Planning and Development Authority
GMADA- Greater Mohali Area Development Authority
MC- Municipal Council, Mohali

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5.2 ADMINISTRATIVE AGENCIES FOR URBAN PLANNING ADMINISTRATION AT STATE LEVEL

The section dealt with the four main administrative agencies found to be engaged in the administration of urban planning at State level. The Department of Housing and Urban Development (HUD) and the Department of Town and Country Planning (TCP) were the government departments responsible for urban development. On the other hand, Punjab Urban Planning and Development Authority (PUDA) and the Punjab Regional and Town Planning and Development Board were the statutory bodies established under the Punjab Regional and Town Planning and Development Act, 1995; amended in 2006 for systematic and planned urban development in the State had been discussed below:

5.2.1 Department of Housing and Urban Development, Punjab (HUD)\(^3\)

The Department of Housing and Urban Development (HUD) dealt with the functions pertaining to urban planning and development in the State. The Department was politically headed by the Minister, Housing and Urban Development and it was administratively headed by the Secretary, Housing and Urban Development. It was 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. To carry out these functions, the Department has been divided into two wings:

(i) Housing Wing

(a) It had been responsible for the formulation of the following schemes

- Low income group housing schemes.
- Middle income group housing schemes.
- Crash rental housing schemes.
- Subsidized industrial housing schemes.
- Site and service schemes.

(b) It dealt with matters relating to

• The State Advisory Committees in respect of housing schemes.
• The International Year of Shelter for the homeless.
• The houses for landless agricultural laborers.
• The houses for economically weaker sections.
• The construction of houses for government employees at focal points.

(c) It dealt with all matters relating to the Punjab Housing Board.

(d) It dealt with all matters relating to the establishment of Directorate of Housing.

(ii) Urban Development Wing

a) It looked after the administration of the following Acts and Rules

• The Punjab New Capital (Periphery) Control Act 1952

• The Punjab Scheduled Roads and Controlled Areas Restriction of Unregulated Development Act, 1963

• The Punjab Urban Estates (Development & Regulation) Act, 1964

• The Punjab Housing Development Board Act, 1972

• The Punjab Regulation of Colonies Act, 1975

• The Punjab Urban Land (Ceiling & Regulation) Act, 1976

b) It controlled ribbon development along scheduled roads.

c) It released land out of controlled areas for industrialist colonizers and other towns in accordance with the Master Plan.
d) Acquired land for setting up of urban estates and disposal of developed areas.

e) Landscaping.

5.2.1(a) Role of Department of Housing and Urban Development (HUD)

The HUD performed the primary function of ensuring balanced and planned development of urban areas of the State. It was the apex decision-making body regarding all urban development activities in the State. It played a pivotal role in urban planning and administration. The Punjab Regional and Town Planning and Development (Amendment) 2006 Act designated the Chief Minister and Minister, Housing and Urban Development as the Chairman and Co-Chairman respectively of all urban development authorities i.e. PUDA, GMADA, GLADA and so on. The Secretary, Housing and Urban Development was designated as the Vice-Chairman, under the Act, of all urban development authorities in the State. Similarly, the Chief Minister, Punjab and the Minister, Housing and Urban Development were designated as the Chairman and Vice-Chairman respectively of the Punjab Regional and Town Planning and Development Board and the Secretary, Housing and Urban Development was designated as the Member-Secretary of the Board.

The HUD, therefore, possessed the ultimate authority with respect to all activities relating to urban plan formulation and implementation i.e. declaration of local planning area & designated planning agency, creation of urban development authorities, preparation and approval of master plans, amendment of master plan and so on. At the time of the study, the Chief Minister was holding the additional charge of Housing and Urban Development. Thus, the Chief Minister by virtue of his heading all

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4 Section 17(3) & (4), the Punjab Regional and Town Planning & Development (Amended) 2006 Act, Panjab Law Agency, Chandigarh, p. 25.
5 Section 4(2), the Punjab Regional and Town Planning & Development (Amended) 2006 Act, Panjab Law Agency, Chandigarh, p. 25.
urban development authorities in his own capacity or then as his additional charge, was de facto the main decision maker; consequently, it was the State Government that exercised direct control on urban planning activities in SAS Nagar.

The Department of Housing and Urban Development further delegated these functions to three state level agencies i.e. Department of Town and Country Planning (TCP), Punjab Regional and Town Planning and Development Board, Punjab Urban Planning and Development Authority (PUDA) and one local level agency i.e. Greater Mohali Area Development Authority, created specifically for SAS Nagar. (Figure 5.2)

5.2.2 Department of Town and Country Planning

The Department of Town and Country Planning (TCP), Punjab was the state level department engaged in physical planning of urban and rural areas of the State. It acted as the technical wing of the HUD with respect to urban plan formulation. It worked under the guidance and direction of the HUD. The Department prepared schemes and projects to plan and develop sites for residential, commercial, industrial purposes. These urban plans and projects were subject to the approval of the Punjab Regional and Town Planning and Development Board. Once approved by the Board, the Department handed over the urban plans to the implementing agencies, with the prior approval of the State Government.

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5.2.2(a) Composition

The Department was headed by the Chief Town Planner (CTP). Senior Town Planners (STP), District Town Planners (DTP), Assistant Town Planners (ATP) and Deputy District Town Planners constituted the subsequent hierarchical levels. During the year 2009-2010, the Department had 5 Senior Town Planners, 10 District Town Planners and 2 Deputy District Town Planners. The field offices of the Department had been established in 5 major cities of Punjab as discussed below (Figure 5.3)

i. Ludhiana: - The office was headed by the Senior Town Planner, Ludhiana. He was assisted by District Town Planner, Ludhiana (Distt. Ludhiana), District Town Planner, Ferozepur (Distt. Ferozepur, Moga and Muktsar)

ii. Jalandhar: - The office was headed by the Senior Town Planner, Jalandhar. He was assisted by District Town Planner, Jalandhar (Distt. Jalandhar, Nawan Shahar), District Town Planner, Hoshiarpur (Distt. Hoshiarpur) and Deputy District Town Planner, Kapurthala (Distt. Kapurthala).

iii. Amritsar: - The office was headed by the Senior Town Planner, Amritsar. He was assisted by District Town Planner, Amritsar (Distt. Amritsar), District Town Planner, Gurdaspur (Distt. Gurdaspur).

iv. Patiala: - The office was headed by the Senior Town Planner, Patiala. He was assisted by District Town Planner, Patiala (Distt. Patiala), District Town Planner, Sangrur (Distt. Sangrur) and District Town Planner, Bathinda (Distt. Bathinda, Distt. Mansa).

v. SAS Nagar: - The office was headed by the Senior Town Planner, SAS Nagar. He was assisted by District Town Planner, SAS Nagar (Distt. Mohali), District Town Planner, Fatehgarh Sahib (Distt. Fatehgarh Sahib). District Town Planner, Mandi division, Punjab, (Special Project Office for planning of mandies in Punjab) and Deputy District Town Planner, Ropar (Distt. Ropar).

5.2.2(b) Functions

The basic function of the Department had been the formulation of regional and master plans under the Punjab Regional and Town Planning and Development (Amendment) 2006 Act for orderly growth of urban areas.
Besides, it performed multifarious functions in relation to urban planning and administration:

i. To undertake surveying and mapping of regional planning areas, cities and towns

ii. To undertake planning of residential urban estates and commercial schemes of Punjab Urban Planning & Development Authority (PUDA).

iii. To provide technical assistance to the Department of Industries, Punjab Small Scale Industries and Export Corporation (PSIEC), Punjab Pollution Control Board and the Department of Science, Technology and Environment regarding setting up of Industrial Focal Points by scrutinizing the cases involved in establishment of industrial units, from environmental viewpoint.

iv. To encourage active participation of private sector in the urban development.

v. To act as the nodal agency for speedy approval of change in land use.

vi. To provide assistance for the clearance of sites of industrial units with regard to master plan proposals for creating healthy environment.

vii. To provide site clearance to various mobile companies for setting up of mobile network towers.

viii. To scrutinize colony layout plans under the Punjab Apartment and Property Regulations Act & Rules 1995 for promoting growth and development in the private sector.

ix. To prepare layout plans of new mandi townships being developed by Colonization Department and Punjab Mandi Board.

x. To prepare Integrated Block Development Plans of Community Development programmes in the rural sector of the state.

xi. To select sites for the projects of various government departments/ agencies and processes the related cases for consideration of the State Land Acquisition Board.

xii. To plan surplus government lands and properties under OUVGL schemes.

xiii. To prepare traffic improvement operation schemes of urban areas.

xiv. To provide technical support to the district administration and government on matter relating to planning and execution of various schemes and projects.

xv. To advise on building applications referred to by the municipal authorities for setting up of brick kilns, petrol pumps and cinema houses.
Hence, the Department provided technical assistance to various government departments/agencies of the State Government on matters relating to the administration of urban planning. It also endeavored to promote public private partnership in urban development.

5.2.2(c) Role of Department in Urban Planning and Administration in SAS Nagar

The Department was the technical wing of GMADA with regard to formulation of urban plans/ master plans in SAS Nagar. The District Town Planner (DTP), SAS Nagar has been responsible for looking after the technical aspects of urban plan formulation for the city.

In compliance with the provisions of the Punjab Regional and Town Planning and Development Amendment 2006 Act, the Department of Town and Country Planning/Chief Town Planner (CTP), Punjab was declared the Designated Planning Agency on 23rd April, 2001 for Local Planning Area (LPA), SAS Nagar. The Chief Town Planner further delegated this function to District Town Planner (DTP), SAS Nagar. Thus, in reality the DTP played a significant role in urban plan formulation as he has been responsible for carrying out all the functions involved in the process. Being the Designated Planning Agency, the Department was exclusively responsible for urban plan formulation for SAS Nagar.

It must be noted that the office of CTP acts as the technical wing of the State Government in determining a LPA, even before it was declared as the designated planning agency. On behalf of the Department/ CTP, the DTP of the respective district would propose a site to be declared as local planning area for seeking approval of the State Government. After, its approval, the DTP notified a local planning area (LPA) to CTP. The DTP shall prepare a plan only for the area notified with the CTP. For any extension of LPA prior approval of the State Government has to be sought. After notification of local planning area of SAS Nagar and declaration of TCP as designated planning agency, the office of DTP, SAS Nagar would prepare the present land use map and a land use register, to indicate present use of every piece of land in LPA.

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8 Section 57, the Punjab Regional and Town Planning & Development (Amended) 2006 Act, Punjab Law Agency, Chandigarh, p. 36
9 Section 56 (1) the Punjab Regional and Town Planning & Development (Amended) 2006 Act, Punjab Law Agency, Chandigarh, p. 33.
These land use maps and registers are to be prepared either within six months of its designation or within such time period as provided by the State Government\textsuperscript{10}.

Thereafter, the master plan proposal was prepared. The master plan defined the areas of proposed land uses and highlighted the sectors, areas in acres, main land uses in each sector and population to be accommodated in various land uses. Further, the proposal was submitted to CTP for scrutiny and approval. During this period, the CTP could ask for any information from DTP regarding the proposed plan. The DTP had to provide all required information to the CTP and STP, pertaining to an urban plan. The scrutinized plan was subject to examination of the Punjab Regional and Town Planning and Development Board. After its scrutiny, the plan was handed over to the State Government for approval. Once approved, the plan was given to implementing agencies for implementation. It was, therefore, deduced that the role of the Department in the urban planning process is limited to formulation of urban plans.

In SAS Nagar, it had been the planning wing of GMADA, an implementing agency. As urban plan implementation was being carried by a separate agency, the Department was completely excluded from the process of implementation. This, however, was pointed out as one of the major problems in urban planning and administration. An official stated that unlike the State of Haryana, there was no enforcement wing in the Department to implement or monitor the implementation of a plan. Secondly, since the plan was being implemented by different agencies the Department could not know the defects in the plan. To justify his point he said, as it’s the cook who knows what the deficiency in his preparation is, similarly during implementation, it’s only the department who could identify the loopholes in a plan prepared by it. ("jaise apne banaye huey khane mein kami app khud hi pehchan sakte ho; waise hi jo plan humne banaya hai use implement karte huey uski kamiya hum khud hi samaj sakte hai.").

Further, the Department was not engaged in monitoring the implementation of urban plan and no such regular feedback mechanism was also evolved till date. An official said that GMADA communicate the necessary changes or amendments needed to be made in the master plan to the Department as and when required. Thereafter, the Department with the prior approval of the State Government would make the necessary

\textsuperscript{10} Section 59 (1), the Punjab Regional and Town Planning & Development (Amended) 2006 Act, Panjab Law Agency, Chandigarh, p 179
changes or amendments in the master plan. The official lamented that in the absence of any feedback mechanism, the problems arising during urban plan implementation could not be communicated on regular basis to the Department. These were communicated during general meetings and were followed by massive paper work. Consequently, the implementation of urban plan was delayed for a long period and resulting in additional problems. He, therefore, suggested that there was a need to develop certain fast track mechanisms so that planning problems could be sorted in the shortest possible time.

Thus, the Department’s role in urban planning and administration was limited to urban plan formulation. It was deduced that the Department was disassociated from urban plan implementation. This disjoint between urban plan formulation and implementation, however, results in high degree of administrative delays and ambiguities.

5.2.3 Punjab Regional and Town Planning and Development Board

The Punjab Regional and Town Planning and Development Amendment 2006 Act, provided for the establishment of the Board. Till 2005, the Board was the nodal agency for undertaking all decisions relating to urban planning and development in the State. However, the position of the Board changed drastically after 2006. It now acted as the staff agency that advised and assisted the State Government in urban planning matters.

5.2.3(a) Composition

The Board consisted of Chairman, Vice-Chairman and a Member Secretary. It consisted of the following nominated and non-official members:

a) Nominated members: - They were nominated by the State Government from amongst the Ministers including the Minister-in-charge of Housing and Urban Development and the Local Government and the Secretaries to Government of Punjab including Secretary to Government of Punjab, Department of Local Government and other officers of the State Government. The number of nominated member should not be greater than 12.

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b) Non-official members: They were nominated by the State Government from amongst the persons having special knowledge or practical experience in matters relating to housing, engineering, regional and town planning and development and management. Their number should not exceed 3.

The 2006 Act provided that the Chief Minister and the Minister of Housing and Urban Development would be the Chairman and Vice-Chairman respectively of the Board. The Secretary of Housing and Urban Development was the ex-officio Secretary of the Board. The members of the Board held office during the pleasure of the State Government. The Board consisted of following members (Annexure - II):

i. The Chief Minister, Punjab
ii. The Local Government Minister, Punjab
iii. The Finance Minister, Punjab
iv. The Co-operative Minister, Punjab
v. The Agriculture Minister, Punjab
vi. The Public Works Department Minister, Punjab
vii. The Chief Secretary Punjab
viii. The Finance Commissioner (Revenue), Punjab
ix. The Principal Secretary, Department of Commerce and Industry, Punjab
x. The Principal Secretary, Department of Rural Development and Panchayat, Punjab
xi. The Principal Secretary to Chief Minister, Punjab
xii. The Principal Secretary, Department of Environment, Punjab
xiii. The Principal Secretary, Department of Local Government, Punjab
xiv. The Chairman and Managing Director, Housing and Urban Development Cooperation (HUDCO)

The other members who participated in the meeting of the Board included:

i. The Special Principal Secretary to Chief Minister, Punjab

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15 As per the letter number 523-36 dated 27.01.10
ii. The Chief Town Planner, Department of Town and Country Planning, Punjab
iii. The Chief Administrator, Punjab Urban Planning and Development Authority (PUDA)
iv. The Chief Administrator, Greater Mohali Area Development Authority (GMADA)
v. The Chairman, Punjab Pollution Control Board

5.2.3(b) Functions

The primary function of the Board was to advice the State Government on matters relating to planning, development and use of urban and rural land in the State. Also, the Board would perform the functions assigned by the State Government from time to time. It must be noted that the functions of the Board delineated in the 1995 Act had been omitted after the amendment of the Act in 2006\(^\text{16}\).

5.2.3(c) Role of the Board in Urban Planning and Administration

Prior to 2006, the Board played a crucial role in urban planning and administration. The 1995 Act conferred enormous powers and functions to the Board. Further, due to its powerful composition, the Board became the epicenter, from where all decisions relating to urban planning and administration originated. However, after 2006 the Board’s position and role underwent a phenomenal change. Thereafter, the role of the Board reversed from a decision making body to an advisory body. It acted as a filter i.e. all urban plan proposals were considered by the Board prior to their submission to the State Government for approval.

While explaining the reversal in the Board’s role, an official stated that the Board failed to serve the purpose for which it had been created. He told that having a large number of nominated officials has come in the way of regular and frequent Board meetings. These officials due to their busy schedules were unable to spare their time to attend the Board’s meetings, fixing mutually convenient times was a challenging task and was not done. Therefore, it became difficult to bring them together. This administrative delay had adversely affected the functioning of TCP and urban development authorities as they had to seek approval of the Board at every stage of urban planning process.

Though the amendments in the Act redefined the role of the Board; in reality it continued to play a decisive role in administration of urban planning. Through informal interviews, it was substantiated that the Board was the nodal decision making body that influenced the decisions of the State Government. The replacement of Board by the State Government was done to fasten the processes involved in urban plan formulation.

5.2.4 Punjab Urban Planning and Development Authority (PUDA)

PUDA was the apex body for carrying planned urban development in the state of Punjab since 1995. Prior to this, the Punjab Housing Development Board (PHDB) was created in 1973 under the Punjab Housing Development Board Act, 1972 to plan urban development in the State. The major aim of the Board was to meet the housing needs of LIG and other economically weaker sections of the society. Also, in 1991, the Board had been entrusted the function of development and management of the urban estates and administration of various urban acts which were under the control of Directorate of Housing and Urban Development (HUD).

However in 1995, PUDA was established as the parent urban development authority. PUDA was created with the merger of Directorate of Housing and Urban Development and PHDB under the Punjab Regional and Town Planning and Development Act, 1995. As per the Act PUDA was the body corporate as well as local authority, with power to acquire, hold and dispose of property\textsuperscript{17}. The Authority was mainly constituted for the execution of plans and programmes under the Act and functioned under the directions of State Government. Besides, the Authority broadly performed three major functions:

a. Planning, Development and Regulation of Urban Estates
b. House Building
c. Implementation and regulation of various urban development acts i.e. the Punjab Regional and Town Planning and Development (Amendment) 2006 Act; the Punjab Apartment and Property Regulation Act, 1995 and the New Capital (Periphery) Control Act, 1952.

Hence, PUDA was established as the premier institution for regulation of urban development processes at state level. It played the dual role in the State i.e. of an urban development agency and of an urban regulatory agency.

\textsuperscript{17} Section 17 Punjab Regional and Town Planning & Development (Amended) 2006 Act. Punjab Law Agency, Chandigarh, p.11
5.2.4 (a) **Composition**

The Authority consisted of following members appointed by the State Government:

a. Chairman
   1(a) Co-Chairman [Inserted vide Punjab Act No. 30 of 2006]

b. Vice-Chairman

c. Chief Administrator was appointed from amongst the officers of Government of Punjab having prescribed qualifications and experience

d. The total number of official and non-official members shall vary from 6 to 12 including the Secretaries to Government of Punjab holding the charge of Local Government and Town and Country Planning. The Act provided that the number of non-official members should not be greater than 3.

The Act provided that the Chief Minister would be the Chairman and the Minister for Housing and Urban Development, Government of Punjab, was the ex-officio Co-Chairman of the Authority. The Secretary, Housing and Urban Development, was the ex-officio Vice Chairman. The Chief Administrator is the executive head and report to the Chairman. He was an IAS officer of the level of Secretary to the Government of Punjab. In 2010, the Chief Minister was the Minister for Housing and Urban Development. Therefore, he himself was the Chairman and Co-Chairman of the Authority.

5.2.4(b) **Organizational Structure**

The organizational structure of PUDA in the attached diagram showed that the headquarters had eight main divisions (Figure 5.4):

i. The Headquarter and Urban Estate Division

ii. The Finance and Accounts Division

iii. The Technical Establishment Division

iv. The Project Division

v. The Policy and Co-ordination Division

vi. The Engineering Division

vii. The Town Planning Division

viii. The Quality Control Division

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18 Section 17(3) *Punjab Regional and Town Planning & Development (Amended) 2006 Act*, Punjab Law Agency, Chandigarh, p.11

19 The above provision has been inserted in the *Punjab Regional and Town Planning and Development (Amendment) 2006 Act*

Each division was headed by the Additional Chief Administrator, respectively. Apart from this, the Engineering division was headed by the Chief Engineer, assisted by field officers i.e. Superintendent Engineering and Divisional Engineering at all stations. PUDA had its separate town and country planning wing and architectural wing headed by Senior Town Planner and Senior Architect respectively.

5.2.4(c) Field Offices

To facilitate adequate coverage of all the twenty districts of the State, various field offices i.e. zonal offices have been established. At the time of the study, there had been five zonal offices at Ludhiana, Bathinda, Jalandhar, Patiala and Mohali (Headquarter of PUDA). It must be noted that each zone operates as a 'mini-PUDA' and was headed by the Additional Chief Administrator (IAS officer). PUDA exercised control over all the districts through its zonal offices. The zones had four basic departments: (i) Administration; (ii) Accounts; (iii) Engineering and (iv) Estate Office. The zonal offices mainly performed four major functions:

i. Land Acquisition
ii. Urban Planning through enforcing town planning and urban development regulations.
iii. Urban Estate development and infrastructure development (roads, bridges)
iv. Revenue expenditures on construction and generation of incomes from sale of urban plots and houses

5.2.4(d) Powers and Functions

The Authority was created with the objective to promote and secure better planning and development of any area of the State. For this purpose, the Act authorized the Authority:

i. To acquire any property or land (by means of purchase, transfer, exchange or gift).

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ii. To undertake management of land or other property (i.e. planning, developing, mortgaging and disposing)

iii. To carry out either itself or in collaboration with any other agency, the development work such as building, engineering, mining or other operations of development.

iv. To undertake works related to supply of water, disposal of sewerage, control of pollution and other services and amenities.

Further, the Authority was empowered to perform the following functions to fulfill the purposes of Act either with the prior approval or under the direction of the State Government:

i. To prepare and implement regional plans, master plans, new township plans and town improvement schemes.

ii. To develop and provide basic amenities and services in urban areas, urban estates and promote urban development as well as construction of houses.

iii. To encourage development of new techniques of planning, land development & house construction and manufacture of building material

iv. To promote peoples’ participation by facilitating increased participation of companies, associations and other bodies for the purposes of the Act

v. To perform any other functions which are supplemental, incidental or consequential to any of the functions which was prescribed to the Authority.

The Act of 1995 had, thus, established PUDA as the stalwart institution of government responsible for streamlining urban development in the State.

5.2.4 (e) Role

The study found that PUDA was the nodal agency for implementation of urban plans in the state. However, in cities where special urban development authorities had been created such as Greater Mohali Area Development Authority for SAS Nagar; Greater Ludhiana Area Development Authority for Ludhiana; Bathinda Area Development Authority for Bathinda; Patiala Development Authority for Patiala and Amritsar Development Authority for Amritsar, the role of PUDA had underwent some change.

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In SAS Nagar, before 2006, PUDA in collaboration with TCP and Punjab Small Scale Industrial and Export Corporation (PSIEC) had carried out urban development activities in the city. However, after 2006 PUDA was replaced by GMADA and all the powers and functions of PUDA were transferred to it. This implied that GMADA became the nodal urban development agency for SAS Nagar and PUDA was no longer responsible for the administration of urban planning in the city.

However, the study found that PUDA and GMADA shared an interface in two major arenas. Firstly, PUDA had been the custodian of all vacant government land in the State under Optimum Utilization of Vacant Government Land (OUVGL) scheme. This implied that it purchased the land from the State Government and then transferred it to GMADA on payment of the charges incurred during acquisition of land. Secondly, all the senior/managerial posts in GMADA were manned by deputationist from PUDA. At the time of the study, the Chief Administrator, PUDA was also holding the charge of Chief Administrator, GMADA. Also, District Town Planner, SAS Nagar was the Chief Town Planner, GMADA. As per the senior officials, the State Government had made this arrangement to make up for shortage of staff in GMADA. Hence, even after five years of its constitution GMADA still did not possess requisite manpower to carry out its functions.

It could, therefore, be concluded that the Government had established an all-embracing organizational structure for the administration of urban planning at the State level. At the apex, HUD had been the premier urban development department of the State Government; TCP and PUDA had emerged as its technical arms. On the other hand, the Board was created to advice and assists the government on urban planning issues. Ironically, inspite of such elaborate division of work the Government could not control the unbridled urban development in the State. Thus, in response to rapidly changing urban morphology, the Government had further decentralized the administration of urban planning. It created local development authorities for undertaking the administration of urban planning at local level.
5.3 ADMINISTRATIVE AGENCIES FOR URBAN PLANNING & ADMINISTRATION AT LOCAL LEVEL

This section dealt with the local level agencies engaged in urban planning and administration. At local level, two types of agencies were found to be engaged in administration of urban planning in the city. The Greater Mohali Area Development Authority (GMADA), a statutory body, was established for balanced urban development of district SAS Nagar (Mohali) including the city of SAS Nagar. The Municipal Council, a constitutional body, was created under the Punjab Municipal (Amendment) Act, 1994 for undertaking local administration of the city.

5.3.1 Greater Mohali Area Development Authority

The Greater Mohali Area Development Authority (GMADA) was established on April 14, 2006 for development of areas falling in district SAS Nagar including SAS Nagar. GMADA was established with the aim to achieve balanced development of the city through perspective planning, strengthening of infrastructure facilities and promotion of growth centers. All powers and functions which were earlier provided to PUDA under the Act were transferred to GMADA with respect to the development of Greater Mohali Region.

5.3.1(a) Composition

The Authority consisted of the following members, appointed by the State Government:

(i) Chairman

(ii) Chief Administrator appointed from amongst the officers of the Government of Punjab having prescribed qualification and experience.

(iii) The total number of other members shall not be more than 10. They would be appointed by the State Government. It would appoint a Co-Chairman and Vice Chairman from amongst these members.

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24 Section 29(1) the Punjab Regional and Town Planning & Development (Amended) 2006 Act, Panjab Law Agency, Chandigarh, p.15.
(iv) Out of these 10 members, at least 3 members would be the members of local authority or local authorities functioning in the area of jurisdiction of the Authority.

In accordance with the provisions of the Act, GMADA consisted of following nine official members and three non-official members, nominated by the Chief Minister. (Table 5.1)  

Table 5.1

<table>
<thead>
<tr>
<th>Composition of Greater Mohali Area Development Authority</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Chief Minister, Punjab</td>
</tr>
<tr>
<td>2. Housing &amp; Urban Development Minister</td>
</tr>
<tr>
<td>3. Chief Secretary</td>
</tr>
<tr>
<td>4. Principal Secretary to Chief Minister</td>
</tr>
<tr>
<td>5. Principal Secretary Finance</td>
</tr>
<tr>
<td>6. Secretary, Housing &amp; Urban Development</td>
</tr>
<tr>
<td>7. Secretary, Local Government</td>
</tr>
<tr>
<td>8. Chief Town Planner, Punjab</td>
</tr>
<tr>
<td>9. Chief Administrator, GMADA</td>
</tr>
<tr>
<td>10. Three non-official members to be nominated by the Chief Minister</td>
</tr>
</tbody>
</table>

As per the Annual Report (2007-08), the following non-officials were nominated by the Government:


ii. Shri Amritpal Singh, President, MC, Derabassi.

iii. Shri Rajinder Singh Rana, President, MC, Mohali.

However, it was found that the composition of GMADA has been lacksacidical. The composition of GMADA mainly consisted of generalists such as politicians and secretaries. While the specialists members such as urban planners, professional architects and representatives from technical departments such as Punjab Pollution Control Board, Water Supply and Sanitation Board, Public Works Department, Department of Environment and so on who could play a decisive role in urban planning administration were absent.

5.3.1(b) Organization Structure

The Chief Minister and the Minister for Housing and Urban Development were the Chairman and Co-Chairman of the Authority respectively. The Secretary, Housing and Urban Development was the Vice Chairman. In 2010, the Chief Minister of Punjab was both the Chairman and Co-Chairman of GMADA. The Chief Administrator was the executive head and reported to the Chairman. He was an IAS officer of the level of Secretary to the Government of Punjab. Figure 5.5 explained the organizational structure of GMADA:

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Figure 5.5
Greater Mohali Area Development Authority
The Figure 5.5 shows that a well defined organizational structure had been established for GMADA. The Chief Administrator was the administrative head of GMADA. He was further assisted by following officials:

(i) Additional Chief Administrator (ACA), Headquarter/Policy, assisted by
   a. Establishment Officer
   b. Deputy Director (IT & C)
   c. General Manager (Project/Policy)
   d. Senior Law Officer

(ii) ACA, Field cum Land Acquisition Collector, assisted by
    a. Estate Officer (Plots & Commercial)
    b. Estate Officer (Housing)
    c. Estate Officer (Regulatory)

(iii) Chief Controller Finance, assisted by
     a. Account Officer (Headquarter)
     b. Account Officer (P/C)

(iv) Chief Town Planner, assisted by
     a. Town Planning Officer

(v) Chief Engineer, assisted by
    a. Divisional Engineer (Headquarter)
    b. Senior Engineer – I
    c. Senior Engineer – II

(vi) Chief Urban Designer cum Senior Architect, assisted by
    a. Architect
    b. Land Spacing Architect
    c. Assistant Architect
    d. Land Spacing Officer
    e. Draftsman (Architect)

The researcher found that the office of the Chief Town Planner, GMADA was responsible for carrying urban plan implementation. Its basic function was to undertake preparation of layout plans for the development of areas earmarked in zonal maps. A senior official, however, told that the latter function was performed only when directed by the State Government. Otherwise, the office of District Town Planner, SAS Nagar
often would perform the aforesaid function on the request of the Authority. Nevertheless, the office of the Chief Town Planner, GMADA ensured the implementation of urban plans in the right direction.

5.3.1(c) Regulations of GMADA

To exercise the powers conferred by the Act, GMADA made certain regulations called as the Greater Mohali Area Development Authority (Committee and Conduct of Business) Regulation, 2006. These regulations provided for summoning or holding of the meetings, functions of the Chief Administrator, appointment of committees and so on.

1. Matters To Be Decided By The Authority

The Authority considered: (i) all the matters provided under the Act; (ii) matters provided under the rules and regulations made under the Act (iii) under any other law for the time being in force; (iv) specific matters directed by the State Government.

2. Appointment of the Committees

The Regulations provided for the constitution of following committees for efficient delivery of its functions, maintenance of public amenities and execution of development works and projects:

1. Executive Committee: - The Executive Committee consisted of a Chairman, 5 nominated members and 1 appointed member. (Table 5.2)

<table>
<thead>
<tr>
<th></th>
<th>Composition of Executive Committee</th>
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<tbody>
<tr>
<td>I</td>
<td>Chief Secretary to Government of Punjab</td>
</tr>
<tr>
<td>ii</td>
<td>Principal Secretary to Chief Minister, Punjab</td>
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<tr>
<td>iii</td>
<td>Principal Secretary, Finance, Punjab</td>
</tr>
<tr>
<td>iv</td>
<td>Principal Secretary, Local Government, Punjab</td>
</tr>
<tr>
<td>v</td>
<td>Secretary, Housing &amp; Urban Development, Punjab</td>
</tr>
<tr>
<td>vi</td>
<td>Chief Town Planner, Punjab</td>
</tr>
<tr>
<td>vii</td>
<td>Chief Administrator, GMADA</td>
</tr>
</tbody>
</table>

29 Section 182 (2(d)) Punjab Regional and Town Planning & Development (Amended) 2006 Act, Punjab Law Agency, Chandigarh, p. 100.
• Functions of the Executive Committee

The Committee exercised all the powers of GMADA. The decisions taken by the Committee with regard to the following matters would be placed before the Authority for ratification: (i) to approve the section of urban estates, development of areas and new townships. (ii) to approve housing projects and other projects for development of land in urban estates, development of areas and new townships and other urban development programme. (iii) to decide the matters relating to public private partnership.

II. Planning and Design Committee: The Committee consisted of a Chairman and 5 other members. The Secretary, Department of Housing and Urban Development was the Chairman of the Committee. (Table 5.3). The Committee comprehensively examined the various urban plans such as regional plans, master plans and layout plans

<table>
<thead>
<tr>
<th>No.</th>
<th>Position</th>
<th>Role</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>Secretary, Department of Housing &amp; Urban Development</td>
<td>Chairman.</td>
</tr>
<tr>
<td>2</td>
<td>Secretary, Department of Local Government</td>
<td>Member</td>
</tr>
<tr>
<td>3</td>
<td>Chief Administrator, GMADA</td>
<td>Member -Convener</td>
</tr>
<tr>
<td>4</td>
<td>Chief Town Planner, Punjab</td>
<td>Member</td>
</tr>
<tr>
<td>5</td>
<td>Chief Country Planner, Punjab</td>
<td>Member</td>
</tr>
<tr>
<td>6</td>
<td>Chief Architect, Punjab</td>
<td>Member</td>
</tr>
</tbody>
</table>

• Functions of the Committee

The Committee discharged the following functions: (i) to scrutinize proposals for declaration of planning areas and preparation of regional plans, master plans and town development schemes under the Act. (ii) to scrutinize the layout plans for Sectors and Sub-sectors.

III. Finance & Accounts Committee: It consisted of a Chairman i.e. the Secretary, Department of Housing and Urban Development and 2 other members. (Table 5.4)
Table 5.4

Composition of Finance & Accounts Committee

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Secretary to Govt. of Punjab, Department of Housing &amp; Urban</td>
</tr>
<tr>
<td></td>
<td>Development</td>
</tr>
<tr>
<td>2</td>
<td>Secretary to Govt of Punjab, Department of Finance or his</td>
</tr>
<tr>
<td></td>
<td>representative</td>
</tr>
<tr>
<td>3</td>
<td>Chief Administrator, GMADA</td>
</tr>
</tbody>
</table>

- Functions of the Committee

The Committee discharged the following functions: (i) to scrutinize budget proposals and annual statements of accounts including balance sheets and to make recommendations prior to Authority’s approval. (ii) to determine prices and policies for disposal of land/plots/houses prior to the formal approval of the Executive Committee. (iii) to allot land to various institutions in accordance with the policy decisions of the Authority.

Hence, these Committees assisted the Authority in performance of urban planning function. They undertook in depth analysis & examination of various aspects of urban projects prior to the approval of the Authority.

5.3.1(d) Functions

Since 2006, GMADA was solely responsible for undertaking urban planning and development of Greater Mohali Region. It performed all those functions which were earlier performed by PUDA in the city. It broadly, performed three major functions:

a. **Planning, Development and Regulation of Urban Estates:** It performed a crucial role in development of urban estates. A proposal for the development of an urban estate was submitted either by ACA, Mohali or by TCP. Along with it, a separate proposal suggesting the alternate sites was also submitted. The District Site Selection Committee selected the site from amongst the proposed sites. Thereafter, No Objection Certificate (NOC) was obtained from the concerned Deputy Commissioner. In the view of viability of the site, approval for setting up an urban estate was obtained from the Executive Committee, GMADA. The proposal was forwarded to the State Land Acquisition Board (SLAB) for obtaining NOC. Thereafter, notification proposing acquisition of land was
issued under Section 4 of the Land Acquisition Act 1894. Subsequently, approval for the objections raised by the land owners was sought from the Revenue Department and the land was notified for acquisition. Finally, the award was announced for payment of compensation and possession of the land was acquired. Development plans were prepared by the Town Planning Wing and got approved from the Planning and Design Committee, GMADA. The acquired land was then handed over with plans to the Engineering Wing for its development. The Engineering Wing prepared the estimates for the development works and on the basis of these estimates administrative approval/technical sanction was sought. After the technical sanction was secured, the work was allotted to contractual agencies after tenders were invited through press.

b. House Building: Development of land and construction of houses by GMADA or private agencies/ co-operative societies had been another major function of the Authority. Proposals for housing schemes were prepared by the ACA, Mohali. The schemes were submitted to the Engineering Wing, after these had been approved by the Regional Planning and Design Committees. Schemes provided detailed description about the category, number of houses, number of stories, plinth area, covered area on each floor etc. The architectural designs were prepared in house or by private architects. At this stage, the scheme was processed in the planning wing and the same was submitted to HUDCO or other financial institutions for raising finance. Simultaneously the scheme was processed for administrative approval/technical sanction. Thereafter the work was allotted through tenders.

c. Implementation and Regulation of Urban Development Acts: The Authority had been responsible for the implementation of various urban development legislations. These had been the Punjab Regional and Town Planning and Development Act, 1995; the Punjab Apartment and Property Regulation Act, 1995 and the New Capital (Periphery) Control Act, 1952.

This implied that the Authority undertook both the development as well as regulatory functions. It initiated development of urban estates and housing schemes to meet the housing needs of different strata of society. The implementation of various
urban development legislations had been undertaken by the Authority to ensure systematic and planned development of the city. In other words, the Authority played a dual role i.e. a developer and a regulator.

5.3.1(e) Relationship between State Government and the Authority

The State Government exercised direct control over the Authority. The Authority was bound to carry out the directions of the State Government. It could depute any officer to inspect or examine the working of the Authority. The deputed officer was empowered to call for:

i. Any record, correspondence, plan or other documents of the Authority or any Committee constituted under this Act of 2006.

ii. Any return, estimate, statement of accounts or statistics of the Authority and its committees.

iii. Any other information required for investigation.

Hence, it could be concluded that though the State Government had devolved enormous powers and functions to the Authority. However, the powers could be exercised only with the prior approval of the State Government. This, therefore, made it clear that the decision-making powers had been highly centralized and the Authority was merely the subordinate agency of the Government.

5.3.1(f) Relationship between the Authority and Local Authorities

The Authority entrusted the responsibility for the maintenance of the amenities to the local authority, within whose local limits the area so developed was located. In other words, the local authority would be responsible for maintenance of the amenities which were provided in areas developed by the Authority. Further, it would be responsible for provision of those amenities which were not been provided by the Authority. Such amenities, however, would be provided on such terms and conditions as decided by the Authority and the local authority.

This implied that the Authority exercised complete control over the administration of urban planning in the city. The local authority acted as its subordinate

agency and carried only those functions which were delegated to it i.e. maintenance of urban amenities in the city.

5.3.1(g) Role

The study found that GMADA had been the nodal agency for the administration of urban planning in SAS Nagar. It enjoyed complete autonomy over the Greater Mohali Region including SAS Nagar. The Authority, however, had a limited role in urban plan formulation. The Engineering Wing of the Authority conducted the preliminary survey of the proposed sites and provided the information to the TCP. This information was, therefore, utilized by the Department in urban plan preparation.

GMADA was mainly an executive agency and therefore the onus of urban plan implementation was laid on it. An urban plan mainly consisted of three major components i.e. land use, housing and infrastructure facilities. With respect to land use, the Authority implemented the land use plans prepared by the TCP. The land was utilized only for those purposes for which it had been earmarked in the plan i.e. residential, commercial, institutional, transportation, recreational and so on. The detail of various land uses proposed for SAS Nagar Local Planning Area in the Outline Master Plan 2006-2031 has been provided in the Annexure. However, the layout plans within each land use was either prepared by the Town Planning wing of the Authority or by TCP on the request of the Authority.

The Authority provided housing facilities in the city. It was mainly concerned with social housing whereas housing activities in industrial focal point is being undertaken by Punjab Small Scale Industrial and Export Corporation (PSIEC). The housing schemes undertaken by GMADA could be classified as:

i. Own Schemes: All social housing schemes were GMADA’s own schemes. These formed a major part of the housing activity in the organization. These schemes were fully financed by GMADA and allotment of houses constructed under own schemes were done by GMADA according to the ongoing allotment policies.

ii. Government Schemes: These were the housing schemes entrusted to GMADA by the State Government. These schemes were prepared and processed in GMADA. State Government contributed the seed money which amounts to 40% of the total estimated project cost. Balance 60%
was raised from HUDCO as loan against seed money. After completion, houses were handed over to the Government for allotment to the beneficiaries.

iii. Deposit Works: Under these schemes GMADA acted as an execution agency. For the execution of such works, GMADA claimed the administrative charges at a rate indicated in the agreement with the client department. GMADA did not contribute any finance and the client department had to deposit money with GMADA in advance to get the work done.

Further, with regard to provision of infrastructure facilities, the Authority had a limited role to play. It was concerned only with the provision of urban infrastructure in the newly developed areas of SAS Nagar. The original construction and provision of water supply, sanitation and internal roads was undertaken by the Authority. It looked after their maintenance for 5 years and thereafter they were handed over to MC, SAS Nagar. A senior official told that the Authority had no liability for urban infrastructure facilities in the areas once handed over to MC. The urban local body was responsible for meeting the future needs of the municipal area. The Authority, however, intervened only when directed by the Government.

Hence, GMADA performed multifarious role in the administration of urban planning in SAS Nagar. It was the nodal agency for execution of master plans, implementation of urban development legislations, development of urban estates and provision of housing and infrastructure facilities in the city. The Authority bore the onus for implementing the master plan in the Region along with provision of housing and infrastructure facilities.

5.3.2 Urban Local Government – Municipal Council, SAS Nagar

The Rupnagar district, on 31st March 1986, had 5 municipalities at Rupnagar, Morinda, Kharar, Kurali and Anandpur Sahib. On the basis of classification made by the Government, 3 of these fell in Class II and 2 in Class III. Besides, there were 3 Notified Area Committees at Nangal, Naya Nangal and S.A.S. Nagar. The Notified Area Committee S.A.S. Nagar was formed in December 1983. It had 9 nominated
members. According to the 1981 Census, the area of the town within the limits of the S.A.S. was 12.40 sq. km. and its population was 32,351.\textsuperscript{32}

However, with the expansion of SAS Nagar, as the satellite town of Chandigarh, the city experienced rapid urbanization and industrialization. Thus, the consequent rise in demand for basic amenities and infrastructural facilities had impressed upon the need to establish a local institution possessing greater functional autonomy. Thereafter, with the amendment of Punjab Municipal Act, 1911 in 1994, the Municipal Council had been constituted, under the Punjab Municipal (Amendment) Act 1994, for SAS Nagar in 1995.

5.3.2(a) Functions

The Act of 1994 inserted Chapter III-A that defined the functions assigned to Municipal Councils and Nagar Panchayats for smaller urban areas and transitional areas respectively. The Chapter provided that such powers and authorities would be assigned to the Municipalities which would enable them to function as institutions of self-government. The Act provided that the preparation of plans for economic development and social justice would be the principle function of the Council. Further, it enlisted the functions that would be performed by the Council for all around development of the city:

1. Urban planning including town planning.
2. Regulation of land use and construction of buildings.
3. Planning for economic and social development
4. Roads and bridges
5. Water supply for domestic, industrial and commercial purposes.
6. Public health, sanitation conservancy and solid waste management
7. Fire service
8. Urban forestry, protection of the environment and promotion of ecological aspects
9. Safeguarding the interests of weaker sections of society including the handicapped and mentally retarded
10. Slum improvement and up gradation.
11. Urban poverty alleviation

\textsuperscript{32} www.punjabrevenue.nic.in Last accessed on 02.06. 2009
12. Provision of urban amenities and facilities such as parks, gardens and playgrounds.
13. Promotion of cultural, educational and aesthetic aspects
14. Burial and burial grounds, cremation, cremation grounds and electric crematoriums
15. Cattle ponds and prevention of cruelty to animals
16. Vital statistics including registration of births and deaths
17. Public amenities including street lighting, parking lots, bus stops and public convenience.
18. Regulation of slaughter houses and tanneries

According to the Act of 1994, municipal bodies in Punjab would perform two types of functions, viz. Obligatory and Optional functions. **Obligatory functions** were the mandatory functions, which every municipal body had to perform. These required action in four main areas i.e. public safety and convenience, the regulation of offensive or dangerous trades, removal of obstructions and projections in public streets, lighting and cleansing of public streets, extinguishing of fires, provision and regulation of slaughter-houses, burial grounds, latrines, picnic spots, drains and sewers, registration of birth and deaths, public vaccination, inoculation, primary education, etc. **Optional functions** included construction and maintenance of public streets, establishing and maintaining public parks, gardens, libraries, museums, dharmsalas, rest houses, lunatic asylums, furthering educational programmes other than primary education, planting and maintaining of roadside trees, arranging for the destruction of stray dogs, maintaining dairy farms and breeding studs, holding of exhibitions, etc.

The researcher, however, found that the MC played a negligible role in the urban planning process. This was evident from the fact that at local level, the function of urban planning including town planning was performed by GMADA along with TCP. The other functions such as regulation of land use and construction of buildings, urban forestry, protection of the environment and

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34 [www.punjabrevenue.nic.in](http://www.punjabrevenue.nic.in). Last accessed on 08.07.2010.
promotion of ecological aspects and provision of urban amenities and facilities such as parks, gardens and playgrounds was performed collectively by the GMADA and MC. The rest of the functions was, however, performed by the MC. Hence, the MC had, simply, been reduced to the status of a subordinate agency of the Authority.

5.3.2 Role

The existing administrative structure for the administration of urban planning clearly accentuated that urban local body i.e. Municipal Council, SAS Nagar had been expropriated of its constitutional jurisdiction. This showed beyond doubt that though the State Government had enacted a corresponding act to the 74th Constitutional Amendment Act, 1992, yet there had been absence of complete devolution of functions. In reality, particularly, the function of urban planning including town planning was not assigned to the Council. The officials of the Council told that the Council neither undertook urban planning nor it played any role in urban plan formulation and implementation. The Council, under the Punjab Regional and Town Planning and Development 2006 Act, was made responsible only for the maintenance of urban areas developed by GMADA.

A retired Executive Officer lamented that the development authorities were established for undertaking integrated urban planning in synergy with the Council. However, over the period they overshadowed the constitutional position of the Council and emerged as the authorities forging urban plan formulation and implementation within municipal limits. Further, he complained that though ULBs were addressed as “Third-Tier of Government”; their status was reduced to mere subordinate agencies who worked for the urban development authorities. Hence, it was evident that the Council was robbed of its constitutional duty by PUDA and GMADA. The constitutional body, therefore, became puppets in the hands of non-constitutional bodies. Further, the absence of requisite legal support relegated the role of the Council. (Discussion on p.162)

Nevertheless, an official of GMADA highlighted another reason for non devolution of urban planning function to the Council. He told that the situation in SAS Nagar was different from other cities of Punjab such as Ludhiana, Amritsar and so on. This was so because in these cities, the municipal administration was existing much
before the establishment of urban development authorities. Thus, the municipal bodies were in the position to play significant role in the administration of urban planning. On the other hand, SAS Nagar was administered by development authorities, since its existence. Prior to 1995, the urban development of the city was looked after by Punjab Housing Development Board (PHDB); after 1995 PUDA became the nodal agency and sole custodian of urban land in the city. Thereafter in 2006, with the creation of GMADA, urban development of SAS Nagar became its prerogative.

Further, a municipal officer confirmed the above fact. He lamented that the Council could not take up the urban planning function because the development authorities had already been performing this function prior to the establishment of the Council. Thus, they continued to perform the function of urban planning and the Council was made responsible for maintenance of sectors and phases developed by them; it could be concluded that the statutory body has overpowered the constitutional body.

In view of the existing organizational structure for urban planning administration in SAS Nagar, institutional model of policy making and implementation was found to be working. A formal organizational structure, based on statutory provisions, had been established for undertaking planned urban development. However, the approach of urban planning processes was found to be narrow. This implies that information for urban plan formulation and implementation was sought from limited sources i.e. mainly from the officials of GMADA and TCP. Hence, the systems model of policy making and implementation was found to be absent since no feedback mechanism was established to involve multiple actors in administration of urban planning.

5.4 ORGANIZATIONAL STRUCTURE OF URBAN PLANNING IN SAS NAGAR: AN ANALYSIS

The study found that inspite of a comprehensive administrative structure; the administration of urban planning has been suffering from a number of shortcomings. These shortcomings had contributed largely to administrative malfunctioning. The researcher, therefore, undertook an in depth analysis of causes and effects of these shortcomings which were identified as multiplicity of agencies, duplication of functions, lack of coordination, lack of enforcement mechanism, lack of political will &
erosion of functional autonomy of urban local bodies and were discussed in the following paragraphs.

**a. Multiplicity of Agencies**

The administration of urban planning in SAS Nagar was characterized by existence of multiple agencies. The study found that the State Government had established agencies for every activity of urban planning i.e. TCP for urban plan formulation; the State Government and the Board for plan approval; GMADA for plan implementation and for provision of social housing; PSIEC for provision of industrial housing and MC for maintenance of developed areas. Further, the function of water supply and sanitation was looked after by the Department of Public Health on behalf of the MC; the MC was responsible for construction and maintenance of inner roads i.e. roads within the city. This arrangement, therefore, transformed the city into a “contested territory” where each agency unabashedly passed on the buck for non performance of functions.

An official, who was interviewed, flaying the current administrative structure, believed that the basic lacuna in the administration of urban planning had been the absence of an apex body for coordination. He was of the opinion that all the agencies relating to urban planning should be placed under an umbrella authority which should be responsible for coordinating their functioning of all these agencies. He supported his argument with the example of the state of Gujarat that had been successful in coordinating the various administrative agencies of urban development. This was corroborated from the organizational structures created for urban planning in the State. The urban development authorities, in Gujarat, were created for development of areas existing outside the municipal corporation limits and area development authorities were created for development of areas within the municipal limits. For this purpose, municipalities have been designated as area development authorities and were made responsible for undertaking planned urban development.35

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A senior official of GMADA too upheld that multiplicity of agencies was responsible for increasing inefficiency in administration of urban planning. He opined that a single agency should be responsible for urban plan formulation and implementation. He stated that urban local body i.e. Municipal Council, being constitutional body should be made responsible for administration of urban planning; the Authority should be merged with the Council and should function under the direction of Municipal Council.

b. Duplication of Functions

A major fallout of the existence of multiple agencies has been the duplication of functions of various agencies. This phenomenon has been common to all urban areas in the country. In SAS Nagar, since GMADA gained a strong foothold, many functions of Municipal Council were undertaken by it. Thus, a state of confusion existed with the agencies blaming each other for non-performance.

An official of the Council stated that large numbers of identical functions were being performed by the Council and GMADA. Firstly, the function of removal of encroachments was looked after by both the Council and GMADA. The Council was responsible for removal of temporary encroachments while GMADA was responsible for removal of permanent encroachments. Here, *temporary encroachment* refers to encroachment on footpaths or roadside by rehriwallas, panwallas, and tea stalls and *permanent encroachment* refers to the encroachment made in residential and commercial areas. Constitutionally, the Council is responsible for checking such violations whether permanent or temporary. Secondly, as per the Punjab Municipal Act 1995, the Council was responsible for provision of water supply in the city. However, it provided water supply only in industrial areas while the Department of Public Health looked after the water supply in residential areas. The Water and Sanitation Department looked after the construction and maintenance of sewerage facilities on behalf of the Council. Thirdly, according to the Punjab Municipal Act 1995, the ULBs were mainly responsible for construction and maintenance of roads and bridges. In SAS Nagar, however, this function was partially performed by GMADA, PWD (B&R) and the Council. Such duplication of functions had not only
expropriated the Council of its constitutional duties, it also resulted in delay in performance of functions as the agencies were engaged in defining limits of their functional jurisdiction. Consequently, fixing of responsibility for non-performance of a function became debatable.

c. Lack of Co-ordination

Coordination is a key component for achieving organizational efficacy, requiring all the agencies engaged in urban planning administration to work together in an integrated manner. Administrative coordination could be achieved through various means such as inter-department advisory meetings, inter-organizational meetings, appointment of coordinating officers, standardization of procedures and methods, consultation, references, clearance and so on. The study, however, found that an effective coordination mechanism was missing. This state of affairs could be attributed to the absence of requisite provisions in urban development legislation for setting up a system for facilitating coordination. The study, in this context, had comprehensively studied the relationship of GMADA with other urban agencies operating in SAS Nagar. The relationship of GMADA with TCP was studied from the standpoint of degree of coordination between generalist and specialist. While the coordination of GMADA with MC and other agencies were studied with respect to their inter-organizational relationship.

i. Greater Mohali Area Development Authority (GMADA) and Department of Town and Country Planning (TCP)

Urban planning calls for high degree of coordination among various officials i.e. the generalists and the specialists. The nature of profession of generalists and specialists are different both in terms of knowledge and information. This implies that the broad perspective of the generalist should be synthesized with the focused expertise of the specialist. This would, therefore, result in better understanding of the interdependencies among various urban functions such as land use policy and employment, transportation and poverty, economic development and education and so on.

However, in reality, this coordination among generalist and specialist was found to be missing. TCP, the designated planning agency for Greater
Mohali Region, was a specialized agency responsible for urban plan formulation. The onus of implementation of an urban plan was on GMADA, a generalist urban development agency. Both the agencies worked independently and did not intervene in each other's functioning. Nevertheless, any change in land use was made by GMADA only with the prior approval of TCP. An official lamented that this disassociation between formulation and implementation of urban plans adversely affected the plan objectives. This, in turn, made it difficult to fix responsibility for any failure. He opined that since the Authority was the implementing agency, it should be held responsible for any shortfall in plan implementation. On the other hand, the officials of GMADA said that no such formal coordination system had been established. In the course of work both the agencies interacted with each other whenever the need arose to discuss some important issues involved in the administration of urban planning.

Thus, it was concluded that the agencies, themselves, had defined their functional domains and did not want to step beyond those limits to undertake integration of their actions. As a result, the convergence of broad social and economic vision of the generalists and the technical expertise of the specialists could not be synthesized in urban plans. Thereby, curbing the initiative for adopting a rationalist approach to urban plan formulation and implementation.

ii. Greater Mohali Area Development Authority (GMADA) and Municipal Council (MC)

At the local level, both the agencies were responsible for systematic development of the city. However, there had been numerous instances that highlighted the absence of coordination among the agencies. In 2009, the decision regarding shifting of the garbage dumping site had been taken by GMADA without consulting the civic body. Also, construction of a boundary wall around the dumping site was started by GMADA on the land owned by MC without taking the latter into confidence. The civic body complained that the Authority had allotted an inadequate piece of land for garbage dumping without taking into consideration the existing amount of garbage dumped per
day; just about an acre of land for dumping garbage amounting to about 50 tonnes per day was inadequate.36

Further, both GMADA and MC were often found blaming each other for non-performance. The shopkeepers complained of absence of basic amenities such as proper roads, sewerage system and parking system in Sector 70 market. However, the officials of GMADA washed their hands off by stating that the MC was responsible for the maintenance of the area. On the other hand, according to the MC officials, provision of these amenities was under the purview of the Authority and its maintenance was the Council’s responsibility. Thus, it was evident that in the absence of proper coordination, the citizens had been deprived of basic amenities.37

The officials of GMADA and MC had, however, presented two divergent views regarding the existence of a coordination mechanism. The MC officials had completely denied the establishment of any coordination system such as inter-department advisory meetings, inter-organizational meetings, appointment of coordinating officer and so on for synchronizing the urban activities of GMADA and MC. They said that they visited the officials of GMADA only to discuss the problems they encountered. On the other hand, the officials of GMADA claimed that once or twice in a month they held meetings with the representatives and officials of MC. The agencies’ divergence of perceptions did not lend any confidence to the belief that there was coordination among them.

iii. Greater Mohali Area Development Authority (GMADA) and Other Departments

The study found that the GMADA had been unsuccessful in setting up an effective coordination mechanism with other departments of the State Government. The Dashmesh Canal Project became a roadblock in realization of GMADA’s Aerocity Housing Project. The GMADA’s project planning area included about 7 acres of land acquired by the Irrigation Department. Similarly 10 acres of land earmarked for the Knowledge city, Sector 81 and about 28

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plots in Sector 80 had also come in the way of the Canal. The Authority claimed that the plots were carved out inadvertently and they had to re-allot new plots to the allottees. Likewise, the canal’s alignment had disturbed a number of mega projects envisaged in Mohali Master Plan in Sector 82, 85, 86, 97, 106 and 109. This clearly shows that the Authority had not consulted the Irrigation Department before making plan proposals or deciding the project’s planning area\(^38\).

Discussions with the officials of GMADA in this regard revealed that they did not feel the need for establishing a well-defined coordination system. Their explanation was that GMADA itself coordinated with the concerned agencies as and when required. The official’s perspective on the instances of ‘poor coordination’ was that of seeing these as trivial issues arising from administrative delays. Thus, the principle of coordination has not been an integral component of urban planning administrative structure. The officials of the Authority had a casual attitude towards coordinating with other urban agencies. Thus, the recommendation of Hogwood and Gunn for existence of single implementing agency and minimal dependency relationships, in reality, had been found to be compromising with the inbuilt checks and balances within the administrative framework.

d. **Weak Enforcement Mechanism**

The Regulatory wing of GMADA was responsible for ensuring adherence to the provisions of the Punjab Regional and Town Planning and Development 2006 Act. However, the rising number of violations in the form of encroachment, misuse of prescribed land use and illegal construction highlighted the inefficiency of the encroachment control mechanism of the Authority.

GMADA had failed to check the on-going commercial activities in the residential premises across the city. As per the rules the residents were not allowed to run commercial activities and open residence gates along the roads, especially main roads. However, there had been several examples wherein owners of houses in Phase I, II, 3BI, IV & VIII had rented their backyards to

open shops along the main road. The officials of GMADA lamented that they had been issuing notices to violators; however, it failed to stop commercial activities mostly because political intervention compromises its initiatives to check violation.39

Secondly, the encroachment of public land had been a common phenomenon in the city. It was found that the Authority woke up from its slumber once the damage was done. In Phase 3B1 the residents had constructed structures on the green belt that existed between the 3B1 rehri market and the residential area. Further, both sides of the green belt had also been encroached upon by two religious sites. The officials finally arrived on the scene to demolish such encroachments. This highlighted the casual attitude of the Authority who did not nip the encroachments at the very beginning.

Thirdly, the misuse of prescribed land use was quite evident around the city. In recent times, the shortage of parking space had been witnessed in many parts of the city. Therefore, the residents utilized public parks to park their vehicles. It was found that out of total 550 parks in the town, 88 were used by residents as parking areas. The situation was more acute in Sector 64 and 65, where 23 out of 55 parks and 21 out of 56 parks respectively had been used for this purpose. Further, the indifferent attitude of GMADA to check such violation has allowed it to continue unchecked. The problem was brought to the notice of the Estate Officer and the Superintending Engineer; however, appropriate action was still awaited.40

Fourthly, the Municipal Council had failed to check massive encroachments by vegetable/fruit sellers and shopkeepers in different parts of the town. The verandas in market areas were occupied by the shopkeepers. The footpaths in Phase IX, VIII and VII have been turned into permanent fruit/vegetable markets. This has created traffic congestion along the main roads. However, the civic body has failed to remove these encroachments as fruit sellers bribe tehzazi employees. Hence large-scale violation of urban plans, rules and regulations was evident.

While discussing the problem of encroachments, an official of GMADA admitted the Authority’s failure to check encroachment. He stated that the inspectors had vast areas under their jurisdiction and even if an inspector diligently performs his duty it might take a month to revisit the previous sites. This much time was, therefore, sufficient for the encroacher to establish unauthorized structures. The official did not deny the existence of a nexus between the officials and encroachers, which had been the force behind such violations. Further, these violations assumed unmanageable size by the time they were ‘formally’ noticed. The official claimed that the defect lay in the socio-economic structures of the society which facilitated the growth and sustenance of such activities.

On the contrary, another senior official of GMADA rejected the above-mentioned ground of escalating violations and encroachments. He said that massive violations had been taking place under the nose of the Authority; the concerned officials were always aware of these violations and had facilitated such violations. They did not take punitive actions against them and in turn make money out of such violations. He believed that enforcement of urban development regulations was weak due to absence of willingness to enforce them and not due to dearth of rules and regulations.

The street level bureaucracy had, therefore, developed the techniques to secure their services and decision-making values. They had concentrated on methodological strategies that serve their personal goals in place of contributing to enhanced administrative outcomes.

e. Lack of Political Will

Effective urban planning requires both political will and support for its success. This is essential both for the socio-economic development of the city as well as for satisfying the fundamental human rights of a citizen i.e. every citizen has the right of equal access to public service in his country (Article 25, UN Universal Declaration of Human Rights)41.

However, the political dimension is governed by vested interests, political-criminal nexus and narrow party politics. Political elements have

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contributed towards consolidation of ‘networks of illegalities’\textsuperscript{42} i.e. encouraging illegal construction and unauthorized occupation of public land. A corrupt coalition of elements from politics, bureaucracy and the citizenry has led to the creation of moral chaos and confusion in the cities. A self-serving network of land and building mafias – the land lord of the property, the buyer of additional space, the tenant who rents the space and the political element – have gained a strong foothold in the cities. Even the officials of local bodies are roped in by way of influence and/or bribes or threats. The cycle of mushrooming of large number of illegal constructions and encroachments and court ordered demolitions from time to time explicitly highlights how the permanent and political executive remain unmindful of the continuous proliferation of such activities in the cities\textsuperscript{43}.

In SAS Nagar, GMADA had failed to check continuous violation of building bylaws in the town. As per the rules, residents were not allowed to open gates along the main road and use them for commercial purposes. However, it was observed that most of the houses in Phase IV were being utilized for commercial purposes and such construction and land use permission was absent from the building plans which the owners got approved from GMADA. According to the officials such violations could not be controlled because many residents enjoyed political patronage; in case any action was initiated against such persons, political pressure was mounted on the Authority to abort the action. The political elites, the ‘visible cluster’ of participants, did influence the administration of urban planning in a significant manner.

\textbf{f. Erosion of Functional Autonomy of Urban Local Bodies}

The study found that over the years, the functional autonomy of the municipal bodies was eroded. The Second ARC (2005)\textsuperscript{44} while highlighting this state of affair stated “provision of basic amenities in cities is characterized by

\textsuperscript{42} Jagmohan, “Politics of Slums: The network behind illegal construction”, The Tribune, January 19, 2006. All political parties follow the same approach in this case as no one wants to be labeled anti-poor.

multiplicity of agencies. Since Municipal Administration is a State subject under the constitution, state governments control the regulatory and financial policies of urban local bodies. Functions in the 12th Schedule which have not yet devolved to local governments are under the state government through departments and quasi-government organizations. While some states have devolved powers and functions to local governments, many states government have retained responsibility and authority for provision of certain services through parastatal bodies. While the argument for parastatal bodies is greater capacity and professionalism, this structure also direct the accountability of these officials upward rather than towards local government. Citizens as well as their representatives have no ability to hold parastatal officials accountable for their performance, which in turn limits citizens’ ability to hold local officials and elected representatives accountable”. Thus, the 2nd ARC also recognized the increasing hegemony of parastatal bodies over ULBs in urban areas.

Likewise in SAS Nagar, urban planning administration was mainly looked after by TCP (government planning department), PUDA and GMADA (quasi urban development agencies). However with the creation of these authorities, the role of MC in urban plan formulation and implementation had become negligible. Its autonomy was reduced to specific functions in comparison to the functions enlisted in the 74th Constitutional Amendment Act, 1992. While flaying the current scenario, a retired executive officer described the Council as the ‘sleeping partner’ of these authorities whose only role was to advice these super authorities. He further added that the boards of these authorities were dominated by high profile political leaders and bureaucrats. As a result, the small numbers of representatives of the people i.e. the Councillors had little say in the decisions pertaining to the municipal area. This erosion of functional autonomy of the Council could be attributed to the factors pertaining to legal status of the Council, constitution of District Planning Committees (DPCs), financial autonomy and technical competence of the Council. These were discussed in the following paragraphs:
i. Legal Constraints

The major loopholes in the existing development acts and municipal acts had restrained the ULB’s from performing their constitutional duties.

The municipal acts were framed long ago when there was hardly any problem relating to urbanization and urban planning. The acts, thus, did not provide comprehensive explanation regarding the powers and functions of the ULBs pertaining to the urban planning process i.e. formulation and implementation. Though the State Legislatures did amend their respective acts in accordance with the 74th Constitutional Amendment Act, 1992 and had included the list of 18 functional items. These amendments too had failed to provide detailed explanation regarding the position of ULB’s in the process of urban planning i.e. how the ULBs shall participate in urban planning process, which departments shall be involved, how the ULBs shall co-ordinate with other agencies and so on. These acts remained silent on the most important administrative questions i.e. flow of authority, leadership, communication, coordination and integration of various agencies. It was because of these ambiguities in the existing municipal acts that ULBs had been deprived to perform their constitutional functions, particularly urban planning and administration.

The situation in Punjab is not at all different. The ULBs in Punjab are governed by the Punjab Municipal Act, 1911 which was amended in 1994. The Municipal Council of SAS Nagar was established under this Act in 1995. The Act assigned the function of urban planning, including town planning, to the Council. However, the Act does not specify the administrative modalities in relation to the performance of the function i.e. whether a separate planning department should be set up in the Council, the kind of technical expertise required, the departments that are to be involved, the relationship between the Council and other concerned departments, the nature and level of autonomy (administrative & financial) to be enjoyed by the Council and so on. The absence of clear provisions in the Act had jeopardized the constitutional position of the Council. Consequently, the Council was incapacitated to perform
the function independently and function of urban planning did not become a part of its functional domain.

**ii. Relegation of District Planning Committees (DPCs)**

The article 243Z (D) under the 74th Constitutional Amendment Act, 1992 provided for the establishment of District Planning Committees (DPCs) for integration of development plans of rural and urban areas within a district. These committees provided a platform for greater people’s participation in the development process. However, in the State of Punjab, DPCs had not been constituted till 2005. An ex-municipal official cited lack of political will as the main reason for non-establishment of DPCs. According to him, creation of such local level bodies would eclipse the monopoly of political leaders in decision-making. As a result, this would hamper the fulfillment of their vested interests. They would not be able to acquire or, putting it more bluntly, “grab” the land of poor people and please their political and non-political allies who sponsor their electoral activities. Moreover, establishment of such agencies would increase the accountability of the political masters and they won’t be able to encroach upon the land of local as well as state authorities. Thus, non-establishment of DPCs not only reduced the administrative autonomy of ULBs, it also barred people from participating in the decision-making process.

Nevertheless, DPC was constituted in SAS Nagar in 2009 (See p. 129) for undertaking decentralized district planning. Discussion with an official of DPC, however, presented a different picture. The official said that DPCs in Punjab were in the nascent stage of development; therefore the much desired integration of various departments in district development planning was practically absent. Hence, the formulation of district development plans was characterized by absence of coordination among various state departments and DPCs. Also, DPCs were the toothless bodies, i.e. no powers have been given to them. As a result, they could not serve as the institution of planning at grass root level45.

Furthermore, DPCs were not involved in the urban planning process. According to the official it was not mandatory for urban development authority, i.e. GMADA, to seek participation of DPCs in urban plan formulation and implementation since the state legislations did not provide for its participation in urban planning in the Punjab District Planning Committee Act, 2005 and the Punjab Regional and Town Planning and Development 2006 Act. Consequently, the role of DPCs in administration of urban planning, in the absence of adequate legal provisions, was completely relegated.

**iii Non-Standard Allocation of Financial Resources**

The process of urban planning and administration demands huge investment both for infrastructure building and for provision of urban services. Thus, proper and systematic allocation of financial resources is essential for enhanced administrative efficiency and economy.

**Table 5.5**

Expenditure Side of the Municipal Budget (2007-2011) (in lacs)

<table>
<thead>
<tr>
<th>S.no</th>
<th>Year</th>
<th>Heads</th>
<th>Sub-heads</th>
<th>Total Amount (Rs)</th>
</tr>
</thead>
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<tr>
<td></td>
<td>2007-08</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.</td>
<td>Personnel</td>
<td></td>
<td></td>
<td>658.63</td>
</tr>
<tr>
<td>2.</td>
<td>Contingency</td>
<td></td>
<td>i)Stationary</td>
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</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>ii)Telephone</td>
<td>1.50</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>iii)Electricity Bill</td>
<td>6.00</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>iv)Purchase of computer</td>
<td>2.50</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>v)Others</td>
<td>50.00</td>
</tr>
<tr>
<td>3.</td>
<td>Development</td>
<td></td>
<td>a) Committed i) Maintenance of Municipal building</td>
<td>25.00</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>b) Non-Committed i) Repair of old roads</td>
<td>50.00</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>30.00</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
<td>195.00</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>Total Expenditure</td>
<td>2707.63</td>
</tr>
<tr>
<td></td>
<td>2008-09</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1.</td>
<td>Personnel</td>
<td></td>
<td></td>
<td>716.00</td>
</tr>
<tr>
<td>2.</td>
<td>Contingency</td>
<td></td>
<td>i)Stationary</td>
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</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>ii)Vehicle</td>
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<td>3.</td>
<td>Development</td>
<td></td>
<td>a) Committed i) Maintenance of Electricity</td>
<td>120.00</td>
</tr>
<tr>
<td>Description</td>
<td>2009-10</td>
<td>2010-11</td>
<td></td>
<td></td>
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<tr>
<td>-------------------</td>
<td>---------</td>
<td>---------</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Personnel</td>
<td>888.76</td>
<td>Personnel</td>
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</tr>
<tr>
<td></td>
<td>Contingency</td>
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<td>Contingency</td>
<td>150.00</td>
</tr>
<tr>
<td>1. i) Stationary</td>
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<td>7.00</td>
<td></td>
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<td>ii) Purchase of computer</td>
<td>2.00</td>
<td>6.00</td>
<td></td>
<td></td>
</tr>
<tr>
<td>iii) Audit fee</td>
<td>8.00</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>Miscellaneous i) Legal fee charges</td>
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<td></td>
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<td>ii) Purchase of sanitation contingency</td>
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<tr>
<td>Development</td>
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<td>2960.00</td>
<td></td>
<td></td>
</tr>
<tr>
<td>a) Committed i) Maintenance of electricity</td>
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<td>O&amp;M</td>
<td>53.00</td>
<td></td>
</tr>
<tr>
<td>ii) Maintenance of water works</td>
<td>90.00</td>
<td>Miscellaneous</td>
<td>5.00</td>
<td></td>
</tr>
<tr>
<td>iii) Construction of municipal building</td>
<td>30.00</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>b) Non-committed</td>
<td>2993.00</td>
<td>218.00</td>
<td></td>
<td></td>
</tr>
<tr>
<td>i) Repair of old roads</td>
<td>300.00</td>
<td>New Roads</td>
<td>625.00</td>
<td></td>
</tr>
<tr>
<td>ii) Purchase of machinery</td>
<td>70.00</td>
<td>Repair of roads</td>
<td>50.00</td>
<td></td>
</tr>
<tr>
<td>iii) Miscellaneous</td>
<td>100.00</td>
<td>New &amp; old drains</td>
<td>155.00</td>
<td></td>
</tr>
<tr>
<td>iv) Development of parks</td>
<td>50.00</td>
<td>V) Maintenance of municipal building</td>
<td>75.00</td>
<td></td>
</tr>
<tr>
<td>v) Maintenance of municipal building</td>
<td>30.00</td>
<td>vi) Purchase of new machines</td>
<td>150.00</td>
<td></td>
</tr>
<tr>
<td>vi) Provision for newsroom</td>
<td>150.00</td>
<td>vii) New tube wells</td>
<td>275.00</td>
<td></td>
</tr>
<tr>
<td>vii) Non-Commitment</td>
<td>2993.00</td>
<td>viii) New footpaths</td>
<td>40.00</td>
<td></td>
</tr>
<tr>
<td>viii) Expenditure of municipal building</td>
<td>130.00</td>
<td>ix) Miscellaneous</td>
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<td></td>
</tr>
<tr>
<td>b) Committed i) Electricity bills of streetlights</td>
<td>270.00</td>
<td>b) Committed i) Electricity bills of streetlights</td>
<td>270.00</td>
<td></td>
</tr>
<tr>
<td>ii) Tube well &amp; Sewerage bills</td>
<td>450.00</td>
<td>ii) Tube well &amp; Sewerage bills</td>
<td>450.00</td>
<td></td>
</tr>
</tbody>
</table>
Table 5.4 presents the municipal budget for the years 2007 to 2011. The budget was mainly divided into three heads i.e. Personnel, Contingency and Development. However, the number of sub-heads varied largely every year. The development head was divided into two categories i.e. Committed and Non-committed expenditure. It was found that the items of expenditure under these two categories were non-uniform. Thus, it was apparent that there was an absence of pre-defined items of expenditure and no standardized approach was followed for allocation of funds. In addition, the items of expenditure that constituted the important components of urban development were enlisted mainly under non-committed expenditure. Hence, it could be concluded that the Council adopted an non-standard approach towards the subject of urban development and included the items of expenditure as and when required.

### iii. Plummeting financial autonomy

Though the 74th Constitutional Amendment Act, 1992 provided financial autonomy to municipalities by entrusting power of taxation to them. This financial power of municipalities was curbed from time to time. This has resulted from encroachment on the ULB’s financial resources and the reluctance to impose certain municipal taxes by the state government.

#### a. Encroachment of Financial Resources

Building Application fee was another source of revenue assigned to ULB’s under the 74th Constitutional amendment Act, 1992. However, in SAS Nagar, GMADA imposed and collected the building application fee and extension fee. In an interview, a councilor stated that income from building application fee ranged from 30,000-40,000 per plot. He, therefore, lamented that the most lucrative sources of the Council for income generation were encroached upon by GMADA. The MC official complained that the
building application fee rightly belonged to ULB’s as the fee was being paid by citizens in lieu of services being provided by the local body. Thus, appropriation of such a valuable tax debilitated the financial position of the MC and impaired its efficient functioning.

b. Non-Imposition of Certain Taxes

In accordance with the provisions of 74th Constitutional Amendment Act, 1992, taxes and fees were the main sources of revenue of ULB’s. However, in Punjab there were a number of taxes which were not being imposed by ULB’s such as Professional tax, vehicle tax (except the motor vehicle tax) i.e. taxes being imposed on rehris, carts driven by animals etc.

It was learnt that in Punjab, property tax was imposed only on commercial property. Thus, no property tax was imposed on residential property in SAS Nagar. This was so because when the city of SAS Nagar had been developed, no property tax was being imposed in Chandigarh. Therefore to attract investment in the city, no property tax was being imposed. Also, the residents of SAS Nagar opposed the imposition of property tax in residential areas during the nascent stage of city’s development. As a result, the MC was deprived of an important source of income. Nevertheless, in recent times, the MC was authorized to impose property tax only on commercial property in the city. An official suggested that the MC’s income could be supplemented if the State government authorized the Council to impose state taxes as local taxes. He quoted the example of Delhi, where DDA was empowered to impose property regulation fee along with the state government. Similarly, in Haryana, motor vehicle tax was imposed by local bodies in the State. Non-imposition of these taxes had deprived the ULBs of financial resources and adversely affected the financial status of the Council.
iv. Lack of Technical Expertise

Urban planning and administration has been a highly technical function. The Punjab Municipal Act 1995 assigned this function to ULBs. However, generally, the ULBs were found deficient in requisite technical skills. The MC of SAS Nagar suffered from similar lacunae. As per the official sources, the MC did not have a separate town planning wing or architectural wing for preparation of urban plans. As a result, the much needed professionalism for preparation of urban plans was found to be unavailable. This, therefore, became another justification for non-devolution of urban planning function to the Council.

It was, therefore, concluded that the organizational arrangements for administration of urban planning were in a dismal state. Absence of an integrated urban administrative structure had resulted in multiplicity of urban agencies, duplication of functions, lack of co-ordination, weak enforcement mechanism and lack of political will had handicapped the urban administration. Further, disempowerment of ULBs and local planning institutions had curbed peoples’ interventions and undermined their role in urban planning process. The existence of fragmented urban governance had resulted in lack of administrative synchronization, segregation of different development sectors and competing priorities. Hence, in reality, neither the ‘top-down’ nor ‘bottom-up’ approaches of policy making and implementation were used in their ideal form to enhance administrative efficiency.

5.5 AN ANALYSIS OF ADMINISTRATION OF URBAN PLANNING IN SAS NAGAR

The administration of three important components of urban planning i.e. land use, infrastructure facilities and housing was the main focus of this study. However, during the study the researcher found that the concerned agencies had not created any database with respect to these components. Therefore, the researcher had to depend mainly on general aggregated secondary data i.e. annual administrative reports and used the interview method to help in understanding and analysis. The researcher evaluated each component of urban planning with respect to demand and supply of facilities in SAS Nagar.
5.5.1 Land Use

Section 70 of the Punjab Regional and Town Planning and Development (Amendment) 2006 Act provided for the preparation of master plan for the local planning area. The master plan would indicate broadly the manner in which the land should be used and would allocate areas or zones of land for different purposes. It was found that prior to 2006, TCP prepared an Outline Master Plan (1996-2016)\textsuperscript{46} for SAS Nagar. However, after the amendment of the Act in 2006 and with creation of SAS Nagar as the 18\textsuperscript{th} district of the State, new Master Plan (2006-2031) was approved by the State Government for Greater Mohali Region. (Annexure)

The local planning area of SAS Nagar comprised of 41105.75 acres (16622 hectares) covering the land of 77 villages. The city spread over an area of 6330 acres including six villages namely Madanpura, Mohali, Shahi Majra, Kambali, Kumbra and Mataur, which fall within the acquired and developed areas of SAS Nagar. The study of Outline Master Plan (1996-2016) described the major existing land uses of the city. The break-up of major existing land uses, 2001 within the developed urban area of the city was explained in Table 5.6. Out of 6330 acres, 2030 acres i.e. 32.07\% of land was planned and developed for residential use, 160 acres i.e. 2.54\% for commercial use, 1610 acres i.e. 25.43\% for industrial use and 430 acres i.e. 6.79\% for traffic development. Public and semi-public facilities covered 635 acres i.e. 10.03\%, recreational facilities covered 185 acres i.e. 2.92\% and government buildings covered 65 acres i.e. 19.19 \% of the total land area. The report of Master Plan (2006-2031), however, did not contain the breakup of major existing land use in SAS Nagar. It illustrated the proposed land use legend and zoning interpretation for SAS Nagar local planning area. (Annexure III)

\textsuperscript{46} The Outline Master Plan (1996-2016) contains more detailed information with respect to urban planning in SAS Nagar in comparison to Master Plan (2006-2031). All factual information has been taken from the Outline Master Plan (1996-2016).
Table 5.6

Break-Up of Major Existing Land Use in SAS Nagar, 2001

<table>
<thead>
<tr>
<th>S.No</th>
<th>Existing Land use, 2001</th>
<th>Area in Acres</th>
<th>% of Total Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Residential</td>
<td>2030</td>
<td>32.07</td>
</tr>
<tr>
<td>2</td>
<td>Commercial</td>
<td>160</td>
<td>2.54</td>
</tr>
<tr>
<td>3</td>
<td>Industrial</td>
<td>1610</td>
<td>25.43</td>
</tr>
<tr>
<td>4</td>
<td>Traffic &amp; Transportation</td>
<td>430</td>
<td>6.79</td>
</tr>
<tr>
<td>5</td>
<td>Public &amp; Semi-public facilities (including institutional/educational and public facility buildings, medical, public utilities, historical and religious buildings, cremation &amp; burial grounds)</td>
<td>635</td>
<td>10.03</td>
</tr>
<tr>
<td>6</td>
<td>Recreational i.e. major public parks/ play ground and buffer zones</td>
<td>185</td>
<td>2.92</td>
</tr>
<tr>
<td>7</td>
<td>Governmental</td>
<td>65</td>
<td>1.03</td>
</tr>
<tr>
<td>8</td>
<td>Rural (including orchards &amp; gardens, vacant/agricultural lands and Abadi Dehs)</td>
<td>1215</td>
<td>19.19</td>
</tr>
<tr>
<td>9</td>
<td>Total</td>
<td>6330</td>
<td>100.00</td>
</tr>
</tbody>
</table>

Source: The outline Master Plan (1996-2016)

Thus, it was evident that land was categorized into different uses for ensuring uniform land use pattern. The various land uses had been given due importance to bring them in consonance with one another and to better meet the economic, social and ecological requirements of the people. The largest portion of land was allotted for residential use i.e. 32.07% of the total land area followed by industrial use i.e. 25.43%. The existing residential, industrial and commercial land uses as provided in the Outline Master Plan, 1996-2016 in SAS Nagar have been discussed in detail.

(i) Residential: Out of 6330 acres of total developed area in SAS Nagar, the residential area covered 2030 acres of land. In residential area, housing was provided for residents belonging to various income groups. Thus, plots ranging from 100 square yards to 500 square yards were carved out. Besides this, some areas were allocated for EWS housing and group housing for other categories, institutional housing and co-operative housing building societies.
The study of ward wise population, however, revealed uneven distribution of population in various parts of the city. Ward no. 26 and 27 were densely populated whereas Wards no. 1, 23, and 25 were sparsely populated. An official, commenting on existing state of affairs, admitted that initial urban plans did not emphasize much on population density. Nevertheless, current urban plans place due emphasis on even population density. However, the menace of slums had mushroomed in the city. The pockets of Sector 48, 49, 56-A, 70, 71 and 72 were occupied by squatters. To overcome this problem, GMADA allotted Sector 57 for rehabilitation of slum dwellers. However, increasing population of slum dwellers indicated that the Authority has not been successful in curbing proliferation of slums in the city

(ii) **Commercial**: To encourage neighbourhood commercial activities about 160 acres of land was earmarked for it. In every sector approximately 7 to 10 acres of land was developed for commercial activities. The shopping area was mainly developed along V-4 roads facing north-eastern direction. The commercial areas consist of Shop cum Offices (SCOs), Shop cum Flats and booths. The size of SCO was normally 16'-6" of SCFs was 66'-0" and of booth was 8'-3"*24'-9". Some single storied shops were also planned. Further, planning was undertaken for special trade shops such as semi-industries, flour mills, banks, hotels and restaurants. For accommodating the informal sector, *rehri markets* were established in sectors 55, 56, 59, 60, 61, 64 and 65. A ‘bulky materials market’ was set up on the eastern side of sector 65 on an area of 121 acres for special trades like timber, steel and marble. Besides this, development of fruit and vegetable market on 21.46 acres of land was undertaken by Punjab State Agricultural Marketing Board.

However, the instances of misuse of residential houses for commercial activities had been on rise. An official stated that much of these violations could be attributed to weak enforcement of urban regulations. For this, lack of administrative will to implement these regulations had been the major cause. (Discussion on p. 164)

(iii) **Industrial**: The second highest land allocation was made to industrial use i.e. 1610 acres of land (25.43%), out of 6330 acres of developed land. The city of
SAS Nagar came into existence with the establishment of the industrial focal point in Sector 57 i.e. the Phase I of the city. Industrial area was established both in the north-western i.e. in Sectors 56, 57, 58, 73, 74 and 75 and in the south-eastern sides of the town i.e. in Sectors 66 & 66-A. A total of 1805 plots were planned and developed for small, medium and large scale industries. Table 5.7 illustrated the sector wise distribution of plots and the area planned under them. The size of the plots varied from 260 square yards to 123 acres.

Table 5.7
Sector wise distribution of plots in SAS Nagar

<table>
<thead>
<tr>
<th>S.No</th>
<th>No. of Sectors</th>
<th>No. of Industrial Units</th>
<th>Net Area under Industrial plots (in acres)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>56</td>
<td>4</td>
<td>47.40</td>
</tr>
<tr>
<td>2.</td>
<td>57</td>
<td>112</td>
<td>108.10</td>
</tr>
<tr>
<td>3.</td>
<td>58</td>
<td>124</td>
<td>156.00</td>
</tr>
<tr>
<td>4.</td>
<td>66</td>
<td>188</td>
<td>38.00</td>
</tr>
<tr>
<td>5.</td>
<td>66-A</td>
<td>310</td>
<td>105.00</td>
</tr>
<tr>
<td>6.</td>
<td>72</td>
<td>157</td>
<td>192.20</td>
</tr>
<tr>
<td>7.</td>
<td>73</td>
<td>340</td>
<td>210.00</td>
</tr>
<tr>
<td>8.</td>
<td>74&amp;75</td>
<td>570</td>
<td>494.00</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>1805</td>
<td>1350.70</td>
</tr>
</tbody>
</table>

Punjab Small Industries & Export Corporation (PSIEC) undertook the development of industrial areas in the city. Except a few, mostly non-polluting industrial units were established. These units are mainly engaged in electronics, communication and computer software. Some industries of medicines, tractors, agricultural implements, chemicals paints, rubber, plastics and furniture were also set up.

However, no major schemes were prepared to provide residential accommodation for industrial workers. The official too admitted that this had been the grey area of urban planning in SAS Nagar. The Authority did not make any substantial effort for provision of industrial housing.
Hence, it was evident that the existing land use in SAS Nagar had made adequate allocation of land parcels for various uses. Different land uses were given due consideration in accordance to their importance. The land use pattern had, therefore, been developed in a systematic manner. However, certain issues still needed to be addressed namely uneven population distribution, burgeoning slums, contraventions of land use and industrial housing.

5.5.2 Infrastructure Facilities

Integration of infrastructure facilities has assumed greater significance since urban planning envisions all-round development of an urban area. From the market perspective, there has been three most essential infrastructure facilities i.e. transportation, water and sewer facilities. The study has, therefore, examined the administration of water supply, sanitation and roads in SAS Nagar. The focus was to study the present state of affairs in terms of demand & supply and the institutional arrangement for provision of these services.

i. Water Supply and Sanitation System

In the existing land use plan 2001, public & semi-public utilities covered an area of 635 acres which constituted 10.03% of the total area acquired and developed in SAS Nagar. The 635 acres included areas under institutional, educational, medical, public buildings, historical and religious buildings, cremation and burial grounds and area under public utilities i.e. water supply and sanitation.

In SAS Nagar, water supply was mainly from Bhakra canal. It was supplemented by 44 deep tube wells and 9 overhead tanks. Water treatment plants had been located in Sector 57 and Sector 64. Besides, there had been water works sites in Sectors 54, 55, 59, 64, and Industrial Area Phase-I.

Not having an independent sewage treatment plant, the town at present share its facility with Chandigarh plant located in Sector 66. The Outline Master plan (1996-2016) proposed 50 acres site for water treatment plant in sector 74 A and 150 acres site in the south-east of Transport Nagar in sector 101. Also 60 acres of land was earmarked for garbage dumping in sector 101. However, no time limit has been prescribed for development of these projects and also more than half of the plan period had already lapsed.
i (a) Institutional Arrangement for Water supply in SAS Nagar

The 74th Constitutional Amendment Act, 1992, assigned the function of water supply and sanitation to the MC. In SAS Nagar, however, water supply facilities were looked after by Municipal Council and Department of Public Health. Water supply in residential areas was looked after by MC and in industrial areas by Department of Public Health on behalf of MC. Similarly, the construction and maintenance of sewerage facilities was looked after by Water and Sanitation Department on behalf of MC. However, the expenditure of water supply and sanitation was borne by MC.

On the other hand, in newly developed urban areas and in urban estates, GMADA was responsible for provision of water supply and sewerage facilities. The initial development was being undertaken by the Authority. After 5 years, the maintenance of water supply and sanitation in developed areas was transferred to the MC. Interestingly, there was no evidence of a phased or planned transfer. GMADA did not have any relationship with regard to maintenance of the service with the MC. The latter said they suffered on account of lack of support from GMADA in case of issues arising from the state of quality of the handed over amenities. The Authority, however, felt justified in cutting off any connection once they had transferred the amenity to the Council.

i (b) Status of water supply system

In SAS Nagar, the main source of drinking water is underground water drawn through shallow tube wells and also from canal water through Bhakhra Main Line. Due to excessive pumping from the existing tube wells, water table had gone down significantly. The city gets only 10 mgd of water from Kajauli water works and rest from tube wells. Since, the city’s water supply system had grown old and thereby unable to cater to increasing demands of residents, a long term water supply policy, which could take care of adequate supply of potable water especially for meeting the future requirement, became essential.

It was found that the city had been facing acute water shortage. The demand for water during summer had been 23 mgd as against the available 13.2 mgd. Most of the tube wells had failed as the water table in the area had
receded. Out of 71 tube wells, only 28 were in working order. Not a single tube well was functional in Phase II, III – A, III – B 2 and IV. To overcome the scarcity, the concerned authorities had requested GMADA to sink 10 tube wells in various parts of the town. Out of 10, five were to be sunk by the MC.

Thus, to meet the rising demand of water, water rationing was being introduced for many months every year in the city. The rationing of water normally began around March and continued till November. In the summer of 2010, it was introduced only when the temperature touched 43 degrees. The water supply was provided on alternate days. For this purpose, areas linked with water works in Phase VI had been divided into two zones. Zone I covered phases I, VI, III-B2 and V and Zone II comprised of phases II, III-A, III-B1 and IV and VII. However, Phase IX to XI and Sectors 70, 71 and part of Sector- 48, which got water supply from water works of Sector 57, continued to get the supply.47

Hence, water supply and sanitation administration presented a gloomy picture. Due to depleting ground water, several tube wells became non-functional. Nevertheless, efforts were made to overcome the shortage of water by sinking new tube wells in various parts of the city. At the same time to address the existing sanitation issues the master plan proposed to establish water treatment plant, sewage treatment plant and garbage dumping site. However, administrative integration, with respect to water & sanitation administration and urban planning, was found to be ad-hoc in nature. This implies that the concerned authorities of water supply and sanitation would be contacted only when the need arose. The involvement of water managers had not been considered crucial. TCP and GMADA themselves undertook the planning and administration of water supply and sanitation in newly developed areas; according to them MC was responsible for management of civic affairs in already developed areas. (See p. 199)

According to rule 30 of the Punjab Regional and Town Planning and Development (General) Rules, 1995, the outline master plan may include “a traffic and transportation plan based upon the report of survey and inventory of traffic volumes, capacity of existing roads, highways and railways and consisting of proposals for a pattern of street roads, highways and parking, loading, unloading and terminal facilities and airports to serve the present and future requirements”.

As per the existing land use plan 2001, out of the total area of 6330 acres, the area under traffic and transportation was 430 acres i.e. 6.79% of the total developed area. The road network in SAS Nagar was almost the same as adopted in Chandigarh. Sector roads i.e. V-2 and V-3 were the fast traffic moving roads. The V-4 roads were the shopping street within sector which joined other sectors horizontally. While V-5 roads were collectoral roads, the V-6 roads were service streets giving access to individual plots/ property. The V-7 roads were meant for cycle tracks. Another 1460 acres of land had been added under the proposed land use plan, 2016 for traffic and transportation network and activities. However, no change in the widths of the existing roads in the developed sectors has been proposed in view of increased volume of vehicular traffic.

The circulation system of SAS Nagar had been planned keeping in view the already existing circulation system of Chandigarh. Though the system of V-7 circulation is largely realised in the town yet the provision of cycle track was missing. The most acute problem has been of mixed traffic as all kinds of traffic intermingle with one another. There were no slow carriageways and houses have direct openings on the main roads.

The existing road network seemed to be inadequate as the roads were facing difficulty in bearing heavy traffic during rush hours. Some of the V-4 and V-5 road junctions within sectors were accidental prone...
areas. The 12’ metalled width of V-6 roads was inadequate. Encroachments on V-6 roads had further aggravated the problem. Further, the commercial centres on V-4 roads were facing acute shortage of parking space.

An official, commenting on various transport problems namely smaller width of road, shortage of parking space, encroachment on roads and inefficient traffic regulation, stated that all these problems had existed in already developed areas. He considered exponential rise in number of vehicles as the basic cause; since people preferred their personal vehicles in place of public transport. Nevertheless, new urban plans had taken care of all these shortcomings. However, it was observed that construction of cycle tracks was neglected in the city. Even the plan proposals had overlooked the construction of V-7 roads.

ii (b) Institutional Arrangement for Construction and Maintenance of Roads

In SAS Nagar, MC was responsible for construction and maintenance of roads. However in newly developed urban estates, the original construction and maintenance of internal roads was undertaken by GMADA for 5 years. Thereby after 5 years, the function of maintenance of the roads was being transferred to MC. On the other hand, construction and maintenance of state highways or peripheral roads lying outside the municipal limits was undertaken by PWD (B&R).

The study, therefore, found that urban transportation has not been incorporated as an important parameter at the urban planning stage i.e. no separate transportation plan was prepared. The concerned authorities did not integrate land use and transport planning so that travel distances are minimized and access to livelihoods, education, and other social needs, especially for the marginal segments of the urban population could be improved. Also, measures for decongestion of roads such as complete pedestrianisation of certain areas, provision of cycle and walking tracks, imposition of congestion levy, allowing entry
into certain congested area through public transport, definition of area specific parking norms and so on have not been included in urban plans.

In SAS Nagar administration of infrastructure facilities was not found to be satisfactory. Firstly, the Punjab Regional and Town Planning and Development 2006 Act did not provide integration of infrastructure and transportation facilities in urban areas. Consequently, infrastructure development plans were integrated in an urban plan on adhoc basis. Secondly, constitutionally, urban local body i.e. the MC was responsible for the provision of civic amenities. However, existence of multiple bodies i.e. government and parastatal bodies, had adversely affected the administration of civic amenities. Thirdly, the authority of the MC was undermined since the concerned government departments and GMADA were not accountable to the ULB for delivery of urban basic services. Thus, there was a need for capacity-building of the Council to upgrade quality and quantity of urban infrastructure facilities in the city.

5.5.3 Housing

Housing is the most important component for attaining sustainable development. The State of Punjab, like other states, has been experiencing rapid urbanization and a mismatch in demand and supply of adequate and affordable housing. As per Census 2011, nearly 37.49% of total population lived in urban areas; a figure higher in comparison to 31.16 % at national level. Further, according to Census 2001, "the State has a housing shortage of 3 lacs units of which 2.10 lacs units shortage was in urban areas and 90,000 units shortage was in rural areas. The State had a houseless population of 47,000. As per NBO, the urban housing shortage in the State in 2007 was 6.90 lacs units. Thus, it was estimated that the State would require about 12 lacs additional housing units both in urban and rural areas during 2007-12 with an investment of about Rs. 34,000 crores. Out of this, 95% i.e. 11.40 lacs houses would be required for poor/ EWS/ LIG/ MIG households i.e. about 6.0 lacs houses would be needed for the poor/ EWS, 3.60 lacs houses for LIG, 1.80 lacs houses MIG and the remaining 60,000 for HIG category. Table 5.8 illustrated the housing condition in


SAS Nagar for the period from 1996-2008. In SAS Nagar, GMADA was responsible for provision of social housing in the city. (See p. 199)

Table 5.8
Houses Constructed and Allotted in SAS Nagar up to 2008

<table>
<thead>
<tr>
<th>Year</th>
<th>EWS Const.</th>
<th>EWS Allot.</th>
<th>LIG Const.</th>
<th>LIG Allot.</th>
<th>MIG Const.</th>
<th>MIG Allot.</th>
<th>HIG Const.</th>
<th>HIG Allot.</th>
</tr>
</thead>
<tbody>
<tr>
<td>1997</td>
<td>1736</td>
<td>1736</td>
<td>3959</td>
<td>3646</td>
<td>2937</td>
<td>2804</td>
<td>864</td>
<td>687</td>
</tr>
<tr>
<td>1998</td>
<td>1736</td>
<td>1736</td>
<td>3959</td>
<td>3646</td>
<td>3309</td>
<td>3174</td>
<td>1548</td>
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<tr>
<td>1999</td>
<td>1736</td>
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<td>3972</td>
<td>3652</td>
<td>3327</td>
<td>3104</td>
<td>1548</td>
<td>1548</td>
</tr>
<tr>
<td>2000</td>
<td>1736</td>
<td>1736</td>
<td>4439</td>
<td>3676</td>
<td>3401</td>
<td>3178</td>
<td>1579</td>
<td>1579</td>
</tr>
<tr>
<td>2001</td>
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<td>3469</td>
<td>1581</td>
<td>1576</td>
</tr>
<tr>
<td>2002</td>
<td>1736</td>
<td>1736</td>
<td>5092</td>
<td>5049</td>
<td>4216</td>
<td>4216</td>
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<td>1179</td>
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<td>4216</td>
<td>1179</td>
<td>1179</td>
</tr>
<tr>
<td>2004</td>
<td>1736</td>
<td>1736</td>
<td>5092</td>
<td>5049</td>
<td>4216</td>
<td>4216</td>
<td>1179</td>
<td>1179</td>
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</tr>
<tr>
<td>2006</td>
<td>1736</td>
<td>1736</td>
<td>5092</td>
<td>5079</td>
<td>4216</td>
<td>4216</td>
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</tr>
<tr>
<td>2007</td>
<td>1736</td>
<td>1736</td>
<td>5092</td>
<td>5079</td>
<td>4216</td>
<td>4216</td>
<td>1179</td>
<td>1179</td>
</tr>
</tbody>
</table>

*Source: Annual Reports of PUDA and GMADA from 1996 to 2010. The Reports for the years 2008-09 and 2009-2010 were not available even till 27.12.2012*

It was evident from Table 5.8 that provision of housing facilities in the city was not satisfactory. New houses had not been constructed and allotted to economically weaker section (EWS) since 1997. In case of Lower Income Group (LIG), Middle income group (MIG) and high income group (HIG) only marginal increase in construction and allotment of houses was witnessed from 1996 to 2001. However, since 2002 status quo was prevalent i.e. no new houses were constructed and allotted. Thus, it could be concluded that there has been a mismatch between demand and supply of housing facilities in the city. The officials, while responding to the existing state of affairs, expressed their helplessness and did not reveal much simply saying that it all depended on the decisions of the state government; the researcher believed that it was being indicated that this was a political decision.

It was noted that the administration of various components of urban planning was not satisfactory. The concerned agencies, to a large extent, adopted an incrementalist approach for development of infrastructure facilities in the city. A well-
defined pattern of land use was provided in existing urban plans; however, issues pertaining to slums, encroachments and so on still remained to be addressed. The infrastructure and housing facilities were found to be deficient since they were unable to meet the increasing demand. Thus, it was believed that non-convergence of these components in urban planning had resulted in their under-development.

5.6 CONCLUSION

A formal organizational structure is imperative for ensuring integration and efficiency of administrative processes. As such, an articulated administrative structure was created both at state and local level for administration of urban planning in SAS Nagar. The 2006 Act provided for creation of parastatal bodies (i.e. GMADA) who worked along with the government agencies (i.e. HUD, TCP & MC) in urban plan formulation and implementation. However, the organizational structure for administration of urban planning was found to be suffering from several inadequacies. Firstly, the existence of multiple urban agencies resulted in duplication of functions and lack of coordination. Secondly, the rampant violations of urban rules and regulations highlighted the inherent weaknesses of enforcement control mechanism. Thirdly, lack of political will for effective implementation of urban plans, to a large extent, was found to be responsible for the current state of affairs. Fourthly, the role of ULBs had degenerated due to weak local planning institutions, encroachment of their financial resources, non-standard allocation of funds for urban development and lack of requisite technical expertise with them. Fifthly, the administration of urban planning components was found not to be satisfactory. Land use patterns were developed in a systematic manner, however, numerous issues still need to be taken care. Further, provision of infrastructure and housing facilities were found to be wanting. The deficiencies in infrastructure and housing facilities were evident from the existing gap between demand and supply. Thus, organization and administration of urban planning in SAS Nagar did not adopt an integrated approach for overcoming the future urban development challenges.