CHAPTER 1
INTRODUCTION

India has entered an era of economic growth, economic liberalization and prosperity. This has resulted in the growth of new patterns of urban centers. These changes in urban life could be attributed to two interrelated phenomena - Globalization and Urbanization. The consequent economic and technological advancements that took place in urban areas encouraged spatial movement of people. The rapid urbanization i.e. constant influx of migrants and increasing natural growth, although, brought about development in social, economic and cultural spheres of life but it has disturbed the ecological system. Urban settlements in all parts of the world are facing demographic and environment challenges that have significant impact on the socio-spatial and institutional structures. Hence urban planning, as a tool for human and environment improvement, has gained greater currency in the 21st century cities.

Ideally, urbanization should be a planned process thereby allowing infrastructure to develop adequately to support the demographic increase. However, in reality expansion in size comes first thereby resulting in structural imbalances. It is, therefore, evident that there has been an unpreparedness to respond to the growing challenges of urbanization. Thus, in the present scenario, it seems that the urban planners are yet to respond the call for urban renewal and restructuring. The bourgeois slums, shortage of adequate infrastructure facilities, haphazard growth of the cities, degradation of the environment and so on have emphasized the need to revisit the planning strategies and identify various factors influencing them. Further, the nature of 21st century cities is highly complex, rapidly changing and is determined by array of local and global forces. Urban planning, therefore, is fundamental to manage the process of urbanization and urban growth by means of effective land use planning and optimum utilization of available urban resources.

1.1. URBANISATION: CONCEPT

Urbanization is the demographic process whereby an increasing proportion of a region or a country lives in urban areas. It is a characteristic of economically advancing nations, where it has occurred at a much faster rate than it did historically in the
developed world. It is linked to industrialization, though large urban areas did of course exist before the Industrial Revolution (e.g. Asia). The term does, however, have two interrelated and more specific meanings. First, demographers, who use it to refer to redistribution of population between rural and urban areas, have given it a specific meaning at the conceptual level. Second, in a number of social sciences, urbanization refers to the changing morphological structure of urban agglomerations and its development. Therefore, we can say that urbanization as a process brings about both demographic and morphological changes in the urban areas.

Further, with globalization, cities in developing countries are witnessing exponential increase in population resulting in changes in spatial structure. Under the new economic production patterns, the associated decentralization has a major implication for the spatial configuration of cities. This has resulted in intensifying the process of ‘metropolitanization’ and the related management problems.

1.1.1 Urbanization: An Overview

Cities are the result of social and economic growth. In the last few decades, large cities and metropolitan areas have experienced rapid urbanization that brought about unprecedented economic and political changes. These changes in the scale and character of economic activity inevitably led to colossal urbanization thereby influencing the urban life. According to UNFPA’s State of World Population 2007:

"...in 2008, the world reaches an invisible but momentous milestone: For the first time in history, more than half its human population, 3.3 billion people, will be living in urban areas. By 2030, this is expected to swell to almost 5 billion. Many of the new urbanites will be poor. Their future, the future of cities in developing countries, the future of humanity itself, all depends very much on decisions made now in preparation for this growth."

Thus, it could be seen that urban areas contain the major share of human population in comparison to rural areas. Urbanization, therefore, is a global phenomenon experienced by economically advanced as well as developing countries.

3 Kulwant Singh, & Florian Steinberg (eds.) (1996), Urban India in Crisis, New India International Limited Publishers, New Delhi, pp. 17
The period 1950-1975 viewed population growth more or less evenly divided between the urban and rural areas of the world. The later period however has seen the balance tipped dramatically in favor of urban growth. In 2008, for the first time in history, it has been witnessed that over half of the world’s population lived in urban areas and according to current projections; this would rise to 70 per cent by 2050. All this urban growth, however, would take place in developing regions. The global urban transition witnessed over the last three or so decades has been phenomenal and has been presenting urban planning and management with challenges that has never been faced before. Table 1.1 presents current status of global urban population, urban population constitutes of 52.1% of the total world population. In developed countries it constitutes 77.7% and in less developed countries it constitutes 46.5% of the total population.

Table 1.1

<table>
<thead>
<tr>
<th>Region</th>
<th>Total Population</th>
<th>Urban Population</th>
<th>Percentage in Total Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>World</td>
<td>6,974,037</td>
<td>3,632,457</td>
<td>52.1</td>
</tr>
<tr>
<td>More Developed Countries</td>
<td>1,240,380</td>
<td>964,240</td>
<td>77.7</td>
</tr>
<tr>
<td>Less Developed Countries</td>
<td>5,733,657</td>
<td>2,668,217</td>
<td>46.5</td>
</tr>
</tbody>
</table>

Source: United Nations

It is estimated that by 2050, the world urban population would increase by 72 per cent i.e. from 3.6 billion in 2011 to 6.3 billion in 2050. By mid-century it is likely to be equal to the world’s total population as was in 2002. This expected growth in the world urban population will virtually be concentrated in the urban areas of the less developed regions; whose population is projected to increase from 2.7 billion in 2011 to 5.1 billion in 2050. At the same time, the rural population of the less developed regions is expected to decline from 3.1 billion in 2011 to 2.9 billion in 2050. On the other hand, urban population in developed regions is projected to increase modestly from 1 billion

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in 2011 to 1.1 billion in 2050. Hence, this rapid urban growth all over the world, no doubt, would restructure the social, economic and political aspects of urban life and would exert colossal pressure for development of requisite infrastructure facilities in urban areas.

1.1.2 Urbanization Scenario in India

India, a developing country, has been witnessing exponential urban growth. Of the total population of 1.210.19 million, about 377.1 million live in urban areas i.e. urban population constitutes 31.16% of the total population. The proportion of people living in the urban areas of country has increased from 27.80% in 2001 to 31.16% in 2011. Number of towns has also increased from 5161 in 2001 to 7935 in 2011. In terms of urbanization level, however, India is one of the least urbanized countries of the world. The declining decadal growth of urban population from 46.1 percent in 1971-81 to 31.80 percent in 2001-2011 could partly explain the lower urbanization level. Correspondingly, the average annual exponential growth has also dropped from 2.22 percent in 1971-81 to 2.16 percent in 1981-91 to 1.97 percent in 1991-2001 and to 1.64 in 2001-2011.

<table>
<thead>
<tr>
<th>Year</th>
<th>Percentage of Urban to Total Population</th>
<th>Decadal Urban Population Growth</th>
</tr>
</thead>
<tbody>
<tr>
<td>1981</td>
<td>23.34</td>
<td>46.14</td>
</tr>
<tr>
<td>1991</td>
<td>25.71</td>
<td>36.46</td>
</tr>
<tr>
<td>2001</td>
<td>27.78</td>
<td>31.36</td>
</tr>
<tr>
<td>2011</td>
<td>31.16</td>
<td>31.80</td>
</tr>
</tbody>
</table>

Source: Eleventh Five-Year Plan

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6 Ibid, p. 3.
This, to some extent, reflects a declining trend in total urban population growth. This, however, could be attributed to the fact that urbanization in India has been proceeding at a fairly modest pace, though some states and cities have reported exponential urban growth. Nevertheless, table 1.3 shows that urban population, in recent years, has increased at rapid rate.

Table 1.3

Trends of Urbanization in India, 1951-2021

<table>
<thead>
<tr>
<th>Census Year</th>
<th>Total population (in million)</th>
<th>Urban Population (million)</th>
<th>Percentage of Urban Population to total population</th>
<th>Decadal Urban Growth Rate (%)</th>
<th>Annual Compound Growth Rate Total</th>
<th>Annual Compound Growth Rate Urban</th>
</tr>
</thead>
<tbody>
<tr>
<td>1951</td>
<td>361.08</td>
<td>62.44</td>
<td>17.29</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>1961</td>
<td>439.23</td>
<td>78.93</td>
<td>17.97</td>
<td>26.41</td>
<td>1.98</td>
<td>2.37</td>
</tr>
<tr>
<td>1971</td>
<td>548.15</td>
<td>109.11</td>
<td>19.91</td>
<td>38.24</td>
<td>2.24</td>
<td>3.29</td>
</tr>
<tr>
<td>1981</td>
<td>683.32</td>
<td>159.46</td>
<td>23.34</td>
<td>46.15</td>
<td>2.23</td>
<td>3.87</td>
</tr>
<tr>
<td>1991</td>
<td>846.30</td>
<td>217.61</td>
<td>25.71</td>
<td>36.47</td>
<td>2.16</td>
<td>3.16</td>
</tr>
<tr>
<td>2001*</td>
<td>1048.15</td>
<td>296.97</td>
<td>28.33</td>
<td>36.47</td>
<td>2.16</td>
<td>3.16</td>
</tr>
<tr>
<td>2011*</td>
<td>1298.15</td>
<td>405.26</td>
<td>31.22</td>
<td>36.47</td>
<td>2.16</td>
<td>3.16</td>
</tr>
<tr>
<td>2021*</td>
<td>1607.77</td>
<td>553.04</td>
<td>34.40</td>
<td>36.47</td>
<td>2.16</td>
<td>3.16</td>
</tr>
</tbody>
</table>

*Projected figures. Source: NIUA

In 1961 about 79 million persons lived in urban areas; by 1991, their number had increased to over 217 million, registering an increase of over 250 per cent in the last three decades. Almost all population projections indicate that India will enter the 21st century with an urban population of about 300 million, which will further increase to over 405 million in the year 2011 and 553 million in the year 2021. Thus, Indian cities would be experiencing massive increase in urban population in future.

Generally, the increase in population in urban areas is the by-product of both the natural growth and migration. However in India, the stagnating agriculture and

industrial sectors have pulled down the growth trends of the economy, thus pushing the rural underemployed and unemployed laborers to the urban areas in anticipation of a better income and lifestyle. Besides the rural-urban income differential, as perceived by the physical and demographic planners, that activates the push and pull factors, other factors such as access to basic facilities and amenities, access to institutional and political power and so on also trigger off the rural - urban as well as the urban - urban migration. This, therefore, leads to the concentration of population in urban areas, mainly in the larger cities.

Even among the cities, the metropolitan cities or the larger towns have experienced rapid urbanization. This process could be described as 'metropolitanization'. With the increasing metropolitanization, the cities have experienced booming internal growth and migration. This, however, have exposed the weaknesses of urban infrastructure in the past decades. This rapid urbanization and the consequent demands and needs of the people have, therefore, exerted colossal pressure on state and local government.  

1.1.3 Urbanization Scenario in Punjab

In 2011, the total population of Punjab has been 2,77,04,236; out of which 17,316,800 persons resided in rural areas and persons in 10,387,436 urban areas. Urban population in Punjab, therefore, accounts for 37.49 % of total population. In other words, 3 out of 9 persons has been residing in urban areas in Punjab. On the contrary, at national level every fourth person is an urbanite. Thus, urbanization level in Punjab surpassed the Indian average of 31.16 % in 2011. Table 1.4 highlights some of the facts pertaining to urbanization in Punjab.
Table 1.4
Some facts about urbanization in Punjab, 2011

- Out of 217 towns in Punjab, 143 have statutory status and 74 are census towns.
- Urban population constitutes 37.49% of the total population.
- Ludhiana (59.14%), Sahibzada Ajit Singh Nagar (55.17%), Amritsar (53.64%) and Jalandhar (53.18%) are predominantly urban.
- One half (49.12%) of urban population in Punjab is concentrated in four districts namely Ludhiana, Sahibzada Ajit Sing Nagar, Amritsar and Jalandhar.
- Ludhiana (59.14%) is the most urbanized district and Tarn Taran (12.63%) is the least urbanized district in Punjab.
- During 2001-2011, urban population in Punjab has increased by 25.72% which is nearly twice that of overall growth rate (13.73%) and more than three times that of the rural (7.58%) growth rate.

*Source: Census of India 2011*

The State of Punjab, therefore, is experiencing urbanization at an accelerated pace. Consequently, the state is facing enormous urban development challenges. The current urban scenario has been highly distorted and urban areas are reeling under numerous developmental problems. Thus, there is a need to strengthen the urban planning practices and systems in the state for streamlining urban development process.

Thus, urbanization has become a universal phenomenon. The rapid growth in urban population is accompanied by change in urban morphology and excessive burden on existing urban infrastructure facilities. Thus, urban planning has a critical role to play in defining urban development goals and strategies.

**1.2 THEORY OF PLANNING**

Space, however, played two fold roles: (i) as an input to production and (ii) as a commodity demanded by private households for recreational and residential purposes. As a result, space had been gaining importance. This promoted an increased spatial concentration and growth of metropolitan areas. On the other hand, increased mobility of workers and rising demand for space had resulted in the phenomena of sub urbanization within metropolitan regions.

It is now that we needed plan. The plan would certainly not aim at maintaining or establishing a dynamic equilibrium in the short run. However, it aimed at sustaining short run market forces and at creating growth poles where otherwise economic
development would be insufficient. However, the concept of planning would study the relationship between past structural changes and the factors responsible for them. Thus, these relationships would constitute the cornerstone for all policy measures that would influence location and migration decisions of individuals. This, therefore, would result in deliberate changes both in regional wage, price & profit differentials and in infrastructure. But these should be interpreted as ‘fixed goals’ for a region. An optimal plan for a region is based upon four closely related parts:

i. “Available Resources, Production Possibilities and the Institutional Structure.

ii. Expected future changes in technology and behavior. Also, to project the changes in the available resources.


iv. Appraisal of spatial distribution of the projected activities.”

Planning had not been a new responsibility of the government. Since, the time immemorial planning had been considered as the basis for intelligent government action. Also, examples of city planning could be traced back far more than five hundred years in Europe and Asia. Nevertheless, planning today has become a distinct process within the framework of government. Over the years, it has been realized that proper planning under the guidance of a public agency tends to put forth requisite means for solving various problems that resulted from the growth of population, expansion of industry and the changes grown out of the technological and scientific developments.

In broad sense, planning is concerned with the orderly relations of all functions performed by the government either directly or through regulations. Planning as a process, (i) aimed at understanding human needs and shaping future public policy to serve those needs effectively, (ii) and is concerned with research, with prophecy and with value judgment. Planning as an activity, delineated in a formal and detailed ways, articulate the desired actions which are essential to be undertaken for providing a particular service and for achieving certain goals.

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14 Ibid, p.165
1.2.1 Features of Planning

The process of planning consists of the following features

i. *All-Embracing*: it encompasses everything i.e. from recognition of a problem to the action taken and evaluation.

ii. *On-Going Process*: it is a continuous process aiming at alleviating past mistakes.

iii. *Unique*: for every situation, group of planners consider different variables and situations.

iv. *Comprehensive*: it includes various aspects such as legislative, regulatory, fiscal, administrative and political which are knitted in a co-ordinate manner to achieve the desired goals.

Thus, planning as a model of intended future situations reflects:

i. Specific economic, social, political and administrative activities.

ii. The location of activities within a geographic area.

iii. The resources required to make these activities possible.

iv. The structures, installations and landscape which are to provide physical expression and environment for these activities.

v. Involvement of legislative, fiscal, political and social aspects for attainment of goals through these activities.

The patterns of urbanization, world over, have exhibited tremendous diversification. Whereas growth of Asian cities has been fuelled by rapid economic growth, a distinct pattern has emerged in Latin America and Europe. Therefore, the nature of planning process has been as diverse as the nature of urbanization. The conceptualization of the concept of planning is imperative in order to identify its importance in urban context. In common parlance, planning refer to forecasting or working out the future course of action to accomplish specified goals. However, in theory planning could be defined as a process for determining appropriate course of action through a sequence of choices. The term ‘determining’ has been used in two senses i.e. finding out and assuring. These choices were made at three basic levels - (i) selection of ends or goals (ii) identification and selection of desired alternatives (iii) direction of action towards the desired goals.

Therefore, it is evident that the planning consists of some basic components. They are:
- **Goal Orientation** – It is an instrument for achieving specific goals and objectives. Every action is oriented towards the achievement of the defined goals.

- **Choice Activity** – It, as an activity, aims at selecting the best course of action. First, it defines the objectives and then selects the most appropriate alternatives for its achievement.

- **Future Orientation** – It upholds the future perspective while determining the current actions and goals. This is so because future is largely dependent upon the current actions.

- **Action Orientation** – Every action is undertaken to accomplish the defined objective.

- **Comprehensiveness** – It aims to relate all components of a system. It would cover all the aspects taking into consideration all the possible ramifications of the given proposals.

By upholding these basic components, planners would engage in identifying the appropriate course of action. This consisted of three fundamental activities, which together constituted the process of planning. These activities were:

1. **Value Formulation:** Value has been the statement of preferences or ends while fact has been the statement of logic. In planning process, facts predicted the nature of the future while values determined the objectives and goals that are desired in the present and future conditions. However, the determination of goals depend upon certain basic elements that are complementary in nature. They are:

   - **Responsibility:** Since goals are value statements therefore planner, as a responsible agent, would accept and reject the goals depending upon the values of the client. Further, the public decision making in the form of plan proposal would represent the will of the client in accordance with the democratic perspective.

   - **Client:** For determination of values, it has been essential to identify the client. This has been required to determine the weight of the value among or within the concerned groups. However, in public planning, this identification has been an onerous task due to interfering administrative and legislative levels.

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Value Analysis: - For planning purposes, value hierarchies would be formed. This enables identification, reduction or even elimination of the inconsistencies in pursuit of common goals. Also, the planners are in a better position to identify the appropriate means.

Evaluation of Values: - Value, being subjective in nature, could be evaluated by detailing the implication of values. This provided greater understanding of the goals and discovered ways of transforming values into goals statement. Evaluation of values would enable to distinguish between the achievable and non-achievable values. This also facilitates the determination of specific means for attaining the goals.

Temporal Dimension: - The planners have to take in both the present and future choices of the clients. In the long-term, he has to consider alternatives for attaining higher-level values and includes some values different from those currently recognized. For short-term plans, immediate goals would be identified. While the middle range plans would bring together both the long-term and short-term plan objectives to bring about societal changes.

2. Means Identification: - The next stage of the planning process has been conversion of ends into means. The planners would undertake the task of identifying alternatives or sets of alternatives, which would be instrumental in the achievement of the stated objectives. This means identification process consisted of two steps –

Identification of alternatives: - the set of alternatives consistent with the values would be identified. These alternatives are such, which would be sufficient for ends’ achievements. The planner tries to identify among the available alternatives, such alternative, which is in consonance with the existing conditions. The choice of alternatives depends upon the planners’ skills, (technical as well as creative).

Weighing the alternatives: - The identified alternatives are then weighed against the stated goals. The weight is done in two ways – (i) by determining the degree to which employed or selected alternative satisfies ends. (ii) by determining the probability i.e. to examine the likelihood that employed means justify ends. In the last step weight would be attached to each alternative by considering the criteria developed in the value formulation stage. It is only then that the planner
identified the best suitable alternative. Such alternatives must be measurable, i.e. success indicators should be there to determine the effectiveness of the means.

3. Effectuation: - This has been the third step in the planning process, which would guide the implementation of identified means for the attainment of defined objectives. In contemporary administrative thought policy-making has been considered inseparable from implementation. Therefore, the planner is associated with the implementation of the plan. Thus, he performed the role of feedback control mechanism, i.e. he would guide the direction of program and even redirect the programs’ administration in unanticipated conditions and would provide immediate solutions. He would also perform the function of storing information and observe the reaction of the clients to the stated and the accomplished goals. This in turn, would lead to value formulation. Thus, the concomitance of value formulation and effectuation stages represents that planning is an ongoing process\(^\text{17}\). Figure 1.1 illustrates the above planning process that progress from abstraction (value formulation) to specificity (policy decisions/goals).

Figure 1.1
Model of Interrelationship between Planning, Values, Goals, Policy and Decision

\[\text{Source: Banerji, Sujit (1969)}^{18}\]

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\(^{17}\) Ibid, pp. 19-36.  
Thus, planning is not only concerned with the problem resolution; it also aimed at foreseeing the future conditions and requirements so as to bring about intended societal change.

1.2.2 Actors in Planning

Planning as a method provides for rectifying the past mistakes and takes, on such activities that prevent the expansion of the present mistakes and reduce their probability in future. However, this process involves a large number of groups and individuals. For the success of any plan, it is paramount to involve and coordinate the activities of professionals, laymen, private and public agencies as well as community and city officials. Also, it is essential to achieve interdisciplinary coordination among the professionals. Figure 1.2 illustrates the various actors involved in planning process.

![Diagrammatical Representation of Actors in Planning Process](image)

**Source:** Bannon, Joseph.J (1976)

Hence, it is evident that multiple actors i.e. citizen groups, public agencies, elected officials, private agencies and development groups, professional and technical personnels, are involved in planning process. This is so because an ideal planning process is the synthesis of broad vision of the generalists and technical expertise of the specialists. This also represents the adoption of participatory approach in planning process.

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1.2.3 Types of Planning

The scope of planning is quite wide and it extended to varied fields. Each field has its specific set of purposes, methods and constraints. Planning, therefore, could be classified as follows:

- **Non-Spatial and Spatial Planning:** This classification is based on the geographical areas. In Non-Spatial planning, the geographical dimensions are not explicit such as national planning, economic planning, family planning etc. Sectoral planning is also non-spatial planning, since it is concerned with the development of various sectors of the economy. In such planning, integrated structure is absent and this leads to several social and human problems creating spatial imbalances.

Spatial Planning has clearly specified geographical dimension. It affects the spatial pattern of human activity that leads to the emergence of spatial subsystems of regions. It is of two types – (a) Adaptive Planning and (b) Developmental Planning.

- **Physical Planning:** This type of planning is concerned with the development of the physical structures that are essential for the development of an urban or rural area such as land use, infrastructure facilities etc.

- **Economic Development:** It is concerned with the economic structures and components such as production, income, purchasing power etc. Both economic and physical planning is complementary to each other.

- **Development Planning:** It is concerned with the development of both the social and economic factors for promoting economic growth. Therefore, through requisite policy formulation, it provides for transformation of mode of production, level of living, education and technological awareness etc. It emphasizes peoples' participation along with coordination of planning agencies at different administrative levels during the preparation and implementation of the policies. For attaining sustainable development, development planning in consonance with people’s participation is imperative.

- **Environmental Planning:** The rapid technological and industrial development has proved detrimental to environment. This led to increasing pollution and health hazards. Thus, it is essential to incorporate environmental variables in
physical, economic and development planning in order to sustain healthy environment.

> Imperative and Indicative Planning: - From organizational angle planning can be divided into imperative and indicative planning. Imperative planning: - When public sector takes up the planning of productive resources of country to embark upon the path of economic growth. Under such system the government owns the means of production and is responsible for taking the concerned decisions, i.e., how to invest, what to invest, where to invest, etc. The government upholds the responsibility for formulation and implementation of the plans and policies. Private participation is absent.

Indicative planning: - In this planning the major sectors are owned by the government, partly or fully, but the government provides autonomy to the individual firms to function within the provided framework and rarely intervenes in their affairs\(^{20}\). Such types of planning give rise to mixed economy.

The scope of planning is multi-dimensional i.e. it embraces different aspects of the development process. Planning, therefore, enables the society to acclimatize to the changing environment and at the same time reap the benefits from this environment.

1.2.4 Planning: As a Process

Planning broadly recognized three basic dimensions - (i) economic; (ii) social; and (iii) environment. However, a centralized planning process cannot deal with these dimensions. For this purpose, planning philosophy and methodology, in present times, has adopted multi-level planning.

This could be illustrated with the help of the System Approach. A system would consist of sets of interconnected parts or elements. Each part itself is a sub-system consisting of smaller parts. Thus, a hierarchy of systems is created, with smaller one making up the larger ones. Similarly, National Territory is taken as a system consisting of smaller territorial units, having within still smaller interlinked units. This implies that the territorial system could be divided as (i) Nation (ii) Inter State Macro Region (iii)

\(^{20}\) Jayasri Ray Chaudhri (2001), An Introduction to Development and Regional Planning: With Special Reference to India, Orient Longman, Kolkata, pp. 29-35.
The State (iv) Inter District Meso Regions (v) District/ Metropolitan regions (vi) Block/ Taluk/ City region (vii) Village.

Hence multiple planning regions have been created with varying planning purposes and objectives at each unit of the system. This new approach i.e. a shift from system approach to regional planning approach is imperative to achieve overall development of the nation. This new approach i.e. a shift from system approach to regional planning approach is imperative to achieve overall development of the nation.

The need for regional planning emanated from the unique structures and the development problems of a particular region. Hence “Regional Planning, in its multi-dimensional aspects can be defined as the introduction of space to the sectoral processes of planning for the ‘normative ordering’ of activities with a definite purpose and scale varying over time and space”. Here, both land and space are distinct from each other. Land consisted of space and all ecological, geographic and human environs. While, space stands for the pattern of settlement i.e. a hierarchy from villages to towns and cities. These have been measurable with respect to location, size, density etc.

Likewise, space has been distinct from the region. While space represented settlement patterns it excluded the economic space. On the other hand, a region consisted of both geographic and ecological limits along with their spatial degree of economic growth. Similarly, urban has been a characteristic of space.

Further, urbanization has been an attribute of an urban area. It is a dynamic process that has altered the pattern of settlement and has brought about social and cultural advancements. This change in population distribution, however, has been faster than the change in the nature of a system. Consequently, large number of urban problems has arisen due to the increasing gap between the two. Therefore, it became indispensable that the social and economic decisions be spatially structured. Thus for the pursuit of this objective, it became paramount to take on urban planning for the urban areas.

Regional planning, being a comprehensive planning approach, embraced the components of both rural and urban areas. For resolving the urban problems, therefore, such a process of growth and development is required that would bear a spatial focus.

i.e. concentrate only on urban areas. Such spatial planning is all embracing i.e. constitutes of social, economic, political and environmental aspects. It would guide the activities of various operational departments of the state government and also facilitates synchronization of their activities. It provides for decision-making relating to location, resource allocation & enhancement, investment strategies and so on. This kind of comprehensive approach towards urban problems could be devised through urban planning.

1.3 URBAN PLANNING

Urban planning is as old as human civilizations. The evidences of urban planning have been witnessed in earlier great civilizations such as the Indus Valley Civilization, the Roman Civilization, the Mesopotamian Civilization, the Maya Civilization, the Inca Civilization, the Aztec Civilization and so on in various parts of the globe. In simple words, it has been adopted by all regions and cultures since time immemorial. It, therefore, represents the collective efforts by societies to organize their living spaces in ways that suited their environments, economies and political structures.

The modernist urban planning has emerged in the latter half of the 19th century mainly to address the chaotic and inhumane conditions prevailing in Western European cities due to Industrial Revolution. However, the initial approach of urban planning was highly technocratic. It was considered: **Firstly,** as a physical planning and design of human settlement where as social, economic or political matters have been excluded from the scope of planning. **Secondly,** as a technical activity carried out by trained experts with little or no community involvement. **Thirdly,** development of master plans, blueprints plans or layout plans highlighting detailed view of the built form of a city. The land use zoning had been most important tool to implement them. However, this approach has been largely criticized in the planning literature and in some parts of the world has been replaced by processes and plans that have been more participatory, flexible, strategic and action oriented. Despite of this, in many regions particularly in developing countries, the idea of master planning and land use zoning has persisted till date. The citizens have been excluded from the planning processes or informed only after planning decisions have been made.

The Global Report on Human Settlement 2009 considered urban planning as an imperative tool for managing the challenges emanating in the 21st century cities. It advocated that there has been a need to revamp the existing planning systems where
government together with the other stakeholders should see eye to eye for achieving long term objectives of urban changes such as attainment of socio-spatial equity, environmental sustainability and economic productivity in urban areas.\textsuperscript{23}

Future urban planning must address the factors shaping 21\textsuperscript{st} century cities: \textit{firstly}, the environmental challenges of climate change and cities' excessive dependence on fossil fuel driven cars; \textit{secondly}, the demographic challenges of rapid urbanization, shrinking cities, ageing and increasing multicultural composition of cities; \textit{thirdly}, the economic challenges of uncertain future growth and fundamental doubts about market-led approaches that the current global financial crisis have engendered, as well as increasing informality in urban activities; increasing socio-spatial challenges, especially social and spatial inequalities, urban sprawl, unplanned peri-urbanization and the increasing spatial scale of cities; and finally, institutional challenges related to governance and changing roles of local government\textsuperscript{24}.

In addition, the following systemic and behavioral challenges consolidated the need to revamp urban planning processes:

i. “Rapid urban growth has overtaken the planning process, resulting in reactive and often outdated plans;

ii. Enforcement of urban planning laws have been weak and the planning profession is seen as lacking capacity, leading to loss of credibility;

iii. Land-use and transport planning have been conducted as separate exercises, leading to new development without transport, and development of such transport infrastructure that has failed to further cities’ long term visions;

iv. Responsibility for land-use and transport planning is fragmented between different agencies and different tiers of government, despite recent constitutional changes aimed at rationalizing local government structures.”\textsuperscript{25}

\begin{thebibliography}{99}
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Hence, urban planning has gained greater currency in the modern world. A well-planned city would be able to respond to the challenges of globalization and rapid urbanization; would streamline future urban growth.

1.3.1 Status of Urban Planning in India

Urban development is the state subject in the Indian Federal Constitution and the schemes have been expected to be formulated and implemented by the state and the local agencies under the guidance and with the financial support of the state governments. However, the Central Government and the Planning Commission exercised a significant influence on urban development policies through the budget. Policy and programme contents have been decided at the time of the formulation of Five-Year Plans, with periodic consultations among central ministers and the state governments. It has also been found that central government indirectly influenced the decisions pertaining to economic and industrial locations. Thus, central government exercised significant influence on the pattern of urbanization and real estate investments in the states.

Further, the 74th Constitutional Amendment Act accorded the constitutional status to urban government and they began to function as autonomous units of local government. The Act consisted of provisions from Article 243 P to Article 243 Z (G) and added Twelfth Schedule to the Constitution. The Twelfth Schedule of the 74th Constitutional Amendment Act has enumerated 18 major functions that constituted the legitimate realm of the municipalities. Out of these functions, great stress has been laid on the planning function. Since, urban planning including town planning has been enlisted; the Act strived for expanding the scope of municipalities in three new areas, namely,

- Economic and social planning
- Emancipation of weaker sections
- Urban poverty alleviation

This implies that urban planning has been a local function, to be discharged by the urban government. The Act also provided for the constitution of two specialized bodies pertaining to urban planning:

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- District Planning Committee: It is provided under Article 243 Z(D). It has been made responsible for the consolidation of the plans prepared by the panchayats and the municipalities of the concerned districts and to prepare draft development plan. While doing so, it takes into the account the common interests of both panchayats and municipalities.

- Metropolitan Planning Committee: It has been provided under Article 243 Z(E). It has been made responsible for the formulation of development plans for the metropolitan areas.

Hence, it could be concluded that urban planning has, constitutionally, been the municipal function. Ironically, the function is generally being performed by parastatal bodies functioning under the directions of the state government.

1.4 PROFILE OF SAS NAGAR (MOHALI)

The city of Sahibzada Ajit Singh (SAS) Nagar has been named after the son of the tenth guru, Guru Gobind Singh ji. The city is the part of Chandigarh tricity along with Panchkula. It is popularly known as Mohali. Prior to 2006, it had been under the jurisdiction of district Rupnagar. The district of Rupnagar had been carved out on 1st November, 1966 at the time of re-organization of Punjab. The district comprised of three tehsils i.e. Rupnagar, Kharar and Anandpur Sahib and included 919 villages. It consisted of 9 towns namely Rupnagar, Kharar, Chamkaur Sahib, Anandpur Sahib, Kurali, Morinda, Naya Nangal township, Naya Nangal and Sahibzada Ajit Singh Nagar. On 14th April, 2006 a new district of SAS Nagar has been carved. Two blocks – Kharar and Majri of earlier Rupnagar district have been merged with the newly created district.

Mohali was conceived after the trifurcation of Punjab and its capital Chandigarh becoming a Union Territory in late 1966. Today, Mohali and Chandigarh are contiguous areas with only the boundary of Punjab and UT of Chandigarh dividing this area. The original plan of Mohali is in fact a mere extension of the road and design system of Chandigarh without any unique planning. The earlier development was only till Phase VII. The development of sectors and phases from Phase 8 onwards started in late 1980s, and the city got its own bus stand in Phase 8 in mid 1990s. In 2006, Mohali's population was nearly 200,000, approximately 1/5 of Chandigarh's. The region has been targeted by an increasing number of outsourcing IT companies, who aimed to capitalize on the rich investment opportunities offered by the city.
The planning and development of SAS Nagar was an extension of the Chandigarh Capital Administration Plan. The Chandigarh Complex Plan covered a total projected population of 12.50 lacs (by 2001) out of which 3.50 had to be accommodated in SAS Nagar. The Chandigarh Phase III, Sahibzada Ajit Singh Nagar (SAS Nagar) was taken up by the Punjab Government after the reorganization and creation of Union Territory of Chandigarh on November 1, 1966. The SAS Nagar project envisaged acquisition and development of an area of 5500 acres. The development of 5500 acres area for residential, industrial and other purposes had been given below:

1. Residential Urban Estate 3,320.00 acres
2. City Centre (Sector 62) and other Commercial 620.00 acres
3. Industrial Focal Point 950.00 acres
4. Public and Semi-public facilities and amenities 260.00 acres
5. Roads 350.00 acres
6. Total 5500.00 acres

In addition to the Industrial Focal Points and City Centre (shopping complex), the residential sectors was planned and designed by the Punjab State Town and Country Planning Department as self contained entities namely neighborhood shopping, school and community centers with underground water supply and sewerage etc.

The management and implementation of the development plan was carried out by the Directorate of Housing and Urban Development under the Punjab Urban Estates (Development & Regulation) Act, 1964 and Rules 1972. The laying out of roads, water supply and sewerage services, and electricity was carried out by Public Works Department against the budgetary allocation of Housing and Urban Development Department (HUD) on annual basis. The tree plantation and landscaping was undertaken by the Horticulture Wing of the HUD. The maintenance of public roads and streets including sanitation was being carried out by the Notified Area Committee. Later in 1995, PUDA was established as the parent urban development authority by merging the Directorate of Housing and Urban Development and Punjab Housing Development Board under the Punjab Regional and Town Planning and Development Act, 1995. PUDA was the apex body for carrying planned urban development in the state of Punjab since 1995. Further, in 2006 special urban development authority i.e.
Greater Mohali Area Development Authority has been established for streamlining urban planning process in Greater Mohali Region in SAS Nagar.

In order to develop SAS Nagar and its surrounding in an orderly manner and to prepare master plan under the Punjab Regional and Town Planning and Development Act, 1995, the local planning area, SAS Nagar was declared on 6th March, 2000. The Department of Town and Country Planning made the declaration vide Notification No.12/2/2000 under Section 56(1) (5) (a) and (b) of the Act. The Department of Town and Country Planning was declared the designated planning agency for preparation of master plans for SAS Nagar. The Greater Mohali Region comprised of six towns namely Kharar, Kurali, SAS Nagar (Mohali), Zirakpur, Mullanpur & Dera Bassi. Of which SAS Nagar is the most developed area as well as the main urban centre for the Greater Mohali Region. Therefore, it became the central business and financial district of Greater Mohali Region. (Annexure I)

Fig. 1.1. LOCAL PLANNING AREA, SAS NAGAR

SAS Nagar is the second most urbanized districts of Punjab. During this decade (2001-11) the urban population in SAS Nagar district has nearly doubled (90.03%). It has improved its rank from 10th in 2001 to 7th in 2011 in terms of

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percentage increase in urban population in total population. The total population of SAS Nagar is 9,86,147; of which 4,42,112 population live in rural areas and 5,44,035 population live in urban areas. The urban population constitutes 55.17% of the total population against the 38.33% in 2001. The decadal growth rate of the city i.e. 32.02% has been the highest amongst all the districts of Punjab.\textsuperscript{28} SAS Nagar, therefore, is the main urban centre of the Greater Mohali Region and is being developed as the main central business and financial district of Greater Mohali Region.

1.5 REVIEW OF LITERATURE

Bidwai (2012)\textsuperscript{29} critically analyzes the existing ecological environment of the Indian cities. By reviewing the different dimensions of urban development, the author highlights the perilous and abysmal conditions of the cities. It has been observed that cities, all over the nation, have been thriving for gaining global significance and status. However, in turn, they are creating ‘soulless, debased, wretched and fundamentally unlivable’ cities. These cities are characterized by inegalitarianism, fragmented administrative structures, civic unconsciousness and degrading social values. The author, therefore, call for adopting a sub-altren and a progressive approach by non-government organizations, intellectuals, politicians and concerned citizens for rejuvenating of urban environment.

Chandoke (2012)\textsuperscript{30} comments on the role of the civil society in current democratic set-up. The author states that it is ironical that the mandate of civil society has been, in reality, tamed to be limited to issues that are politically permissible. This implies that demands of civil society are determined by the political actors. The NGOs could barely take initiatives to implement schemes of redistributive justice, to strengthen institutions for policy implementation and foster social activism. The author points to the fact that civil society, no longer, thrives for bringing dynamic social transformations rather it concentrates on trivial social issues. This, therefore, questions the role of civil society of mobilizing people for accomplishing radical social and economic goals.

Desai (2012) critically analyzes the ‘flexible governing’ approach of the state authorities of Gujarat to relocate the slum dwellers for undertaking Sabarmati River Development project. The approach consists of numerous practices such as multiple and shifting terrains of compensations, fragmentary evictions and piecemeal settlements. These processes of flexible governing, however, questions the politics of inclusion where slum dwellers are treated as ‘non-citizens’ about whom decisions could be made suddenly without thinking about their present or future and not as citizens who have the right to know, to plan and to influence the decision-making process. The author, therefore, laments that this politics of inclusion implemented through flexible governing approach does not advocate participation, equity and social justice in urban development process.

Singh (2012) critically examines the archaic Land Acquisition Act 1894. The author argues that the existing land acquisition law is inherently prone to litigation despite of alluring compensation schemes such as land for land and / or rehabilitation and resettlement packages. The excessive litigation on compensation over compulsory acquisition of land, therefore, calls for reforming the existing regulatory law. The author reviews the Land Acquisition and Resettlement and Rehabilitation Bill (2001) and appreciates it for being sensitive in preserving the interests of the affected persons. However, he points that the Bill has ignored the underlying cause for excessive litigation on compulsory acquisition and has the scope for intensifying such litigations. The author, therefore, suggests that legal and regulatory framework for acquisition should facilitate voluntary transfer of land in place of increasing scope of compulsory acquisition.

Government of India (2011) in its report documents the current urbanization trends in India and the consequent urban challenges. It states that urbanization itself is a process that fosters urban growth. The report, therefore, make recommendations for dealing with these challenges: firstly, specific norms should be laid for providing public service; secondly, huge urban investment is closely linked with governance systems;

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thirdly, urban local bodies should be conferred more powers for discharging their responsibilities efficiently; and fourthly, urban local bodies should be made accountable to people for greater transparency and responsiveness. To sum up, the report recommends investment in urban infrastructure, improving regional and metropolitan planning and improving access to services to all including urban poor.

Mahaprashasta (2011)\textsuperscript{34} talks about the Vision 2050 initiative, a NGO-led initiative, undertaken by a group architects in Delhi. The initiative, for the first time, adopts an inclusive urban planning approach for developing a sustainable city planning model. Public opinion is sought mainly through two mediums i.e. through public discussions and through website. The architect aimed at redirecting the aspirations of people to the government through this project. However, to prepare an all-embracing urban model for Delhi is a daunting task. This is so because the urban morphology of the city is highly complex. The architects, therefore, need to address several issues such as integration of conflicting class interests, preservation of symbiotic relationship of slums and middle class colonies, ensuring ecological balances and rapid suburbanization around Delhi.

Mahaprashasta (2011)\textsuperscript{35} highlights the underlying causes of the farmers’ agitations against the land acquisition in Uttar Pradesh. Land acquisition has assumed an evil face because of non-formulation of an articulated land policy. As a result, the government has been acquiring huge chunks of land for corporate agencies by misusing the “public interest” clause of the Land Acquisition Act 1894. The author flayed the government for not only taking away their lands; also for depriving them of their livelihood (especially small farmer). In addition, this massive acquisition has been leading the villages to an identity crisis. The author also questions the intentions of the government who has not been following a consistent pricing policy that could ensure adequate compensation to the farmers.

Ramakrishnan (2011)\textsuperscript{36} critically examines the stance of all political parties in different states with respect to land acquisition. The author pointed that all the political parties, from time to time, have resorted to land acquisition of encouraging corporate


led-development. The author flayed the government, both centre and state, for adopting an adhoc approach in place of formulating a long-term vision to protect the interest of the farmers. The author is, therefore, cynical of the implementation of the proposed amendments in the Land Acquisition Act, 1894. This is so because effective implementation of the land reforms is eclipsed by the vested interests of the landed elite and by their powerful nexus with the political-bureaucratic system. Thus, all political parties, in terms of priorities, have always been found compromising with people-oriented approach.

Sivaramakrishnan (2011)\textsuperscript{37} examines the status of urban governance in metropolitan cities. The 74\textsuperscript{th} Constitutional Amendment Act 1992 provided for the establishment of metropolitan planning committees (MPCs) under Article 243Z (E) to undertake orderly development of metropolitan cities. However, large scale politicization of urban development in metropolitan cities has overlooked their constitution. The author, therefore, points that is most of the metropolitan cities either the MPCs have not been created or parallel urban development authorities, dominated by political elites, have been established. Thus, the vested political interests have dominated the urban governance processes in these cities contributing to increased metropolitan complexities. Nevertheless, unlike India, other cities across the globe such as New York, Mexico, Seoul, Beijing, Sao Paulo and so on have established separate urban agencies for enhancing the metropolitan governance structures. The author laments that the metropolitan cities receive attention only in crisis such as communal riots, terror strikes and so on. The political elites need to comprehend the metropolitan complexities to overcome their development challenges.

Ghose (2010)\textsuperscript{38} advocates non-government organizations (NGOs) have a potential to play a crucial role in development process. They enjoy mutual trust and good will of local people and therefore are in a position to mobilize people to participate in development process. This, therefore, calls for working out regular partnership agreement so as to enable them to overcome the bureaucratic hurdles. However, the author suspects the mindsets of the backward states that still resort to greater centralization and do not allow them to emerge as partners in socio-economic


development. This is so because political will and political honesty is essential for creating the requisite political environment that facilitates adoption of participatory approaches.

Katakam (2010) criticizes the overarching project of Ahmedabad Municipal Corporation of beautification of river Sabarmati banks. The project would be undertaken by demolishing the Gujri Bazar, a historical market for informal sector. The author is critical of the project since it involves massive displacement of people, raises several rehabilitation and resettlement issues and would deprive large number of people of their livelihood. The author tries to find an answer to a large question i.e. for whom this development is exactly meant for; since the poor people are uprooted at large scale and there is not even a policy backup to protect their interest (both social and economic). The author, thus, opined that the government aimed at making Ahmedabad a world class city at the price which is being paid only by the poor.

Mahaprashasta (2010) analyzes the nature and consequences of farmers protest in Aligarh against land acquisition by the Uttar Pradesh Government for constructing the Yamuna expressway. Land acquisition has become a contentious issue in the state since the farmers are highly dissatisfied with the callous policies and attitude of the government. The farmers, hence, feel dejected as the government has been acquiring their land by providing inferior compensation in comparison to market rates. The recent agitations, therefore, highlighted the inherent inadequacies of Land Acquisition Act, 1894. Thus, to amend the Act, the UPA government proposed the Land Acquisition (Amendment) Bill, 2007 that suggested that land could be acquired for public purpose, but the state could not buy land for private companies. However, the definition of the term ‘public purpose’ is a vexed question.

Mahaprashasta (2010) highlights the commendable task performed by the non-government organizations (NGOs) in Delhi. These NGOs have been working for improving the plight of homeless in the city. The surveys conducted by the NGOs revealed that the city has a huge homeless population that dwells on pavements. They are often called as illegal encroachers; however, they are never made part of

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government’s pompous master plans. The author flayed the government officials for their insensitive attitude towards the homeless; who even discourage the NGOs working for providing shelter and welfare schemes to them. Thus, homelessness is a self-created problem by the political and bureaucratic elites whose vested interests transcend over social welfare.

Sharma (2010)\textsuperscript{42} advocates greater decentralization of powers to urban local bodies in Delhi for attainment of development goals. The Municipal Corporation needs to revamp their administrative structure to assume the status of local-self government. This, therefore, calls for improving the tax base of the Corporation, establishment of Ombudsman for greater accountability, establishment of Metropolitan Planning Committee, definition of functions Municipal Corporation Delhi and other urban agencies to prevent overlapping of functions. Further, citizen participation in urban governance would facilitate monitoring and evaluation of urban development programmes. Public Private Partnerships should be established to accelerate the pace of urban development. Thus, decentralization of urban governance would facilitate accomplishment of long-term urban development goals along with capacity building of urban local bodies.

Tadasad (2010)\textsuperscript{43} flayed the existing administrative system for skewed involvement of citizen in decision making process. The author on the basis of Hubli-Dharwad study found that the much needed integration between the government and the citizens has been missing. The Citizen Committees or the Citizen Advisory Committees did not accomplish the defined goals for which they have been established. This could be attributed to lack of bureaucratic responsiveness to participative values and lack of expertise among citizens to undertake participative initiatives. Further, such committees, instead of framing plans for entire city, generally address localized and ward wise issues. In addition, the bureaucrats feared that increased citizen involvement would demand greater responsibility. Hence, the author opined that provisions for requisite education and training of citizens would enhance citizen participation in governance.


Geyer (2009) highlights the burning issues that have affected urban sustainability in North America and Europe at the onset of the 21st century. The author has covered a wide spectrum of urban policy issues that determined the growth and development progress as well as the livability of cities. He focused on three broad themes: nuances in urban policy formulation in Britain and the United States; the evolvement of urban systems regionally and globally; and the social and economic forces that determined urban livability and brought about changes in the demographic landscape of cities in both Europe and the United States. The author has put together views of some of the world’s most experienced researchers on topics as diverse as the role of the IT sector, population ageing, migration, global warming and social economics within urban development. The handbook has covered wide urban policy issues that relates to urban planning, geography, regional science and economics to international business, population studies, history and political science.

Ghosh (2009) highlights the insensitivity of urban development projects which have failed to create requisite civic space mainly for pedestrians. The author flays the ongoing urban planning approaches which have neglected the provision of pavements and walking space, thereby making the pedestrians vulnerable to ruthless vehicular traffic. Consequently, insufficient road space for both vehicles and pedestrians has resulted in increased congestion. The author is also critical of the physical conditions of the pavements and footpaths that have made them more perilous for walkers. The author, by citing examples of twin cities of Hyderabad and Secunderabad, questions the concept of ‘world class’ cities; and therefore, suggests for creating more livable cities.

Grewal (2009) has been critical of the urban planning system in northern India. Firstly, the author flayed the implementation of urban development legislations. He pointed out that though the Punjab Regional and Town Planning and Development Act, 1995 has been a copy of the Maharashtra Act. However, there has a huge gap in implementation of the Act. In Maharashtra, only that much land is acquired which is needed for roads, drainage, hospital, school etc. whereas the rest of the land development is looked after either by local authorities or by people forming land

pooling schemes. On the other hand, in northern states of Punjab, Haryana and Chandigarh the provisions of the Land Acquisition Act, 1894 and the Punjab Regional and Town Planning and Development Act, 1995 have not been implemented adequately. More often than not, the mandatory provisions of the acts are overlooked by the authorities and land is generally acquired arbitrarily. Consequently, many prestigious projects such as the Anandgarh project have fallen flat. The prevalence of such scenario could be attributed to the lack of commitment of authorities to plan comprehensively and the insensitive attitude of bureaucrats which have been highly secretive and hard. Secondly, the author criticized the non-implementation of the Constitutional provisions in northern states. The District Planning Committees (DPCs) have been provided under the Article 243 ZD in the 74th Constitutional Amendment Act, 1992. However, many states in northern India have failed to establish DPCs so as to evade detailed planning for rural and urban areas. The author suggested that to invigorate the planning system, it is essential to reverse the planning process. This implies that planning should begin from base level and should move to higher levels.

Rao (2009)\(^{47}\) advocates the establishment of requisite institutional framework for institutionalization of community participation in municipal governance. The author states that the 74th Constitutional Amendment Act provides for the establishment of Ward Committees for one or groups of wards within municipal limits. However, large size of ward committees results in non-representation of public interests. Thus, ward committees could emerge as the real instruments of administrative decentralization. Further, the author talks about the mandatory reforms of JNNURM i.e. ‘enactment of community participation law’ and ‘creation of Area Sabha’ in urban areas, for institutionalization of citizen participation in urban governance. While discussing the reforms, the author points that proper implementation of the reforms would ensure establishment of participatory municipal governance.

Arabi & Mustahf (2008)\(^{48}\) analyses the increasing changes in the land use patterns in Mangalore city. They put forth that rapid urbanization and diversification of economic activities in the city has brought about changes in the land use. The authors believed

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that development of advanced transportation systems would increase the accessibility of land use. However, rapid conversion of agriculture land into other uses has resulted in rural-urban conflicts. Thus for regulating the land use patterns, the authors called for strengthening of urban regulations and taxation systems. Well-defined land use regulations would be instrumental in overcoming land supply constraints and price distortions. To guide spatial development, different institutional and intervention strategies of land development such as public-private partnerships, regularization of informal settlements, alienation of public land, development control and so on should be adopted. Further, for effective land administration, an efficient land taxation policy should be formulated; since taxes on land and property are important sources of revenue of urban local bodies. Also, it facilitates control over land market imperfections and regulates informal land transactions. In nutshell, an efficient land administration is essential for articulated spatial development.

Singh (2008) highlights the significance of citizen report cards in assessing the status of municipal services in Uttar Pradesh. Citizen report card is an important tool of participatory urban administration for seeking citizen feedback. The survey conducted in 12 major cities has been the eye opener that highlighted the pathetic conditions prevailing in the cities. Among all the services, delivery of sewage services was found to be highly dissatisfied. Further, the citizen report card also gauged peoples’ perception on the implementation of basic tenets of good governance. However, it is found that transparency has been lowest priority of urban governance. On the other hand, rule of law, citizen participation, accountability, efficiency and effectiveness has been completely marginalized. Thus, it is evident that urban governance in the state has not imbibed administrative values identified in the concept of good governance. The citizen report card has highlighted the existing public discontent with the municipal governance in the state.

Urban Age India (2008) undertakes a comparative study of four Indian cities i.e. Mumbai, Kolkata, Delhi & Bangalore with four other Urban Age cities i.e. London, New York, Berlin and Johannesburg. The report concludes that Indian cities are experiencing exponential rise in urban populations and excessive burden on urban

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infrastructure. The Government has attempted to standardized the urban governance patterns and undertake integrated urban development; however, system and governance challenges retard their progress. This, therefore, calls for organizational reforms, creation of new governance patterns and balancing global and national challenges. Narayansamy (2007)\textsuperscript{51} explains that people's centered development is a prerequisite for sustainable development. Consensus-building and community participation is imperative for achieving long-term social and economic goals. Participation of people in constructing physical and social infrastructure gives voice to public choice and in turn, makes the planning system responsive to their concerns. Thus, participation has various interpretation i.e. contribution, involvement, organization and empowerment.

Jagmohan (2006)\textsuperscript{52} analyses the self-serving network that fosters the unauthorized occupation of public land and illegal construction of additional spaces in private properties. The constituents of this network such as squatters, the slum lords, the slum dwellers, the land and building mafia, the landlords, the buyers of additional spaces, the tenants and the unhealthy political elements develop strong vested interests. They work for reinforcing one another's vested interests. Even, the Election Commission by issuing the voter status to the slum dwellers and by overlooking the circulation of black money during the elections itself accepts and strengthens such corrupt practices. He applauds the correctional measures undertaken by the judiciary and encourages the people to identify their potentialities and stand against such malaises.

Jagmohan (2006)\textsuperscript{53} mentions that the years of corruption and callousness in planning has created remorseful conditions in Delhi. By referring to the recent notification of the Delhi High Court, he points out that the upcoming of the thousands of illegal structures and constant encroachments to public land are the evidence of Government's failure to implement the laws and to discharge its constitutional obligations faithfully. The Government neither has undertaken comprehensive urban planning nor developed the requisite infrastructure, before invoking any intended change in the land use. Further adding to the woes is massive corruption that permeates all levels of the administrative

\textsuperscript{51} S. Narayanasamy, "People’s Participation at the Grassroots Levels in India: A Pillar of Sustainable Development" in Ram, Sunder (ed.) (2007), Dynamics of Grassroots Governance in India: Dreams and Realities, Kanishka Publishers, New Delhi, pp.45-62.


system. He opines that the frequent intervention by the judiciary clearly indicates the despotic nature of the executive, whose sole objective is winning elections. Thus, he strongly feels that it is essential to cultivate moral ethics and values among the people before introducing any administrative reform.

**Meshram (2006)** analyses the role of Master Planning in the development of the urban areas. His article points out that prudent and modified version of Master Planning along with improved planning techniques needs to be undertaken. He states, through the experiences of Delhi, Kolkata, Mumbai, that the master planning approach is instrumental for channelising and promoting urban growth and development. However, the master plans have failed to outlive its utility. This can be attributed to numerous shortcomings all-embracing the plan formulation and implementation stages namely, inadequate data, lack of financial support, lack of coordination etc. Further he opines that the concerned authorities lay more emphasis on plan formulation while plan implementation strategies remain undeveloped. Therefore, according to him, the approach demands an overhauling of both planning techniques and process.

**Sanghvi (2006)** comments on the ongoing urban restructuring in Mumbai. According to him, the city is booming with exponential population growth and the Government’s efforts to meet the increasing demand of basic services and for developing the requisite infrastructure are myopic. This is so because the urban planning and its prescribed standards are being compromised at every step. Urban Plan Projections, irrespective of its impact, are such that they ensure political gains. Therefore, planning no longer aims at mobilizing resources (physical and human) in an articulated manner and serving the common masses.

**Sethi (2006)** analyses the deteriorating planning conditions in Delhi, which is resulted in marginalisation of the majority. He laments that in Delhi, due to the presence of large number of agencies, namely, Municipal Corporation of Delhi (MCD), Delhi Development Authority (DDA), State Government and Central Government a complex situation has emerged. According to him, MCD has been deprived of many of its functions by the parallel agencies. The aforesaid factors has contributed to haphazard and unregulated growth in Delhi. He opines that in the current situation, the planning

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process seems to be highly politicized with politics acting as the key determinant of the urban transformation.

Singh (2006)\(^{57}\) flays the repeal of the Urban Land Ceiling and Regulation Act, a mandatory provision of Jawaharlal Nehru National Urban Renewal Mission (JNNURM), on the pretext that the Act has failed to achieve its basic purpose. She advocates to amend the exemption sections (Section 20 & 21) of the act, which have become ’fountains of corruption’. By citing the example of Mumbai, she states that such provisions have promoted the vested interests of the rich and influential under the doctrine of “public interest” with the complicity of the concerned authorities. This, therefore, calls for critical monitoring and reviewing of the activities of both public and private sector agencies enjoying such exemptions. In addition, she opines that political will and a committed administrative system are desirable to implement the act, not to repeal it.

Sivaramakrishnan (2006)\(^{58}\) writes that urban governance, in face of rapid urbanization, has been ineffective in meeting the challenges posed by it. The spatial dimension of urbanization has been largely neglected. This posed a serious threat to the urban planning. On the other hand, the multiplicity of agencies has further aggravated the situation. According to him, urban authorities have overpowered the local institutions i.e. the municipalities in the urban areas. The result is the non-establishment of local planning bodies namely Metropolitan Planning Bodies and Ward Committees as envisaged in the 74\(^{th}\) Constitutional Amendment Act; thereby reducing participation of the citizens in the urban planning process. He observes that the lack of political will, fear of urban authorities of losing their power with the establishment of local bodies and varying purposes of the urban development hampers the effective spatial planning and management. Thus, he feels that it is essential to identify a set of objectives for determining the nature of urban spaces and their interrelationship.

Bavadam (2005)\(^{59}\) talks about the Bombay High Court notification that directs the government to immediately cease the on-going destruction of mangrove forests in Maharashtra. He states that over the period vast stretch of coastal vegetation has been


either destroyed for undertaking illegal constructions by the builders or has been filled in rapidly by dumping debris. Further, he highlights the reluctance of the state government and municipalities to take up the matter seriously. Thus, he points out that the present scenario elucidates the vulnerability of the natural resources and emphasizes the need to enact requisite environmental laws in order to prevent their destruction.

Bunsha (2005)\textsuperscript{60} presents a commentary on the Government’s demolition drive in Mumbai’s slums. The author attempts to highlight the double standards of the Government while dealing with the slum dwellers on the one hand and the corporate on the other, especially considering the efforts undertaken, in order to accomplish the vision 2020 project so as to make Mumbai a “World class” city.

Haskote (2005)\textsuperscript{61} by referring to Mumbai’s June 26 catastrophe, elucidates the continuous degeneration of urban planning over the years. He laments that in the present times, urban planning is being associated with the construction of glorious monuments and structure, replicated from the outer spaces. He opines that such developer-driven urbanization, however, overlooks the natural and topographic features. This concept of urban restructuring results from foreign influences, while the practical details such as distinctive socio-political order; instruments of management of State, economy and society etc are not taken into consideration. As a result, the cities do not grow in dynamic relation to its physical resources. He states that plan proposals do not provide for people’s participation as a result, basic interests and needs of common masses are sidelined.

Menon (2005)\textsuperscript{62} flays the state government’s stance, while undertaking urban development in Bangalore. The city being an Information Technology (IT) hub is expanding exponentially thereby creating huge demand for better urban infrastructure facilities. She points out that the state government, in the bid to attract foreign and Indian corporates to the city, acquires land at low rates from the small farmers and provide subsidized infrastructure, services and land to IT companies. She states that the government’s biased approach becomes more evident in draft Comprehensive Development Programme (CDP) released by Bangalore Development Authority in June 2005. The CDP envisages providing high quality infrastructure to software industries,

\textsuperscript{60} Dionne Bunsha, “A tale of Two Mumbais”, \textit{Frontline}, April 8, 2005, Vol.22, No. 7, pp. 42-44.
\textsuperscript{61} Ranjit Haskote, “Our Embattled Cities”, \textit{The Hindu}, September 18, 2005.
while the urban poor have been completely neglected in the plan. The city’s poor continues to live a miserable life in slums. She mentions that even the Deputy Chief Minister is also seems to be unsatisfied with the current state of affairs. He suggests two ways to overcome this problem - either the IT sector should proliferate to other areas or the sector should contribute to the development of infrastructure in the city.

Mohan & Dasgupta (2005)\(^63\) optimistically advocates that Asian countries, like developed countries, can also potentially cope with the rapid urbanization. For this to happen, it is essential to strengthen city management. According to them, this would be possible by inducing high degree of professionalism in city management, by enhancing creditworthiness of local government and by undertaking commercially viable urban infrastructure projects. He opines that the strengthening of city management, in turn, would enable connection with capital markets, both domestic and international and facilitate balanced urban development.

Mohan (2005)\(^64\) examines the relationship of urban development and people-centered development in Mumbai city. The author believed that urban development focusing on people is more positive and sustainable. However, it is seen that people-centred development in urban realms has relatively been neglected. The anti-urban bias of the government is one of major reasons for the burgeoning growth of urban slums and haphazard development in the city. The author, therefore, examines the concept of new localism in empowering the megacity to cope with both global and local challenges. New localism and people-centred development undertakes development that emanates from the local needs and is achieved through meaningful collaborations and partnerships between state and non-state actors. The author, therefore, suggests that NGOs and CBOs can play a crucial role in accomplishing urban development goals.

Patil (2005)\(^65\) studies the relationship between the state and non-government organizations (NGOs) in a democratic set-up. The author put forth that a democratic state and civil society are complimentary to each other in enhancing citizenship rights. However, the author questioned the internal democratic character of NGOs in undertaking democratic development. Form the four case-studies, the author concluded

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that for promoting democratic participation, NGOs should create democratic environment within the organization. This implies that they should evolve democratic culture in their functioning, planning and design and imbibe democratic behavior and attitudes. They should promote equal participation, accountability, transparency and mutual respect to democratize their organizational structure. This, thereby, would ensure adequate participation of people in development projects.

Rajasekarapandian (2005) describes the institutionalized participatory mechanism in local governance in Netherlands. Transparency and civic engagement in decision-making are the hallmark of the local government. For this purpose, participatory approaches have been institutionalized through constitution of commissions comprising of members from all political parties, establishment of neighborhood councils consisting of representatives of neighborhood and other organizations namely associations, co-operatives, welfare organization and so on. The basic aim of these institutions is to gauge public opinion and engage them in consultation process in decision-making. In addition, municipalities ensure greater dissemination of information through ICT, newspapers, publication of reports and findings of surveys, display of project design and through formal and informal meetings. Thus, efforts have been made both to institutionalize participation and to create conducive environment for encouraging participation in decision-making.

Shaw (2005) observes that the urban agglomerations have been denied satisfactory environmental infrastructure. According to her, the official neglect and the non-recognition of such areas by the local/state government are responsible for deteriorating quality of life and environmental degradation. She, therefore, opines that such problems can be resolved through community and local involvement. By illustrating the local initiatives undertaken in Tamil Nadu and West Bengal in providing waste management services, she commends the constructive role that NGOs, CBOs and GROs have played in serving the community. However, she states that local/state government support is the pre-requisite for such initiatives. Further she states that, for substantial public action, political will, adequate infrastructure and administrative framework are paramount.

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Singh (2005) expresses his views regarding the status of decentralized planning in the country. He states that the need for decentralized planning for successful plan formulation and implementation and for encouraging peoples’ participation and mobilization of local resources has long been realized. Therefore, the consequent 73rd and 74th Constitutional Amendment Act delineates the establishment of local planning bodies for undertaking integrated urban and rural development. According to him, however, the progress in this direction is very slow. The State Government rarely makes any substantial effort to operationalize these bodies. This highlights the unwillingness of the State Government to devolve power at the lower level and to permit peoples’ participation in the planning process. He asserts that decentralized planning could be a reality only when the related provisions are effectively implemented.

Bavadam (2004) presents a commentary stating that the absence of any comprehensive plan for the housing has led to the present housing crisis faced by urban poor. He opines that certain factors such as lack of access to land for housing, unwillingness to implement the stated laws, absence of people’s participation etc. are responsible for the prevailing abysmal situation. Therefore, more pragmatic approaches such as creation of co-operatives of slum dwellers, development of database of existing urban poor settlements, encouraging people’s participation, filing Public Interest Litigation highlighting the nature and extent of housing problem, satellite mapping etc. could be undertaken to evolve an effective plan. Nevertheless, he suggests that it is paramount to identify and correct the conditions leading to urban crisis.

Vidal (2004) opines that globalization, particularly in developing countries, has not only facilitated rapid urbanization but has also triggered massive urban poverty. On one hand, the consequent economic restructuring has compelled creation of large cities for attracting investment that has resulted in exponential urban growth leading to deteriorating living conditions. The sprawling slums are the biggest manifestation of this degradation. While, on the other hand, globalization, though, has offered unparallel opportunities yet it has failed to achieve the trickle down effect. According to him,

68 U.B. Singh, “Decentralized Planning in India: Myth or Reality” in S.S. Chahar (ed.) (2005), Governance at Grassroot Levels in India, Kanishka Publisher, New Delhi, pp
urban poor, living in the slums, are the worst victims as are they deprived of minimal basic needs and amenities. He opines that the urban planners and developers have failed to integrate them to the proposed plan projects. He, therefore, suggests substantiating and upscaling the capacity of the urban local bodies together with self-help groups for improving the prevailing situation.

Chatterjee (2003)\textsuperscript{71} states rapid urbanization is exerting colossal pressure on urban infrastructure. Civic amenities such as safe drinking water supply, hygienic sanitation and drainage facilities are experiencing excessive burden. The author, therefore, calls for upgrading urban infrastructure facilities so as to prepare the cities for meeting future urban challenges. To overcome the existing scarcity, there is need to adopt rational pricing policy of water, efficient collection of charges, self-sustaining operation and maintenance of civic water resources and assured supply of drinking water. For this purpose, there is need to strengthen the role of urban local bodies and also, participation of private sector in provision of selective urban infrastructure services can be sought.

Banerjee-Guha\textsuperscript{(2002)72} analyses the ideology and politics behind the contemporary urban restructuring process in Mumbai. By highlighting the Mumbai Metropolitan Region Development Authority plan initiatives, she comments that the plan proposals substantially aim at placing Mumbai in the higher echelon of the global market. She opines that, as part of globalization agenda, the current restructuring policies has been concentrating on developing physical and economic infrastructure while the objectives of balanced regional development are being compromised. Thus, she advocates that globalization to a significant extent has created polarized city spaces and has marginalized the urban poor, relegating the basic objectives of urban planning.

Bhatnagar (2000)\textsuperscript{73} critically examines the implementation of the 74\textsuperscript{th} Constitutional Amendment Act 1992. He points out that the resource constraints and debilitating financial status of urban local bodies have adversely affected the functioning of local self-government in urban areas. While referring to the planning activities of urban local bodies, he points out that coordination and consolidation of panchyats and

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municipalities plans by District Planning Committees and Metropolitan Planning Committees is an onerous task. In addition to this, non-devolution of administrative powers to planners, multiplicity of authorities, inadequacy of specialized administrative and planning personnel, absence of institutional framework etc. hampers the functioning of Metropolitan Planning Committees and District Planning Committees. Thus, it is essential to reinforce greater planning and financial activities so as to streamline urban governance in India.

Likhi (2000)\textsuperscript{74} by illustrating the experience of Haryana Urban Development Authority (HUDA), a statutory body of urban development Haryana, highlights the inherent weaknesses and policy constraints prevalent in urban planning and its administration. Further, he puts forth the need for establishing requisite institutional structures and reforms the existing legal and regulatory framework and procedures pertaining to urban planning. He also calls for implementing the 74\textsuperscript{th} Constitutional Amendment Act in an efficient manner.

Mukherji (2000)\textsuperscript{75} talks about the Tokyo’s metropolitan planning strategies. In order to take off the pressure of rapid urbanization and to reduce concentration of urban functions in Tokyo city center, the Tokyo Metropolitan Government in its third plan envisaged development of diversified metropolitan area for Tokyo Metropolitan region and National Capital Region. This provided for transformation from single core to multi-core urban structures of Tokyo. This resulted in creation of independent city blocks, performing specific roles (i.e. 7 sub-centers and 5 core cities). The economic, industrial and residential functions have been decentralized to these sub-centers and only the main administrative and global functions have been maintained within the main city. He points out that the outcomes of such decentralization process such as better metropolitan management; creation of multi polar structures; broad and future-embracing perspectives of planning have far-reaching impact. Therefore, he opines that adoption of such planning strategies would be beneficial for many other Asian mega cities, facing acute urban crisis.

\textsuperscript{74} Abhilakh Likhi, “Issues in Urban Planning and Administration”, \textit{Nagarlok}, Vol.XXXII, No. 1, pp. 76-80.

Lai (1999) upholds that urban planning needs a make over in the light of the provisions of the 74th Constitutional Amendment Act and the growing role of Public Private Partnership in development of infrastructure. In this direction, the government’s future strategies should aim at amending and promulgating laws relating to urban and regional planning including town planning, improving urban governance, encouraging public private partnership in urban infrastructure and augmenting availability of land. For this, however, the Central Government’s role as “enabler” for enhancing the financial resources is significant, though urban development is a State subject. Further, creation of Municipal Development Fund and floating of Municipal Bonds are other means for strengthening of urban local bodies. Thus, he calls for the need for revamping urban planning so as to address the emerging urban issues.

Shafi (2000) flays the recommendations of the Malhotra Committee Report advocating simplification of Delhi’s building bye laws. He states that the recommendations mainly aim at beneficiating the lawmakers by facilitating regularization of illegal and unauthorized activities and at marginalization of urban poor. The recommendations have an ivory-tower approach i.e. it ignores provision of requisite infrastructure, increase floor area ration, allows conversion of residential spaces for commercial purposes and reduction of farm house plot size. The author argues that these liberal recommendations would adversely affect the urban fiber of Delhi.

Simhadri & Rao (1999) advocates that rapid technological developments have brought about tremendous changes in the urban scenario. With this, urban planning has become imperative. He, therefore, considers urban land use planning as an important component of urban planning. Thus, he calls for a need for developing a knowledge base for urban land use planning so as to meet the array of challenges of urbanization. According to him, the knowledge base, keeping in view the associated complexities and challenges, develops knowledge about the problem domain. Hence, the relevant and valuable information enables chalking out appropriate growth strategies without much effort, wastage of resources and time. Nevertheless, for achieving greater efficiency, timely updating of information is essential.

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Bhattacharya (1976) advocates that urban planning is an instrument to rectify the prevailing market imperfections relating to allocation of physical and economic resources. While analyzing the nature and problems of urban planning, the author found that absence of spatial orientation of national and state planning and ambiguity of objectives of urban planning resulted in two kinds of approaches i.e. the Tradition Approach (architectural-engineering approach) and the Modern Approach (integral approach). According to him, over the years, the traditional approach has gained strong foothold in India but the third five-year plan has marked a watershed in urban planning thought. It provided for the shift from single-purpose to multi-purpose planning and emphasis has been laid on strengthening the multi-purpose municipal government and reducing the number of special purpose agencies in urban areas. He opines that the establishment of such system of urban planning calls for doing away with the existing structural and organizational bottlenecks and encouraging people’s participation.

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Table 1.5
Matrix showing Classification and Analysis of the Review of Literature

1.5.1 INFERENCES DRAWN FROM THE REVIEW OF LITERATURE

On the basis of the literature reviewed, inferences drawn have been arranged under the categories:

**Urban Planning:** The administration of urban planning in Indian cities has been in dismal state. The urban areas have been facing an array of challenges in view of rapid urbanization and globalization. There has been a serious inadequacy in provision of urban basic services, namely, water supply, sewerage disposal, solid waste management and inadequate transport facilities. As a result, the present cities are growing in the most abysmal and perilous conditions.

**Legal Framework:** The existing laws relating to urban planning have been inadequate and obsolete. Also various exception provisions in these laws have become ‘fountainheads of corruption’ and have largely promoted the vested interests of the rich and powerful in the urban areas. Therefore, there has been a need to amend these laws, so as to facilitate participatory plan formulation and implementation, as provided for in the 74th Constitutional Amendment Act. Further, there has been a need to formulate laws to address issues like environment conservation, private participation in land development of regional and urban information system, integration of provision of infrastructure and so on. Also, requisite laws for establishing effective control mechanisms have been found to be wanting. The notifications by the courts followed by the demolition drive in many cities have exposed the prevailing loopholes of the legal and regulatory framework pertaining to urban planning and administration.

**Development Authorities:** These bodies, no doubt have gained strong foothold in their respective states. However, they have been ineffective in discharging their functions. The haphazard growth of the cities, inadequacy of the infrastructure facilities and housing inadequacy represented by sprawling slums have been the evidence of their short-sightedness and mis-management. The urban planning proposals, generally, lacked long-term perspective and aimed at providing immediate rather than long lasting solutions. Further, the approach for problem resolution has been curative rather than preventive. The urban authorities usually emphasized the physical aspect of planning and overlooked the social and environmental aspects. Furthermore, over the years they have overshadowed the functioning of municipalities and jeopardized the democratic character of the planning process, i.e., reduced people’s participation.
Urban Local Bodies: The 74th Constitutional Amendment Act has provided constitutional status to urban local bodies and assigned certain functions to be discharged by them. However, with respect to urban planning, the urban local bodies have been deprived of their constitutional rights. The existing state of affairs could be attributed to the following reasons; firstly, the central government exercised excessive control by virtue of its position of being the main financial provider; secondly, the establishment of development authorities, special purpose agencies, etc., for delivering many of the municipal services has led to multiplicity of agencies and lack of coordination among the various agencies. Further, notwithstanding the provisions of 74th Constitutional Amendment Act many states have not established Metropolitan Planning Committees and Ward Committees. Thus, the basic structure of decentralized planning has been compromised, as people did not have enough opportunities to participate in urban planning administration.

People’s Participation: The various studies have emphasized the need for greater people’s participation for making life-enhancing cities. However, in reality urban planning and administration has been suffering from inadequate participation of people. This could be attributed to the existing administrative systems, which still functions on colonial principles and dismisses serious participation by the people. The concept of decentralized planning is still largely on paper. This needed to be implemented. However, provisions of the 74th Constitutional Amendment Act providing for democratic process of planning have not been implemented till date. The lack of political will to establish the constitutional bodies is believed to be responsible for the present state of affairs. Further, the development authorities have been the opaque bodies, which did not provide any platform for public hearing. Consequently, lopsided plan proposals that over-emphasized economic growth and overlooked the needs and aspirations of the masses have been formulated.

Synergy and Coordination: The administration of urban planning has been experiencing multiplicity of agencies. The establishment of large number of agencies in urban areas like, development authorities, improvement trusts among others has conflicting interests. They often have overlapping jurisdictions and it became difficult to correlate the activities of various agencies. This resulted in delay, duplication of tasks, irresponsible character of the agencies and insensitivity towards general public interest. The aforesaid factors further complicated the decision making process. In
addition to this the existence of multi levels of planning and insufficient information systems have adversely affected the decision-making process in administration of urban planning.

Hence, the inference drawn from the perusal of the existing literature calls for the comprehensive study of urban planning and administration.

1.6 SIGNIFICANCE OF THE STUDY

The literature reviewed revealed that most of the studies emphasized on the individual components of urban planning such as land use, urban local bodies, development authorities and so on. There was no study on the administrative efficacy aspect of urban planning. Thus, the need was established to identify the existing gaps in the urban planning legislations, to understand the administrative complexity of multiple agencies and the inherent loopholes allowing for inadequate peoples’ participation in urban planning process. The study, therefore, covered the aforesaid gaps.

Further, the study was carried out in the city of SAS Nagar and covered the time period of 1995-2010. The following facts illustrates the significance of the study:

- The district of SAS Nagar is the second most urbanized (55.17%) district of Punjab. During the decade (2001-2011). The urban population of the district has nearly doubled i.e. 90.03%. Its ranking has been upgraded from 10th in 2001 to 7th in 2011 in terms of percentage of urban population in total population.
- It is projected that the city’s population would increase to 1.3 million by year 2031.
- It is the main urban centre of Greater Mohali Region and has assumed the status of central business and financial district of the region, fast emerging as the preferred destination for information technology industry and for quality housing and infrastructure related investments.
- Due to its proximity and good linkages with the Union Territory Chandigarh, SAS Nagar also serves to accommodate the spill over housing demand from Chandigarh.
- The city has high potential to become the commercial hub within the Greater Mohali Region due to its relatively good road and rail connectivity. Further, the proposed project of International Airport is seen as a catalyst for growth in the city.
In view of the above, the study is significant in its effort to understand and recommend ways to upgrade the efficacy of the administration of urban planning.

1.7 SCOPE OF THE STUDY

Urban Planning and its administration have emerged as areas of major concern in recent years. The subject matter of urban planning has been quite vast and complex permeating all sphere of development. The scope of the study was confined only to the administrative aspect of urban planning. Further, an intensive and comprehensive case study of a single administrative unit was undertaken to gain a deep understanding of the complete process of urban planning at the micro level.

The locale of this work is Sahibzada Ajit Singh (S.A.S.) Nagar. This township had the distinction of its development being patterned on that of the city beautiful, Chandigarh; being carved out to reduce population pressure on Chandigarh. S.A.S. Nagar, commonly known as Mohali, declared as the 18th district of Punjab on April 14, 2006, is a satellite town of Chandigarh. This contributed further to an already rapid rate of urbanization and increasing pace of developmental activities, exerting colossal pressure on urban infrastructure. The time period of the study is 1995-2010.

1.8 OBJECTIVES

1. To evaluate the legal and regulatory framework pertaining to urban planning and administration in SAS Nagar, Punjab.
2. To study the role of various administrative agencies involved in urban planning and administration in SAS Nagar, Punjab.
3. To study the nature of participation of urban local bodies in urban planning and administration in SAS Nagar, Punjab.
4. To examine the role of people’s participation in urban planning and administration in theory and in practice in SAS Nagar, Punjab.
5. To study the interface of various administrative agencies involved in urban planning and administration in SAS Nagar, Punjab.
6. To suggest measures to upgrade the efficacy of urban planning and administration.

1.9 HYPOTHESES

1. The existing legal and regulatory framework is not responsive to the changing requirements of urban areas.
   a. There is absence of requisite urban policy framework.
b. The legal framework for urban planning provides for highly centralized administrative structure.
c. The urban planning legislations do not display environment consciousness.
d. The urban planning legislation provides for limited role of urban local bodies.
e. The urban planning legislation does not provide for participatory approach.
f. The weak enforcement of urban planning legislations have allowed rampant violations.
g. There has been absence of regular audit to study the impact of planning regulations, standards and procedures.

II. 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.

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

IV. 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.
V. 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.

VI. 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.

VII. The peoples’ participation in urban planning and administration has been limited in nature in SAS Nagar.
   a. NGOs play a passive role in administration of urban planning processes in SAS Nagar.
   b. There has been limited scope for public private partnership in urban planning processes in SAS Nagar.
   c. Media does not play a participatory role in SAS Nagar.

VIII. There are several administrative obstacles in institutionalization of peoples’ participation in urban planning and administration in SAS Nagar.

1.10 RESEARCH METHODOLOGY
The study used both Primary and Secondary data.

Primary data had been collected primarily by means of the interview and observation method. The study focused on administrative aspect of urban planning;
interview schedules were, therefore, prepared to gauge the opinions of the respondents. Interviews were conducted with the senior officials of the administrative agencies engaged in urban planning administration in SAS Nagar. For this purpose, the researcher interviewed at least two officials each from Department of Town and Country Planning and Punjab Urban Development Authority (Annexure V), Greater Mohali Area Development Authority (Annexure VI) and Municipal Council, SAS Nagar (Annexure VII). Various other concerned officials were interviewed, namely, Estate officer, Project Advisor, Land Acquisition Collector and Law officer. Further, interviews were conducted with members of non-government organizations and private developers and builders selected on the basis of convenient random sampling (Annexure VIII). The role of mass media was studied with respect to its participatory role and dissemination of information pertaining to urban planning issues. Newspaper journalists covering urban issues in four newspapers i.e. the Tribune, The Times of India, The Hindustan Times and Dainik Jagran were interviewed (Annexure IX). The observation method was also used.

Secondary Data was collected from various sources like primary government data i.e. annual reports of Government of India, Department of Town and Country Planning (TCP), Punjab Urban Planning and Development Authority (PUDA), Greater Mohali Area Development Authority (GMADA), Municipal Council, District Planning Committee and United Nations, books, journals, newspapers and Internet. The data collected was, largely, qualitative in nature. Hence, descriptive and qualitative analysis regarding the responses of the government officials and other respondents was done.

1.11 CHAPTER SCHEME

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